



IOM Development Fund
Sustainability Review

March 2019

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REVIEW SUMMARY

OBJECTIVE

The IOM Development Fund (originally known as the 1035 Facility) has provided a unique global resource aimed at supporting developing Member States in their efforts to strengthen their migration management capacity. Since the establishment of the Fund in 2001, more than 700 priority projects have been identified by eligible Member States in coordination with IOM offices and implemented in more than 120 countries worldwide, with a view to promoting safe, regular and orderly migration.

While the emerging regional and global migration trends bring about new challenges and opportunities for more effective migration management, the Fund has continued to review and adjust its approach as a seed funding mechanism in order to better respond to the priorities and needs of the benefiting Member States as well as to improve its overall effectiveness. Given its focus on capacity-building in migration management, the realization of intended changes and impacts through the sustained results and benefits of Fund projects is of significant importance. While the Fund has seen some of its projects being extremely successful as seed funding leading to larger impactful initiatives fully owned by the government partners, these achievements became known to the Fund in a rather ad hoc manner and often relied on proactive reporting by the IOM offices. Therefore, the Fund has decided that it would be highly beneficial at this point to draw a decent-sized project sample and reflect on the project sustainability of the Fund in order to inform its strategic approach towards sustainability and future project design. The review, with the support of IOM offices, aims to shed light on “what happened” to the Fund projects after project completion, and on the continued project benefits as well as the major factors influencing project sustainability.

In 2017, the ex-post evaluation became mandatory for all Fund projects within 6 to 12 months of project completion. This enables the Fund to provide information on “what works, what does not and why” in the Fund projects in a more systematic manner and to focus on the lessons learned and good practices that can be applied to its future projects. The ex-post evaluation also plays a crucial role in helping hold the Fund, IOM offices and project partners accountable for the project results and streamlining the assessment of Fund project sustainability.

METHODOLOGY

Target Projects

The project sample for the review comprises all projects funded by the IOM Development Fund in 2014 and beyond that had either a “Closed” or “Completed” status on the Fund’s Project Information and Management Application (PRIMA) as of February 2019. Active projects with ongoing funding were excluded, as they remain premature for the purpose of the review to be aligned with the sustainability definition of the Development Assistance Committee (DAC) of the

Organization for Economic Cooperation and Development (OECD) evaluation criteria,¹ which is characterized by the withdrawal of donor funding. The total number of target projects was 95 spanning multiple geographical regions and thematic areas (Figures 1, 2 and 3). Total funding was USD 13,185,389 for the target projects. The list of all target projects is provided in the annex to the report.

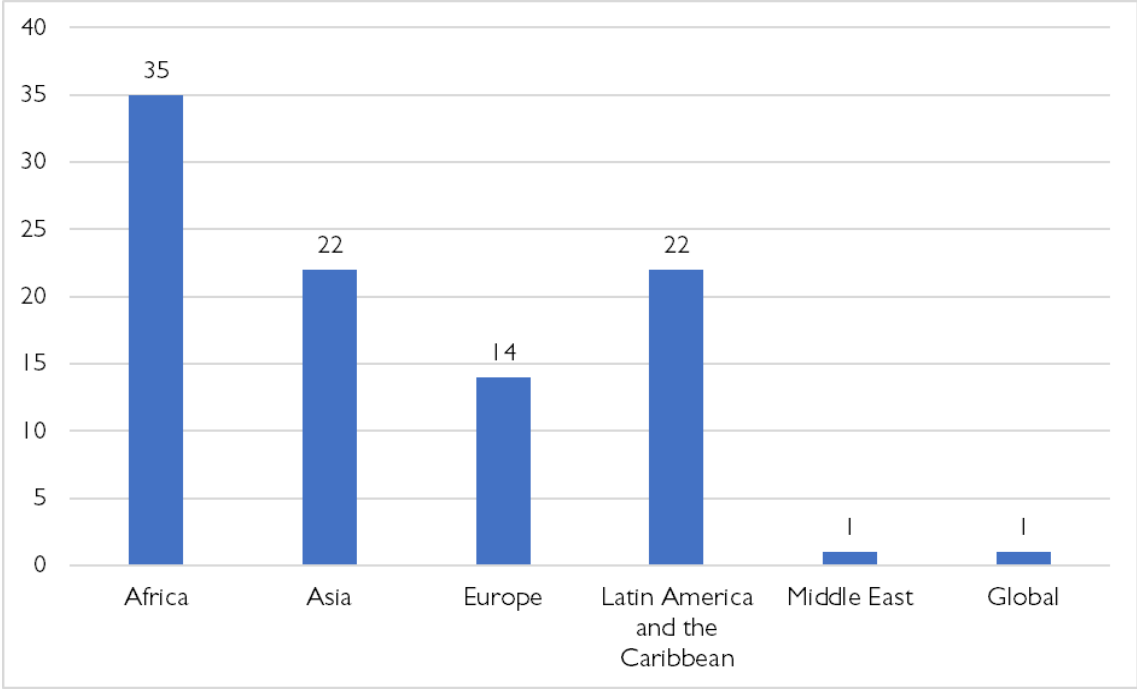


Figure 1. Number of target projects by region

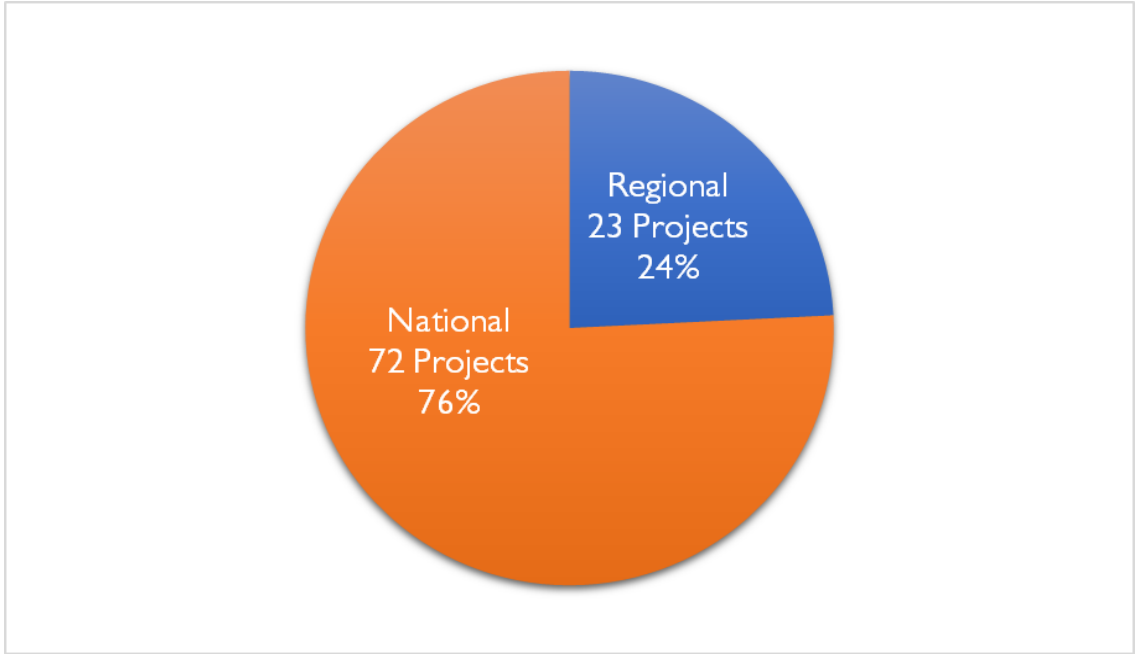


Figure 2. Target projects by geographical coverage

¹ Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.

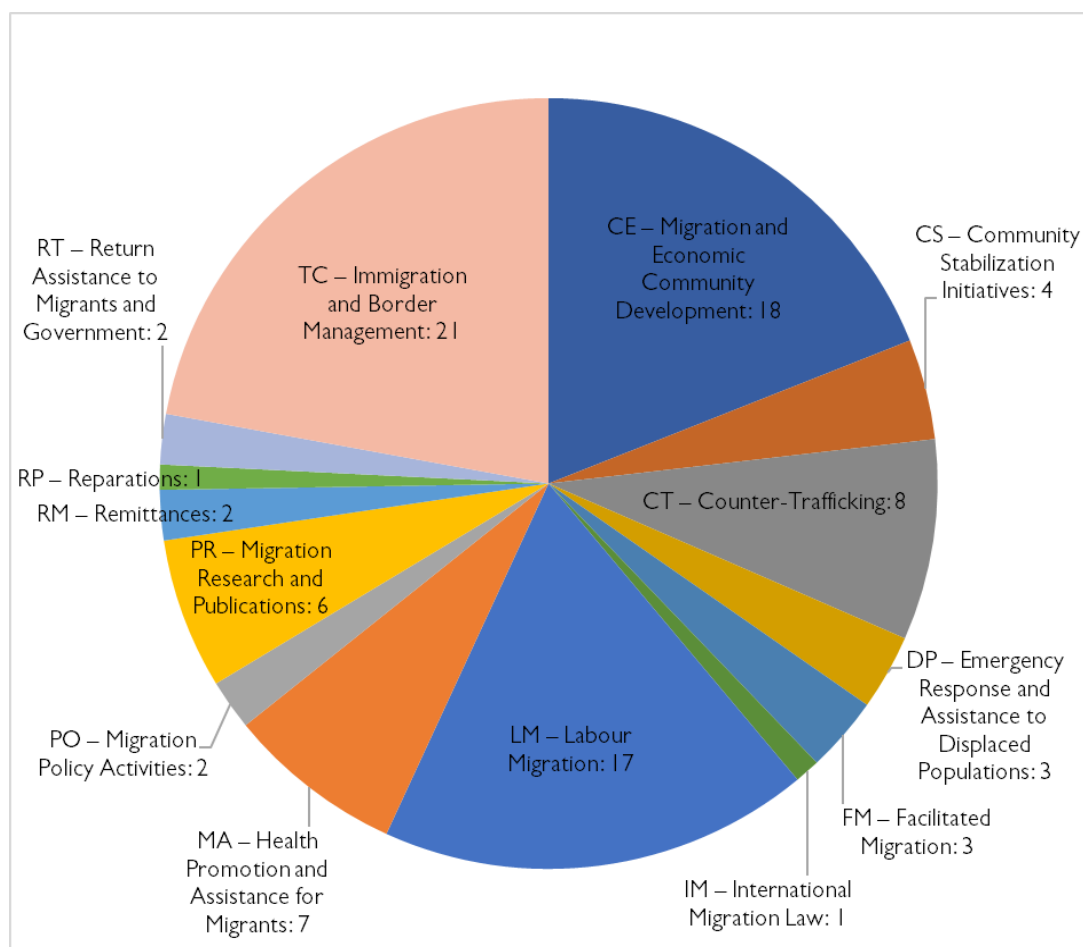


Figure 3. Number of target projects by type

Data Sources and Collection

A quantitative and qualitative survey was conducted in order to collect relevant data from IOM offices that are the main sources of information for the review.

A sustainability review matrix has been developed for data collection, in coordination with the Office of the Inspector General, based on the sustainability definition of the OECD-DAC evaluation criteria. The matrix included the following qualitative and quantitative items relevant to project sustainability and was sent to the relevant IOM offices (the project management sites of the target projects) for their initial input:

- Availability and amount of follow-up donor funding² after Fund project completion;
- Evidence of relevant national budget allocation after Fund project completion;
- Types of activities/interventions sustained after Fund project completion;
- Types of institutional changes witnessed after Fund project completion;
- Factors affecting sustainability.

² For the purpose of this review exercise, follow-up donor funding is defined as funding by external donors, including the IOM Development Fund, that builds upon the achievements of the original Fund projects or that fully or partially contributed to the continuation of the Fund project outputs and activities.

In the end, the data-collection approach relied mainly on the qualitative and quantitative methods, as follows:

- Initial inputs provided in writing for the sustainability review matrix by the IOM offices that were the project management sites of the target projects;
- Follow-up interviews with the IOM offices based on their initial inputs for the matrix;
- Desk review of the Fund project documents including project proposals, interim/final reports and ex-post evaluation reports (if available);
- Desk review of any additional information available, such as follow-up project proposals/reports funded by other donors and related online news articles.

In the case of regional projects, efforts were made to reach out to the IOM offices of all the project beneficiary Member States to obtain as much data as possible.

Analysis

The analysis conducted for the review based on the collected data was both qualitative and quantitative in nature.

The qualitative analysis relied mainly on the review matrix populated with the inputs provided by the IOM offices, which was then supplemented with additional information obtained from the follow-up interviews as well as through the desk review of the existing project documents.

Consolidating the collected inputs enabled the review to produce further quantitative trends and analysis on sustainability across the target projects.

LIMITATIONS

Several limitations of the review which need to be noted for consideration are summarized below.

- The inherent difficulty of gathering accurate and nuanced information relating to project sustainability was experienced during data collection using the review matrix. This risk of inaccuracy and/or oversimplification was mitigated by reviewing additional information provided during the follow-up interviews with the IOM offices and further document review.
- Mainly due to IOM staff turnover, the availability of institutional memory at each IOM office and the level of detail provided varied widely. While this made it difficult to ensure the high level of data coherence and consistency across the target projects, efforts were made to ensure the minimum quality through supplementing the data provided for the review matrix with additional information from the follow-up interviews with the IOM offices and further document review.
- The review is more of a sustainability snapshot at the time of data collection (as of February/March 2019), as the end dates of the target projects all vary and it is not looking into project sustainability at the fixed time frame after the completion of each target project.
- IOM offices were the main source of information for the review; due to time and resource constraints, other project partners were not included for data collection.

FINDINGS

I. Follow-up Donor Funding

The review identifies the availability of follow-up donor funding after Fund project completion as one of the key sustainability data items. Often, it is difficult for the government partners to start fully financing the project initiative immediately after Fund project implementation. Many of the Fund projects strategically start exploring potential follow-up donor funding (also as an exit strategy) during project implementation through showcasing the ongoing project initiative with its achieved/expected project results.

Out of the 95 projects targeted during the review, 34 projects (36% of the target projects) demonstrated evidence of follow-up donor funding (Figure 4); the total amount reported by the IOM offices was USD 76,313,771 (Figure 5).

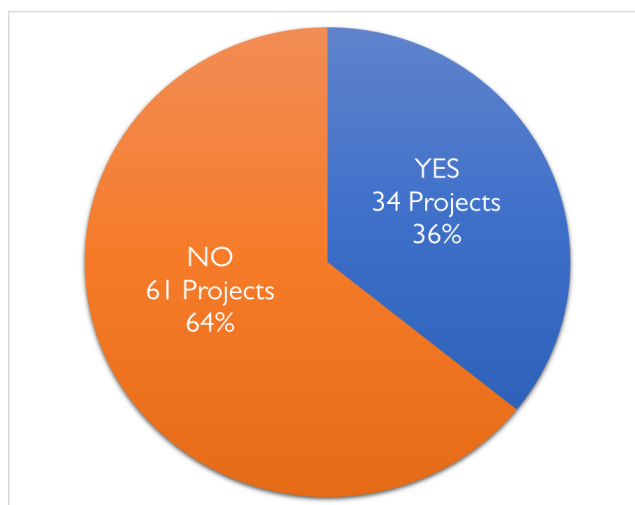


Figure 4. Number and percentage of target projects for which follow-up donor funding was available after Fund project completion

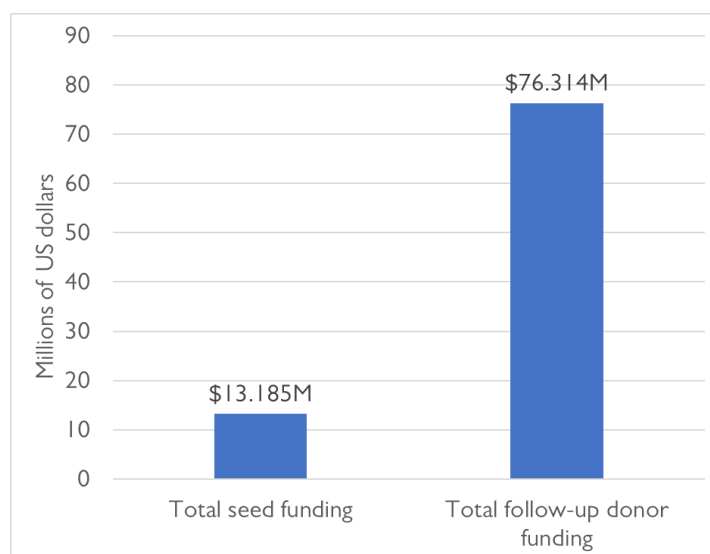


Figure 5. Total seed funding and total amount of follow-up donor funding reported (USD million)

Main donors who have provided follow-up funding after Fund project completion include the European Union, Germany, Norway, Sweden, Switzerland and the United States of America.

Overall, the IOM offices reported positive effects of follow-up donor funding, which often built further upon the achievements of the original Fund projects and successfully contributed to scaling up the initiatives.

2. National Budget Allocation

Evidence of follow-up national budget allocation is a good indication of the government's commitment and its willingness to take the project initiative forward. Out of the 95 projects targeted for the review, 49 projects (52%) reported some evidence of national budget allocation linked to the original Fund project initiative, including in the form of in-kind contributions, as shown in Figure 6. The extent of the national budget allocation varied significantly for each target project and was rather difficult to quantify, as the governments often do not disclose budgetary information or make it publicly available.

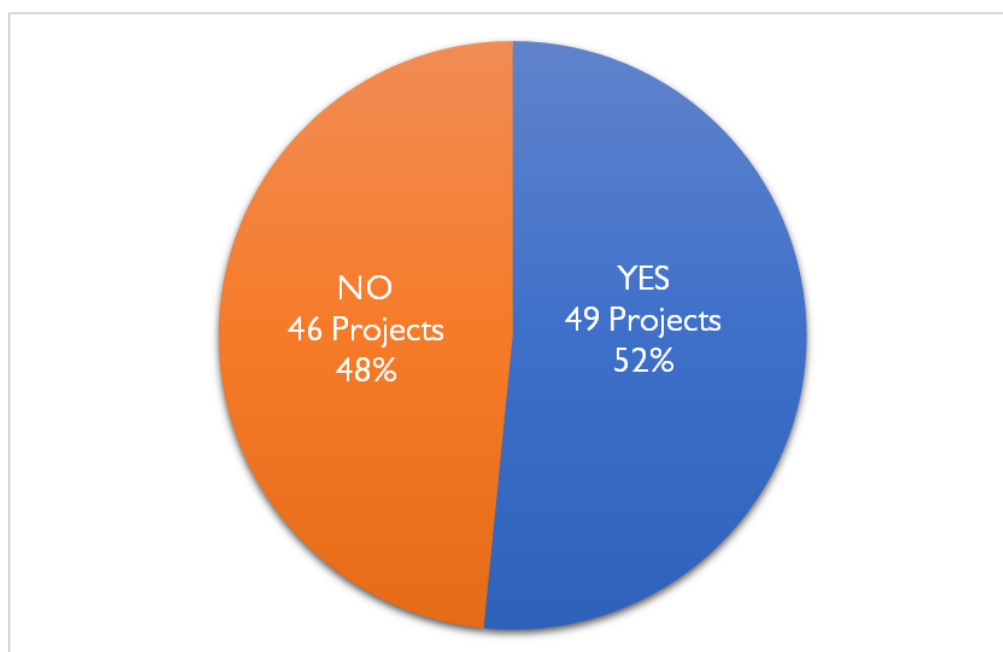


Figure 6. Number and percentage of target projects reporting follow-up national budget allocation after Fund project completion

It is worth noting that, within the target project sample, those projects that effectively engaged multiple government ministries and departments tended to demonstrate more tangible budget allocations to sustain the Fund project initiative.

3. Sustained Interventions/Activities

In order to further explore in what form the Fund project initiative is sustained, the review aimed to collect sustainability data per intervention/activity type (Figure 7). The review allowed multiple intervention/activity types to be reported per project, as follows:

- Staff training;
- Stakeholder coordination;
- Awareness-raising, advocacy and communications;
- Policy development, approval and implementation;
- Legislative review and reform;
- Direct assistance to migrants/communities;
- Operational activities by stakeholders;
- Research;
- Infrastructure.

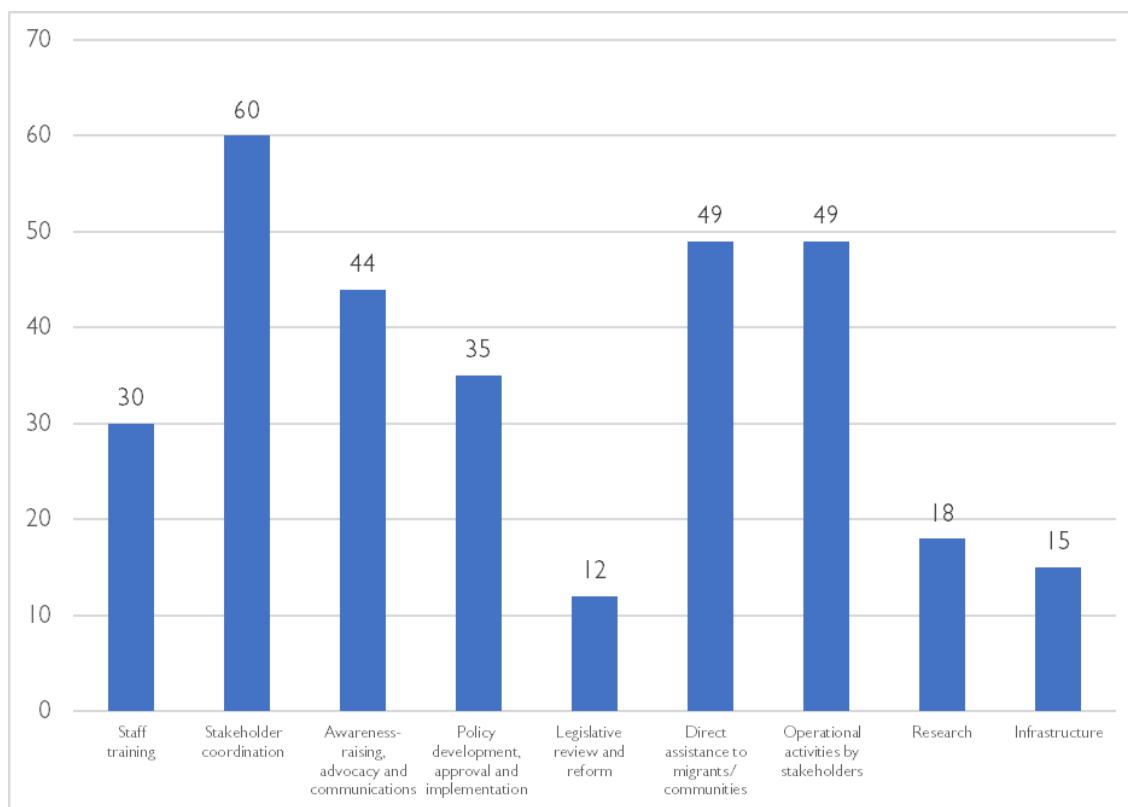


Figure 7. Number of projects reported with sustained elements per intervention/activity type

Out of the 95 projects targeted for the review, 60 projects were reported with some form of sustained coordination mechanisms, for example, interministerial working groups and national committees, related to the original initiative of the Fund project despite the varying meeting frequency and effectiveness. This can be interpreted as a welcoming trend for the Fund taking into account its nature as seed funding, which is meant to bring the stakeholders together for impactful and sustainable initiatives. In CE.0302, “Supporting the Finalization of the Diaspora Policy of Zimbabwe”, a multilevel engagement mechanism coordinated by the Diaspora Directorate in the Ministry of Foreign Affairs and International Trade has been sustained, leading to the implementation of the action plan in accordance with the diaspora policy developed through the Fund project.

In addition to the coordination mechanisms, the review revealed the prevalence of sustained direct assistance to migrants/communities and operational activities by stakeholders linked to the original

Fund project (49 projects each). In TC.0934, “Strengthening the Security of the Belarus–Ukraine Border – Co-funding contribution to the EU-funded SURCAP II project”, the Joint Action Plan has been developed between the border authorities of both countries and joint border patrols continue to be conducted as a regular practice in addition to continued coordination between the two authorities.

The Fund projects also contributed to the sustained work in the area of policy development (35 projects) and legislative review/reform (12 projects). After the completion of TC.0815, “Technical Assistance for the Development of a National Migration Policy in Botswana”, the Government continued with the national validation and consensus-building consultations on the National Migration Policy, which is awaiting endorsement by relevant ministries at the parliament. In TC.0785, “Streamlining Employment of Foreign Workers and Migration Management in North Macedonia”, the recommendations from the project feasibility study were incorporated into the legislations on foreigners and their employment, contributing to the adoption of related laws.

4. Institutional Change

The review also collected information on the types of institutional changes that were evident after Fund project completion (Figure 8). The review allowed multiple types of institutional changes to be reported per project. A total of 53 projects reported that sustained coordination mechanisms (for example, interministerial working groups and national committees) related to the original Fund project initiatives were notable institutional changes. Furthermore, many IOM offices reported on various institutional performance changes often characterized by behavioural changes of the project stakeholders, such as the strengthened learning culture among them and the improved quality of services they provide.

Government structures and government staffing were reported as major institutional changes by 25 projects and 34 projects, respectively. An example is CE.0308, “Mapping the Diaspora of Saint Vincent and the Grenadines”, where the Government, under the framework of the diaspora unit that was created within the Fund project, continues to coordinate and engage with the diaspora and to address the related issues.

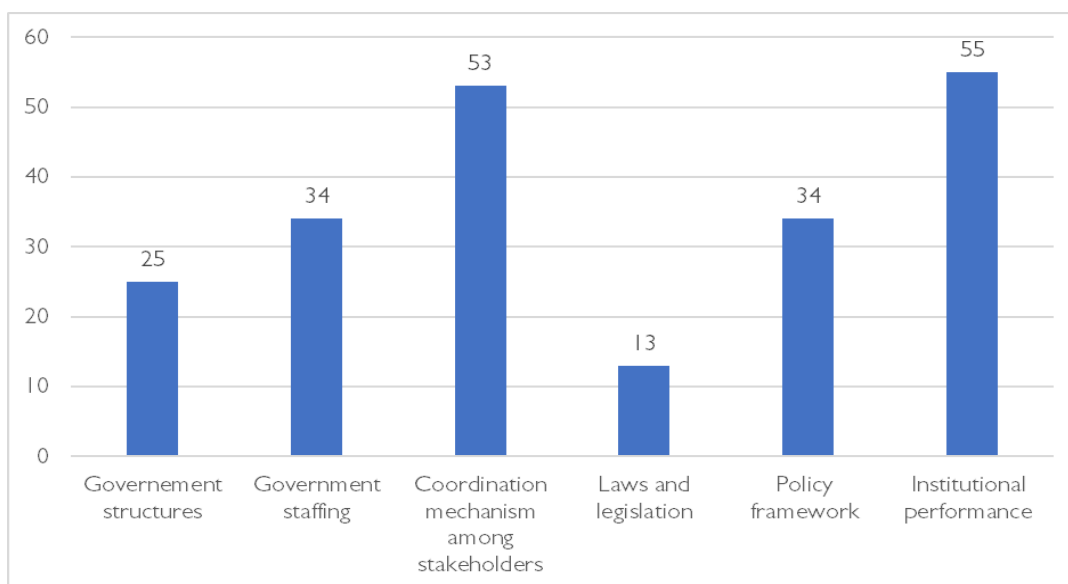


Figure 8. Number of projects reporting institutional changes by type

5. Factors Affecting Sustainability

The main factors affecting project sustainability are summarized in Figure 9, which also shows the number of projects that identified the positive and negative factors. The review allowed multiple factors to be reported per project.

The majority of IOM offices (37 projects) reported that the limited availability of financial resources mainly by government counterparts negatively affected project sustainability, which again highlights the fact that the benefiting governments continue to struggle with the full financial commitment immediately following Fund project completion. The data collected in the review indicate that political factors remain highly relevant to project sustainability, revealing that the change in political power very often negatively influenced project sustainability, whereas it was enhanced in a positive manner when there was strong political will to move the project initiative forward. Furthermore, government staff turnover, particularly at the administrative and operational levels, negatively affected project sustainability in many of the target projects.

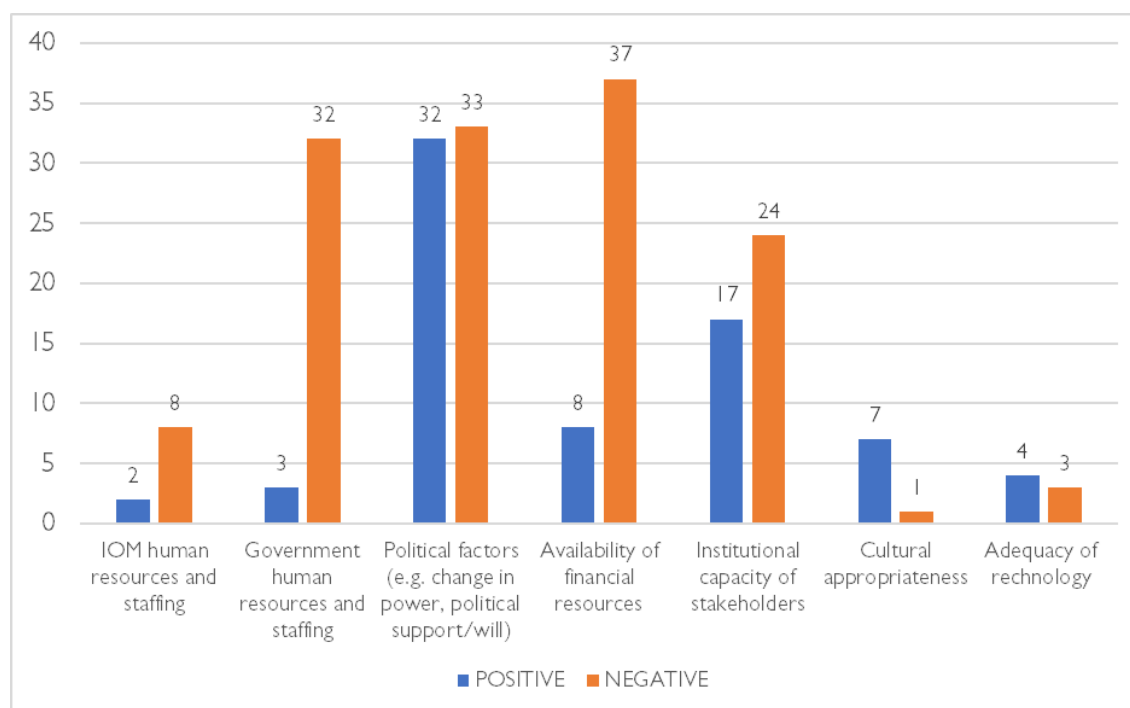


Figure 9. Number of projects reporting factors affecting project sustainability

CONCLUSIONS

- It is difficult for the project partners to ensure financial resources to fully take over the project initiative immediately after Fund project completion and project sustainability is often facilitated by follow-up donor funding. The total amount of follow-up donor funding identified through the review was USD 76,313,771.
- In spite of the varying extent, relevant national budget allocations were reported in more than half of the target project sample; projects that effectively engaged multiple government ministries and departments tended to demonstrate more tangible national budget allocations to sustain the Fund project initiative.
- Approximately 63 per cent of the target projects reported sustained stakeholder coordination mechanisms related to the Fund project initiatives, which is a positive trend for future project sustainability after the complete withdrawal of donor funding.
- Sustained work in policy development and legislative review/reform was reported by the IOM offices as highly impactful.
- The limited availability of financial resources, political factors and government staff turnover were reported as the three major factors negatively affecting project sustainability.

RECOMMENDATIONS

- The Fund should ensure, during the project design and proposal review phases, that the project has in place concrete measures to maximize ownership by government partners as well as a realistic exit strategy for IOM through carefully assessing human and financial resources available to the partners. In cases where follow-up donor funding is to be explored, efforts should be initiated at an early stage of project implementation in consultation with the project partners.
- A whole-of-government approach that engages multiple government ministries and departments should be further encouraged during project design and implementation. The review demonstrated some evidence of this approach, leading to more tangible national budget allocation for the project initiative after Fund project completion. The establishment of national coordination structures, for example, interministerial working groups and national committees, is considered as part of these efforts.
- Taking into account the fact that political factors remain highly relevant and often negatively affect project sustainability, the development and implementation of a solid project risk management plan is crucial to mitigate negative impacts and promote project resilience.
- Further utilization of PRIMA needs to be enforced so that IOM offices are fully aware of the programming continuity and that the institutional memory is maintained at the country level while also accessible at the global level.

ANNEX. LIST OF TARGET PROJECTS

Project ID	Project title
CE.0254	Effective and Sustainable Diaspora Engagement for Development in the Caribbean
CE.0263	Building Capacity of the Government of Papua New Guinea to Respond to Climate Change and Engage Grass-roots Structures in Development Planning for the Atolls (ATOLLS)
CE.0265	Strengthening of the Capacity of the Ministry of Communities to Promote Decentralization of Emigration Management in Cabo Verde
CE.0269	Diaspora Engagement for Migration and Development in Burundi
CE.0275	Awareness-raising and Local Stakeholder Mobilization on the Social Impact of Migration on Children from Migrant Households in the Rasht Valley in Tajikistan
CE.0276	Capacity-building for Strategic Management of Diaspora Resources in the Democratic Republic of the Congo
CE.0277	Strengthening the Involvement of the Cameroonian Diaspora in France and Belgium at the Level of Health Services and Higher Education in Cameroon
CE.0298	Capacity-building for Diaspora Engagement in Mozambique
CE.0299	Harnessing the Positive Impact of Albanian Migration for the Development of Albania
CE.0301	Mapping of the Mauritanian Diaspora
CE.0302	Supporting the Finalization of the Diaspora Policy of Zimbabwe
CE.0308	Mapping the Diaspora of Saint Vincent and the Grenadines
CE.0310	Migration and Climate Change in Indigenous and Rural Communities in a Vulnerable Situation in the Plurinational State of Bolivia
CE.0318	Engaging Diaspora Communities to Support Micro-entrepreneurship in Morocco
CE.0325	Diaspora Engagement to Develop Medical and Psychiatric Sectors in Burundi
CE.0333	Enhancing the Development of the Republic of Moldova through Engagement with Diaspora–Homeland Partnerships
CE.0352	Contributing to the Achievement of Sustainable Development Goals Related to Migration Management in the Dominican Republic
CS.0702	Assessing the Current and Future Dynamics of Environmental Migration for Enhanced Policymaking in Kyrgyzstan
CS.0738	Strengthening Capacity in Migration Management in the Regions with Transboundary Water Resources, in the Context of Disaster Risk Reduction and Climate Change Adaptation in Kazakhstan
CS.0743	Community-based Tribal Conflict Mitigation and Peacebuilding in Enga and Morobe Provinces in Papua New Guinea (COMBAT-COMIT) – Phase I
CS.0820	Community-based Tribal Conflict Mitigation and Peacebuilding in Enga and Morobe Provinces in Papua New Guinea (COMBAT-COMIT) – Phase II
CS.0837	Development of a National Framework for Durable Solutions in Vanuatu
CT.0770	Special Report on Combating Trafficking in Persons in Kazakhstan
CT.0778	Building the Capacity of the Zambian Prison Service to Protect the Rights of Vulnerable Migrants

Project ID	Project title
CT.0783	Helping the Government Address Issues of Trafficking in Persons in Madagascar
CT.0788	Supporting Western Balkan Countries in Efficiently Responding to the Challenges Posed by Migration of Unaccompanied Minors
CT.0847	Supporting Ecuador in the Prevention and Prosecution of Trafficking in Persons and the Protection of Victims
CT.0887	Identifying Gaps and Assessing Needs: A Comparative Assessment of Counter-trafficking Efforts in Countries in the South Caucasus
CT.0975	Strengthening the Capacities of MERCOSUR Countries to Combat Human Trafficking and Improve the Conditions of Migrant Women
CT.0988	Strengthening the Institutional Capacity of the Government of Nicaragua to Promote the Rights of Irregular Migrants in Transit
DP.1298	Strengthening ECOWAS Capacities on Population Displacement Management
DP.1321	Enhancing Preparedness for Migration Management through Contingency Planning in the Western Balkans
FM.0390	Vocational Training and Livelihood Opportunities for Regularized Migrants in Morocco
FM.0408	Promoting Safe Migration and Integration through the Establishment of a Migrant Resource Centre in the Marshall Islands
FM.0440	Promoting Social Inclusion of Migrants in Argentina
IM.0041	Reinforcing the Human Rights Approach in Migration Policies of the MERCOSUR Member States and Associated States
LM.0251	Labour Mobility as a Factor of Development in South-Eastern Europe
LM.0253	The Road to ASEAN: Strengthening Labour Migration Management in Timor-Leste
LM.0254	Building the Capacity of Cambodia to Manage Outward Migration (BECOME)
LM.0258	Strengthening Labour Migration Management in Ethiopia
LM.0262	Improving Labour Migration Management in Belize
LM.0276	Strengthening National Capacity to Manage Labour Migration and Mobilize Diaspora for National Development in Nigeria – Co-funding of an EU project
LM.0277	Strengthening Labour Migration Management in Malawi
LM.0280	Developing a Road Map to Facilitate South–South Labour Mobility in Southern Africa
LM.0281	Validating a Road Map to Facilitate South–South Labour Mobility in Southern Africa
LM.0282	Developing Capacities for Forecasting and Planning Migration from Egypt
LM.0283	Strengthening Labour Migration Management in Madagascar
LM.0286	Piloting Temporary Labour Migration of Georgian Workers to Poland and Estonia
LM.0288	Developing a National Labour Migration Policy for Namibia
LM.0290	Enhanced Skills Development and Qualification Recognition of Labour Migrants from Bangladesh
LM.0292	Strengthening Knowledge-based Policy Analysis on Labour Migration in the Dominican Republic

Project ID	Project title
LM.0298	Building the Capacity and Raising Awareness among COMESA Member States on the Free Movement Protocol
LM.0304	Strengthening Labour Migration Management in Lesotho
MA.0311	Addressing Migration-related Health Issues in Turkmenistan
MA.0318	Responding to Migrants' Vulnerability to Malaria and Understanding the Migration and Epidemiology of Artemisinin-resistant Malaria in Binh Phuoc Province in Viet Nam
MA.0328	Strengthening the Capacity of Local Authorities and Community-based Actors to Prevent the Spread of Ebola in West Africa
MA.0339	Strengthening of a Binational Agenda on Migrant Health in the Tacna–Arica and Antofagasta Regions
MA.0348	Promoting and Integrating Inclusive and Migrant-friendly Health Assessment Services in the National Health System of Sri Lanka
MA.0373	Technical Support for Global Consultations on Migrant Health – Sri Lanka
MA.0377	Towards the Effective Rights of Migrants to Health in Central Asia: Assisting Governments in Enhancing the Provision of Health Services for Migrants
PO.0060	Development, Promotion and Inclusion of a Migratory Perspective in Colombian National Climate Change Policies
PO.0068	Establishing the Accra Forum – An Intra-regional Consultation Towards Facilitating Free Movement of Persons in Africa
PR.0140	Migration Profile in Namibia: Building Capacities to Promote Evidence-based Policymaking
PR.0144	Assessing the Nexus between Climate Change, Environmental Degradation and Migration in South Asia
PR.0152	Development of Training Manual and Capacity-building on Migration, Environment and Climate Change
PR.0164	Research and Policy Dialogue Initiative on Migration and Development in Nepal
PR.0179	Strengthening the Jordanian Economy's Links with the Diaspora
PR.0197	Strengthening the Capacities of the Government of Djibouti to Better Collect and Analyse Migration Data and Statistics towards the Development of a Migration Profile in Djibouti – Phase I
PR.0205	Zambia Migration Profile: Supporting Evidence-based Migration-related Policymaking and Planning in Zambia
RM.0021	Improving Capacity to Leverage Remittances for Development in Africa: Supporting the Establishment and Operationalization of the African Institute for Remittances
RM.0025	Improving Capacities to Leverage Remittances for Development in Ghana
RP.0066	Technical Assistance for the Ministry of Peace and Reconstruction to Ensure Effective Access of Conflict-affected Persons to Victim Assistance Processes in Nepal
RT.1066	Building Government Capacity for Post-arrival and Reintegration Assistance for Unaccompanied Children Returning to El Salvador and Honduras
RT.1130	Comprehensive Actions to Respond to Migration in Border Areas in the Department of La Guajira in Colombia
TC.0760	Strengthening Migration Management in Belarus, the Republic of Moldova and Ukraine (Co-funding contribution to MIGRECO Project)
TC.0766	Developing a Migration Policy to Integrate Migration into the National Development Framework for Ghana
TC.0768	Strengthening the Migration Management System in Paraguay
TC.0770	Helping to Combat Trafficking in Persons and Migrant Smuggling in the Western Balkans

Project ID	Project title
TC.0778	Migrant Flows from El Salvador to the United States of America: Improving Migrant Identification, Care and Protection
TC.0779	Technical Assistance to Improve Border Management in Chad
TC.0783	Strengthening Migration Management in Peru
TC.0785	Streamlining Employment of Foreign Workers and Migration Management in North Macedonia
TC.0789	Supporting the Government of Mongolia to Improve Migration Management through Migration Management Policy and Training of Border Officials
TC.0798	Strengthening Migration Governance through the Implementation of Migration Legislation in Nicaragua
TC.0799	Co-funding for the Swiss Agency for Development and Cooperation Project: Building the Capacities of and Strengthening Cooperation between Law Enforcement Officials of Albania, Bosnia and Herzegovina, Montenegro, Serbia, Kosovo/UNSC 1244 and North Macedonia
TC.0815	Technical Assistance for the Development of a National Migration Policy in Botswana
TC.0820	Enhancing the Migration Information System of the Plurinational State of Bolivia to Increase Knowledge Management Capacities
TC.0826	Capacity-building for Migration and Border Management in Burkina Faso
TC.0856	Migration Management through an Interconnected Border Management Information System (MIDAS) at Silvio Pettirossi and Guarani International Airports in Paraguay
TC.0859	Increasing the Capacity of the Government of Serbia to Address Irregular Migration
TC.0870	Strengthening Capacities of Armenian National Security Service and Border Guards in their Response to the Migration Crisis
TC.0893	Gender Mainstreaming for Secure Borders in Tajikistan (GEMSBO)
TC.0934	Strengthening the Security of the Belarus–Ukraine Border – Co-funding contribution to the EU-funded SURCAP II project
TC.0961	Enhancing Migration Management in Belize through an Upgrade of the Migration Information and Data Analysis System (MIDAS)
TC.0980	Technical Support to Improve Border Management Controls in Liberia