MID TERM EVALUATION OF THE PROJECT

"SUPPORT TO FREE MOVEMENT OF PERSONS AND MIGRATION IN WEST AFRICA"

FINAL REPORT

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LIST OF ACRONYMS

ACBC	Africa Capacity Building Centre of the International Organization for Migration
AU	African Union
CPSC	Committee for Project Steering and Coordination
DDF	Demand Driven Facility
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EU	European Union
FMM	Free Movement and Migration
ICMPD	International Centre for Migration Policy Development
ILO	International Labour Organization
IOM	International Organization for Migration
ITC	International Training Centre (of the International Labour Organization)
LMIS	Labour Market Information System
MIDWA	Migration Dialogue for West Africa
NFP	National Focal Point
NSA	Non State Actors
PSU	Project Support Unit
SDC	Swiss Agency for Development and Cooperation
TIP	Trafficking in Persons
ToT	Training of Trainers
UN	United Nations
UNDESA	United Nations Department of Economic and Social Affairs
UNECA	United Nations Economic Commission for Africa
UNHCR	United Nations High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime

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EXECUTIVE SUMMARY

The project "Support for the free movement of persons and migration in West Africa" (FMM) was agreed and signed by ECOWAS and the EU in 2013. The initiative amounts at 24,450,000 euros divided between EDF contribution (€ 24.45 million) and ECOWAS (450 000 EUR).

The FMM has three components: i) strengthening the capacity of the Commission of ECOWAS, ii) strengthening the capacity of national institutions; iii) promoting the involvement of non-state actors and local authorities.

The project was in line with the objectives pursued under the Regional Indicative Programme and the 10th EDF, mainly the strengthening of the State of law, the issues of the protection of migrants, security and public health.

The period of implementation was fixed for a period of 57 months.

The purpose of the present mid-term evaluation is – as stated in the ToRs - *to evaluate the relevance, efficiency, effectiveness and sustainability of the project with a specific focus on providing recommendations on how to improve performance in the final stage of implementation*.

The following pages resume the main findings of the evaluation team.

Relevance. The project is still highly relevant for the region and for the EU. It is in line with African and regional priorities, and is well aligned with the priorities set out in the EU-West Africa Regional Indicative Programme. The relevance of addressing migration issues in increasingly gaining importance not only at regional level, but also for the EU which is developing new instruments of cooperation in this sector and is providing emergency funds to tackle the numerous areas encompassed in the field of migration. The design of the project reflects outdated aid modalities; it should be revised and built around result based principles, effectiveness (focus on results) and sustainability (focus on durability). Finally, the strategic dimension of the objective is not clearly reflected in the long list of activities, many of which consist of short term events.

Efficiency. The project suffered from delays in the recruitment of staff, long inception times, difficulties to discuss implementation with partners at ECOWAS. The overwhelming incidence of project management costs on the overall budget represents an issue. Management arrangements are relatively heavy and have been affected by insufficient human resources at ECOWAS. The choice of partnering with international organisations brought about both positive effects (competencies) and challenging aspects (lengthy procedures, high implementation costs).

Effectiveness. The project has produced several quality products and has undoubtedly encouraged the strengthening of regional dialogue on migration, thus leaving room for further developments in this field. The focus on ECOWAS might limit the achievement of results at national level, given the limited power of the organisation and the fact that the Member Countries are the sole entities responsible for implementation of legislation, policies and strategies.

Sustainability. The limited staff and financial capacities of ECOWAS and the absence of knowledge centres where knowledge products developed under the project might be placed to be then disseminated and embedded in practice bring about the risk that the benefits of the project and its outcomes will not last after the project completion. It is strongly encouraged to put in place measures to ensure the durability of the project results and their further consolidation.

Lessons learned

The project is not well aligned with indications set out in the EU Backbone Strategy, which represents an important step forward in the planning of programmes and actions. It is advised to review the project from this perspective and adjust it accordingly, where possible.

Continuity is required in order to take advantage of results and outputs developed under the project, which has brought about several positive contributions: action plans, migration profiles, training manuals, donors' mapping reports etc. These achievements need to be consolidated through further cooperation.

Activities are more successful where they are executed in synchrony with sector reforms and legislative developments in the sector. In general, all projects designed to support recently launched strategies or policies have a demonstrated higher impact and enjoy more favourable conditions for sustainability and

durability.

Conclusions

The project is still very relevant to regional and national needs. Although new priorities have emerged in the last period due to the migrants' crisis which led to the Valletta Action Plan, the project has been able to align with those and develop an adequate set of actions, the most relevant of which is the ECOWAS Common Position elaborated with the support of the project.

The design of the project is focused on activities rather than results; indicators reflect this approach being activity- and not results-based, thus diminishing the strategic dimension of the project.

The project design does not take into sufficient consideration issues of efficiency, effectiveness, sustainability.

The project has not undergone any ROM report. A timely ROM mission could have evidenced earlier some urgent issues to be addressed.

Efficiency has been hindered by an excessive emphasis on project management, which went at detriment of actual contents (training, support to MIDWA dialogue, support to national and non-state stakeholders, and development of migration profiles).

Implementing agencies cannot replace the work of the beneficiary; the project should be implemented by ECOWAS to generate ownership and responsibility. This did not happen yet for reasons due to unavailability of staff. It is hoped that the hiring of dedicated staff, due to occur soon, will solve this issue.

Effectiveness and sustainability have had limitations, due to the scarcity of staff and technical capacities of ECOWAS .

The project is mainly focused on ECOWAS as leading institution and does not sufficiently deal with MSs which are the sole implementers of regional strategies and policies . The strategic dimension was dealt with at regional level; actions undertaken with national stakeholders have been very scattered, and did not lead to long-term strategic approaches to migration at country level. This was not the objective of the project, but given the limited mandate of ECOWAS it might be worthwhile to explore whether in one country an holistic intervention might be proposed – either here, or in another initiative.

The limited incidence of activities directed at non-state actors, and the exclusive focus on grants, may limit the achievement of project results.

Many project activities consist of short-term actions (events, conferences) which do not favour sustainability and long-term results .

There are doubts about the consolidation of project outputs and knowledge products, and their further use by stakeholders, due to the lack of knowledge centres where results can be adequately conveyed and serve to future users.

Recommendations.

- ❖ Continue being aligned with new EU and regional priorities.
- ❖ Review the project's logical framework, developing result-based indicators
- ❖ In checking or designing projects, have always a look on: budget; results; how sustainability is addressed
- ❖ Schedule a ROM mission in six months' time
- ❖ Rationalise the use of financial resources, allocating more resources to activities aimed at sustainability
- ❖ Make more use of local expertise available in the region
- ❖ It might be suggested to shift focus of the project on national actors
- ❖ It is perhaps advisable to reconsider the modalities of support to non-state actors, i.e. supporting the formulation of policies and cooperation modalities
- ❖ Ensure that the activities are focused on strategic, long term results, linking them to strategic objectives
- ❖ Develop an exit strategy, which includes actions aimed at the establishment of knowledge centres and to the embedding of project's results and outputs into working practices.

1. INTRODUCTION / BACKGROUND

1.1 Context

ECOWAS

On 28 May 1975, 16 West African countries signed a treaty for the creation of the Economic Community of West African States (Treaty of Lagos) with the main aim of promoting co-operation and development in all fields of economic activities in Member States. Initially couched in the context of a gradual progression from a free trade area via a customs union to a common market, the revised treaty of 1993 recognized other challenges and extended the common market programme to incorporate adoption of common economic, socio-political and cultural policies as well as a definitive statement on the creation of a monetary union. A launch of an Economic and Monetary Cooperation Program in 1987 was a logical component of the economic integration scheme.

The ECOWAS Vision 2020, which sets the strategic objectives of a borderless region, sustainable development, peace and good governance, and integration into the global market, was followed by a Strategic Plan, which sets the direction and establishes a strategy for the fulfilment of the *ECOWAS Vision 2020. Objective 3 - Promote trade integration, labour and capital mobility* encompasses the following:

The promotion of trade integration, labour and capital mobility requires the institution of a legal frame-work that would harmonize existing laws and regulations in these areas. It would require the acquisition of requisite skills in trade negotiations, partnership with other trade blocks, and building a formidable labour force that can compete favourably outside and within the region. The productive base of the region would be increased so that quality and standard products would be available for export to the global market and the region can take advantage of trade opportunities. The following measures, among others, are recommended for action:

3.3 Promote implementation of protocols relating to free movement of persons, capital, goods and services, and rights of establishment.

3.4 Promote the implementation of cross-border initiatives, including migration.

ECOWAS and Migration

The issue of mobility is a central axis of public policies in West Africa that even the establishment of national borders at independence in the 1960s could not change. If migration in West Africa during the colonial period were mainly oriented towards agricultural areas, particularly in Senegal with groundnut cultivation, Ghana and the Ivory Coast with plantations of coffee and cocoa, she has diversified and enrolled in a strong regional concentration.

Two factors have to be considered in light of these changes:

- ❖ The population of ECOWAS which quadrupled between 1960 and 2007 from 78 million to 300 million inhabitants, thus resulting in a high mobility within the regional area.
- ❖ The very strong migratory concentration circumscribed within ECOWAS. Indeed, 84% of

migration in West Africa have for destination another countries of West Africa.

These factors have led in 1979 the ECOWAS to develop legal instruments for establishing a free movement of persons within the Community area, the right of residence and establishment, the reinforcement by successive resolutions and additional protocols in order to ensure more prerogatives for its citizens especially through the establishment of a travel diary and passport ECOWAS to the implementation of a community citizenship. This process of unification of the common area by the progressive removal of barriers related to mobility has led to the adoption in 2008 of a common approach to migration.

It is in line with the political will of regional integration that ECOWAS and the EU signed in 2013 through a financing agreement for the implementation of a project "Support for the free movement of persons and migration in West Africa" (FMM) amounting to 24,450,000 euros divided between EDF contribution (€ 24.45 million) and ECOWAS (450 000 EUR).

The FMM has three components: i) strengthening the capacity of the Commission of ECOWAS, ii) strengthening the capacity of national institutions; iii) promoting the involvement of non-state actors and local authorities. This is in conformity with the objectives pursued under the Regional Indicative Programme and the 10 th EDF, mainly the strengthening of the State of law, the issues of the protection of migrants, security and public health.

The period of implementation is fixed for a period of 57 months. The inception phase that lasted nine months from March 31, 2013 was already subject of several basic assessments.

This mid-term evaluation comes at a crucial moment to indicate the improvements to be made in order to achieve the targets set under the free movement project and to enlighten at starting at these operational recommendations the future programming of EU support to West Africa on free movement of persons and migration.

1.2 Objectives of the assignment

The Overall Objective of the assignment is to assist the EU Delegation to Nigeria, the Government of Nigeria and to the ECOWAS and other partners in the evaluation of the EU support to free movement and migration in West Africa under the 10th EDF.

The Specific Objective is to evaluate the relevance, efficiency, effectiveness and sustainability of the project "Support to free movement of persons and migration in West Africa" (FED 2012/023-123) (mid-term evaluation) with a specific focus on providing recommendations on how to improve performance in the final stage of implementation. The impact of the project will not be assessed.

1.3 Project Outline and Management

In April 2013, the EU and the Economic Community of African States (ECOWAS) signed a Financing Agreement to implement the project "Support to free movement of persons and migration in West Africa (FMM West Africa)" (FED 2012/023-123), with a total EU contribution of EUR 26,000,000 to be

funded under the 10th EDF. The EU and ECOWAS entrusted the International Organization for Migration (IOM) with the implementation of the project, given its specific mandate and expertise on these matters. A Contribution Agreement between the EU and IOM (FED/2013/318-778) was subsequently signed to that effect (30/05/2013). Subsequently, IOM signed agreements with ILO and ICMPD, as implementing partners.

1.4 Project Objectives

The Overall objective of the action is:

To maximise the development potential of free movement of persons and migration in West Africa by supporting the effective implementation of the ECOWAS Free Movement of Persons' Protocols and the ECOW AS Common Approach on Migration.

The Specific Objectives are:

1. *To strengthen the capacities of the ECOW AS Commission to lead an intraregional dialogue on free movement and migration issues and act as a platform for policy development and harmonisation.*

2. *To strengthen the capacities of national institutions of ECOWAS Member States and Mauritania in the areas of migration data collection and management, migration policy development, border management, labour migration and counter trafficking.*

3. *To promote the active engagement of Non-State Actors and Local Authorities in information and protection activities for the benefit of migrant and cross-border populations in West Africa.*

2. METHODOLOGY

The guiding principle in conducting the evaluation exercise has been wherever possible the use of participatory approaches, where relevant stakeholders are involved in the identification of main issues to be evaluated, which will constitute the evaluation *foci.*

The tight timing of the field mission preparation posed some coordination challenges of the evaluation mission, which was delayed on numerous occasions and confirmed with very short notice. This may have impacted the availability of some stakeholders, thus posing limitations in the implementation of this approach. It is considered that – should resources be available – a presentation of the report to relevant stakeholders might constitute a useful tool to promote discussion and reach consensus on the report's main findings.

2.1 Stakeholders engagement

The degree of engagement of stakeholders in this mission was limitedly satisfactory. Full availability of implementing partners (all 3 agencies) was ensured throughout the evaluation mission, as well as their support in arranging relevant meetings. ECOWAS staff did not participate in the debriefing session held at the EUD premises on 10th March 2016. The team can deduct from

this that the degree of interest of ECOWAS in the evaluation findings was relatively low. It has been a missed opportunity that among others would have helped evaluators to receive feedback and reach consensus on the team's findings.

2.2 Ethical considerations

ARS Progetti highlights the importance of ethical conduct and makes sure that its evaluators respect the following guidelines:

1. *Responsible use of power*: All those engaged in evaluation processes are responsible for upholding the proper conduct of the evaluation.

2. *Ensuring credibility*: With a fair, impartial and complete assessment, stake- holders are more likely to have faith in the results of an evaluation and to take note of the recommendations.

3. *Responsible use of resources*: Ethical conduct in evaluation increases the chances of acceptance by the parties to the evaluation and therefore the likelihood that the investment in the evaluation will result in improved outcomes.

The evaluation team has carefully followed the above mentioned indications.

2.3 Quality Control and Assurance

This exercise was conducted by a team of two experts, for a total duration of 52 working days. The team is composed of:

- Ms Donata Maccelli, Team Leader

- Mr Babacar Sall, Migration Expert.

The Quality Control and Assurance will be guaranteed by ARS Progetti, which runs an internal quality system certified as per UNI/EN/ISO 9001:2000. Main pillars of the quality system are:

- Clear definition of processes;

- Standardization of procedures and related documents;

- Clear definition of responsibility (implementation and supervision responsibility);

- Traceability of all operations.

With relation to the implementation of the specific contract, Quality Control has been performed at three levels: Team Leader level, Project Management level and Advisory level. The Quality Assurance System (QAS) intervened step by step providing the most appropriate type of quality support according to the phase of the process and the activity taking place.

- The Team Leader (TL) as main responsible for the quality of the deliverables acted as the main focal point between the team members and ensured that each team member is completely aware

of the tasks to be performed and able to provide high standard inputs on the basis of her guidance. The extensive experience of the TL in complex assignments supported the process for the quality check of each output;

• The Task Manager (TM). The Task Manager of the request is appointed by ARS Progetti in order to ensure the certification of the quality process, while following the pattern of an ISO system and keeping a constant liaison with the Contracting Authority. The TM ensures that all the main pillars of the quality process are constantly in place and s/he carries out a constant monitoring of the team of experts ensuring that they deliver the outputs on proper time and fashion, according to the quality standards define by the European Union.

• The Quality Advisors (QA), ARS Progetti senior staff with outstanding expertise in evaluation methodologies reviewed the quality of the final outputs.

2.4 Main limitations of the methodology

Limitation 1: the timing of the field missions has not allowed for team's visits to all countries where the project is being implemented; as a result, the overview of the project implementation at countries level is incomplete.

Mitigation: the project team and the EU have facilitated the provision of all available material at country level. The field visit to Togo, on the occasion of a regional event on data collection and management, has provided the opportunity to meet several project stakeholders from different countries.

Limitation 2: information on DDF projects is still limited due to the limited numbers of beneficiaries consulted by the team for geographical reasons.

Mitigation: the team obtained DDF related documents (i.e. list of projects received, list of projects approved, some examples of proposals).

2.5 Data analysis

Quantitative Information

1. Budget: The database made available contains both the planned budget of each component and the funded budget at the time the contract was signed.

2. Timeframe: The start date, end date and time frame as stated in the project documents have been entered.

3. Funding Sources: Funding sources include: ECOWAS and core funding from the EU. The amounts provided by the different sources have been entered.

Qualitative Information

The gathering of qualitative data focused on obtaining an overview of key issues and information needs. The data was acquired through consultations and interviews with key stakeholders and a review of documentation.

Interviews were held with over 50 people that were either ECOWAS staff, national and regional national bodies, project' implementing bodies, members of the civil society, or engaged in one way or another in FMM project related issues.

The documentation review was comprehensive. At a minimum all project documents made available to the team were skimmed through – some were studied in more detail.

In addition, Internet searches for evaluations have been undertaken.

The list of documentation used in this exercise is provided under Annex c.

3. ANALYSIS

3.1 Data sources

The sources of information utilised for this report have been:

- ECOWAS Policy documents;

- EU Regional strategies and plans;

- project documents;

- interviews with project stakeholders, beneficiaries, and other sources of information i.e. civil society experts.

The ECOWAS documents have provided for an overview and analysis of regional policies. EU policies and strategies have offered the desired information on the degree of relevance of the project in relation to expected objectives. The project documents provided the background for the team's assessment of effectiveness and efficiency of actions under the project Interviews with stakeholders have provided additional information for the analysis of effectiveness and sustainability. Finally, interviews with external civil society organisations and experts have been helpful in providing to the team relevant information on the overall significance and usefulness of the Project in relation with the regional context.

3.2 Data collection procedures and instruments

Methods for data collection and analysis

Literature Review

The evaluation team analysed the project documents including budget and reports related to all

components.

The list of documents includes information for each of the component (regional strategies and policies, logical/results framework, technical and financial reports, research reports and assessments, other material produced).

Country visits

The purposes of the field visit based in Abuja, Senegal and Togo were: to include relevant regional stakeholders in the preparation of the evaluation, as seen above; explore stakeholders' commitment and attitudes; verify countries' priorities; collect information on the results of the various areas of intervention; assess the outcomes at final beneficiaries' level. To this last purpose the evaluators have met CSOs, academia and independent experts.

During the country visits, the following methods of data collection have been used.

Semi-structured interviews

Interviews took place with ECOWAS staff and other stakeholders. These included: national authorities, national partners, civil society organisations, other relevant stakeholders and beneficiaries.

Data analysis

Data for analysis have been triangulated through a mixed methods approach that included desk review, consultation with all main stakeholders, and an independent assessment of development effectiveness. The latest made use of a difference-based approach, to identify expected and unexpected changes. Process tracing was also used, to identify mechanisms of change and the likely contributions of the project.

3.3   Evaluation Matrix

On the basis of the Evaluation Questions included in the ToRs, the evaluation team has elaborated a detailed Evaluation Matrix, including evaluation questions, relevant sub, indicators, and method for collecting data. The following evaluation matrix was used for this exercise.

Criteria	Key Questions	Sub Criteria	Sub Questions	Indicators	Stakeholders	Methods for Data Analysis
Relevance	The extent to which the Outcome activities are suited to the priorities and policies of the country at the time of formulation Are we doing the right things	Validity	To what extent are the objectives of the project still valid?	Project references, country reports	ECOWAS staff, other national stakeholders	Desk review' interviews
		Alignment	Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?	Country reports, Government reports, project reports		Desk review, interviews
		Consistency	Are the activities and outputs of the project consistent with the intended impacts and effects?	NGO reports, project reports, EU regional reports and programming documents, media	ECOWAS staff, , project staff, national authorities	Desk review, interviews
Efficiency	Measurement of the outputs in relation to the inputs Are we doing things right?	Financial Efficiency	Were activities cost-efficient?	Evidence of fund disbursement being appropriate to maximise utility (budget)	Project staff, ECOWAS staff	Desk review, interviews
		Organisational Efficiency	Were objectives achieved on time?	Evidence of decision making, timeliness, project adjustment and learning	Project Staff, ECOWAS staff	Interviews Desk review
			Was the project implemented in the most efficient way compared to alternatives?	Comparative advantage of EU experienced by stakeholders Evidence of a performance management system having been established and utilised for decision making	EUD, Project Staff	Interviews Desk review
Effectiveness	The	Achieveme	To what extent are the objectives achieved / are	Comparison of reports to	Project staff,	Desk review,

	extent to which the Outcome activities attain its objectives Are the things we are doing working?	nts	likely to be achieved?	work plans	ECOWAS staff	interviews
			What are the major factors influencing the achievement or non-achievement of the objectives?	Outcomes for which there is a plausible performance story (mechanisms of change) linking back to the actions of the project	all stakeholders	Desk review, interviews
Sustainability	The benefits of the Project related activities that are likely to continue after the Project fund has been exhausted Will the changes last?	Capacity development	To what extent do/will the benefits of the project continue after donor funding ceased?	Evidence of capacity gap analysis of key stakeholders and institutions Evidence of interventions to address self-expressed and externally analysed gaps	ECOWAS staff, National authorities	Desk review Interviews
		Ownership	What were the major factors which influenced the achievement or non-achievement of sustainability of the project?	Existence of required knowledge and skills, and within regional and national institutions to maintain outcomes Evidence of high level political support in addressing migration related issues Integration of project outcomes into national planning, budgeting and monitoring systems Evidence of sustainability measures in the project documents and analysis of their implementation	National authorities Project staff	Interviews Desk review

4. FINDINGS

This Chapter is structured in accordance with the OECD DAC requirements for evaluations. In Section 5.1, we briefly present the context. Section 5.2 discusses the project's design and its relevance to regional and EU priorities and strategies. Section 5.3 discusses the project's

efficiency, including the conversion of resources (financial and human) into results. Section 5.4 follows with a discussion of effectiveness, in particular the contribution of the results obtained to achieving the objectives (outcomes). Section 5.5 discusses the project's sustainability over time.

4.1 Design and Relevance

In the *European Commission's Public Consultation on Commission Guidelines for Evaluation*[1] the concept of relevance is explained with a view to understanding that as circumstances change over time, a particular intervention must still address current objectives, needs, or challenges of the recipient. While not every potential change in circumstances can be anticipated, the design of the programme/policy intervention must take into account how the environment might change over the intervention period.

This section analyses the extent to which the objectives of the action were consistent with beneficiaries' requirements, country needs, global priorities and partners' and EU policies.

The team introduced an additional question on the design of the project, in view of the importance of this element to assess the effectiveness, efficiency and sustainability of the action.

1. To what extent are the objectives of the project still valid?

EU and Migration in Africa

On the basis of its Global Approach to Migration and Mobility (GAMM) – the overarching framework of the EU external migration and asylum policy – the EU is running a broad dialogue with countries on the African continent on migration and mobility at bilateral, regional and continental levels:

➢ Continental level, with the African Union. A key political declaration on migration and mobility was endorsed by the Heads of State and Government at the EU-Africa Summit in April 2014. It reiterated the parties shared commitment to, amongst others, fight irregular migration and to address all its relevant aspects, including prevention, strengthened migration and border management, smuggling of migrants, return and readmission, as well as addressing the root causes of irregular migration and enhance cooperation to address trafficking of human beings, and offering international protection. The above mentioned declaration is underpinned by an Action Plan (2014-17), and the necessary financial resources.

➢ Regional level, with policy dialogues with countries along the western migratory route (Rabat Process) and the eastern migratory route (Khartoum Process). The regional dialogues are underpinned by concrete action plans and financial resources.

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[1] http://ec.europa.eu/smart-regulation/evaluation/docs/20131111_guidelines_pc_part_i_ii_clean.pdf

> ➤ Bilateral level, with specific political agreements concluded with Morocco, Tunisia, Cape Verde and Nigeria. These political agreements are matched by concrete actions, including a wide range of programme and project support, that aim to contribute to institutional and legislative reforms and capacity building in partner countries.

Alignment with EU and regional strategies

At continental level, the project is aligned with the joint programme of the African Union on the "Governance of migration of labour to the development and integration of Africa" in collaboration with the Regional Economic Communities Africa which focuses, among others, on the free movement of persons, migration policies, cross-border issues, regional citizenship.

At regional level, the cooperation between the Executive Secretariat of ECOWAS and the Commission of the *Union Economique et Monetaire Ouest Africaine (*UEMOA) led to the development in 2006 of a regional integration document whose one of the components carries on the support of the labour market, migration and the free movement of persons in West Africa.

At EU level, the project is fully in line with the Regional Indicative Programme going under *Component 1 – Building capacity and developing the expertise of ECOWAS's Department of Political Affairs, Peace and Security,* in its 1.2 Specific objective 2*: Support regional initiatives to address the main threats to peace, security and stability.* Component 1 of this specific objective lists among other goals:

 Effective implementation of the ECOWAS protocol on freedom of movement and the common approach on migration; ensuring the security of travel documents

Promotion of the rights of migrants and information campaigns about irregular migration, plus schemes to assist return and reintegration;

Capacity-building for integrated border management

Building capacity to combat organised crime and terrorism through training and professionalization of the internal and cross border security forces (including joint patrols, a code of conduct and a vetting system, in compliance with OECD DAC codes), and of the judicial authorities, especially with regard to respecting and protecting human rights in carrying out security measures.

As a conclusion, the project is still highly relevant and valid in a changing context where migration issues are increasingly emerging as one of the 'hottest' topics in the region and beyond for the next decades. Although over 80% of migration in West Africa is intra-regional, the phenomenon is starting to influence European policies, and requests integrated, holistic approaches to combat its negative effects and to promote principles of solidarity and understanding in addressing its root causes.

Alignment with regional and African priorities

The African Union (AU) Council of Ministers adopted the Decision CM ∕ Dec 614 (LXXIV) in July

2001 to formulate a *Strategic Framework for a Policy on Migration in Africa* for consideration by the African Heads of States.

The Migration Policy Framework document identifies 9 key thematic migration issues with sub-themes and makes policy recommendations for consideration by AU Member States. The migration policy framework provides a comprehensive and integrated policy guideline on the following thematic issues with sub-themes a) Labour migration, b)Border Management, c) Irregular Migration, d)Forced Displacement, e) Human Rights of Migrants, f) Internal Migration, g) Migration Data, h) Migration and Development, and i) Inter-State co-operation and partnerships. It also highlights other social ramifications of migration including migration and health, environment, gender, conflict etc.

The migration policy framework does not provide priorities or resource mobilization mechanisms for implementation, monitoring and evaluation of the recommended actions as these would be determined by States or Regions according to their specific migration challenges, resources and competencies. It however emphasizes *the need for States to develop comprehensive policies on migration. Such efforts will require enhanced dialogue on sub-regional, regional and pan-African levels*.

At regional level, the guiding organisation is obviously ECOWAS. Its Member States launched a process to establish a regional economic zone several decades ago; in 1979, a *Protocol on Free Movement of Persons and the Right of Residence and Establishment* was adopted. The protocol highlights member countries' determination to place the free intra-regional movement of persons at the heart of the regional integration process.

In 2008, ECOWAS developed the *Common Approach to Migration*. The document contains a list of the legislative frameworks within which States can exert their mandates; a series of principles (right to free movement, fight against human trafficking, migration's benefits to regional development, the gender dimension of migration); and a list of migration action plans aimed at 1) promoting free movement within the ECOWAS Zone, 2) promoting the management of regular migration, 3) policy harmonization, 4) controlling irregular migration and human trafficking particularly of women and children, 5) protecting the rights of migrants, asylum seekers and refugees, 6) taking into account the Gender and Migration dimension plans.

The project is therefore very well aligned with the three relevant levels of governance, namely the EU principles and plans, African and regional strategies.

2. Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?

We can measure the consistency among various elements levels of the logical framework at different levels.

In terms of technical partnership, the choice of the Consortium for the implementation of the project (IOM, ICMPD, and ILO) is consistent and compatible with the objectives and activities.

This is to be observed both in relation to different topics covered (intra-regional dialogue on migration policy migration, labour migration, data collection, immigration and border management, the free movement of people and migration, counter-trafficking, DDF, capacity building of non-state actors) and in relation to the technical specializations and comparative advantages of each consortium partner.

Comparing activities with results, it seems that the nature of activities contrasts with the overall objective of the project. Although the objectives of the whole action aim at long-term results, the features used to reach them seem scattered and there is some perception from beneficiaries that the action lacks continuity and coherence. There are doubts that such structuring be conducive to long term, sustainable benefits.

In fact, activities remain dominated by one-shot events and other short-time impact actions, such as training workshops or meetings at the regional level, while support should be focused rather on more strategic and long-term perspectives, which might present a more logical sequencing such as (just as an example):

Migration strategies -> migration policies -> action plans -> identification of gaps (institutional, capacity, coordination…) -> support to implementation.

A number of important regional-national-local levels sets of deliverables, such as training manuals under production and to be rolled-out through pilot trainings and ToTs and national-level training (free movement and border management manual and mixed flows manual), as well as migration data and policy activities aiming at building synergies between regional and national levels have been produced. There are however doubts that this abundant set of knowledge is not used at it should be (see the section on sustainability).

Some imbalances can also be noted between the regional and the national level. In fact, the ECOWAS Commission - which presents several shortcomings in terms of technical capabilities and number of staff employed on migration related issues, as we will see in the subsequent sections - cannot effectively lead the implementation of project activities. National and local actors are addressed through DDF and NSA Grant Fund, which are not the focus of the initiative.

It is rather at national level with Member States and their dedicated institutions that implementation should take place. Although the project supports the development of strategic documents/tools (Ghana, Nigeria, Mali, Sierra Leone, Multicountry Free Movement and TIP) through DDF, it is mainly focused on strengthening capacities of ECOWAS. It might be worthwhile considering if this choice is still entirely valid for achieving durable results, or whether more emphasis should be put on national actors.

It is true that most of activities organized at regional level involve national authorities, such as the validation meeting of the study and action plan of the implementation of the ECOWAS General convention on social security, the development of labour market information system, the extension of the experience of Accueil-Emploi, a job-matching database; however, no continuity or specific strategic focus is put on the strengthening of national stakeholders'

capacity to deal with the complexity of migration issues. This was not the objective of the project, but the team wonders whether such shift in approach might be more effective to the achievement of ultimate objectives.

3. Are the activities and outputs of the project consistent with the intended impacts and effects?

The activities and results in general terms correspond to the project expected effects. Note, however, the limits of the compatibility due principally to the distribution of activities between the three main objectives pursued. The table below shows the breakdown of the results and activities, highlighting a significant imbalance between the three objectives. Objective 1 by itself represents 44 activities, 8 expected results, nearly 76% of the total amount of the project; Objective 2 has 2 results with 9 activities; Objective 3 presents only one expected result and 5 activities.

Specific objectives/ Components	Number of Results	Number of Activities
Objective1	8	44
Objective 2	2	9
Objective 3	1	5
Total	11	58

The budget allocation per objective / component is as follows:

Objective 1: 4,435,000 EUR

Objective 2: 7,096,340 EUR

Objective 3: 2,000,000 EUR.

This focus does not favour the promotion of non-State actors, local authorities, associations of migrants and border populations, whose role is extremely important to promote awareness and knowledge at grassroots level, as well as monitor and combat negative phenomena such as illegal migration and trafficking of persons. Also, national authorities are dealt with almost only in the framework of the Demand Driven Facility[2]; yet they are the implementers of ECOWAS policies, while ECOWAS has no decisional power over Member States' (MS).

4. Was the project designed in a way to maximize results and impact of the action?

The project has reportedly been designed over a long process, which lasted at least a couple of years; it involved the participation of a number of stakeholders including ECOWAS staff and implementing agencies.

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[2] Of course the project has dedicated components focusing on MIDWA, annual Heads of Immigration meeting, annual TiP focal point meetings, and Member State governments participate in regional trainings etc.

Project structure.   The project is very ambitious and comprehensive. Only Component 1 encompasses interventions on numerous fronts: revival of the MIDWA dialogue on migration, development of migration profiles, immigration and border management, a set of activities regarding labour migration, counter-trafficking. Component 2 is focused on the strengthening of national capacities on a number of issues concerning migration. Finally, Component 3 is aimed at supporting the civil society active on migration issues through grants. The complexity and vastness of areas dealt with in the project represent at the same time a challenge and an opportunity, and can be effectively addressed only through an appropriate management of resources; this has not happened to date, as we can analyse in the following paragraphs and chapters.

Stakeholders' analysis. The analysis of ECOWAS provided in the project description is almost non existing. The project aims at enhancing its capacities and recognises deficiencies in ECOWAS structure: *the proposed interventions will address identified needs such as weak internal coordination, human resources constraints, lack of capacities, poor data management and gaps in monitoring Member States activities, project development and implementation*.[3] However, the approach proposed indirectly in the project is entirely based on the establishment of a very large and heavy Project Support Unit (PSU), composed of 16 staff including support personnel.

On the ECOWAS side, it was expected to hire three additional staff to be funded by the EU project funds for the first three years and by ECOWAS for additional two years; actually this has not happened until now. While the official explanation is that recruiting processes are extremely lengthy in the organisation, some hypothesise that this behaviour is a sort of silent reaction to the fact that ECOWAS does not receive here direct funds from the EU, as in all other projects where ECOWAS is the partner. Also, the unintended but mistaken assignment of the 3 mentioned ECOWAS staff salary funds to IOM (EU-IOM contribution agreement) was not favourably received by ECOWAS, with additional impact on the delay in the recruitment process.

 As a consequence, a project amounting at 24 M Euro is implemented almost uniquely by the Project Support Unit (PSU), whereas ECOWAS has put at disposal only 6-7 staff (at the Directorate of Free Movement and 4-5 at the Directorate of Humanitarian and Social Affairs). Furthermore, almost all of them travel extensively throughout the region (this is part of their duties), thus adding difficulties to the scarcity of interlocutors. It is a rather paradoxical situation, where the project objective itself is hindered by a staff vacuum in the main institution that was supposed to receive support.

An appropriate stakeholders' analysis, conducted in an open way in the design phase, would have evidenced the risks contained in this approach and would have led to the introduction of adequate conditionalities, such as – for instance – start project implementation once the additional staff is in place.

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[3] Description of Activities.

As a result, the project is entirely managed and implemented by the team of implementers. The involvement of ECOWAS staff is - with due exceptions – limited. The main objective of the project is invalidated by the scarcity of staff and involvement of ECOWAS: which capacities is the project strengthening, if there is no staff?

Finally, the excessive weight of the PSU is not aligned with the EU guidelines and recommendations for project design, indicated in particular in the EU Backbone Strategy, that already in 2008 stated: *There has been criticism of TC (Technical Cooperation) practices and the use of PIU* [project implementation units] *structures in development cooperation for several decades. Despite these criticisms and various policy commitments to reform TC practice, there has been little evidence of change. Renewed calls for reform have been made under the Aid Effectiveness Agenda articulated in the Paris Declaration and confirmed by the OECD/DAC in the 'Overview of the results' of the first survey to monitor the Paris Declaration (2007). According to the Survey, 'business as usual' is no longer acceptable, TC 'is still too much donor driven' and is considered as one of 'six major priority areas requiring the attention of policy makers in the development field'… As a signatory to the Paris Declaration, the EC is committed to implementing indicators 4 and 6 that relate to TC practice and the use of parallel PIU structures (see Box 1). The EU's own commitments to aid effectiveness reinforce the need for urgent action to reform TC and PIUs.*[4]

Box 1: Paris Declaration Targets relating to TC and PIUs

Technical Cooperation	PIUs
Indicator 4: '50 % of TC flows are implemented through coordinated programmes consistent with national development strategies' by 2010	*Indicator 6*: 'reduce by two-thirds the stock of parallel implementation PIUs' by 2010.

The Backbone Strategy strongly recommends strengthening institutions internally and not through external units, which usually disappear after the project completion, in most cases leaving no institutional memory nor embedded practices or outcomes at beneficiary institutions.

Such an approach tends to reproduce old stereotypes of external cooperation which have abundantly proven to be highly ineffective and encourage negative 'parent-child' behavioural patterns, where the donor graciously distributes funds to the beneficiary country but at the same time - lacking confidence in the country's capacities - establishes an implementing unit, thus impeding the development of a responsibility-centred, peer relationship.

It is with high concern that the team observes how this approach was totally neglected in the design of a project whose intervention logic seems very outdated, whose sustainability is

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[4] EU Backbone Strategy, 2008.

weakly taken into consideration, where the risk of dispersion of outcomes is elevated and which, finally, seems to be designed by implementing partners whose main interest was to place resources on their own side with little consideration for the real needs of the beneficiaries.

Logical framework. The Logical Framework was developed before the contract's signature and attached as an annex to the original DoA, but amended later, in coordination with the EU and with their approval in 2014.

The logframe presents some disputable aspects. Firstly, the OVIs are poorly defined. At OO level they are still acceptable, as there is a reasonable indication of the sources of verification (status of ratification of Protocols, reports on the implementation). At specific objectives level, they are generic and not well formulated. For instance the OVI for SO1 is: *Migration Dialogue for West Africa (MIDWA) is in place and annual MIDWA meetings are organized by the ECOWAS Commission.* This is a typical activity-based indicator that does not provide any useful information on the degree of usefulness of the MIDWA dialogue. It is a good indicator for implementing agencies, since it does not imply any deep reflection on the real results of the project activities in terms of enhanced capacity of ECOWAS and commitment of partner countries; but it is not helping donors to understand whether the project has achieved results. More or less, all the remaining indicators are formulated in the same superficial way. Result-based indicators should always be used in designing a logical framework, since they are the only key information which can be used to assess the effectiveness and validity of any intervention. Designing result based indicators helps also identifying our final objective and testing the compliance of envisaged activities with the purpose of the action.

Also, the logframe failed – as said above – to insert conditionalities/assumptions for the implementation, namely related to the availability of dedicated staff at ECOWAS offices. Assumptions regarding the presence of adequate staff at ECOWAS offices before the start-up of activities would have been extremely useful to increase feasibility and sustainability of the entire initiative, as said above. This neglection has actually hindered the whole implementation of the project and has posed heavy limitations to its effectiveness to date.

As a conclusion, the project shows a number of shortcomings in design, which have impacted on its effectiveness and sustainability.

4.2   Efficiency

This section discusses the resources made available to the project, their amendment, and their conversion into results.

| 5.	Were activities cost-efficient?

The budget of the Project has been recalculated by the team and structured into the following headings. The repartition of the budget among the headings presented below can be found in Annex d. Budget by Areas, where colours indicate the headings which the amount refers to.

STUDIES	FEES	SUPPORT	TRAINING	ST EXPERTS	EQUIPMENT, TRANSLATION, WEBPAGE	GRANT	TOTAL
1,848,000	9,012,550	750,000	840,000	3,030,000	1,844,240	1,500,000	19,476,570

Budget by Headings

- Project staff
- Studies
- Support
- Grants
- Training
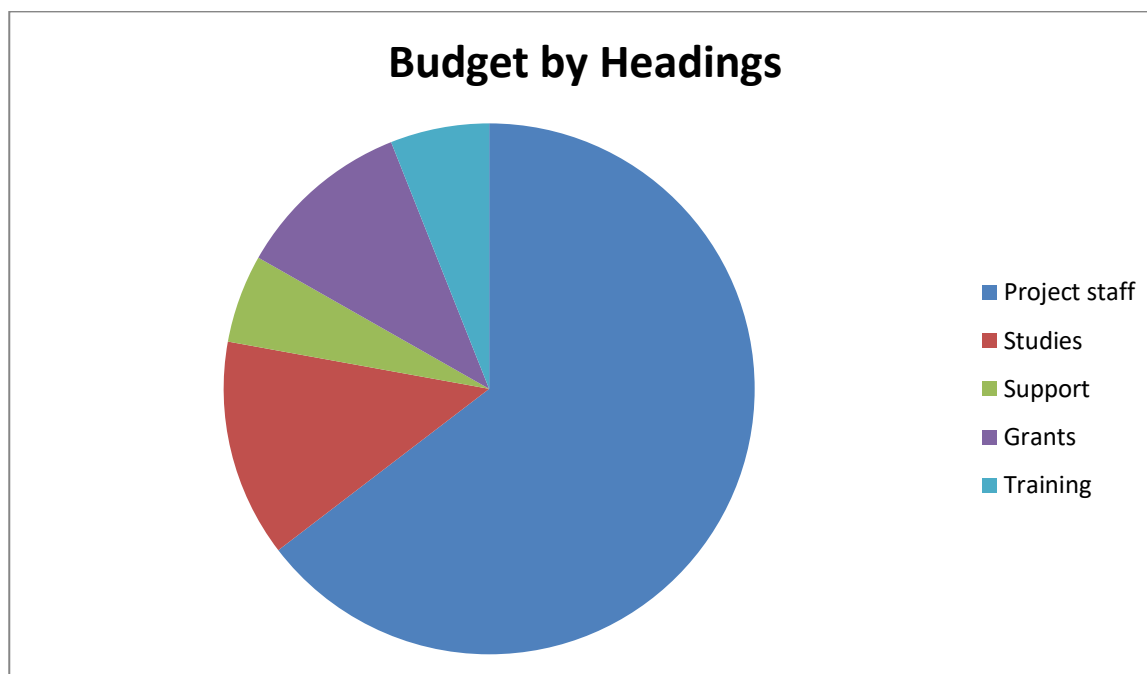
The percentage of fees calculated by the team includes security costs, travel, *perdiems* of staff and other positions (i.e. fees of staff for DDF) which were not considered as fees in the original budget.

The table reveals a series of imbalances on the allocation of budget. The total budget for fees - excluding salaries of ECOWAS staff - amounts at € 9,012,5500, which represents more than 46% of the budget excluding contingency reserve and administrative costs. This amount is considered excessive by the team. If we add ST experts necessary to support grants and DDF, and yet still exclude the expert costs related to training and studies, this amount raises up to € 12,042,550 which is 61.8% of the overall project budget excluding contingencies and administrative costs. If we further add costs of equipment, translation and website we arrive at 71% of the total amount allocated to logistical and organisational issues, with as little as 29% allocated to content-related items, as the table below shows.

Budget by Headings

Legend:
- ■ Project management
- ■ Studies
- ■ Support
- ■ Grants
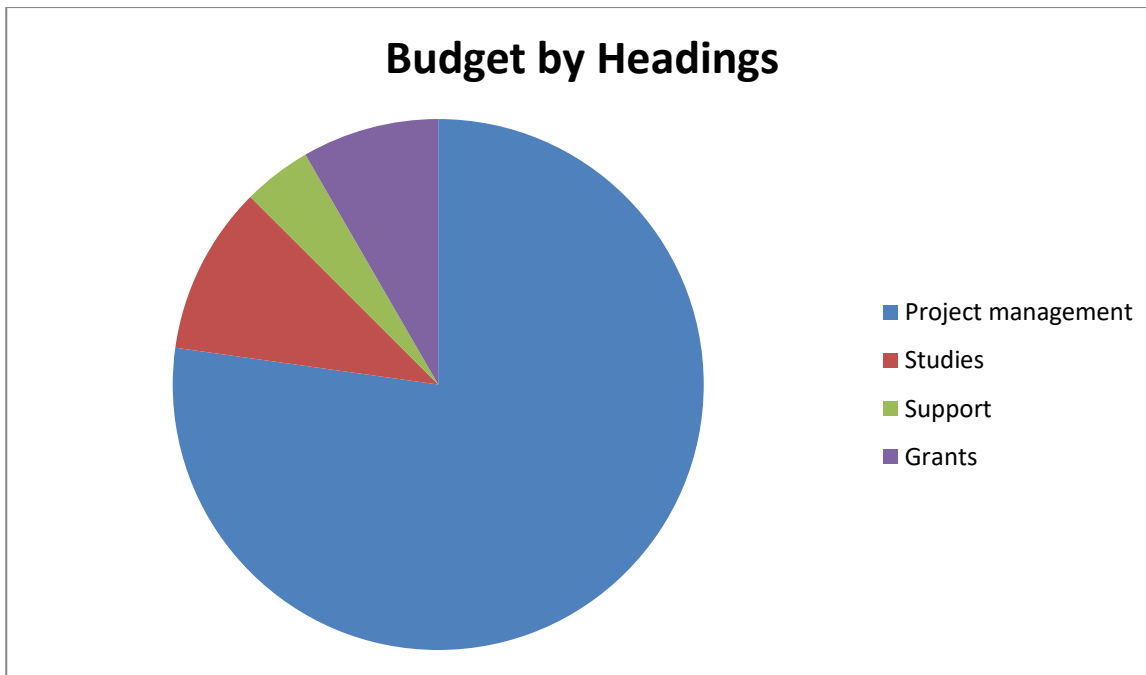
 The budget allocated to training activities is only 840,000 which represents 4,30% of the overall budget[5]; €750,000 are allocated to support activities (i.e. annual meetings, MIDWA etc.); the grant fund represents only 7,6% of the project budget. More attention is reserved to studies (assessment reports and other studies) for which the budget foresees 9, 50% of funds. All in all, the budget seems to presents significant disproportions, and it is worthwhile to wonder whether some results might be achieved in a more functional way – for instance, by reallocating funds to more substantial activities.

 It is to be asked whether a project staff of 16 people, and internal expertise coming from the headquarters (which is also budgeted), is really needed to cover project's activities.

Also, it is to be reconsidered whether the envisaged amount of international staff is really needed, or whether staff should be recruited in the region at much more moderate costs. The team has received various remarks from stakeholders both on the high incidence of staff costs on the project and on the quality of selected staff, some of whom are reportedly not adequate to provide high quality expertise and basically act as the *trait d' union* between the project operational level and headquarters in charge of providing expertise.

This consideration is also relevant for ST experts; on TIP, for example, the region offers a number of high quality specialists. The project's Baseline Assessment on Counter Trafficking, for instance, already at the beginning of the project pointed out that *it is preferable to employ specially selected trainers from the region… as they understand the regional reality and can have greater impact on the other Member States' authorities.*

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[5] The amount of the project is always calculated as net, before contingencies and administration costs.

The use to maximum extent of local expertise is also one of the means to increase the impact and efficiency of the project. As the 2008 Backbone Strategy states, *a significant proportion of Technical Cooperation continues to be supply-driven with an overall low level of ownership and involvement on the part of partner countries, and by weak lines of accountability to the partner…in many cases, the provision of TA personnel and the use of 'PIU* [project implementation unit] *structures' is taken as a given, without questioning their appropriateness. Insufficient attention is given to understanding capacity challenges and assessing if and how Technical Cooperation is the right response to address the identified problems*.

The DDF is a good example of preference given to regional experts; all experts for all 8 approved/ongoing DDF actions are regional. This adds ownership and should be replicated as possible in the other components of the project.

The final comment on the budget structure regards the amount of funds allocated to the three regional offices of the implementing agencies – more than 4,000 Euro/month to each of them, along 57 months. The team considers that such allocations are not necessary, unless dedicated staff is allocated to the project at Regional Office level; this does not seem to be the case. Regarding the role of regional offices in the coordination of FMM related activities or events, at least one of the evaluators who conducted a field visit to one of the ECOWAS countries can confirm that the degree of knowledge and information of regional offices about the project is not optimal. It is to be asked whether those funds should be reallocated to other activities, more productive for the achievement of project's results.

It is the opinion of the team that more attention should be paid to the entire significance and objective of the action, and to the importance to have in place appropriate mechanisms to ensure that capacity building efforts are not lost and are adequately enshrined in ECOWAS and member countries.

6. Are objectives being achieved on time?

The project implementation suffered from initial delays. In fact, the contract was signed in May 2013 but some staff arrived in October and November of 2013, while others yet arrived only in February 2014 due to lengthy recruitment procedures in use at IOM, ICMPD and ILO offices. For this reason the initial agreement was amended and an addendum was signed in November 2014, specifying that *the Implementation Period of this Agreement (the implementation Period) will begin on the day following that on which the last of the two Parties signs…. The execution period of this Agreement shall start at the entry into force of this Agreement as provided for in Article 2(1) and shall end at the moment of the payment of the balance by the Contracting Authority in accordance with Article 17 of Annex II or when the organisation repays any amounts paid in excess of the final amount due pursuant to Article I H of Annex II.* In practice it was recognised that the project failed to start at the foreseen date and the new starting date was postponed.

Such delays are quite frequently observed in EU contracts with international organisations, that must follow internal rules of engagement and other bureaucratic procedures.

Other deferrals were due to the Ebola outbreak, which affected the region in 2014 and practically obliged the project management to suspend or postpone various activities (events etc.) to later dates.

Also, the prolonged absences from workplace of almost all ECOWAS officials in charge of the project coordination - being travel across the region one of their main duties in the organisation - have at different levels slowed down the activities, in absence of dedicated staff.

As for DDF, some interviewees have had remarks on the lengthy procedures requested, which have brought about some delay in the implementation of activities; most of them are to be attributed mainly to EU procedural arrangements and cannot be avoided. In Niger and Togo, the delays experienced are a result of in-country issues (elections in Niger and Togo, plus change in leadership structures of the national institution).

Finally, the grant scheme for non-state actors – Component 3 – has had considerable delays: the Guidelines for the Call for Proposals have been approved only recently. The project staff has explained the reasons of such postponements; however, the team is still of the opinion that more proactiveness might have been useful for speeding up the approval process.

7. Is the project being implemented in the most efficient way compared to alternatives?

Implementation modalities

The selected implementation modality was that of a Contribution Agreement with an International Organisation (IOM), cooperating with other two international organisations, ILO and ICMPD.

In terms of expertise and knowledge, there was no better option: the three partners in fact possess high level knowledge in the field of migration, local and regional networks of offices and staff, and rich rosters of experts for providing support to the achievement of the project objectives.

On the other hand, the complex hierarchical structures of those organisations – in particular IOM and ILO – have had repercussions on some aspects of the project implementation, such as the afore mentioned delays in selection of project staff. Also, their high administrative costs have also impacted on the budget, as discussed in the previous section.

Management

 In terms of project governance and management, a Committee for Project Steering and Coordination (CPSC) was established to ensure that project activities are in line with the ECOWAS key strategic and policy orientations as well as oversee and validate the overall direction of the Project.

It is reportedly difficult to organize regular CPSC meetings due to frequent unavailability of its members often engaged in missions abroad and to conflicting schedules of the relevant ECOWAS Directors. The project team has reportedly frequent meetings and consultations with

the two key ECOWAS Directorates (Free Movement of Persons and Tourism Directorate; Humanitarian and Social Affairs Directorate). At operational level, the project is managed by a Project Support Unit (PSU), a rather heavy structure, illustrated by the table below (taken from the Contract).

SUPPORT TO FREE MOVEMENT AND MIGRATION IN WEST AFRICA
ORGANIGRAM OF THE PROJECT SUPPORT UNIT (PSU)
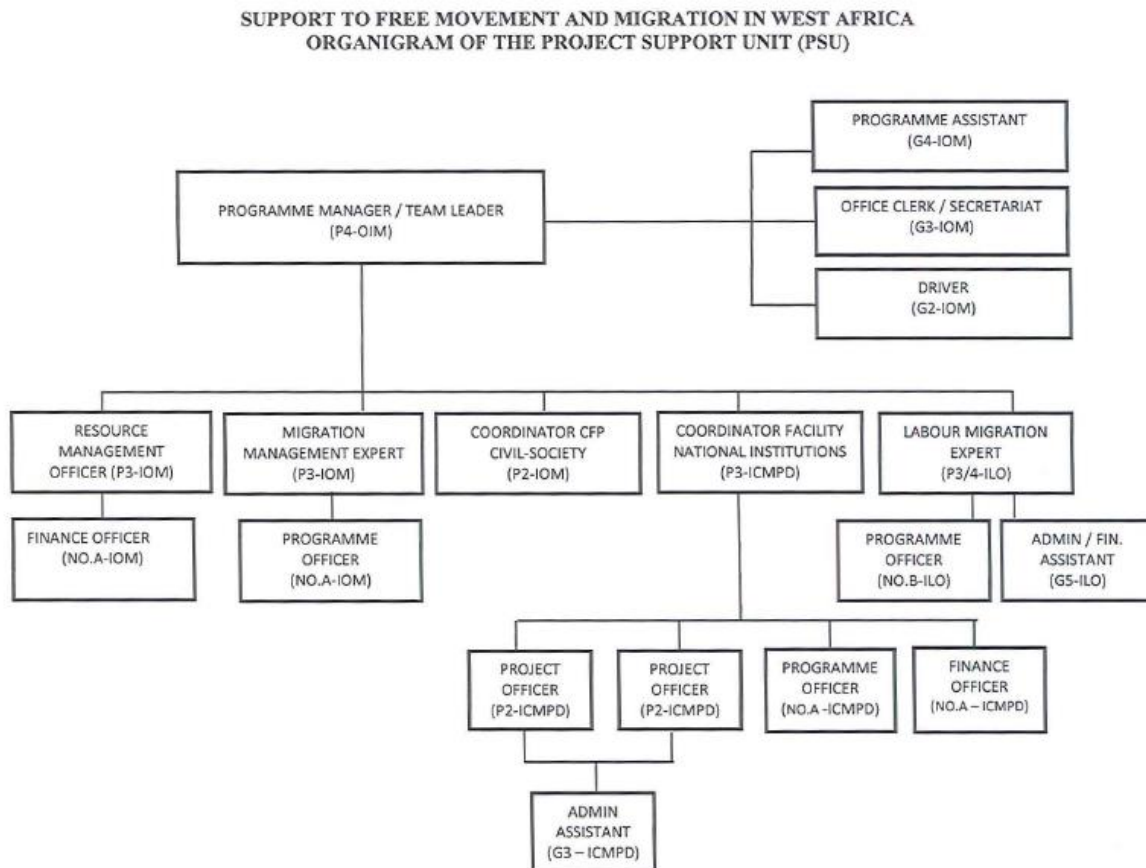
The structure seems rather oversized, with some duplication (are three finance officers – one for each implementing partner - really needed?) and some probably superfluous jobs: as an example, the five staff placed at the second level might probably be reduced to four, with the civil society coordinator position merged with the DDF coordinator, since tasks and functions are quite similar. The project team claims they are understaffed compared to the number of activities and tasks they are faced; this is a reasonable remark, but it comes from the absence of dedicated staff at ECOWAS, as explained above. In such conditions it would be preferable to suspend the activities until recruitment is completed.

Office Space and ECOWAS staff

Another issue which has considerably affected the efficiency and effectiveness of the intervention is represented by the fact that, while the contract envisaged the provision of office space by ECOWAS, this has not happened until 2016 (the team was confirmed that space was made available at the beginning of the evaluation mission): an important missed opportunity to strengthen and systematise the dialogue, to meet regularly project partners, to develop mutual trust, ownership and spirit of collaboration. It is really hoped that the new office placed at ECOWAS premises will encourage a better and renewed cooperation and commitment to

achieve project goals.

The same can be said for the new staff which ECOWAS is expected to recruit soon (see paragraph above). This staff will reportedly be trained as they take up their duties.

Reporting

Reporting arrangements are quite clear for the project partners (ICMPD and ILO), where precise tasks of financial and activity reporting to IOM are provided. As far as the IOM reporting arrangements to EU, these are provided in the contract under Article 2- OBLIGATIONS REGARDING INFORMATION AND FINANCIAL AND NARRATIVE REPORTS, which states*: The Organisation shall also draw up progress reports and a final report. These reports shall consist of a narrative part and a financial part.*

The sequencing of reporting is indicated under 2.5 as follows:

The reports shall be presented in the same language as this Agreement. They shall be submitted at the following intervals:

if payments follow option I in Article 15.1:

- a progress report shall be forwarded to the Contracting <u>Authority at the end of every 12-month period,</u> where the Implementation Period of this Agreement is longer;

- a final report shall be forwarded to the Contracting Authority within six months of the end of the Implementation Period of this Agreement as defined in Article 2 of the Special Conditions;

if payments follow option 2 in Article 15.1:

- a progress report shall accompany <u>every request for pre-financing or interim payments;</u>

the final report shall be forwarded to the Contracting Authority within six months of the end of the Implementation Period of this Agreement as defined in Article 2 of the Special Conditions.

IOM has delivered to the EU the first inception report, the first year report 2014, the interim report 2015 and the second year report. ECOWAS staff declared to the team that, after several difficult talks on the lack of information, it was decided that the project team will produce brief monthly reports from now on. Actually, the ECOWAS Commission has shared and coordinated the log frame and the work plans for 2014, 2015, and 2016. Besides that, continued and regular up-dates are provided to the Commission through meetings and email correspondence and official reporting on project progress during CPSC meetings in 2014 and 2015.

Monitoring

The PSU developed a project monitoring framework that seems honest, although its usability and effectiveness is limited since it is based – as the logical framework – on activities and not results. In view of a new focus of the project on achievement of objectives and results, it would be recommended to revise it according to a result-based perspective.

As for ROM monitoring, it is really surprising that the project did not undergo any monitoring exercise since its beginning. The national migration project, for instance, was monitored.

Reasons for this neglection are not known to the team and are certainly not due to the fact that the implementing partners are international organisations. It is highly advisable to set a schedule for a ROM monitoring, which should take place approximately in six months, to verify in particular effectiveness and sustainability perspectives.

4.3   Effectiveness

In this section, we discuss the achievements of the FMM project's results on the basis of the results envisaged in the Logical Framework below (revised version).

Specific Objectives	Results
Objective 1: To strengthen the capacities of the ECOWAS Commission to lead an intra-regional dialogue on free movement and migration issues and act as a platform for policy development and harmonisation (Component 1)	**Result 1.1:** A structured, fact based and result-oriented intra-regional dialogue based on the ECOWAS regional migration policy framework is in place, supported by effective reporting and monitoring systems
	Result 1.2. The migration data-collection and management capacities of the ECOWAS Commission are strengthened
	Result 1.3: The capacities of the ECOWAS Commission in the area of immigration and border management are strengthened
	Result 1.4: The capacities of the ECOWAS Commission in the area of labour migration management are strengthened
	Result 1.5: The capacities of the ECOWAS Commission in the area of counter-trafficking are strengthened
	Result 1.6: A structured dialogue between EU and ECOWAS is in place, assisted in terms of methodology and thematic support by the project
	Result 1.7: A regional information and sensitization strategy on free movement and migration addressed to ECOWAS citizens is developed by the ECOWAS Commission and implemented in partnership with the civil society
	Result 1.8: The ECOWAS-led donor coordination mechanism is strengthened, taking into account already existing ECOWAS initiatives
Objective 2: To strengthen the capacities of national institutions of ECOWAS Member States and Mauritania in the areas of migration data collection and management, migration policy development, border	**Result 2.1**: The capacities of national institutions in the areas of migration data- collection and management and evidence-based policy development are strengthened
	Result 2.2: The capacities of national institutions in the areas of border management, labour migration and counter trafficking are strengthened

management, labour migration and counter trafficking (Component 2)	
Objective 3: To promote the active engagement of Non-State Actors and Local Authorities in information and protection activities for the benefit of migrant and cross-border populations in West Africa (Component 3)	**Result 3.1:** The protection of migrants' and cross-border populations' rights is strengthened through prevention, advocacy and assistance activities conducted by non-state actors and local authorities

8. To what extent were the objectives achieved / are likely to be achieved?

Specific Objective 1: *To strengthen the capacities of the ECOWAS Commission to lead an intra-regional dialogue on free movement and migration issues and act as a platform for policy development and harmonisation.*

This objective embraces a set of results, focused on improving the capacities of ECOWAS to lead the regional dialogue on migration and to effectively manage specific areas of intervention: data collection, border management, labour migration and counter-trafficking actions.

Result 1.1

Activities 1.1.1. 1.1.2, 1.1.3 and 1.1.4 regard the re-establishment of the MIDWA dialogue, which was established in 2000 by with the IOM, and ECOWAS through a Regional Consultative Process (RCP) with the major aim of accelerating the regional integration process and addressing problematic migration issues in a regional forum. The Dialogue process was specifically designed to encourage ECOWAS Member States to discuss common migration issues and concerns in a regional context, for which immediate solutions may not be forthcoming on a national level. After years of relative inaction, the project aimed at relaunching the dialogue through the establishment of a MIDWA Secretariat within the ECOWAS Department of the Free Movement of Persons would promote and support the development, coordination, implementation and monitoring of regional and national projects.

Under the patronage of the project and with support of the Swiss Development Cooperation (SDC), MIDWA is slowly and not without difficulties restarting though annual meetings. Drawing conclusions in this report would be premature, as only two meetings took place to date; it is to be observed, however, that the importance and priority of MIDWA is underlined by almost all interviewees. Some activities have produced significant results: for instance, the topic of MIDWA meeting 2015 was "Irregular Migration: Challenges and Solutions", and discussing this topic helped the ECOWAS Commission and Member States to develop a joint position in

preparation for the Migration Summit of Valetta in Malta of November 2015.

1.1.5 concerns the adoption of a regional migration policy. Work on this seems still at an early stage; a training on this issue was organised in Abidjan in May 2015 (1.1.6).

Activity 1.1.7, related to the state of ratification of the ECOWAS Protocol on Free Movement, Right of Residence and Establishment, is at early stage. All ECOWAS MSs have been requested to submit their own assessments to encourage ownership and implementation.

Finally, the last two activities are planned to start in 2016.

Result 1.2

Result 1.2 concerns the strengthening of the migration data-collection and management capacities of the ECOWAS Commission, which is unanimously considered as a key priority for the present and in the future. In this regard, the project will support the development or update of national migration profiles in all ECOWAS MS and Mauritania. The budget for this activity is EUR 20, 000 per country and implementation is ongoing.

In the case of the development of national migration policies, the project envisions supporting the development of migration policies in 8 countries in the region. The budget for this activity is a combined EURO 40, 000 to cover workshops and an expert to develop the policies. The cost estimation for this activity might be inadequate. In addition, the development of migration policies is also dependent on government willingness and perceived necessity. Consequently, the project discussed with the EUD to focus this activity on 4 ECOWAS MSs that have shown a clear interest in developing a national migration policy.

As for training, only three ECOWAS staff instead of the eight planned participated in the training in November 2014, due to the scarcity of relevant staff at ECOWAS. A regional training seminar for ECOWAS Focal Points in Member States on the implementation Free Movements Protocols is planned to take place during 2016.

Finally, activity 1.2.3 on development of regional guidelines for migration data collection is still in a planning phase.

Result 1.3

This result is related to the strengthening of capacities of the ECOWAS Commission in the area of immigration and border management.

One of the outputs produced to date is the Border Management and Free Movement Manual, developed by IOM and ICMPD and distributed to the 16 countries to harmonise the approach. The first draft has been submitted to ECOWAS for comments; subsequently, training will be organised in Abuja this year. It is planned to have the manual adjusted and translated into the three regional languages by the end of 2016, to be then used for training of trainers. The evaluators hope that the future trainers will be identified in all MSs by that date.

Training activities under 1.3.2, 1.3.4 and 1.3.6 have been merged for efficiency purposes. Activity 1.3, originally aimed at promoting joint border crossing posts and patrols, will be

reoriented towards the support of the Manual on Border Management and Free Movement.

Other activities are still at planning phase.

Result 1.4

This result is managed by ILO, being focused on labour migration management.

Training activities were conducted on this issue, but their impact seems to be rather limited since it concerned only three ECOWAS staff, again because of in-house understaffing at ECOWAS.

Activity 1.4.3 envisaged the creation of a Social Dialogue Forum, which should have a Permanent Secretariat; this was however not completed with an impact on results, which reportedly lack adequate depth and are not focused on long term benefits

The Technical Meeting on the development of labour market information system in ECOWAS region held in September 2015 in Niamey, Niger evidenced an area of excellence of the Observatoire National de l'Emploi et de la Formation Professionnelle (ONEF) in the development of a Labour Migration Information System (LMIS) which is proving to be very effective. The Observatory developed a DDF request for the replication of the model in other countries and the development of coordinator mechanisms with other ECOWAS MSs.

On Public Employment Services (PES), ILO developed a tool called "Accueil-Emploi" a Job Matching Database which was established in some ECOWAS MSs with the objective of facilitating mobility and exchange of high level skilled persons across the region. Also, work is being carried out to harmonise qualification recognition policies; difficulties are mainly related to the significant differentiation of approaches across Francophone and Anglophone countries of the region.

Activity 1.4.8, related to protection of rights for migrant workers, is focused on the production of guides for migrants, to be distributed to employers' and workers' associations and to competent government agencies.

Finally, activity 1.4.9 is linked to the portability of social rights to migrant workers across the ECOWAS MSs - in relation to the implementation of the ECOWAS General Convention on Social security - a difficult issue to be implemented. ILO has conducted similar activities in the Mercosur area with good impact and it is hoped that, beyond reports produced, there will be some impact.

Result 1.5

Activities under this result have been implemented by IOM, ICMPD and ILO and regard the fight against Trafficking in Persons (TIP).

The area of counter-trafficking seems to have been to date the most successful of the entire project. This is certainly due to the level of commitment of responsible staff in ECOWAS, which has allowed for further consolidation of project outputs and outcomes, but also to the high quality of outputs produced – for instance the baseline assessment on counter-trafficking,

analysing the ways TIP is coordinated with the ECOWAS Commission and identifying existing gaps.

Activity 1.5.3 is particularly ample and is aimed at supporting ECOWAS Action Plan on combating TIP through a series of annual meetings, for which deliverables comprise a synthesis report, a capacity building report and a meeting report. The 2016 topics regard the collection of data on counter-trafficking – a quite sensitive issue, on which the project is currently working.

Activity 1.5.4 and 1.5.7 is implemented by IOM. Activity 1.5.4 involves supporting the ECOWAS Commission in conducting an impact assessment of the previous Plan of Action and preparing a new Plan of Action on combating TIP. The project has conducted the assessment and developed a new ECOWAS Plan of Action on Combating TIP that runs from 2016 to 2020. The Plan of Action has been endorsed during several technical validation meetings and is currently awaiting adoption by the Council of Ministers.

Activity 1.5.7 aims at supporting the ECOWAS Commission in elaborating policy guidelines for mainstreaming the concept of protection of people on the move within the ECOWAS space. To this end, the project has updated the joint IOM/UNHCR/ECOWAS Manual "Protecting Refugees and Other Persons on the Move in the ECOWAS Space" and is currently developing "Training Modules on Protection Principles in Mixed Migration Flows."

Activities 1.5.5, 1.5.6 and 1.5.8 are being implemented by ILO. 1.5.5 regards training on counter-trafficking to national TIP focal points, with particular attention to trafficking in labour and child labour. The blended training for National Focal Point was on human Trafficking, Forced Labour, migration and Child labour. The Face to face workshop focused on training methods and technologies.   Training activities will continue, and ILO is presently identifying new trainees.

Activity 1.5.8 is related to child protection. Activity 1.5.8 address child protection challenges in relation to child mobility in West Africa. The Project participated in and contributed to the meeting on "Child Protection in West Africa: Towards a Strengthened Regional Cooperation", organized on 14-16 July 2014 by the Regional Working Group for Child Protection and attended by the ECOWAS Commission, including the ECOWAS Commissioner for Humanitarian and Social Affairs and Gender.

The Regional Working Group for Child Protection is a Dakar-based network of International Organizations and NGOs concerned with child protection work.   As part of its outcome report, the meeting produced the "Child Protection in West Africa: Plan of Action and Roadmap 2014 – 2015" which provides guidance to the Project's follow-up planning and activities under this portfolio.

To further strengthen the Child protection system within the ECOWAS region, the project supported the ECOWAS Commission to develop guidelines for the implementation of the ECOWAS Monitoring and Evaluation Framework for Child Protection system in West Africa. The second draft was submitted in January and final draft in March.

The plan to review of the ECOWAS Child Policy and its Plan of Action was to mainstream child mobility into the policy and its plan of action and to effectively link the monitoring framework and the guidelines to the child policy and its plan of action. The ECOWAS Action Plan referring to this issue is outdated and is currently being reviewed; a regional meeting on Child Protection has taken place in Dakar in 2015 under the framework of a regional working group on child protection based in Senegal.

Other activities related to this result are still in early stage of implementation.

Result 1.6

Activity 1.6.1, aimed at supporting the EU/ECOWAS dialogue on migration through revitalisation of the Working Group created in 2007, was refocused in view of the November 2015 Valletta summit. In this way the project could support the Meeting on the implementation of the Valletta Action Plan by ECOWAS MSs, which took place in Accra in February 2016. ECOWAS countries participated in the first two days; EU, EU MSs and IOs joined the third day, which focused on migration stakeholders' coordination. A follow-up coordination meeting with ECOWAS, EU and other partners is foreseen in 2017 and will be funded from activities 1.6.1 and 1.8.2.

Result 1.7

This result regards the development of a sensitisation strategy on free movement and migration, to be developed by ECOWAS in cooperation with the civil society. Activities under this result are not proceeding in a quick way; to date, a strategy has been developed and is awaiting for implementation.

Result 1.8

A notable output produced under this result is a comprehensive Donor Support Mapping report, developed in 2015.the report is of excellent quality and can undoubtedly be very useful for donor coordination purposes; the sad truth is however that the fiction of donor coordination, which in theory should be conducted by ECOWAS, hardly exists. The evaluators do not know how and whether the study is used. If not, this is a big missed opportunity for ECOWAS to effectively play a leading role in the region and contribute to better efficiency and effectiveness of external aid in the field of migration.

It is strongly encouraged that ECOWAS make use of the study in the fulfilment of its donors' coordination duties.

Specific Objective 2: *To strengthen the capacities of national institutions of ECOWAS Member States and Mauritania in the areas of migration data collection and management, migration policy development, border management, labour migration and counter trafficking*

ICMPD leads the Demand Driven Facility for National Institutions (DDF), which offers tailored technical assistance to national institutions in the ECOWAS Member States and Mauritania in the areas covered by the project

Result 2.1

This result is related to strengthening of the national capacities in the areas of migration data-collection and management and evidence-based policy development.

Almost all activities are due to take place in 2016 and will reportedly be implemented in 2016-2017. An exception is activity 2.1.1, under which a baseline assessment on existing national migration data collection and management practices in ECOWAS countries has been completed.

Result 2.2

This result encompasses the launch and implementation of the Demand Driven Facility (DDF). The project has prepared the Guideline Document, informed ECOWAS MSs and received proposals. The team has looked at the Guidelines that seem well prepared. In the first year 42 requests were submitted, out of which eight were funded. Four actions are currently ongoing, while other four will start in some months.

One of the DDF projects visited by the team was implemented at the Nigerian NAPTIP (Nigerian Agency for the Prohibition of Trafficking in Persons).

The project aimed to reinforce a training centre, which collaborates with ECOWAS on the provision of TIP training for ECOWAS Member States.

The training centre in turn aims at reinforcing the capacities of all relevant   agencies on TIP. In the framework of the project, NAPTIP kick-started a project with NERDC (Ministry of Education), to insert TIP into the school curriculum in order to enhance TIP awareness raising among the youth. The whole project seems to be a success; this depends at first instance upon the high quality, efficiency and commitment of technical staff at NAPTIP, which is already cooperating with other African countries, i.e. in Gambia.

A challenge is represented by the slow pace of implementation, which ICMPD hopes to improve in the following period; in any case, the activities planned in DDF are being implemented on time.

Specific Objective 3: *The protection of migrants' and cross-border populations' rights is strengthened through prevention, advocacy and assistance activities conducted by non-state actors and local authorities.*

Objective 3 on the promotion of non-State actors (NSAs) is the smallest component supported by the project, representing only 8.5% of the activities and 7% of the project budget.

The main question concerns the appropriateness of allocating resources only to grant actions, individually developed by NSAs in partnership with local authorities. It is to be asked whether more effectiveness and impact might have been achieved if the component would present a broader perspective, for instance aimed at institutionalising the cooperation between the civil society and local authorities on migration issues.

The second question regards the validity of the choice of providing only limited support to the non-state segment. The team is not aware of it, but it is perhaps possible to obtain research data about the influence non-state actors can play in the development of locally based policies and initiatives, for instance in prevention and rehabilitation measures and in general on the social dimension of migration. It would be advisable to better analyse this and – if it is recognised that the impact is potentially high – to allocate more funds to this sector.

In any case, activities under this component are being carried out very slowly. Reportedly this was due to initial reluctance and diffidence of stakeholders to implement activities directly funding NSAs, discrepancies in the interpretation of the Call, delays in meetings and decision making etc. The guidelines were approved in May 2015. The call for proposals was extended by ECOWAS Ambassadors to the 30th of September 2015. The Fund received more than 316 proposals and their evaluation was done from October to November, and the Grant Evaluation Committee (GEC) was held the 16th of December 2015 to select the proposals eligible for Full proposal stage.

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9. What were the major factors influencing the achievement or non-achievement of the objectives?

ECOWAS has established a very comprehensive set of policies on migration, mobility and free movement of persons, which is one of the most advanced in the continent. The actual problem is implementation, hindered by lack of staff and lack of technical skills in the organisation; also, internal communication is weak and impedes a proper coordination of activities. Moreover, more Directorates should be involved in migration issues; this phenomenon presents many dimensions and an integrated approach is needed, in order to tackle the phenomenon from a holistic point of view. This necessity has been recognised by many ECOWAS staff interviewed by the team, and it is hoped that appropriate measures will be taken in the forthcoming months; the fact that the project is now based at ECOWAS premises will likely support the inclusion of other Directorates.

A limitation to the effectiveness of ECOWAS actions is represented by its mandate. The responsibility for the implementation of ECOWAS policies is in fact left to its Member States, which are very diversified in terms of language, institutional framework, approaches to several aspects linked to migration issues (i.e. the national qualification frameworks for workers), and finally degree of progress in migration issues, with many countries still lacking migration policies. At project level this limitations has perhaps created some misunderstandings: while ECOWAS is considered by stakeholders the main interlocutor, the organisation tends to consider that this role rather belongs to Member States.

Finally, funds available to ECOWAS for migration issues seem insufficient. As an example, the operating budget of the key Directorate of the ECOWAS Commission in charge of migration, the Free Movement of Persons and Tourism Directorate, amounts to about Eur 200,000 per year, thus considerably limiting its commitments and actual engagement. More efforts should probably made by the organisation on advocating for more resources to be allocated to

migration issues, given the raising importance of this area in the economy of West Africa.

At project level, the lack of staff and management capacities of the ECOWAS Commission, with as little as 6 to 8 members allocated but not dedicated to the project, has determined a situation where the project staff has hardly interlocutors at ECOWAS level. The project could have been an opportunity to fill this gap, but the modalities of internal recruitment of the organization - and perhaps other reasons linked to the funding modalities of the project – impeded the project to fully display its potential. Moreover, the mobility of ECOWAS Commission's staff and their agenda overload causes a problem of continuity in the coordination of activities with the implementing organizations.

At management level, it seems that there are issues of lack of communication and sometimes competition between the two Directorates in charge of the project, which prevent the creation of adequate synergies and cooperation.

At implementing agencies level, project activities are on paper supported by a network of ILO and IOM regional offices. Their real participation is however under question. The team has visited some of the regional offices; their degree of knowledge of and involvement in the project seems not optimal. In some countries, staff is extremely limited (in Niger there is only one ILO representative). All in all, the network does not appear to the team very effective. This remark can most likely be extended to the ECOWAS national focal points. There is probably a need to review the working modalities of the project.

4.4 Sustainability

This section analyses to which extent the benefits and outcomes of the project can last and produce durable results after the end of funding.

> **10. To what extent are the benefits of the project likely to continue after donor funding ceased?**

In general terms, main concerns on migration issues regard the implementation of the rich and quality legislative, policy and strategy provisions which already exist in the region. To some extent, this regards also the FMM project.

As mentioned in the above chapters, sustainability has not been sufficiently addressed in the project design, which presents a character of an activity-based nd not result-based action (see the logframe, its indicators). The implementation to date has been mainly focused on carrying out envisaged activities, and little attention has been paid to the necessity to ensure durability of actions.

The project has certainly produced a relevant number of quality reports, assessments, training manuals and other knowledge products. However, it is not obvious that those will be used by ECOWAS and MSs. This largely depends on a number of factors that have been already dealt with in the previous sections and that will be analysed under the next Evaluation Question.

It is advisable that the next implementation period be focused on sustainable results and to the issue of how to embed project outcomes into regional and national practices.

> **11. What are the major factors which influence the achievement or non-achievement of sustainability of the project?**

The following factors can impact on the sustainability of the action.

Project design. Many of the project activities consist of events like Meetings, Conferences and other short time actions thus giving the impression that the focus is on activities rather than results. It has been demonstrated that such approach, while surely providing a good basis for developing networks and exchange of information, do not produce durable results in a long term perspective and do not favour addressing the strategic dimension of the issue. It might be asked whether these activities can be replaced by interventions more aimed at achieving tangible outcomes: for instance, identify specific tangible objectives for each event, inserting into the agenda the approval of regional plans/strategies, to be further implemented; or establish follow-up mechanisms where results of events are monitored This would probably add strategic dimension, significance and durability to the action.

ECOWAS resources. This aspect regards both financial and staff capacities. The risk of dispersion of project knowledge because of lack of staff and technical capacities on the ECOWAS side has been already discussed. Availability of financial means can also represent an issue. As an example, the annual Heads of Immigration meeting, which usually falls under ECOWAS responsibility, was financed in 2016 from the project's funds on request of ECOWAS, which candidly admitted that no more funds were available from their budget[6].   In this respect, the element of the project which is most at risk seems to be MIDWA. The dialogue is slowly being reshaped thanks to the donors' community, but we might ask ourselves the question of how would it be implemented without external funding, and what is the level of commitment from all stakeholders to continue the dialogue. Knowing the stakeholders' degree of motivation would be useful to decide whether continue funding, or whether follow the Backbone Strategy indications, which recommend to be aligned with country and regional priorities and support actions already budgeted by beneficiaries (this is actually the only relevant element for judging commitment).

Knowledge. The project produced an impressive set of knowledge, but to date there is no 'recipient' for the internalisation of them. It is advisable to stimulate embedding of that knowledge into working practices, or their institutionalisation in a knowledge centre where access by relevant staff and persons working on migration issues is facilitated.

Local experts. As said in the above sections, the use of local expertise has been rather limited in the implementation of project activities. More engagement of local expertise should be considered, to promote ownership and better sustainability through the involvement of local

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[6] The team is not in favour of such approach, which does not facilitate the assumption of responsibility by beneficiaries and is therefore counterproductive in a long term perspective.

resources.

National Actors. The fact that ECOWAS does not have any power on national authorities for the implementation of plans, policies and strategies represents a limitation of the sustainability of some of the project's outcomes and outputs. The best the project can do is putting in place measures to further increase awareness and commitment of MSs to tackle migration related issues, thus encouraging them in developing national plans, policies, strategies and legislation aligned with ECOWAS provisions. Then, further support could be provided for their implementation.

Focal Points. The project includes national focal points in charge of the dissemination of knowledge and coordination of activities at country level. The team has met some of them in Senegal and Niger. Reportedly, not all of them are playing an active role and some seems rather dormant. Actions should be undertaken by ECOWAS to verify availability and commitment and, if needed, encourage replacements or activate their participation in the project.

5. LESSONS LEARNED

1. The project is not well aligned with indications set out in the EU Backbone Strategy[7], which

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[7] The European Commission Strategy for external aid guides the reform of Technical Cooperation (TC) and Project Implementation Units (PIUs). The Strategy, which is part of wider EC actions to implement the Paris Declaration, aims to improve the effectiveness of EC aid with respect to capacity development. The Strategy also responds to the European Court of Auditors' Report on Technical Assistance (No. 6/2007). The Strategy evidences major weaknesses in aid delivery as follows:

• A significant proportion of TC continues to be supply-driven with an overall low level of ownership and involvement on the part of partner countries, and by weak lines of accountability to the partner.

• Many partner countries have insufficient capacity to ensure 'active' ownership and to deal with an overloaded Paris reform agenda, including ensuring coordinated and owned TC. In some cases political will, leadership and initiative at country level are insufficient to be able to advance the reform agenda.

• In many cases, the provision of TA personnel and the use of 'PIU structures' is taken as a given, without questioning their appropriateness. Insufficient attention is given to understanding capacity challenges and assessing if and how TC is the right response to address the identified problems.

• Reliance on northern providers results in high costs. The cost and efficiency of TA personnel are areas of concern.

• Much of the TA and the majority of PIUs are provided to manage EC procedures and to comply with the various related requirements.

• EC-funded PIUs, even if formally classified as 'integrated' according to DAC criteria7, show various weaknessess: they employ TA personnel primarily to manage tenders and contracts, lines of accountability are often blurred and the salaries of PIU staff are, in most cases, higher than those of equivalent civil servants.

• The use of TC by the EC partly reflects management structures, incentives and internal capacity gaps. Human resource policies and the way delegations are managed has a bearing on current TC and PIA, as do incentives that tend to reward control, disbursements and quick results .

The provision for TA, its selection, procurement and management is largely driven by the EC and takes responsibility and ownership away from partner governments.

• The joint management of the procurement procedures is done in a way which does not allow the government to participate.

• TAs are, in many cases, primarily accountable to the delegation. There is a perception that they absorb a

represents an important step forward in the planning of programmes and actions. It is advised to review the project from this perspective and adjust it accordingly, where possible.

2. Continuity is required in order to take advantage of results and outputs developed under the project, which has brought about several positive contributions: action plans, migration profiles, training manuals, donors' mapping reports etc. These achievements need to be consolidated through further cooperation.

3. Activities are more successful where they are executed in synchrony with sector reforms and legislative developments in the sector. In general, all projects designed to support recently launched strategies or policies have a demonstrated higher impact and enjoy more favourable conditions for sustainability and durability.

6. CONCLUSIONS

1. The project is still very relevant to regional and national needs. Although new priorities have emerged in the last period due to the migrants' crisis which led to the Valletta Action Plan, the project has been able to align with those and develop an adequate set of actions, the most relevant of which is the ECOWAS Common Position elaborated with the support of the project.

2. The design of the project is focused on activities rather than results; indicators reflect this approach being activity- and not results-based, thus diminishing the strategic dimension of the project.

3. The project design does not take into sufficient consideration issues of efficiency, effectiveness, sustainability.

4. The project has not undergone any ROM report. A timely ROM mission could have evidenced earlier some urgent issues to be addressed.

5. Efficiency has been hindered by an excessive emphasis on project management, which went at detriment of actual contents (training, support to MIDWA dialogue, support to national and non-state stakeholders, and development of migration profiles).

6. Implementing agencies cannot replace the work of the beneficiary; the project should be implemented by ECOWAS to generate ownership and responsibility. This did not happen yet for reasons due to unavailability of staff. It is hoped that the hiring of dedicated staff, due to occur soon, will solve this issue.

7. Effectiveness and sustainability have had limitations, due to the scarcity of staff and technical capacities of ECOWAS.

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substantial proportion of programme and project budgets.
• Many capacity building programmes are offered, but do not match country needs. Often, TA's role diverges from its essential purpose of capacity building and focuses instead on substitution.

8. The project is mainly focused on ECOWAS as leading institution and does not sufficiently deal with MSs which are the sole implementers of regional strategies and policies. The strategic dimension was dealt with at regional level; actions undertaken with national stakeholders have been very scattered, and did not lead to long-term strategic approaches to migration at country level. This was not the objective of the project, but given the limited mandate of ECOWAS it might be worthwhile to explore whether in one country an holistic intervention might be proposed – either here, or in another initiative.

9. The limited incidence of activities directed at non-state actors, and the exclusive focus on grants, may limit the achievement of project results.

10. Many project activities consist of short-term actions (events, conferences) which do not favour sustainability and long-term results.

11. There are doubts about the consolidation of project outputs and knowledge products, and their further use by stakeholders, due to the lack of knowledge centres where results can be adequately conveyed and serve to future users.

7. LINKING CONCLUSIONS WITH RECOMMENDATIONS

Conclusion	Recommendation	To whom?
The project is still very relevant to regional and national needs. Although new priorities have emerged in the last period due to the migrants' crisis which led to the Valletta Action Plan, the project has been able to align with those and develop an adequate set of actions, the most relevant of which is the ECOWAS Common Position elaborated with the support of the project.	Continue being aligned with new EU and regional priorities	All stakeholders
The design of the project is focused on activities rather than results; indicators reflect this approach being activity- and not results-based, thus diminishing the strategic dimension of the	Review the project's logical framework, developing result-based indicators	EUD, ECOWAS, project staff, implementing agencies

project.		
The project design does not take into sufficient consideration issues of efficiency, effectiveness, sustainability	In checking or designing projects, have always a look on : budget ; results ; how sustainability is addressed	EUD
The project has not undergone any ROM report.	Schedule a ROM mission in six months time	EUD
Efficiency has been hindered by an excessive emphasis on project management, which went a detriment of actual contents (training, support to MIDWA dialogue, support to national and non-state stakeholders, and development of migration profiles).	Rationalise the use of financial resources, allocating more resources to activities aimed at sustainability. Make more use of local expertise available in the region.	EUD, ECOWAS, project staff, implementing agencies
Implementing agencies cannot replace the work of the beneficiary; the project should be implemented by ECOWAS to generate ownership and responsibility. This did not happen yet for reasons due to unavailability of staff. It is hoped that the hiring of dedicated staff, due to occur soon, will solve this issue	This issue will hopefully be solved with the new staff being hired by ECOWAS. They will need to be adequately trained; it is advisable to allocate project funds to their training and capacity building.	ECOWAS, project staff
Effectiveness and sustainability have had limitations, due to the scarcity off staff and technical capacities of ECOWAS.	Same as above.	ECOWAS, project staff
The project is mainly focused on ECOWAS as leading institution and does not sufficiently deal with MSs which are the sole implementers of regional strategies and policies	It might be suggested to shift focus of the project on national actors, or to provide for a more structured support to them following logical steps	EU, ECOWAS, implementing agencies
The low incidence of activities directed at non-state actors, and the exclusive focus on	It is perhaps advisable to reconsider the modalities of support to non-state actors,	EUD, implementing agencies, project staff

grants, limit the achievement of project results.	i.e. supporting the formulation of policies and cooperation modalities	
Many project activities consist of short-term actions (events, conferences) which do not favour sustainability and long-term results.	Ensure that the activities are focused on strategic, long term results, linking them to strategic objectives	ECOWAS, implementing agencies, project staff
There are doubts about the consolidation of project outputs and knowledge products, and their further use by stakeholders, due to the lack of knowledge centres where results can be adequately accessed and disseminated.	Develop an exit strategy, which includes actions aimed at the establishment of knowledge centres and to the embedding of project's results and outputs into working practices	ECOWAS, implementing agencies, project staff

8. HYPOTHESES FOR FURTHER INITIATIVES

The team has been requested to provide some inputs for possible extension of EU interventions in the field of migration in West Africa, linked to the recent establishment of a EU's Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa[8]. The Fund will benefit the Sahel region and Lake Chad area; the Horn of Africa and the North of Africa. Neighbouring countries in these regions may also benefit from the Trust Fund's projects to address regional migration flows and related cross-border challenges.

The following section is aimed at providing a general overview on emerging priorities and possible modalities of support.

New challenges

The main challenge faced by ECOWAS is how to continue to consolidate the achievements of the free movement of persons while pursuing the sub-regional integration in a regional and international environment that presents new issues and challenges.

Security issues appear for all of the Sahel countries members of ECOWAS as a priority factor, which can influence migration policies and strategies and free movement of persons. Already,

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[8] The Emergency Trust Fund is made up of €1.8 billion from the European Union financing instruments as well as contributions from EU Member States and other donors. So far, 25 EU Member States and 2 non-EU donors (Norway and Switzerland) have announced a total contribution of around €78.2 million.

in countries like Niger, migration issues are assigned to the Ministry of Interior that has exclusive guardianship. In Burkina Faso, Mali, Nigeria, Senegal, security institutions (Border Police, Territorial Surveillance Directorate, etc.) directly influence public decisions on free movement and migration.

In addition, the Valletta Summit's Action Plan on migration devotes a whole section to issues of instability and crises related to insecurity, by advocating to strengthen African states to ensure their internal security and to *develop activities of the EUCAP Sahel Niger in the Agadez region, while enhancing coordination with EUCA Sahel Mali*.[9]

These issues cut across Result 1.3 of the project concerning the strengthening of the ECOWAS Commission capacities in the area of immigration and border management (Objective 1) and the Result 2.2 (Objective 2) related of the strengthening of national institutions capacities in the fields of border management, migration of labour and counter-trafficking.

However, the integration of security factors in the project requires the consideration of new technical capabilities, as well as additional budgetary and human resources. The time remaining for the implementation of the FMM (two years) is not sufficient for deploying such activities.

The other challenge is the issue of return migration, which concerns not only migrants from the EU or the rest of the world, but Community nationals evicted from other ECOWAS Member States.

Despite the existence of Protocol 1979, which guarantees freedom of movement and establishment within ECOWAS and prohibit in Article 13 of the collective or mass expulsion of nationals of Member States, the practice affects countries like Burkina Faso that repeatedly suffered of involuntary returns of its migrant workers from Guinea and other African countries. This is due particularly to the difference between the legal texts of ECOWAS and the interpretation and practice of Member States.

The issue of return migration represents a priority in the Valletta Action Plan (see below) and might be integrated mainly under Result 1.1 concerning the structuring of intra-regional dialogue. Unlike security issues, it does not require significant integration of new technical capacities.

Stakeholders' priorities

The team has interviewed all stakeholders about new issues emerging in the region and the following suggestions have been provided:

➢ Need for involvement of other ECOWAS Directorates to address the issue of migration in an integrated way (gender, youth, social rights…)
➢ Centrality of women in migration (ex. women traders)
➢ Agadez MRRM

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[9] Valletta Summit Action Plan, November 2015.

- ➢ Joint Task Force (such as Frontex) to control irregular migration and monitor flows
- ➢ Strengthen national capacities to fight trafficking
- ➢ Identify best practices in the trade-off between security and free movement of persons.

New intervention patterns

The actions suggested in the Valletta Action Plan, whose objective is to step up cooperation on migration, include:

-*maximise the development benefits of migration and address root causes;*

-*better organise legal channels for migration and mobility;*

-*ensure international protection for migrants and asylum seekers;*

-*intensify the fight against criminal networks engaged in migrant smuggling and human trafficking,*

-*step up the cooperation on return and readmission.*

Any future interventions should take into consideration these elements.

Modalities of intervention should certainly be built around the criteria of effectiveness and sustainability. In order to do so, it is suggested that actions focus on capacity building and/or financial support to identified centres of excellence of the region, which have been identified during the project implementation. For instance, the Nigerian NAPTIP can work on counter-trafficking issues, transferring knowledge to other ECOWAS countries, similarly to what they did in the Gambia. Best practices related to Labour Migration Information System (LMIS) might be extended to other MSs from the Niger-based Observatoire National de l'Emploi et de la Formation Professionnelle (ONEF). It would also be worthwhile to extend to Anglophone MSs the work and experience of the Senegalese ANPEJ (Agence Nationale pour la Promotion de l'Emploi des Jeunes) on strengthening public employment services through the development of a job matching database known as Job Gateway (Accueil Emploi in French), whose aim is to connect jobseekers with national and international employment offers. The database, first developed by the ILO, has been installed and is currently in use in six countries of the region, namely Benin, Cape Verde, Ghana, Mali, Mauritania, and Senegal.

9. ANNEXES

a. *List of people interviewed*

b. *Evaluation work plan and ToRs*

c. *Key reference documents*

Terms of reference for the mid-term evaluation for the regional project 'Support to free movement of persons and migration in West Africa' (FED/2012/023-123)

1. BACKGROUND

In April 2013, the EU and the Economic Community of African States (ECOWAS) signed a Financing Agreement to implement the project "Support to free movement of persons and migration in West Africa (FMM West Africa)" (FED 2012/023-123), with a total EU contribution of EUR 26,000,000 to be funded under the 10th EDF. The EU and ECOWAS entrusted the International Organization for Migration (IOM) with the implementation of the project, given its specific mandate and expertise on these matters. A Contribution Agreement between the EU and IOM (FED/2013/318-778) was subsequently signed to that effect (30/05/2013).

The project contributes to assisting the ECOWAS in advancing policy development, building capacity of selected national stakeholders and improving coordination within the migration sector at national level or in coordination with ECOWAS Member States. Ultimately the project aims at promoting better governance, strengthening rule of law and enhancing citizen and migrant protection and security and public health, responding as such to the objectives of the Regional Indicative Programme which guide the implementation of the 10th EDF.

As provided for by the respective Financing Agreements and Contribution Agreements a mid-term evaluation of the 'Support to free movement of persons and migration in West Africa' project will now be conducted to provide the EU Delegation to Nigeria and ECOWAS, Regional Authorising Officer (ECOWAS Commission), IOM, UNODC and other implementing partners and beneficiaries with an assessment of the projects' performance and recommendations on how to improve the interventions to achieve expected goals and outcomes, taking into account problems and opportunities. Moreover, these evaluations come at a strategic time for instructing future programming of EU support to the region of West Africa in the migration sector.

The assignment will be conducted in parallel and close coordination with the Identification mission for an EU project under the 11th EDF as well as the mid-term evaluation of the regional project "Support to free movement of persons and migration in West Africa" (FED 2012/023-123).

2. DESCRIPTION OF THE ASSIGNMENT

2.1. Overall objective

To assist the EU Delegation to Nigeria, the Government of Nigeria and to the ECOWAS and

other partners in the evaluation of the EU support to free movement and migration in West Africa under the 10th EDF.

2.2. Specific objective(s)

To evaluate, the relevance, efficiency, effectiveness and sustainability of the project "Support to free movement of persons and migration in West Africa" (FED 2012/023-123) (mid-term evaluation) with a specific focus on providing recommendations on how to improve performance in the final stage of implementation. The impact of the project will not be assessed.

Relevance

To what extent are the objectives of the project still valid?

Are the activities and outputs of the project consistent with the overall goal and the ttainment of its objectives?

Are the activities and outputs of the project consistent with the intended impacts and effects?

Efficiency

Were activities cost-efficient?

Were objectives achieved on time?

Was the project implemented in the most efficient way compared to alternatives?

Effectiveness

To what extent were the objectives achieved / are likely to be achieved?

What were the major factors influencing the achievement or non-achievement of the

objectives?

Sustainability

To what extent did the benefits of the project continue after donor funding ceased?

What were the major factors which influenced the achievement or non-achievement of sustainability of the project?

2.3. Requested services

The entire assignment will be carried out by a team composed of 2 experts. The tasks will be fully coordinated by the contractor and team leader for the overall assignment.

The team will participate in the inception briefing and de-briefing meetings that will be held in the EU Delegation in Abuja, Nigeria, at the start and end of the field mission.

The team will work in close cooperation with the IOM and other implementing partners (International Labour Organization (ILO)/International Centre for Migration Policy Development (ICMPD)) and the UNODC, the Regional Authorising Officer (ECOWAS Commission), national and regional beneficiaries and other stakeholders to address the specific objectives stated

above, as well as the challenges experienced and lessons learned in the implementation of the projects. Other stakeholders will include Civil Society Organisations and development partners.

The assignment consists in two separate parts: The consultants will familiarise themselves with all relevant documentation from the two projects, the EU Financing Agreements with ECOWAS and Contribution Agreements with UNODC and IOM including identification/formulation studies, project reports, work plans, as well as other available reports of stakeholders related to the projects.

Relevant findings and recommendations of previous evaluations on the projects and of a mid-term evaluation of other UNODC projects will also be taken into account. The consultants will also familiarise themselves with ongoing programmes conducted by other donors and EU Member States, and will review current EU or National policies on Migration and Labour Migration as well as other relevant documentation (non-exhaustive list provided in Annex 4).

Consultants will review all the relevant project documents and arrange individual meetings with stakeholders. A proposed methodology must be submitted in support of the expression of interest.

2.4. Required outputs

The expected outputs of the assignment include the following aspects:

an evaluation report which analyses and assesses the relevance, effectiveness, efficiency, means and costs involved, and sustainability in the implementation of the project.

an in-depth analysis of the problems & operational recommendations to improve the implementation of the outstanding activities of the project. Each problem identified will lead to a corresponding recommendation. If relevant, propose concrete modifications in the design and log frame, including proposals on expected outcomes, activities and indicators**.**

2.5. Language of the Specific Contract

English

2.6. Subcontracting (to be foreseen or not)

No subcontracting possible.

3. EXPERTS PROFILE

3.1. Team

Candidate should have:

At least a Master Degree (Academic level) in Project and Programme Management, Development Cooperation, Public Administration, Political Science, Law or relevant, directly related discipline, or equivalent;

Minimum 12 years of relevant professional experience

Experience in monitoring and evaluation of large development projects in complex political

environments;

Effective verbal and written communication skills and ability to write reports in a clear and concise manner in English.

Strong experience in leading missions for project evaluation (at least 5 missions)

Minimum of 6 years professional experience in the migration and human trafficking sectors (laws, labour, justice, international protection, border control, fight against smuggling or trafficking)

Knowledge of EDF programming procedures

Expertise in problem analysis, stakeholders' analysis and construction of logical framework Full working knowledge of French, as well as excellent report writing and communication skills.

Preferred skills:

Experience with EDF programming procedures will be an asset;

Experience in EC programmes evaluation, design and identification in developing countries

Experience in sub-saharan Africa

Specific expertise in regular/irregular migration issues (technical assistance, capacity development, training, awareness campaigns) especially in countries with common law legal systems

Familiarity with international standards and methods regarding migration sector reform;

Understanding of governance issues in West Africa an asset

Experience with capacity development projects as per guidance provided by the "EU backbone strategy"

(http://ec.europa.eu/development/icenter/repository/backbone_strategy_technical_cooperati on_en.pdf) and the "Guidelines on "Making technical cooperation more effective" (http://ec.europa.eu/europeaid/how/ensure-aid-effectiveness/documents/guidelines_on_tc_finale_en.pdf).

Excellent interpersonal skills to relate to counterparts on all levels of hierarchy;

IT literate, very good data-processing knowledge, and of office automation software; Experience in communication, negotiation and dialogue at high level**;**

2. Expert 2, Evaluation and Migration management specialist (Category 1)

Minimum required skills:

Candidate should have:

At least a Master Degree (Academic level) in Project and Programme Management, Development Cooperation, Public Administration, Political Science, Law or relevant, directly related discipline, or equivalent;

Minimum 12 years of relevant professional experience

Experience in missions for project evaluation (at least 5 missions);

Experience in monitoring and evaluation of large development projects in complex political environments;

At least 5 years professional experience of the migration and human trafficking sectors (laws, labour, justice, international protection, border control)

Effective verbal and written communication skills and ability to write reports in a clear and concise manner in English.

Knowledge of EDF programming procedures

Expertise in problem analysis, stakeholders' analysis and construction of logical framework Full working knowledge of English, as well as excellent report writing and communication skills

Full working knowledge of French, as well as excellent report writing and communication skills

Preferred skills:

experience with EDF programming procedures will be an asset; Experience in EC programmes evaluation in developing countries Experience in Sub-Saharan Africa;

Understanding of governance issues in West Africa an asset

Specific expertise in regular/irregular migration issues (technical assistance, capacity development, training, awareness campaigns).

Familiarity with international standards and methods regarding migration sector reform;

At least two references including phone number and email address shall be supplied for the proposed experts.

3.2 Other inputs and roles

Expert 1 will lead the mission and finalise the drafting of all required documents. The experts will work in close collaboration with the EU Delegation, the Projects' Implementing Partners, officials of the ECOWAS Commission and other relevant regional stakeholders.

3.3 Working language

English and French

4. LOCATION AND DURATION

Starting date: 25th January 2016

Foreseen end date: 8th March 2016

Location of assignment: Abuja, Nigeria, 2 regional travels (West Africa Region) and

home base of the experts. The location of the two regional visits will be decided by the experts.

5.1 Content

The structure, format and level of detail of the evaluation report will be agreed with the EU Delegation during the briefing at the beginning of the assignment.

1. Evaluation Reports

As a minimum, the final and mid-term evaluation reports must include the following:

i.   Executive Summary

ii.   Introduction / Background

iii.   Project outline and management

iv.   Objectives

v.   Methodology

vi.   Analysis

vii.   Findings

viii. Lessons Learned

ix.   Recommendations

x.   Relevant Annexes, e.g.a.   List of people interviewed b.   List of acronyms

c. Evaluation work plan and TORs

d. Key reference documents

The recommendations must be duly justified.

The evaluation report has to demonstrate a solid understanding of the context, the sector and the methodology of evaluation. The format and structure of the report shall follow the European Commission standard evaluation reports and address the points as specified in section 2 of the present Terms of Reference.

The evaluation shall be completed in close coordination with the International Organization for Migration (IOM), the United Nations Office on Drugs and Crime (UNODC), the Economic Community of West African States (ECOWAS) and the Delegation of the European Union in Nigeria and the ECOWAS.

5.2 Language

All reports, documents and correspondence have to be issued in English.

5.3 Submission and Timing

Upon arrival in Nigeria:

The experts will submit an inception report detailing their methodology and a work-plan for the mid-term evaluation.

The report will be communicated to EU Delegation by email at the latest 24 hours after th briefing meeting;

A briefing meeting with the representatives of IOM, UNODC, and the EU Delegation, will be organised to discuss the inception report, methodology and the work plan for the mid-term evaluation;

At the end of the field mission (before departure of the consultants from Nigeria):

A mission note incorporating the preliminary conclusions and recommendations for each evaluation (communicated to EU Delegation by email at the latest 24 hours after the de-briefing meeting for further distribution to partners);

A de-briefing meeting is organised with IOM, UNODC, and EU Delegation for the presentation of the mission note.

After the field mission:

Maximum 5 working days after departure from Nigeria: submission of the final evaluation report incorporating the conclusions of the de-briefing meeting held at the end of the field mission;

A period of 5 working days is granted to ECOWAS, IOM, UNODC, and the Delegation to submit their comments on the draft final report. The comments from all stakeholders will be compiled by the EU Delegation and submitted in one document to the contractor.

The final evaluation report including executive summary has to be submitted at the latest 2 weeks after leaving Nigeria in a computerized format (electronic version) and once approved and accepted, hard copies at no extra charge. The report is to be submitted to the EU Delegation for further dissemination to the other parties.

The date of the postal stamp on the envelope of the hard copies evidences the date of submission.

The email submitting the electronic version of the evaluation report has to be dated before this deadline.

5.4 Number of report(s) copies

The evaluation report shall be submitted on the due dates to the following contacts in English, in Word and (if applicable) Excel format (unless otherwise agreed) by email as well as paper (3 copies of each report) to the:

Head of Delegation Michel Arrion

Delegation of the European Commission to Nigeria

21st Crescent, off Constitution Avenue

Central Business District

Abuja

Note: e-mail copies should only be sent to the Project Officer:

6. INCIDENTAL EXPENDITURE

Unless an agreement between the European Commission and the Beneficiary Country outside the Union partially or fully exonerates local taxes levied by the Beneficiary Country, such local taxes upon reimbursable expenditure incurred under the Specific Contract and approved by the Contracting Authority shall be reimbursed in full.

The Framework Contractor (the Contractor) is in charge of any arrangements as concerns supervision of experts, management, output and report production and delivery. A prospective Contractor must make available an appropriate logistical support for the experts, including their travel, visa and accommodation arrangements and other services such internet connection and photocopies, as well as any other equipment that may be necessary for the completion of the assignment. Please not that equipment is excluded from the authorised reimbursable items.

As for reimbursable expenditure, the rules of Framework contracts apply for regional travel. A provisional sum of EUR 8,000 has been reserved to cover regional travel. Expenditures for international travel (air travel and visas) have to be incorporated in the price breakdown. No workshops are expected to be organised by the expert. The joint meetings will be organised in the premises of the EU Delegation in Abuja.

Annex 1:　　　Indicative time schedule

Annex 2: "Support to free movement of persons and migration in West Africa' (FED 2012/023-123) (Financing Agreement)

Annex 1

INDICATIVE TIME SCHEDULE

Number of requested experts per category and number of man-days per expert

Number　　Category　　　　　Workdays

Number	Category	Workdays
1	1	27
1	1	25
TOTAL		**52**

* The workdays are based on a 5 day working week in Nigeria.

Week	Location/Activity	Dates	Number of days
Week 1	Abuja, Nigeria - Briefing session at EU Delegation - Review of documents, preliminary visits and consultations	25/01/2016-29/01/2016	5 days (each)
Weeks2 to 4 2	Abuja, ECOWAS Region - evaluation of "Support to free movement of persons and migration in West Africa" - visits and consultations, 2 visits in the ECOWAS Region) - visits, consultations - drafting end of mission note - Debriefing session at EU Delegation	01/02/2016-19/02/2016	15 days (each)
Week 5	Home based Finalization of draft evaluation report and transmit electronically to the EU Delegation	22/02/2016-26/02/2016	5 days (each)
Week 6	EU DEL consolidation of comments by stakeholders and transmission to consultants (Home	29/02/2016-04/03/2016	

	based)		
Week 7	Home based Finalisation and submission of the final evaluation report	07/03/2016-08/03/2016	2 days (Team Leader)

Work Plan of the mission

Week	Location/Activity	Dates	Number of days
Week 1	Abuja, Nigeria - Briefing session at EU Delegation - Review of documents, preliminary visits and consultations	22-26 February 2016	5 days (each)
Week 2	Abuja, ECOWAS Region - evaluation of "Support to free movement of persons and migration in West Africa" - visits and consultations	29 February – 5 March 2016	15 days (each)
Week 3	As above Debriefing session at EU Delegation end of mission presentation	7-11 March 2016	
Week 4	2 visits in the ECOWAS Region (Niger, Togo, Senegal)	13-18 March 2016	
Week 5-6	Home based Finalization of draft evaluation report and transmit electronically to the EU Delegation	20 -March – 1 April 206	5 days (each)
Week 7	EU DEL consolidation of comments by		

	stakeholders and transmission to consultants (Home based)		
Week 8	Home based Finalisation and submission of the final evaluation report		2 days (Team Leader)

Annex c.   Key reference documents

EU strategic documents
COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS - The Global Approach to Migration and Mobility, 2011
Remarks by Federica Mogherini, and Dimitris Avramopoulos, Commissioner for Migration, Home Affairs and Citizenship on the conferences for the Rabat Process and the Khartoum Process - Rome, 28 November 2014
Declaration de Rome sur le Processus de Rabat
FOURTH EU-AFRICA SUMMIT 2-3 APRIL 2014, BRUSSELS ROADMAP 2014-2017
Valletta Conference (Malta, 11-12 November 2015) COREPER ORIENTATION NOTE
Valletta Action Plan, November 2015
European Union – West Africa Regional Indicative Programme 2014 – 2020

ECOWAS documents
ELEMENTS OF CONTRIBUTION TO THE FORMULATION OF AN ECOWAS COMMON POSITION ON IRREGULAR MIGRATION FOR THE MALTA SUMMIT, October 2015

Project Documents
Financing Agreement
TAPs, logframes (original and revised)
Project Budget
Project Monitoring Framework
Project Workplan
Project Addendum no. 1
Project Narrative Report May 2013-May 2014
Reports on meetings and events held
Assessments, other reports
Studies produced under the project

Annex c.   Key reference documents

EU strategic documents
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Remarks by Federica Mogherini, and Dimitris Avramopoulos, Commissioner for Migration, Home Affairs and Citizenship on the conferences for the Rabat Process and the Khartoum Process - Rome, 28 November 2014
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Project Narrative Report May 2013-May 2014
Reports on meetings and events held
Assessments, other reports
Studies produced under the project

Annex d. Budget of the project recalculated by type of activity

budget FMM
reloaded.xlsx