



Ex-post Evaluation: Migration Profile - Rwanda

PR.0194

Final Report

December 2021

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Executive Summary

The following report is an ex-post evaluation of the project, “*Migration Profile-Rwanda*” managed by the Rwanda Country Office of the International Organization for Migration (IOM) and funded by the IOM Development Fund (“the Fund”).

This ex-post evaluation was commissioned by the Fund and was carried out by Sharon McClenaghan, Owl RE, research and evaluation consultancy, Geneva, from September to November 2021. The purpose of this evaluation was to assess the relevance and coherence of the project for the stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well cross-cutting themes of human rights and gender were mainstreamed in the project, and how sustainable the desired effects were or could be.

The evaluation was carried out remotely, using a desk review of available data and documents and key informant interviews with 16 project stakeholders.

Findings

The project was found to be highly relevant in addressing a gap in the collation of migration data within the government which had been previously scattered between departments. Through targeted activities it brought together significant numbers of key government stakeholders who worked collaboratively to develop a comprehensive Migration Profile (MP) and through training strengthened government capacities and knowledge about migration data collection.

However, final government approval for the dissemination of the MP and related products was not attained and the MP remains “under the ownership of the government.” Its use and that of the data collection standard operating procedures (SOPs) developed were not formalized which significantly reduced the impact and sustainability of the project to inform evidence-based policy making and manage and streamline migration data as planned. Due to a series of delays, the project had three no-cost-extensions, (NCEs), and almost doubled its duration reducing its efficiency and cost effectiveness and rendering the MP “out of date”.

Despite not producing a final usable product, there was strong support for the results of the project from the majority of stakeholders and specifically with regard to the training received and in establishing a first step in a process of inter-governmental data collection, which they believed the government would continue.

Relevance, (rating: Very Good – 4)

The project was found to be very relevant to Rwanda and aligned with national priorities of the government. The development of the MP and supporting capacity development responded to a major problem in migration data which was previously unconsolidated and “scattered” between departments and Ministries. Although endorsed, the MP did not have final government approval and is now regarded as

“out of date.” An update of the MP is currently being undertaken but unless it is endorsed and disseminated, the relevance of the project as a whole will remain significantly reduced.

Coherence, (rating: Good – 3)

The project was found to be compatible with other former IOM activities, past and contemporary and another intervention in the field but there was no evidence of a connection between them.

Effectiveness, (rating: Good – 3)

The project only partially achieved the objective and two outcomes. The MP was successfully developed through a consultative and inclusive process involving 21 government stakeholders. This ensured a very strong “whole of government” approach and high level of ownership, but ultimately government approval was not given for the dissemination of the MP, severely limiting its effectiveness to support and inform evidence-based migration and development policies. SOPs were developed by the project with the aim of streamlining migration data from different organizations, in a way that can be used effectively by policymakers, but this was not formalized. Despite the very limited usage of the MP, all stakeholders agreed on the importance of the process initiated by the project to collect and streamline migration data and the usefulness of the training provided.

Efficiency, (rating: Adequate – 2)

The project was rated as having low efficiency and was not found to be cost effective in the use of the Fund funding of \$200,000. Three NCEs were granted to allow for problems experienced, extending the project to 45 months in total, almost doubling the original time planned. As the project did not have a final usable product, cost inefficiencies were found in relation to the printing of the report (250 copies) and the spending on visualization products – neither of which were used and are now redundant.

Impact, (rating: Not possible to evaluate)

The impact of the project was not possible to assess accurately as the MP was not disseminated nor were the results of the training able to be fully realized. As such, the extent to which the government was able to use the data collected by the MP and act upon gaps identified was limited as it was not a public document. However, there was evidence to show that the results of the project had led to greater awareness of migration and migration data with some interviewees noting positive impacts in their own work as well as the importance of having kick-started an important process migration data management.

Sustainability, (rating: Good – 3)

Sustainability was assessed as “Good” given the non-availability of the MP, which is now thought of as “out of date” by the government and no action plan for implementation exists. The training and capacity development training provided by the project were mentioned as continued benefits and according to interviews, the main project stakeholders still kept in touch on migration related issues via an informal group. However, for the MP to be sustainable it would need to be published

and for the recommendations to be developed into an action plan with commitments from all stakeholders.

Conclusions and recommendations

The MP was completed (and printed) in 2019 and although final government approval was not attained for its dissemination it did, however, create a baseline for further reporting, and an upskilling of the technical team working on the MP. There was also strong support for the results of the project from the majority of stakeholders in terms of having formed a template for the centralization of migration data. Currently, the MP is being updated, based on a request from the government with the financial support of the IOM but its effectiveness will ultimately depend upon the extent to which it is issued as a public document.

A. Project design

The project was ambitious in its timeframe of 24 months and the project started before the Memorandum of Understanding, (MOU) was signed. When it became apparent during the extension period that the project would still not be completed within time allotted, it is suggested that another related project could have been requested to carry on some activities to ensure that the project outcome was fully achieved. Also, the MOU should have been specific about the public nature of the MP making clear that it was not just an internal report, as this was not addressed. Greater clarity on the status of the report could have avoided the unnecessary expenditure related to the printing costs and visibility material which were purchased after the report had thought to have been endorsed by the government.

Recommendation (priority level: 2 -medium):

For IOM Rwanda for future projects of a similar nature in the design or revision phase:

- Try to find another project which can continue the original project activities until the outcome is reached.
- Ensure that MOUs with the government are sufficiently detailed to clarify exactly the objective and outcomes of the project which are expected and the public nature of any key project deliverables.

B. Project management

The project was delayed in the first instance for nine months before activities began and in total underwent four revisions and three NCEs. Activities were adapted and added and budget allocations changed but not all of this was fully documented in the interim reports nor budget and the workplan on PRIMA was updated.

A mid-term evaluation was budgeted for but not implemented which could have potentially identified and resolved the misunderstanding around the final status of the MP and made recommendations for addressing this earlier.

Recommendation (priority level: 2 - medium):

For IOM Rwanda for future projects:

- Regular updating of the activity and results monitoring framework on PRIMA and especially after each project revision.
- Full documentation of changes in activities in the Migration Profile inception report.
- Implement a mid-term review to assess progress and what changes need to be prioritized if the project is not on track.

C. Inclusion of Gender

Twenty-one different government stakeholders were involved in the development of the MP, but the Ministry of Gender and Family Promotion (MIGEPROF) and the Gender Monitoring Office (GMO) were not included. This was a significant omission given the prioritization by the government as a whole to gender and women's empowerment. As a result, female representation on the Technical Working Group (TWG) and SC was extremely low and the MP lacks a gender perspective with very few examples of gender disaggregated data.

Recommendation (priority level: 2 -medium):

For IOM Rwanda for future projects

- Where possible ensure the inclusion of the government ministry or department responsible for gender and gender monitoring to ensure a gender perspective is included and data is gender disaggregated.
- Ensure that the data in all updated versions of the MP is gender disaggregated.

D. Next steps and Sustainability

At the time of writing, the MP is in the process of being updated, at the government's request (funded by IOM). In order for the project to reach its objective and have sustainable results the MP needs to be publicly available with commitment made by the GoR to the recommendations of the report, including a process for regular updating.

Recommendation (priority level: 1 - urgent):

For IOM Rwanda:

Develop a follow-up advocacy plan with the new Director General (DG) of the Directorate General of Immigration and Emigration, (DGIE) to ensure that the revised MP is printed and disseminated publicly as planned, as the new MOU is not specific about publication.

- Agree with the Government of Rwanda (GoR) on a timeframe of between three-five years for the publication and dissemination of the subsequent updated reports as the suggested period of two years is too short.

- Consider how resources can be found to ensure that the MP is a 'living document' and regular support given to the GoR in the update process, in the short to medium term.

Lessons learnt

- Involve all key government institutions as early as possible in joint decisions such as the publication and dissemination of the MP, to ensure trust and clarity of purpose.
- The development of an inclusive stakeholder process can form the basis for a strong project 'buy in' from those involved and can help deliver results even when the outcomes of the project are not fully achieved.
- The regular documentation of the project, (in this case the development of the MP) is key to preserving institutional knowledge in the context of staff turnover and the situation in which aspects of the project may have to be reinitiated.

Glossary of Terms

DAC	Development Assistance Committee
DDG	Deputy Director General
DGIE	Directorate General of Immigration and Emigration
GMO	Gender Monitoring Office
GoR	Government of Rwanda
HR	Human rights
IDF	IOM Development Fund
ILO	International Labour Organisation
IOM	International Organization for Migration
MIDMAR	Ministry of Disaster Management and Preparedness
MIFOTRA	Ministry of Public Service and Labour
MIGEPROF	Ministry of Gender and Family Promotion
MINAFFET	Ministry of Foreign Affairs and International Cooperation
MINECOFIN	Ministry of Finance and Economic Planning
MINEMA	Ministry in Charge of Emergency Management
MP	Migration Profile
MS	Member State
MOU	Memorandum of Understanding
NCE	No-cost extension
NISR	National Institute of Statistics of Rwanda
NPPA	National Public Prosecution Authority
PO	Project officer
RDB	Rwanda Development Board
RM	Results matrix
SC	Steering Committee
SDGs	Sustainable Development Goals
SOPs	Standard Operating Procedures
TWG	Technical Working Group

1. Introduction

The following report is an ex-post evaluation of the project, “*Migration Profile-Rwanda*,” managed by the Rwanda Country Office of the International Organization of Migration (IOM) and funded by the IOM Development Fund (“the Fund”).

This ex-post evaluation was commissioned by the Fund and was carried out by Sharon McClenaghan, Owl RE, research and evaluation consultancy, Geneva, from August to October 2021. The evaluation focused on six main OECD-DAC¹ evaluation criteria: relevance, coherence, effectiveness, efficiency, impact and sustainability. Human rights and gender equality were integrated into the evaluation criteria, where relevant.

2. Context of the evaluation

Migration policymaking has become a critical area in Rwanda, with a growing consensus that migration should be considered within a broader development context. Migration dynamics in Rwanda are complex and affected by regional trends in the East Africa region, including the sustained movement of refugees and displaced persons resulting from climate change and environmental degradation, armed conflict, and political and economic crises. The country is well known for its large emigration due to the genocide against the Tutsi in 1994, as well as also for hosting a large number of refugees from the Democratic Republic of Congo (DRC) and Burundi, and for the ongoing labour emigration as well as labour circulation within the region (DRC, Uganda, and Burundi).

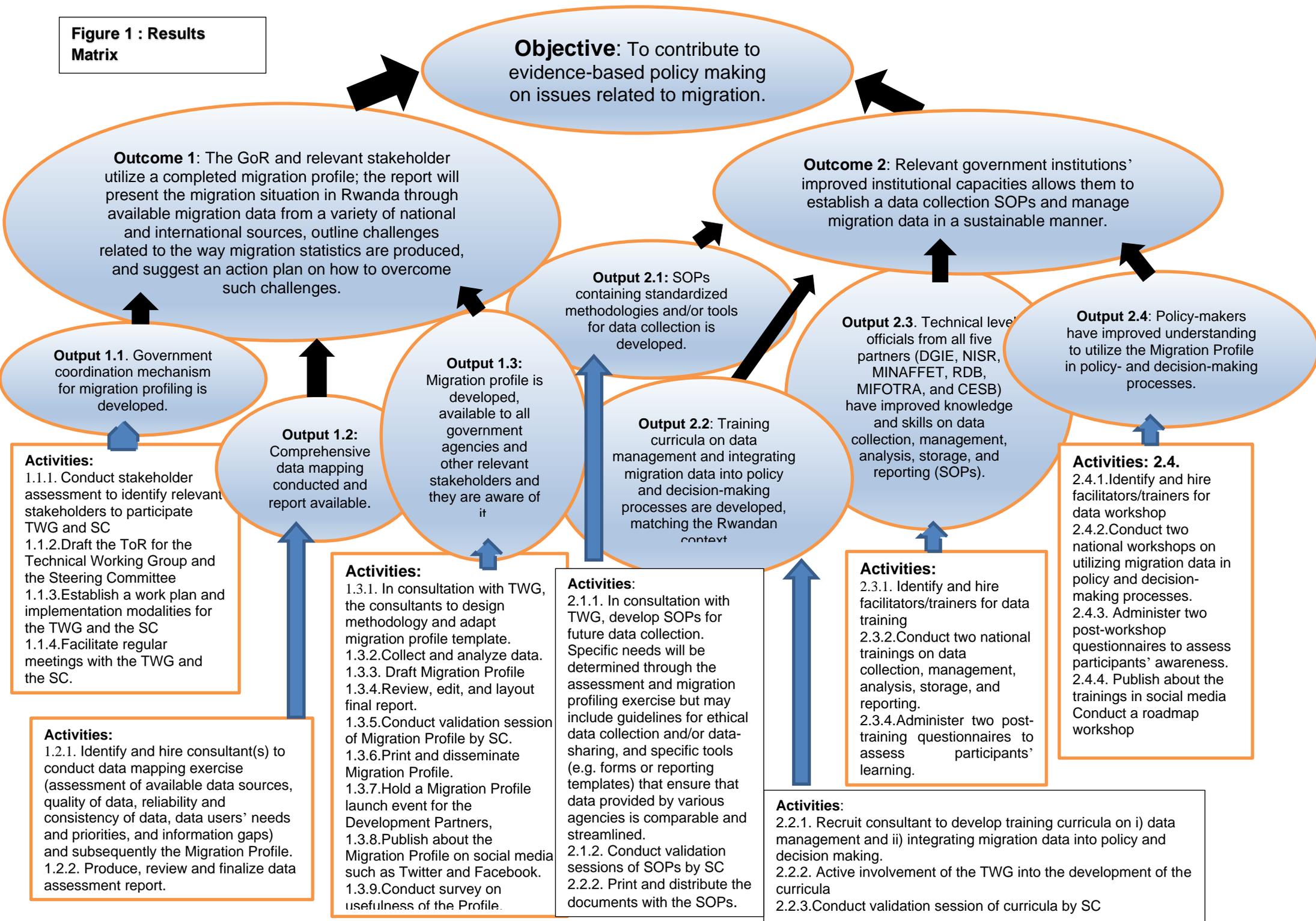
The main project aim was to develop a Migration Profile (MP) in partnership with the Government of Rwanda, (GoR) as a tool to support strategic evidence-based policy and programme development. As of 2016, Rwanda did not have a detailed migration profile, and anecdotal evidence showed that migration-related data was usually kept within respective government institutions and not consolidated or always shared. The project was a response to this and to Rwanda’s desire to become a middle-income country by 2020, with the capacity to measure and manage movement in and out of the country.

The project was based around two components. Firstly, the development of a MP, for use by the GoR and relevant stakeholders, outlining challenges related to the way migration statistics are produced, and an accompanying action plan and secondly, by training government officials to ensure institutional capacities are improved to establish migration data collection and streamline migration data for its optimum use.

The Results Matrix (RM) is reproduced below to illustrate the intervention logic foreseen for the project:

¹ Organisation for Economic Co-operation and Development - Development Assistance Committee; ‘DAC Criteria for Evaluating Development Assistance’: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

Figure 1 : Results Matrix



3. Evaluation purpose and objectives

3.1. Purpose and objectives

The purpose of this evaluation was to assess the relevance and coherence of the project for the stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well cross-cutting themes of human rights and gender were mainstreamed in the project, and how sustainable the desired effects were or could be.

The evaluation aimed to promote transparency and accountability, assist the Fund in its decision-making, better equip staff to make judgments about the project and to improve the effectiveness for potential future project funding. The primary objectives of the evaluation were to:

- (a) Assess the relevance and coherence of the project's intended results;
- (b) Assess the Theory of Change;
- (c) Assess the effectiveness of the project in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;
- (d) Assess the efficiency and cost-effectiveness of project implementation;
- (e) Assess the impact prospects and outcomes to determine the entire range of effects of the project (or potential effects) and assess the extent to which the project has been successful in producing expected change;
- (f) Assess the sustainability of the project's results and benefits (or measures taken to guarantee it) or prospects for sustainability;
- (g) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (h) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund in its decision-making about future project funding.

These objectives are operationalised in a series of evaluation questions and indicators (see section 3.3 below).

The findings, recommendations and lessons learned from this evaluation are to be used by IOM Rwanda, all IOM units implementing IOM Development Fund projects and the Fund, as described in the following table.

Table 1: Evaluation Intended Uses and Users

Intended Users	Intended Uses
IOM Rwanda	To improve identification of country's needs and alignment of IOM's interventions with national, regional and global development agenda; To improve identification of and alignment of IOM's interventions with national, regional and global development and migration agenda.

	<p>To improve efficiency and effectiveness of future project implementation.</p> <p>To demonstrate accountability of project implementation and use of resources.</p> <p>To identify specific follow-up actions/initiatives and project development ideas.</p> <p>To document lessons learned and best practices.</p>
All IOM units implementing IOM Development Fund projects	To improve efficiency and effectiveness of current and future IDF funded projects
IOM Development Fund	<p>To assess value for money.</p> <p>To use the findings and conclusions in consideration of future project funding approval.</p>

3.2. Evaluation scope

The evaluation covered the full project period from 01 February 2017 to 30 November 2020. Partners and stakeholders interviewed were chosen based on the extent of their involvement in the project and availability and were identified in collaboration with the IOM project manager. The terms of reference (ToR) / Inception Report can be found at annex 1. The list of interviewees can be found in annex 2. The main documents consulted are listed in annex 3.

3.3. Evaluation criteria

The evaluation focused on the following six main evaluation criteria, based on the OECD/DAC guidelines: relevance, coherence, effectiveness, efficiency, impact and sustainability. Gender and human rights were also mainstreamed where pertinent. In response to the evaluation purpose and scope, the evaluation focused on 21 out of the 25 evaluation questions found in the evaluation matrix (as outlined in the ToR / Inception Report found in annex 1). Responses to cross-cutting questions were integrated across the findings.

4. Evaluation methodology

The evaluator used a participatory and mixed methods approach, involving and consulting with the relevant stakeholders as much as possible, integrating this approach into the methodology as feasible. Data was collected from a number of different sources in order to cross validate evaluation findings.

4.1. Data sources and collection

Two data collection methods were employed to ensure reliability of data:

- 1) Desk review of available data and documents (see annex 3);
- 2) Key informant interviews; interviews were conducted with IOM and stakeholders involved in the project.

4.2. Data sampling

A sample of 16 stakeholders involved in the project were interviewed. The stakeholders included:

- 4 IOM staff
- 2 consultants
- 10 government representatives

(See annex 2 for the complete list of persons interviewed).

4.3. Data Analysis

Quantitative and qualitative approaches were used to analyse findings from the document review and interviews. This approach was also used to assess the achievements of the results matrix and accompanying project documentation. Triangulation (reviewing two or more sources of data) was used to corroborate findings, substantiate findings and to underline any weaknesses in the evidence. For each evaluation criteria a rating was determined based on the following scale:

Table 2: Evaluation criteria and scaling

Evaluation Criteria Scaling		Explanation	Supporting evidence
5	Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention.	<i>Supporting evidence will be detailed for each rating given.</i>
4	Very good (Almost always)	There is an evidence of good contribution but with some areas for improvement remaining.	
3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but requirement for continued improvement.	
2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution but significant improvement required.	
1	Poor (Never or occasionally with clear weaknesses)	There is low or no observable contribution.	

4.4. Limitations and proposed mitigation strategies

In total, four limitations and challenges were identified for the evaluation and detailed in the Inception Report. The following table describes these limitations and how they were addressed.

Table 3: Limitations and challenges

No.	Limitation	How these limitations were addressed
1	Timing: The timing of the evaluation during the Covid-19 pandemic response will likely impact on the availability of IOM staff and project stakeholders/ beneficiaries, and/or extend the time that will take to respond to the evaluation request and provide inputs.	COVID-19 had an impact on the availability of project stakeholders but early involvement of the project manager helped coordinate meetings and the interview period was extended to 12 weeks to allow for disruptions and the holiday period.
2	General problem of insufficient data or insufficient representative data collected, owing to poor response rate from interviewees.	It was not possible to interview all key stakeholders identified owing to a turnover of staff. For example, the main government focal point for the project from the Directorate General for Immigration and Emigration (DGIE), was no longer working for the government. However, through project documentation and additional interviews, sufficient data was collected for the evaluation. Triangulation with other data gathering tools from different sources helped to address some of the data gaps. Where insufficient data existed this is noted accordingly throughout the report.
3	Objective feedback from interviewees – they may be reticent to reveal the factors that motivate them or any problems they are experiencing or being transparent about their motivation or about internal processes.	All interviews were transparent and open and this did not appear to be a problem for data collection.
4	General bias in the application of causality analysis.	This did not pose a major limitation as a general consensus was found on the majority of findings.

5. Findings

The project was found to be highly relevant in addressing a gap in the collation of migration data within the government which had been previously scattered between departments. Through targeted activities it brought together significant numbers of key government stakeholders who worked collaboratively to develop a comprehensive MP and through training strengthened government capacities and knowledge about migration data collection.

However, final government approval for the dissemination of the MP and related products was not obtained and the MP remains “under the ownership of the government.” Its use and that of the data collection standard operating procedures (SOPs) developed were not formalized which significantly reduced the impact and sustainability of the project to inform evidence-based policy making and manage and

streamline migration data as planned. Due to a series of delays, the project had three NCEs, and almost doubled its duration reducing its efficiency and cost effectiveness and rendering the MP “out of date”.

Despite not producing a final usable product, there was strong support for the results of the project from the majority of stakeholders and specifically with regard to the training received and in establishing a first step in the process of inter-governmental data collection, which they believed the government would continue.

The table below summarizes the findings and provides a rating for each evaluation criteria:

Table 4: Summary evaluation findings per criteria

Evaluation criteria and rating	Explanation	Supporting evidence
Relevance 4- Very Good	The project was found to be very relevant to Rwanda and aligned with national priorities of the government. The development of the MP and supporting capacity development responded to a major gap in migration data. Although endorsed, the MP did not have final government approval and is now regarded as “out of date,” significantly reducing its relevance unless updated.	Interviewees Project documentation
Coherence 3 - Good	The project was found to be coherent with IOM activities and another intervention in the field but there was no evidence of a connection between them.	Project documentation Interviews IOM website
Effectiveness 3 – Good	The project only partially achieved its objective and outcomes. The MP was successfully developed through a consultative and inclusive process involving 21 government stakeholders. This ensured a very strong “whole of government” approach and a high level of ownership, but ultimately government approval was not given for dissemination, severely limiting its effectiveness to support and inform evidence-based migration and development policies. Despite the very limited usage of the MP, all stakeholders agreed on the process initiated by the project and the usefulness of the training provided.	Project documentation Interviewees External publications IOM website
Efficiency and cost effectiveness 2 - Adequate	The project was rated as having low efficiency and cost effectiveness. Three no-cost extensions were granted to allow for problems experienced, extending the project to 45 months in total, almost doubling the original time planned. As the project did not have a final usable product, cost inefficiencies were found in relation to the printing of the report (250 copies) and the spend on visualization products –	Interviewees and email correspondence Project documentation

	neither of which were used.	
Impact Not possible to assess	The impact of the project was not possible to assess accurately as the MP was not disseminated nor were the results of the training able to be fully realized. As such, the extent to which the government was able to use the MP was limited. However, there was evidence to show that the results of the project had led to greater awareness of migration and migration data with some interviewees noting positive impacts in their own work.	Interviewees Project documentation
Sustainability 3- Good	Sustainability was assessed only as “Good” given the non-availability of the MP, which is now thought of as “out of date” by the government. The training and capacity building provided by the project were mentioned as continued benefits. For the MP to be sustainable it would need to be published and for the recommendations to be developed into an action plan with commitments from all stakeholders.	Interviewees Project documentation

Relevance – 4 – Very Good

The project was found to be very relevant to Rwanda and aligned with national priorities of the government. The development of the MP and supporting capacity building responded to a major problem in migration data which was previously unconsolidated and “scattered” between departments and Ministries. Although endorsed, the MP did not have final government approval and is now regarded as “out of date.” An update of the MP is currently being undertaken but unless it is endorsed and disseminated, the relevance of the project as a whole will remain significantly reduced.

1. To what extent is the project aligned with national priorities, government policies and global commitments?

Finding: The project, requested by the Directorate General of Immigration and Emigration, was aligned with the national and priorities and global commitments of the GoR which included its Vision 2020. The project was the first of its kind in Rwanda and in consolidating migration data addressed a significant gap in which migration data was scattered between different government institutions, and calculated by different methodologies.

The project was found to be highly relevant for Rwanda and aligned with the government’s *Visions 2020*² (and now 2050 Vision) in which Rwanda aimed to

² “The five pillars of the vision are the following: good governance and a capable state; human resource development and a knowledge-based economy; a private sector-led economy; infrastructure development; productive and market-oriented agriculture, and regional and international economic integration.” See:

become a middle-income country by 2020. It was also aligned to a number of supporting national policies such as *Economic Development and Poverty Reduction Strategy (EDPRS) II, 2013-2017*, *The Rwanda Diaspora Policy (2009)* and the *National Migration Policy and Strategy* in 2008 (the latter which is in the process of being updated). As noted by the project's inception report: "*An improved capacity to measure and manage movement in and out of the country will be central towards achieving most of the facets of Rwanda's socio-economic goals, as better migration management will ensure, among other aspects, better knowledge of the human capital stocks available within and beyond Rwanda's borders.*"³ The project also supported Rwanda's commitment to integrate key provisions of the East African Community's Common Market Protocol and its mission.⁴

2. To what extent were the needs of beneficiaries and stakeholders, taken into account during project design and implementation?

Finding: The needs of the main beneficiary, the Government of Rwanda (GoR), was fully accounted for during project design and implementation. The project was designed with the DGIE, the main project partner, with a number of activities added in response to a direct request from them. With the inclusion of up to 21 different departments this led to a very strong "whole of government" buy-in for the project. As noted in question 5, the Ministry of Gender and Family Promotion (MIGEPROF) was not included, nor were any migrant representative groups.

The project was designed and implemented around the needs of the beneficiaries, the GoR and its related departments and Ministries. An initial four meetings were undertaken between IOM and DGIE to lay a foundation for the project and for the formation of a steering group (SG) and technical working group (TWG), the latter which was made up of focal points appointed from each organization nominated. The original aim was to include five representative organizations, and this increased to 21 as more departments were included.

Five technical meetings were held to enable technical officials to understand the migration profile concept as well and be able provide space for their inputs into the comprehensiveness on the profile. In direct response to a government request, as the numbers of stakeholders increased during project implementation, additional training and validation workshops were provided, which were designed in consultation with the TWG.

No migrant groups nor their representatives were included in the development of the MP nor was MIGEPROF, (see also question 5). This was the only limitation noted in

https://kigalicity.gov.rw/fileadmin/templates/Documents/policies/Rwanda_Vision_2020__revised_2012_.pdf

³ Rwanda Migration Profile: Inception Report, 2017, Dr. Pierre Claver Rutayisire

⁴ *The mission of the Community is to widen and deepen economic, political, social and cultural integration in order to improve the quality of life of the people of East Africa through increased competitiveness, value added production, trade and investments.* See <https://www.eac.int/overview-of-eac>.

relation to the stakeholder process, which was overall regarded by the majority of participants as one of the main strengths of the project.

3. Was the project designed with a logical connection between its objective, outcomes, outputs and indicators based on a solid rationale/needs assessment?

Finding: The project was designed with too many outputs and was confusing in places, referring to a data assessment report and a migration report. The vertical logic of the results framework could have been strengthened by combining some of the outputs. Indicators relating to the number of meetings held were overambitious for the project duration. All supporting activities were found to be appropriate.

The RM was developed with two outcomes (see Table 5), and seven outputs and activities to support the objective: *To contribute to evidence-based policy making on issues related to migration*. The design of the project was logical but repetitive (e.g- Output 1.2 and 1.3 are almost the same) and Output 2.1 and 2.2, both relate to training components and could also have been combined.

Table 5: Relevance of Project Results Matrix Vertical Logic

Vertical Logic and suggestions	Analysis
<p>Objective: To contribute to evidence-based policy making on issues related to migration.</p> <p>Indicator: Percentage of persons from partner agencies surveyed who perceive greater awareness of migration issues among governmental actors.</p> <p>Baseline: N/A</p> <p>Target: 70%</p>	<p>The objective is broadly correct.</p> <p>An indicator should also be included with reference to the MP and its impact in reaching the target.</p> <p>A suggested additional indicator could be: <i>“Government officials state that the Migration Profile is helping to contribute to evidence making policy making.”</i></p>
<p>Outcome: The Government of Rwanda and relevant stakeholder utilize a completed migration profile; the report will present the migration situation in Rwanda through available migration data from a variety of national and international sources, outline challenges related to the way migration statistics are produced, and suggest an action plan on how to overcome such challenged.</p> <p>Indicator: Number of government documents (e.g., policies, reports, papers, fact sheets, etc.) that use data from the migration profile.</p> <p>Baseline: N/A</p> <p>Target: at least 5</p>	<p>The Outcome is too descriptive and should reduced.</p> <p>A suggested alternative outcome is: <i>The Government of Rwanda and relevant stakeholders include migration information and data within national development planning, thanks to the Migration Profile.</i></p> <p>The indicator, baseline and target area all appropriate.</p>
<p>Output 1.1: Government coordination mechanism for migration profiling is developed.</p> <p>Indicator:</p> <p>1. Presence of a Technical Working Group (TWG).</p> <p>2. Number of profile coordination meetings called by the lead agency for migration data collection.</p>	<p>Output 1.1. is appropriate for the Outcome.</p> <p>The indicators are appropriate but the target number of meetings is too high for a project of 24 month.</p> <p>Suggested alternative indicators are:</p> <p>1. Presence of a Technical Working Group</p>

<p>3. Implementation of the action-points agreed upon during the meeting 4. Presence of a Steering Committee (SC). 5. Number of SC meetings called by the lead agency for decision-making processes. Baseline: no, N/A, N/A, no, N/A Target: Yes, 24, 20, yes, 24</p>	<p>(TWG) holding regular profile coordination meetings and 2. Presence of a Steering Committee (SC), led by the lead agency for decision-making processes holding regular meetings.</p>
<p>Activities</p>	<p>All activities are appropriate but could be combined with Activities for Output 1.2.</p>
<p>Output 1.2: Comprehensive data mapping conducted and report available. Indicator: Number of Government entities participating in the data mapping Number of data assessment reports printed and distributed. Baseline: N/A, No Target: 5, 30</p>	<p>Output 1.2 (and activities) could be replaced with Output 1.3 as they are the same.</p>
<p>Activities</p>	<p>All activities are appropriate.</p>
<p>Output 1.3: Migration profile is developed and available to all government agencies and other relevant stakeholders and they are aware of it. Indicator: 1. Presence of migration profile. 2. Number of copies of profile distributed. 3. The Migration Profile is uploaded to the IOM Migration Profile website 4. Persons reached through the Migration Profile launch event and social media Baseline: No, N/A, N/A, N/A Target: Yes, 500, Yes, 100</p>	<p>Output 1.3 is appropriate. Additional Indicators suggested are: <i>Number of Government entities participating in the data mapping exercise</i> <i>The Migration Profile is uploaded by the GoR to relevant website.</i></p>
<p>Activities</p>	<p>All activities are appropriate.</p>
<p>Outcome 2: Relevant government institutions' improved institutional capacities allows them to establish a data collection SOPs and manage migration data in a sustainable manner. Indicator: - Number of government ministries, departments, or agencies whose officials report that they are actively using Migration Profile data in the performance of their functions. - Number of government documents (e.g., policies, reports, papers, fact sheets, etc.) that use data from the data collection SOPs Baseline: N/A, N/A Target: At least 5, At least 3</p>	<p>Outcome 2, its indicators, baseline and targets are all appropriate. .</p>
<p>Output 2.1: SOPs containing standardized methodologies and/or tools for data collection (in line with ethical standards for data collection) is developed. Indicator: 1. SOPs are agreed and followed where DGIE collects Migration Information from the main partners (NISR, MINAFFET, RDB, MIFOTRA, CESB) once a year and updates the Migration Profile 2. Number of print-outs with the data Collection SOPs distributed to key government</p>	<p>Output 2.1 and 2.2 could be combined as they relate to the relevant technical components of training needed. It is suggested that Outcome 2.1 could become: <i>Output 2.1: SOPs containing standardized methodologies and/or tools for data collection (in line with ethical standards for data collection) and training curricula on data management and on integrating migration data into policy and decision-making processes are developed in</i></p>

<p>departments and adopted Baseline: N/A, N/A Target: Yes, 200</p>	<p><i>consultation with the TWG.</i></p> <p>Indicator 1 is too prescriptive as it includes a yearly commitment to update the MP. It could be replaced with: 1. <i>SOPs are developed with the main partners agreed to update the Migration Profile</i> The baseline and target are appropriate.</p>
<p>Activities</p>	<p>Activities are appropriate and could be combined with Activities for Output 2.2</p>
<p>Output 2.2: Training curricula on data management and on integrating migration data into policy and decision-making processes are developed and matching to the Rwandan context. Indicator: Number of training curricula developed. Baseline: 0 Target: 2</p>	<p>See above, Output 2.1.</p>
<p>Activities:</p>	<p>Activities are appropriate</p>
<p>Output 2.3 : Technical level officials from all five partners (DGIE, NISR, MINAFFET, RDB, MIFOTRA, and CESB) have improved knowledge and skills on data collection, management, analysis, storage, and reporting (SOPs). Indicator: 1. Number of technical-level government officials who complete the training. 2. Percentage of participants who are female 3. Percentage of participants who score 70% or higher on their post-training quiz Baseline: N/A, N/A, N/A Target: 25,10% more than the proportion of female policy-makers working in the institutions eligible for the training, 70%.</p>	<p>Output 2.3, which relates to training could also include not just data collection skills but also improved understanding to utilize the Migration Profile in policy- and decision-making processes (Output 2.4).</p> <p>A suggested alternative combining Output 2.3 and Output 2.4. is: <i>Relevant Government officials have the skills and knowledge to utilise migration information in policy- and decision-making processes.</i></p> <p>Indicator 1 is incomplete as the training is not specified. An additional indicator is needed to cover the training workshop. Suggested indicators are: 1. <i>Number of technical-level government officials who complete the training on data collection, management, analysis, storage, and reporting (SOPs).</i> 2. <i>Number of policy-making government officials who attend the workshop on utilizing the Migration Profile in policy- and decision-making processes.</i> The target for Indicator 2 could be specific. As the GoR prides itself on increasing gender parity, (61% female representatives in Parliament and 53% female cabinet members) it is suggested that the target is 50% Suggested target: 50%</p>
<p>Activities</p>	<p>Activities are appropriate.</p>
<p>Output 2.4: Policy-makers have improved understanding to utilize the Migration Profile in policy- and decision-making processes Indicator: 1. Number of policy-making government</p>	<p>See above, Output 2.3.</p>

officials who attend the workshop. 2. Percentage of participants who are female 3. Percentage of participants who score 70% or higher on their post workshop quiz Baseline: N/A, N/A, N/A Target: 30x 2, 10% more than the proportion of female policy-makers working in the institutions eligible for the workshop, 70%	
Activities	Activities are appropriate.

4. To what extent do the expected outcomes and outputs remain valid and pertinent as originally intended in terms of direct beneficiary needs?

Finding: The main project output, the MP, as well as the training, remain pertinent in terms of direct beneficiary needs. However, the report was not disseminated. As a result the MP is now regarded as outdated and has become much less relevant for the GoR. In order to remain valid to the government as initially intended the report and its related products are in need of updating (currently being undertaken).

The MP as developed by the project remains pertinent according to stakeholders interviewed and very relevant to the needs of the government. However, stakeholders did not receive a final version of the MP as approval for dissemination was delayed. As a result the report has become outdated and was regarded by the main project partner as increasingly irrelevant and in need of updating, (which is currently being undertaken).

5. How adequately were human rights and gender equality taken into consideration during the project design and implementation?

Finding: Gender equality and human rights were taken into consideration during project design but gender consideration was limited to indicators for two outputs relating to participation in project activities and was overall lacking in the mapping document, which formed the basis for the MP. MIGEPROF and Gender Monitoring office (GMO) were not included in the project - a significant oversight given the progress made on gender within the country as a whole. Both gender and human rights were included as training components.

Gender equality and human rights were taken into consideration during project design. Gender representation was included in the indicators and both gender and human rights issues were included as thematic areas in the training. However, the consideration of gender was overall lacking in the project. Despite being a specific request of the project TOR to have data disaggregated by gender (as such data is in existence according to interviewees), gender was not mainstreamed throughout the report. Neither were women adequately represented in the governance mechanisms of the TWG nor the SG (there was one female focal point out of 15 rising to three female focal points out of 23 members as membership expanded).

The non- inclusion of the MIGEPROF and the GMO which sits directly is a significant omission given the progress in gender equality the country has made over the last

decades.⁵ As was noted by a project interviewee, “we collected some data on male and female but the MP does not really go deep into gender issues or human rights”.

6. Is the project in line with IOM/IOM Development Fund priorities and criteria?

Finding: The project was found to be well aligned to IOM and the Fund’s priorities and criteria. It supported key priorities of IOM’s current strategic foci and IDF’s eligibility criteria.

The project was found to support IOM’s current strategic foci,⁶ notably:

- No. 5: To support States, migrants and communities in addressing the challenges of irregular migration, including through research and analysis into root causes, sharing information and spreading best practices, as well as facilitating development-focused solutions.
- No. 6: To be a primary reference point for migration information, research, best practices, data collection, compatibility and sharing.

Concerning IDF’s eligibility criteria,⁷ the project responded to the key criteria of capacity-building through the production and dissemination of evidence-based research and through workshops.

Coherence – 3- Good

The project was found to be compatible with other former IOM activities, past and contemporary and another intervention in the field but there was no evidence of a connection between them.

7. To what extent is this project compatible with other IOM activities?

Finding: The project was found to be broadly compatible with other IOM activities such a project on counter trafficking activities and a number of projects relating to the diaspora policy and related activities.

The project was found to be broadly compatible with other IOM activities such as those related to diaspora mapping exercises,⁸ impact assessment and update of the

⁵ According to statistics posted on the MIGEPROF website, 53.3% female cabinet members are women and Rwanda is 7th country globally in bridging gender gap (Global Gender Gap Index 2021, World Economic Forum), <https://www.migeprof.gov.rw/gender-promotion>

⁶ IOM mission and strategic focus: https://www.iom.int/sites/default/files/about-iom/iom_strategic_focus_en.pdf

⁷ IDF eligibility criteria: <https://developmentfund.iom.int/eligibility-criteria>

⁸ Mapping and Mobilizing the Rwandan Diaspora in Europe for Development in Rwanda, IOM, January 2015 – September 2020, as well as Diaspora mapping exercise in USA and Canada under project “Safe Labour Mobility from Rwanda”, IOM, 1 February 2019 – 31 May 2022 , both funded by the Belgian Government.

diaspora policy,⁹ and more broadly to a project on counter trafficking activities.¹⁰ However, it was not possible to assess if synergies between the projects had been fully optimized.

8. To what extent is this project compatible with other interventions in this field?

Finding: The project was found to be compatible with another intervention in the field, an ILO/OECD research project on how immigrants contribute to Rwanda's economy. However, no linkages was made with this project and no data collected for the MP despite it running concurrently with the project.

The project was found to be compatible with other interventions in the field such as the ILO/OECD research project on How Immigrants Contribute to Rwanda's Economy.¹¹ However, according to one stakeholder there was no contact made between the project and the ILO/OECD and the data collected was not incorporated into the report:

"They (ILO) do their own research and they have specific information and data on their own and we were not coordinated. The GoR used some from data from other organizations but not them. We didn't really look at the contribution of immigrants to the economy..."

Effectiveness – 3– Good

The project only partially achieved the objective and two outcomes. The MP was successfully developed through a consultative and inclusive process involving 21 government stakeholders. This ensured a very strong "whole of government" approach and high level of ownership, but ultimately government approval was not given for the dissemination of the MP, severely limiting its effectiveness to support and inform evidence-based migration and development policies. SOPs were developed by the project with the aim of streamlining migration data from different organizations, in a way that can be used effectively by policymakers, but this was not formalized. Despite the very limited usage of the MP, all stakeholders agreed on the importance of the process initiated by the project to collect and streamline migration data and the usefulness of the training provided.

9. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix?

⁹ "Strengthening the Capacity of the Government of Rwanda to further Engage the Diaspora in the Socio-economic Development of Rwanda", November 2021 – October 2023, funded by IOM Development Fund.

¹⁰ "Preventing and addressing human trafficking through awareness raising and capacity building programmes", IOM, Dec 2020 – November 2021, funded by SIDA.

¹¹ https://read.oecd-ilibrary.org/development/how-immigrants-contribute-to-rwanda-s-economy_9789264291829-en#page12

Finding: The project objective and main outcomes were partially achieved. The MP was successfully developed through a consultative process which resulted in a high level of ownership and a strong “whole of government” approach to data management. This was further reinforced by targeted training. However, although the MP was endorsed it was not full approved by the GoR and not available publicly nor disseminated, limiting its usage and the potential contribution to evidence-based policy making. Despite the MP not being available for use, it is important to note that the the project was overall regarded as a success by the majority of interviewees having progressed the process of migration data consolidation considerably.

The project only partially achieved its outcomes and objective. Through the implementation of project activities, namely the establishment of coordination and governance mechanisms and training the project successfully developed a migration profile. As noted by one participant, *“The set up of the technical working group and steering committee enabled a group collaboration and to speed up data collection as well as analysis and created an environment of understanding deeply the migration and related issues.”* Training implemented was rated very highly by participants, imparting knowledge and building skills about data collection and management as well as providing an opportunity for stakeholders to learn from each other.

Owing to a number of reasons the MP, although endorsed by DGIE was not disseminated nor made public¹² which greatly impacted and limited its usage, and the extent to which institutional capacity was improved above and beyond that of the individual project representative.

The project was overall regarded as a success by the majority of interviewees and an important “first step” in achieving a MP and the basis for a regular migration update system as was noted by a number of participants: *“The MP is a process and this is the beginning of the process”* and, *“The essential is that the country needs to have data as it is very important for current planning so relevant for institutions to have the document and can use the data. As long as we have the document and own the data, it is good.”*

Table 6: Assessment and Analysis of the Results Matrix Rwanda

Vertical Logic and suggestions	Achievement	Analysis
Objective: To contribute to evidence-based policy making on issues related to migration.	Partially achieved	The project contributed to evidence based policy through involvement of the participants in the creation of the MP and through the training received. Although completed, the MP was not publicly endorsed by the GoR nor distributed and was not able to be referenced nor used

¹² There were many different reasons given as to why the MP was not disseminated nor made public despite being endorsed by DGIE. These included: the need for further approval from competent authority, further delays resulting from COVID 19 pandemic, the replacement of the DG twice and ultimately the length of the whole process having rendered the existing data collected as “out of date”.

		as anticipated.
Outcome 1: The Government of Rwanda and relevant stakeholder utilize a completed migration profile; the report will present the migration situation in Rwanda through available migration data from a variety of national and international sources, outline challenges related to the way migration statistics are produced, and suggest an action plan on how to overcome such challenges.	Partially achieved	The MP was completed but not disseminated nor made public and not able to be fully utilized. A number of interviewees indicated that they made reference to the MR in the formulation of reports and policies if the data was already public, but were not able to begin implementing the recommendations until the report was made public.
Output 1.1: Government coordination mechanism for migration profiling is developed.	Partially achieved	A TWG and SG were established which formed the basis for a government coordination mechanism for migration data collection. This mechanism was very strong in collecting data for the MR during the project but is not active on migration profiling since the project ended and was never endorsed as a formal structure.
Activities	Achieved	
Output 1.2: Comprehensive data mapping conducted and report available.	Partially Achieved	An MP was produced by 21 participating government related departments and ministries who submitted data to create the MP but it was not available outside the participating group.
Activities	Achieved	The report was completed and printed but was not regarded as finalized and did not achieve full government endorsement.
Output 1.3: Migration profile is developed and available to all government agencies and other relevant stakeholders and they are aware of it.	Not Achieved	The MP was completed and printed (250 reports) but it has not been distributed and awareness of it is restricted to those who undertook project activities (and indirectly those in the depts that may have benefitted from feedback). It is not uploaded onto either IOM nor Government websites and no launch took place.
Activities	Partially achieved	Not all of the planned activities were undertaken, namely the MP launch event, related social media activities and a survey on MP usefulness. A validation session of the MP was held with stakeholders after which it published but despite this, it was never fully approved by the GoR for dissemination.
Outcome 2: Relevant government institutions' improved institutional capacities allows them to establish a data collection SOPs and manage migration data in a sustainable manner.	Partially achieved	There was some (limited) evidence to show that the institutional capacities of some government organization were improved.
Output 2.1: SOPs containing	Partially	SOPS which had been planned for data

standardized methodologies and/or tools for data collection (in line with ethical standards for data collection) is developed.	achieved	collection were developed by the project but not disseminated. There was some evidence of government organizations using the SOPs but this was limited and conducted informally.
Activities	Partially achieved	Not all of the planned activities were undertaken. Workshops covered the development of SOPs but there were no templates available for usage as had been planned.
Output 2.2: Training curricula on data management and on integrating migration data into policy and decision-making processes are developed and matching to the Rwandan context.	Achieved	Training curricula was developed by the consultant with input from the TWG.
Activities	Achieved	
Output 2.3 : Technical level officials from all five partners (DGIE, NISR, MINAFFET, RDB, MIFOTRA, and CESB) have improved knowledge and skills on data collection, management, analysis, storage, and reporting (SOPs).	Achieved	According to project documentation on the post evaluation feedback from stakeholders, knowledge and skills on data collection was improved, which was further confirmed by interviews.
Activities	Achieved	The activities for this output, the two national trainings on data collection, management, analysis, storage, and reporting were carried out very successfully, training a total of 41 government staff.
Output 2.4: Policy-makers have improved understanding to utilize the Migration Profile in policy- and decision-making processes	Partially achieved	As a result of the workshops and retreats government officials stated an improved understanding of utilizing migration data but as the MP was not operational it was not possible to assess whether or not this was correct. The target of increasing the proportion of female policy makers by 10% above those represented in the institutions was not fulfilled as very few project focal points were women.
Activities	Partially achieved	Additional activities were added which included two 2 -day retreats on training in response to a request by the government. A “roadmap” workshop was not undertaken.

10. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?

Finding: The collaboration and coordination with the main government partner DGIE and stakeholders was overall excellent. The MP was developed collaboratively with a total of 21 government entities were involved in its development, 16 more than targeted resulting in a very high level of government “buy in” for the process and noted as the biggest success of the project.

The MP was produced in collaboration with a wide number of government stakeholders, (21) with each department responsible for nominating a focal point. A TWG and SC remained throughout the project and collaboration was strong. The project achieved a “whole of Government approach” with a total of 21 government entities involved in the project and was one of its main achievements. It is also key to the sustainability of project results given that the MP needs to be revised again. A strong collaborative approach also led to a greater understanding and insight of the role of each department and ministry with regard to migration data, which was noted by a number of stakeholders:

“The whole process was very important in Rwanda. We had many meetings to discuss different thematic areas and different areas of data ...with contributions from different government contributors. It created a strong sense of ownership....”

“The set-up of the technical working group and steering committee enabled a group collaboration and speed up of data collection as well as analysis, again it created environment of understanding deeply the migration and related issues.”

“To me this MP was among the best document that has been consulted by stakeholders.. I can remember various workshops where we stayed many days together and consulted... all migration officials were there... It was a wholly consultative process and you can see in the different chapters every stakeholder has provided data, input in each and every part has been consulted.”

11. What major internal and external factors have influenced (positively or negatively) the achievement of the project’s objectives and how have they been managed within the project timeframe?

Finding: The hiring of a national consultant to conduct the MP and the involvement and buy in of a wide government multi-department group were key positive factors which helped support the results of the project. The most significant negative factor which influenced the project was the lack of final approval of the report which resulted in it not being publicly promoted nor disseminated, which greatly constrained its use.

The following **positive factors** which influenced the results of the project were identified:

- **The hiring of a national consultant to conduct the MP** in place of the planned international consultant resulted in the consultant having, in the words of one interviewee “the trust of the government completely.” Hiring a known national consultant also had the added benefit of a greater knowledge of the Rwandan context and potential availability for ongoing work on the report. However, the extended recruitment period also added to the project being delayed.

- **The strong partnership with DGIE and support from the GoR** was very positive for the project in a number of ways such as ensuring the wide involvement of a multi-

departmental group and led to a “*very participative process, with strong buy in from all group members.*”

The following **negative factors** which influenced the results of the project were identified :

- **Lack of clarity as to the government’s position on making the MP public:** It was unclear to the IOM project team that final approval for the MP to be disseminated had not been granted and so following a validation meeting in which the DGIE had endorsed the report, it was finalized and printed. This led to a third NCE, aggravated by **the constraints of the COVID -19 pandemic** and further delayed the project. As a result, the report was not made available for public use nor were the recommendations implemented. The SOPs developed in relation to the MP also were not circulated nor was a centralized government data collection mechanism established as planned.

- **Staff turnover and restructuring with in the government:** Owing to restructuring the Deputy Director General (DDG) of DGIE was replaced two times during the project and one more time since then, requiring the project to be reviewed each time. In addition, the DGIE focal contact, also left the government, all of which added to the extension of the project timeline.

- **Lack of involvement of government gender representatives:** MIGEPROF and GMO were not included in the project. As a result, women were not adequately represented within the governance structure nor at the technical level and the statistics provided for the MP were on the whole not gender-disaggregated, despite a number of interviewees stating that the data was available.

Efficiency & Cost Effectiveness – 2- Adequate

The project was rated as having low efficiency and was not found to be cost effective in the use of the IDF funding of \$200,000. Three NCEs were granted to allow for problems experienced, extending the project to 45 months in total, almost doubling the original time planned. As the project did not have a final usable product, cost inefficiencies were found in relation to the printing of the report (250 copies) and the spending on visualization products – neither of which were used and are now redundant.

12. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?

Finding: The project was found not to be a cost-effective use of the Fund funding of \$200,000, as it was extended to 45 months, almost double the original time planned, and did not have a final usable product. The biggest cost inefficiency was the expenditure linked to the printing of 250 reports and the purchase of associated visibility materials, which were not used.

The project was not rated as cost effective owing to its protracted length (almost double the original time planned 24 of months), the unavailability of the final MP which had already been printed and the purchase of related launch materials.

According to interviewees, many validation meetings were held in order to verify the information submitted and to assure the government of the validity and non-sensitive nature of the data but despite lengthening the project timeline to accommodate this, finally the MP was not able to be fully approved. As a result, the 250 copies of the report and visibility materials were not able to be distributed as there was no final agreement from the GoR to disseminate it. However, the additional extra retreats which had been requested by DGIE also had the advantage of increasing the numbers of government officials trained.

It is hard to see how the unnecessary costs incurred by the project could have been avoided by the IOM as the report and visibility materials were produced in collaboration with the main partner DGIE. As noted by one interviewee, *“you can’t blame IOM as they were implementing activities which had been agreed upon.”*

13. How efficient was the overall management of the project?

Finding: The project was jointly managed by DGIE and IOM and faced a number of challenges which impacted on its efficiency and resulted in three NCEs. As noted above, the biggest inefficiency of the project was the non -dissemination of the completed (and printed) MP but according to project documentation and interviews, IOM staff did all they could to resolve it, once the misunderstanding as to the final status of the report became clear.

The project was jointly managed by IOM and DGIE, the latter who helped design the project. This resulted in a strong working relationship between IOM management staff and the government, with IOM very responsive to the latter’s needs (for example providing additional training and retreats on request). However, the project was slow to start and a delay of nine months occurred before the Memorandum of Understanding (MOU) was signed.

The project continued to face delays as the GoR requested a change in the original choice of consultant (for a local consultant) and again as a result of changes occurring in the government. A number of project revisions were made but it was not clear whether or not a new timeline for activities had been agreed as the project workplan was not updated.

According to interviewees outputs were delayed also as a result of lack of clarity on what was expected from stakeholders and the timing of contributions:

“There needed to be a clearer definition of the contribution of each institution from the beginning. DGIE did a good job identifying stakeholders but it was not clear what each institution had to contribute..We have to start with what we each institution will be providing.”

“We needed a clear timeline of things which should be done... to avoid delay... It was not clear when the data would be submitted.”

The biggest obstacle the project faced however was the non-dissemination of the report which had been endorsed by the DG of DGIE, edited by IOM and printed. It was also not clear to the stakeholders interviewed where the misunderstanding lay and whether or not the project could have been managed differently to avoid this.

According to project documentation, following the non- distribution of the MP in October 2020 a series of meetings and calls were made by IOM to the DGIE focal point for clarification. The team were told that “the MP is under review by a higher competent authority before it can be distributed” and promised to keep following up with the competent authority. Since then the main government project focal point and the DG of the DGIE, (the signatory of the report) have both moved jobs and the MP remains not available publicly

14. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost or costed extension?

Finding: Project resources were monitored and reported every six months as part of the project reporting requirements over an extended period of 45 months. The budget underwent four revisions in line with the inclusion of some new costs and additional activities such as further training and capacity building. Some costs were allocated retrospectively and were funded from both new and existing budget lines. The project required three NCEs.

The project demonstrated regular monitoring of project progress throughout the timeframe, with interim and final reports, with all relevant documentation uploaded to PRIMA. An activity and results monitoring framework was developed at the beginning of the project but was this was not updated on PRIMA throughout the project despite the substantial delays in activities. The project required three NCEs as a result of an initial delay in the GoR signing the MOU (which delayed the project by 9 months), and a delay to seek its validation as described above and further complications as a result of COVID-19 restrictions.

Budget analysis: The project was allocated \$200,000, and according to the final financial report, excluding the planned evaluation costs of \$11,824 the project spent \$186,107, leaving a balance of \$2,069.00. It was not clear why the evaluation costs which were initially, \$5,000, were changed to \$8,000 and finally to \$11,824.

There were four budget revisions, corresponding to the many changes made to the original budget, such as in the terms and conditions of the consultancy and in response to the inclusion of new activities such as additional training and capacity building for the TWG which had not been included in the original budget. Budget lines were reviewed and funding was mobilized for the new activities from savings made and no new financial resources were required.

Table 7: Comparison between the Proposed budget and the actual budget spent

Expenditure item	Budget Final report	Actual expenditure	Change indicated in documentation
Staff	47,894	47,732	N/A
Office	12,105	12,105	N/A
Operational: Output 1.1	8,407	8,407	Changed in Interim 6
Operational: Output 1.2:	82,974	82,975	Changed for first time in Interim 6
Operational: Output 1.3	6,155	5,503	Changed for first time in Interim 6
Output 2.1	2,122	2,122	Changed in Interim 6
Output 2.2	3,545	3,545	Changed in Interim 6
Output 2.3	13,220	13,220	Changed for first time in Interim 6
Operational: Output 2.4	4,500	4,499	Changed for first time in Interim 6
Visibility	7,254	5,999	Added in Interim 6
Evaluation	11,824	-----	Changed throughout project
TOTAL	\$200,000	\$186,107	

15. Were the costs proportionate to the results achieved?

Finding: The majority interviewees were in agreement that the costs were proportionate to the results, initiating a very important first step in a government process around migration data, its collation and importance in policy making. However, there were costs related to finances and human resources which were not cost-effective given the non-availability of the final MP.

The majority of project participants agreed that despite the extended length of the project to 45 months and the lack of a final public report, the costs expended had been justified. As noted by one interviewee: *“At the end of the final retreat, an important outcome was that all participants expressed their understanding of the migration profiling concept and process as well as expressed their desire to support and embrace this process.”* However, as noted above, 250 copies of the report and visibility material was produced which were never used and are now out of date. Further, the point was made by the two of the project implementers that the three NCEs also had “hidden” costs for those involved:

“NCE has a human cost how the project works in human resources ... there are costs for the staff, for the consultant of waiting and the ... staff and offices still have to be paid for.”

Impact – not possible to evaluate

The impact of the project was not possible to assess accurately as the MP was not disseminated nor were the results of the training able to be fully realized. As such, the extent to which the government was able to use the data collected by the MP and act upon gaps identified within it was limited as it was not a public document. However, there was evidence to show that the results of the project had led to greater awareness of migration and migration data with some interviewees noting positive impacts in their own work as well as the importance of having kick-started an important process migration data management.

- 16. Which positive/negative and intended/unintended effects/changes are visible (short and long-term) as a result of the project?**
- 17. Can those changes /outcomes/ expected impact be attributed to the project's activities? Are there any contribution from external factors?**

Finding: The project led to a number of short to medium term changes which were brought about wholly as a result of the project. These included: The creation of a MP and limited / informal use of the data therein and an increase in the capacity and knowledge of migration data within the government. The biggest negative effect of the project was the non- availability of the MP.

The following positive short to medium term changes were identified:

- **Creation of a MP and limited / informal use of the data therein:** Although now dated and not fully approved for dissemination the project provided a cross-governmental experience of 21 entities in the production of a report bringing migration data together for the first time providing a resource which can be used informally. As noted by one stakeholder: *"Before the data was scattered, only the household survey and census existed. It was not centralised."*

- **Increased capacity and knowledge of migration data within the government** especially at the technical level, on migration issues, resulted from the targeted trainings and retreats conducted and as a result of knowledge acquired through training this in turn led to changes. As noted by one government stakeholder: *"Whenever I want information relate to labour migration I do consult it (the MP) as it has rich information from key stakeholders. It is helping me to inform national policies and strategies we work on but someone who did not participate cannot access this information on migration- related topics."*

- Although it was not possible to evaluate the extent of **institutional change resulting from the training**, but there was some evidence to show this. As one interview noted, *"One of the recommendations was to increase the capacity of staff in terms of migration data... and we trained staff and they now are able to use the data base which was not really being used and exploited by field staff."*

- **Stronger relationships between organisations**, resulting from increased contact and shared ways of working on a project joint project.

The following negative impacts of the project were identified:

The non- availability of the final MP meant the document which had been developed over the 45 months of the project was not able to be used externally nor the recommendations implemented, and the funds used for report printing and visibility materials had been wasted. Further, some stakeholders commented that they had lost energy on the project as there was no final product available.

Loss of opportunity to provide a baseline pre- COVID 19: The point was made that the inability to finalize the MP represented a lost opportunity to help measure the impact of COVID-19 on migration in all the sectors.

Sustainability - 3 – Good

Sustainability was assessed as only “Good” given the non-availability of the MP, which is now thought of as “out of date” by the government and no action plan for implementation exists. The training and capacity building provided by the project were mentioned as continued benefits and according to interviews, the main project stakeholders still kept in touch on migration related issues via an informal group. However, for the MP to be sustainable it would need to be published and for the recommendations to be developed into an action plan with commitments from all stakeholders.

18. Did the project take specific measures to guarantee sustainability and how was this supported by partners and the IOM?

Finding: The project took a number of sustainability measures including the design of a comprehensive stakeholding process, supported by the project partner, the DGIE with related training and capacity building activities. In addition to the production of the MP, the project also planned for the development of an action plan, and a launch event post publication. However, that did not happen and actions on the recommendations outlined in the MP are currently suspended with no further action taken.

The project took various measures to guarantee sustainability. This included the design of a comprehensive stakeholder process and coordination mechanism for the project, developed in conjunction with the project partner, the DGIE. The result was the production of a MP with a high degree of ownership of the process by the stakeholders and as many interviewees noted, the basis created for an informal ‘platform’ or group in which the original project members remain in touch.

“To me... some projects are not sustainable as they’re designed by external people but this was developed by our own institutions and own staff who made decisions and that’s made it sustainable as we own our own profile, that to me is .. sustainability.”

“Something very good.. was having a multi sector team, people from different backgrounds with different information. It didn’t stop after the document. The platform is established now and we keep discussing migration topics and we hope that will continue to use the platform. All staff involved is on the group, still in touch after some years,, it will be very easy to update the document as the people are still in the same institutions.”

Capacity building activities for project members were also provided in the form of training and workshop retreats and a validation workshop also took place. However the taskforce (platform) was not able to operationalize the recommendations of the

MP as planned as the MP is still not available publicly and the project ended with no clarity about next steps:

“The project was COVID impacted.. but we needed to know what should have been done to implement what was discussed on SOPS there should have been a follow up meeting.. eg from DG to explain what was expected from the institutions and follow up on what would be done to produce an annual report on migration.”

19. Have the benefits generated by the project deliverables continued once external support ceased?

Finding: Some of the benefits generated by the project are still continuing, namely the benefits of the training and the very limited internal usage of the MP as a source of migration data. An informal “platform” is also still in existence in which the main project stakeholders remain in contact. However, sustainability of the results will depend on the priority given to it by the government moving forward in terms of its publication and the commitment given to the recommendations.

Although the report was not disseminated there was evidence to show that the migration data was being used by some government stakeholders and that the capacity building had been effective in supporting a greater awareness of how such data could support evidence based policy and decision -making.

There was also evidence of an informal communication “platform” having been established between those involved in the original cross -departmental group, in the form on a WhatsApp group, which led some interviewees to state that the TWG was still functioning and the MP was still “on track,” despite the project ending. However, the platform was not formally endorsed and thus does not currently function as planned. Further, questions were raised by other interviewees as to the extent to which the benefits of the project had been sufficiently captured, as noted below:

“If all that happens is many retreats and lots of NCEs and no concrete report and there’s no documentation of what happens after, it’s not good. It’s an important process as long as it goes somewhere but it has to be documented! As things and people change.. Institutional memory- has it been captured? If not, then that knowledge will only sit with the people who were part of the retreats.”

20. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?

21. Have adequate levels of suitable qualified human resources been available to continue to deliver the project’ stream of benefits?

Finding: The project had good levels of support from all project participants but as the MP and related SOPs were not available publicly, they were unable to be integrated into institutional practices as planned, nor were the recommendations implemented. As such a centralised data sharing platform housed by the government is not yet in existence. Further, interviewees also suggested that should the MP be disseminated, and such a data sharing platform be created, the support of IOM would still be necessary for a number of years.

The project had good levels of support from all project participants, but the learning was not able to be institutionalized to the degree hoped for as the MP and related products (e.g. SOPs) were not distributed nor sanctioned. Plans for an update of the MP with the financial support of the IOM were underway at the time of writing and interviewees were hopeful that the project would be able to restart in some form:

“The government is keeping focal points in each institution even where old focal points have moved on.”

“We still have the team dedicated to the project. It’s an ongoing project - not the end.”

According to a number of project stakeholders, sustainability was discussed at the last retreat and the point was made that while the government was still committed to the project and the regular collection of migration data, budget support would be needed, and it was hoped that IOM would support a Migration Commission or platform to this end.

6. Conclusions and recommendations

The MP was completed (and printed) in 2019 and although final government approval was not attained for its dissemination it did, however, create a baseline for further reporting, and an upskilling of the technical team working on the MP. There was also strong support for the results of the project from the majority of stakeholders in terms of having formed a template for the centralization of migration data. Currently, the MP is being updated, based on a request from the government with the financial support of the IOM but its effectiveness will ultimately depend upon the extent to which it is issued as a public document.

A. Project design

The project was ambitious in its timeframe of 24 months and the project started before the MOU was signed. When it became apparent during the extension period that the project would still not be completed within time allotted, it is suggested that another related project could have been requested to carry on some activities to ensure that the project outcome was fully achieved. Also, the MOU should have been specific about the public nature of the MP making clear that it was not just a internal report, as this was not addressed. Greater clarity on the status of the report could have avoided the unnecessary expenditure related to the printing costs and visibility material which were purchased after the report had thought to have been endorsed by the government.

Recommendation (priority level: 2 -medium):

For IOM Rwanda for future projects of a similar nature in the design or revision phase:

- Try to find another project which can continue the original project activities until the outcome is reached.
- Ensure that MOUs with the government are sufficiently detailed to clarify exactly the objective and outcomes of the project which are expected and the public nature of any key project deliverables.

B. Project management

The project was delayed in the first instance for nine months before activities began and in total underwent four revisions and three NCEs. Activities were adapted and added and budget allocations changed but not all of this was fully documented in the interim reports nor budget and the workplan on PRIMA was not updated.

A mid-term evaluation was budgeted for but not implemented which could have potentially identified and resolved the misunderstanding around the final status of the MP and made recommendations for addressing this earlier.

Recommendation (priority level: 2 - medium):

For IOM Rwanda for future projects:

- Regular updating of the activity and results monitoring framework on PRIMA and especially after each project revision.
- Full documentation of changes in activities in the Migration Profile inception report.
- Implement a mid-term review if planned to assess progress and what changes need to be prioritized if the project is not on track.

C. Inclusion of Gender

Twenty one different government stakeholders were involved in the development of the MP, but MIGEPROF and GMO were not included. This was a significant omission given the prioritization by the government as a whole to gender and women's empowerment. As a result, female representation on the TWG and SC members was extremely low and the MP lacks a gender perspective with very few examples of gender disaggregated data.

Recommendation (priority level: 2 -medium):

For IOM Rwanda for future projects

- Where possible ensure the inclusion of the government ministry or department responsible for gender and gender monitoring to ensure a gender perspective is included and data is gender disaggregated.
- Ensure that the data in all updated versions of the MP is gender disaggregated.

D. Next steps and Sustainability

At the time of writing the MP is in the process of being updated, at the government's request, funded by IOM. In order for the project to reach its objective and have sustainable results the MP needs to be publicly available with commitment made by the GoR to the recommendations of the report, including a process for regular updating.

Recommendation (priority level: 1 - urgent):

For IOM Rwanda:

- Develop a follow-up advocacy plan with the new DG of the DGIE to ensure that the revised MP is printed and disseminated publicly as planned, as the new MOU is not specific about publication
- Agree with the GoR a timeframe of between three-five years for the publication and dissemination of the subsequent updated reports as the suggested period of two years is too short.
- Consider how resources can be found to ensure that the MP is a 'living document' and regular support given to the GoR in the update process, in the short to medium term.

Lessons learnt

- Involve all key government institutions as early as possible in joint decisions such as the publication and dissemination of the MP, to ensure trust and clarity of purpose
- The development of an inclusive stakeholder process can form the basis for a strong project 'buy in' from those involved and can help deliver results even when the outcomes of the project are not fully achieved.
- The regular documentation of the project, (in this case the development of the MP) is key to preserving institutional knowledge in the context of staff turnover and the situation in which aspects of the project may have to be reinitiated.

Annex One: Evaluation ToR/ Inception Report

Introduction and Context

Project for Ex-Post Evaluation	PR.0194
Duration of the Project	46 months, 01 February 2017 – 30 November 2020
Budget (USD)	USD 200,000
Donor	IOM Development Fund (IDF)
Countries covered	Rwanda
Evaluation	External Independent Evaluation
Evaluation Team	Owl RE Research and Evaluation
Evaluation Period	September – November 2021

This document is a combined Terms of Reference (ToR) and Inception report produced for the IOM Development Fund (the Fund), for the ex-post evaluation of the project, *Migration Profile - Rwanda*. This report outlines the purpose, objectives, methodology, questions, tools and workplan of the consultancy.

Financed by the Fund, this was a project which aimed to support the Government of Rwanda (GoR) in the development of a Migration Profile (MP) aimed at promoting evidence-based policymaking and supporting the mainstreaming of migration into the development policy-making process.

Migration policymaking has become a critical area in Rwanda, with a growing consensus that migration should be considered within a broader development context. Migration dynamics in Rwanda are complex and affected by regional trends in the East Africa region, including the sustained movement of refugees and displaced persons resulting from climate change and environmental degradation, armed conflict, and political and economic crises. The country is well known for its large emigration due to the genocide against the Tutsi in 1994, as well as also for hosting a large number of refugees from the Democratic Republic of Congo (DRC) and Burundi, and for the ongoing labour emigration as well as labour circulation within the region (DRC, Uganda, and Burundi).

The project aim was to develop a Migration Profile (MP) in partnership with the GoR as a tool to support strategic evidence-based policy and programme development.

As of 2016, Rwanda did not have a detailed migration profile, and anecdotal evidence showed that migration-related data was usually kept within respective Government institutions and not consolidated or always shared. The project was a response to this and to Rwanda's desire to become a middle-income country by 2020, with the capacity to measure and manage movement in and out of the country.

The project was based around two components. Firstly, the development of a MP, for use by the GoR and relevant stakeholders, outlining challenges related to the way migration statistics are produced, and an accompanying action plan and secondly, by

training Government officials to ensure institutional capacities are improved to establish migration data collection and SOPs and streamline migration data for its optimum use.

7. Purpose and Objectives

The purpose of conducting this ex-post evaluation is to assess the relevance of the project to its stakeholders and beneficiaries, coherency, the effectiveness and efficiency of project management and implementation, the expected impact, how well were cross-cutting themes of human rights and gender mainstreamed in the project, and if the desired effects are sustainable, and/or have the prospects of sustainability, (following the DAC evaluation criteria¹³).

The evaluation aims to promote transparency and accountability which will, in turn, assist the Fund in its decision-making and to better equip staff to make judgments about the project and to improve effectiveness where possible and with regard to future project funding. Concerning the expected use of findings, the ex-post evaluation aims to also identify lessons learned, good practices, and provide a learning opportunity for the Fund and its implementing partners with regard to the project formulation process. The findings will also help make evidence-based strategic decisions in relation to specific projects, while also demonstrating the Fund's on-going commitment to results based management.

The primary objectives of the evaluation are to:

- (a) Assess the relevance of the project's intended results;
- (b) Assess the relevance of the Theory of Change and design of the results matrix and the extent to which the objective, outcomes and outputs are well formulated; the indicators were SMART and baseline and targets appropriate;
- (c) Assess the coherence of the project with IOM's activities and other interventions in the sector;
- (d) Assess the extent to which the needs of stakeholders and beneficiaries were taken into account during project design and if the project is aligned with national priorities and strategies, government policies and global commitments
- (e) Assess the effectiveness of the project in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;
- (f) Assess the efficiency and cost-effectiveness of project implementation, along with regular progress monitoring of project resources and if the costs were proportional to the results achieved;

¹³ Organisation for Economic Co-operation and Development – Development Assistance Committee, 'Evaluation of development programmes, DAC Criteria for Evaluating Development Assistance', web page, OECD. See <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

- (g) Assess the impact prospects and outcomes to determine the entire range of effects of the project (or potential effects) and assess the extent to which the project have been successful in producing expected change;
- (h) Assess the sustainability of the project's results and benefits (or measures taken to guarantee it) or prospects for sustainability, and if these benefits generated by the project still continued once external support ceased;
- (i) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (j) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund in its decision-making about future project funding.

These objectives are operationalised in a series of evaluation questions and indicators (see annex 1: Evaluation matrix). The Results Matrix (RM) is reproduced in annex 5 to illustrate the intervention logic foreseen for the project.

8. Methodology

The evaluation framework will focus on the standard DAC criteria and cross-cutting themes criteria, supported by standard tools (i.e. interview guide and evaluation checklist – see annexes 3 and 4) and will take place over a period of 10 weeks. The evaluation will be conducted remotely, in line with COVID-19 restrictions and take a participatory approach involving and consulting with the relevant stakeholders in the different steps of the evaluation and integrating this approach into the methodology as far as is feasible. It will use a mixed methods approach and cross validate evaluation findings through the triangulation process, where possible.

3.1. Research methods/tools

Research tools will be both quantitative and qualitative and will be used across the different themes and questions.

3.2. Sampling

Overall sampling will be purposeful in that the stakeholders will be selected for the evaluation, based on their involvement as staff, consultants, experts, partners or beneficiaries of the project. The selection of participating stakeholders will be led by the project co-ordinator and will aim to be representative, to ensure that a balance is found in terms of gender, race/ethnicity, age range and other project-specific criteria.

The following table provides further information on the research tools, how they will be deployed and stakeholders proposed for key informant interviews.

Tool	Description	Information Source
<i>Document review</i>		
	Review of main documentation	IOM documentation on PRIMA, including

		internal/external reports, relevant publications, review of the website, country reviews etc.
<i>Interviews</i>		
Interviews internal	Some 3-5 semi-structured interviews of IOM staff, using an interview guide virtually or by email.	IOM country office program staff, past and present - Chief of Mission - Project management team - Regional Thematic Specialist
Interviews external	Some 8-12 semi-structured interviews using an interview guide, virtually or by email.	- Government staff and affiliated organizations - UN organizations - Civil society organizations - Project consultant/s

3.3. Analysis

The findings from the desk review, key informant interviews will be collated and analyzed using appropriate quantitative and qualitative techniques and the evaluation criteria used will be rated by the evaluator based on the scale in the table below, with supporting evidence described. Where the evidence is weak or limited, it will be stated.

Findings will be used to assess the achievements of results as articulated in the Results Matrix, (see Annex 5) both numeric and descriptive results and used to rate the project as a whole according to the assessing evaluation criteria, see table below for further explanation.

Evaluation Scaling	Criteria	Explanation	Supporting evidence
5	Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention	<i>Supporting evidence will be detailed for each rating given.</i>
4	Very good (Almost always)	There is an evidence of good contribution but with some areas for improvement remaining	
3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but requirement for continued improvement	
2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution but significant improvement required	
1	Poor (Never or occasionally with clear)	There is low or no observable contribution	

weaknesses)		
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3.4. Limitations and proposed mitigation strategies

The following limitations have been identified with accompanying mitigation strategies to minimise the impact described, where possible. If it is not possible to fully rectify the limitations identified, findings will have to be reached based on partial information. Where this occurs the evaluation will seek to be transparent about the limitations of the evaluation and to describe how these may have affected the overall findings, conclusions and recommendations.

- (a) The context of COVID-19: The timing of the evaluation during the COVID-19 pandemic response will likely impact on the availability of IOM staff and project stakeholders/ beneficiaries, and/or extend the time it will take to respond to the evaluation request and provide inputs.

Mitigation strategy: Early and close involvement of the project manager to help coordinate meetings and ensure availability of key stakeholders. Interviews will take place remotely over a period of five weeks to allow for an extended interview period to compensate for the disruptions caused by COVID-19.

- (b) General problem of insufficient data or insufficient representative data collected, owing to poor response rate from interviewees.

Mitigation strategy: Triangulation with other data gathering tools from different sources will help address data gaps.

- (c) Objective feedback– interviewees may be reticent to reveal the factors that motivate them or any problems they are experiencing or being transparent about their motivation or about internal processes.

Mitigation strategy: Anonymizing sources and ensuring interviews are conducted on a one to one basis in confidentiality can help address issues of reticence.

- (d) General bias in the application of causality analysis

Mitigation strategy: Judgements will be informed by the team and all findings will be reviewed jointly, as well as by the project manager and the main evidence for ratings will be described.

9. Workplan

The workplan is divided into three phases, covering a 10 week period:

Phase 1 – Inception: An initial meeting with the project manager to discuss the evaluation framework, identify stakeholders and to ensure involvement and ownership from the start. From this, a methodology, timeline, standard tools and evaluation approach has been developed and detailed in the inception report (this document).

Phase 2 – Data collection: During the second phase of the evaluation field work will be undertaken remotely. Interviews will be conducted by Skype or email, and all relevant project data will be collected and reviewed.

Phase 3 - Report writing: During the final phase collected data will be analysed and a report drafted for validation. The results of the evaluation will be disseminated by means of the report.

The key tasks and timing are described in the following table:

	September 2021 – October 2021					
Week beginning						
Key tasks	6/9	13/9	20/9 – 18/10	25/10	1/11	8/11
Kick off meeting with project manager; document review						
Drafting and delivery of TOR/ inception report						
Data collection: remote interviews						
Data analysis and report writing						
Delivery of draft report						
Validation of the report by the project manager and Fund staff; finalisation of report and evaluation brief						

4.1. Team management

The evaluation will be carried out by Sharon McClenaghan with Glenn O'Neil as a support and for quality control.

10. Deliverables

The following deliverables (draft and final), are foreseen for the consultancy: Inception report (this document), Executive summary, (2 pages), Evaluation report and Evaluation learning brief.

Deliverables	Schedule of delivery
1. Inception Report shared with IOM	17.09.2021
2. Completed field data collection	22.10.2021
3. De-briefing session with project manager delivered	22.10.2021
4. Draft Evaluation Report	05.11.2021
5. Final Evaluation Report and Evaluation Learning Brief	12.11.2021

Annex One: Evaluation Matrix

Key Evaluation Questions and sub questions	Indicators	Data Collection Tools	Sources of Information
RELEVANCE: Extent to which the project's objective and intended results remain valid as originally planned or modified			
1. Is the project aligned with national priorities and strategies, government policies and global commitments?	Alignment of project with relevant national policies, strategies, government policies and global commitments (e.g. international treaties and agreements).	Document review Interviews	Project documentation Interviewees
2. To what extent were the needs of beneficiaries and stakeholders taken into account during project design?	Needs of beneficiaries and stakeholder groups reflected in project design. Evidence of consultation during project development and of project activities and outputs tailored to their needs	Document review Interviews	Project documentation Interviewees
3. Was the project designed with a logical connection between its objective, outcomes, outputs and indicators based on a solid rationale/needs assessment?	Consistency and logic of the results matrix. Design of project according to IOM project development guidelines; SMART indicators and outcomes, needs assessment carried out.	Document review	Project documentation
4. To what extent do the expected outcomes and outputs remain valid and pertinent as originally intended in terms of direct beneficiary needs?	Current relevance of project outputs and outcomes to beneficiary needs.	Document review Interviews	Project documentation Interviewees
5. How adequately were human rights and gender equality taken into consideration during the project design and implementation?	Reference to human rights and gender equality concerns integrated into project design and deliverables. Informed opinion/perceptions of Project Manager and key informants on human rights and gender equality	Document review Interviews	Project documentation Interviewees

	issues in relation to the project.		
6. Is the project in line with IOM/IOM Development Fund priorities and criteria?	Adherence to IDF eligibility criteria, IOM's current strategic focus and the principles/objectives of IOM's Migration Governance Framework (MIGOF).	Document review Interviews	Project documentation Interviewees
COHERENCE: The compatibility of the project with other IOM activities and interventions of the sector.			
7. To what extent is this project compatible with other IOM activities?	Extent to which the project is compatible with other IOM activities in the country.	Document review Interviews	Project documentation External documentation Interviewees
8. To what extent is this project compatible with other interventions in this field?	Extent to which the project is compatible with other identified interventions in this field.	Document review Interviews	Interviewees External documentation
EFFECTIVENESS : The extent to which the project achieves its intended results			
9. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix?	Extent to which project outputs and outcomes have been achieved and the projects deliverables and results (expected and unexpected) led to benefits for stakeholders and beneficiaries.	Document review Interviews	Project documentation Interviewees
10. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?	Level of Involvement and extent of effectiveness of target beneficiaries, partners and stakeholders in collaboration and coordination processes.	Document review Interviews	Project documentation Interviewees
11. What major internal and external factors have influenced (positively or negatively) the achievement of the project's objectives and how have they been managed within the project timeframe?	Identification of influential a) internal factors (positive and negative) and b) external factors (positive and negative). Effectiveness of project management of internal and external factors.	Interviews	Interviewees
EFFICIENCY & COST EFFECTIVENESS: How resources (human, financial) are used to undertake activities and how well these are converted			

to outputs			
12. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?	Adherence to original budget- Level of budget variance. Extent to which the resources required for project activities could have achieved the same results with less inputs/funds, on a sustainable basis.	Document review Interviews	Project documentation Interviewees
13. How efficient was the overall management of the project?	Degree of timeliness of project inputs provided by stakeholders /beneficiaries needed to implement activities. Narrative and budget reports submitted on time. Implementation of project activities implemented as scheduled; any variations to the project reported and adapted on PRIMA	Document review Interviews	Project documentation Interviewees
14. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost or costed extension?	Level and quality of monitoring of project resources. Incidence of no cost/ costed extension allocated.	Document review	Project documentation
15. Were the costs proportionate to the results achieved?	Comparison of costs with identified results.	Document review Interviews	Project documentation Interviewees
IMPACT: How the project intervention affects outcome and whether these effects are intended or unintended.			
16. Which positive/negative and intended /unintended effects/changes are visible (short and long-term) as a result of the project?	Incidence of positive and negative effects /changes (short and long-term, intended and unintended) to which the project contributes.	Document review Interviews	Project documentation Interviewees
17. Can those changes /outcomes/	Estimation of contribution of project	Document review	Project documentation

expected impact be attributed to the project's activities? Are there any contributions from external factors?	and identified external factors.	Interviews	Interviewees
SUSTAINABILITY : If the project's benefits will be maintained after the project ends			
18. Did the project take specific measures to guarantee sustainability and how was this supported by partners and the IOM?	Number of documented specific measures taken to ensure sustainability; level of support by partners and IOM.	Document review Interviews	Project documentation Interviewees
19. Have the benefits generated by the project deliverables continued once external support ceased?	Extent to which the benefits generated by the project have continued post external support.	Interviews	Interviewees
20. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?	Extent of sustainability measures taken by national /local institutions to support the project. Level of commitment by key stakeholders to sustain project result.	Interviews	Interviewees
21. Have adequate levels of financial resources and suitable qualified human resources within IOM and partners been available to continue to deliver the project's stream of benefits?	Extent of level of financial capacity and human resources of partners and IOM to maintain project's benefits in the future.	Interviews	Interviewees
Cross Cutting Criteria			
22. Was the project designed and planned, taking into consideration a gender analysis, needs assessment and available guidance?	Extent to which the project has carried out a gender analysis and needs assessment and followed MA/59 (Guidelines on Implementing the IOM Programme Policy on Migrants and Gender Issues) and MA/62 (Guide on Gender Indicators for Project Development).	Document review Interviews	Project documentation Interviewees
23. If greater gender equality was created through the project, has there been increased gender equality beyond	Extent to which gender equality has been created by the project and is still evident.	Document review Interviews	Project documentation Interviewees

project completion?			
24. During data collection (if carried out during implementation), were the persons interviewed or surveyed diverse and representative of all concerned project's partners and beneficiaries and the data appropriately disaggregated and in respect of IOM's Data Principles?	Extent to which data collected is representative of the diversity of the project's partners and beneficiaries. Application of IOM's Data Protection Principles. Disaggregation of data collected e.g. by age, disability, displacement, ethnicity, gender, nationality, migration status.	Data analysis Interviews	Project documentation/data Interviewees
25. How were the various stakeholders (including rights holders and duty bearers, local civil society groups or nongovernmental organizations) involved in designing and/or implementing the project?	Level and quality of involvement of stakeholders in designing and/or implementing the project.	Interviews Document review	Interviewees Project documentation

Annex Two: Draft structure for evaluation report

1. Executive summary
2. List of acronyms
3. Introduction
4. Context and purpose of the evaluation
 - context
 - evaluation purpose
 - evaluation scope
 - evaluation criteria
5. Evaluation framework and methodology
 - Data sources and collection
 - Data analysis
 - Sampling
 - Limitations and proposed mitigation strategies
6. Findings
7. Conclusions and recommendations
8. Annexes:
 - Evaluation terms of reference;
 - Evaluation inception report;
 - Evaluation matrix;
 - Timeline,
 - List of persons interviewed or consulted;
 - List of documents/publications consulted;
 - Research instruments used (interview guidelines, survey, etc).

Annex Three: Interview guide

This guide is intended for interviews with internal and external stakeholders. The questions will be developed and adapted on the basis of the persons being interviewed.

Interview Questions		Informants
General		
1.	Please briefly explain your work?	All stakeholders
2.	What has been your role and involvement in the project being evaluated? What area of the project were you involved with?	
Effectiveness and impact		
3.	What results/achievements did you see from these activities? How successful were they do you think?	All stakeholders
4.	What do you think helped achieve these results? Was there any obstacles?	
Relevance		
5.	How well aligned was the project with national priorities and policies?	Government stakeholders
Efficiency		
6.	For your involvement with the project, how well was the project managed? Were the project activities implemented as you thought they should?	All stakeholders
Impact		
7.	What main impacts do you think the project made?	All stakeholders
Sustainability		
8.	Now it's over a year since the project has finished. What benefits of the project still continue?	All stakeholders
9.	Do any of the benefits of the project continue in your own organisation or institution today? If yes, please explain which ones.	
Looking forward		
10.	What would you recommend for the continued success for this project's results (and other similar project)?	All stakeholders
11.	What would you say are the main lessons learnt from this project?	
Any other comments	Do you have any other comments or feedback on the project?	

Annex Four: Checklist for evaluation

Following is a checklist that will be followed by the evaluation team for the evaluation.

#	Step	Yes / No Partially (specify date)	Explanation / comment
<i>Inception and preparatory phase</i>			
1.	Document review by Owl RE team		
2.	Kick-off meeting with project manager		
3.	Creation of inception report		
4.	Validation of inception report by project manager		
5.	Validation of inception report by Fund team		
6.	Creation of interview schedule by project manager		
7.	Reception and comment on interview schedule by the evaluation team		
<i>Data collection phase</i>			
8.	Initial briefing with IOM manager/staff		
9.	Data collection conducted with main stakeholder groups		
10.	Feedback presentation/discussion with IOM manager/staff at conclusion of data collection		
<i>Analysis and reporting phase</i>			
11.	Compilation and analysis of data /information		
12.	Quality control check of evidence by evaluation team leader		
13.	Submission of draft report to project manager and Fund team		
14.	Reception of comments from project manager and Fund team		
15.	Consideration of comments received and evaluation report adjusted		
16.	Validation of final report by project manager		
17.	Validation of final report by Fund team Production of learning brief		

Annex 5

Objective: To contribute to evidence-based policy making on issues related to migration.

Outcome 1: The GoR and relevant stakeholder utilize a completed migration profile; the report will present the migration situation in Rwanda through available migration data from a variety of national and international sources, outline challenges related to the way migration statistics are produced, and suggest an action plan on how to overcome such challenges.

Outcome 2: Relevant government institutions' improved institutional capacities allows them to establish a data collection SOPs and manage migration data in a sustainable manner.

Output 1.1: Government coordination mechanism for migration profiling is developed.

Activities:
1.1.1. Conduct stakeholder assessment to identify relevant stakeholders to participate TWG and SC
1.1.2. Draft the ToR for the Technical Working Group and the Steering Committee
1.1.3. Establish a work plan and implementation modalities for the TWG and the SC
1.1.4. Facilitate regular meetings with the TWG and the SC.

Output 1.2: Comprehensive data mapping conducted and report available.

Activities:
1.2.1. Identify and hire consultant(s) to conduct data mapping exercise (assessment of available data sources, quality of data, reliability and consistency of data, data users' needs and priorities, and information gaps) and subsequently the Migration Profile.
1.2.2. Produce, review and finalize data assessment report.

Output 1.3: Migration profile is developed, available to all government agencies and other relevant stakeholders and they are aware of it

Activities:
1.3.1. In consultation with TWG, the consultants to design methodology and adapt migration profile template.
1.3.2. Collect and analyze data.
1.3.3. Draft Migration Profile
1.3.4. Review, edit, and layout final report.
1.3.5. Conduct validation session of Migration Profile by SC.
1.3.6. Print and disseminate Migration Profile.
1.3.7. Hold a Migration Profile launch event for the Development Partners,
1.3.8. Publish about the Migration Profile on social media such as Twitter and Facebook.
1.3.9. Conduct survey on usefulness of the Profile.

Output 2.1: SOPs containing standardized methodologies and/or tools for data collection is developed.

Activities:
2.1.1. In consultation with TWG, develop SOPs for future data collection. Specific needs will be determined through the assessment and migration profiling exercise but may include guidelines for ethical data collection and/or data-sharing, and specific tools (e.g. forms or reporting templates) that ensure that data provided by various agencies is comparable and streamlined.
2.1.2. Conduct validation sessions of SOPs by SC
2.2.2. Print and distribute the documents with the SOPs.

Output 2.2: Training curricula on data management and integrating migration data into policy and decision-making processes are developed, matching the Rwandan context

Activities:
2.2.1. Recruit consultant to develop training curricula on i) data management and ii) integrating migration data into policy and decision making.
2.2.2. Active involvement of the TWG into the development of the curricula
2.2.3. Conduct validation session of curricula by SC

Output 2.3: Technical level officials from all five partners (DGIE, NISR, MINAFFET, RDB, MIFOTRA, and CESB) have improved knowledge and skills on data collection, management, analysis, storage, and reporting (SOPs).

Activities:
2.3.1. Identify and hire facilitators/trainers for data training
2.3.2. Conduct two national trainings on data collection, management, analysis, storage, and reporting.
2.3.4. Administer two post-training questionnaires to assess participants' learning.

Output 2.4: Policy-makers have improved understanding to utilize the Migration Profile in policy- and decision-making processes.

Activities: 2.4.
2.4.1. Identify and hire facilitators/trainers for data workshop
2.4.2. Conduct two national workshops on utilizing migration data in policy and decision-making processes.
2.4.3. Administer two post-workshop questionnaires to assess participants' awareness.
2.4.4. Publish about the trainings in social media
Conduct a roadmap workshop

Annex two: List of persons interviewed

IOM

1. Emma Masabo, Programme Assistant, IOM Rwanda
2. Alexander Twahirwa, Former ILO Programme Officer, current IOM Programme Officer, IOM Rwanda
3. Alice Karara, Former Programme Officer, IOM Rwanda
4. Helene Fors, Chief of Mission, IOM Rwanda

Consultants

5. Pierre Claver Rutayisire, National consultant
6. Linda Helgesson Sekei, International Consultant

Government representatives

7. Stella Muhongerwa, Head of Fraud and Detection, and Ange Doriane Ntubabare, Officer, Directorate General for Immigration and Emigration, (DGIE)
8. Wilson Kamali, Statistician, National Bank of Rwanda, (BNR)
9. Aristarque Ngoga, Advisor, Ministry in Charge of Emergency Management, (MINEMA)
10. Gilbert Agaba, Labour Market Analyst, Rwanda Development Board, (RDB)
11. Salim Mugisha Munana, Director of Legal Affairs, Rwanda Correctional Service, (RCS)
12. Vital Habinshuti, External Trade Statistician, National Institute for Statistics Rwanda (NISR)
13. Ingabire Dieudonne Director of Planning, Monitoring and Evaluation and Lydia Uwanziga, Prosecutor, National Public Prosecution Authority (NPPA)
14. Emmanuel UWIZEYIMANA, Director of Labour Research and Employment Promotion, Ministry of Public Service and Labour, (MIFOTRA)

Annex three: List of documents / publications consulted

Project documentation:

- IOM project document, including proposal and budget.
- Budget monitoring and Revision: Project budget pipeline analysis and revised budget
- Interim project reports and Final report

IOM Migration Governance Framework

IOM Fund eligibility criteria (undated)

IOM mission and strategic focus (undated)

External documentation:

Visions 2020 (and now 2050 Vision)

Economic Development and Poverty Reduction Strategy (EDPRS) II, 2013-201,

The Rwanda Diaspora Policy (2009)

National Migration Policy and Strategy (2008)