



# **FINAL REPORT**

**For the Evaluation of Swiss-funded IGAD Project Entitled  
‘Building Regional and National Capacities for Improved  
Migration Governance in the IGAD Region’**

**Submitted to**

**Swiss Development Cooperation**

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## Acronyms and Abbreviations

4Mi	Mixed Migration Monitoring Mechanism Initiative
ADD	Abu Dhabi Dialogue
BMM	Better Migration Management
CAP	Common African Position
CHF	Swiss Franc
DAC	Development Assistance Committee
EUTF	European Union Trust Fund
GCC	Gulf Cooperation Council
GCM	Global Compact for Migration
GIZ	[Deutsche] Gesellschaft für Internationale Zusammenarbeit
GFMD	Global Forum on Migration and Development
GPMD	Global Program Migration and Development
IGAD	Intergovernmental Authority on Development
ILO	International Labor Organization
I-MAP	IGAD-Migration Action Plan
IML	International Migration Law
IOM	International Organization for Migration
I-RMPF	IGAD-Regional Migration Policy Framework
KII	Key Informant Interview
M&E	Monitoring and Evaluation
NCC	National Consultative Conference
NCM	National Consultative Mechanism
OECD	Organization for Economic Coordination and Development
PDD	Platform on Disaster Displacement
PMP	Performance Monitoring Plan
RCP	Regional Consultative Process
REC	Regional Economic Community
RMCC	Regional Migration Coordination Committee
RMMS	Regional Mixed Migration Secretariat
SDC	Swiss Agency for Development and Cooperation
SEM	State Secretariat for Migration
TOR	Terms of Reference
UNHCR	United Nations High Commissioner for Refugees
USD	United States Dollar
WB	World Bank
WB-DRDIP	World Bank-Development Response to Displacement Impacts Project

## Executive Summary

### Background

The evaluation of the Swiss-supported IGAD project 'Building Regional and National capacities for improved Migration Governance in the IGAD Region' covers the project's entire lifespan, from May 2014 up to May 2018. The project has the overall objective of enhancing the capacities of IGAD and its Member States to implement IGAD's Regional Migration Policy Framework (I-RMPF), promoting cooperation and coordination; as well as building their capacities to address existing gaps in implementation.<sup>1</sup> The project has three major components focusing on different aspects of IGAD's migration governance architecture: namely the National Coordination Mechanisms (NCMs); various regional cooperation and policy dialogues instruments such as Regional Consultative Platforms (RCP) and the Regional Migration Coordination Committee (RMCC); as well as capacity building and advocacy to addressing mixed migration in the region.<sup>2</sup>

Different Swiss agencies, namely the Swiss Development Cooperation (SDC), Global Program for Migration & Development (GPMD) and State Secretariat for Migration (SEM) supported the implementation of this project, the latter two co-funding it on 50/50 basis to the tune of CHF 2,287,388. While IGAD is the main executing institution, IOM served as an implementing partner providing technical support broadly in the area of capacity building and support for the establishment and strengthening of the national platforms and mechanisms for cooperation, regional cooperation through the IGAD RCP, and capacity building to address mixed migration in the Horn of Africa. The project reached the end of its first phase in May 2018. Following the completion of the first phase, the IGAD Secretariat submitted a concept note for further cooperation for the period 2018-2021 which builds upon the achievement of the first phase and adds two new result areas.<sup>3</sup> Accordingly, the SDC and SEM in Addis Ababa planned to conduct

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<sup>1</sup> Switzerland Development Cooperation. Development and Cooperation. Building Regional and National capacities for improved Migration Governance in the IGAD Region. Available on <https://www.eda.admin.ch/deza/en/home/themes-sdc/migration.html/content/dezaprojects/SDC/en/2014/7F09083/phase1.html?oldPagePath=>.

<sup>2</sup> IGAD Migration. Building regional and national capacities for improved migration governance. Available on <http://migration.igad.int/projects/building-regional-and-national-capacities-for-improved-migration-governance/>.

<sup>3</sup> The IGAD Concept Note for 2018-2021 covers the following areas: 1) strengthening and institutionalizing the already established mechanisms and processes, (2) promoting south to south mobility within and beyond the IGAD region through negotiations of Inter-REC migration agreements, and (3) improving the protection of disaster displaced persons by mainstreaming human mobility IGAD policies, strategies and frameworks.

a simultaneously backward and forward looking evaluation of the project with a number of objectives. This evaluation thus took place against this backdrop to assess to what extent the past four years of engagement with IGAD had been able to meet the project's objectives; to assess the relevance and efficiency of the project as well as IGAD's work in the field of migration in the current context. In addition, the evaluation intended to validate the concept note for the next phase and inform its implementation.

## **Methodology**

The evaluation was organized around six broad themes, each containing a number of questions under them. These themes were: 1) achievements and lessons learned; 2) partnerships and governance; 3) project governance; 4) country specific contexts and regional aspects; 5) sustainability and ownership; and 6) validation and recommendations for the next phase. The evaluation team exclusively used qualitative data from official documents, key informant interviews, and review of pertinent literature. The work followed the standard evaluation process, namely, preparation of an inception report, desk study, fieldwork and synthesis. The fieldwork was conducted in Addis Ababa, Nairobi, and Djibouti, though a visit to Khartoum was initially planned and did not materialize. In addition, Skype interviews were conducted with SDC personnel and former project staff members based in Switzerland as well as with IOM Sudan.

## **Findings**

The findings are categorized mainly under the five OECD-DAC evaluation criteria that are primarily used to assess the project as well as other overarching issues/themes which were identified during the evaluation. The latter include observations pertaining to synergy, coordination, and partnership; project monitoring and evaluation; and validation of the concept note for the next phase.

**Relevance:** The project had been highly relevant in terms of laying the basic structures for IGAD's overarching migration governance architecture. Most importantly, the project's relevance stems from the fact that it was designed and implemented around already identified needs related to IGAD's migration governance architecture, notably for coordination, consultation, and dialogue both at the national and regional levels. The processes and structures that the project supported were increasingly used as springboard not just by IGAD itself but by a number of other migration-related projects and initiatives. By supporting the establishment and consolidation of structures such as the NCMs, RCPs, and the RMCC, the project was relevant in many ways but mainly in cascading IGAD's migration agenda and strategies to the national levels, creating platforms for inter-agency coordination at national level, and for dialogue and cooperation at regional level.

**Effectiveness:** To a large extent, the project achieved most of its objectives initially set out in the project document. Key achievements include the establishment of and support to NCM and

NCM-like structures in all the Member States; the regular and structured convening of the RCP and the RMCC platforms; providing capacity building support; and building a level of momentum for developing migration policies in all IGAD Member States. Some of the critical areas that the project fell short are mainly those indicated in the third outcome area, particularly related to addressing mixed migration as well as mainstreaming migration and development.

**Impact:** The project has a number of effects; direct or indirect as well as intended or unintended. Some of the major effects could be broadly summarized as contribution to shifting narratives and shaping the migration governance landscape; creating entry points for migration related initiatives (by IGAD and other actors); leading to a gradual uptick of momentum on policy development in some countries; and linking the region to global discussions. At the same time, rivalry among different entities was considered as the unintended effects of the project. This is especially the case when it comes to competition among different agencies and ministers to take up the lead role in coordinating the NCMs in Member States.

**Efficiency:** To a large extent, the project had used financial and other resources in an efficient manner. The relatively modest budget of the project (in comparison with other donor funded projects) enabled the executing agency (IGAD) and the technical implementing partner (IOM) to implement activities with enduring implications in seven member countries. The project managed to undertake extra activities (ad hoc RCP and RMCC meetings) that sought to respond to emerging needs of the region. Resources in most cases were used to the attainment of the different results areas indicated in the project document. Nevertheless, the no-cost extension of the project poses a question on the optimal use of resources at all times and underlines the need for finding better ways of implementing activities in the future.

**Sustainability:** The project's contribution in terms of sustainability lies in the very nature of the processes and structures it had initiated and/or supported. The project contributed to coordination and dialogue platforms that could potentially endure in the long term, provided that there is national and regional ownership of these processes and structures. The case of the Kenyan NCM was cited often as potential illustration of sustaining such structures, even beyond the end of the project's intervention.

**Synergy, coordination and partnership:** Evidently, creating linkages among different migration stakeholders has been one of the achievements of the project. These linkages to a considerable extent improved how migration is addressed at the national and the regional levels. Nevertheless, as the number of migration actors increased, synergizing and coordinating the efforts of these actors became a key challenge. This is especially critical when it comes to coordinating this project with other (projects) that have similar or overlapping objectives, notably with BMM; and synergizing the IGAD RCP with the Khartoum Processes.

**Validation of the concept note for the next phase:** The various result areas in the proposed concept note for the upcoming second phase were generally accepted among the various stakeholders interviewed by the evaluation team. The validity of the concept note stems from

three main considerations. First, the proposed concept note has a major thrust on building on what has been achieved during the first phase and aims to institutionalize the structures created thereof. Most importantly it helps to further national ownership of the emerging migration discourses and practices. Secondly, the concept note also addresses different aspects of the I-RMPF that need to reflect the current context and realities (such as the review and adoption of the IGAD Migration Action Plan). Thirdly, the concept note adds two new areas of engagement that were not sufficiently addressed in the region, namely, South-South mobility; and disaster-induced, climate-related internal displacement. While all the proposed areas of engagement are generally considered relevant, the preparation of the project document for the second phase shall be preceded with a critical examination of the project's added value in each of the respective areas.

## **Conclusions and Recommendations**

Overall, the project achieved results that contributed simultaneously to nationalization and regionalization of the IGAD's migration agenda which stems from the I-RMPF and (IGAD Migration Action Plan (I-MAP)).<sup>4</sup> This was mainly done through the coordination, cooperation, and dialogue platforms supported by the project.

In line with this broader conclusion, the evaluation team came up with the following broad recommendations for the second phase:

### **1. Enhancing the project's effectiveness by building on some of the results attained in the first phase.**

**1.1 Support full operationalization of the NCMs:** conducting a stocktaking exercise to assesses the current state of establishing operational NCMs in each country; effectively leveraging IGAD's political capital to create more momentum to fully operationalize the NCMs, for example, by conducting a tour of all the Member States at the highest level of senior leadership to popularize the idea of NCMs; supporting the completion of the various preparatory undertakings to fully operationalize NCMs in the region; synergize different donor activities related to and/or in support the NCMs with IGAD Migration Program.

**1.2 Complete the validation of the National Model Migration Policy:** convene the National Consultative Conferences (NCC) in the respective countries and ensure participation of all stakeholders at the national level to validate the Model Migration Policy; dedicating one of the RMCC meetings mainly to discuss and adopt the draft National Model Migration Policy in the RCP platform.

**1.3 Enhance capacity of the Regional Consultative Process (RCPs) and RMCC:** Establish a taskforce or a technical committee within the RCP framework to address the current gap between tracking the RCP/RMCC recommendations and their actual implementations;

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<sup>4</sup> Key Informant Interview 1.

ensuring active, relevant, and consistent participation and representation of Member States in the RCP and RMCC platforms. Member states should synergize their respective NCMs with the IGAD RCPs. Furthermore, they should make sure that the capacity building endeavors are put to good use to strengthen national elements of the IGAD migration governance architecture by ensuring participation of relevant personnel in these platforms. Other partners should support the RCP and RMCC platforms, given their actual and potential capacity to bring together a wide range of migration stakeholders in the region.

**1.4 Better utilization of migration data:** provide support to Member States and IGAD in building national and regional capacities to collect, organize, analyze and disseminate migration data that is linked to ongoing discussions and processes (such as labor or climate induced mobility). Advocate and sensitize Member States to utilize data from existing platforms such as 4Mi using the RCPs platforms; enhance Member States' participation in the capacity building endeavors suggested above and ensure the utilization of migration related data for their national planning processes and strategies.

**1.5 Address mixed migration issues in the region better:** Further capitalize on ongoing processes such as the Nansen Initiative to come up with specific programmatic interventions that arose out of previous engagements (such as contextualizing the proposed response toolbox in the case of climate induced displacement or advocacy for the Kampala Convention). Convene high-level dialogue between IGAD Member States and relevant countries from the Gulf on issues related to labor migration; advocate for the placement of labor *attaché* for IGAD Member States in the GCC Countries. Prepare demand driven, timely, and context specific policy briefs on selected topics of interest related to migration governance in the region. In addition, the project should create linkages with ongoing process such as the Abu Dhabi Dialogue.<sup>5</sup>

## **2. Enhancing sustainability of the project**

**2.1** Coordinate the efforts of relevant migration actors to channel part of their support towards sustaining the emerging coordination and cooperation structures;

**2.2** Demonstrate more national and regional ownership of the different processes and structures initiated by the project;

**2.3** Provide material, financial, and technical support to the institutionalization of structures such as NCM secretariats.

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<sup>5</sup> The Abu Dhabi Dialogue (ADD) is a forum for dialogue and cooperation between Asian countries of labor origin and destination. As a state-led Regional Consultative Process (RCP), the ADD aims to enable safe, orderly and regular labor migration in some of the world's largest temporary labor migration corridors. See <http://abudhabidialogue.org.ae/node/16>.



### **3. Synergy, coordination and partnership**

**3.1** Improve technical or operational level cooperation among different migration stakeholders by recalibrating existing coordination platforms (such as the IGAD Technical Working group on Migration and the IGAD Migration Partners Meeting) to add value in terms of synergy and enhancing collaboration ; conducting/reviewing stakeholder mapping and analysis; actively reach out to other projects (such as the BMM) with overlapping or similar activities and result areas to find out better ways of synergizing efforts on the technical level; design project activities taking into consideration each other's comparative advantage ( such as strong convening power, leading political dialogue and policy facilitation when it comes to IGAD and the technical and financial of other partners notably IOM, ILO, WB, etc).

**3.2** Actively find ways of coordinating with other migration stakeholders in their various engagements. In this vein, Switzerland is encouraged to take up the chairmanship of the IGAD Migration Partners Platform to spearhead coordination between different migration actors in the region. Other recommended measures include supporting cross-learning between different secretariats (e.g. Arab League and the Abu Dhabi Dialogue) and leveraging Switzerland's participation in key migration platforms including PDD, GCM, GFMD etc. to promote the migration agenda for the region.

**3.3** Support IGAD in elevating the profile of its migration program, not just from a public relation or "marketing" point of view but substantially to create more awareness on the coordination, dialogue and cooperation platforms at the national and regional levels (NCMs, RCPs, RMCC, etc.).

### **4. Improving the project's monitoring and evaluation**

**4.1** Incorporate a project performance monitoring plan in the design of the project document for the next phase.

**4.2** Among other things, the plan shall attach milestones to the result framework; conduct mid-term evaluation to gauge the projects' progress in a timely manner and to develop a compensation plan, if needed; support the M&E aspect of the IGAD in all its migration projects (for example by dedicating an M&E expert to the IGAD migration project)

### **5. Swiss Secondee for the next phase**

Given the overall positive assessment of the contribution of the previous Swiss Secondee, this support model was also recommended for the upcoming phase, but with the following qualifications:

**5.1** The Secondee shall have specific expertise, preferably in some of the areas to be included in next phase such as labor migration, forced displacement (as in the context of climate or disaster induced migration).

**5.2** Beyond cascading her/his own technical capacity, the Secondee need to have the ability to train others and build their capacity.

**5.3** The Secondee shall also be someone who has been part of global discussions and practices and has professional network which she/he could bring to the region.

**5.4** At the same time, the Secondee shall also have a very good understanding of the migration issues of the region and preferably had worked in the region before (so she/he must be well conversant with pertinent policies and strategies such as the Kampala Convention or the Free Movement Protocol, the Nairobi Action Plan etc).

**5.5** The Secondee shall easily connect with IGAD Regional Secretariat on Forced Displacement and Mixed Migration which is handling the forced displacement profile.

**5.6** Administratively, the Secondment shall be made directly to the IGAD Secretariat.<sup>6</sup>

## **6. Overall recommendations on the concept note for the next phase**

**6.1** Switzerland needs to continue its support for IGAD's migration governance architecture which is still under construction.

**6.2** While the result areas in the concept note for the next phase are generally considered relevant, all stakeholders of the project need to critically examine the added value of the project in each of the result areas, especially given the presence of other actors which undertake various migration related projects in the region.

**6.3** The commencement of the next phase shall be preceded by stock-taking exercise of various migration projects in the region as well as a consultation with a range of stakeholders implementing these projects to sharpen the focus of the upcoming project phase.

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<sup>6</sup> Key informant 3, 4, and 6.

## 1. Background and Context

In the past decades, migration emerged as a truly global phenomenon. Primarily, the worldwide sensitization of the adverse effects of migration has been instrumental in this process, often aided by media reports highlighting the suffering and misery of those who partake in the dangerous endeavors of irregular migration. Though to a much lesser extent, there is also an attendant recognition of (predominantly within policy circles) the positive aspects of migration as an important vehicle for socio-economic development. Consequently, reducing the negative and harnessing the positive aspects of migration underscores the need for buttressing migration governance at national, regional, and global levels. The drive for effective migration governance at these levels broadly aims at addressing diverse migration challenges, but most importantly regulating migration and protecting migrants.<sup>7</sup>

In the context of the Horn of Africa region, the imperative for effective migration governance is equally understood as one of the key priorities of IGAD as well as its Member States. This comes against the background of critical challenges stemming from the migration realities of the region. Broadly couched within the rubric of mixed migration, the IGAD region has experienced different forms of migration trends and dimensions including documented, forced and irregular migration with varying causes, magnitudes, directions, and effects.<sup>8</sup> In order to address these diverse forms of displacement trends and profiles, the IGAD migration governance architecture has been in the making as defined in the Regional Migration Policy Framework (RMPF) both at regional and national levels. This architecture rests on a number of existing and envisaged cooperation and coordination structures as well as harmonization of policies at regional and Member State levels. The latter include the establishment and the strengthening of National Coordination Mechanisms (NCMs); the Inter-Ministerial Committee on Migration; enhancing dialogue, regional cooperation and information exchange between Member States on different migration issues through the Regional Consultative Processes (RCPs) and the Regional Migration Coordination Committee (RMCC).

With a view to support IGAD's overarching migration governance architecture; Switzerland (through GPMD and SEM) had been implementing a project entitled "Building Regional and National capacities for improved Migration Governance in the IGAD Region." The overall objective of the project is to enhance the capacities of IGAD and its Member States to implement IGAD's Regional Migration Policy Framework (I-RMPF); promote cooperation and coordination; as well as build the capacities of IGAD and its Member States to address existing

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<sup>7</sup> The Migration Data Portal. Migration Policies and Governance. Available on <<https://migrationdataportal.org/themes/migration-policies-and-governance>>.

<sup>8</sup> IGAD Regional Migration Policy Framework. Adopted by the 45th Ordinary Session of the IGAD Council of Ministers July 11th, 2012 Addis Ababa, Ethiopia. Page 11.

gaps of implementation.<sup>9</sup> The project has three major components focusing on different aspects of IGAD's migration governance architecture, namely the NCMs; various regional cooperation and policy dialogues instruments such as RCPs and the RMCC; as well as capacity building and advocacy to addressing mixed migration in the region.<sup>10</sup>

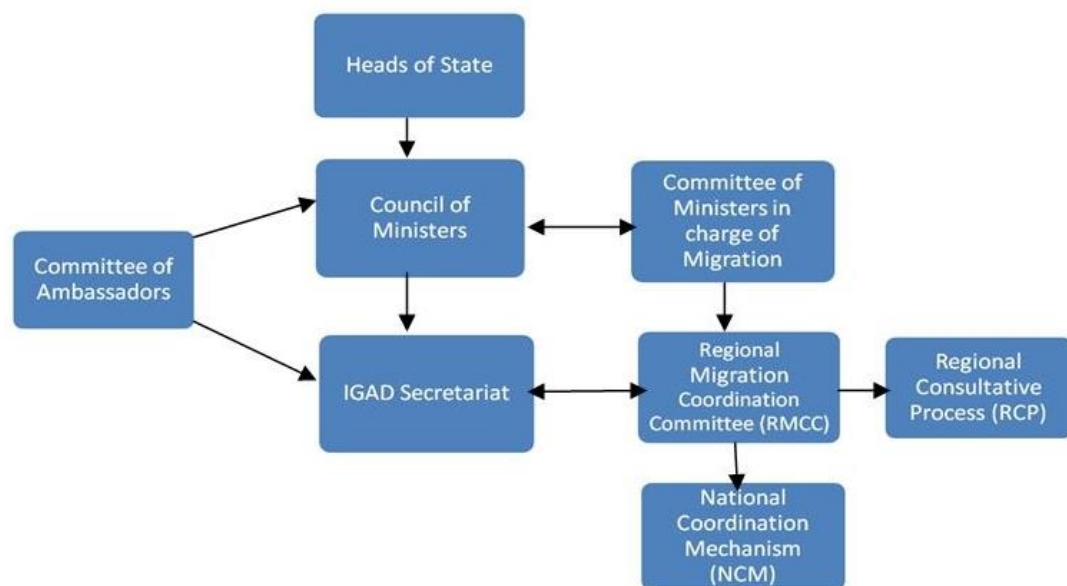


Figure 1: IGAD Migration Governance Architecture  
Source: IGAD Migration Program<sup>11</sup>

### 1.1 Key objectives and scope of the evaluation

The Swiss-funded project was implemented between May 2014 and May 2018. In view of the completion of this first phase, the IGAD Secretariat submitted a concept note for further cooperation for the period 2018-2021, aiming to build upon the achievements of the first phase and initiating cooperation in two new areas.<sup>12</sup> Accordingly, the Swiss Development

<sup>9</sup> Switzerland Development Cooperation. Development and Cooperation. Building Regional and National capacities for improved Migration Governance in the IGAD Region. Available on <https://www.eda.admin.ch/deza/en/home/themes-sdc/migration.html/content/dezaprojects/SDC/en/2014/7F09083/phase1.html?oldPagePath=>.

<sup>10</sup> IGAD Migration. Building regional and national capacities for improved migration governance. Available on <http://migration.igad.int/projects/building-regional-and-national-capacities-for-improved-migration-governance/>.

<sup>11</sup> IGAD Migration Program. Available on <http://migration.igad.int/migration-program/igad-migration-governance-structure/>.

<sup>12</sup> The Concept Note for 2018-2021 covers the following areas: 1) strengthening and institutionalizing the already established mechanisms and processes, (2) promoting south to south mobility within and beyond the IGAD region through negotiations of Inter-REC migration agreements, and (3) improving the protection of disaster displaced persons by mainstreaming human mobility IGAD policies, strategies and frameworks.

Cooperation (SDC) and Switzerland Embassy in Addis Ababa planned to conduct a simultaneously backward and forward-looking project evaluation with a number of objectives. Primarily, the evaluation aimed to assess to what extent the past four years of engagement with IGAD had been able to meet the project's objectives as well as to assess the relevance and efficiency of the project and IGAD's work in the field of migration in the current context. In addition, the evaluation intended to validate the concept note for the next phase and inform modalities of its implementation.

## **1.2 Outputs of the evaluation**

Related to the above mentioned broad objectives, the evaluation was expected to come up with a report with the following specific outputs:

- Methodology
- Key findings related to implementation of the project (relevance, efficiency, effectiveness, impact and sustainability)
- Lessons learned and good practices
- Validation of the proposed concept note 2018-2020
- Conclusions and recommendations related to the implementation of the follow-up phase

## 2. Methodology

### 2.1 The evaluation process

The evaluation team employed a qualitative data collection methodology which was informed and guided by OECD/DAC quality standard for development evaluation, i.e., relevance, effectiveness, impact, efficiency, and sustainability. The evaluation passed through four major steps, namely, inception, desk review, field mission and data analysis and report synthesis, between 23<sup>rd</sup> April 2018 and 22<sup>nd</sup> May 2018. During the inception stage, the team was briefed by SDC about the project as part of the kick-off meeting of the evaluation. Following this, the team made in-depth review of the project design document, result frameworks, evaluation TOR and prepared an inception report which depicted how the team envisaged to conduct the evaluation. The desk review simultaneously continued during the field missions which were carried out in Djibouti, Nairobi and Addis Ababa. Lastly, the final report was prepared following a thorough analysis and interpretation of the qualitative data gathered from desk review and field missions.

### 2.2 Data collection and analysis

Desk review and key informant interview were used as key data collection tools to answer key evaluation questions and ultimately to address the stated evaluation objectives.

**Desk review:** The team reviewed numerous documents produced during the planning and implementation course of the project. These include documents such as, but not limited to: project design document, project performance progress reports, model national migration policy, Regional Migration Policy Framework, IGAD Migration Action Plan, policy briefs and pertinent conventions.

**Key Informant Interview (KII):** The team conducted key informant interviews with various personnel. The key informants include personnel from various organizations such as the executing and implementing agencies (IGAD and IOM respectively), SDC, IGAD partners and donors, national government counterparts that were involved in the project implementation in different capacities. The team also interviewed the previous Swiss Seconded to the project (See Annex 1 for a more detailed list of individuals interviewed). A total of twenty-eight KIIs were conducted during the field missions. Key informants from SDC, SEM, and IOM Khartoum were interviewed through Skype. The interviews were guided by a number of data collection instruments that were informed by the evaluation questions provided by SDC personnel.

The data gathered from the above-mentioned sources were examined, validated and triangulated by the evaluation team. The data was subjected to retrospective data analysis primarily using the five OECD-DAC evaluation criteria. A draft evaluation report was prepared with a view to provide strategic guidance for the commissioning agency reflecting the major findings of the evaluation. As part of validation process, the draft report was shared to the commissioning agency and partners who had been part of the evaluation process for their

feedback and comments. This final evaluation report was produced by incorporating comments and feedback provided to the evaluation team.

### **2.3 Limitation**

The evaluation was conducted in a tight deadline. In some of the cases, key informants were not readily available to respond to the evaluation questions, this is especially the case when it comes to government representatives in Djibouti. In the case of Sudan, delay in response from identified/potential key informants forced the evaluation team to rely on other sources of information, including key informant interviews with and progress reports from the executing agency and the implementing partner (i.e. IGAD and IOM respectively).

### 3. Findings

#### 3.1 Relevance

The project is initially designed to address already identified needs geared towards improving migration governance and protection of migrants in the region. Most importantly, the project targeted the development of different institutional structures at the national and regional levels as well as developing pertinent policies addressing various aspects of the migration phenomenon in the region. Particularly, the NCMs, the RCPs and the RMCC, which are central elements of the project, were conceived as relevant vehicles for inter-agency coordination at the national and regional levels.

Some of these structures were explicitly designed for consultations on emerging migration issues and facilitating cooperation among relevant stakeholders with migration related functions.<sup>13</sup> The need for these coordination structures is further amplified by the cross-cutting nature of migration as transnational phenomenon and an emerging policy area that needs to be addressed in a holistic and comprehensive approach. Such approach to migration also requires the concerted efforts of many stakeholders, each coming with its sectoral expertise but simultaneously creating the imperative for coordination and synergy among themselves. The project thus came against this background in a context where there was no or little attempt prior to that to establish an inter-agency coordination platform in the region on the broader issues of migration. In fact, the IGAD RCP was established in 2008 as regional platform and has been strengthened since, in part due to the support from the project under evaluation. The few attempts hitherto existing were taskforces on human trafficking or smuggling. Thus, the above factors underpin the project's relevance as it sought to respond to the needs of the region in migration governance by supporting pertinent institutional and policy frameworks at the national and regional levels.

#### 3.2 Effectiveness

**Outcome 1: Migration governance has been improved in the region through establishing/strengthening strong platforms / mechanisms for cooperation on migration governance including migration and development.**

*Output 1.1: Organization and facilitation of regular meetings of National Consultative Conferences (NCCs) in all IGAD Member States*

One of the project outputs is the organization and facilitation of NCCs in all IGAD Member States. The inaugural conferences took place in six IGAD Member States, namely Uganda (May 2015); Kenya (October 2015); Ethiopia (November 2015); South Sudan (December 2015), and Somalia (2016) and Djibouti. Member States utilized the platform for discussing and adopting the country assessments conducted by IGAD and IOM and in some cases to validating the

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<sup>13</sup> National Coordination Mechanism on Migration Proposed Terms of Reference.



NCM Terms of Reference (See Annex 2 for an overview of the state of NCM related activities in all IGAD Member States).

***Output 1.2: Establishment of National Consultative Mechanisms (NCMs) in IGAD Member States that do not have such mechanisms currently***

In the course of the project implementation, five NCMs were established with varying levels of functionality with reference to the Proposed Terms of Reference for the NCMs on Migration. The establishment of the NCMs came against the background of a number of foundational activities supported by the project, with IOM implementing the NCM related activities in the seven Member States.

The NCMs vary in terms of the levels of their operationalization; their organizational structure; as well as in the process of constituting these mechanisms. From these perspectives, the evaluation team identified different categories of NCMs within the region. Within the first category, there are NCMs which held their inaugural NCCs; and declared their NCMs as operational. In this category, the NCMs are the results of the deliberate efforts to create them (by legislative processes as in South Sudan; official designation to carry out these roles by governments as in Uganda; or through a bottom up approach that came out of the meetings or consultation of pertinent national stakeholders as in the case of Kenya). This first category includes Kenya, Uganda, South Sudan, and Somalia, having NCMs with varying levels of functionality.

The second category includes countries with NCM like structures but not NCM *per se*, both in terms of functions and official designation. Again, within this category that includes Ethiopia, Sudan and Djibouti, the countries are not on par when it comes to the level of functionality of these structures.

***Output 1.3: Drafting and validating of a National Model Migration Policy***

This output has been partially achieved as the project supported the development of a draft National Model Migration Policy which has not been yet validated by Member States. This process was supported by a consultant contracted by IGAD to prepare the draft Model Policy. The drafting was preceded by a background study which looked into the status of national migration profile development and stocktaking of existing national policies. This study was meant to serve as a basis for getting an overview of the issues that needed to be addressed in the National Model Migration Policy. Nonetheless, the draft policy was not validated by senior experts and was not also discussed in RCP/RMCC meetings as stipulated in the project document.

**Overall assessment of Outcome 1**

Overall, this result area has been achieved to a large extent as there is progress in terms of laying some of the structures for migration governance in the region. This is in comparison to

the pre-existing baseline conditions wherein the region was characterized by the absence of or weak comprehensive NCMs on migration at the national level. Nonetheless, the immense potential of structures such as NCMs as key inter-agency coordination platforms has not yet been fully realized and these structures have not been uniformly implemented in all the IGAD Member States. At the level of IGAD Member States, the latter could be attributed to a number of factors. These include rivalry among different ministries and agencies; differing levels of political commitments among the Member States when it comes to prioritizing the NCM development and supporting their activities; a still-prevailing securitized approach to migration governance, and lack of capacity and resources. From the perspective of the project, IGAD's political capital was not sufficiently leveraged in cases or countries where it was needed, especially when the NCM implementation was lagging.

**Outcome 2: A continuous regional cooperation and dialogue on migration has been established through the RCP and the RMCC**

***Output 2.1: Regular dialogue on migration among IGAD Member States as well as with other relevant Regional Economic Communities under the umbrella of the IGAD Regional Consultative Process (IGAD RCP)***

The project supported the regular convening of the IGAD RCP conceived as vital platforms for dialogue on migration among IGAD Member States. The IGAD RCP has been in existence before the commencement of the project. Nevertheless, there is a considerable consensus among key informants conversant with the process that the Swiss project has been instrumental in regularizing the IGAD RCP meetings. Throughout the life of the project, a total of seven IGAD RCP meetings were convened (between November 2014 and November 2017). The project supported the attainment of this output by providing financial support for convening the IGAD-RCP regular meetings and facilitating/supporting the preparation of thematic expert papers for these meetings by IOM. The themes of the IGAD RCP meetings broadly addressed different aspects of I-RMPF (See Annex 3 for the list of themes covered by the RCP meetings).

With a view to monitor the implementation of the RCP recommendations, the project put in place a tracking mechanism. This mechanism built upon the existing practice within the IGAD RCP meetings whereby Member States report implementation of the recommendations of the preceding RCP meetings. The recommendations target key aspects of IGAD's migration work including progress on the NCM formation, harmonizing different migration related initiatives, IGAD's participation in major migration related global and regional processes, development of migration policies and profiles, building national capacity on collection, analysis, and dissemination of migration data; and enhancing partnership and synergy among different actors, among others. While this tool is vital, it is difficult to precisely ascertain the exact number of implemented recommendations within the framework of the RCP for various reasons. While recommendations are collective and applicable to all Member States, the reporting is done voluntarily country by country. Also, due to changing Member States'

representatives in subsequent meetings, the quality of the information reported on the implementation varies across the RCP meetings. Most importantly, Member States faced critical capacity and resource constraints to actually implement the various RCP recommendations.

### *Output 2.2: Strengthened RMCC*

The RMCC was established in 2011 as a platform to facilitate information sharing and coordination among IGAD Member States and institutions with migration related functions and responsibilities. The RMCC comprises Directors of Immigration of IGAD Member States, as well as a Steering Committee of officials from departments of immigration, labor, national security, refugees and foreign affairs.<sup>14</sup> The RMCC managed to have its maiden meeting through the funding availed from the project. Throughout the project implementation phase, a total of seven RMCC meetings were held back to back with the IGAD RCP meetings and often focusing on the theme of the latter. Gradually participation within the RMCC increased encompassing the representation of all Member States<sup>15</sup> which at times was lacking in previous RMCC meetings.<sup>16</sup> The RMCC meetings came up with a number of recommendations which were tracked using the RMCC Recommendations Tracking developed by the project. Nevertheless, the evaluation team could not find exact data on how many of these recommendations were forwarded to the IGAD Council of Ministers for adoption.

With a view to enhance capacity of these regional platforms, the following trainings were provided by IOM for the RMCC:

1. International Migration Law (IML), IOM-UN African Capacity Building Center, Moshi, Tanzania, 29-30 November, 2017.
2. Integrated Border Management and Labor Migration, IOM-UN African Capacity Building Center, Moshi, Tanzania, 18-22 September, 2017.
3. Integrated Border Management, Labor Migration and Migration and Development, IOM-UN African Capacity Building Center, Moshi, Tanzania, 25-29 September, 2017.
4. *le droits des migrants: les normes internationales face aux défis contemporains*, Sanremo, Italy, 9-13 October 2017.
5. Governing migration at a local level, IOM-ITCILO Turin, Italy, 20- 24 November 2017 (course for IGAD MSs).
6. Capacity Building Training for Government Officials of IGAD Member States, IOM-UN African Capacity Building Center, Moshi, Tanzania, 28-30 June, 2016.

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<sup>14</sup> See Summary Report: 7<sup>th</sup> Meeting of the IGAD Regional Migration Coordination Committee (RMCC) Meeting, 29<sup>th</sup> November 2017, Hilton Addis, Ethiopia. Page 4.

<sup>15</sup> See IGAD Annual Report from January to July 2016.

<sup>16</sup> For example only three out of 7 Heads of Immigration were present and even less Heads of Labor during the 3<sup>rd</sup> RMCC meeting. See the 3<sup>rd</sup> meeting of the Regional Migration Coordination Committee (RMCC). IGAD Progress report for the period June - December 2015.

## Overall assessment of Outcome 2

At the level of outputs, the project achieved its key results by regularizing the RCPs and the RMCC meetings. These mechanisms were instrumental in serving as critical platforms for continuous and sustained regional cooperation and dialogue on migration. Some of their key achievements so far include linking the global, regional and continental processes, for example by ensuring the IGAD RCP participation in the Global RCP meetings. These platforms also enabled the region to hold the first regional consultations on GCM which then informed the Common African Positions (CAP) on GCM. Within the region itself, the RCP served for consultations that deliberated on important migration related issues and passing pertinent recommendations thereof. To an extent, both the RCPs and RMCC contributed to changing migration narratives from a more securitized to a protection-oriented approach as these platforms managed to bring together a wide range of practitioners, beyond the security establishment. These achievements are critical in highlighting the effectiveness of the project both from the beneficiary needs and policy formulation perspective. At the level of outcome, however, it is difficult to fully ascertain if these regional mechanisms (RCPs and RMCC) have contributed to the full attainment of the results, especially as there is no up-to-date systematic data that shows the overall number of implemented recommendations and inter-governmental agreements arising from these platforms and their effect on the ground.

**Outcome 3: Mixed migration and other related phenomena such as climate change and disaster induced displacement in the region is better addressed and migrants better protected by enhanced capacities of key stakeholders and improved awareness. Capacity to mainstream migration into development policies is improved.**

*Output 3.1: In partnership with the Regional Mixed Migration Secretariat (RMMS), develop and hold trainings on mixed migration*

The project forged partnership with RMMS, especially in terms of initially supporting the development of the 4Mi as a useful data gathering, analysis and sharing platform.<sup>17</sup> The platform is now operational and is serving as an important source of data on mixed migration. Nevertheless, some key informants stated that there is little appetite among IGAD Member States to use the data from 4Mi, by raising concerns on the methodology of collecting data using field monitors.<sup>18</sup> From this perspective and considering the dearth in capacity to manage migration related data in the region, it is difficult to conclude that Member States are better equipped to monitor and manage mixed migration related data as envisaged under this output.

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<sup>17</sup> <http://4mi.regionalmms.org/>.

<sup>18</sup> Key informant interview 2 and 3.

***Output 3.2: Awareness raising and advocacy on mixed migration (MM) to address MM amongst IGAD member states enhanced***

This result area has a number of activities attached to it. The planned ministerial conference between IGAD Member States and relevant Gulf Countries did not take place as planned. When it comes to development of policy briefs, which is one of the activities in this result area, the evaluation team was provided with one policy brief on IGAD Regional Migration Policy Framework (Policy Brief No. 1) but not specifically on mixed migration *per se*. IGAD has also participated in the Nansen Initiative as part of one of the ad hoc RCP meetings which came up with different recommendations, including designing a protection toolbox (a set of guidelines) on what needs to be done for those who are displaced in the context of natural disaster.

***Output 3.3: Training conducted for IGAD member states on international migration law (IML) with focus on protection as well as on migration and development***

IOM conducted training on International Migration Law (IML) in Moshi, Tanzania, 29-30 November, 2017 for IGAD officials. Save in the form of personal feedback on the training, there is no systematic indication if knowledge on IML is enhanced after the training.

**Overall assessment of Outcome 3**

Judging from the level of accomplishment of the different results at the level of outputs, outcome three is the least accomplished. The project was not able to do much about the migration and development component of this result area, except conducting one training with Member State representatives and diaspora entities and holding one RCP on the theme. Clearly this result area needs to be explored further in the future, especially in terms of examining practical ways of mainstreaming or integrating migration into national development plans. Besides, the project was not able to engage Gulf countries in the planned high-level ministerial conference, citing the ground work at a technical level was not yet undertaken when it comes to labor mobility within the IGAD region itself.

**3.3 Impact**

The evaluation sought to identify the totality of the effects that the Swiss supported IGAD migration brought. This included an assessment of the effects of higher-level objectives achieved through the project, such as long-term and short term as well as intended and unintended results. The assessment of the project's impact is classified under the following five categories.

**1. Shifting narratives and shaping the migration governance landscape**

The institutional and policy frameworks, whose foundation was laid through the project, to an extent contributed to shaping IGAD's migration governance, both at the level of practice and discourse. Particularly, the coordination structures and the regular dialogue platforms helped in 'trickling down' the provisions of IGAD's RMPF as well as other pertinent policies and strategies to the national levels. In this sense, these emerging processes and structures

particularly contributed to the gradual evolution of migration as a national and demand driven rather external and supply driven agenda.<sup>19</sup> In addition, the project enabled migration governance practitioners to talk to each other and regularly consult on pertinent migration related issues so as “not to have too many scattered voices.”<sup>20</sup> Moreover, IGAD’s migration coordination and dialogue platforms (notably the NCMs, RCPs, and the RMCC) helped in mainstreaming, the Whole-of-Government-Approach into IGAD’s work in migration governance, albeit to varying degree in the region. One can say there is now a sufficient understanding among key regional and national stakeholders to approach migration holistically and comprehensively (both in terms of substance and participation), embracing the Whole-of-Government-Approach. The emerging regional approach to addressing migration supported by the project is also very much attuned to the very nature of the (migration) phenomenon itself. Some key informants underscored that this regional approach is instrumental in supporting key IGAD led initiatives such as to IGAD Special Summit on Somali Returnees and the Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia. The latter serves as illustration of how the regional instruments helped in committing the different countries and other stakeholders in the region to a set of shared objectives. At the level of discourse, there is now sufficient understanding and ground to discuss not just basic conception of migration, but pertinent issues related to it, such as migration policies in their diverse forms.

## **2. Creating entry points for migration related initiatives (IGAD and other actors)**

The inter-agency coordination, cooperation, and dialogue platforms supported by the project were being utilized as critical entry points for implementing various migration related initiatives. For example, the IGAD Migration Program employed the NCMs for rolling out a number of its activities, including national consultations around the IGAD Protocol on Free Movement of Persons.<sup>21</sup> In addition, other actors used structures like the NCMs and RMCC for implementing their activities in the area of migration.<sup>22</sup>

## **3. Gradual uptick on momentum in policy development**

One of the project’s outputs (Output 1.3) was drafting and validating of a National Model Migration Policy as a way of laying the ground work for national migration policy development initiatives. Evidently, there is limited achievement in that regard. Nevertheless, the creation of structures like the NCMs helped further discussions around national migration policies, with

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<sup>19</sup> Key informant interview 1.

<sup>20</sup> Key informant interview 3.

<sup>21</sup> IGAD Starts National Consultations on IGAD Protocol of Free Movement in Uganda.

<http://migration.igad.int/2017/08/22/igad-starts-national-consultations-on-the-igad-protocol-of-free-movement-of-persons-in-uganda/>.

<sup>22</sup> EUTF used the ad hoc RMCC in July 2017 for launching the protocol on Free movement. Similarly, the EUTF IGAD regional Better Migration Management project is rolled out at the national level through the NCMs. In addition, the ILO accompanying studies were validated through the RMCC.

some NCMs already taking the lead in the process of preparing and validating migration profiles in Kenya. In general, one can observe a gradual uptick of the impetus for the development of such policies in the region, conceived as the logical end goals of building structures like the NCMs.

#### **4. Linking the region to global discussions**

As shown before, the project was instrumental in the establishment and strengthening of key coordination and consultative mechanisms such as the NCMs, RCPs, and the RMCC. Over and above their explicit objectives, some of these structures were utilized for engaging IGAD in key global processes such as UN Global Compact on Migration (GCM). For example, the national level consultations on GCM were convened in the Member States under the auspices of the respective NCMs. In essence, this helped in channeling the global discussions to the regional and national levels. IGAD is one of the first RECs in Africa to garner its collective voice regionally that fed in to the African Union Regional Consultations on the GCM.<sup>23</sup> As stated by some of the key informants, this was achieved through consolidating the NCMs and the RCPs and the preparation of a position paper on the GCM.<sup>24</sup>

#### **5. Other unintended effects**

Apart from the above-mentioned dimensions, various aspects of the project's interventions resulted in a number of unintended (largely positive) effects which are briefly summarized as follows:

- Mutual learning among Member States was enhanced, as each tried to showcase its best practices and policies within the regional platforms, namely within RCPs and RMCCs. The discussion among Member States on out-of-camp policies for refugees was presented as an illustration of exchanges in practices and policies within the existing platforms.
- Knowledge management on certain aspects of migration was improved in some areas. The project, through its partnership with and support to the RMMS, contributed to the development of the 4Mi platform which is currently used for collecting and analyzing data on mixed migration flows in the Horn of Africa region.
- A gradual shift from a securitized approach to migration governance is now in the making. Despite slight national variations, there is a still prevailing securitized approach to migration governance in the region. This approach erroneously equates migration with immigration only and overlooks a holistic and comprehensive approach to migration governance. Inter-agency coordination platforms such as the NCMs and the RMCCs, which

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<sup>23</sup> See IGAD Inputs to the African Union Regional Consultations on the Global Compact on Migration.

<sup>24</sup> Key informant interview 4.

bring a wide range of actors beyond the security agencies, are contributing to the gradual ebbing of the securitized approach to migration.<sup>25</sup>

- The project interventions had positive spillover effects to the creation of other migration initiatives in the region. The establishment of the IGAD Regional Secretariat on Forced Displacement and Mixed Migration with the support of the World Bank was cited as an illustration in this regard.<sup>26</sup>
- Competition, and to an extent rivalry, among different migration stakeholders is one of the unintended negative effects of the project. In some countries, different ministries and agencies competed for NCM coordination, apparently due to the perceived resources and political leverage that may come with it.

### 3.4 Efficiency

Overall, there are a number of indications for the efficient utilization of resources during the project implementations. The overhead cost which is 19% of the overall project budget is within a reasonable and acceptable threshold. One can infer from this that most resources were dedicated primarily to carrying out project activities (such as in supporting processes such as NCMs, the RCP, and RMCC) rather than for administrative costs. The number of staff in the project dedicated to handling the project implementation in seven IGAD member states (one project officer, one finance officer on 50% basis, one program assistant on 25% basis, and the Swiss Seconded) is another indication of the efficient utilization of resources, again taking into account the regional nature and outreach of the project. The overall amount of financial resources dedicated to the project, which is 2.4 million USD, is less compared to other donor funded projects. This is despite the project's demonstrated contribution to creating enduring migration governance structures in the region and this could be additional illustration of the efficient utilization of resources to attainment of project objectives. The project also used its own staff, in addition to their assigned roles, for conducting the country assessments during the initial phases of the project. Most importantly, the *ad hoc* RCP and RMCC meetings that the project supported in response to the emerging situation in Yemen were cited to illustrate the efficient resource utilization.

But at the same time, the issues surrounding the no-cost extension of the project raise a question if all resources, including time, were fully used efficiently at all times during the project's lifetime.

### 3.5 Sustainability

The project, in part by the very nature of some of its results areas, created some long-term effects, which could potentially endure after the withdrawal of the Swiss support. Clearly, the NCMs and the RCPs are still evolving structures which possibly could be sustained beyond the life cycle of the project. Moreover, project activities related to supporting migration policy

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<sup>25</sup> Key informant interview 5.

<sup>26</sup> Key informant interview 3 and 4.



development and capacity building both at the regional and national levels have long-term implications for the region.

The full realization of the sustainability of such initiatives is, however, contingent on a number of factors which could be considered as contributing or limiting factors on the sustainability of the project achievements. IGAD Member States are on different levels of implementing structures such as the NCMs and this speaks to the imperative of enhancing national and regional ownership of the project outputs. The desire to embrace the idea of migration governance in all Member States is yet to fully translate into practically sustaining the emerging structures. Among other things, the latter requires prioritizing the institutionalization of these structures, dedication of the requisite resources, as well as ensuring appropriate representation and participation by Member States in these platforms.

Other programs by other donors and IGAD partners have the potential to positively impact the sustainability of the processes and structures initiated by the project.<sup>27</sup> But currently, the lack of seamless coordination among some of the different actors risks not just the sustainability of these processes and structures but creates the duplication of efforts and resources in the area of migration governance in general.

### 3.6 Coordination, partnership, and synergy

As most key informants stated, there were fewer external actors when the project commenced its work on supporting IGAD's migration governance architecture. Through time, the number of external actors implementing different migration related projects had increased creating the imperative for coordination and synergizing the efforts of these multiple actors. This is becoming critical, especially as some of the structures and processes initiated by the project have increasingly become points of convergence for the different external actors. Currently, there are different coordination platforms to coordinate IGAD's migration work such as the various steering committees of the different projects where most of the actors are represented. In addition, the IGAD Migration Partners Meeting is relevant in terms of coordination. Beyond the existence of these structures where synergy is accepted at political level, the lack of better coordination, especially at the operational level, is repeatedly highlighted by a number of key informants. This is especially critical for example in ensuring the synergy between the IGAD migration project and the BMM, as the two projects have a degree of overlap, at least in the two areas of policy harmonization and building capacity at the national and/or regional levels. The same can also be said between the IGAD migration project and IOM to enhance the effectiveness of their partnership to an optimal level. In particular, enhancing the synergy between IGAD and IOM requires leveraging the comparative technical and political capitals of the respective organizations, extensive operational presence at the national level, as well as streamlining their working procedures administratively and financially. The need for better

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<sup>27</sup> Some of these programs include BMM, EUTF, WB's DRDIP, Regional Migration Fund, etc.

coordination is not just among different actors but also within a single agency (such as between the different IGAD migration programs, within the different country offices of the IOM, etc.).

### 3.7 Monitoring and evaluation

In the project's design document, it was stated that the progress towards achieving the aspired results would be monitored both at national and regional level in relation to the indicators set in the result matrix. Accordingly, the result matrix explicitly set targets regarding where the project needs to be at the end of its lifecycle based on the baseline data of the project. However, the matrix did not set timeline and milestones for the different objectives. In addition, the project did not have a Performance Monitoring Plan (PMP) which would have facilitated tracking and realizing the outputs and outcomes. Notwithstanding this, the project made efforts to monitor the progress of implementation through regular reporting to the SDC and IGAD Secretariat. As illustration, the evaluation team received two annual and two bi-annual progress reports prepared by IGAD which were submitted to SDC. These reports captured the achievements made under the three outcomes stated in the result matrix. Similarly, IOM, as the project's technical partner, monitored the progress registered at national levels and submitted regular reports to IGAD.

Another monitoring tool is the excel database designed by the project to track the implementation of RCP and RMCC recommendations. This tracking system is simple but requires regular follow up in terms of updating the actions taken by Member States. However, Member States reporting on implementation was cited as being inconsistent and the recommendations were also at times too ambitious.

The project did not manage to conduct mid-term evaluation throughout the first phase. The mid-term evaluation would have informed the executing agency, the SDC, and the implementing partner on the state of the progress made in achieving the aspired results in order to make appropriate adjustments as and when required.

### 3.8 Validation of the concept note for the next phase

The result areas in the proposed concept note are generally accepted among the various stakeholders interviewed by the evaluation team. The validity of the result areas stems from three main considerations. First, the proposed concept note has a major thrust on building up on what has been achieved during the first phase and aims to institutionalize the structures created therein. Importantly, this approach is considered as vital in further nationalizing and localizing IGAD's migration discourse and practice. Secondly, the concept note addresses different aspects of the I-RMPF that must reflect contemporary realities (such as the review and adoption of the IGAD Migration Action Plan). In the latter vein, the review will help in addressing pertinent emerging developments such as GCM related issues as well as the refugee laws by some Member States.<sup>28</sup> Thirdly, the concept note adds two new areas of engagement hitherto not sufficiently addressed, i.e. South-South mobility; and disaster-induced, climate-

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<sup>28</sup> Key informant interview 1.

related, internal displacement. While all the proposed areas of engagement are generally considered relevant, the validation of the concept note is qualified on the following considerations.

The design of the project document for the second phase needs to be preceded by a thorough stock-taking exercise and stakeholder analysis of existing migration initiatives in the region. This exercise will help in identifying the specific added value of the project. For example, it is suggested that allocating resources for developing national migration profiles in the second phase should be carefully undertaken. This is given the current progress in the region since, at least three of the IGAD Member States had already developed their national migration profiles and the proposed exercise(s) may not require that much resource. Also, it is suggested that the planned initiatives under Outcome 2 (on South-South mobility) need to be geared towards supporting labor mobility within the region first, before aspiring for a wider outreach into other regions (RECs). To this end, the focus should be on supporting the ongoing efforts of adopting and ratifying IGAD's Protocol on Free Movement of Persons which may require a lot of advocacy and championship in the coming years. This, however, does not preclude conducting the much-needed dialogue with the Gulf Countries.<sup>29</sup>

### **3.9 Assessment of the impact of Swiss Secondee**

The contributions of the previous Swiss Secondee are positively assessed by a number of the key informants interviewed. The following were cited as some of the major contributions of the Swiss Secondee:

- Provided support to the IGAD Migration Program especially in terms of developing the RCP and RMCC recommendations tracking matrix;
- Supported the IGAD Migration Program in the development the EUTF project proposal (for 10 million Euros);
- Kept the project on schedule on implementation of activities.<sup>30</sup>

Departing from this assessment, the evaluation team recommends continuing this support model for the second phase. However, the evaluation team received a number of suggestions to optimize the arrangement for the next phase, mainly in terms of the profile and capacity of a future Secondee which will be highlighted in the recommendation sections of the report.

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<sup>29</sup> Key informant interview 1.

<sup>30</sup> Key informant interview 3 and 4.

## 4. Conclusion

Overall, the project achieved a number of results that contributed to the simultaneous nationalization and regionalization of the IGAD's migration agenda which stems from the I-RMPF and I-MAP. To an extent, knowledge on migration and its governance was enhanced, though institutionalization of the emerging coordination and consultation structures and policy development are some of the critical areas that still need improvement. These relative achievements were mainly enabled through the coordination, cooperation, and dialogue platforms supported by the project. In line with this broad observation, the following conclusions are derived from the previous sections. Accordingly, the conclusions are clustered around some of the main evaluation criteria (relevance, effectiveness, impact, and efficiency) as well as other overarching issues which were identified during the evaluation. The latter include observations pertaining to synergy, coordination, and partnership.

**Relevance:** The project had been highly relevant in terms of supporting the establishment and consolidation of different institutional structures which buttress IGAD's migration governance architecture. This judgment builds on findings across the evaluation, conforms to the regular reports submitted by the implementing partners; and is supported by the interviews conducted in Nairobi, Addis Ababa, and Djibouti (as well as by the Skype interviews in Bern and Khartoum). Interestingly, the relevance of the project was also affirmed by different external migration stakeholders who have little or no knowledge of the project's activities. The latter observation stems from an appreciation of the project's thrust on addressing a practically existing policy and institutional lacunae by building the foundations for overarching migration governance architecture in the region. Nevertheless, the need for building on what has been achieved and sustaining the processes and structures initiated by the project were cited as critical future areas of engagement.

**Effectiveness:** To a large extent, the project achieved most of its objectives initially set out in the project document. Key areas of achievement include the establishment of NCM and NCM-like structures in all the Member States, the regular and structured convening of the RCP and the RMCC platforms, providing capacity building support, and building some level of momentum for developing migration policies by some of the IGAD Member States. Nevertheless, these achievements by no means are ends in and of themselves. In essence they need to be further instrumentalized to achieving concrete policy objectives to address some of the pertinent migration challenges of the region. This requires linking decisions and recommendations to actual implementation, better coordination among various internal and external stakeholders on different levels, creation of more national and regional ownership of the emerging processes and structures.

**Impact:** The project has a number of effects, direct or indirect as well as intended or unintended. Some of the major effects could be broadly summarized as contribution to shifting narratives and shaping the migration governance landscape; creating entry points for migration related

initiatives (IGAD and other actors); gradual uptick on momentum on policy development in some countries; and linking the region to global discussions.

**Efficiency:** To a large extent, the project was efficiently implemented, albeit the issues surrounding the no cost extension. The allocated resources had direct contribution to the attainment of some of the result areas, namely supporting the capacity building as well as regular meetings of the NCMs, RCPs and RMCC. However, the no-cost extension of the project, which incurred additional financial costs and time, raises a question on the optimal use of resources throughout the project and underscores the need for finding better arrangements for working together with IOM as the project's key implementing partner.

**Synergy, coordination and partnership:** Clearly, creating linkages among different migration stakeholders was one of the achievements of the project. These linkages to a considerable extent improved how migration is addressed at the national and the regional levels. Nevertheless, as the number of migration actors increased, synergizing and coordinating the efforts of these actors became a key challenge. This is especially felt when it comes to coordinating with other projects with similar or overlapping objectives, notably with BMM and synergizing the IGAD RCPs with the Khartoum Processes.

## 5. Lessons Learnt and Good Practices

The evaluation team identified the following lessons and good practices from the project implementation experience; which may have implications not just for the project but also the wider IGAD migration work:

- Understanding the political nature of building these structures and implementing the project with the necessary level of flexibility (as it is, for example, difficult to dictate strict deadlines on member states to implement structures such as the NCMs);<sup>31</sup>
- How comparably modest amount of funds could be used as seed money for supporting the establishment and/or consolidation of potentially enduring structures which also have multiplier effects for other projects;
- Regional approach to migration governance followed by the project;
- Creating long term national and regional structures for migration governance and the need for synergizing the two levels;
- The importance of national ownership and bottom up approach to sustainability of the project (the case of the Kenyan NCM Secretariat); and
- The need for broadening the participation of the project steering committee by including Member State representatives with subject matter expertise and IOM Country Office representations.

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<sup>31</sup> Key informant interview 5.

## 6. Recommendations

### 1. Enhancing the project's effectiveness in the second phase by capitalizing on some of the results attained in the first phase

#### 1.1 Support full operationalization of the NCMs

- **IGAD (IGAD Migration Program, and the IGAD Secretariat):** Recognizing the largely political nature of establishing the NCMs, IGAD should leverage its political capital to build more momentum to fully operationalize the NCMs, for example, by conducting a tour of all the Member States at the highest level of senior leadership to popularize the idea of NCMs and convening a consultation with the different NCM focal points to review the progress of NCMs.
- **Member States:** Based on stocktaking exercise to assess the current state of establishing operational NCMs in each country, Member States need to prioritize undertaking the missing elements to operationalize and further institutionalize the NCMs. Among other things, MS should ensure that the NCMs coordination should be strategically placed within an agency or ministry that has the relevant expertise and mandate in wider migration issues and the ability to “sermon” other agencies in the country.
- **Swiss actors (Swiss Embassies in the region/SDC/SEM/GPMD):** Support the completion of the various preparatory undertakings to fully operationalize NCMs in the region, including validation of the country assessments, convening of the NCCs, the validation of the proposed ToR for NCMs in countries where some of these exercises have not yet been completed. They can also support IGAD in convening a consultation of the different NCMs dedicated to the review of their progress and charting a way forward.
- **Other partners (BMM, GIZ, EUTF, IGAD Migration program steering committee members):** Synergize their activities related to and/or in support of the NCMs with the IGAD Migration Program. In countries where the NCMs are operational, other partners are also encouraged to use the NCM platforms for implementing their activities, taking into considerations the still-fragile nature of these structures.<sup>32</sup>

#### 1.2 Complete the validation of the National Model Migration Policy

- **IGAD (IGAD Migration Program, and the IGAD Secretariat):** Dedicate one of the RMCC meetings mainly to discuss and adopt the draft National Model Migration Policy in the RCP platform.
- **Member States:** Convene the NCCs in their respective countries and ensure participation of all national stakeholders.

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<sup>32</sup> Key informant interview 5.

- **Swiss actors (Swiss Embassies in the region/SDC/SEM/GPMD):** Support the organization of NCCs in Member States for consultation and subsequent validation of the National Model Migration Policy.

### 1.3 Enhance capacity of the RCPs and RMCC

- **IGAD (IGAD Migration Program, and the IGAD Secretariat):** Establish a taskforce or a technical committee within the RCP framework to address the current gap between tracking the RCP/RMCC recommendations and their actual implementation. The proposed structure should be linked with the current in-house tracking mechanisms and tasked with following up on the implementation of the recommendations.
- **Member States:** Ensure active, relevant, and consistent participation and representation in the RCP and RMCC platforms. Member states should synergize their respective NMCs with the IGAD RCPs. Furthermore, they should make sure that the capacity building endeavors are put to good use to strengthen the national migration governance architecture by ensuring participation of relevant personnel.
- **Swiss actors (Swiss Embassies in the region/SDC/SEM/GPMD):** Continue supporting these regional platforms, while simultaneously looking for sustaining them in the longer-term beyond the Swiss support. In addition, provide capacity building support that is tailored to the contemporary needs and demands of the region, rather than offering generic trainings. Also, create a mechanism to follow up on the impact and implementation of different capacity building endeavors (such as an online survey or tracer study of the whereabouts of training participants as well as feedback by their employers after the trainings).
- **Other partners (BMM, GIZ, EUTF, IGAD Migration program steering committee members):** Provide support to the RCP and RMCC platforms which could potentially and actually serve in bringing together a wide range of stakeholders. This is envisaged to contribute to the sustainability of these regional platforms which are currently over-reliant on the Swiss support. In addition, they should support IGAD Member States on the implementation of the recommendations that came out of these platforms based on their respective comparative advantage (technical, financial, or otherwise).

### 1.4 Better utilization of migration data

- **IGAD (IGAD Migration Program, and the IGAD Secretariat):** Advocate and sensitize Member States to utilize data from existing platforms such as 4Mi. IGAD should make use of the RCP and RMCC platforms to highlight the utilization of migration related data and consequently build the momentum for developing national migration policies.



- **Member States:** Actively participate in the capacity building endeavors suggested above and ensure the utilization of migration related data for their national planning processes and strategies.
- **Swiss actors (Swiss Embassies in the region/SDC/SEM/GPMD):** Support Member States and IGAD in building national and regional capacities to collect, organize, analyze and disseminate migration data that is linked to ongoing discussions and processes (such as labor or climate induced mobility). Rather than creating new platforms, support shall be provided to utilizing migration data from different sources to mainstreaming migration in national development plans and other strategies.

### 1.5 Address mixed migration issues in the region better

- **IGAD (IGAD Migration Program, and the IGAD Secretariat):** Further capitalize on ongoing initiatives such as the Nansen Initiative to come up with specific programmatic interventions that arose out of previous engagements (such as contextualizing the proposed response toolbox for climate induced displacement or advocacy for the Kampala Convention). Convene High-level Ministerial dialogue between IGAD Member States and relevant countries from the Gulf on issues related to labor migration and advocate for the placement of labor *attaché* for IGAD Member States in the GCC Countries. Prepare demand driven, timely, and context specific policy briefs on selected topics of interest related to migration governance in the region. In addition, the project should create linkages with ongoing process such as the Abu Dhabi Process.
- **Member States:** Actively participate in dialogues and implement the above recommendations at the national and regional levels.
- **Swiss actors (Swiss Embassies in the region/SDC/SEM/GPMD):** Support IGAD and Member States in implementing the above recommendations (such as assisting in designing and carrying out programmatic interventions out of previous engagement with the Nansen Initiative; advocacy on the Kampala Convention, Convening a High-level dialogue; appointment of IGAD Member States' labor *attaché* in the GCC; preparation of policy briefs, organizing a side event in partnership with IGAD during the upcoming adoption of the GCM, creating linkages with the Abu Dhabi Dialogue, etc.).

## 2. Enhancing sustainability of the project

- **IGAD (IGAD Migration Program, and the IGAD Secretariat):** Coordinate the efforts of relevant actors working on migration issues to channel part of their support towards sustaining emerging structures.
- **Member States:** Demonstrate greater national and regional ownership of the different processes and structures initiated by the project. This includes supporting

the institutionalization of structures such as the NCMs and the IGAD RCP, dedication of the requisite resources, as well as ensuring appropriate representation and participation in these platforms.

- **Swiss actors (Swiss Embassies in the region/SDC/SEM/GPMD):** Provide material, financial, and technical support to the institutionalization of structures such as NCM secretariats.
- **Other partners (BMM, GIZ, EUTF, IGAD Migration program steering committee members):** Allocate resources to sustaining the above-mentioned structures in coordination with the IGAD Migration Program.

### 3. Synergy, coordination, partnership

#### **IGAD (IGAD Migration Program, and the IGAD Secretariat):**

- Improve technical or operational level cooperation among different migration stakeholders by recalibrating existing coordination platforms (namely the IGAD Technical Working Group on Migration and the IGAD Migration Partners Meeting) to add value in terms of synergy. This will also help enhance collaboration and be useful in conducting/reviewing stakeholder mapping and analysis. It is suggested that a strategic guideline on partnership be developed and used by the Technical Working Group on Migration to this end.
- Actively reach out to other projects (such as the BMM) with overlapping or similar activities and result areas to find out better ways of synergizing efforts on the technical/operational level.
- Design project activities taking into consideration its own comparative advantage (which lies in its strong convening power, leading political dialogue and policy facilitation) and the technical and financial wherewithal of other partners (notably IOM, ILO, WB, GIZ, EUTF, etc.).

#### **Swiss actors (Swiss Embassies in the region/SDC/SEM/GPMD)**

- Actively find ways of coordinating with other migration stakeholders in their various engagements. To this end, Switzerland is recommended to take up the co-chair position of the IGAD Migration Partners Forum to promote the idea of donor/partner coordination.
- Additionally, since Switzerland is also funding other similar initiatives across the globe, it is encouraged to support the cross-learning and exchanges between the different secretariats (for example, Arab league or the Abu Dhabi dialogue). The Swiss also sit in major global migration platforms including PDD, GCM, GFMD etc. and this should be leveraged to promote the migration agenda in the region.
- Support IGAD in elevating the profile of its migration project, not just from public relation or marketing point of view, but substantially to create more awareness on

the coordination, dialogue and cooperation platforms at the national and regional levels (NCMs, RCPs, etc.).

**Other partners (BMM, GIZ, EUTF, IGAD Migration Program steering committee members):**

- Strive more to towards better coordination and synergy not just at the higher levels of project governance (as in the steering committees) but also at the technical and implementation levels. To this end, the steering committee of the different migration related projects need to provide strategic guidance on enhancing coordination and synergy among different migration related projects.
- Key partners such as IOM need to optimize their comparative advantages (technical expertise, local knowledge, and network) towards the full attainment of the project's results. To this end, IGAD and IOM need to streamline their working procedures (administratively and financially).

#### **4. Improving the Project's Monitoring and Evaluation**

**IGAD (IGAD Migration Program, and the IGAD Secretariat) and Swiss actors (SDC/SEM/GPMD)**

- Incorporate a project performance monitoring plan in the design of the project document for the next phase. Among other things, the plan shall attach milestones to the result framework.
- Conduct mid-term evaluation to gauge the projects' progress in a timely manner and to develop a compensation plan, if needed.
- Support the M&E aspect of IGAD in all its migration projects (for example by dedicating an M&E expert to the IGAD migration project)

#### **5. Swiss Secondee for the next phase**

Given the positive assessment of the contribution of the previous Swiss Secondee, this support model was also recommended for the upcoming phase, but with the following qualifications:

- The Secondee shall have specific expertise, preferably in some of the areas to be addressed in next phase such as labor migration, forced displacement (in the context of climate or disaster induced migration)
- Beyond cascading her or his own technical capacity, the Secondee needs to have the ability to train others and build capacity to enhance the project's capacity to deliver better (other than engaging in M&E activities or supporting the day-to-day implementation of the project)
- The Secondee shall preferably also be part of or conversant with some of the global discussions and practices and has professional network which she/he could bring to the region.

- At the same time, the Secondee shall also have a very good understanding of the migration issues of the region and preferably had worked in the region (so she/he must be conversant with pertinent policies and strategies such as the Kampala Convention or the Free Movement Protocol, the Nairobi Action Plan etc.).
- The Secondee shall easily connect to the IGAD Regional Secretariat on Forced Displacement and Mixed Migration in Nairobi, which is handling the forced displacement profile.
- The Secondment shall be directly through the IGAD Secretariat.

## **6. Overall recommendations on the concept note for the next phase**

- Switzerland needs to continue its support for IGAD's migration architecture which is still under construction. The Swiss are considered to have a nuanced understanding of building the structures, which is to a large extent a political undertaking. At the same time the Swiss need to show more ownership and engagement at senior leadership level whenever there is high level meeting on migration in the region.
- While the concept note for the next phase is generally considered relevant, all stakeholders of the project need to critically examine the added value of the project in each of the result areas. To this end, actor mapping and convening a consultation is recommended prior to developing the project document for the second phase. This consultation shall involve different stakeholders, most importantly representatives from BMM, IOM, ILO, UNHCR, Swiss representatives, GIZ, EUTF, as well as pertinent departments within the IGAD Secretariat.
- The project in the very nature of its result areas requires multi-actor engagement. In this regard, the establishment of a technical working group is recommended for the next phase to ensure coordination among key implementing partners as well as with actors implementing similar or related projects. In light of the proposed result areas, the technical working group shall include, among others, IGAD migration program, Swiss representative(s), IOM, BMM, ILO and EUTF.

## **List of Annexes**

Annex 1: List of key informant interviewee

Annex 2: An overview of the state of NCM related activities in all IGAD Member States

Annex 3: Summary of RCP themes

Annex 4: Data collection instruments

Annex 5: Evaluation Matrix

Annex 6: Evaluation Terms of Reference

Annex 7: Project result framework matrix