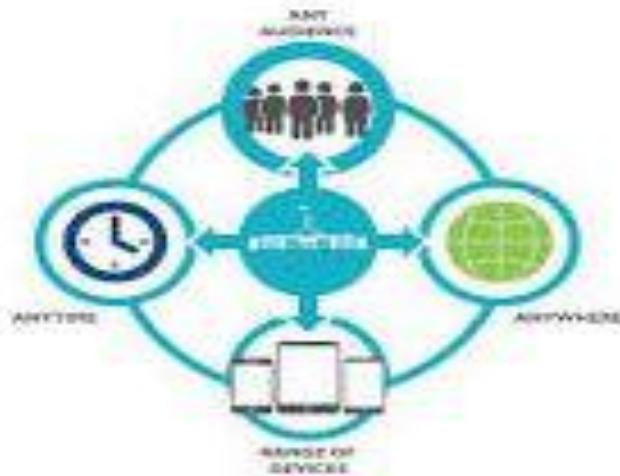


Ex-Post Evaluation of the Project “ICT Strategy for Integrated Border Management in Rwanda”

A REVIEW OF OVERALL ACHIEVEMENTS: 2015- 2018



EVALUATOR: ANGELINE WAMBANDA

REGIONAL M&E OFFICER

IOM REGIONAL OFFICE FOR EAST AND HORN OF AFRICA

Table of Contents

EXECUTIVE SUMMARY	iii
CHAPTER ONE: INTRODUCTION AND BACKGROUND	1
Project Summary	1
Project background	2
CHAPTER TWO: EVALUATION PURPOSE, SCOPE AND METHODS.....	4
2.1. Evaluation Purpose	4
2.2. Evaluation Scope	5
2.3. Evaluation Criteria:.....	5
2.4. Cross -cutting issues:.....	6
2.5. Evaluation methodology	6
CHAPTER THREE: EVALUATION FINDINGS.....	10
3.1. Relevance of the Project	10
3.2. Effectiveness.....	12
3.3. Efficiency.....	22
3.4. IMPACT	23
3.5. SUSTAINABILITY.....	23
CHAPTER FOUR: CONCLUSIONS AND RECOMMENDATIONS.....	25
Conclusions	25
Recommendations	26
ANNEXES.....	28
Evaluation Terms of Reference	28
Key questions for Interviews	34
List of persons interviewed	36
List of documents reviewed	36



Acronyms

AoS	Africa Olleh Service consultants
API	Advanced Passenger Information system
DAC	Development Assistance Committee of the Economic Cooperation and Development
DGIE	Directorate General of Immigration and Emigration
DIP	Integrated DGIE Internal Portal
GoR	Government of Rwanda
HR	Human Resource
IBM	Integrated Border Management
ICAO	The International Civil Aviation Organization
ICT	Information and Communication Technology
IDF	IOM Development Fund
NIC	National Information and Communication Strategy
OECD	The Organization for Economic Co-operation and Development
OPS	Operating system
OSBPs	One Stop Border Posts
PNR	Passenger name record
RBA	Rights –based approach
RISA	Rwanda Information Society System
U-FE	Utilization Focussed Evaluation
UI	User Interface

EXECUTIVE SUMMARY

Background

This report outlines the findings and recommendations of an ex-post internal evaluation of the IDF funded project: “ICT Strategy for Integrated Border Management in Rwanda”. The project was implemented in Rwanda from 30 January 2015 to 30 June 2018. The evaluation shares evidence of success, lessons learned, challenges experienced during project implementation and provides recommendations for future programming. This project was funded by the IOM Development Fund (IDF) in the amount of USD 200, 000. The evaluation was done between November and December 2019.

The Government of Rwanda introduced a policy and ICT strategy for a “Smart Rwanda,” which required all government services to be accessed through one online platform known as “Rwanda Online or Irembo”. At the time this policy was launched, the Directorate General of Immigration and Emigration (DGIE), which is the government department that issues travel documents and permits, had some of its services on a DGIE run website but not on the government online platform. In addition, each of the DGIE services were mainly stand-alone. In close cooperation with the DGIE, IOM ensured that an Information Communications Technology (ICT) integrated strategy was developed. The strategy was to look forward five or ten years and consider international standards and best practices to allow the DGIE to support future changes such as introduction of biometric passports; increased arrivals to Rwanda due to the expansion of RwandAir; and the government strategy to attract more regional and international conference business. This therefore required an interface between DGIE and Rwanda online services.

Evaluation Purpose and Scope

The evaluation was commissioned by IOM Rwanda with the purpose to assess overall achievements one year after end of the project, and document lessons learned and best practices. It is being conducted for accountability to intended beneficiaries including the government of Rwanda, and the IDF as primary users. The findings will assist IOM, and the government of Rwanda to better implement similar interventions in the future. The review considered OECD/DAC evaluation criteria¹. IOM cross cutting principles of gender, and Human rights were incorporated into the analysis and findings.

Evaluation Methodology

Qualitative methods were used to obtain information. This was mainly through document review, real-time observation of the functioning of DGIE Integrated Portal, and key informant interviews.

Findings and conclusions

Relevance:	The evaluation found excellent evidence of the project’s relevance. The project was and results are still in line with the government’s migration and ICT strategy and policies. The DGIE has included its services on the government online portal to align
-------------------	---

¹ <https://www.oecd.org/dac/evaluation/49756382.pdf>

	<p>with the migration law revision and government e-governance policy requiring all services offered to its citizens by different departments to be accessed through its online portal –Rwanda online. In addition, the DGIE is working with the government to launch a module for visa application upon arrival, including Advanced Passenger Information (API) to align with migration policy of 2018 which requires passenger information before arrival to facilitate application of visa upon arrival.</p>
Effectiveness:	<p>The evaluation found good evidence of the project's effectiveness. The evaluation noted considerable progress towards project outcomes and objective. The project achieved the three planned outputs namely: Assessment of gaps in interoperability of DGIE systems; finalization of the ICT strategy and creation of the interface between DGIE systems and Rwanda Online through the launch of the Integrated DGIE Portal. The government has launched, as a way of operationalizing the strategy, several projects outlined in the strategy, that are leading towards achievement of the first outcome to ensure “Online passport and visa applications; permit issuing system and a border control system is institutionalized/aligned to government online portal-Rwanda online, also referred to as“Irembo”.</p> <p>The implementation of projects such as creation of the DIP portal on a network environment that is virtualized, has contributed to the second macro strategy of the ICT strategy which is to “Establish High Availability System Architecture Environment based on Suitability and Sustainability”. This means that separate operating systems are now able to run on a single server or virtual environment. About 70% of DIP systems are now running on a virtualized environment. Several other projects are in the pipeline while others are still pending due to budget limitations for this outcome to be fully achieved. Completion of all the projects will ensure full alignment of DGIE systems with the government online portal in line with migration and ICT policy requirements.</p> <p>The second outcome of “Improved interoperability of DGIE IT hardware systems has been fully achieved.” With the launch of the DIP portal, a foundation has been created upon which future systems for DGIE documents will be based on. Full system and data integration have almost been realized because Visa, laissez passé, permit, electronic archiving of documents, visa processing have all been brought to one portal, eliminating previous stand-alone services.</p> <p>The DIP portal has eased verification of travel document and permit application given its link with the previous applications as well as the national identity management systems increasing efficiency. In addition, DGIE staff transferred from one unit to another can now quickly adapt to the system within a new unit because the workflow is the same despite the different modules. Further, DGIE services are now</p>

	<p>decentralized to 30 districts in the country, where all the documents can be processed in the same place.</p>
Effeciency:	<p>The project could have been more efficient had it been completed within the initial timelines. Initially planned for 12 months, from January 2015, the project was completed in June 2018 after five no-cost extensions. A lot of challenges were related to capacity gaps of the consultant. Language barrier was the main issue that led to communication challenges in the consultant's understanding of the assignment. This resulted in delays in submitting expected outputs by the consultant. In addition, AOS set a high fee for the DGIE portal set up. Negotiations to determine a cheaper and a more efficient approach took some time before a local consultant was selected to set up the DGIE portal.</p> <p>The evaluation could not establish the main structures put in place for coordination and communication of project implementation between IOM and the DGIE. The DGIE office held most of the information on project implementation and results, with minimal involvement of IOM in project monitoring. The evaluation did not find much documentation on project implementation and achieved results by IOM, pointing to gaps in M&E. It did not find information on handover to new staff of any details regarding the project from IOM focal points that had left the mission.</p> <p>Despite the above challenges, the project was able to utilize most of the planned budget by close of the project, at 99% burn rate.</p>
Sustainability:	<p>The evaluation found good evidence on sustainability of the project. The evaluation noted solid mechanisms that have ensured sustainability of the project's results. Key to sustainability of the project is its alignment to the government's migration and e-government policies currently under implementation, ensuring government ownership of the project results. DGIE integrated services are sufficiently interfaced with the Rwanda online services ensuring continuity of project results as the DGIE portal is the main mode of migration service provision. The ICT infrastructure were defined by the government and backed by the DGIE ICT strategy which assures its conclusive rollout.</p>
Impact	<p>The evaluation found good evidence of the project's impact. The project's overall impact is mainly the establishment of a framework for an integrated border management system. The ICT infrastructure and related projects when fully implemented will contribute to migration management by facilitating real time information exchange and tracking of migration flows. This has established a system upon which management of various aspects of migration management can be established. The improved communication between DGIE internal systems and internal/external data warehouses, has increased productivity, integrity of issued documents as well as efficiency in processing of documents by the DGIE.</p>

However, lack of funding for most of the projects proposed in the DGIE ICT strategy is the main set-back to reaching the project objective.

Recommendations

IOM

- IOM Rwanda could provide further support to DGIE to implement remaining projects through other complementary projects, to assist DGIE operationalize the ICT strategy.
- This having been a unique and successful project, IOM Rwanda could do jointly with GoR, a documentation of successes and lessons learnt from the project as best practice that other member states and IOM country offices could learn from.
- IOM Rwanda to improve knowledge management to facilitate learning from ongoing and completed projects. Strengthen information management and M&E which should include data collection, storage, and establishing guidelines for proper handover of project information by outgoing staff when a project ends, or staff leave the country office for opportunities elsewhere within or outside of IOM. Need to follow up with DGIE for the final copy of the ICT strategy document for knowledge management.
- IOM in general could expand its internal capacity in areas of ICT related projects implemented by IOM to ensure its own internal monitoring of implementation and results particularly where IOM staff on such projects are not IT experts. In addition, ensure that consultants are familiar with country contexts.
- Need to set out a clear framework for communication and coordination of project implementation between government and IOM particularly for highly sensitive projects such as this where both IOM and government have implementation roles.

DGIE

- Further resource mobilization from government to allocate a budget for completion of pending projects, as well as advocate with other partners and donors for additional funding.
- Utilize successes of the project and findings of this evaluation to document them as best practice that other member states could learn from.

IDF

- Consider additional funding to DGIE to rollout pending projects

CHAPTER ONE: INTRODUCTION AND BACKGROUND

Project Summary

Project Title	ICT Strategy for Integrated Border Management in Rwanda
Project identification:	IOM Project Code: TC.0829
Executing Organization:	International Organization for Migration (IOM)
Project Management Site and Relevant Regional Office	IOM Kigali, CO, Rwanda IOM Regional Office, Nairobi, Kenya.
Evaluation Commissioned by:	IOM Rwanda
Project Period and Overall Duration:	30-01-2015 - 30-06-2018
Geographical Coverage:	Directorate General of Immigration and Emigration head quarters – Kigali and 10 Districts
Project Beneficiaries:	Directorate General of Immigration and Emigration
Project Partner(s):	Directorate General of Immigration and Emigration
Total Funding:	USD 200,000
Evaluation Date (Month, year)	November 2019- January 2020
Name, title & contact of Evaluator	Angeline Wambanda Regional Monitoring and Evaluation Officer IOM Regional Office for East and Horn of Africa Email: awambanda@iom.int

This is the ex-post internal evaluation of the IDF funded project: “ICT Strategy for Integrated Border Management in Rwanda”. The project was implemented in Rwanda from 30 January 2015 to 30 June 2018. The evaluation shares evidence of success, lessons learned, challenges experienced during project implementation and provides recommendations for future programming. This project was funded by the IOM Institutional Development Fund (IDF) in the amount of USD 200, 000.

This internal evaluation was commissioned by IOM Rwanda. The purpose of the evaluation is to assess overall achievements one year after end of the project, and document lessons learned and best practices. In addition, the evaluation is being conducted for accountability to intended beneficiaries including the government of Rwanda, and the IDF as secondary users. The findings will assist IOM, and the government of Rwanda to better implement similar interventions in the future.



This evaluation report is presented in four sections as follows: (1) Executive Summary; (2) Introduction and Background; (3) Evaluation Findings; and (4) Conclusions and Recommendations.

Project background

The project entitled “ICT Strategy for Integrated Border Management in Rwanda” aimed to improve Rwanda’s migration management and technical capacity for managing its borders effectively. With funding from the IOM Development Fund, the project was implemented from 30 January 2015 to 30 June 2018. In close cooperation with the Directorate General of Immigration and Emigration (DGIE), IOM ensured that an Information Communications Technology (ICT) integrated strategy was developed. The strategy was to look forward five or ten years and consider international standards and best practices to allow the DGIE to support future changes (e.g. biometric passports, increased arrivals to Rwanda due to the expansion of RwandAir and the government strategy to attract more regional and international conference business). The government has developed an internet portal to facilitate access to all government services, also known as Rwanda Online. The project therefore created an interface for the DGIE services/databases to interact with the government online portal.

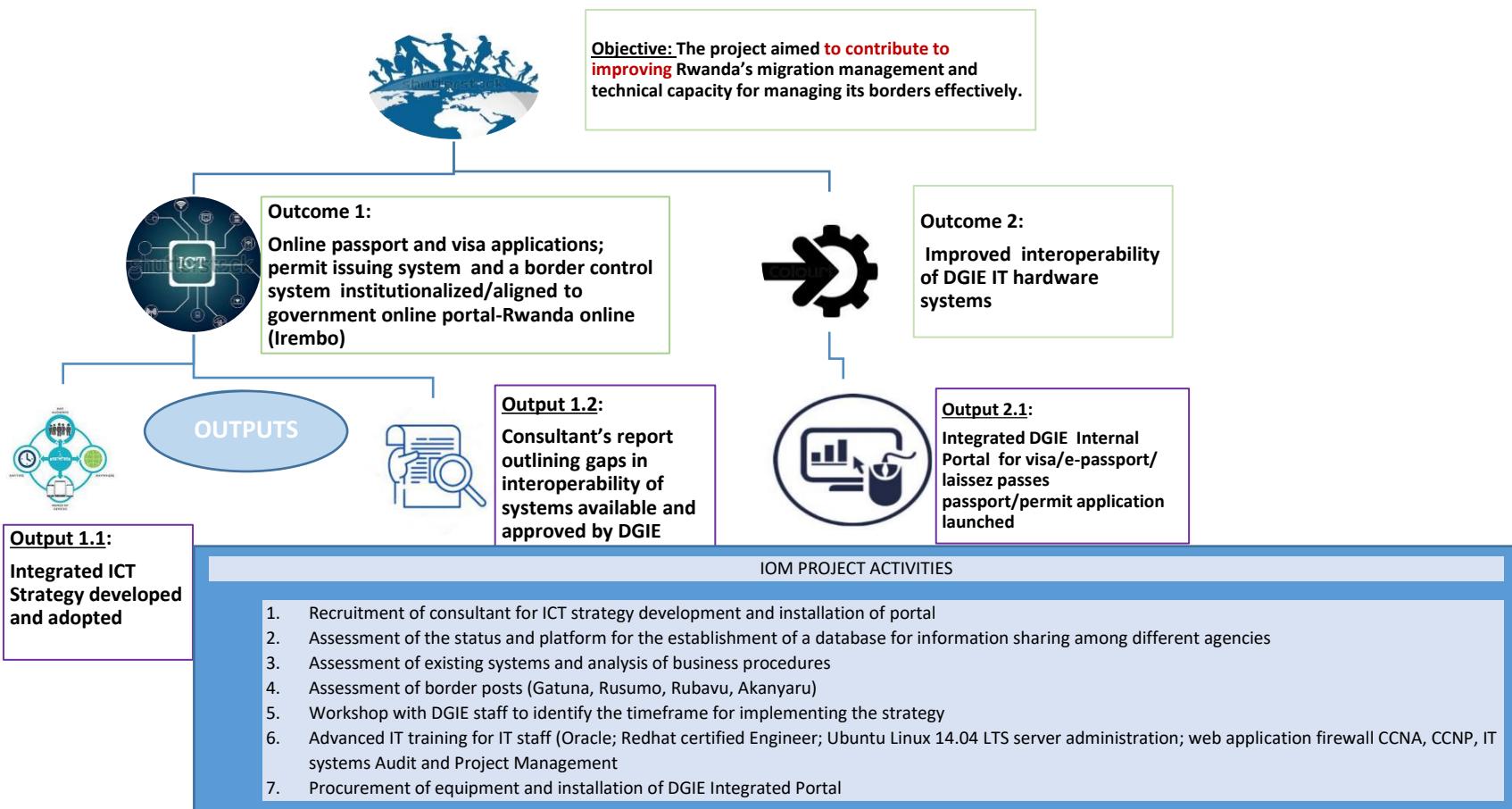
The overall objective of the project was **to improve Rwanda’s migration management and technical capacity for managing its borders effectively**. The project’s specific outputs were to develop specification of technology, software standards and smart infrastructure and ICT strategy of Directorate General of Immigration and Emigration. The primary stakeholders of the project were the DGIE and its officials. At the end of the project, the intended outcomes as drafted in the proposal were: (1) An integrated ICT strategy institutionalizes online passport applications, including a visa and permit issuing system and a border control system; (2) The integrated ICT strategy is in line with the Government Migration Policy and e-Governance initiatives to effectively manage increasing population flows at borders, including at OSBPs; (3) DGIE is able to contribute all requirements for the GoR’s initiative for Rwanda Online and users are aware of the services available; and (4) DGIE IT have improved systems.

Following interviews with government officials and the IOM Rwanda staff on how the project was implemented and achieved results, the evaluator deduced the implied project logic as illustrated in Figure 1 below:



International Organization for Migration (IOM)
The UN Migration Agency

Figure 1. PROJECT LOGIC



CHAPTER TWO: EVALUATION PURPOSE, SCOPE AND METHODS

2.1. Evaluation Purpose

The purpose of the evaluation is for use by IOM Rwanda management and the project team as primary intended users, to assess overall achievements one year after end of the project, and document lessons learned and best practices, to improve and design effective border ICT interventions in the future. In addition, the evaluation is being conducted for accountability to intended beneficiaries including the government of Rwanda, and the IDF as secondary users. The findings will assist IOM, and the government of Rwanda to better implement similar interventions in the future.

The evaluation analyzed overall project implementation and performance under the different activities, progress towards impact and sustainability, and proposes actions for future implementation of similar projects.

Details of intended users and uses of the evaluation are summarized below:

Table 1: Evaluation Intended Uses and Users (Audience)

INTENDED USERS (AUDIENCE)	INTENDED USES
Project management and senior management of IOM Rwanda.	<ul style="list-style-type: none"> - To improve identification of country's needs and alignment with global development agenda regarding border management and IOM's relevant strategic guidance. - To improve project design, efficiency, and effectiveness of future project implementation. - To prove the accountability of budget and results to the IDF; and - To identify specific follow-up actions/initiatives and project development ideas
IOM Regional Office for East and Horn of Africa (EHOA),	<ul style="list-style-type: none"> - To document lessons learned and best practices to support project formulation and endorsement in the future.
Government of Rwanda	<ul style="list-style-type: none"> - To identify gaps to improve automation of travel document issuance - To provide evidence on success and challenges on implementation of the ICT strategy within the larger government identity data management and inform further policy and strategy formulation.
IDF	<ul style="list-style-type: none"> - To assess value for money for a set of activities funded; and - To use the findings and conclusions in consideration of future project funding approval.

2.2. Evaluation Scope

The evaluation covered the whole project period from January 2015 to July 2018 of the project “ICT Strategy for Integrated Border Management in Rwanda”. All project activities were included within the scope of the project. The main areas of focus were on capacity development of both human resource as well as border management ICT tools acquired during the project implementation.

2.3. Evaluation Criteria:

The evaluation was based on the OECD-DAC evaluation criteria. It assessed the relevance, effectiveness, impact, and sustainability of the project, and sought to answer the following key evaluation questions:

Evaluation Questions

Relevance:

1. Was the project design relevant to the government of Rwanda needs and priorities? Is the ICT project aligned with and supportive of national strategies?
2. To what extent did the project respond to the needs and priorities of the DGIE? To what extent were the deliverables adapted to DGIE needs?
3. To what extent were stakeholders consulted and involved in the implementation of activities, thereby improving ownership, accountability, and effectiveness?
4. Have gender considerations been properly integrated into the project design?
5. Is the project aligned to relevant regional and global immigration and border management frameworks?
6. As designed, were interventions adequate to achieve the project objective?

Effectiveness:

1. To what extend was the project objective achieved?
2. Did the outputs lead to intended outcomes?
3. What factors have contributed to achievement/failure to achieve planned results?
4. What were coordination mechanisms with relevant stakeholders to achieve results?
5. To what extent has the project adapted or was able to adapt to changing external conditions to ensure project outcomes?

Efficiency:

1. Were the project activities undertaken and were the outputs delivered on time?
2. Was the project implemented in the most efficient way compared to alternative means of implementation? Are the costs proportionate to the results achieved?

3. To what degree are inputs provided or available in time to implement activities from all parties involved?
4. Were resources provided under the project well managed and utilized as planned?
5. Did the project coordinate with other similar interventions to increase synergies and/or to avoid duplications?
6. Have the management and decision-making structures been effective to ensure efficient and timely project implementation? How effectively were the programme performance and results monitored?

Impact:

1. Which positive/negative and intended/unintended effects are being produced by the ICT project?
2. What has been the added value of the project to migration management in Rwanda? What is the extent of use of data generated from the ICT platform established by the project?
3. What benefits have migrants derived from the project?

Sustainability:

1. To what extent has the ICT project been embedded in institutional structures that are likely to survive beyond the life of the project?
2. Do the target groups (DGIE?) have any plans to continue making use of the services/products produced by the project?
3. To what extent have beneficiaries (DGIE and related departments) continued to enjoy project gains? Does the ICT project still respond to the needs of the project beneficiaries?

2.4. Cross -cutting issues:

The evaluation looked at how Gender and Human rights as cross-cutting issues were incorporated in project design, implementation, and reporting. In terms of gender, the alignment with IOM's policy and guidance was analyzed, along with the incorporation of gender analysis into project design (indicators, outputs, outcome levels) and implementation phases (data collection and reporting). In terms of human rights, the evaluation assessed the extent to which a rights –based approach (RBA) was integrated in activities of the project including at design and implementation. For instance, an analysis was made to assess how design of ICT technology and data collection is aligned to human rights standards and does not violate rights of migrants or lead to discrimination or denial of assistance. It assessed project activities geared towards strengthening protection of human rights that involved right holders and duty bearers.

2.5. Evaluation methodology

The evaluation used both quantitative and qualitative methods. The evaluation applied Utilization Focused Evaluation (U-FE) principles. The evaluation questions and methodology were prioritized jointly

with the identified intended primary users of the evaluation. Aspects of the 17 –step U-FE checklist² were undertaken by the evaluator to facilitate use of evaluation findings.

Qualitative methods

Three methods, were used to obtain information:

Document Review: Documents related to the programme were analysed. These included: the project proposal and donor agreement; budget; available donor reports (narrative and financial); monitoring reports; monitoring tools (matrices, work plans, etc.); project output documents such ICT assessment report, ICT strategy document. The validity of information obtained from document review was triangulated with information obtained from key informant interviews

Interviews with Key Informants: key informants, mainly from the Directorate General of Immigration and Emigration (DGIE), IOM Rwanda senior management, and programme staff were the main evaluation respondents. The evaluator also interviewed the Regional Thematic Specialist for Labour Migration. Semi-structured interview guides were developed for key informants – IOM chief of mission, Project manager, GoR officials (DGIE, immigration, relevant departments), and project staff.

Observation: The evaluator observed real time processing of e-passport and laissez passes passports; and entry of data from the manual visa and permit applications into the DIP at the DGIE headquarters. The evaluator also observed the processing of the same documents from verification of application documents to issuance of travel documents (except for the e-passport) at one of the districts (Huye).

Sampling

The selection of the respondents for the key informant interviews was purposive, depending on the respondents' availability, but also their role in project implementation.

Data analysis

Qualitative methods were utilized to analyse the data and derive relevant conclusions on the project performance. Under each of the evaluation criteria, a rating has been given by using the scaling method (Table 4) supported by evidence collected.

Table 2: Data analysis scaling (Judgment Scale)

Evaluation Criteria Scaling	Explanation
5 Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention
4 Very good (Almost always)	There is an evidence of good contribution but with some few areas for improvement remaining

² https://www.betterevaluation.org/resource/guide/UFE_checklist



International Organization for Migration (IOM)

The UN Migration Agency

3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but considerable requirement for continued improvement
2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution, but significant improvement required
1	Weak (Never or occasionally with clear weaknesses)	There is low or no observable contribution

Limitations

This section describes some of the limitations of the evaluation in terms of timing and data collection that affects the validity of conclusions about the project impacts.

Table 3: Limitation

	Limitations	How these limitations will be addressed
1.	Given that this is an ex-post evaluation, most of the IOM project staff and some of the government officials have moved on. This posed a challenge in terms of institutional memory.	Most of the missing information was filled in by existing government staff and project staff and triangulation with project and government documents to determine the impact of the project.
2.	Absence of monitoring data to measure change in knowledge and skills among government officials before and after training.	The data analysis has been made primarily based on the qualitative data collected through the KII on application of knowledge and skills after the training.
3.	Interviews with direct beneficiaries was not feasible.	Interviews with staff of the DGIE and a review of institutional frameworks before and after the project shed light on impact of the project on users of digital migration services, and therefore the overall impact of the project.

CHAPTER THREE: EVALUATION FINDINGS

The section below describes the evaluation findings based on the OECD-DAC evaluation criteria of relevance, effectiveness, efficiency, sustainability, and impact. It also looks at mainstreaming of gender as and human rights as key cross-cutting issues.

3.1. Relevance of the Project

To what extent is the project design in line with beneficiary-identified needs and priorities?

a. *Was the project design relevant to the government of Rwanda needs and priorities? Is the ICT project aligned with and supportive of national strategies?*

Finding 1: This project was in line with the government's migration and ICT policies. In the year 2000, the Government of Rwanda through an e-governance policy for a 'smart Rwanda' established a strategy requiring all services for citizens to be accessed online. It established the National Information and Communication Strategy (NIC plan 2001-2020).

The NIC plan **2001-2020** was to be rolled out through Phased implementation: (1) Legal framework; (2) infrastructure (fibre optic); (3) development of online presence; (4) expedite pending services. The government's vision was to have '100' services for citizen accessed through the government online portal by 2020.

The Migration policy was revised on 13 August 2018 to include Advanced Passenger Information system (API) requiring prior assessment of passengers before arrival. The old policy can be accessed at https://www.migration.gov.rw/fileadmin/templates/PDF_files/Law_immigration_and_emigration.pdf; while details of the revised policy can be accessed on this [link](#).

Rwanda has an online portal: <https://irembo.gov.rw/rolportal/en/home>. The government e-governance policy required each agency to transfer services to the government portal to ensure service continuity. To align with the migration law revision and government e-governance policy, the DGIE had to include DGIE services on the government portal. Before, Rwanda online was established, DGIE services such as entry visa could be accessed on DGIE website since 2008.

b. *Did the project respond to the needs and priorities of the DGIE? To what extent were the deliverables adapted to DGIE needs?*

Finding 2: The project was conceived jointly between IOM and the DGIE. The feasibility study/assessment of the DGIE systems and environment provided recommendations to assist the DGIE to align with government policies and therefore execute its mandate effectively. For instance, whereas all application for DGIE related services would be done through 'irembo', the DGIE portal system supported by the project would be used for screening services for DGIE related document applications (visa, passports, laissez passé, and work permits). The DGIE would then through its integrated internal portal (DIP) process the documents up to printing and issuance to applicants. The DGIE ICT strategy described elsewhere in this report provided guidance on implementation of related projects to meet DGIE needs.



c. Is the project aligned to relevant regional and global immigration and border management frameworks?

Finding 3: This project was and is still in line with IOM's global IBM Strategy, particularly for improved border management through technology.

d. As designed, were interventions adequate to achieve the project objective?

Finding 4: The evaluation found the selected interventions sufficient to achieve the project objective. The assessment report identified the pertinent needs and provided key recommendations that informed design of the DGIE ICT strategy, and related projects and initiatives. If implemented effectively, an integrated border management system anchored on real time inter-agency information exchange system will greatly enhance migration management in Rwanda.

e. To what extent were stakeholders consulted and involved in the implementation of activities, thereby improving ownership, accountability, and effectiveness?

Finding 5: The evaluation found good evidence of consultation of IOM and the DGIE, who are the government agency charged with migration management. The evaluation noted that implementation of this was mostly government led. The Africa Olleh Service (AoS) consultants that undertook the assessment and ICT strategy development, was a joint venture between a Korean company and the Government of Rwanda.

There were however major shortcomings in implementation of the project with major delays caused by selection of the consultancy who were located off-site in Korea. The government would have preferred a provider based locally or in the region for easier communication and to save on travel time. Eventually, after a delay of over one and a half years, the government selected a locally based individual consultant previously affiliated to AOs to complete the last league of the project –Installation of the DGIE internal portal. The evaluation had an impression that better consultation between IOM and GOR to reach an agreement on a preferred provider before starting the project could have saved a considerable amount of time and resources. In addition, the evaluation found limited IOM involvement in project implementation beyond consultations on recruitment of the consultant. For instance, even though this might have happened, the evaluation could not establish to what extent IOM was involved in providing input to the DGIE ICT environment assessment report and strategy document.

HUMAN RIGHTS AND GENDER

f. Have gender and human rights considerations been properly integrated into the project design and implementation?

The evaluation found good evidence on integration of gender and human rights and gender consideration in line with international human rights frameworks and standards.

Finding 6: A module on refugees has been developed which facilitates free movement of refugees by establishing standards of documents that meet ICAO requirements, processing of which will be done

through DIP system. This module was one of the projects established in the project supported ICT strategy and is currently under development.

The evaluation noted the policy on taking pictures for document processing in Rwanda that does not require removing covering such as Hijab for Muslim women. The Project implementation had a fair mix of men and women. The project documents, however, do not mention these principles explicitly.

3.2. Effectiveness

To what extent did the project achieve expected results? To what extent have beneficiary needs been addressed?

- a) *Was there evidence to demonstrate project's contribution to improvement in migration management capacity? What contribution has the ICT strategy and DIP Portal made to migration management- improved border management because of automation of document application*

Finding 1: The project's main objective was to contribute to improvement of Rwanda's migration management and technical capacity for managing its borders effectively. The evaluation found **good evidence of the project's contribution to this objective**. The availability, exchange and use of migration data by migration related agencies through an efficient and integrated digital platform that is linked to the main government online data platform "Rwanda online" is likely to assist the government to track population flows at entry points such as borders, including at OSBPs. This will in the long-term support evidence informed migration policy, efficient service delivery, including improved border management.

- b) *Were planned outcomes realized?*

Outcome 1: An integrated ICT strategy exists to institutionalize online passport applications, including a visa and permit issuing system and a border control system.

Finding 2: **This outcome was achieved to a considerable extent.** It was assessed by reviewing processes involved in developing the DGIE strategy, review of the strategy document as well as programmes put in place by the government, to action the strategy.

The evaluator found excellent evidence of the project's contribution to the government vision, and progress towards outcome 1. Through observation, desk review of documents including the ICT strategy and key informant interviews, the evaluator noted excellent progress made since the finalization of the IOM project supported deliverables under this outcome. The Feasibility study/assessment of DGIE ICT systems and environment informed ICT strategy development, "*providing guidance on implementation of a Rwanda Integrated Border Management System as the main component of which other systems for management of entry and exit of people to Rwanda will be based on.*"³

³ Key Informant Rwanda DGIE



International Organization for Migration (IOM)

The UN Migration Agency

Implementation of DGIE ICT Assessment Recommendations and ICT Strategy

The evaluation found good evidence for implementation of the assessment recommendations and the strategy. It noted that the GoR already addressed recommendations made in the DGIE ICT assessment report to a considerable extent; as well as several strategic priorities within the ICT strategy that did not have budget limitations. Some of projects being undertaken are mentioned in subsequent sections that follow.

From October 2015, Africa Olleh Service (AoS) consultants (a joint venture between a Korean company and the Government of Rwanda), undertook an assessment of ICT systems at key border posts (Gatuna, Rusumo, Rubavu, Akanyaru and Kigali International Airport) and assessed DGIE current systems and legal environment. The assessment report provided recommendations for the establishment of an efficient and smart systems and infrastructure. The consultants drafted the DGIE strategy in consultation with IOM and DGIE, which was finalized in 2018. **The evaluation however could not determine the extent of IOM's input to both assessment report and the strategy document as the staff involved had left the mission and the DGIE staff was new and unfamiliar with details of IOM staff engaged before July 2018.**

The drafting of the strategy took longer than planned due to challenges explained in the efficiency section.

DGIE ICT Environment Assessment

The DGIE ICT environment assessment found major gaps in the existing DGIE system and made recommendations that informed strategy development and the creation of the interface between DGIE systems and Rwanda Online. The main gaps noted in the assessment included:

Difficult systems/data integration: e.g. visa, work permit application system; archive system for files were not linked/integrated. It was difficult to track data, was time consuming, and labour intensive

Redundancy- Many physical services, hard to migrate data, server, network services scalability difficult

Insufficient smart information systems- e.g. devices used at the border. Platforms to be run on standardized software systems that easily integrate with new/other software. Instead of integration have one portal to work with irembo.

Interoperability among DGIE system. Each system cannot access the other system. Each system operating on isolated hardware.

The AOS project team recommended developing a new whole system instead of improving each individual system in the legacy system that was in place then.



International Organization for Migration (IOM)

The UN Migration Agency

DGIE ICT Strategy Implementation

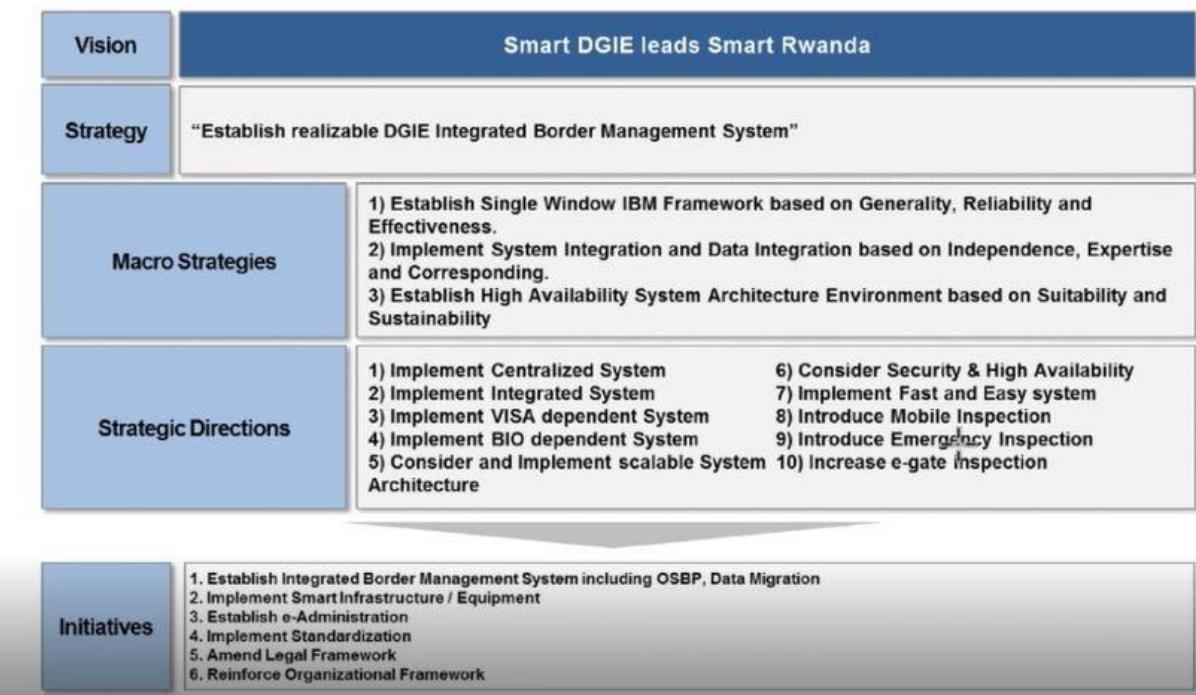
The DGIE ICT strategy was developed based on assessment recommendations, in line with government migration policy, and e-government policy and strategy. The DGIE ICT strategy's objective is to **"guide the design, building and implementation of a sustainable integrated ICT architecture that will enable the DGIE to implement the government's Migration Policy and E-Government policy"**.

The DGIE strategy overall vision, strategies, strategic directions, and related initiatives as depicted below:

Figure 2:

10 Initiatives of DGIE ICT Strategy Plan

The AOS project team derived the initiatives of DGIE ICT Strategy Plan under the vision and strategy.



Source: Draft DGIE Strategy

Vision

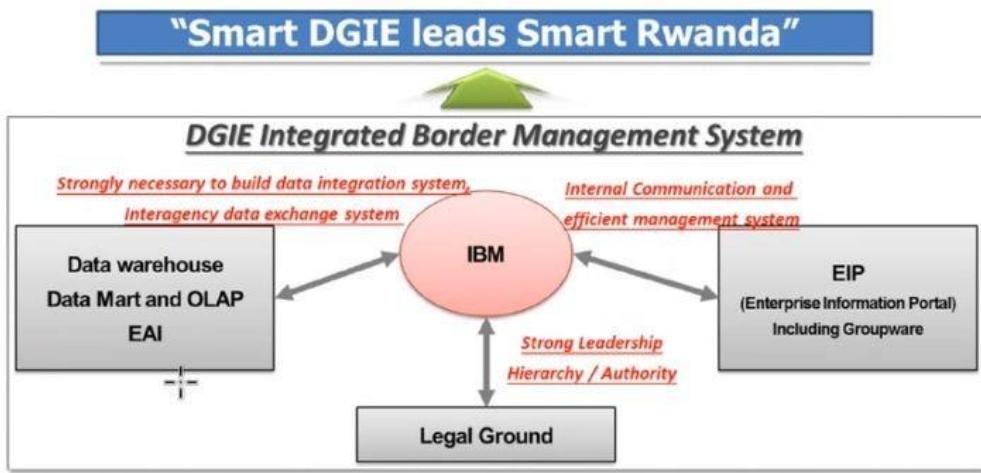
The ICT strategy's vision is aligned with the governments overall ICT policy and vision as described in the relevance section and depicted below.

Figure3:

3

08 Vision of DGIE ICT Plan

The AOS project team derived DGIE ICT Planning's Vision from the Rwanda e-Government Master Plan and presented IBM's central ICT plan to help DGIE achieve this vision.



Source: Draft DGIE Strategy

The DGIE ICT strategy vision for an integrated Border Management System is anchored on three (3) pillars:

- (i) A system that allows data exchange allowing integration of DGIE internal portal with other internal and external data bases (data warehouse); e.g. ability to link with national ID database. **The evaluation observed excellent progress on this within the DIP portal as explained elsewhere in this report.**
- (ii) Legal backing to provide an enabling environment. As explained elsewhere in the report, the relevant government policy on migration and e-government are in place. They provide the enabling environment to implement the initiatives and projects laid out in the strategy.
- (iii) An internal Communication and Efficient Communication System or “Smart Administration system”. This is a portal for email communication, logistics and document approvals, leave approvals and other admin related electronic communication that eliminates paperwork, improving efficiency. The evaluation established that this project is in line with the government strategy that requires every government institution to have a “smart administration system”. The project is currently in its final stages of implementation, with necessary equipment already procured. The Rwanda Information Society System (RISA), which is the government institution charged with implementation of ICT based systems is helping DGIE to implement “smart administration”.

The strategy outlines three (3) Macro Strategies and 10 strategic directions for DGIE Integrated Border Management. It identifies 13 projects that should be implemented to operationalize the strategy in line

with government ICT and migration policies. Most have been rolled out or are in the pipeline such as the establishment of a border control system that is delayed due to lack of resources.

Achievements made on Macro strategies

The DGIE ICT strategy identifies three higher level (macro strategies) to realize a new Integrated Border management system that will move away from the current legacy system to a smart system that addresses Interoperability and data exchange limitations of the current system. The evaluation noted the following progress made on these macro-strategies.

Table 4:

Strategy	Achievements
1. Establish Single Window IBM Framework based on Generality, Reliability and Effectiveness	The DIP Portal that is currently operational and the border control system that is yet to be implemented (due to funding) will achieve this
2. Implement System Integration and Data Integration based on Independence, Expertise	DGIE internal portal has achieved internal integration of data between its units, and external integration with other sources e.g. national identity management system, and Rwanda online.
3. Establish High Availability System Architecture Environment based on Suitability and Sustainability	DGIE has acquired relevant infrastructure to achieve this. The DIP system is created on a network environment that is virtualized. Separate operating systems can run on a single server/virtual environment. For instance, one can create a new system e.g. for HR management, with a different Ops from existing ones that will integrate with existing systems without need for a new server or memory. <i>A senior DGIE staff reported: "70% of our systems are now running on a virtualized environment."⁴</i>

Key

⁴ DGIE staff Key informant



International Organization for Migration (IOM)

The UN Migration Agency

Some Progress has been made but more needs to be achieved as most recommended projects are yet to be implemented

Considerable progress has been made. ICT Infrastructure in place, but full implementation not achieved

Most of the required ICT infrastructure in place. System fully functioning

The evaluation noted very good progress in implementation of projects within the 10 strategic directions as depicted below:



International Organization for Migration (IOM)

The UN Migration Agency

Figure 4: Progress made within DGIE IBM strategic directions:



As mentioned before, the evaluation noted the following as planned and ongoing projects in the pipeline as proposed by strategy: (1) **Automated fingerprint identification system** to fight crime, counterfeit, fraud is at initial stages of signing contract with consultant; (2) **Advanced passenger information system** (API/PNR –passenger name record) for visa on arrival- to integrate with Interpol. The current challenge is getting information from airlines. A successful bidder has been identified; (3) **Integrated border management system:** The first phase has been completed. There is need to upgrade existing systems for OSBP at borders. DGIE is in the process of hiring an expert. This was one of the major projects identified by the ICT strategy. Identification of requirements is still ongoing.

Components within remaining 13 projects will be implemented progressively and on need basis.

In terms of the strategy itself, 13 projects are in the pipeline as mentioned above and below: **Table 5:**

1. ISP/BPR for Technical Architecture – System Configuration and Server Map	1. ICT Infrastructure Monitoring system
2. Data Migration for the IBM	2. Enterprise Information Portal and Groupware
3. Data Warehouse/ETL. /Data Mart/OLAP (Big Data)	3. Smart eDocument management system (administration)
4. System Architecture Design – High Availability of Server and Network Equipment	4. Enterprise Application Interface system
5. System Architecture Design – Network Redundancy for stable service/Network Security	5. Enterprise Architectural for DGIE
6. System Architecture Design (Design Recovery center) including Backup System	6. Adopt Software Standard Application Development Framework: SOA for DGIE
7. Adopt VDI (Virtual Desktop Infrastructure) for securing user environment – Standard/Security	

Key

 Some Progress has been made

 Considerable progress has been made, but full implementation not achieved

 Most of the required ICT infrastructure in place. System fully functioning

Outcome 2: Improved interoperability of DGIE IT hardware systems.

Finding 3: This outcome has been achieved to a great extent. The evaluation assessed the outcome by observing the functioning of the DIP- the DGIE internal portal for online e- passport, laissez Passé, visa and permit issuance to determine its alignment and extent to which it is inter-faced with the government online system- “Rwanda online,” as well as internal integration within DGIE units including passport, visa application and permit issuance. Further, the evaluation reviewed the strategy document and feasibility study recommendations to determine the extent to which they have been implemented. The evaluation noted the vision of the government and DGIE for an effective Migration management ICT system implemented to streamline online passport and visa applications; permit issuing system and a border control system in line with migration policy and e-government policy.

As noted, described in the above section, the assessment of DGIE system interoperability findings found difficult systems/data integration; Redundancy; Insufficient smart information systems; and weak Interoperability among DGIE system. The strategy proposed projects that would help address above challenges and improve operability.

“In terms of implementation and completion of projects i.e. development, and deploying and training, “DIP- the DGIE internal portal, is what has been implemented to a greater extent” in terms of systems as a project.” *Key informant DGIE*

As already explained under outcome one, the evaluation established that the Integrated DGIE Internal Portal (DIP) for visa/e-passport/ laissez passes passport/permit was launched in 2018 and is fully functioning. The DIP portal receives all online applications made through the national online portal.

The launch of the DIP portal has created an interface between DGIE systems and Rwanda Online eliminating stand-alone and unreliable services, resolving technical challenges. Previously, DGIE services were stand alone. Data management systems were therefore not communicating with each other. For instance, according to a key informant the separate visa processing services used different systems for application and system for checking archive for past applications. This was tedious and time consuming

due to the back and forth process of screening applications. Mistakes were likely when a person was applying for more than one document such as a passport and laissez passé at the same time, as the officer processing an application had no opportunity to review comments made by the person issuing the other document.

In addition, the Portal has solved interoperability of systems achieving full system and data integration. Visa, laissez passé, work permit, electronic archiving of documents, visa processing has been brought to one portal, awaiting government portal module to be operational after policy change for visa upon arrival application.

This is one of the projects proposed in the strategy that has been prioritized by the DGIE. According to the DGIE key informant, the DGIE has prioritized e-passport, Laissez passé, and e-visa to be launched in the first quarter of 2020 in line with change of government policy requiring application of visa upon arrival. The DIP portal is "*the foundation upon which all systems will be integrated and upon which screening for any major travel documents and visa permits can be done.*"⁵

Achievements reported by key informants include integrated printing of sticker (Visa and permit); and systems integrated with national identity management system for easy verification of applicant details, which facilitates restriction of irregular acquisition of travel documents. Permit application is however still manual. The major achievement is the ability for everything to be done within one system, including the archiving of passport, visa and laissez passes. One of the other reported improvements includes facilitating electronic payments. Screening and application of travel documents is currently decentralized in 30 districts where all documents are processed in one place while HQ processes each document through separate units (Visa, laissez passé etc. Collection of physical passports is however still centralized.

CAPACITY BUILDING

The project supported training of one staff in India for 1 month to build their management system skills – with certification. He is among only few qualified in the country. DGIE has trained **80** staff members on use of the DIP portal to process documents from units involved in e-passport, laissez passes, and visa/permit. It has hired a project manager previously hired by the project. This is facilitating continuity on capacity building.

c) ***What were coordination mechanisms with relevant stakeholders to achieve results?***

Finding 4: The main staff that implemented the project had left the country office at the time of the evaluation, therefore the evaluation did not establish full details of project coordination arrangements between IOM, DGIE and other relevant partners.

d) ***What factors have contributed to achievement/failure to achieve planned results?***

⁵ Key informant DGIE

Finding 5: The key factor in achievement of project results has been government ownership. The project was implemented within a targeted migration management department addressing its immediate priorities. The dedication of a qualified officer to coordinate implementation, and strong government leadership in decision making ensured successful completion of the project.

Delayed recruitment of consultants, language barrier and non-familiarity of AOs consultants was a major set-back in completion of the project within initial project period. This affected project efficiency, but also delayed achievement of planned results.

Further, the consultant's limitations in expertise in drafting strategies to operationalize laws, system implementation process, and lack of local capacity hampered timely implementation of the project.

e) ***What are the main lessons learned from the design and implementation of the project?***

Finding 6: The evaluation noted that building local capacity is the way to go to facilitate efficiency but increase sustainability of projects involving new technology/ICT systems. Government leadership in this project increased ownership, but also assures sustainability. Despite transition of IOM staff with institutional memory of project implementation, it was possible to track project results within existing government structures.

3.3. Efficiency

How efficient was the overall project management?

Finding 1: The evaluation could not establish what management and decision-making structures were in place for effective efficient project implementation, as there were no project monitoring data, and progress reports except for the final donor report. As mentioned before, most of day to day implementation of the project was done by the DGIE. There was no staff at IOM level charged with follow up of project implantation.

To what extent was the project Cost-effective?

Finding 2: The evaluation could not conclusively determine the cost-effectiveness of the project as it did not have data on similar projects for comparison. It however assessed key respondents' perceptions on cost-effectiveness. Key respondents were concerned about the initial budget quoted by the AOS for installation of the DIP. This contributed to considerable delays in completion of the project as available resources were not enough to meet the consultant's fees. This was resolved after prolonged deliberations after which a local consultant was recruited to install the DIP at a much lower cost and more familiarity with Rwanda ICT environment context, while AOS focused on finalizing the DGIE strategy. A key informant noted: "*We spent 120 thousand USD on the strategy against only 30 thousand (USD) on portal which has made tremendous impact*"⁶.

⁶ Key informant, DGIE



Considerable delays were experienced during project implementation. Initially as a 12-month project expected to run from 30 January 2015, the project received five no-cost extensions and ended on 30 June 2018. There was a 1-and-a-half-year time lag with limited progress. **Despite the above challenges, the project was able to utilize most of the planned budget by close of the project, at 99% burn rate.**

What were the implementation challenges that affected achievement of project results?

The evaluation established that AOS consultants did the strategy but delayed to handover the document because they were operating out of the country. This paused challenges to be reached. Further, the consultants could not communicate well in English, which led to several revisions to the strategy document.

A solution was found in 2017 between IOM and AOS to recruit a local Rwandese contractor working with local company who had been involved in strategy development. As a key informant noted "*It took too long to identify a person. A Korean company wanted to support an integrated border management system but did not have local expert –they gave recommendations for a system based on assessment done in other countries in a difficult language to understand and for the wrong context*"⁷

3.4. IMPACT

The project's overall impact is mainly the establishment of a framework for an integrated border management system. The ICT infrastructure and related projects when fully implemented will contribute to migration management by facilitating real time information exchange and tracking of migration flows. The evaluation noted increased productivity as well as efficiency in processing of documents by the DGIE. The increased workload is still managed with same officers.

There is improved communication between internal systems and internal/external data warehouses. It is now easy for staff transferred from one department/unit to adapt to a new system. The improved integration of DGIE services on one system as explained elsewhere in the report facilitates verification of information from previous applications: cross-checking of information on other databases such as the archive and "watch-list,"⁸ and national identity management etc. Further, an application can be viewed from any location. For instance, what is done at HQ level can be viewed at district level.

3.5.SUSTAINABILITY

The evaluation found good evidence demonstrating continuity of project benefits. This was through assessment of GoR capacity to carry on benefits of the project; and continuity of services after the project ended.

To what extent are project gains being sustained to continue contributing to migration management?

⁷ Key Informant, DGIE



The key to sustainability of the project is its alignment to the government's migration and e-government policies currently under implementation ensuring government ownership of the project results. DGIE integrated services that are sufficiently interfaced with the Rwanda online services ensures continuity of project results as the DGIE portal is the main mode of migration service provision.

The ICT infrastructure were defined by the government and backed by the DGIE ICT strategy which assures its conclusive rollout. Further, as explained elsewhere in the report, the DGIE virtualized network environment ensures sustainability because the infrastructure is adaptable to future changes in ICT environment. New operating systems can be developed on the same platform without requiring additional hardware (servers, switches, etc).

DGIE has highly trained and qualified staff who are currently providing training and support to other DGIE officers. The project supported advanced IT training for IT staff in areas such as Oracle; Redhat certified Engineer; Ubuntu Linux 14.04 LTS server administration; web application firewall CCNA, CCNP, IT systems Audit and Project Management. This has ensured that Knowledge transfer is within the custody of DGIE. With the Back-end system, staff can go into the system and navigate and make changes. The agreement with the consultant and as per strategy guidelines, DGIE owns source codes and an internal system admin locally. One of the staff recruited by the project, has been retained by DGIE to continue supporting staff. The consultant facilitated a robust knowledge transfer to build capacity of over 70% of the staff.

Finally, the DGIE has a highly trained ICT technical team and is currently facilitating completion of the projects listed in the strategy.

CHAPTER FOUR: CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Considerable progress has been made towards project outcomes and objective. The project achieved the three planned outputs namely: Assessment of gaps in interoperability of DGIE systems; finalization of the ICT strategy and creation of the interface between DGIE systems and Rwanda Online through the launch of the Integrated DGIE Portal. The government has launched, as a way of operationalizing the strategy, several projects outlined in the strategy, that are leading towards achievement of the first outcome to ensure “**Online passport and visa applications; permit issuing system and a border control system is institutionalized/aligned to government online portal-Rwanda online**, also referred to as “Irembo”.

The implementation of projects such as creation of the **DIP portal** on a network environment that is **virtualized**, has contributed to the second macro strategy of the ICT strategy which is to “**Establish High Availability System Architecture Environment based on Suitability and Sustainability.**” Separate operating systems can run on a single server/virtual environment. **70% of DIP systems are now running on a virtualized environment.** Several other projects are in the pipeline while others are still pending due to budget limitations for this outcome to be fully achieved. Completion of all the projects will ensure full alignment of DGIE systems with the government online portal in line with migration and ICT policy requirements.

The second outcome of “**Improved interoperability of DGIE IT hardware systems has been achieved.**” With the launch of the **DIP portal**, a foundation has been created upon which future systems for DGIE documents will be based on. Full system and data integration have almost been realized because Visa, laissez passé, work permit, electronic archiving of documents, visa processing have all been brought to one portal, eliminating previous stand-alone services. The DIP portal has eased verification of applications given its link with the previous applications as well as the national identity management systems increasing efficiency. In addition, DGIE staff transferred from one unit to another can now quickly adapt to the system within a new unit because the workflow is the same despite the different modules. DGIE services are now decentralized to 30 districts in the country, where all the documents can be processed in the same place.

This project was in line with the government’s migration and ICT policies. The DGIE has included its services on the government portal to align with the migration law revision and government e-governance policy requiring all services offered to its citizens by different departments to be accessed through its online portal –Rwanda online. Further, the DGIE is working with the government to launch a module for visa application upon arrival, including API to align with migration policy of 2018.

The project could have been more efficient had it been completed within the initial timelines. Initially planned for 12 months, from January 2015, the project was completed in June 2018 after five no-cost extensions. A lot of challenges were related to capacity gaps of the consultant. Language barrier was the

main issue that led to communication challenges in the consultant's understanding of the assignment. This resulted in delays in submitting expected outputs by the consultant. In addition, AOS set a high fee for the DGIE portal set up. Negotiations to determine a cheaper and a more efficient approach took some time before a local consultant was selected to set up the DGIE portal.

The evaluation could not establish the main structures put in place for coordination and communication of project implementation between IOM and the DGIE. The DGIE office held most of the information on project implementation and results, with minimal involvement of IOM in project monitoring. The evaluation did not find much documentation on project implementation and achieved results by IOM, pointing to gaps in M&E. It did not find information on handover to new staff of any details regarding the project from IOM focal points that had left the mission.

Despite these challenges, the project was able to utilize most of the planned budget by close of the project, at 99% burn rate.

The evaluation found solid mechanisms that have ensured sustainability of the project. Key to sustainability of the project is its alignment to the government's migration and e-government policies currently under implementation ensuring government ownership of the project results. DGIE integrated services are sufficiently interfaced with the Rwanda online services ensuring continuity of project results as the DGIE portal is the main mode of migration service provision. The ICT infrastructure were defined by the government and backed by the DGIE ICT strategy which assures its conclusive rollout.

The project's overall impact is mainly the establishment of an ICT framework for an integrated border management system. The ICT infrastructure and related projects when fully implemented will contribute to migration management by facilitating real time information exchange and tracking of migration flows. This has established a system upon which management of various aspects of migration management can be established. **The improved communication between internal systems and internal/external data warehouses, has increased productivity, integrity of issued documents as well as efficiency in processing of documents by the DGIE.**

However, lack of funding for most of the projects proposed in the DGIE ICT strategy is the main set-back in reaching the project goal.

Recommendations

IOM

1. IOM Rwanda could provide further support to DGIE to implement remaining projects through other complementary projects, to assist DGIE operationalize the ICT strategy.
2. This having been a unique and successful project, IOM Rwanda could do jointly with GoR, a documentation of successes and lessons learnt from the project as best practice that other member states and IOM country offices could learn from.

3. IOM Rwanda to improve knowledge management to facilitate its own learning from ongoing and completed projects by strengthening information management and M&E which should include collection, storage, and establish guidelines for proper handover of project information by outgoing staff when a project ends, or staff leave the country office for opportunities elsewhere within or outside of IOM. Need to obtain the final deliverables including the ICT strategy document for knowledge management and to guide future programming
4. While acknowledging that things could have changed in the mission in terms of capacity for project development and management, there is room to continuously assess capacity to improve performance having learned from gaps in this project.
5. IOM in general could expand its internal capacity in areas of ICT related projects implemented by IOM to ensure its own internal monitoring of implementation and results particularly where IOM staff on such projects are not IT experts. In addition, ensure that consultants are familiar with country contexts. This project could have benefitted from IOM support to ensure language challenges are addressed from the outset through translation services; guidance on strategy formulation and that consultants reside in the country for the period of project implementation.
6. Need to set out a clear framework for communication and coordination of project implementation between government and IOM particularly for highly sensitive projects such as this where both IOM and government have implementation roles.

DGIE

- Further resource mobilization from government to allocate a budget for completion of pending projects, as well as advocate with other partners and donors for additional funding.
- Utilize successes of the project and findings of this evaluation and document them as best practice that other member states could learn from.

IDF

- Consider additional funding to DGIE to rollout pending projects



ANNEXES

Evaluation Terms of Reference

Final Evaluation for the Project “ICT Strategy for Integrated Border Management in Rwanda”

Commissioned by IOM Rwanda Country Office

Evaluation context

The project entitled “ICT Strategy for Integrated Border Management in Rwanda” aimed to improve Rwanda’s migration management and technical capacity for managing its borders effectively. With funding from the IOM Development Fund, the project was implemented from 30 January 2015 to 30 June 2018. In close cooperation with the Directorate General of Immigration and Emigration (DGIE), IOM ensured that an Information Communications Technology (ICT) integrated strategy was developed. The strategy was to look forward five or ten years and consider international standards and best practices to allow the DGIE to support future changes (e.g. biometric passports, increased arrivals to Rwanda due to the expansion of *RwandAir* and the government strategy to attract more regional and international conference business). The government has developed an internet portal to facilitate access to all government services, also known as Rwanda Online. The project therefore created an interface for the DGIE services/databases to interact with the government online portal.

The overall objective of the project was to improve Rwanda’s migration management and technical capacity for managing its borders effectively. The project’s specific objective was to develop specification of technology, software standards and smart infrastructure and ICT strategy of Directorate General of Immigration and Emigration. The primary stakeholders of the project were the DGIE and its officials. At the end of the project, the intended outcomes were: (1) An integrated ICT strategy exists to institutionalize online passport applications, including a visa and permit issuing system and a border control system; (2) The integrated ICT strategy is in line with the Government Migration Policy and e-Governance initiatives to effectively manage increasing population flows at borders, including at OSBPs.

Evaluation purpose

The ex-post evaluation is being conducted for use by IOM management, project team and the donor to improve and design effective border information communication technology interventions in the future as well as document lessons learned and best practices from implementation of this project. The evaluation will assess the relevance, effectiveness, efficiency, impact, and sustainability of the project. Specifically, the evaluation will assess the activities that were implemented as part of the project and whether they have contributed to the achievement of the overall objective. The recommendations



International Organization for Migration

emanating from the evaluation will contribute to Border Information **Communications Technology interventions.**

Evaluation objective

The specific objectives of this evaluation are:

- To assess the outcomes and outputs achieved through the project interventions.
- To evaluate the effectiveness of activities implemented to meet the project's objective.
- To evaluate the effectiveness of project management and interventions.
- To evaluate the impact and sustainability of the project on the target communities; and
- To provide recommendations based on the evaluation findings, particularly on sustainability measures.

Evaluation Scope

The evaluation will be conducted in one week in Kigali and will cover the whole project period January 2015 to July 2018 of the project “ICT Strategy for Integrated Border Management in Rwanda”. All project activities are included within the scope of the project. The main areas of focus will be on capacity development of both human resource as well as border management ICT tools acquired during the project implementation.

Evaluation Criteria

The evaluation assessed the relevance, effectiveness, efficiency, impact, and sustainability of the project.

Evaluation Criteria

Based on the OECD-DAC evaluation criteria, this evaluation will be sought to assess the following:

Evaluation Criteria	Evaluation Question
Relevance /appropriateness: Assessing to what extent the project's objective and intended results remains valid and pertinent either as originally planned or as subsequently modified.	<ol style="list-style-type: none">1. Was the project design and strategies used relevant to GOB needs and priorities?2. Were the strategies of other institutions and organizations in the related area of work analyzed and considered during the implementation process?3. Was the project design in line with beneficiary-' identified needs and priorities?4. Was the design adequate to bring about the achievement of desired short-term and long-term results?



	<ol style="list-style-type: none">5. Has the gender analysis been properly integrated in the project intervention logic, needs assessment, stakeholder analysis? To what extent were indicators, outputs, outcomes, and objectives gender-sensitive to ensure that gender-related data will be collected?6. Have there been changes in the priorities and needs of the beneficiaries since the initial definition of the intervention? If yes, has the intervention addressed it in a proper manner?7. Were there any elements which could lead to the conclusion that the project strategy, objective and results needed to be adjusted to have the project better aligned to reality and with other initiatives?
Effectiveness/coverage: Assessing the extent to which a project achieves its intended results.	<ol style="list-style-type: none">1. To what extent did the project deliver its activities and outputs?2. Was the project effective in reaching the planned results and in bringing the anticipated changes?3. Were the project partners actively involved in project implementation and steering of the action?4. Did the project results reach the target groups and beneficiaries as planned, and did it reach other indirect beneficiaries?5. What are the main lessons learned from the design and implementation of the project?6. To what extent did the project reach the affected internally displaced persons?7. Among the groups of IDP households assisted, who benefitted most from the intervention? Who benefitted the least?
Efficiency: Assessing how well human, physical, and financial resources are used to undertake activities, and how well these resources are converted into outputs.	<ol style="list-style-type: none">1. How efficient was the overall project management?2. Were the project expenditures made as planned?3. Were outputs delivered in a timely manner as represented in the project's work plan?4. Were challenges identified and addressed in a timely manner?5. Were there deviations from the work plan? If yes, why, and what did they cost the project?
Sustainability/connectedness: Assessing to what extent the project's results will be	<ol style="list-style-type: none">1. To what extent have beneficiary continued to enjoy project gains? What steps have been taken to promote retention of gains from this intervention? What capacities have been



maintained for a certain period after the current project phased out by examining initiatives carried out by either IOM or by the governments or other stakeholders.	developed to sustain progress towards long-term outcomes of dignified shelter compared to or better than pre-crisis state? 2. To what extent are the project activities connected to longer-term stabilization concerns?
Coherence and Coordination: Assessing to what extent IOM coordinated activities with the government and other stakeholders to address the needs of beneficiaries.	1. To what extent were project activities coordinated with UN, government, civil society, and other actors? 2. Who else was involved in the action and to what extent did IOM's activities complement other actors' efforts?

Evaluation Questions

1. Relevance:

- a. Was the project design relevant to the government of Rwanda needs and priorities? Is the ICT project aligned with and supportive of national strategies?
- b. To what extent did the project respond to the needs and priorities of the DGIE?
- c. To what extent were stakeholders consulted and involved in the implementation of activities, thereby improving ownership, accountability, and effectiveness?

- d. Have gender considerations been properly integrated into the project design?
- e. Is the project aligned to relevant regional and global immigration and border management frameworks?
- f. As designed, were interventions adequate to achieve the project objective?
- g. Are the project activities and outputs consistent with the intended outcomes and objective of ICT project?
- h. To what extent were the deliverables adapted to DGIE needs?

2. Effectiveness

- a. Were the ICT project outputs and outcomes achieved in accordance with the stated plans?
- b. Were there any unplanned negative effects to the project implementation? If yes, how were they resolved?
- c. What factors have contributed to achievement/failure to achieve planned results
- d. What were coordination mechanisms with relevant stakeholders to achieve results?
- e. To what extent has the project adapted or was able to adapt to changing external conditions to



International Organization for Migration

ensure project outcomes?

3. Efficiency:

- a. Were the project activities undertaken and were the outputs delivered on time?
- b. Was the project implemented in the most efficient way compared to alternative means of implementation?
- c. Are the costs proportionate to the results achieved?
- d. To what degree are inputs provided or available in time to implement activities from all parties involved?
- e. Were resources provided under the project well managed and utilised as planned?

- f. Did the project coordinate with other similar interventions to increase synergies and/or to avoid duplications?
- g. Have the management and decision-making structures been effective to ensure efficient and timely project implementation?

4. Impact:

- a. Which positive/negative and intended/unintended effects are being produced by the ICT project?
- b. What has been the added value of the project to migration management in Rwanda? What is the extent of use of data generated from the ICT platform established by the project?
- c. What benefits have migrants derived from the project?

5. Sustainability:

- a. To what extent has the ICT project embedded in institutional structures that are likely to survive beyond the life of the project?
- b. Do the target groups (DGIE?) have any plans to continue making use of the services/products produced by the project?
- c. To what extent have beneficiaries continued to enjoy project gains? Does the ICT project still respond to the needs of the project beneficiaries?

6. Cross cutting issues

- a. Have gender considerations been properly integrated into the project implementation?

Evaluation methodology



International Organization for Migration

The evaluator will be responsible for developing a methodology that will be followed to respond to the above evaluation purpose and questions. However, it is expected that a mix of data collection methods will be used including document review and key informant interviews as necessary to satisfactorily respond to the above set of evaluation questions.

IOM Rwanda will share background documents with the evaluator to develop a data collection methodology, including review of existing reports, institutional documents as well as other relevant information products. The evaluation must follow the IOM Data Protection Principles, UNEG norms and standards for evaluations, and relevant ethical guidelines.

Evaluation deliverables

The evaluator is expected to submit the following deliverables:

1. A protocol detailing proposed methodology and work plan, additional evaluation questions and data collection tools. It must also include an evaluation matrix that will include a sub-set of questions that will be validated by IOM.
2. The final report that incorporates comments and feedback from IOM Rwanda. The final report submitted to IOM must be in English and include (i) Executive summary; (ii) Introduction; (iii) Context and purpose (project being evaluated, description of project context, scope, criteria); (iv) Methodology; (v) Findings based on evaluation criteria, (vi) Summary of conclusions and recommendations, (vii) Annexes (Evaluation Terms of Reference (ToR), evaluation schedule, list of persons interviewed, and sites visited, documents consulted, data collection tools and raw data, and the updated project log frame).
3. Evaluation Brief, which is a two-page summary of the evaluation report based on IOM recommended template.

Evaluation work plan

Activity	Days	Responsible	Location	Week	Week	Week
				One	Two	Three



International Organization for Migration

Agreement on the final TOR, protocol/evaluation questions	3 days	PM and Evaluator	Via email			
Review project documents and relevant literature.	2	Evaluator	Home based			
Data collection and analysis	5	Evaluator	IOM Rwanda's office, meetings with stakeholders			
Presentation of Initial Findings	1	Evaluator	Online/skype			
Submission Evaluation final report	1	Evaluator	Via email			

Gender and Human Rights

Evaluation budget

The total evaluation budget covering DSA and travel should not exceed USD 1,500. The evaluation start date is 23 September 2019.

Ethical considerations

The evaluation shall be conducted independently and impartially. The findings of the evaluation, especially from key stakeholders and beneficiaries, shall be treated confidentially. The IOM's project staff in Kigali Rwanda will provide close cooperation and coordination with the evaluator throughout his/her evaluation process in a transparent and professional manner.

Key questions for Interviews

Governmental Officials:

Government officials' interviews focused on the following:



International Organization for Migration

- a) Extent to which the project's interventions have contributed to GOR priorities for addressing needs of persons affected by disasters in Rwanda.
- b) Underlying project TOC.
- c) Government's perception of short-term project achievements.
- d) Any interventions the government has initiated to sustain project gains.
- e) Sustainability/connectedness of the project to government initiatives to stabilize displaced populations.

Chief of Mission and PM

- a) Extent to which project design and implementation was relevant and effective.
- b) Efficiency of project management in managing resources and addressing challenges.
- c) Determine the extent to which project interventions contributed to migration management.
- d) Underlying TOC.
- e) Lessons learnt.

Project Staff

Project staff interview will focus on the following:

- a) Their understanding of what the project did and its linkage to results.
- b) The lump sum achievements the project realized.
- c) How effective the strategy was in bringing about results?
- d) Implementation slippage/challenges experienced and how they were addressed.
- e) Strengths and weaknesses in coordination and project partnerships.
- f) Whether the project gains are continuing.
- g) What are the negative unintended outcomes of the programme?
- h) The project's efficiency.

Project beneficiaries

- a) Assess extent of impact of project to beneficiaries.
- b) Assess features of the project that contributed to the project's short-term outcomes.
- c) Beneficiaries' satisfaction with project services.
- d) Assess extent to which outcomes are or are not widespread in intervention communities.
- e) Assess whether project gains are continuing, and extent of progress towards stabilization



International Organization for Migration

List of persons interviewed

Table3. Key informant Interview Table

Key informant	Number	Relevance	Effectiveness	Impact	sustainability
Project staff	1	??	✓	✓	✓
RTS	1	✓	✓	✓	✓
COM	1	✓	✓	✓	✓
DGIE, immigration, relevant departments	4 (Director, DGIE; ICT Manager, ICT Officer; District staff)	✓	✓	✓	✓
Consultant	1	✓	✓	??	✓
Total of participants	8				

List of documents reviewed

- Project Proposal.
- Draft final narrative and financial reports.
- No-cost extension request letters.
- IOM MIGOF and Regional Strategy.
- IBM Strategy
- ICT assessment report
- ICT strategy summary document
- Immigration e-services launch event and article
- Rwanda Migration Policy
- E-visa regime policy revision



International Organization for Migration

Evaluation Matrix

Evaluation Matrix Criteria	Key Evaluation Question	Sub-questions	Indicators	Sources of data	Data collection tools
Relevance	What is the underlying theory of change?	How reasonable are hypothesis and assumptions? What did the project intend to achieve? How did the programme work/what interventions were put in place to lead to this achievement? Were they modified during the project and why?	-Definitions and assumptions of intervention indicators	-Project document -Project stakeholders	-Document review -KII with project stakeholders
		What is the result chain? How and why did project interventions lead to project results?	-Extent to which result chain is logical-cause effect: linkages between inputs, outputs, and outcomes	-Project document -Project stakeholders	-Document review -KII with project stakeholders
		Missing assumptions: Are there other factors not considered before	-Contextual and capacity factors	-Project document -Project stakeholders	-Document review -KII with project stakeholders



International Organization for Migration

		that have contributed to achievement/failure to achieve the results?			
	To what extent is the project design in line with beneficiary-identified needs and priorities?	a. Was the project design relevant to the government of Rwanda needs and priorities? Is the ICT project aligned with and supportive of national strategies? b. Did the project respond to the needs and priorities of the DGIE? To what extent were the deliverables adapted to DGIE needs? c. Is the project aligned to relevant regional and global immigration and border management frameworks?	-Perception on: Alignment with GOR strategies and policies/programmes on ICT and migration management -Alignment with IOM and other national/regional/global related frameworks	-Policy/strategy documents -IOM Rwanda strategy -RO strategy -MIGOF- Regional/Global Frameworks	-Document review -Interview with government representatives, Rwanda COM/PM
		As designed, were interventions adequate to achieve the project objective??	- Perceptions on extent of response to identified needs	-Stakeholders -Project beneficiaries	-KII -FGD



International Organization for Migration

		To what extent were stakeholders consulted and involved in the implementation of activities, thereby improving ownership, accountability, and effectiveness? Have gender considerations been properly integrated into the project design and implementation?	-Role/inclusiveness of counterparts in design -Extent of mainstreaming of gender	-GOR representative -Project beneficiaries	-KII -FGD
Effectiveness	To what extent did the project achieve expected results?	To what extend was the project objective achieved? What contribution has the ICT strategy and related made to migration management- improved border management because of automation of document application	-Number beneficiaries/government officials satisfied with services _ Perception of improved information sharing Institutional improvements in managing migration information;	-Household survey of beneficiaries -Focus group discussions with beneficiaries, host communities, stakeholders, IOM staff	-Document review - Beneficiary survey -KII -FGDs
	Did the outputs lead to intended outcomes?	Were planned outcomes realized?	-Availability of online services: Passport applications, visa and permits issuance because of the	-Project document - KII -Government officials	-Document review -Interview with government



International Organization for Migration

		<p>What evidence exists to demonstrate improved ability to manage migration information because of the project?</p>	<p>online platform, following the drafting of the ICT strategy.</p> <ul style="list-style-type: none">-Increased sharing of information across OSBPs, airport and (other government agencies).-Increased use of online services-Ability to do online checks for immigration department.-Other benefits of automated system, how data has benefitted GOR/migrants?-Legislative, policy and institutional reforms because of the project: To what extent GOR migration policy and e-Governance policy has been revised to accommodate platform (Upgrade of government ICT system) and. -Extent of interface/integration with Rwanda main data management system?Regulate migration management by linking to		<p>representatives (DGIE)</p> <ul style="list-style-type: none">-Observation
--	--	---	---	--	--



International Organization for Migration

		What were coordination mechanisms with relevant stakeholders to achieve results?	local identity management for intelligence? -Stakeholders input		
		What factors have contributed to achievement/failure to achieve planned results? To what extent has the project adapted or was able to adapt to changing external conditions to ensure project outcomes?	External/internal influence to results		
		What are the main lessons learned from the design and implementation of the project	-Perceptions of best practices -perceptions of what does not work in facilitating improved labour migration management.	- Project stakeholders - Project staff	Interview with government representatives (DGIE)
Efficiency	How Cost-effective was the project?	To what extent were appropriate resources (human/financial) allocated to the project, and in a timely manner? Were resources provided under the project well	-Human, financial, and technical resources -Burn rates -Project management efficiency	-Financial reports -Narrative reports -Project Manager	-KII with project manager and staff -Document review



International Organization for Migration

		<p>managed and utilized as planned? Were the project expenditures made as planned?</p> <p>Were outputs delivered in a timely manner as represented in the projects work plan?</p> <p>Are the costs proportionate to the results achieved?</p> <p>Did the project coordinate with other similar interventions to increase synergies and/or to avoid duplications?</p> <p>Was the project implemented in the most efficient way compared to alternative means of implementation?</p>			
--	--	--	--	--	--



International Organization for Migration

	How efficient was the overall project management	Have the management and decision-making structures been effective to ensure efficient and timely project implementation?	Perceived strengths and weaknesses in PM structures	PM. Project staff	KII
Sustainability	To what extent will project gains be sustained to continue contributing to migration management?	To what extent have beneficiaries (DGIE and related departments) continued to enjoy project gains 12 months after end of the project? Does the ICT project still respond to the needs of the project beneficiaries? How is the established capacity being sustained (Equipment, tools, staff capacity)?	-Perceptions of sustainability -# officials trained carrying out services	- Project document -Project stakeholders -Government documents -Staff	-Document review -Interview with government representatives (DGIE); staff
		Do the target groups (DGIE?) have any plans to continue making use of the services/products produced by the project?	-Government interventions/plans to continue project gains	Project document -Project stakeholders -Government documents -Staff	Document review -Interview with government representatives (DGIE); staff
		To what extent has the ICT project been embedded in	- National migration policy and e-governance policy	- Project document -Project stakeholders	-Document review



International Organization for Migration

		institutional structures (migration policies, strategies and programmes) that are likely to survive beyond the life of the project?	include ICT strategy components	- Government documents -Staff	-Interview with government representatives (DGIE); staff
Impact	What positive and/or negative changes have occurred because of the project?	<i>What changes, positive or negative, intended, or unintended occurred as a result of this project?</i>	-Perception of improved use of services	-Project document, -Project stakeholders - field visit reports	-Document review -Interview with government representatives (DGIE) -observation
	What would have happened in the absence of this project?	<i>Would results have occurred without this project? What has been the added value of the project to migration management in Rwanda?</i> <i>What is the extent of use of data generated from the ICT platform established by the project?</i> <i>What benefits have migrants derived from the project?</i>	-Perceptions of contribution of project activities to impacts	Project stakeholders	Interview with government representatives (DGIE)