



Ex-post Evaluation:
**Support to the Government of
Senegal to Establish a National
Migration Policy**

PO.0065

Final Report

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Executive Summary

The following report is an ex-post evaluation of the project PO.0065 “*Support to the Government of Senegal to Establish a National Migration Policy*” managed by the Senegal Country Office of the International Organization of Migration (IOM) and funded by the IOM Development Fund (“the Fund” or IDF).

This ex-post evaluation was commissioned by the Fund and was carried out by Owl RE, research and evaluation consultancy, Geneva, from October to November 2019. The purpose of this evaluation was to assess the relevance of the project for the stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well cross-cutting themes of human rights and gender were mainstreamed in the project, and how sustainable the desired effects were or could be.

The evaluation was carried out primarily through a desk review of available data and documents and key informant interviews with 21 project stakeholders.

Findings

Overall, the project, the development of a National Migration Policy (NMP), was found to be relevant, aligned to government priorities and responding to a major policy gap. However, the project’s objective was assessed as only being partially achieved considering that the NMP has yet to be formally adopted as a government policy. The NMP has been pending since March 2018 when it was validated at the technical level and is currently awaiting political endorsement.

Led by the *Direction du Développement du Capital Humain* (DDCH - part of the Ministry of Finance, Planning and Cooperation) with the support of IOM, the NMP and its action plan was developed through a successful consultative and inclusive process. The project was managed efficiently and carried out all activities within budget. Three no-cost extensions were needed to complete the project, extending the timeline from an initial 14 to 36 months. Since the project completion, the DDCH, *Direction Générale des Sénégalais de l’Extérieur* (DGSE – part of the Ministry of Foreign Affairs) and IOM have continued efforts to promote the endorsement of NMP.

Relevance (rating: Very Good - 4): The project was found to be relevant and the NMP responded to a major policy gap. The NMP remains valid and pertinent although it has not yet been endorsed. This does entail certain risks of it becoming less relevant with time.

Effectiveness (rating: Good – 3): The project’s objective was only partially achieved considering that the NMP is yet to be formally adopted as a policy of the Government of Senegal (GoS). The NMP was successfully developed through a consultative and inclusive process that allowed stakeholders to input into the policy development. The

collaboration and coordination did face certain challenges including competing priorities, insufficient political buy-in for the process, compounded by political changes in Senegal.

Efficiency and Cost Effectiveness (rating: Very Good - 4): The project was managed efficiently and carried out all of its activities within budget while adjusting for the three no-cost extensions needed to complete the project. Some stakeholders thought that the project could have achieved the same results within a shorter timeline and with less extensions. The results achieved were found to be proportionate to the costs expended although as the project's objective was only partially achieved, caution is needed in such an assessment.

Impact (Not possible to rate): The impact of the project was not possible to assess given the non-endorsement of the NMP. Some short-term positive change was attributed to the project. Longer-term impact will only be known once the NMP has been endorsed and implemented. The prospective of having a NMP supported the creation and funding of migration programmes and projects.

Sustainability (rating: Acceptable – 2): The DDCH, DGSE and IOM continued efforts to promote the endorsement of the NMP following the project's completion. Sustainability measures as found within the NMP document were focused on ensuring the NMP is sustainable through the financing of an action plan for implementation. The action plan was not yet operational although some one third of activities included were already existing before the NMP; these were funded by the GoS and donors and were continuing.

Conclusions and recommendations

The project successfully supported a collaborative and inclusive process to develop a NMP, responding to a major policy gap. The endorsement of the NMP at the political level and its consequent adoption and implementation as official government policy is currently going through the necessary motions of validation. Once the NMP becomes official policy, the anticipated impact of the project is envisaged to be long-term and significant.

There was consensus amongst stakeholders that the GoS with the support of IOM should now progress with the NMP and avoid any further delays. These points are reflected in the following conclusions and recommendations.

A. Support for the NMP's endorsement

The IOM provided support for the development of the NMP over three years. The IOM should continue to support the GoS in taking ownership of the NMP as it moves towards political endorsement and eventual implementation.

Recommendation:

For IOM Senegal:

- Continue support to the DDCH, DGSE and other ministries for the preparation needed for political endorsement and implementation of the NMP. This could include proposing a “light” review of the NMP to ensure its relevance now (see next recommendation).

For the Regional Office for West and Central Africa:

- Support the IOM Senegal Country Office in any representation/meetings required at the ministerial level.

B. “Light” review of NMP

There was consensus amongst stakeholders of the comprehensive nature of the structure and content of the NMP. Nevertheless, it was felt that that the NMP may need to be updated in terms of global developments, such as the SDGs and the Global Compact for Migration.

Recommendation:

For IOM Senegal:

- Collaborate with the DDCH, DGSE and other ministries if necessary to consider updating the NMP to ensure it takes into account any global developments of the past 20 months including referencing the SDGs and the Global Compact for Migration.

C. For policy orientated projects

The experience of this project confirms the findings of an evaluation of a similar IDF-funded project, the development of a national strategy on migration in Albania (project TC.0993). The evaluation of TC.0993 found that the project would have benefited from guidance and experience from other countries carrying out similar policy development and the sharing and exchange of best practices. This was also the case for this project in Senegal. In addition, this project would also have benefited from setting out in more detail in its initial documentation the steps foreseen from technical validation to political endorsement to implementation.

Recommendation:

For all IOM units implementing policy orientated projects:

- IOM should consider developing guidelines to support policy/strategy development based on existing examples of best practice capacity-building workshops and guidance and ‘strategy templates’ (see those used in the Albania and Senegal projects).
- Use the Policy Repository Platform as the first port of call to upload the strategy and action plan and to look at other similar projects.

- The projects should not only emphasize the technical steps for policy development but also set out in further details the steps and actions needed at the political level to support endorsement and eventual implementation.

D. Sustainability and follow-up

The project concluded with no documented sustainability measures or follow-up plan, at the minimum to monitor the progress (or not) of the NMP towards political endorsement. In this regard, this evaluation concurs with the recommendation of another IDF-funded project (CT.0985) evaluation to set out clearer a follow-up plan at the end of the IDF-funded project.

Recommendation:

For all IOM units implementing IDF projects:

- IDF projects should have a sustainability and follow-up plan as part of the final report, particularly where this aspect is key to the project's success and falls outside of its timeline (as was the case for this project).

The report concludes with a series of lessons identified that could be of use for future IDF-funded and/or similar projects.

Glossary of Terms

DAC	Development Assistance Committee
DDCH	<i>Direction du Développement du Capital Humain</i>
DGSE	<i>Direction Générale des Sénégalais de l'Extérieur</i>
ECOWAS	Economic Community of West African States
FMM	Free Movement of Persons and Migration in West Africa project
EU	European Union
GoS	Government of Senegal
IDF	IOM Development Fund
IOM	International Organisation for Migration
MIGOF	Migration Governance Framework
NMP	National Migration Policy
OECD	Organisation for Economic Co-operation and Development
PNM	<i>Politique Nationale de Migration</i>
RM	Results Matrix
SDGs	Sustainable Development Goals

1. Introduction

Project for Ex-Post Evaluation	PO.0065
Duration of the Project	36 months: 30-04-2015 - 30-04-2018
Budget (USD)	\$100,000
Relevant National Office and Relevant Regional Office	Senegal Country Office
Donor	IOM Development Fund
Countries covered	Senegal
Evaluation	External Independent Ex-post Evaluation
Evaluation Team	Owl RE Research and Evaluation
Evaluation Period	October 2019 - November 2019

The following report is an ex-post evaluation of the project PO.0065 “*Support to the Government of Senegal to Establish a National Migration Policy*” managed by the Senegal Country Office of the International Organization of Migration (IOM) and funded by the IOM Development Fund (“the Fund” or IDF).

This ex-post evaluation was commissioned by the Fund and was carried out by Glenn O’Neil, Owl RE, research and evaluation consultancy, Geneva, from October 2019 to November 2019. The evaluation focused on five main OECD-DAC¹ evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability. Human rights and gender equality were integrated into the evaluation criteria, where relevant.

2. Context of the evaluation

Senegal has a long tradition of migration, mainly to Europe and other African countries. Today, 5 per cent of its population live abroad. Remittances account for more than 10 per cent of GDP.² Senegal has also long been a country of destination in the West African region and more recently has become a transit country for migration. Despite the dynamic situation of regular and irregular flows of migration, Senegal has neither a formal migration policy nor a central structure dedicated to migration issues. Migration management is shared between various ministries and development actors, leading to a lack of coordination in both policies and activities. The Government of Senegal (GoS) is increasingly working with African and European states to manage migration. Senegal was deemed a priority country in the 2016 European Union Migration Partnership

¹ Organisation for Economic Co-operation and Development - Development Assistance Committee; ‘DAC Criteria for Evaluating Development Assistance’:

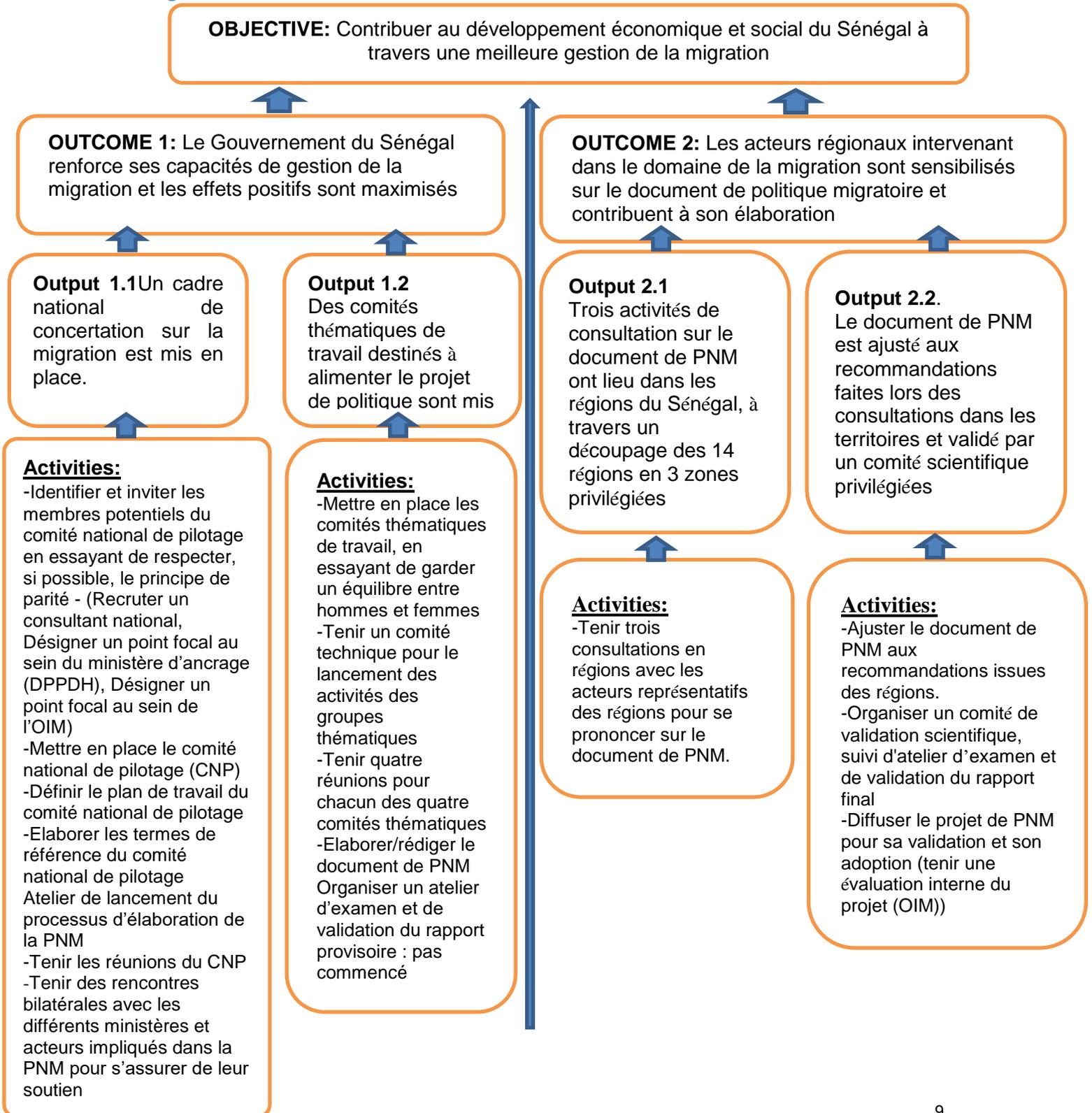
<http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

² European Parliament (2018). *In-depth Analysis: Senegal: bastion of democracy, migration priority for the EU*. [http://www.europarl.europa.eu/RegData/etudes/IDAN/2018/570490/EXPO_IDA\(2018\)570490_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/IDAN/2018/570490/EXPO_IDA(2018)570490_EN.pdf); Toma, S. (2014) *Policy and Institutional Frameworks – Senegal Country Report*, European University Institute: https://cadmus.eui.eu/bitstream/handle/1814/33213/INTERACT_RR_2014%20_16_.pdf?sequence=1&isAllowed=y

Framework.

The Results Matrix (RM) (in French) of this project is reproduced below to illustrate the intervention logic foreseen for the project.

Figure 1: The Results Matrix



3. Evaluation purpose and objectives

3.1. Purpose and objectives

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

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

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

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

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

Table 1: Evaluation Intended Uses and Users

Intended Users	Intended Uses
IOM Senegal	<ul style="list-style-type: none"> - To improve identification of country's needs and alignment of IOM's interventions with national, regional and global development agenda; - To improve identification of and alignment of IOM's interventions with national, regional and global development and migration agenda. - To improve efficiency and effectiveness of future project implementation. - To demonstrate accountability of project implementation and use of resources. - To identify specific follow-up actions/initiatives and project development ideas. - To document lessons learned and best practices.
All IOM units implementing IDF projects	<ul style="list-style-type: none"> - To improve efficiency and effectiveness of current and future IDF funded projects
IDF	<ul style="list-style-type: none"> - To assess value for money. - To use the findings and conclusions in consideration of future project funding approval.

3.2. Evaluation scope

The evaluation covered the full project period from 30 April 2015 to 30 April 2018. Partners and stakeholders interviewed were chosen based on the extent of their involvement in the project and were identified in collaboration with the IOM project manager. The Terms of reference for the evaluation can be found at annex 1. The Inception Report can be found at annex 2. The list of interviewees can be found in annex 3. The main documents consulted are listed in annex 4.

3.3. Evaluation criteria

The evaluation focused on the following five main evaluation criteria, based on the OECD/DAC guidelines: relevance, effectiveness, efficiency, impact and sustainability. Gender and human rights were also mainstreamed where pertinent. In response to the evaluation purpose and scope, the evaluation focused on 23 out of the 30 evaluation questions found in the evaluation matrix (as outlined in the Inception Report found in annex 2). Responses to cross-cutting questions were integrated across the findings.

4. Evaluation methodology

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

4.1. Data sources and collection

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

- 1) Desk review of available data and documents (see annex 4);
- 2) Key informant interviews; interviews were conducted with IOM and stakeholders involved in the project.

4.2. Data sampling

A sample of 21 stakeholders involved in the project were interviewed. The stakeholders included:

- 6 IOM staff: 5 from the Senegal County Office (including 2 former staff) and 1 from HQ;
- 1 consultant contracted by IOM to support the project;
- 7 government representatives: Presidency and following ministries: Interior (2); Economy, Planning and Cooperation; Labour; Foreign Affairs and Territories.
- 7 from civil society, media and academia

(See annex 3 for the complete list of persons interviewed).

This selection of stakeholders included representatives of the four thematic and pilot committees that were involved in the process to develop the national migration policy.

4.3. Data Analysis

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

Table 2: Evaluation criteria and scaling

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

4.4. Limitations and proposed mitigation strategies

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

Table 3: Limitations and challenges

No.	Limitation	How these limitations were addressed
1	Timing: IOM staff / stakeholders and beneficiaries might not be available at all times to provide inputs	The former project manager and IOM Senegal supported the evaluator in contacting and arranging interviews with staff and stakeholders. Three stakeholders were interviewed via Skype due to their absence during the visit to Senegal.
2	General problem of insufficient data or insufficient representative data collected, owing to poor response rate from interviewees.	The interviewee response rate was very positive, and all key stakeholder groups were reached.
3	Objective feedback from interviewees – they may be reticent to reveal the factors that motivate them or any problems they are experiencing or	This did not materialize as a major obstacle; interviewees were transparent, objective and open in their responses. All external interviews were conducted

	being transparent about their motivation or about internal processes.	without the presence of IOM staff.
4	General bias in the application of causality analysis.	This did not pose a major limitation. Where conflicting findings were found, triangulation with other sources and stakeholders was carried out.
5	Absence of project manager	The former project manager (now based in IOM Bangkok) was available and supportive throughout the evaluation. In addition, the staff member responsible for the project follow-up was also available.

5. Findings

Overall, the project - the development of a NMP - was found to be relevant, aligned to government priorities and responding to a major policy gap. However, the project's objective was assessed as only being partially achieved considering that the NMP has yet to be formally adopted as a government policy. The NMP has been pending since March 2018 when it was validated at the technical level and is currently awaiting political endorsement.

Led by the *Direction du Développement du Capital Humain* (DDCH - part of the Ministry of Finance, Planning and Cooperation) with the support of IOM, the NMP and its action plan were developed through a successful consultative and inclusive process. The collaboration did face certain challenges including competing priorities, insufficient political buy-in for the process, compounded by political changes in Senegal. The project was managed efficiently and carried out all of its activities within budget. Three no-cost extensions were needed to complete the project, extending the timeline from an initial 14 to 36 months.

The impact of the project was not possible to assess given the non-endorsement of the NMP. Since March 2018, the DDCH, *Direction Générale des Sénégalais de l'Extérieur* (DGSE – part of the Ministry of Foreign Affairs) and IOM have continued efforts to promote the endorsement of the NMP.

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

Table 2: Summary evaluation findings per criteria

Evaluation criteria and rating	Explanation	Supporting evidence
Relevance 4 – Very Good	The project was found to be relevant and aligned to government priorities. The establishment of a National Migration Policy responded to a major policy gap. The NMP remains valid and pertinent although it has not yet been endorsed at the political level.	Identification of government priorities in migration within the <i>Plan Sénégal Émergent</i> . Recognition in government documents of the need for a NMP.
Effectiveness 3 - Good	The project’s objective was only partially achieved considering that the NMP was yet to be formally adopted as a government policy. The NMP and action plan were successfully developed through a consultative and inclusive process that allowed stakeholders to input into the policy development. The collaboration and coordination did face certain challenges including competing priorities, insufficient political buy-in for the process, compounded by political changes in Senegal.	Technical validation of the NMP in March 2018; documentation of current non-endorsed status of NMP. Interviewees and documentation confirmed findings on process of development of NMP.
Efficiency and cost effectiveness 4 – Very Good	The project was managed efficiently and carried out all of its activities within budget while adjusting for the three no-cost extensions needed to complete the project. A few stakeholders thought that the project could have achieved the same results within a shorter timeline and with less extensions.	All changes to the project were recorded in the reporting. The budget and timeline was amended accordingly.
Outcomes and Impact Not possible to rate	Some short-term positive change was attributed to the project. The prospective of having a NMP supported the creation and funding of migration programmes and projects.	Examples of short-term changes provided by interviewees but no longer term change evident.
Sustainability 2- Adequate	In 2018 and 2019, both the DDCH and IOM continued efforts to promote the endorsement of the NMP. Sustainability measures within the NMP were focused on ensuring that the NMP is sustainable through the financing of an action plan.	Interviewees and documentation confirmed measures carried out by DDCH and IOM.

Relevance – 4 – Very Good

The project was found to be relevant and rated as 4 (“Very Good”) on the assessment scale. The establishment of a NMP responded to a major policy gap. The NMP remains valid and pertinent although it has not yet been endorsed at the political level. This does entail certain risks of it becoming less relevant with time.

1. Is the project aligned with national priorities and strategies, government policies and global commitments?

Finding: The project was aligned with national priorities and strategies of Senegal and responded to a major policy gap through the creation of a NMP. The project also aligned well with the regional and global commitments of Senegal.

The project was aligned with national priorities and strategies. In the main economic and social policy of Senegal, *Plan Sénégal Émergent*, migration is indicated as a key element for the country's development, notably the role of the Senegalese diaspora. The phase 2 of the Plan (2019-2023) sets out as a strategic axe (no. 8) to promote a better migration management in Senegal and specifically mentions the need to adopt a NMP³.

The project responded directly to a major policy gap in Senegal, i.e. the lack of an NMP. This gap has been highlighted by academia, European Union (EU) and recognised by the GoS itself⁴, resulting in the request of support to the IOM for this project. The absence of coordination and policy on migration at the national level has resulted in "siloeing" of policies and approaches of government institutions and development partners (i.e. civil society, academia, donor governments) resulting in inconsistencies, duplication and reduced information sharing⁵.

Currently, there are a range of laws and policies that apply to migration in Senegal. However, they often apply to specific mandates of individual ministries (e.g. policing of borders by the Ministry of Interior). Ministries also have sectorial level policies relevant to specific areas. For example, the DGSE has established an operational plan and strategy for Senegalese abroad⁶.

The project aligned well with the regional and global commitments of Senegal. As a member of the regional group, the Economic Community of West African States (ECOWAS), the project was a support in meeting Senegal's commitments under ECOWAS' protocols and directives on migration, that focused on building a common approach between member countries, (including on free movement of goods and persons, border management, labour migration, fight against trafficking in persons,

³ Government of Senegal (February 2014), *Plan Sénégal Émergent*; <https://www.sec.gouv.sn/dossiers/plan-s%C3%A9n%C3%A9gal-emergent-pse>; Government of Senegal: (December 2018), *Plan Sénégal Émergent, Plan d'action prioritaires. 2019-2023*: https://www.sentresor.org/app/uploads/pap2_pse.pdf

⁴ European Parliament (2018), *Op Cit.*, Mouthaan, M. (2019), *Op Cit.*, Government of Senegal (December 2018), *Op. Cit.*

⁵ As detailed in ANSD/IOM (2018), *Migration au Senegal - Profil National 2018*. p. 98 and confirmed in interviews with stakeholders. <http://www.ansd.sn/ressources/publications/ANSD-OIM%20-%20Profil%20Migratoire%20du%20Senegal%202018.pdf>

⁶ ANSD/IOM (2018), *Op. Cit.* provides a comprehensive overview of the current migration laws and policies of Senegal.

policy coherence, protection of rights, gender mainstreaming)⁷. The project also supported Senegal's global commitments to human rights and migration treaties and aligned with the bilateral agreements established with Spain and France on migration, in addition to those with other countries of West Africa, notably on social security⁸.

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

Finding: The project was designed jointly by IOM and the responsible government unit, the DDCH. The project roadmap was based on a consultative process with the establishment of a piloting committee, scientific committee and four thematic committees.

The project was designed jointly by IOM and the responsible government unit, the DDCH. The IOM mandated a consultant specialised in migration to work with the DDCH on the project and developed a methodology and roadmap for the creation of the NMP. The roadmap was based on a consultative process with the establishment of a piloting committee, scientific committee and four thematic committees. Stakeholders interviewed agreed that the project was designed and consequently managed in a manner taking into account their needs. This is further discussed in question 9.

3. Was the project well designed according to IOM project development guidelines?

Finding: The project was designed with a logical connection between the objective, outcomes and activities. A major change to the results matrix (RM) was the replacement of one outcome (focused on stakeholder training) with another outcome (focused on regional consultation). The project timeline was extended from the initial 14 months to 36 months, considering the national elections, the regional consultation and the addition of an extra activity - the creation of an action plan to accompany the NMP. The activities described in the RM supported well their relevant outputs and outcomes.

Relevance of results matrix and vertical logic analysis: The RM was developed with two outcomes, four outputs and supporting activities to support the objective: "*Contribuer au développement économique et social du Sénégal à travers une meilleure gestion de la migration,*" (see Figure 1). There was no supporting theory of change developed.

A major change made to the project's RM in September 2016 was the replacement of one outcome (previous no. 2) "*Les acteurs intervenant dans le domaine de la migration ont les compétences et connaissances nécessaires pour agir de manière éclairée*" with another outcome (no. 2) "*Les acteurs régionaux intervenant dans le*

⁷ See: <https://www.ecowas.int/>; ANSD/IOM (2018), *Op. Cit.* provides a comprehensive overview of regional and global migration commitments of Senegal.

⁸ Ibid.

domaine de la migration sont sensibilisés sur le document de politique migratoire et contribuent à son élaboration“. The former outcome focused on training activities for stakeholders and the new outcome on extending the consultation to the regional level in Senegal. This change was requested by the DDCH as the necessity to consult at the regional level became apparent during the initial consultations and was deemed a higher priority by the DDCH than the training of stakeholders. This required a no-cost extension of three months.

A second change to the project requiring a no-cost extension of eight months was requested in January 2017 for the development of an action plan to accompany the NMP. The action plan was supported with funding from the Free Movement of Persons and Migration (FMM) in West Africa project (funded by the EU and ECOWAS). A third no cost-extension of nine months was requested in August 2017 due to the national elections. These three no-cost extensions extended the project timeline from the initial 14 months to 36 months.

As demonstrated in the table below, which assesses the vertical logic of the RM, there was a logical connection between the two outcomes, their outputs and the objective. Suggestions are made as to how the objective, outcomes and indicators could have been worded differently to illustrate better the contribution of the project.

The activities described supported well their relevant outputs and outcomes. However, certain activities implemented were not added to the RM, i.e. the creation of a scientific committee and the development of the action plan as mentioned above.

Table 5: Evaluation Assessment of the Project Results Matrix Vertical Logic

Vertical Logic	Analysis and suggested alternatives
<p>Objective: <i>Contribuer au développement économique et social du Sénégal à travers une meilleure gestion de la migration</i></p> <p>Indicator: <i>Insertion des questions de migration dans les documents de planification et politiques nationales (lettres de politique sectorielles, plans de développement, etc.).</i></p> <p>Baseline: <i>Non</i></p> <p>Target: <i>Nombre de documents de planification et de politiques dans lesquels la migration trouve une place significative</i></p>	<p>The objective is extending the potential benefit of the NMP to a better management of migration that will consequently contribute to the economic and social development. This is challenging to achieve even in the longer-term.</p> <p>Suggested alternative limiting to improving migration management: “The project will contribute to well planned and managed migration policies”.</p> <p>Indicator: The indicator is relevant but will only be seen once the project is completed.</p> <p>Suggested alternative for an indicator during the project timeframe: “The process of developing the NMP and its goals are mentioned in government statements, directives and policies”.</p>
<p>Outcome 1: <i>Le Gouvernement du Sénégal renforce ses capacités de gestion de la migration et les effets positifs sont maximisés.</i></p> <p>Indicator: <i>La politique nationale de migration (PNM) est élaborée et adoptée: Non</i></p> <p>Target: <i>Il existe un document de politique nationale de migration.</i></p> <p>Assumptions:</p> <ul style="list-style-type: none"> -Stabilité institutionnelle -Démarche inclusive et participative -Feuille de route et activités en cohérence avec le résultat recherché -Les membres du comité national de pilotage démontrent un engagement et une motivation à participer aux travaux -Le ministère d’ancrage s’implique et assure un suivi dans l’élaboration de la PNM -Les autres ministères concernés sont dûment invités à participer à l’élaboration de la PNM 	<p>The outcome implies that the development of the NMP will lead to reinforced capacities in migration management and positive effects. An alternative would be to show a stronger link to the NMP.</p> <p>Suggested alternative: “The GoS reinforces its capacities in migration management and develops the NMP.”</p> <p>Indicator: The indicator does not indicate the type of adoption; as seen in the project, the NMP was validated at the technical level but not yet adopted at the political level.</p> <p>Suggested alternative: “The NMP is developed and adopted by the <i>Conseil Interministériel</i> and <i>Assemblée Nationale</i>”.</p> <p>The assumptions were appropriate although the risk that did occur, blockage at the political level for approval of the NMP was not included (although possibly difficult to foresee at the project design phase).</p>
<p>Output 1.1: <i>Un cadre national de concertation sur la migration est mis en place.</i></p> <p>Indicator: <i>Le Comité national de pilotage est opérationnel et tient des rencontres régulières.</i></p> <p>Baseline: <i>Non</i></p> <p>Target: <i>Mise en place du Comité national de</i></p>	<p>The output was correct for the outcome.</p> <p>All activities were found to be relevant to realise Output 1.1. Two additional activities were identified that were not featured in the RM: 1) the creation of a scientific committee for the validation of the NMP; 2) The development of an action plan that accompanied the NMP. Both activities were in addition to those stated in the</p>

<p><i>pilotage de la PNM 11 rencontres du Comité national de pilotage sont organisées.</i></p> <p>Assumptions: <i>-Les membres du comité national de pilotage démontrent un engagement et une motivation à participer aux travaux.</i></p>	<p>initial project document.</p> <p>The activities at the political level could have been more extensive and further detailed.</p>
<p>Output 1.2: <i>Des comités thématiques de travail destinés à alimenter le projet de politique sont mis en place</i></p> <p>Indicator: <i>Les cinq comités thématiques de travail sont opérationnels et tiennent des rencontres régulières</i></p> <p>Baseline: <i>Non</i></p> <p>Target: <i>Mise en place des cinq comités thématiques de travail 25 rencontres des différents comités thématiques (cinq rencontres par comité) sont organisées quatre rapports d'études thématiques produits (un rapport pour chaque comité thématique)</i></p> <p>Indicator: <i>Réalisation de quatre études thématiques : Migration et statistiques ; Migration et développement (emploi); Gestion intégrée des migrations; Migration et santé ; Migration et genre</i></p> <p>Baseline: <i>Non</i></p> <p>Target: <i>Quatre rapports d'études thématiques produits (un rapport pour chaque comité thématique)</i></p>	<p>The output was correct for the outcome.</p> <p>All activities were found to be relevant to realise Output 1.2.</p>
<p>Outcome 2: <i>Les acteurs régionaux intervenant dans le domaine de la migration sont sensibilisés sur le document de politique migratoire et contribuent à son élaboration.</i></p> <p>Indicator: <i>Les acteurs ciblés dans les régions participent aux consultations régionales organisées sur le document de PNM et marquent leur approbation sur le document</i></p> <p>Baseline: <i>Non</i></p> <p>Target: <i>Nombres de représentants par région du Sénégal impliqué dans les consultations (7 par région du Sénégal). Nombre d'approbation / approbation sous réserve / désapprobation du document formulées lors des réunions.</i></p>	<p>This outcome and consequent outputs and activities were added to the project in September 2016.</p> <p>The indicators should have mentioned the estimated number of actors and the baseline should have been set as “zero” rather than “no”. The targets could have been additional indicators.</p>
<p>Output 2.1. <i>Trois activités de consultation sur le document de PNM ont lieu dans les régions du Sénégal, à travers un découpage des 14 régions en 3 zones privilégiées.</i></p> <p>Indicator: <i>Nombre de consultations qui ont pris place</i></p> <p>Baseline: <i>Non</i></p>	<p>The output was correct for the outcome.</p> <p>All activities were found to be relevant to realise Output 2.1.</p>

<p>Target: 3 rencontres régionales organisées</p> <p>Output 2.2. Le document de PNM est ajusté aux recommandations faites lors des consultations dans les territoires et validé par un comité scientifique.</p> <p>Indicator: Nombre de mentions, dans le document, concernant la mise en œuvre du document de PNM à l'échelle des territoires</p> <p>Baseline: Non</p> <p>Target: 30 mentions au total dans tout le document.</p> <p>Indicator: Nombre de recommandations émises par les acteurs locaux prises en compte dans le document</p> <p>Baseline: Non</p> <p>Target: 10 recommandations.</p>	<p>The output was correct for the outcome; however, it could have been merged with Output 2.2. as Output 2.2. was a natural progression from Output 2.1.</p> <p>All activities were found to be relevant to realise Output 2.2.</p>
<p>(Previous) Outcome 2: Les acteurs intervenant dans le domaine de la migration ont les compétences et connaissances nécessaires pour agir de manière éclairée.</p> <p>Output 2.1: Cinq activités de formation sont organisées pour les membres des différents groupes thématiques et du comité national de pilotage</p> <p>Output 2.2: Trois activités de formation pour une appropriation de la PNM sont organisées à l'intention des journalistes, des acteurs institutionnels (ministères et agences publiques) et des ONG, et des parlementaires</p>	<p>This previous Outcome 2 and its two outputs and activities were not implemented and replaced by the above Outcome 2. As stated above, this was at the request of the DDCH to ensure a broader consultation.</p> <p>It is presumed that the activities foreseen under this previous outcome, which were mainly training activities for stakeholders were assessed as not being needed for the success of the project.</p>

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

Finding: The NMP as developed by the project remains valid and pertinent even though the NMP has not yet been endorsed at the political level. Stakeholders agreed the NMP still corresponded to a genuine need. The project was updated and revised during its implementation to ensure that it corresponded well to the needs of beneficiaries and stakeholders.

The NMP as developed by the project remains valid and pertinent according to stakeholders interviewed. At the same time, stakeholders were concerned that the delay in the political endorsement of the NMP (pending now for 20 months⁹) does entail certain risks of it becoming less relevant as also confirmed by a 2019 academic article on migration management in Senegal:

⁹ The NMP was validated by the piloting committee on 28 March 2018.

“The NMP’s delayed production has been deplored by civil society actors who raise the possibility of the document no longer being timely or relevant.”¹⁰

Nevertheless, stakeholders (civil society and other) agreed that the structure and content of the NMP would still be relevant and a benefit to migration management in Senegal even if it may need updating before implementation. For updating, it was felt that the NMP should make reference to the Sustainable Development Goals (SDGs) and the Global Compact for Migration. The NMP was seen as corresponding to a genuine need and any shortcomings were outweighed by the benefits.

The project was updated and revised during its implementation, as described above. These modifications, extending the consultation to the regional level and adding of an action plan were carried out to ensure that project corresponded well to the needs of beneficiaries, i.e. potential users of the policy and stakeholders.

5. Were the management practices appropriate for achieving the expected outcome?

Finding: The management practices were appropriate for achieving the expected outcomes. All activities were carried out jointly with the DDCH and managed in a collaborative and consultative way that was seen as encouraging an inclusive process. The project did face considerable delays. The risk of political instability was mentioned in the assumptions. The project documentation did not set out the steps from technical to political validation and explore potential risks to the validation process.

The management practices were appropriate for achieving the expected outcomes; the foreseen activities of the RM were planned and carried out with documentation on each activity available, such as activity descriptions and reports, corresponding to the set indicators. All activities were carried out jointly with the DDCH and managed in a collaborative and consultative way that was seen as encouraging an inclusive process.

The project did face considerable delays as described above. Where possible, the IOM and DDCH adapted the project to match the reality they were facing, such as extending the project timeline due to the national elections. The risk of political instability was mentioned in the assumptions. For example, the Prime Minister’s position and office that played an important role in establishing the project was abolished in May 2019 (outside of the project’s timeline but impacting its sustainability).

The major risk that did occur was the delay in approving the NMP at the political level (as detailed in table 5 above). Although this risk was difficult to foresee, the initial project documentation did not differentiate or set out the steps from technical to political validation and explore potential risks to the validation process.

¹⁰ Mouthaan, M. (2019). Unpacking domestic preferences in the policy-‘receiving’ state: the EU’s migration cooperation with Senegal and Ghana. *Comparative Migration Studies*, 7, 35.
<https://comparativemigrationstudies.springeropen.com/articles/10.1186/s40878-019-0141-7#citeas>

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

Finding: Human rights and gender equality were taken into consideration during project design and implementation. One of the four thematic groups established to input into the development of the NMP focused on human rights and gender equality; one of the four strategic domains of the NMP is dedicated to migration, human rights and gender equality. There was some concern by stakeholders as to the extent that human rights and gender equality will take priority in the policy implementation; projects in this area represent 0.2% of the total budget of the action plan.

Human rights and gender equality were taken into consideration during project design and implementation. One of the four thematic groups established to input into the development of the NMP focused on human rights and gender equality. Their input is consequently reflected in the NMP; one of the four strategic domains is dedicated to migration, human rights and gender equality. These notions are also integrated within the other strategic domains.

There was some concern by stakeholders as to the extent that human rights and gender equality will take priority in the policy implementation. This was also reflected in the action plan that accompanies the NMP. The action plan contains 47 projects, some existing and some planned to support the implementation of the NMP. Only two out of the 47 projects are focused on human rights and gender equality and represent 0.2% of the total budget of the action plan¹¹.

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

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

The project was found to support several of IOM's current strategic foci,¹² notably:

- No. 2: To enhance the humane and orderly management of migration and the effective respect for the human rights of migrants in accordance with international law.
- No. 3: To offer expert advice, research, technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and

¹¹ 126,988,030 CFA out of a total budget of 57,868,943,292 CFA; Project 19: « Contribution au respect et à la protection des droits des Mineurs Non Accompagnés dans les pays de transit et d'accueil (86 099 000 CFA) » and Project 20 « Projet d'appui à la protection des femmes migrantes vulnérables (40 889 030 CFA) » (2018) Politique nationale de migration du Sénégal.

¹² IOM mission and strategic focus: https://www.iom.int/sites/default/files/about-iom/iom_strategic_focus_en.pdf

other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters.’

The project also supports IOM’s Migration Governance Framework (MiGOF), notably through Principle 1 “Adherence to international standards and the fulfilment of migrants’ rights” and Objective 1 “Good migration governance and related policy should seek to advance the socioeconomic well-being of migrants and society”. Socioeconomic well-being is featured in the NMP.

Concerning IDF’s eligibility criteria¹³, the project responded to key criteria, such as it had a capacity-building element through the development process of the NMP although the main capacity-building activities were replaced by other activities (regional consultation) as described above.

Effectiveness - 3 - Good

The project’s objective was only partially achieved considering that the NMP was yet to be formally adopted as a GoS policy. The NMP was successfully developed through a consultative and inclusive process that allowed stakeholders to input into the policy development. The collaboration and coordination did face certain challenges as described above.

8. Have the project’s outputs and outcome been achieved in accordance with the stated plans and results matrix?

Finding: The project’s objective and main outcome were partially achieved. The NMP was successfully developed through a consultative process. The project activities were carried out as planned with adaptations made. The prospective of having a NMP supported the creation and funding of migration programmes and projects. However, the totality of activities was not sufficient to lead to the political endorsement of the NMP. Stakeholders were of the opinion that further emphasis, such as consultation at the ministerial level was needed at the political level throughout the process of developing the NMP. It also has to be recognised that the project could only influence advancing the NMP at the political level to a certain extent.

The objective and main outcome (outcome 1) were seen to be partially achieved. The NMP was successfully developed through a consultative process but it was not endorsed at the political level during the project duration or to date (20 months following technical validation). Capacities were reinforced through the process of stakeholders working together to develop the NMP, such as increasing their knowledge and capacities in the area. In addition, the prospective of having a NMP supported the creation and funding of migration programmes and projects.

¹³ IDF eligibility criteria: <https://developmentfund.iom.int/eligibility-criteria>

As described in the following table, the project activities were carried out as planned with changes to Output 1.1. and Outcome 2 as described above. However, the totality of activities was not sufficient to lead to the political endorsement of the NMP. Stakeholders were of the opinion that further emphasis was needed at the political level throughout the process of developing the NMP (i.e. securing the support of the relevant key ministers). It also has to be recognised that the project, the DDCH and the IOM could only influence advancing the NMP at the political level to a certain extent.

Table 6: Assessment and Analysis of the Results Matrix

Results Matrix element	Level of achievement	Analysis
Objective: <i>Contribuer au développement économique et social du Sénégal à travers une meilleure gestion de la migration</i>	Partially achieved	The non-endorsement at the political level of the NMP implies that a better migration management has not yet been achieved. More so, there has been increased awareness and coordination amongst stakeholders; this could indirectly improve migration management but not significantly. The prospective of having a NMP supported the creation and funding of migration programmes and projects.
Outcome 1 <i>Le Gouvernement du Sénégal renforce ses capacités de gestion de la migration et les effets positifs sont maximisés.</i>	Partially achieved	The NMP was developed through a consultative process and validated by the piloting committee in March 2018. However, the NMP is yet to be endorsed at the political level, notably by the cabinet (<i>Conseil Interministériel</i>). The development of the NMP did reinforce some capacities in migration management through the process of stakeholders working together. Nevertheless, the non-endorsement of the NMP implies that migration management is not yet able to fully benefit from the new policy. This is also reflected in the implementation of the action plan which remains largely unfunded ¹⁴ .
Output 1.1: <i>Un cadre national de concertation sur la migration est mis en place.</i>	Achieved	A national framework was put in place with a structure of a piloting committee and scientific committee (added to original plan).
Output 1.1. Activities	Achieved	The activities were carried out as planned for this output with some adaptations necessary (e.g. number of meetings held and the action plan added to the NMP).

¹⁴ 37% of the projects listed in the action plan have already funding secured; 63% of projects are unfunded (21,781,969,640 CFA funded out of 57,868,943,292 total budget); (2018) *Politique nationale de migration du Senegal*.

		An activity listed, concerning consultation with ministers and other actors was not emphasized sufficiently according to stakeholders, notably to secure the political level buy-in of the relevant ministries.
Output 1.2: <i>Des comités thématiques de travail destinés à alimenter le projet de politique sont mis en place.</i>	Achieved	The four thematic committees were established and provided substantial input into the NMP. The committees provided representation from the relevant ministries, civil society and other actors.
Output 1.2. Activities	Achieved	The activities were carried out as planned for this output; meetings of the four thematic committees were held and reports drafted and submitted for each committee. 42 women and 85 men participated in the meetings.
Outcome 2: <i>Les acteurs régionaux intervenant dans le domaine de la migration sont sensibilisés sur le document de politique migratoire et contribuent à son élaboration.</i>	Achieved	The outcome was achieved; regional actors were consulted and their feedback integrated into the NMP.
Output 2.1. <i>Trois activités de consultation sur le document de PNM ont lieu dans les régions du Sénégal, à travers un découpage des 14 régions en 3 zones privilégiées.</i>	Achieved	The three meetings with regional activities were held and attended by 103 representatives from the 14 regions.
Output 2.1. Activities	Achieved	The activities for this outcome, notably the regional meetings, were carried out as planned.
Output 2.2. <i>Le document de PNM est ajusté aux recommandations faites lors des consultations dans les territoires et validé par un comité scientifique.</i>	Achieved	The NMP was adjusted following the consultations (49 mentions/recommendations in total originating from the regional consultation).
Output 2.2. Activities	Achieved	The activities to adjust the NMP based on the regional consultations were carried out.

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

Finding: The process of developing the NMP was carried out in a collaborative manner with at least 230 persons consulted, including the relevant government ministries and services, other actors and migrants themselves. The collaboration and coordination did face certain challenges.

The process of developing the NMP, as led by the DDCH with the support of IOM, was carried out in a collaborative manner with extensive consultation with relevant actors; in total at least 230 persons were consulted through the thematic committees, briefings, bilateral and regional meetings according to the project documentation. Stakeholders interviewed were very positive about the consultative nature of the policy development and felt that they had the opportunity to input into the NMP. The consequent policy developed, represents well the broad consultation carried out according to stakeholders.

Different beneficiaries were involved in the policy development process. All of the main government ministries and services that are involved in migration were involved and inputted into the NMP. This was facilitated by the appointment of focal points in each of the ministries who participated in the process. Beneficiaries in terms of migrants themselves participated through limited consultations with associations representing and/or supporting both migrants in Senegal and Senegalese living abroad (the latter expressed a desire for more consultation but there was no available budget). A consultation/presentation with the National Assembly was held in mid-2019.

However, the collaboration and coordination did face certain challenges. Migration as a cross-cutting issue entails that there is no one ministry or service responsible for the migration management, as stated above in question 1. The 2019 academic article commented specifically on collaboration in developing the NMP concerning:

“Challenges that arise from each ministry pursuing a migration agenda in relation to its own institutional priorities.”¹⁵

However, stakeholders were positive that the NMP represents the consensus amongst them and the main shared priorities.

The selection of the DDCH as the lead for the project was also challenging. The historical lead on migration issues has been the DGSE although their focus has been mainly on Senegalese abroad, reflecting their mandate. The two departments did collaborate with the DGSE taking forward the NMP at the political level. Tensions were also reported between the different ministries that slowed the process and collaboration.

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

Finding: Factors which influenced the project positively included: the demand for a cohesive migration approach, expertise of IOM and the way of working of the project. Negative factors included: political changes, GoS priority for migration, dispersed migration management, the absence of the Head of the IOM Senegal Country Office and the extended timeline.

¹⁵ Mouthaan, M. (2019). *Op. Cit.*

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

External:

- **Demand for a cohesive migration approach:** There is a recognition that the Senegal does lack a cohesive approach to migration¹⁶. This in turn has influenced positively the GoS to advance with developing a NMP.

Internal:

- **Expertise of IOM:** The IOM was recognized by stakeholders as an expert in the field and very supportive and flexible in the development of the NMP. This was supported by the positive working relationship with the DDCH and the consultant mandated by the IOM to carry out the project.
- **Way of working of the project:** The way of working adopted by the project, was seen as a positive factor, notably the collaborative and inclusive manner in which the NMP was developed with at least 203 persons involved. This entailed that the project was more time-consuming for the DDCH and the IOM but the resulting policy benefited from such an approach.

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

External:

- **Political changes:** Several political changes impacted on the project. The national elections held in July 2017 implied a delay in the project (9 months). The abolishing of the Prime Minister's position and office also impacted on the follow-up of the project.
- **GoS priority for migration:** Despite the importance migration issues are increasingly taking in Senegal, stakeholders were of the opinion that the political level of the GoS had not given the priority deserved to migration.
- **Dispersed migration management:** The dispersed nature of migration management within the GoS implied that there were competing ministerial priorities as described above. This was further complicated by the fact that there was (and is) no central government institution responsible for coordinating migration issues.

Internal:

- **Absence of Head of IOM Senegal Country Office:** The position of Head IOM was vacant for one year (March 2018 to March 2019). During this period, the NMP was validated technically and the project was completed. This absence meant that limited follow-up at the political level was carried out during this one year.

¹⁶ See European Parliament (2018). *Op Cit.*, Mouthaan, M. (2019). *Op. Cit.*

- **Extended timeline:** The extended project timeline (from 14 to 36 months) accommodated the political changes in the country and allowed for a consultation at the regional level. At the same time, the extended timeline meant that the project had to maintain momentum over a longer period of time that was challenging, in addition to ensuring that the earlier inputs and consultation remained pertinent.

11. Are there any factors that prevent(ed) beneficiaries and project partners from accessing the results/services/products?

Finding: As the NMP is yet to be politically endorsed and officially adopted as a GoS policy, beneficiaries are not yet able to benefit from the anticipated results once the NMP is implemented. Beneficiaries were consulted and contributed to the development of the NMP with no issues of access identified.

As the NMP is yet to be politically endorsed and official adopted as a GoS policy, beneficiaries, such as the relevant government ministries and other migration actors are not yet able to benefit from the anticipated results. As described above, beneficiaries were consulted and contributed to the development of the NMP with no issues of access identified.

Efficiency and Cost Effectiveness – 4 - Very Good

The project was managed efficiently and carried out all of its activities within budget while adjusting for the three no-cost extensions needed to complete the project. Some stakeholders thought that the project could have achieved the same results within a shorter timeline and with less extensions. The results achieved were found to be proportionate to the costs expended although as the project's objective was only partially achieved caution is needed in such an assessment.

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

Finding: The project was found to be cost-effective with all activities carried out within budget. Additional activities were covered by the existing budget or extra funds were secured. Costs of stakeholders participating in the process were covered although they did contribute their own resources to the process.

The evaluation found that the use of financial resources was appropriate and the project was cost effective. The project carried out all of its activities within budget. Additional activities were either covered by the available budget, replaced planned activities or extra funds were secured (as was the case for the creation of the action plan where funds were secured from the FMM West Africa project (funded by the EU and ECOWAS)).

Contracting a national consultant to accompany the process throughout the project was also cost effective compared to other alternatives such as using multiple consultants and

those not based in Senegal. Although costs were covered by the project for stakeholders to participate in the process, the DDCH and other actors did contribute resources in terms of the time spent in preparing the process and reviewing and inputting into the outputs of the project, including reporting and the NMP documentation. No budget was allocated by the GoS for the project.

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

Finding: The overall management of the project was efficient with activities executed efficiently and professionally. The extension of the timeline did allow for a broader consultation and completion of an action plan but also delayed the project's finalization with risks to its relevance.

The overall management of the project was efficient. The activities were executed efficiently and professionally according to the stakeholders. The project management had to adapt to three major changes to the project: 1) the changing of outcome 2 (as described in question 3) implying a no-cost extension of three months; 2) a no-cost extension of eight months for the completion of the action plan and; 3) a no-cost extension of nine months due to national elections.

The extension of the timeline did allow for a broader consultation and completion of an action plan but also delayed the project's finalization. A few stakeholders thought that the project could have achieved the same results within a shorter timeline and with smaller extensions.

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

Finding: The project demonstrated regular monitoring of project progress throughout the timeframe, with interim and final reports, both narrative and financial, submitted every six months and upon project completion. The workplan and timeline were adjusted and updated in line with the changes to the project. Three no-cost extensions were required. The total budget of USD\$100,000 was used with very small variance seen between the proposed budget and actual expenditure.

The project demonstrated regular monitoring of project progress throughout the timeframe, with interim and final reports, both narrative and financial, submitted every six months and upon project completion. The workplan and timeline were adjusted and updated in line with the changes, including the new activities based on the revisions to outcome 2. The project required three no-cost extensions as described above.

Budget analysis: The project was allocated USD \$100,000, and according to the final financial report, the total budget was used with very small and insignificant changes comparing proposed to actual expenditure.

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

Expenditure item	Proposed budget	Actual expenditure	Change in indicated in documentation?	Comment
Staff	21,000	20,250	N/A	All expenditure corresponds to the proposed budget with very small variances seen.
Office	8,960	8,365	N/A	
Operational: Outcome 1	33,246	33,349	N/A	
Operational: Outcome 2	36,794	37,903	N/A	
TOTAL	\$100,000	\$99,867	\$133 remaining	

15. Were the costs proportionate to the results achieved?

Finding: The results achieved were found to be proportionate to the costs expended although as the project’s objective was only partially achieved caution is needed in such an assessment.

The results achieved were found to be proportionate to the costs expended. As the project’s objective was only partially achieved caution is needed in such an assessment. The budget expended led to the completion of all activities successfully. However, as described above, the totality of the activities did not lead to fully achieving the project’s objective. It also has to be recognized that the project could not fully control the project’s successful completion, notably the political endorsement of the NMP as discussed above.

Impact - Not possible to rate

The impact of the project was not possible to assess given the non-endorsement of the NMP. Some short-term positive change was contributable to the project. Longer-term impact will only be known once the NMP has been endorsed and implemented for several years. The prospective of having a NMP supported the creation and funding of migration programmes and projects.

16. Which positive/negative and intended /unintended effects/changes are visible (short and long-term) as a result of the project?

17. Can those changes /outcomes/ expected impact be attributed to the project’s activities? Are there any contribution from external factors?

Finding: A short-term positive change contributable to the project was that it brought together a broad range of stakeholders from the migration field. The process of developing the NMP created expectations amongst stakeholders on the potential benefits of the NMP. The prospective of having a NMP supported the creation and funding of migration programmes and projects.

A short-term positive change contributable to the project was that it brought together a broad range of stakeholders from the migration field that supported a better mutual understanding of the different activities and priorities of the various stakeholders and contributed to their knowledge and capacities. It was mentioned that the NMP had already led to a more comprehensive approach to migration. The prospective of having a NMP supported the creation and funding of migration programmes and projects.

The process of developing the NMP created expectations amongst stakeholders on the potential benefits of the NMP including the possible funding of their projects and programmes to support the policy (as detailed in the action plan). Of note, some one third of the action plan was funded and the momentum created by the NMP supported the creation and funding of migration programmes and projects.

Sustainability - 2 - Acceptable

Sustainability was assessed as “Acceptable” with the DDCH, DGSE and IOM continuing efforts to promote the endorsement of the NMP in 2018 and 2019. Sustainability measures as found within the NMP were focused on ensuring the NMP is sustainable through the financing of an action plan for implementation. The action plan was not yet operational although one third of activities included were already active, funded (by GoS and donors) and were continuing.

18. Did the project take specific measures to guarantee sustainability?

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

Finding: The action plan developed to accompany the NMP was intended to support its implementation but is yet to be fully financed. The prospective of having a NMP supported the creation and funding of migration programmes and projects. In 2018 and 2019, the DDCH, DGSE and IOM continued efforts to promote the endorsement of the NMP. At the conclusion of the project, there were no documented sustainability measures or follow-up plan.

The action plan developed to accompany the NMP was intended to support its implementation through the continuation or creation of projects and programmes that aligned with the main axes of the strategy. As described above, the action plan is yet to be fully financed due to the non-endorsement of the NMP. Several activities included were already active, funded by the GoS and donors and are continuing. (37 per cent of activities of the action plan were pre-existing and have already secured funding). Further, the prospective of having a NMP supported the creation and funding of migration programmes and projects.

Following the completion of the project and the technical validation of the NMP in March 2018, the committee structures (piloting, thematic and scientific) to develop the NMP

were no longer operational. The NMP does set out a structure to oversee implementation once it is endorsed.

In 2018 and 2019, the DDCH did continue its efforts to promote the NMP and produced a summary document in 2019 setting out the key points of the NMP and recommendations for its advancement, that focus on its political endorsement and greater implication of the political level, including the office of the Presidency¹⁷. A presentation was also held for deputies (parliamentarians) of the General Assembly in 2019 as described above.

Since March 2018, the IOM Senegal Office has also raised the issue of progressing with the NMP at relevant occasions when meeting GoS officials, both at the technical and political level.

Aside from the above, at the conclusion of the project there were no documented sustainability measures or follow-up plan.

- 20. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?**
- 21. How far was the project embedded in institutional structures and thus sustained beyond the life of the project?**
- 22. Did the project's partners have financial capacity, and continued to maintain the benefits of the project in the long run?**
- 23. Have adequate levels of suitable qualified human resources been available to continue to deliver the project' stream of benefits?**

Finding: The project was well integrated within national structures. However, sustaining the benefits of the project will be dependent upon the endorsement of the NMP and the consequent financing of all of the action plan for its implementation. The staff of the ministries and migration actors that supported the development of the NMP did confirm that they were available and willing to work on the implementation of the NMP, but they would also need the financial support of the action plan to do so fully.

The process of developing the NMP was integrated within the national institutions with DDCH leading the process as described above. Together with the other government ministries and actors involved, the project was well integrated within national structures.

However, sustaining the benefits of the project will be dependent upon the endorsement of the NMP and the consequent financing of the action plan for its implementation. The GoS and migration actors will be largely reliant on external support to finance the action plan. The staff of the ministries and migration actors that supported the development of the NMP did confirm that they were available and willing to work on the implementation

¹⁷ DDCH (2019), *Politique nationale de migration du Sénégal*, Document de synthèse.

of the NMP, but they would also need the financial support of the action plan to do so fully (of note, 37 per cent of activities of the action plan were pre-existing and have already secured funding¹⁸).

6. Conclusions and recommendations

The project successfully supported a collaborative and inclusive process to develop a NMP, responding to a major policy gap. The endorsement of the NMP at the political level and its consequent adoption and implementation as official government policy is currently going through the necessary motions of validation. Once the NMP becomes official policy, the anticipated impact of the project is envisaged to be long-term and significant.

There was consensus amongst stakeholders that the GoS with the support of IOM should now progress with the NMP and avoid any further delays. These points are reflected in the following conclusions and recommendations.

A. Support for the NMP's endorsement

The IOM provided support for the development of the NMP over three years. The IOM should continue to support the GoS in taking ownership of the NMP as it moves towards political endorsement and eventual implementation.

Recommendation:

For IOM Senegal:

- Continue support to the DDCH, DGSE and other ministries for the preparation needed for political endorsement and implementation of the NMP. This could include proposing a “light” review of the NMP to ensure its relevance now (see next recommendation).

For the Regional Office for West and Central Africa:

- Support the IOM Senegal Country Office in any representation/meetings required at the ministerial level.

B. “Light” review of NMP

There was consensus amongst stakeholders of the comprehensive nature of the structure and content of the NMP. Nevertheless, it was felt that that the NMP may need to be updated in terms of global developments, such as the SDGs and the Global Compact for Migration.

¹⁸ 37% of the projects listed in the action plan have already funding secured; 63% of projects are unfunded (21,781,969,640 CFA funded out of 57,868,943,292 total budget); (2018) *Politique nationale de migration du Senegal*.

Recommendation:

For IOM Senegal:

- Collaborate with the DDCH, DGSE and other ministries if necessary to consider updating the NMP to ensure it takes into account any global developments of the past 20 months including referencing the SDGs and the Global Compact for Migration.

C. For policy orientated projects

The experience of this project confirms the findings of an evaluation of a similar IDF-funded project, the development of a national strategy on migration in Albania (project TC.0993). The evaluation of TC.0993 found that the project would have benefited from guidance and experience from other countries carrying out similar policy development and the sharing and exchange of best practices. This was also the case for this project in Senegal. In addition, this project would also have benefited from setting out in more detail in its initial documentation the steps foreseen from technical validation to political endorsement to implementation.

Recommendation:

For all IOM units implementing policy orientated projects:

- IOM should consider developing guidelines to support policy/strategy development based on existing examples of best practice trainings and guidance and 'strategy templates' (see those used in the Albania and Senegal projects).
- Use the Policy Repository Platform as the first port of call to upload the strategy and action plan and to look at other similar projects
- The projects should not only emphasize the technical steps for policy development but also set out in further details the steps and actions needed at the political level to support endorsement and eventual implementation.

D. Sustainability and follow-up

The project concluded with no documented sustainability measures or follow-up plan, at the minimum to monitor the progress (or not) of the NMP towards political endorsement. In this regard, this evaluation concurs with the recommendation of another IDF-funded project (CT.0985) evaluation to set out clearer a follow-up plan at the end of the IDF-funded project.

Recommendation:

For all IOM units implementing IDF projects:

- IDF projects should have a sustainability and follow-up plan as part of the final report, particularly where this aspect is key to the project's success and falls outside of its timeline (as was the case for this project).

Lessons Identified

The following lessons were identified that could be of use for future IDF-funded and/or similar projects:

- The use of a collaborative and inclusive process for policy development is time consuming and challenging to manage; however, the results as seen in the policy developed are beneficial in terms of representativeness.
- The policy process needs to not only be considered as a technical process; the experience of this project showed the importance of securing political “buy-in” for the process from the offset and throughout.
- The project was strongly owned by the Senegalese stakeholders and this was supported through the use of local expertise within government, academia and civil society; the IOM also used a Senegalese consultant to lead the process for the IOM that supported this ownership.

Annex one: Evaluation Terms of Reference

EX -POST EVALUATION OF: *Support to the Government of Senegal to establish a National Migration Policy* [PO.0065]

I. Evaluation context

In 2015, Senegal did not possess a national migration strategy or policy. Nevertheless, Senegal faced with challenges linked to migration and to its effects on the social and economic development of the country; on the migrants themselves, and on host communities, as well as communities in transit.

The aim of this project was to respond to the Government of Senegal's request for support in the establishment of a national migration policy (NMP), which would take into account in a coherent and sustainable manner all aspects linked to migration.

The project aimed to provide capacity reinforcement on migration management; technical support for the establishment of the NMP document; and the setting up of a platform to facilitate national dialogue and cooperation on migration issues.

II. Evaluation purpose

This evaluation will generate findings, conclusions and recommendations, which will serve as valuable inputs for the IOM Development Fund ("the Fund"), the IOM country office in Senegal and for involved stakeholders to inform and improve their future programming and strengthen their ability to deliver high quality results. It will be carried out in line with the Fund's guidelines, which recommend an evaluation between 6 months to 12 months after the project completion.

This external independent evaluation will be conducted by Dr. Glenn O`Neil of the evaluation consultancy, Owl RE, Geneva, Switzerland, with the help of Dr. Sharon McClenaghan and Patricia Goldschmid. Owl RE has not been involved in the project formulation, planning and implementation and will provide an independent analysis, findings and recommendations.

III. Evaluation Scope

The scope of this evaluation will encompass the outcome and objective level of the results and cover the whole project implementation until the time of the evaluation. Outputs will be assessed as a means towards the achievement of the project's outcomes and objectives to identify the project impact. The evaluation will also provide concrete recommendations for future / similar programming.

The evaluation will cover the country of Senegal and the time period of the project's duration from 30/04/2015 to 30/04/2018.

IV. Evaluation Criteria

In response to the evaluation purpose as stated above, the evaluation will look into the five OECD/DAC main evaluation criteria (relevance, effectiveness, efficiency, impacts/outcomes and sustainability), in addition to the cross-cutting themes of human rights and gender equality.

V. Evaluation questions

Based on the evaluation criteria, a set of evaluation questions was proposed. Specific sub-questions relevant for this project may be added as needed. These questions will be matched to indicators, data collection tools and sources in an evaluation matrix that will be detailed in the Inception Report.

Criteria	Key Evaluation Questions	Sub-Questions
Relevance	<p>1. To what extent were the needs of stakeholders and beneficiaries taken into account during project design?</p> <p>2. Is the project aligned with national priorities and strategies, government policies and global commitments?</p> <p>3. Was the project well designed according to IOM project development guidelines? And relevant to those needs and priorities?</p> <p>4. To what extent do the expected outcomes and outputs remain valid and pertinent as originally intended, in terms of direct beneficiary needs?</p> <p>5. Were the management practices appropriate for achieving the expected outcomes?</p>	<p>2.1. To what extent is the migration policy relevant to current government priorities and the current migration context?</p> <p>3.1 Was the results matrix used as a management tool? Was the results matrix clear and logical and did it show how activities would effectively lead to results and outcomes? If not, why not?</p> <p>3.2. Were the outcomes and indicators Specific, Measurable, Achievable, Realistic and Time-bound (SMART)? Were indicators gender-disaggregated? Were baselines set and updated for each indicator? Were targets values set and were they realistic or did they need to be updated?</p> <p>4.1. To what extent if any, was the project revised/ amended from the first to the second phase to be more relevant to stakeholder and beneficiary needs?</p> <p>5.1. Were the indicators/targets used to measure progress in reporting?</p>

	<p>6. Are the project activities and outputs consistent with the intended outcomes and objective?</p> <p>7. How adequately were human rights and gender equality taken into consideration during the project design and implementation?</p> <p>8. Is the project in line with the IOM/IOM Development Fund priorities and criteria?</p>	<p>5.2 Was a work plan and resource schedule available and used by the project management and other relevant parties? If not, why not?</p> <p>5.3. Were the risks and/or assumptions holding true? Were risk management arrangements in place?</p>
<p>Effectiveness</p>	<p>9. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix?</p> <p>10. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?</p> <p>11. What major internal and external factors have influenced (positively or negatively) the achievement of the project's objectives and how have they been managed?</p> <p>12. Are there any factors that prevent(ed) beneficiaries and project partners from accessing the results/services/products?</p>	<p>9.1. Have the projects deliverables and results (expected and unexpected) led to benefits for stakeholders and beneficiaries?</p>
<p>Efficiency and Cost effectiveness</p>	<p>13. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?</p> <p>14. How efficient was the overall management of the project? To what degree were inputs provided/available on time to/from all parties involved to</p>	<p>13.1. Budget variance: actual budget versus projected budget.</p> <p>14.1. If any of the outputs/ activities were delayed, what was the cause and what if any, were the negative effects on the project?</p>

	<p>implement activities?</p> <p>15. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost extension? If so, why?</p> <p>16. Were the costs proportionate to the results achieved?</p>	<p>15.1. Were narrative reports submitted regularly and on time? Were budget reports submitted regularly and on time?</p>
Outcome and Impacts	<p>17. Which positive/negative and intended /unintended effects/changes are visible (short and long-term changes)?</p> <p>18. Were results achieved in adherence to gender equality and other human rights? And how sustainable are these likely to be?</p> <p>19. Can those changes/outcomes/expected impact be attributed to the project's activities? Are there any contribution from external factors?</p>	<p>17.1 Are there any possible longer term impacts from the migration policy, in terms of its implementation?</p>
Sustainability	<p>20. Did the project take specific measures to guarantee sustainability?</p> <p>21. Have the benefits generated by the project continued once external support ceased?</p> <p>22. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?</p> <p>23. How far was the project embedded in institutional structures and thus sustained beyond the life of the project?</p> <p>24. Did the project's partners have financial capacity, and continued to maintain the benefits of the project in the long run?</p> <p>25. Have adequate levels of suitable qualified human resources been</p>	<p>23.1 To what extent does the government already, or plans to, take ownership of the implementation of the policy?</p>

	available to continue to deliver the project' stream of benefits?	
Cross-cutting themes	26. How were various stakeholders (including rights holders and duty bearers, local civil society groups or nongovernmental organizations) involved in designing and/or implementing the project?	

VI. Evaluation methodology

For the purpose of this evaluation, it is expected that the evaluator will apply the following methods for data collection and analysis:

Data Collection:

- Desk review of relevant project documents, project reports, meeting minutes, publications and other materials identified;
- Key informant interviews with the project stakeholders during a country visit to document both qualitative and quantitative information;

Data analysis:

The evaluator is expected to analyse the data with both qualitative and quantitative methods appropriate to the data collected.

The methodology will be further described in the Inception Report.

Selection of persons for key informant interviews and discussions

At this stage, the following stakeholders are proposed for KIIs and/or discussions:

Institution type	Stakeholder	Number	Location
IOM	<p>IOM Geneva: -Maurizio Busatti, Multilateral Processes Division</p> <p>IOM Bangkok: -Yvain Bon (former project manager)</p> <p>IOM Senegal: -Head of Office -RMO -Richard Danzigar, IOM Regional Director -Sophie Nonnemacher, Senior Regional Policy and Liaison Officer</p>	6	<p>Geneva</p> <p>Bangkok</p> <p>Senegal</p>
Government	<p>Direction du Développement du Capital Humain (Ministère de l'Economie, des Finances et du Plan)</p> <p>Focal points of relevant ministries (Ministère des Affaires étrangères et des Sénégalais de l'Extérieur ; Ministère de l'Intérieur ; Ministère de la Promotion des Investissements et des Partenariats ; Ministère de l'Aménagement du Territoire et des Collectivités Locales ; Ministère de la Fonction publique, du Travail)</p>	TBD	Senegal

Committees	Representatives of: - the five thematic committee - the scientific committee - the technical committee - the piloting committee	TBD	Senegal
Civil Society, academics and media	Representatives of civil society, media and academics involved in development of NMP	TDB	Senegal
Consultants	National consultant(s) that supported development of NMP	TBD	Senegal

VII. Evaluation deliverables

Deliverables	Schedule of delivery
1. Inception Report finalized	25.10.2019
2. Completed field data collection	08.11.2019
3. De-briefing session with project manager delivered	08.11.2019
4. Draft Evaluation Report	15.11.2019
5. Final Evaluation Report and Brief	22.11.2019

VIII. Evaluation workplan

Week beginning	October – November 2019					
	14.10	21.10	28.10	04.11	11.11	18.11
Key tasks	1	2	3	4	5	6
Kick off meeting with project manager; document review; briefing from Fund team						
Drafting and delivery of inception report						
Field data collection (and remote interviews)				Senegal		
Data analysis and report writing						
Delivery of draft report						
Validation of the report by the project manager and Fund staff; finalisation of report and evaluation brief						

Annex two: Evaluation Inception Report

7. Introduction and Context

Project for Ex-Post Evaluation	PO.0065
Duration of the Project	36 months
Budget (USD)	\$100,000
Donor	IOM Development Fund (IDF)
Countries covered	Senegal
Evaluation	External Independent Evaluation
Evaluation Team	Owl RE Research and Evaluation
Project Period	30-04-2015 - 30-04-2018

This document is an inception report produced for the IOM Development Fund (the Fund) ex-post evaluation of the project PO.0065: *Support to the Government of Senegal to Establish a National Migration Policy*. This report outlines the purpose, objectives, methodology, questions, tools and workplan of the consultancy.

In 2015, Senegal did not possess a national migration strategy or policy. Nevertheless, Senegal faced challenges linked to migration and to its effects on the social and economic development of the country; on the migrants themselves, and on host communities, as well as communities in transit.

The aim of this project was to respond to the Government of Senegal's request for support in the establishment of a National Migration Policy (NMP), which would take into account in a coherent and sustainable manner all aspects linked to migration.

The project aimed to provide capacity reinforcement on migration management; technical support for the establishment of the NMP document; and the setting up of a platform to facilitate national dialogue and cooperation on migration issues.

8. Purpose and Objectives

The purpose of conducting this ex-post evaluation is to assess the relevance of the project to its stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well were cross-cutting themes of human rights and gender mainstreamed in the project, and if the desired effects are sustainable, and/or have the prospects of sustainability, (following the DAC evaluation criteria¹⁹).

¹⁹ Organisation for Economic Co-operation and Development – Development Assistance Committee, 'Evaluation of development programmes, DAC Criteria for Evaluating

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

The primary objectives of the evaluation are to:

- (i) Assess the relevance of the project's intended results;
- (j) Assess the relevance of the Theory of Change and design of the results matrix and the extent to which the objective, outcomes and outputs are well formulated; the indicators were SMART and baseline and targets appropriate;
- (k) Assess the effectiveness of the project in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;
- (l) Assess the efficiency and cost-effectiveness of project implementation;
- (m) Assess the impact prospects and outcomes to determine the entire range of effects of the project (or potential effects) and assess the extent to which the project have been successful in producing expected change;
- (n) Assess the sustainability of the project's results and benefits (or measures taken to guarantee it) or prospects for sustainability;
- (o) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (p) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund in its decision-making about future project funding.

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

9. Methodology

The evaluation framework will focus on the standard DAC criteria and cross-cutting themes criteria, supported by standard tools (i.e. interview guide and evaluation checklist

Development Assistance', web page, OECD. See <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

– see annexes 3 and 4) and will take place over a period of six weeks. The evaluation will take a participatory approach involving and consulting with the relevant stakeholders in the different steps of the evaluation and integrating this approach into the methodology as far as is feasible. It will use a mixed methods approach and cross validate evaluation findings through the triangulation process, where possible.

3.1. Research methods/tools

Research tools will be both quantitative and qualitative and will be used across the different themes and questions. The following table provides further information on these tools and how they will be deployed.

Tool	Description	Information Source
<i>Document review</i>	Review of main documentation	IOM documentation on PRIMA, including internal/external reports, feedback reports on workshops, publications, guidelines, country reviews etc.
<i>Interviews internal</i>	Some 5 semi-structured interviews using an interview guide	In person or by telephone -IOM country office programme staff (3) -IOM Regional staff (2)
<i>Interviews external</i>	Some 15 semi-structured interviews using an interview guide to include a short questionnaire on training/awareness raising	In person or by telephone: -Government officials involved in the project -Consultant(s) -Members of thematic committees (universities, civil society, business)

3.2. Sampling

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

3.3. Analysis

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

Findings will be used to assess the achievements of results as articulated in the Results Matrix, both numeric and descriptive results and used to rate the project as a whole according to the assessing evaluation criteria.

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

3.4. Limitations and proposed mitigation strategies

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

(a) Timing: IOM staff / stakeholders and beneficiaries might not be available at all times to provide inputs

Mitigation strategy: Early and close involvement of the project manager to help coordinate meetings and ensure availability of key stakeholders. When timing prevents interviews taking place in person, interviews will be conducted at a later date by skype.

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

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

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

Mitigation strategy: Anonymizing sources if necessary and ensuring interviews are conducted on a one to one basis where possible can help address issues of confidentiality.

(d) General bias in the application of causality analysis

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

(e) Absence of project manager

Mitigation strategy: The project manager responsible for the project is now based in Bangkok – he has made himself available to the evaluator and will support the evaluation as far as feasible.

10. Workplan

The workplan is divided into three phases, covering an eight week period:

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

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

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

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

	August – October 2019					
Week beginning	18.10.	25.10	1.11	8.11	15.11	22.11

Key tasks	1	2	3	4	5	6
Kick off meeting with project manager; document review; briefing from Fund team						
Drafting and delivery of inception report						
Field data collection (and remote interviews)						
Data analysis and report writing						
Delivery of draft report						
Validation of the report by the project manager and Fund staff; finalisation of report						

4.1. Team management

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

11. Deliverables

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

Deliverables	Schedule of delivery (week beginning)
6. Inception Report finalized	01.11.2019
7. Completed field data collection	08.11.2019
8. De-briefing session with project manager delivered	15.11.2019
9. Draft Evaluation Report	15.11.2019
10. Executive Summary and Final Evaluation Report Production of learning brief	22.11.2019

Annex One: Evaluation Matrix

Key Evaluation Questions and sub questions	Indicators	Data Collection Tools	Sources of Information
RELEVANCE : Extent to which the project`s objective and intended results remain valid as originally planned or modified			
<p>10. To what extent were the needs of stakeholders and beneficiaries taken into account during project design?</p>	<p>Needs of beneficiaries and stakeholder groups reflected in project design. Evidence of consultation during project development and of project activities and outputs tailored to their needs.</p>	<p>Document review Interviews</p>	<p>Project documentation KIIs</p>
<p>2. Is the project aligned with national priorities and strategies, government policies and global commitments? 2.1. To what extent is the migration policy relevant to current government priorities and the current migration context?</p>	<p>Alignment of project with national policies, strategies and programs on migration.</p>	<p>Document review Interviews</p>	<p>Project Documentation KIIs</p>
<p>3. Was the project well designed according to IOM project development guidelines? And relevant to those needs and priorities? 3.1 Was the results matrix used as a management tool? Was the results matrix clear and logical and did it show how activities would effectively lead to results and outcomes? If not, why not? 3.2. Were the outcomes and indicators Specific, Measurable, Achievable, Realistic and Time-bound (SMART)? Were indicators gender-disaggregated? Were baselines set and updated for each indicator? Were targets values set and were they realistic or did they need to be updated?</p>	<p>Relevance of the RM, theory of change and vertical logic to the identified needs and priorities of the project overall.</p>	<p>Document review</p>	<p>Project documentation</p>

<p>4. To what extent do the expected outcomes and outputs remain valid and pertinent as originally intended, in terms of direct beneficiary needs?</p> <p>4.1. To what extent if any, was the project revised/ amended from the first to the second phase to be more relevant to stakeholder and beneficiary needs?</p>	<p>Current relevance of project outputs and outcomes to current national priorities.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>5. Were the management practices appropriate for achieving the expected outcomes?</p> <p>5.1. Were the indicators/targets used to measure progress in reporting?</p> <p>5.2 Was a work plan and resource schedule available and used by the project management and other relevant parties? If not, why not?</p> <p>5.3. Were the risks and/or assumptions holding true? Were risk management arrangements in place?</p>	<p>Extent to which project management practices are appropriate for achieving expected outcomes.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>6. Are the project activities and outputs consistent with the intended outcomes and objective?</p>	<p>Level of consistency of project activities and outputs with intended outcomes and objectives.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>7. How adequately were human rights and gender equality taken into consideration during the project design and implementation?</p>	<p>Reference to human rights and gender equality concerns in key project documents and deliverables. Informed opinion/perceptions of staff and key informants.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>8. Is the project in line with the IOM/IOM Development Fund priorities and criteria?</p>	<p>Adherence to IOM's/ IOM Development fund mandates and strategic goals as demonstrated by the IDF's objectives and criteria.</p>		<p>IDF eligibility criteria KIIs Project Documentation</p>
EFFECTIVENESS : The extent to which the project achieves its intended results			
<p>9. Have the project's outputs and</p>	<p>Extent to which project outputs and</p>	<p>Document review</p>	<p>KIIs</p>

outcomes been achieved in accordance with the stated plans and results matrix? 9.1. Have the projects deliverables and results (expected and unexpected) led to benefits for stakeholders and beneficiaries	outcomes have been achieved and the projects deliverables and results (expected and unexpected) led to benefits for stakeholders and beneficiaries. Effectiveness of project monitoring tools.	Interviews	Project Documentation
10. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?	Level of Involvement and extent of effectiveness of target beneficiaries, partners and stakeholders in collaboration and coordination processes.	Interviews Document review	KIIs Project Documentation
11. What major internal and external factors have influenced (positively or negatively) the achievement of the project's objectives and how have they been managed?	Identification of influential a) internal factors (positive and negative) and b) external factors (positive and negative). Effectiveness of project management of internal and external factors.	Interviews	KIIs
12. Are there any factors that prevent(ed) beneficiaries and project partners from accessing the results/services/products?	Identification of factors which prevented/impacted beneficiaries and partners from accessing results/services/ products.	Interviews	KIIs
EFFICIENCY & COST EFFECTIVENESS: How resources (human, financial) are used to undertake activities and how well these are converted to outputs			
13. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results? 13.1. Budget variance: actual budget versus projected budget.	Adherence to original budget- Level of budget variance. Extent to which the resources required for project activities could have achieved the same results with less inputs/funds, on a sustainable basis.	Document review Interviews	KIIs Project Documentation
14. How efficient was the overall management of the project? To what	Degree of timeliness of project inputs	Document review	KIIs

<p>degree were inputs provided/available on time to/from all parties involved to implement activities?</p> <p>14.1. If any of the outputs/ activities were delayed, what was the cause and what if any, were the negative effects on the project?</p>	<p>provided by stakeholders /beneficiaries needed to implement activities.</p> <p>Level of efficiency of project management rated by the stakeholders and beneficiaries. Adherence to original workplan.</p>	Interviews	Project Documentation
<p>15. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost extension? If so, why?</p> <p>15.1. Were narrative reports submitted regularly and on time? Were budget reports submitted regularly and on time?</p>	<p>Level and quality of monitoring of project resources.</p> <p>Incidence of no cost/ costed extension allocated</p>	Document review	Project Documentation
<p>16. Were the costs proportionate to the results achieved?</p>	<p>Comparison of costs with identified results.</p>	<p>Document review</p> <p>Interviews</p>	<p>KIIs</p> <p>Project Documentation</p>
<p>IMPACT: How the project intervention affects outcome and whether these effects are intended or unintended.</p>			
<p>17. Which positive/negative and intended /unintended effects/changes are visible (short and long-term changes)?</p> <p>17.1 Are there any possible longer term impacts from the migration policy, in terms of its implementation?</p>	<p>Incidence of positive and negative effects /changes (short and long-term, intended and unintended) to which the project contributes.</p>	<p>Document review</p> <p>Interviews</p>	<p>KIIs</p> <p>Project Documentation</p>
<p>18. Were results achieved in adherence to gender equality and other human rights? And how sustainable are these likely to be?</p>	<p>Extent to results achieved adherence to gender equality and other human rights and their sustainability.</p>	<p>Document review</p> <p>Interviews</p>	<p>KIIs</p> <p>Project Documentation</p>
<p>19. Can those changes/outcomes/expected impact be attributed to the project's activities? Are there any contribution from external factors?</p>	<p>Estimation of contribution of project and identified external factors.</p>	<p>Interviews</p> <p>Document review</p>	<p>KIIs</p> <p>Project Documentation</p>
<p>SUSTAINABILITY : If the project's benefits will be maintained after the project ends</p>			
<p>20. Did the project take specific measures to</p>	<p>Number of documented specific</p>	<p>Document review</p>	<p>KIIs</p>

guarantee sustainability?	measures taken to ensure sustainability.	Interviews	Project Documentation
21. Have the benefits generated by the project continued once external support ceased?	Extent to which the benefits generated by the project have continued post external support.	Interviews	KIIs
22. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?	Extent of sustainability measures taken by national /local institutions to support the project. Level of commitment by key stakeholders to sustain project result.	Interviews	KIIs
23. How far was the project embedded in institutional structures and thus sustained beyond the life of the project? 23.1 To what extent does the government already, or plans to, take ownership of the implementation of the policy?	Degree of embeddedness of project into institutional structures and likelihood of sustainability, re. structures, processes and resources.	Interviews	KIIs
24. Did the project's partners have financial capacity, and continued to maintain the benefits of the project in the long run?	Extent of level of financial capacity of partners and ability to maintain project in the future	Interviews Document review	KIIs Project Documentation
25. Have adequate levels of suitable qualified human resources been available to continue to deliver the project' stream of benefits?	Extent of qualified human resources sufficient to continue delivering project benefits.	Interviews	Project Documentation
Cross Cutting Criteria			
26. How were various stakeholders (including rights holders and duty bearers, local civil society groups or nongovernmental organizations) involved in designing and/or implementing the project?	Level and quality of involvement of stakeholders in designing and/or implementing the project.	Interviews	KIIs Project Documentation

Annex Two: Draft structure for evaluation report

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

Annex Three: Interview guide

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

Interview Questions		Informants
General		
	Please briefly explain your work at IOM/external organisation (and how long have you been in this position?).	All
	What has been your role and involvement in the project being evaluated? At what stage did you become involved in the project?	All
Relevance		
1.	How relevant was the project to the needs and priorities of stakeholders and beneficiaries, - Were stakeholders and beneficiaries consulted during the development of the project? If so, were the project activities/outputs tailored to their needs? Did they change at different stages of the project? - To what extent were their needs reflected in project design?	IOM HOM IOM PM Consultants Government Stakeholders: Business, NGO
2.	How well aligned is the project with relevant national policies, organisational mandates and global commitments? - What were the national policies the project aligned to? - How well aligned is the project to the IOM mandate and relevant country and regional strategies?	IOM HOM IOM PM Consultant Government
3.	Were the project activities and outputs consistent with the intended outcomes and objective? -Is the original Theory of Change and project logic still relevant? Did the assumptions hold true? If not, how were the results affected and how did the project respond? - To what extent, if any, was the project revised/amended to be more relevant to stakeholders' needs?	IOM HOM IOM PM
4.	How did the project consider human rights and gender equality during the project design and development (and implementation?)	IOM HOM IOM PM Consultant
5.	How relevant is the migration policy to government priorities and the current migration context?	IOM HOM IOM PM Consultant Government and Nat inst.
Effectiveness		
6.	Did the project produce the intended results, compared to its plan and target? What were the quality of results? -how effective was the implementation of the four outputs and their activities of the project?	IOM HOM IOM PM Consultants
7.	What role did collaboration and coordination play in the project's achievements? [With the different government departments,	IOM PM Consultant

	consultants and other stakeholders] -Who was consulted and who wasn't? Was there sufficient time for consultation and review given the delay in the project?	Government and Nat inst. Stakeholders
8.	What would you describe as the factors [Classify by internal or external] in the achievement of the output, outcome and objective results? And, how did the project respond / adapt to those factors?	IOM HOM IOM PM Consultant Government and Nat inst. Stakeholders
9.	What would you describe as the factors (Classify by internal or external] that hindered the output, outcome and objective results? And, how did the project respond/ adapt to those hindering factors.	IOM HOM IOM PM Consultant Government and Nat inst. Stakeholders
10.	How adequate were consideration of the human rights and gender equality made during project implementation? Will the migration policy allow for different experiences of male female and migrants and those of different gender identities?	IOM HOM IOM PM Consultant Government and Nat inst. Stakeholders
Efficiency and Cost Efficiency		
11.	To what extent did the project represent the best possible use of available resources to achieve results of the greatest possible value to stakeholders and beneficiaries involved?	IOM HO IOM RMO IOM PM Consultant
12.	How well was the project implemented; were all inputs delivered on time? -Were the project activities undertaken and were the project outputs delivered on time / within budget, as planned? -Were all reports submitted in time? And updated with changes? Was the budget spent according to the workplan/was the budget updated? -If any of the activities/outputs were delayed, what was the cause, and what, if any, were the negative effects on the project? How did the project cope/manage the delays and/or negative effects?	IOM HO IOM RMO IOM PM
13.	Are the costs proportionate to the results achieved?	IOM HO IOM RMO IOM PM
Outcomes and Impacts		
14.	What would you describe as the positive changes resulting from the project in the short term and longer term?[Classify by intended or unintended] (what factors contributed to them?)	IOM HO IOM PM Government and Nat inst. Consultant
15.	What would you describe as the negative impacts of the project in the short term and longer term? [Classify by intended or unintended]	IOM HO IOM M Government and Nat inst. Consultant
Sustainability		

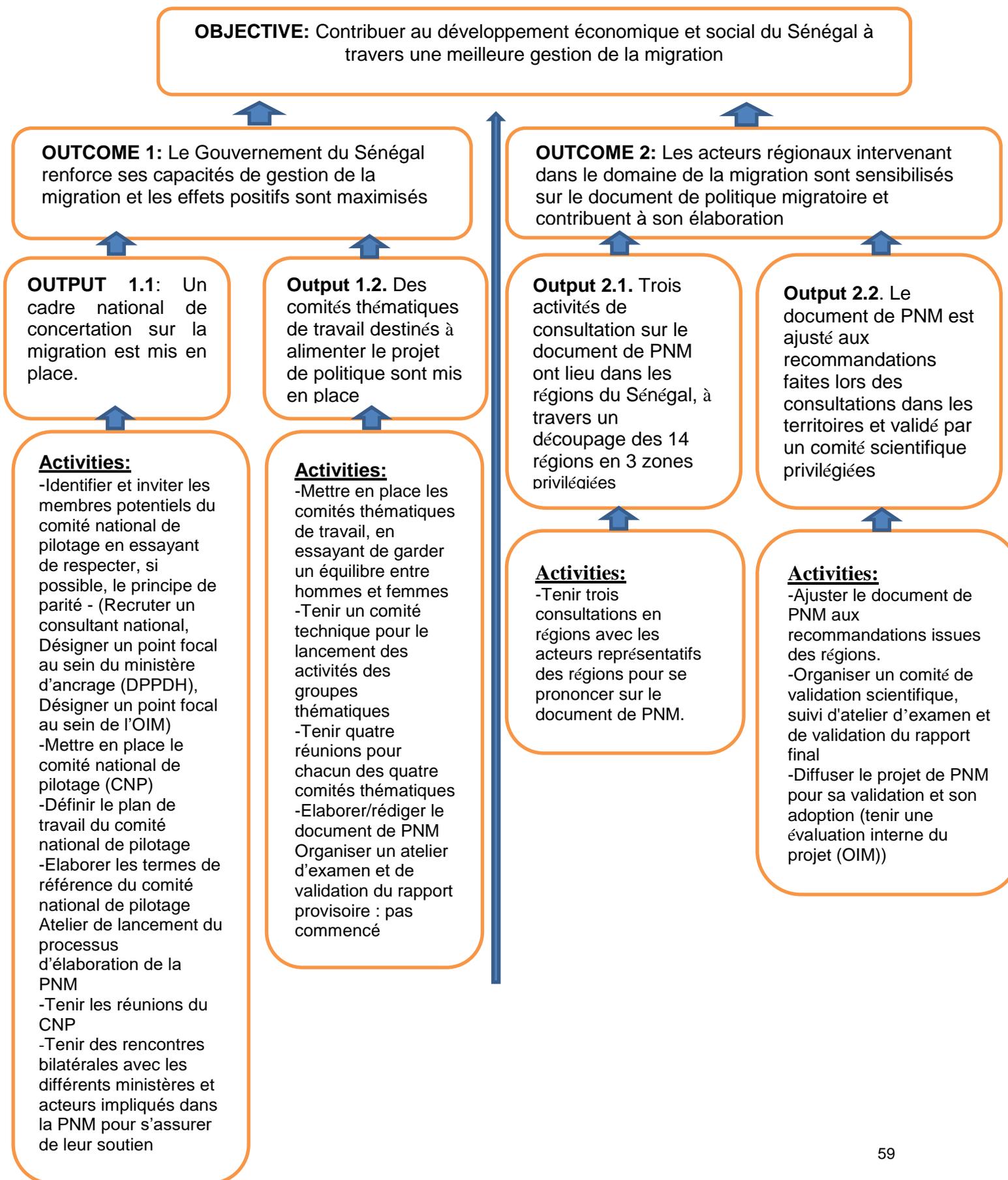
16.	How likely are the benefits of the project to continue and what are the main factors that influence the achievement or non-achievement of project sustainability?	IOM HO IOM PM Government and Nat inst. Consultant
17.	How well has the project been supported by national/local institutions and how well is it integrated? -What sustainability mechanisms/options were put in place by the Government and/or local communities to ensure that project results are sustained? -Are there sufficient resources in place to ensure sustainability of the project ? financial and human resources?	IOM HO IOM PM Government and Nat inst. Stakeholders: NGOs, business etc
18.	To what extent have the partners and beneficiaries been able to 'own' the outcomes of the project post funding?	IOM HO IOM PM Government and Nat inst. Stakeholders: NGOs, business etc
Other		
19.	What would you recommend for the continued success for this project's results (and other similar)?	All
20.	What would you say are the main lessons learnt from this project? 1) for the management of the project and 2) the results achieved?	All
Any other comments		

Annex Four: Checklist for evaluation

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

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

Annex Five: The Results Matrix



Annex three: List of persons interviewed

#	Name	Position	Institution	Method
1.	Yvain Bon	Project manager (former)	IOM Senegal	Skype
2.	Maurizio Busatti	Multilateral Processes Division	IOM HQ	Interview
3.	Seydina Kane	Senior Project Assistant	IOM Senegal	Interview
4.	Alejandro Castro	RMO	IOM Senegal	Interview
5.	Jo-Lind Roberts Sene	Head of Mission (former)	IOM Senegal	Skype
6.	Bakary Doumbia	Head of Mission	IOM Senegal	Skype
7.	Babacar Ndione	IOM consultant	Senegal	Skype
8.	Lanfia Diane	Conseiller en Planification, Macroéconomiste et Ingénieur financier, Coordonnateur technique du processus d'élaboration de la politique nationale de migration du Sénégal	Direction du Développement du Capital humain (DDCH), Ministère de l'Économie, du Plan et de la Coopération – Senegal	Interview
9.	Abdoul Wahabou Sall	Commissaire Divisionnaire	Ministère de l'Intérieur – Senegal	Interview
10.	Bakary M. Faye	Commissaire	Ministère de l'Intérieur -Senegal	Interview
11.	Dr. Aminata Ndoye	Conseillère Technique	Ministère de l'Aménagement du Territoire et des Collectivités Locales – Senegal	Interview
12.	M. Abdou Karim Cisse	Conseiller Technique	Ministère des Affaires Etrangères et des Sénégalais de l'Exterieur	Interview
13.	EL Hadj Ibrahima Diallo	Inspecteur du Travail	Ministère de la Fonction Publique et du Travail – Senegal	Interview
14.	Ndiro Ndiaye	Ministre Conseiller	Présidence de la République, Senegal	Interview
15.	Prof. Papa Sakho	Maître de conférences CAMES, Directeur Laboratoire de Géographie Humaine	Université Cheikh Anta Diop, Senegal	Interview
16.	Prof, Pape Ndiaye Diouf	President	INAFOD, Senegal	Interview
17.	Gane Mbengue	Consultant migration	Senegal	Interview
18.	Mamadou Mignane Diouf	Coordonnateur Général	ONG-PAEDD	Interview
19.	Ibrahima Lo	President	ONG-DEFI	Interview
20.	Hawa Keita	President	ONG-DEFI	Interview
21.	Daouda Gbaya	Journalist	Association des Journalistes en Migration et Sécurité	Interview

Annex four: List of documents / publications consulted

Project documentation:

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

IOM Migration Governance Framework
IOM Fund eligibility criteria (undated)
IOM mission and strategic focus (undated)

External documentation:

ANSD/IOM (2018), *Migration au Senegal - Profil National 2018*:

<http://www.ansd.sn/ressources/publications/ANSD-OIM%20-%20Profil%20Migratoire%20du%20Senegal%202018.pdf>

DDCH (2019), *Politique nationale de migration du Sénégal*, Document de synthèse.

European Parliament (2018), *In-depth Analysis: Senegal: bastion of democracy, migration priority for the EU*. [http://www.europarl.europa.eu/RegData/etudes/IDAN/2018/570490/EXPO_IDA\(2018\)570490_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/IDAN/2018/570490/EXPO_IDA(2018)570490_EN.pdf);

FES (2018), *La gouvernance de la migration malienne à l'épreuve des injonctions contradictoires de l'UE*, FES Mali Policy Paper; <http://library.fes.de/pdf-files/bueros/mali/15441.pdf>

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<https://comparativemigrationstudies.springeropen.com/articles/10.1186/s40878-019-0141-7#citeas>

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