**Terms of Reference:**

External Ex-post Evaluation of the project ‘Strengthening Border Management in Turkmenistan by Contributing to a Modernised Visa System and Pre-Arrival Exchange of Information

*Commissioned by:* IOM Country Office in Turkmenistan

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| **Project Identification:** |  |
| **Executing Organization:** | International Organization for Migration (IOM),  Country Office in Turkmenistan |
| **Project Management Site** | Ashgabat, Turkmenistan |
| **Relevant Regional Office** | RO Vienna |
| **Donor** | IOM Development Fund (the Fund) |
| **Project Period and Overall Duration:** | 15 months  01 January 2018 – 31 March 2019 |
| **Geographical Coverage:** | Turkmenistan |
| **Project Beneficiaries:** | State Migration Service (SMS), State Border Service (SBS), Ministry of Internal Affairs (MoIA), State Customs (SC), Ministry of National Security, Migrants |
| **Project Partner(s):** | State Migration Service (SMS), International Civil Aviation Organization (ICAO), Organization for Security and Co-operation in Europe (OSCE), International Police Organization (Interpol), Ministry of Foreign Affairs (MFA) |
| **Total Funding Received:** | 100,000 USD |
| **Total Funding spent (before evaluation):** | 97,363 USD |

1. **Evaluation Context:**

Established in 1951, IOM is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners. IOM established its office in Turkmenistan in 1998. Since then, IOM in Turkmenistan has been promoting humane and orderly migration for the benefit of all, providing services and advice to the government as well as to migrants. IOM Turkmenistan will continue its work within various functional areas: counter-trafficking and assistance to migrants, migration and health, immigration and border management, and migration and emergencies.

Turkmenistan shares borders with Kazakhstan, Uzbekistan, Afghanistan and Iran, in addition to having a long blue border along the Caspian Sea. The security situation in the region remains volatile. On the one hand, transnational organized crime, such as human trafficking and drug trafficking, continues to pose challenges for the Central Asian governments, including Turkmenistan. On the other hand, Taliban and other extremist groups present a security threat for the region and beyond. Therefore, the Government of Turkmenistan needs support in strengthening the immigration and border management structures to ensure efficient and secure management of flows of persons and goods across its borders. In line with this situation, IOM identified a need to focus on enhancing Turkmenistan’s border management through building capacities of relevant law enforcement agencies and establishing the foundations for modernizing the visa system and facilitating pre-arrival exchange of information.

Specifically, within the frame of the project on “Strengthening Border Management in Turkmenistan by Contributing to a Modernized Visa System and Pre-arrival Exchange of Information”,IOM in Turkmenistan aimed to contribute to modernizing visa systems and introducing pre-arrival exchange of information to promote security and facilitate cross-border flows in Turkmenistan.

To support that objective, the project aimed to achieve the following two outcomes:

1) Enhanced capacities and knowledge of senior level officers, both men and women, facilitate the development of an e-visa system in Turkmenistan based on the findings and recommendations of the review and

2) Enhanced capacities of migration and other law enforcement officers facilitate sharing of pre-arrival information among agencies as well as with other countries.

The activities included the review of the existing visa system in Turkmenistan and, based on the findings, the formulation of a set of recommendations for the government. These were presented to the senior migration and border officers. The project further included the organization of a tailored workshop for senior migration and relevant law enforcement officers on efficient visa systems. Additionally, IOM made recommendations on the legal frameworks necessary for the implementation of Advance Passenger Information (API) and, based on this, organized two tailored trainings on API and border management. Finally, a study visit was organised for senior level officials with the purpose of exchanging good practices in the area of border management, including API.

1. **Evaluation purpose**

The ex-post external evaluation is being conducted for use mainly by IOM senior management and the donor (the Fund) to assess: (a) *relevance* of the project’s intended results, and the Theory of Change; *coherence* of the project with IOM’s activities and other interventions in the sector; *effectiveness* of the project in reaching stated objectives and results, as well as addressing gender and use of a human-rights based approach; *efficiency* including cost-effectiveness of project implementation; *impact* prospects to determine the entire range of effects of the project (or potential effects) and assess extent to which the project has contributed to producing expected changes; and *sustainability* of the project’s results and benefits (or measures taken to guarantee it) or prospects for sustainability. The evaluation should also consider how effectively issues of *gender equality* and *human rights protection* were mainstreamed in the process of project design and during project implementation. Finally, the evaluation should identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund in its decision-making about future project funding.

The Fund will use findings to assist in its decision-making on use of the Fund as seed funding, on project management, and to fine-tune interpretation and categorization of funding criteria and overall regional disbursement strategies. The evaluation will also be used by IOM staff, in particular staff at the IOM Regional Office in Vienna, to learn about good practices, lessons learned and recommendations to inform ongoing and future API programming.

IOM will also share the evaluation report with the participating institutions, so that they can also assess the performance, relevance and accountability of the project in relation to the intended beneficiaries.

The evaluation will need to be gender-sensitive and shall seek to understand the extent to which the project has been successful in addressing the gender-specific needs. -

1. **Evaluation scope**

The evaluation will cover the entire implementation period from 01 January 2018 - 31 March 2019, and the data collection will involve stakeholders that are all located in Ashgabat.

1. **Evaluation criteria**

The evaluation will cover the criteria of relevance, coherence, effectiveness, and efficiency of the project, and to the possible extent, will address the likely impact and sustainability of the project. The evaluation will be gender-sensitive.

1. **Evaluation questions**

More specifically, the evaluation shall focus on the following questions:

Relevance

1. To what extent were stakeholders consulted and involved in designing the project?
2. Is the project aligned with and supportive of national and regional strategies, IOM’s strategies and Fund’s objective?
3. Does the project respond to the needs of the target group?
4. Were the project activities and outputs consistent with the intended outcomes and objective?
5. Is the original project logic still relevant? Did the assumptions hold true? If not, how were the results affected and how did the project respond?

Coherence

1. How well did the stakeholders harmonise and coordinate their interventions with other partners including but not limited only to other donors, other UN agencies and/or international organizations implementing similar projects?

Effectiveness

1. To what extent were target groups consulted and involved in the implementation of activities, thereby improving ownership, accountability and effectiveness?
2. Have the project outputs and outcomes been achieved in accordance with the stated plans? In particular:
   1. What were the results of the trainings on professional development of the national institutions, and how has it contributed to the institutional capacity building programme of the beneficiaries?
   2. Have local stakeholders increased their capacities to address the challenges in combating human trafficking?
3. What are the internal and external factors that helped or hindered achievement of the results (outputs, outcomes and objective)? How did the project respond and adapt to those factors?

Efficiency and cost effectiveness

1. Was the project implemented in a most efficient way, in line with budget and expected expenditures, considering funds, expertise and time?
2. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities?
3. Did the project require a no-cost or costed extension?

Impact

1. What long-term changes can be observed in relation to countering human trafficking and protecting victims of human trafficking?
2. To what extent did the project likely contribute to observed changes, considering also other factors?
3. If any, which unintended effects can be observed, whether positive or negative?

Sustainability

1. Have benefits generated by the project continued since the end of the implementation of this project?
2. Do the project partners have the technical and financial capacity and are they committed to maintaining the benefits of the project in the long run, without external support?

Cross-cutting theme: Gender

1. To what extent was a gender sensitive approach used in the design and implementation of the project, and to what extent does it contribute to an improved impact of the project including in relation to gender-specific needs and results that can be observed?

The focus should be on summative assessment of the performance and results to date, in particular outcome level changes and contribution to impact, as well as sustainability. The evaluation should also document any lessons learned and good practices to be used by IOM staff and partners to inform design and implementation of similar projects, whether in the country or globally. Finally, recommendations should highlight in particular any actions that could be taken to strengthen performance and achievement of results in ongoing or future similar projects.

1. **Evaluation methodology**

The following combination of data collection methods is proposed be used in the evaluation, pending discussion with and the inception report of the selected evaluator:

* Review of existing documentation (project documents, reports, manuals and handbooks, photos, information presented in the media);
* Semi-structured interviews with IOM staff responsible for the project implementation, government agencies and other stakeholders (based on the status with the COVID-19, remote data collection can be used to replace face-to-face meetings);

The evaluation must be conducted considering IOM Data Protection Principles, UNEG norms and standards for evaluation and other relevant ethical guidelines for conducting evaluation.

**Deliverables**

The selected evaluator should develop an **inception report** including an evaluation matrix and related data collection tools to describe their understanding of the TOR and how they will conduct the evaluation including any revisions to the methodology as required. This should be submitted to the project manager following the document review phase, for comments and discussion with the evaluator to finalize plans prior to the interview phase.

Following the interview phase, the evaluator should prepare a short **presentation** of the initial findings and tentative conclusions and recommendations. This will be used by the evaluator to debrief the project manager, to identify and address any misinterpretations or gaps. Final quality control is the responsibility of the project manager.

Building on the debrief and initial feedback received, the evaluator should prepare a **draft report** to be shared with IOM in Turkmenistan. IOM will be responsible for compiling comments/feedback, including from the Fund and from IOM’s Regional Office in Vienna. The project manager and the project team will then finalize the report based on the comments/feedback received.

The **final report** shall be written in English and meet good language standards, being grammatically correct, proofread and laid out well, consisting of between 20 and 25 pages of the main text (without annexes). The report will follow the same presentation logic and include, at a minimum, the information described in the IOM Project Handbook template for evaluation reports: executive summary, list of acronyms, introduction, evaluation context and purpose, evaluation framework and methodology, findings, conclusions and recommendations. Annexes should include the TOR, inception report or evaluation matrix, list of documents reviewed, list of persons interviewed or consulted, data collection instruments, as well as any other relevant information.

A **two-page evaluation brief** will also be developed by the evaluator to summarize key findings, conclusions and recommendations. IOM will provide a template as guidance, which can be adapted by the evaluator, but which should be no longer than two pages. Page one should include: Identification of audience; Project information (project title, countries covered, project type and code, project duration, project period, donor(s), and budget); Evaluation background (purpose, team, timeframe, type of evaluation, and methodology); Brief description of the project. Page two should summarize the most important evaluation results: Key findings and/or conclusions, best practices and lessons learned (optional), and key recommendations.

Finally, once the evaluation report and brief are finalized and accepted by the Evaluation Manager, the evaluator should prepare a draft **Management Response Matrix** using the IOM template that will be provided to the evaluator, by inserting the recommendations as well as an indicative timeframe or deadline for implementation. The Evaluation Manager will be responsible for finalizing the matrix.

1. **Roles, responsibilities, and work plan:**

The evaluation will be conducted by one external evaluator. The respective roles and responsibilities are outlined below:

*External evaluator:*

* Preparation, carrying out data collection and analysis, and drafting all of the products outlined above.
* Provide periodic feedback as needed to the Project Manager on progress and any challenges.
* Provide debrief at the end of the data collection phase to present initial findings and tentative conclusions. This will allow for any obvious oversights, misinterpretations, or information gaps to be identified and addressed before the external evaluator begins drafting the full report.

*Project (evaluation) manager:*

* Arrange interview logistics including meetings (or e-mail addresses of the stakeholders needed).
* Manage evaluation process including feedback and quality control to the inception phase, debrief, and provide comments to the draft evaluation report.
* Assist in addressing issues or challenges flagged by the evaluator.
* Finalize the management response matrix within one month of completion of the evaluation.

**Realistic delivery dates and details as to how the work must be delivered**

**Implementation period: 31 May – 16 July 2021.** The precise dates will be confirmed with the selected evaluator. The final report be completed by 16 July 2021.

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| **TASKS** | **TIMEFRAME (Working days)** |
| Conduct **desk research**: gather and analyze reliable, relevant, and up-to-date information from all available sources (including project reports and information from non-governmental agencies and international organizations).  The evaluator shall prepare an **inception report** to summarize the findings of the desk review and provide further details on methodologies to be used and/or any revisions to the methodology as required. This must be submitted to and approved by the project manager prior to the start of data collection. | 3 days |
| Conduct **interviews** with IOM staff and relevant stakeholders | 4 days |
| **Draft the report**, **brief** and **Management Response Matrix**  and submit to IOM for feedback and further inputs | 6 days |
| **Finalize the report** **and the brief** and submit to IOM | 2 days |

1. **Call for applications for external evaluator**

Qualifications and experience

The external evaluator should meet the following requirements:

* Relevant academic background (Master Degree preferred);
* At least 3 years’ experience in monitoring and evaluation of protection/assistance projects and in developing M&E frameworks for implementation by project staff;
* Skills in evaluation design, qualitative data collection and analysis, drafting and editing in English, communication, time management and cultural sensitivity are required.
* Excellent analytical, interpersonal and communication skills;
* Experience conducting semi structured interviews at various levels required (face to face and remotely).

Performance indicators for evaluation of results:

* The quality of and the timely completion of the evaluation materials,
* Balance of theory and practical information in developing materials;
* Quality, user friendly and topic oriented, comprehensive presentations;
* Compliance with IOM House Style Guidelines
* Compliance with IOM Data Protection Principles

Interested evaluators are invited to submit the below as part of the application:

* **CV of the evaluator**
* **Proposal outlining the proposed methodology for the evaluation, data analysis techniques, quality control measures, timelines, and all-inclusive budget**
* **Two samples of previous work**

Applications are to be submitted to following e-mail address: [registry.tm@undp.org](mailto:registry.tm@undp.org) indicating the position title in your email subject line and quoting the reference code – CFA-IOM-ASB- 2021-01:

***The deadline for applications is 21.05.2021, 6 P.M.***