



The Temporary Return of Qualified Nationals Project (TRQN) III

Evaluation Report

for the
International Organization
for Migration (IOM)

June 2015

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Answers from IOM to the 11 Recommendations attached

Evaluation of the Temporary Return of Qualified Nationals Project (TRQN) III

Evaluation Report

16 June 2015

PREFACE

Dr Jennifer Leith and Dr. Althea-Maria Rivas have compiled the data and written this evaluation report of the TRQN III project. The report is based on findings collected from January - May 2015 in the Netherlands and the TRQN target countries. Thanks are due to the IOM Netherlands and in-country staff who facilitated the evaluation field visits and significantly contributed to enabling the team to conduct the evaluation, and to the many stakeholders at every level who answered our many requests for information. Any errors are the sole responsibility of the authors.

ABBREVIATIONS

ALNAP- Active Learning Network for Accountability and Performance

AVR- Assisted Voluntary Returns

EU - European Union

EU-RQA - European Union - Return of Qualified Afghans project

IOM – International Organization for Migration

MIDA- Migration for Development in Africa

KII- Key Informant Interviews

OECD-DAC – Organisation of Economic Cooperation and Development – Development Assistance Committee

MoFA- Dutch Ministry of Foreign Affairs

RQN- Return of Qualified Nationals project

TOC- Theory of Change

TOR- Terms of Reference

TRQN- Temporary Return of Qualified Nationals

EXECUTIVE SUMMARY

This document presents a detailed evaluation of the IOM Temporary Return of Qualified Nationals Project, Phase III, undertaken for The Hague office of IOM, under the auspices of the Dutch Ministry of Foreign Affairs. The evaluators, Drs Leith and Rivas, were asked to undertake an independent evaluation of TRQN III and, guided by the Terms of Reference (ToR), were requested to **assess the impact and relevance** of the TRQN III. The approach centered on examining evidence through the evaluation questions focused on capacity change, skills and knowledge transfer in practice, usefulness, levels of satisfaction and awareness of the value of the project to individuals and staff. The evaluation used a mixed method approach including a theory based evaluation approach, case study design, and the analysis of quantitative survey data.

An inception report which included a desk review, based on initial meetings with IOM in early February, laid out an agreed approach and methodology. The evaluation methods included five different sets of activities. A **desk review** of existing documents and materials, **2 online surveys** sent out to TRQN experts and host institutions in March and April 2015 respectively. **Six in-country field visits** took place, in March and April, and included Afghanistan, Armenia, Georgia, Somalia, Ghana and Morocco. Each visit ranged between three and five days and included key informant interviews with a range of stakeholders including government, project supervisors, and diaspora experts. Focus groups were held with diaspora experts and, where possible, attempts were made to visit projects underway in two or three areas within the country. **Ten Focus groups** were carried out in The Hague in April 2015 in the Netherlands, and held with TRQN III experts from 9 target countries that had completed their assignments and 7 diaspora organizations, In addition seven individual interviews, were held. Finally, **Skype interviews** were carried out with three of the 2014 participants in the Maastricht Migration and Development programme.

The report details 26 findings grouped into four sections covering: Relevance; Outreach; Diaspora Culture and Return; and Impact: What difference the project has made? The evaluation team found that the TRQN III project is relevant for the priorities and policies of the institutions in all of the nine target countries and for the diaspora communities in the Netherlands. The IOM has established links with the diaspora communities from the target countries within the Netherlands and several other EU countries¹. However, a more innovative outreach strategy is need given the large numbers and variety of diaspora communities in the Netherlands, number of TRQN target countries, and the demand driven nature of the assignment identification.

Overall, the evaluation found that individuals can make a difference through diaspora return. There was an identifiable commitment made by diaspora individuals to contribute to their country of origin, and more than 40.0% extended their initial assignments. Shared language and cultural understanding made the positive difference for both institutions and experts, and governments increased their awareness of and became more positive to the role their diaspora community could make to development. There were intergenerational differences found between older diaspora

¹ Including Portugal, Germany, France. As the result of the outreach activities 700 qualified nationals have been identified, and registered in TRQN III skills database which contains CVs of over 1100 professionals from 9 target countries. These numbers are output measures of staff activity and the evaluators did not review the database nor CVs to assess quality or appropriateness.

experts and second generation experts in their motivation to participate, their length of stay and the nature of their contribution. Interesting differences were also found in the nature of participation between fragile state target countries and more stable target countries. Overall, greater successes were found with technology transfer assignments than broad management and policy capacity building assignments. More research is needed to understand why

The evaluation team was able to identify various ways that the TRQN project interventions have made an impact for the host institutions, local staff and diaspora members themselves. However, our evaluation showed the need for a more comprehensive monitoring and evaluation framework, baseline data and a more clearly articulated project strategy, in order to provide a systematic and measurable understanding of the impact of the project. Though the evaluators found consistent positive support and excellent implementation of the TRQN project in The Hague, there was uneven support and capacity for TRQN reported by experts and other stakeholders across IOM Field Offices. Three brief case studies of excellence were provided and illustrated by the Ghana, Georgia and Afghanistan TRQN projects.

Eleven recommendations for action were made, addressed to IOM, MoFA, Host Institutions and the Diaspora Community, for the next phase of the project.

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1 EVALUATION CONTEXT

1.1 Background and Motivating Factors

The evaluation was commissioned by the IOM Netherlands Coordinator, Migration and Development Unit, in December 2014 and overseen by the Migration and Development Policy Officer and Project Coordinator.

The main objectives of the evaluation are to support reflection and learning within the IOM and among the main project stakeholders and to provide practical and comprehensive recommendations to strengthen the remaining period of the TRQN III and potentially guide future similar projects. This was achieved through an assessment of the relevance and impact of the TRQN III project to Afghanistan, Armenia, Cape Verde, Georgia, Ghana, Iraq, Morocco, Somalia and Sudan. The evaluation was guided by several key questions stipulated in the ToR.²

1.1.1 Users of the Evaluation

The evaluation findings will be of relevance to a wide variety of stakeholders involved in the TRQN III project. This document will provide management, government partners, diaspora community members and donors with an independent evaluation of the overall performance and achievements of the project, consistent with TRQN III objectives and project purposes.

1.2 Project Description

The TRQN III project is a three-year (December 2012 – November 2015) multi-country project managed by IOM Netherlands. The € 4 877 481 project is funded by the Directorate of Consular Affairs and Migration Policy, Ministry of Foreign Affairs (MoFA) of the Netherlands. TRQN III builds upon the information collected, experiences and lessons learned in TRQN I (2006-2008), TRQN II (2008-2012) and other return of qualified nationals projects being implemented by the IOM such as the Migration for Development in Africa (MIDA) Ghana Health project.

The main objective of the project is:

...To make a contribution to the national development policies and strategies of a number of selected countries by engaging their overseas migrant communities in improving the capacity of governmental and non- governmental institutions.³

The project aims to match highly qualified migrants, migrant organizations in the Netherlands and other EU countries, with public and private sector institutions in their countries of origins, for short-term assignments. Assignments are on average 3 months but can be shorter, one week or longer, 9 months or more.

TRQN III is implemented in nine partner countries including: Afghanistan, Armenia, Cape Verde, Georgia, Ghana, Iraq, Morocco, Somalia and Sudan. South Sudan was replaced by Sudan in January 2014.

² See Annex 3: *The Terms of Reference*.

³ Temporary Return of Qualified Nationals (TRQN III) Enhancing Government and Institutional Capacity by Linking Diaspora to Development, p.1.

TRQN III aims to place 405 experts from the nine target countries in public or non-governmental institutions in their countries of origin. As of April 2015, a total of 212 experts have participated in the project and 349 assignments have been completed, are underway or will begin soon. Many experts extend their engagement with additional assignments. Though the majority of diaspora experts come from the Netherlands, the project also allows for up to 20.0 % of diaspora participants to be recruited from other countries in Europe. Currently, non-Dutch experts have come from the UK, France, Germany, Austria, Sweden, Belgium, Portugal and Bulgaria.

The project is managed by a core team based at the IOM Netherlands mission and implemented in partnership with IOM offices in the target countries. At the global level the TRQN project falls under the IOM, Migration and Development Division, whose stated vision is:

...to contribute to a better understanding of the links between international migration and development in order to harness the development potential of migration for the benefit of both societies and migrants and to contribute to sustainable development and poverty reduction.⁴

IOM Project Officers in the nine field offices assist with the project activities, outreach to host institutions and support of experts while on assignment. There is also limited support from other IOM offices in Europe.

1.2.1 Background of the Target Countries

The TRQN III is implemented in nine target countries. The countries were selected by both the IOM and the MoFA through joint discussions and based on several different criteria. The basic criteria were:

- Supply
 - A presence of qualified and committed diaspora communities in the Netherlands and other European countries.
- Demand
 - An identified lack of capacity, infrastructure, know-how and human resources in the country of origin to address development priorities and migration policies more effectively.
 - The identified needs, interest and commitment in the target countries.
- Policy Coherence and Co-ordination
 - The relationship with the Dutch government in the area of migration, development cooperation and/or return.
 - The capacity of the IOM to implement the project in the target countries.⁵

The target countries span a variety of locations and are very diverse in terms of their political and social characteristics, TRQN project history and diaspora composition. Four of the target countries, Afghanistan, Iraq, Sudan and Somalia are considered to be fragile, emerging from conflict.⁶ In each case, however, new, ongoing and increased conflict in certain areas of the

⁴ See <https://www.iom.int/migration-and-development>

⁵ Adapted from the evaluation interviews and the Temporary Return of Qualified Nationals (TRQN III) Enhancing Government and Institutional Capacity by Linking Diaspora to Development, p.5.

⁶ There is rarely a clear marker between the beginning and the end of a conflict. For the purposes of this report we find a more useful approach is to adopt a process-oriented approach where fragile countries are seen as those positioned along a transition continuum of being in-conflict and at peace. Along this continuum countries move forward towards the achievement of a range of peace milestones such as the cessation of hostilities and violence, signing of political/peace agreements; demobilisation, disarmament and reintegration; refugee repatriation; establishing a functioning state; achieving reconciliation and societal integration; and economic recovery. They may also, however, move backwards in which case hostilities can be renewed, and intensified. Definition adopted from Brown, Langer & Stewart, *A Typology of Post-Conflict Environments*, CRPD Working Paper September 2011, pp. 4-7.

country has resulted in continued violence. The insecurity in these countries has presented a challenge for the TRQN III project implementation. The different levels of development have also directly affected the needs of the host institutions, and the ability of the experts to make sustainable interventions.

Four countries: Morocco, Armenia, Cape Verde and Somalia are new to TRQN III and were not part of previous TRQN phases. Several of the countries, including Afghanistan, Sudan, and Georgia, have been part of TRQN for several phases. Others have also implemented other IOM Return of Qualified Nationals (RQN) projects, such as the MIDA projects in Ghana and Somalia, and the European Union – Return of Qualified Afghans (EU-RQA) project in Afghanistan.

Each of the diaspora communities participating in the TRQN project are varied in terms of the size of the community, available expertise, gender and intergenerational dynamics and history within the Netherlands. For the communities that are new to the project, the IOM has had varied success in building relationships with the diaspora.

1.3 Methodology

The evaluation was guided by the ToR, requesting the evaluators to **assess the impact and relevance** of the TRQN III, and our approach was consistent with both the criteria set out by the OECD-DAC (1991 and 2010) for evaluations and the evaluation practice standards found in the Active Learning Network for Accountability and Performance (ALNAP) Evaluation Quality Proforma (2003). Other evaluation criteria such as value for money, efficiency, effectiveness, coherence and sustainability were not key areas of inquiry for this report. Some of the findings below do speak tangentially to these other areas; however, they were not the main evaluation focus for this report.

Keeping in mind the ToR and the evaluation focus on relevance and impact, our approach centered on examining evidence through evaluation questions on capacity change, skills and knowledge transfer in practice, usefulness, levels of satisfaction and awareness of the value of the project to individuals and staff.

Our strategy for the evaluation was to collect data using innovative methods⁷ in an inclusive participatory manner, to support further learning among the project stakeholders. The first involved a focus on uncovering and understanding **the theory and process of change**; next a **mixed methods data collection process**; and finally collecting and profiling the **stories of TRQN experience and change through focus groups** and participatory learning and sharing.

The evaluation methods included five different sets of activities:

- A **desk review** of existing documents and materials including government policy documents, IOM project background documents, strategy documents, and progress reports and reports by external agencies involved in return migration in the target countries. An inception report based on the initial meetings and desk review was submitted in February 2015.
- **Two online surveys** were created and sent out to TRQN experts and host institutions⁸ in March and April 2015 respectively. The purpose of the surveys, which consisted of short, targeted question, was to collect global comparative data that could be analyzed using descriptive statistics. The expert survey received a very high response rate of 60.0%. The

⁷ Such as Most Significant Change Method. See <http://mande.co.uk/special-issues/most-significant-change-msc/>

⁸ See Annex 4: Survey Results.

host institution survey response rate was slightly lower, with a response rate of 30.0%.⁹ Some of the host institutions chose to submit their responses in hard copy rather than online.

- **Six in-country field visits** took place in: Afghanistan, Armenia, Georgia, Somalia, Ghana and Morocco. The countries were selected based on a range of criteria developed in conversation with IOM staff.¹⁰ Each visit ranged between three and five days and consisted of key informant interviews with a range of stakeholders including government, project supervisors and diaspora experts. Focus groups were held with diaspora experts and, where possible, attempts were made to visit projects underway in two or three areas within the country.
- **Focus groups** were carried out in The Hague in April 2015 in the Netherlands with TRQN experts who had completed their assignments and diaspora organisations. In total, 10 focus groups were held with experts from all nine target countries in addition to seven individual interviews. Diaspora organization representatives from Georgia, Armenia, Afghanistan, Cape Verde and Morocco were also interviewed.
- **Skype interviews** were carried out with three of the 2014 participants in the Maastricht Migration and Development programme.

1.3.1 Methodological Challenges

Given the diversity of the 9 countries and both the post-conflict and more developed country contexts in which the TRQN was implemented, the complexity of the varied sectoral assignment themes (more than 21 sectoral themes) and the ways in which each country programme worked with the TRQN blueprint to meet their needs, the evaluators chose to mix two design approaches: a **theory-based approach** and a **case-based approach**.

Given diversity, **theory-based approaches** are suited to investigating and understanding the linkages and contributory or causal pathways to identify what has worked, in what circumstances and why, and assess impact. However, the partial nature of the TRQN logical framework, with outputs and impact that were not particularly measurable, the absence of baselines, and only an implicit rather than explicit theory of change, made evaluating impact against a theory of change particularly challenging.

We then chose in addition to follow a **case-based design**, using 6 country visits as the cases, with additional in-depth case information provided through focus groups and key informant interviews. The case-based approach allows us to compare within cases (both within country cases and within sectors) and across cases (again, across countries and sectors), to identify a combination of causal factors for both positive change and unanticipated outcomes, to assess impact and relevance in our findings. This method provides challenges because of the subjectivity in analysis and interpretation of findings, which we tried to mitigate through triangulation of evidence, which included questionnaire-based surveys.

1.3.2 Limitations

The TRQN III project includes a large number of countries, host institutions and diaspora participants. Given the time and budgetary constraints of the evaluation, it was not possible to visit all nine countries nor to interview in person all of the host institutions' staff or diaspora experts. The evaluation team, however, made careful choices to ensure sample data was collected from the wide cross-section of partners, experts and countries involved in the project.

⁹ This is partly explained by fact that in some countries like Afghanistan and Cape Verde representatives from host institutions may have had English language challenges.

¹⁰ See the *TRQN III Evaluation Inception Report*, Table 2: Breakdown of Field Visit Selection Rationale Table, p. 15.

2 EVALUATION FINDINGS

2.1 Relevance

Key Conclusion: The evaluation team found that the TRQN III project is relevant to the priorities and policies of the institutions in all of the nine target countries and for the diaspora communities in the Netherlands.

2.1.1 Project Concept aims to address the Priorities and policies of the target countries with a flexible approach

The TRQN III project approach, which matches diaspora experts with institutions which have human resource gaps, such as a lack of updated knowledge, or technology or capabilities to develop strategies, plans and policies in their home country, facilitates a process which is consistent with the project's overall goals of making a *contribution to the national development policies and strategies of a number of selected countries by engaging their overseas migrant communities*. Each of the target countries are at different levels in terms of their development needs and the gaps in human resources that exist within the public and private sector. In all six of the countries visited, however, stakeholders stated there were clear gaps in their institutions that benefited from additional human resources and expertise. In economically and politically stable countries such as Ghana and Morocco, the assignment sectors and the level of expertise needed was more focused than in other more fragile countries with a less robust economies and governments. The wide range of institutional needs identified by the project is accommodated by the flexibility of the assignments in terms of their length and scope. This allowed institutions to shape the ToRs to suit their specific needs and accommodated the different occupational requirements and limitations of experts.

The voluntary nature of the project and the concept of promoting development through the short-term injection of diaspora human resources is a new concept and approach to development in several of the target countries. Stakeholder reported that as a result of the unfamiliarity with the project approaches, some diaspora communities and staff at host institutions in the target countries received the project with slight hesitation and resentment. After the initial participation in the project however, this skepticism dissipated and, as stakeholders commented, they began to see the value in the approach (see also 2.3.3 for more detail).

2.1.2 The TRQN blueprint was adapted locally

The evaluation team found that country projects reflect the nature of local culture, history, governance/conflict, and economic trajectory. The TRQN III project is a blueprint, organised centrally in the Netherlands and implemented by them in a standard way, but which is interpreted locally, used locally in its own way, and is flexibly adapted to meet the needs of the local setting and host institutions. In this way, it is very relevant. This may be seen in the variety of sectors chosen, or the length or pattern of assignments or the people chosen as experts, or the kinds of institutional partners beyond government.

2.1.3 Responsive and Relevant to the needs of Diaspora Communities

The evaluation team found that the project responds to the needs of the involved diaspora communities in the Netherlands by creating an opportunity to contribute to their home countries and by providing a structured mechanism to facilitate different types of migration. The IOM staff carries out a needs assessment with institutions in the country of origin and then matches those demands with available skills in the diaspora applicants. This allowed diaspora members that either lack the networks within their home country within the professional environment, or who have not returned home for prolonged periods of time, to immediately be placed within an institution that can use their expertise. The flexibility of the length of assignments facilitates participation for a wide range of experts, including those that can only participate for short periods of time, such as annual leave or holidays, as well as those who may be retired, or underemployed, unemployed or recently graduated students who may be available for longer assignments.

Survey Says:

Q16: 91.0% of TRQN experts chose 'the opportunity to contribute to your home country' as their reason for participating in the project.

The project acted as a bridge for diaspora members who have not been able to return home for many years due to political and/or economic circumstances, or are considering returning home permanently, to 'go and see' while getting a sense of the working environment. This approach has facilitated temporary return and supports re-introduction, circular migration and long-term reintegration to the country of origin.

"The TRQN gave me a bridge to come back and the experience has re-ignited my passion and commitment to contribute to Morocco. I cannot leave Europe because my children are in school but I will definitely come back more and try to continue to contribute. It will be more circular now and perhaps later permanent"- TRQN Participant

2.2 Outreach

Key Conclusion: The IOM has established links with the diaspora communities from the target countries within the Netherlands and in diaspora communities in Europe. However, innovative new strategies should be developed for the recruitment of the diaspora.

2.2.1 Diaspora communities each have distinct characteristics that require a specific and targeted outreach approach

As one would expect, the dynamics of each diaspora group varies greatly, and each community needs an outreach strategy that reflects the particular diaspora group. For example, the Moroccan diaspora is the second largest in the Netherlands, whereas the Cape Verde diaspora community is smaller, with approximately 20,000¹¹ members, though as reported to the evaluators, with over 200 diaspora organizations. The large Afghan diaspora has more than 50 diaspora organizations, while Armenian and Georgian diaspora organizations are linked to political parties. Many diaspora are not

¹¹ As of 2009 the Cape Verdean community in the Netherlands is approximately 20,000. For further information see Evora, I., 2009. *Migration Or Diaspora? Perceptions Of The Cape Verdean Dispersion In The World*, Centro Estudos sobre Africa e do Desenvolvimento, WP 115 / 2013.

actively connected to diaspora groups. The nature of volunteerism is a common notion in some communities, like Cape Verde, while in others, such as Morocco and Somalia, altruism tends to be manifest through the family or clan system. The IOM as an organization may be more known among communities that have had experience with other IOM projects, such as Assisted Voluntary Returns (AVR), and but even among these communities the Migration and Development activities of the IOM may be largely unknown.

2.2.2 A More Comprehensive Outreach Strategy is needed

The evaluation team found that while the IOM promoted the project among diaspora communities, recruitment efforts take place in a more ad hoc and not always systematic manner. IOM staff attend public events, local government fairs, and community meetings, and work with professional organizations for doctors and engineers. The expert survey shows that a large percentage of the experts heard of the project through word-of-mouth, family and friends, former participants or the host institutions, not through IOM outreach activities. The project also maintains a limited online presence. The project needs a more comprehensive and vigorous outreach plan and not enough has been done to make use of social media, community newspapers and radio. Increased and more systematic outreach will assist the IOM in identifying more qualified nationals allowing them to develop a better understanding of the skills supply, enhancing the ability of the project to meet the demand of host institutions.

2.2.3 Significant numbers of Qualified Diaspora experts are located in other countries

In many cases the Netherlands is not home to large diaspora groups, such as with Armenians, Ghanaians, Cape Verdeans and Georgians, and the project thus was required to source experts from France, the UK and Germany. If there were not the diasporas in the Netherlands, why were those countries chosen? If the countries were important and chosen for other reasons, then it is logical to have a multi-donor approach to the TRQN with partnerships with the German, British and French governments, for example, to share the costs of the diaspora temporary return.¹²

“Despite all of the obstacles and difficulties, it was definitely worth it and I feel that I have positively contributed to the reconstruction of Somalia in a small way” – TRQN Participant

2.3 The Diaspora, Culture and Return

Key Conclusion: The project has created a great sense of satisfaction among diaspora experts by allowing them to contribute to their home countries. It has contributed to changing the perceptions of the diaspora and the ways of thinking about migration and development in the host countries. The temporary return process, however, varies greatly between countries; participant assignments can be difficult and the process is influenced by both generational and cultural dynamics.

¹² The project stipulates that 80% of the participating diaspora experts should be Dutch Diaspora residents.

2.3.1 Identifiable commitment of the diaspora to contribute to the development of their countries of origin

As measured by the project indicator “continued engagement”, the evaluation found that the majority of diaspora experts were indeed fully committed as a result of their engagement. More than 50.0% of participants had their assignments renewed and many had them extended more than two or three times. Several experts continued to engage from a distance, after their assignments were complete, or in the interim between assignments. This was done through on-line connections such as Skype trainings, which allowed the expert to follow up with individuals and institutions, continuing to provide advice and support from a distance. Some were also able to organize visits and study tours to their own institutions in Netherlands to share best practices and innovations with officials from their home countries and encourage network-building with Dutch institutions.

Survey Says:

Q10: For 77.5% of experts this was the first time they participated in a project like TRQN

Q31: 97.0% of TRQN experts said they would participate again in the TRQN project.

Case Study 1

Growing Commitment among Afghan Youth

A team of young medical students from the Netherlands provided essential training to the next generation of Afghan doctors. The TRQN expert group was based at the Kabul Medical University for 2.5 months. During this time they maintained a tight training schedule to maximize the knowledge transfer and skills building to the Afghan medical students. Training took place each day from 8 am to 3 pm. Both 4th year Afghan medical students and interns were trained in groups of 3 or 4 in eight different areas of basic life support. Each session bloc lasted 1.5 hours. At the end of the TRQN assignment the experts had trained over 250 students.

The medical curriculum being used at the Medical University in Kabul has not changed much over the past 30 years. Afghan students also lack important training materials and equipment. With this in mind the experts prepared in advance of going to Kabul by collecting updated curriculum, materials and equipment from the Netherlands to take to Afghanistan. Some of the materials were sponsored by universities in the Netherlands to support the project and came as a result of successful advocacy campaigns by the TRQN experts.

Two of the three students were born in Afghanistan and returned regularly and were aware the challenge of working in a fragile context. Still they faced obstacles with transportation, and housing. The key to the success of their assignment was their culturally sensitive, enthusiastic and open approach to working with the students and the faculty. While the knowledge they brought was essential for the students, the transfer of skills could only happen if the training was done in a manner that empowered the students.

Post-assignment the TRQN experts have maintained contact with the students they trained. A Facebook group was started and they correspond with both students and faculty via email. They continue to spread the word about the project among the Afghan diaspora in the Netherlands and plan to return to Kabul to do more training.

2.3.2 Governments' Increased awareness of and more conducive to the positive role of diaspora community for development

The evaluation team found that the perception and awareness of the diaspora community by the public and non-governmental institutions in the target countries was positively received through the TRQN project. The contribution of the diaspora to their countries of origin is not new. Traditionally diaspora communities have been important players in the development of their home countries through remittances and economic injections into the private sector and tourism. The contribution of the diaspora through knowledge transfer and capacity building, however is a less established norm. **In many cases, before the project, host governments had not considered diaspora in order to strengthen capacity**, and bilateral capacity-building projects usually do not specify diaspora experts to be used.

The TRQN approach, which promotes development through the human resource assistance of diaspora experts, has contributed to changing the perceptions of institutions and to creating an increased understanding of migration and development through diaspora engagement among host institutions. The project offers a mechanism by which the host institutions can experiment with working with diaspora experts at little cost to the institution. In cases where the experience was positive, the impact of this was an increased desire to engage with the diaspora and a greater understanding of the social and technical contribution that could be made as a result. For example, in Morocco, government officials commented that the presence of diaspora experts within the institutions, and their ability to integrate, mentor and support the local staff, led to a change in the attitudes of staff towards the diaspora and recognition of the untapped potential that they held.

“We had engaged with the Diaspora communities beforehand had our own networks but TRQN allowed us to develop more links with highly skilled diaspora and start thinking about the contribution the diaspora can make in different ways...and also to reach out to many more diaspora members”
- Host Institution Official

2.3.3 Varied Reception among local staff

Perceptions of the diaspora by staff and local communities varied across the countries but were not uniformly positive, and at times mixed or negative. In some cases diaspora were viewed as wealthy occasional tourists that had the tendency to look down on their fellow countrymen because of their international exposure. *Diaspora experts reported that they were not always welcomed by locals in the institutions because of the perceived unfair differences and benefits that diaspora had created in their lives economically, having left the country, resulting in resentment and suspicion in the perceived disadvantage their placement may have had for locals. Therefore, some local staff were not always receptive to the potential positive role of the diaspora.* In other cases local staff commented that the diaspora were perceived as wanting to take resources from their home country rather than contribute to its development. *This was more notable in countries with fragile economies rather than more stable countries.*

2.3.4 Shared language and cultural understanding made the positive difference for both institutions and experts

The ability of many diaspora experts to understand the working environment made integration into the institution easier for both the expert and the institution. For example, in Morocco a TRQN participant based with a local organization was able to

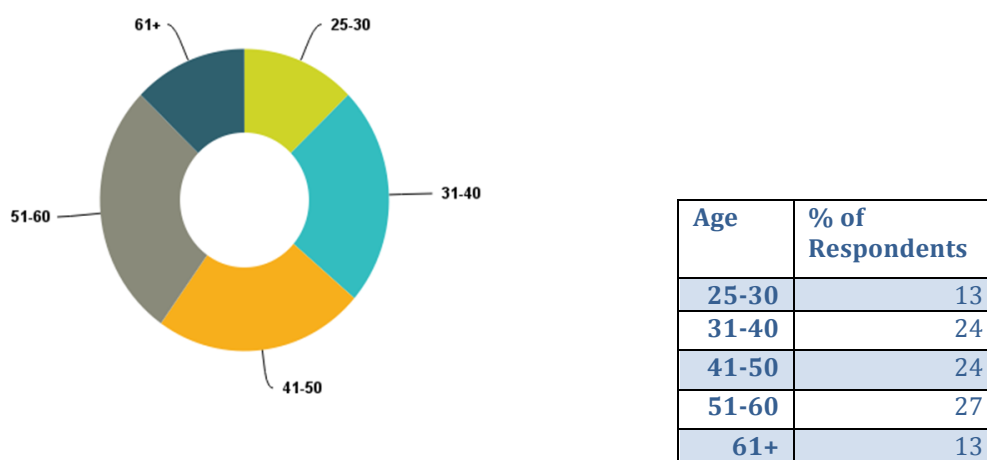
work on raising public education of social issues such as sexual reproductive health and human rights. The expert’s understanding, not only of the issues but also of the cultural context, allowed her to engage in conversation with the staff about these issues and work together to develop culturally appropriate public messages and campaigns to raise public awareness. For example, in Armenia, the brain drain in the post-Soviet period meant that specialist knowledge in physics and geophysics was greatly reduced, and the presence of Armenian-speaking experts meant that technical concepts presented by experts were not presented in English, more simply presented in the local language and thus better understood.

2.3.5 Inter-generational Dynamics Impacted the Experience of the Expert and Institution

The evaluation team found there was a marked inter-generational difference between first generation participants and second generation participants who often had more limited language skills and working experience in the target country. Younger participants often struggled with the cultural and working environment and were less able to navigate the political or personal conflicts when they arose during their assignments. The motivation for temporary return was different between second generation diaspora, who saw the experience as career-enhancing, and the previous generation who were often retired or underemployed in Europe, for whom sharing expertise was personally gratifying and life-enhancing.

The host institutions receive the many assignments positively from young people positively. For example, a group of medical students who were based at the Kabul Medical University delivered specific and targeted training to over 250 Afghan medical students in eight areas that were previously unavailable in the student curriculum. In Armenia in interviews with NGO staff, young second generation French Armenians with limited experience were welcomed by NGOs for their enthusiasm, energy and passionate desire to contribute. In Somaliland the skills of one young expert, a trained solicitor from the UK, as assistant to the deputy minister, made a great impact on the efficient functioning of the minister’s office, while acknowledging the cultural challenges of business practice in Somaliland compared to the UK. In a few other instances, however, not only the participant but also the host institution struggled during the assignment, and as a result the output of the assignment was limited or unrealized.

Figure 1- Q4: How old are you?



2.3.6 Allowances and Benefits Package was not always sufficient

The allowances and benefits package provided to participants during their assignments was not always sufficient or realistic, taking into consideration the diverse environments where they were placed. Most of the experts appreciated the voluntary nature of their engagement in the projects and were not expecting to be provided with a salary by the IOM. Conversely, most also reported that they were forced to use their own funds for materials or activities during their assignment. No one complained about this, but rather mentioned it as a fact, which made cash-flow challenging. In fragile states such as Afghanistan, Somalia, Iraq and Sudan, housing and transportation was very expensive, particularly because of the need for secure accommodation and transport¹³. Some assignments in more developed countries were out of the capital and left the expert out-of-pocket for transport. Host institutions in some places provided accommodation for the expert but this was the exception rather than standard practice across the countries. Though allowances covered some materials up to EU500, experts reported in the survey and in focus groups that it was just not sufficient. Knowing about this ahead of time and providing information on the expectation of self-funding for certain activities would have enabled better planning and management of their own resources by the experts, contributing to better impact.

“...It is a volunteer project so no one should expect to make money but you also should not be expected to lose money...” - TRQN Participant

2.4 Impact – What Difference Has The Project Made? Understanding Impact in Different Ways

Key Conclusion: The evaluation team was able to identify various ways that the TRQN project has had an impact on the host institutions, local staff and diaspora members themselves. However, our evaluation showed the need for a more comprehensive monitoring and evaluation framework and baseline data for assignments in the field, in order to attain a systematic and measurable understanding of the impact of the project... Despite this, the outputs (such as numbers of assignments, numbers of experts taking another assignment) measured against the logframe and the project stakeholders’ feedback, showed the projects were a big successes. The project happened as planned. It was efficient. The experts felt very supported by IOM in The Hague. It was more difficult to assess the lasting difference the projects will make.

2.4.1 Absence of an agreed coherent set of outcomes among key stakeholders

The evaluation team found that the measures of outcome success were vague, imprecise and in fact difficult to measure. In the course of the interviews and documentary reviews, no consistent theory of change¹⁴ was articulated or, in other words, no consistently shared idea of measureable outcomes expected. As a result, there was no shared overarching answer to the question: ‘What difference was this project going to

¹³In Mogadishu, transportation is provided and the experts also get an extra \$800 per month for housing allowance, which many reported was insufficient.

¹⁴ “A Theory of Change (TOC) is a logic model that demonstrates how an intervention (a project, a project, a policy, a strategy) is understood to contribute to possible or actual impacts... A logic model shows how project activities are understood to contribute to a series of intermediate outcomes that then produce the intended long-term impacts. Logic models can also identify other influences on these outcomes and impacts, and can also be drawn to show possible negative outcomes... Logic models can be before a project starts, and used for planning, to develop monitoring systems, and for evaluation and reporting” - See http://betterevaluation.org/plan/define/develop_logic_model for more information. In our discussion with IOM staff there were many differences in understanding and expectations for the projects, which underscores the need for a shared and agreed strategy and expected outcomes.

make?’ Throughout the evaluation there were a range of ideas from various stakeholders regarding what the project was intended for and did in fact achieve. All were plausible, but these emerged over time, rather than as part of a clearly articulated project roadmap detailed in the logframe. This makes impact harder to assess. For example, Outcome 1 in the logframe is: **“better institutional performance... and are better able to deal with challenges”**. A significant percentage of institutions that completed the survey and participated in the interviews, reported the positive contribution of the diaspora to their institution. Too often it was unclear what this actually meant in practice. As a measure, the indicators suggest that if the institution says it is better, it is then better. It seemed, however, that this general assumption was made without any benchmarks or baseline data indicating what better would actually look like. Outcome 2 says: **“Diaspora community shows increased commitment”**. While the diaspora experts felt valued and institutions valued their input, the indicator to measure is ongoing engagement. The strategic outcome that the IOM hoped to achieve through increased expert diaspora engagement was unclear to the evaluators.

2.4.2 Absence of Strategic thinking by MoFA, IOM Netherlands and partner government departments and institutions on how assignments could contribute to lasting change

Given the imprecision of the logframe, the project objectives and outcomes and the absence of a theory of change, and following discussions with the IOM and ministry staff, the evaluators had difficulty in understanding the strategic rationale behind the assignments in the project. The selection of countries chosen, and the wide range of sectors for experts chosen, suggests a scattershot approach to the project which does not seem to add up to a coherent whole. There must have been other unarticulated purposes for the project, since the stated objective of the project was supporting migration and development strategies in those countries. It begs the questions: To do what? For what purpose?, and How do the experts contribute? This is a missed opportunity to have greater strategic impact and for the IOM to play a leadership role with country governments to encourage and promote assignment coherence.

2.4.3 Strategic Assignments and strategic vision did happen in more stable, developed countries

Despite the absence of a coherent strategy or vision among key stakeholders in the Netherlands, there were some country level exemplars of a strategic vision applied to the country assignments and sectors. This, not coincidentally, was seen most often in countries with established and functioning government departments, and with mostly longer engagement with the TRQN project. In Ghana, Morocco and Georgia, the evaluation team identified best practices where strategic thinking, supported by a group approach and increased communication and collaboration between experts has resulted in identifiable impact and knowledge transfer. See the case studies in Section 2.4.

The TRQN project in Georgia is longstanding, since TRQN II and though it has traditional TRQN projects of knowledge transfer in the education sector, it has a well-developed if not explicit theme of Georgian culture building through a carefully chosen set of assignments in the arts and community development. Though they may not be organized to work together, as in Ghana and Morocco, the coherent and strategic selection and development of assignments may serve as a model to other countries. This reflects a mature TRQN project and experienced staff leadership. It also suggests the importance of the role of country IOM offices to shape a strategic approach to the assignments together with the host institutions, in countries with established government structures, to enable a greater collective impact of the parts.

Case Study 2

Promoting Georgian Culture through Strategic Interventions

Georgia has been engaged in TRQN programmes for some time. It has a large and well-resourced IOM office, which is both very supportive and very strategic. Unlike many other countries, it has an active State Minister's office for Diaspora Issues and a task force, which is a useful reporting mechanism, which can shape the direction of the assignments to what is most useful in the Georgian context. For Georgians, there is a central issue of culture, underscoring the importance of being Georgian. TRQN has brought Georgian diaspora to Georgia, and in Georgian language, they are able to take not only difficult concepts and explain them simply in the local language but experience on culture and community building from a wider European context.

Georgia has been through a long slow political economic and cultural recovery period following the end of more than 70 years of Soviet domination, civil war, armed conflicts following its first years of independence. Georgia has historically a long established history and culture, since 11 BC, and they have used TRQN to focus attention on redeveloping Georgian culture. In this Post Soviet period the population have been very suspicious of state dominated activities, having been over-organised. Some of the experts come to the programme with a background in visual arts, theatre, and culture building.

One of the assignments is in a Community development field educating rural inhabitants and educating to promote voluntarism. The experts say they are helping to create a movement by bringing community ideas back and enabling expression. The volunteerism assignment helps to produce free lectures, language learning, encouraging people to trade their labour, teaching others. This operated mostly in rural areas where people don't have access to new ideas. While very focused on supporting the idea of voluntarism, the programme is about values. No money changes hands; people contribute time and ideas, in a very loose association.

Similarly there is an assignment with the Union of Architects. In the post Soviet period there has been no central planning, and 16 institutes concerned with planning were closed. After 23 years there is no expertise left in spatial planning. Architects today usually work on private individual housing or buildings, and with the rapid economic changes in Tbilisi there is a need for urban planning. There are activist architects engaged in TRQN to learn from the Dutch about community planning.

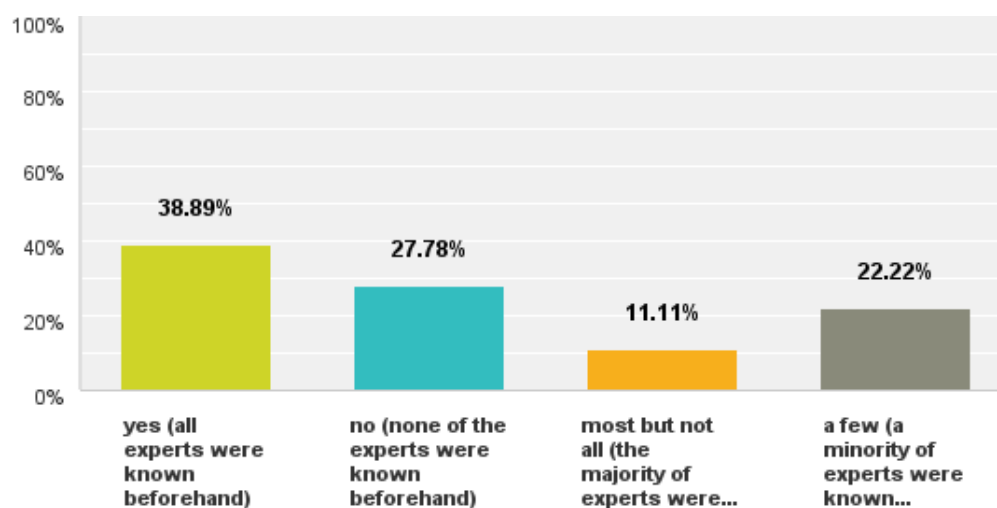
Several other assignments are involved in culture building. The Art Villa, which with TRQN support, had residencies for Georgian artists from Netherlands to come and teach, and build an artistic community, which had been dispersed in the post Soviet era. The Art Villa also puts on a culture festival in the late summer focused on Georgian visual arts, video, sculpture and music. Several assignments have also involved experienced visual artists from Netherlands, working to introduce new ideas of expression, through classes at the museum and other locations.

What is interesting about the Georgia example is the strategic focus on culture building, and building community. While there are other TRQN assignments which are more traditional focusing on both technical and vocational education and higher education, the focus on culture building, with the support of the State Minister's office for Diaspora Issues means there is momentum and a sense of strategic direction, with one assignment building on another, for greater impact.

2.4.4 Requested Expertise is not always strategically placed

Even though the institutions in the target countries and the IOM staff identified human resources and expertise gaps in the public and non-governmental sectors, the evaluation found that frequently the assignments identified by institutions were opportunistic rather than strategic. **This was particularly the case in fragile countries emerging from conflict.** We saw many examples of experts whose contracts were completed, replaced by others who did not pick up the work where it left off but were given different actives and objectives. In many cases host institution officials already knew of someone in the diaspora who could be available and personally invited them to the institution via the IOM, either requesting them by name or asking the individual to apply¹⁵. This is particularly true in Afghanistan, for example with older experts. These targeted expert assignments tended not to build on the work of other experts before them and were longer than average. As with finding 2.4.3 above, the IOM should support the institutions to be more strategic and coherent in their requests for experts to build on what came before, so that assignments and those selected can contribute to the institution or sector more coherently, for greater impact.

Figure 2- Q6: Was the Expert(s) known to you before the Project?



2.4.5 Uneven Support and Capacity across IOM Field Offices

We found, through interviews with stakeholders and end of assignment monitoring and evaluation, which the IOM in the Netherlands was perceived as consistently successful in the implementation of the project and was appreciated by experts and other stakeholders. We found that not to be true in some IOM country offices. This may have been because of the lack of understanding or ownership of a country project strategy, the inexperience of country office staff and the absence of an IOM visionary who was able to steer the project strategy focused on impact. In two out of the 6 IOM country offices we visited, the staff appeared overworked and absent, and the experts reported a lack of support from the IOM office on fundamentals like expert accommodation, security, assignment communication and support. This extended to lack of support for assignment institutions. For some IOM country offices, TRQN was just another project, which was not prioritized, and it appeared the objectives and buy-in of the local office to the project was uneven and diffuse. This lack of support at the local level had implications for the impact and potential impact of the assignments, the diaspora experts and its coherent whole.

¹⁵ For example Kabul Medical University invited Professor Monice to reestablish the Department of Anatomy at the KMU, since he was previously Head of Department for 20 years, before leaving Afghanistan.

2.4.6 Assignments in More stable countries vs. Assignments in economically and governmentally more Fragile countries.

The evaluators found particular differences between post-conflict countries and more developed countries in their TRQN assignments and needs, and thus the engagement of TRQN experts. More stable countries in the TRQN projects (Cape Verde, Morocco, Ghana) and post-Soviet (Armenia, Georgia) had functioning government ministries and more orderly economies. The need for technical information was strong, such as the Ghana ICT in hospitals, or private sector development in Cape Verde, or Physics technical training at post-graduate level with current software in Georgia. The assignments tended to be shorter, sharper, knowledge transfer by diaspora people who were mid-career in Europe, though assignments may have been repeated regularly, a few weeks long at regular intervals over time. In fragile countries visited (Somaliland, Afghanistan, Sudan, Iraq, the experts were often either older diaspora, underemployed or retired in the Netherlands, who returned for much longer periods, for whom (as reported in the survey) being there met social as well as professional needs, or second generation diaspora who were learning about their “home” countries, with some skills to share, for whom long assignments were career-enhancing. Longer time was needed to adapt and learn and cope with the environment. For example, post-conflict in Somalia may have meant there was no family left and accommodation was required in hotels, or longer periods in rented housing. The projects appeared to be very flexible to accommodate the needs of institutions and experts, but great impact may be possible with attention to different needs within assignments in more developed vs. post-conflict countries.

2.4.7 Technical skills transfer vs. policy or management development

We found greater successes from projects that are technical in nature and which have a specific technical equipment and skills transfer output, such as ICT, medical training, education or infrastructure and urban development for example, than those projects concerned with policy development, management systems and capacity-building. Part of the reasons is because the project assignments were too short to ensure the continuity needed to create lasting capacity-building or institutional change. Without baseline data, we found descriptions of change amorphous and difficult to measure. We found examples of policy reports, though welcomed and intellectually stimulating, not able to be implemented without a champion or indeed the author of the report. Turnover in staff, ongoing evolution of policy, procedural changes and focus in government institutions may mean that change initiated by the experts may have been temporary. In Georgia for example, one expert found that despite a very successful set of assignments in the education sector that were cited by the host institution as an example of best practice, these did not translate into an offer of a permanent or long term job in government, despite the willingness of the expert to stay. This raised a question for the expert about the seriousness of the commitment of government to institutional change. Similarly, an expert in Somaliland found that willing to stay and continued contribution to Somaliland government meant finding a job in a different sector than the institutional change position of his assignment. Perhaps this reflects the absence of institutional capacity for the civil service to take on experts within the civil service.

2.4.8 The experts on assignment: Positive outcomes emerging from the Projects

The evaluation found that in cases where impact has been made certain practices are often repeated including, a targeted and deep approach to the intervention, a group dynamic where the experts already know each other professionally, and clear institutional support. The following case study from Ghana the results that can be achieved when these elements come together.

Case Study 3

Ghana Gets Wired

Ghana is one of the longest participating countries in the TRQN project. The project builds upon the MDIA Ghana for Health project (2002 – 2012), funded by the Dutch government, which aimed to facilitate the temporary return to Ghana of Ghanaian health professionals from the diaspora residing in Europe.

TRQN III has built upon that tradition, developing an emerging focus on ICT for Health with five of the 13 TRQN III experts working in the ICT for Health sector. In 2013 a TRQN expert conducted a needs assessment focused on ICT for Health across eight hospitals in Ghana. Since then experts have been working at three hospitals throughout the country to install an IT infrastructure, which has included everything from setting up a staff email system to digital patient file management.

The first hospital to be networked was Tamale Teaching Hospital in northern Ghana. The success of the project in Tamale attracted the attention of hospital administrators and government officials across Ghana who had previously been skeptical about the importance of ICT for health institutions. Similar projects are now being implemented at two other hospitals with the full support and interest of the hospital management.

The experts have carried out short but repeated assignments lasting from two weeks to eight weeks. In the interim periods they have maintained contact with the local staff providing emotional and professional support. Existing and newly recruited IT staff were trained and are now able to maintain and secure the systems that have been put in place. The TRQN experts have also developed a team spirit, communicating with each other frequently, sharing lessons learned and providing mutual friendly support. One of the TRQN experts was able to secure several containers of materials for two of the hospitals involved through donations from organizations in the Netherlands. The shipments included IT equipment and other items such as desks and office furniture.

One of the unintended impacts of the assignments is that these new networked hospitals will pull medical students from the national capital in Accra to urban centers in the more Northern areas of the county which also service many of the poorer rural areas. The hospital in Tamale in Northern Ghana has also been able to improve their capabilities in tele-medicine assistance because of the new IT infrastructure.

The work of these five experts through short assignments under TRQN has the potential to slowly change the way hospitals across Ghana operate, improve client service and increase the potential for learning and teaching for medical students and health professionals. They are networking the Ghanaian health sector.

2.4.9 Knowledge Transfer and Capacity-Building without further investment is Limited

Knowledge transfer and capacity building are key objectives of the TRQN project. Both activities have the potential to initiate longer-term sustainable change. If the skills transfer is successful, those person(s) on the receiving end will be able to carry their knowledge with them and implement changes in their current or future position and contribute to positive changes at the institutional level or greater. Practical application of the skills learned, however, often needs to be supported by other types of assistance. Building capacity without providing the materials necessary to utilize the new knowledge gained can create frustration.

During the evaluation, host institutions commonly commented that during the expert’s assignments knowledge or new ideas were introduced to the staff. A senior government official in Morocco, at an institution that had hosted several experts, explained that though he considered the majority of assignment to have been successful, one of the results of the assignments was that additional gaps were uncovered at the institution, which created a need for more assistance. In some of these cases the materials were provided through the TRQN equipment allowance. In both Ghana and Afghanistan experts were able to secure significant amounts of equipment for (in Ghana) two hospitals in urban areas outside of the capital and (in Afghanistan) at the hospital where the experts were placed. In the majority of cases, however, even if some equipment was provided this was only a short-term solution.

Survey Says:

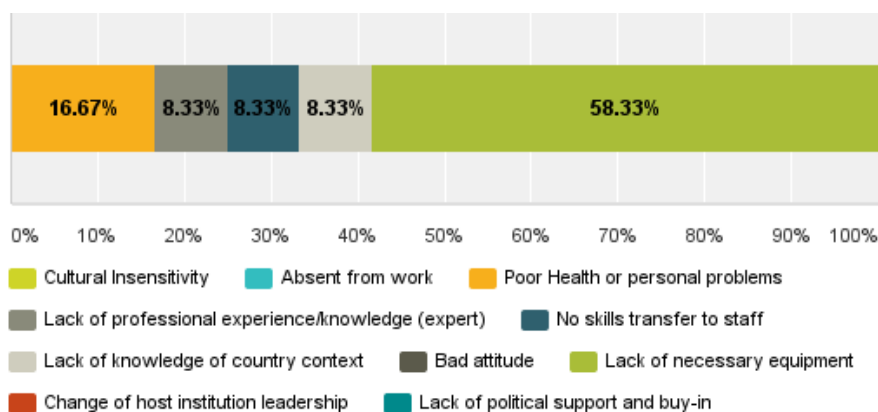
Q.12: 64.0% of host institutions said the greatest obstacle to the experts achieving their objectives was a lack of equipment.

In another example, one TRQN expert provided training at several hospitals in Ghana in patient consultation and urology procedures. Local staff at both hospitals received the training well, had adjusted their interactions and communication with patients, and were confident in their ability to carry out the procedures. Only the staff in one hospital, however, had access to the correct lubricant jelly to properly administer one of the procedures. In an interview with three staff members they commented they were thankful for the training but had continued to use the old procedure because they did not have the materials to begin using the new procedure.

“ The program approach to send qualified expats to their home country is very useful and efficient. At the same time I think program could pay more attention to support of host organization’s fundraising issues. After expert leaves, we had a number of elaborated and prepared ideas for local communities to work over ” – TRQN Host Institution

This evaluation finding does not suggest that knowledge transfer in and of itself is not a worthy objective. Nor that IOM should significantly increase the equipment allowance or include the provision of material assistance as a core project activity. The point is rather that knowledge transfer alone, without continued investment or support, is limited. This type of investment can only come from the host institution.

Figure 3 - Q12: What were the issues concerning achievement of the expert’s objectives? Choose no more than 3 answers.



2.4.10 The Length of the Assignment can be a challenge to achieving impact

The evaluation team found that the short length of assignment was a challenge to achieving impact, but also that the circumstances of the target country and appropriateness of assignment, and clarity and feasibility of the ToR were often greater obstacles. In the surveys, experts and host institutions repeatedly stated that the length of the assignment was an obstacle to achieving the objectives stated in the ToR and to transferring knowledge to the local staff. In fragile countries experts reported that it usually took 3 months to settle into the institution, understand the needs of the institution and begin to action their work plan. Evidence from the surveys of experts that responded show approximately 40.0% of experts carried out repeat assignments, (one was not enough) and of these most did 2 or 3, but six experts completed 4 assignments, and 3 experts did 5 assignments.

Table 1: Breakdown of Investment per country by Experts and Assignments¹⁶

Country	Total Number of Experts	Total Number of Assignments	Total Days Invested	Average days per Expert	Average days per Assignment	Number of Repeated Assignments
Afghanistan	42	63	5662	134	90	16
Armenia	12	14	845	70	60	2
Cape Verde	9	15	1099	122	73	3
Georgia	15	34	1958	131	57	10
Ghana	13	31	1075	83	35	10
Iraq	25	33	2415	97	73	7
Morocco	32	51	4691	147	92	13
Somalia	42	76	7875	187	103	18
Sudan	16	18	956	60	53	2

2.4.11 Supporting Behavioural change is an important part of creating impact

The evaluation found that in addition to technical knowledge transfer and capacity building behavioral change and the development of professional management skills were also an important part of creating impact. These skills are essential in supporting the technical knowledge transfer to become sustainable at some point in the future. The following case study from Morocco provides a best practice that demonstrates the dual impact of technical assistance alongside supported behavioral change.

¹⁶ These numbers draw from the April 2015 List of TRQN III experts. The statistics in this chart differ slightly from the overall project numbers. For example the total number of experts contracted under the project is 212, however, the 6 experts that are new to the project and have yet to begin their assignments, are not included here.

Case Study 4

Linking Technical Capacity Building and Behavioural Change in Morocco

The IT development is a major need of the Moroccan government. The Ministry of Higher Education in Morocco had identified a need for capacity building and training in the IT services division. The division was composed of diverse mix of 27 public servants, some of which had been with the ministry for many years and younger staff that had recently joined the IT team. Having heard about the TRQN project from a former colleague working in the IT sector based at the Ministry of Modernisation of Public Administration, where several TRQN experts had been placed, the IT Manager made a request to IOM for two experts. Within two months of the request a TRQN expert from Germany, with over 15 years of experience in the IT sector arrived at the Ministry.

In a focus group discussion the expert said he had gained many years of experience in his field and was looking for a new challenge. He decided that he could use his expertise to benefit his home country and the TRQN project gave him the opportunity to do so. Upon arrival at the Ministry the Expert took time to observe the working environment, their professional approach, and communication styles. This initial period allowed him to re-familiarise himself with the working environment and the institution itself.

The expert has been based at the ministry since November 2014 and will complete his contract in August 2015. In the first six months of his assignment, he has already been able to make an impact, focusing on three key projects: upgrading the Ministry server, implementing more resilient management and security systems and developing the systems for a new project, the national student healthcare insurance programme. The contributions made by the TRQN expert to the existing structures and the development of new systems have enhanced the ability of the Ministry to function internally and provide services to the public. The success of these changes, however, was not only due to additional technical expertise, as the challenges the Ministry were facing was not only due to what they were doing, but also the way they were working.

One of the key impacts made from the ongoing TRQN assignment has been capacity building in the area of professional behavioral and workplace management skills. The staff felt the positive approach to work and critical thinking skills were part of the lasting impression the expert has made on them. In addition, he developed their approach to and problem-solving skills. This was done through sharing different resources and sources of information that staff could draw upon to assist them in their daily work when problems occurred and demonstrating a critical approach to problem-solving that encouraged staff to both address issues head-on and have confidence in their ability to find solutions. This type of capacity building has contributed to a more positive working environment but also enhanced the functioning of the recently upgraded systems.

The IT Manager at the Ministry commented that he was thankful for the technical expertise that the TRQN expert was able to provide the Ministry. In his opinion almost of equal value, however, were the professional behavioural skills and management techniques that had been transferred to the staff.

2.4.12 Study tours have produced mixed results and would benefit from strategic objectives

At the time of the evaluation, two study tours, both composed of delegates from Morocco, had been completed with a further one planned for later in 2015. The exchanges focused on sharing best practices in a wide variety of areas, including public spaces management, public finance and corruption, network-building with diaspora communities and institutions, and therapy techniques for children. The evaluation found the study tours produced mixed experiences. All delegates that had participated in the study tour interviewed during the evaluation provided positive feedback regarding their experiences. Several Moroccan officials have expressed a desire to adopt new software into their offices, which they were shown during their visit to Amersfoort municipality. In some cases, however, the delegates were introduced to systems that were innovative but not practical or relevant for their context and institutions. In other cases, participants were able to develop contacts but no other results were identifiable. Study tours are expensive and without clearly set objectives to guide the visits and a monitoring plan to assess their achievement the danger arises that the opportunity will be wasted and impact, if achieved, will be at an individual not institutional level. Afghanistan is experimenting with an internship, where a senior engineer from the Ministry responsible for water and irrigation was to visit Holland to spend an extended time in a partner institution. This was ongoing at the time of the evaluation and would be useful to follow as a pilot example of this kind of learning for host institutions.

2.4.13 Institutional co-operation initiatives demonstrate increased personal commitment

Several institutional cooperation initiatives with academic and public sector organisations in Ghana, Afghanistan Armenia and the Netherlands have been put in place. These projects were often a result of individual initiatives on the part of TRQN experts and built upon their assignments. The majority of initiatives are still in the early stages of partnership and therefore impact is yet to be measured. However, they do provide evidence of the increased commitment of diaspora members to contribute to the development of their countries of origin facilitated by TRQN. There were best practices in each of the TRQN countries visited for the evaluation.

2.4.14 Maastricht programme leads to personal development and highlights benefits of South-South exchange

During 2014 seven government officials from Georgia, Morocco, Iraq, Afghanistan and Ghana completed modules of the Maastricht Migration and Development Programme. The impact of the programme was most evident at a personal level. The introduction to a different academic system and the opportunity to develop academic skills were most commonly stated as the main benefits of the programme. A few participants have gone on, or have plans to go on, to further study encouraged by their attendance at Maastricht. The impact on the official's institution was less clear, though in Georgia the Ministry of Diaspora is very supportive of the learning from the assignments. All participants felt the course helped inform them about diaspora issues, and the links between theory and practice. They used this knowledge when possible in their official positions and to produce reports soon after the completion of the course. The evaluation found an important lesson learned from the Maastricht programme was the value of knowledge exchange between developing countries ("south-south" learning). The students benefited from the opportunity to be exposed to and engage with students from other countries on their diaspora engagement strategy. These best practices provided useful information, which resonated with the IOM-sponsored participants. This type of country-to-country exchange is not dependent on the Maastricht programme and could be directly facilitated by TRQN.

3 CONCLUSION

The TRQN III project has engaged in activities over the past 30 months with the aim of contributing to building the capacity in the nine TRQN target countries by matching the skills available among the related diaspora communities in the Netherlands with the demand for human resources and expertise among governmental and non-governmental institutions. The project concept was relevant in all nine countries of implementation. Brain drain and skills gaps are a challenge in many countries, both (post)-conflict and more developed. Diaspora communities often show a high level of commitment and desire to share their skills and contribute to their countries of origin. It was clear that the demand for the TRQN project among institutions within the host countries was widespread and the desire and skills among the diaspora communities was present.

The project has been particularly successful in facilitating and tapping into the potential of diaspora communities. Participation in TRQN created a sense of pride and fostered increased commitment to contribute to the national development of their country of origin among the experts. Within the countries of origin, changing notions of the relevance and nature of the diaspora have been fostered by the TRQN.

Although there is a clearly established need for the project at a policy level, TRQN could benefit from a more systematic, strategic and country specific approach. The absence of a theory of change, and weak monitoring and evaluation framework, together have limited the measurement of the impact of the interventions. The absence of these key elements, particularly given the wide range of countries and sectors in which the project engages, makes it difficult to assess the achievement of the project in relation to its planned objectives. We see instead reporting of what is achieved at the end of each assignment rather than the systematic analysis and measurement of change which will tell us more about the impact of the project. The need for a stronger monitoring and evaluation strategy, following on from collected baseline data and reliable information collection systems, are key issues that will need to be addressed in future. In the absence of any comprehensive baseline data, both attribution and the contributions of assignments to change can only be descriptive not measured. The gains made by the TRQN III project varied across all nine countries, and clearly identifiable outcomes have been produced in many of the countries. Too often, however, the interventions have produced results that are reported as anecdotal stories of success, rather than based on solid fact.

Despite the strategic challenges in the projects, a key message that emerges is that individuals can make a difference. The dedication and commitment of experts working alone, or in some cases as a small team in each of the countries, resulted in real outcomes and improvements, and in some countries, laying the foundation for greater and ongoing change through new bilateral networks. In these cases, the evidence for innovation, creativity, knowledge transfer and capacity building was clear.

Though sustainability was not a criteria included in this evaluation, the evaluators feel it is important to note that sustainable change, development in more stable countries, and perhaps resilience in the case of post-conflict countries, should strongly inform the vision for future TRQN projects. These concepts should be clearly reflected in the project design, theory of change and monitoring and evaluation frameworks including the potential and limits of knowledge transfer within the projects.

Therefore, we recommend that the project be strategically refocused with the aim of making deeper and more context-specific interventions based on a comprehensive theory of change and guided by baseline data and a detailed monitoring and evaluation

plan. The striking differences between diaspora groups from post-conflict and more developed countries need to be taken into account in the design and implementation of the projects. Project activities, such as the length of assignment, security and duty of care and allowances and benefits, should reflect the difference between these different contexts. Future projects should be informed by the recommendations in this evaluation, which speak specifically to relevance and impact, and build upon the wealth of knowledge collected during TRQN II and I.

4 RECOMMENDATIONS/OPTIONS FOR ACTION

4.1 For The IOM

4.1.1 Develop a Theory of change for the TRQN project

One of the key obstacles to understanding the impact of the TRQN project in the target countries is the absence of a theory of change for the project to guide the overall project and country level theories of change. The ToC provides a basic framework, which can guide the project interventions and allow all stakeholders to understand at a broad level the expected and desirable change that the project should make, to assess the overall progress of the project. The danger of operating in the absence of a coherent ToC is that the numerous assignments carried out will only result in single and isolated interventions that fail to work towards a unified strategy.

4.1.2 Develop a more targeted sector approach

The countries where the most impact was identified are those where the assignments were technical and sectorally targeted. This allowed a deeper, rather than a wide and unfocused, intervention necessary to create impact in the sector. A more targeted sectoral approach does not mean a significant reduction in assignments, for example covering only health or education in one country, but can support assignments that complement each other. Less scattershot and more strategic choices for assignments can contribute to great coherence, for great synergies for impact.

4.1.3 Develop different approaches/kinds of projects for stable countries and fragile countries

All nine countries had human resources and expertise gaps, however there was a clear difference between the more stable and fragile countries' needs. It is unrealistic to compare the interventions made in the fragile countries with interventions made by stable countries. The institutional capabilities in fragile countries will be much more challenged in fragile states and coupled with uncertain political and economic dynamics. These factors heavily influence the potential achievable outcomes during an assignment. This does not mean, however, that any assistance under-qualified diaspora members or less strategic placements should be acceptable because of the great needs in these countries. Rather that the IOM should develop a specific approach to post-conflict countries in terms of the overall purpose and goal of the TRQN in these locations, which takes into consideration their starting point, making sure to set realistic but also useful and measurable goals. This may also involve, among other things, narrowed sector focus, and rethink of the scope and length of the assignments, and the type and amount of allowances. IOM also must provide greater pre-departure preparation for experts to raise awareness of potential resentments for smoother integration in assignments.

4.1.4 Ensure that the reporting format speaks to the overall goal of the project and achievements as outcomes

The current reporting structures focus largely on output measures such as the number and length of assignments (for accountability - did they do what they said they would do?), rather than outcomes - using evidence to show what they achieved from a defined starting point (baseline). The anecdotal monitoring does not show evidence of change, only a snapshot in time. This does little to demonstrate the progress towards the overall desired project goals. There is an assumption that a high number of assignments will translate to an increased impact, which in the current reporting format is impossible to

validate with confidence. The current reporting format lacks a level of precision in measurable outcome indicators, which can contribute to the overall assessment of impact. Measureable indicators should be developed for the next phase that emerges from a comprehensive theory of change exercise (recommendation 1) and should form the basis for reporting.

4.1.5 Provide stronger engagement and leadership to IOM country offices who implement the TRQN projects

Some implementing country offices are not strategically engaged in TRQN with the right staffing skill-set. Provide stronger leadership, training and support to IOM country offices so that those offices provide better and more appropriate and strategic support to experts and institutions. It may be useful to have project-wide meeting in the Hague or remotely on a quarterly basis so staff can share ideas, lessons learned and challenges, and to train staff in conducting needs assessments. This latter activity will not only build staff capacity overall but also ensure a standardized and uniformed approach to assessments, which are an essential source of information for the project.

4.1.6 Develop Inter-country exchanges to share best practices

The IOM should facilitate exchanges and knowledge transfer between TRQN countries and experts. These initiatives could lead to longer-lasting partnerships facilitated by the assistance from the Netherlands. The shared nature of problems facing different countries will provide a fertile ground for discussion, sharing of experiences and lessons learned. This would also allow the IOM to utilize and share the wealth of information and expertise developed over the past two phases of TRQN.

4.2 For the MoFA

4.2.1 Clarify the Objective of the project from the Government standpoint

In order for the IOM implementing agency to design a project that will have lasting impact they require guidance from the MoFA on the Dutch government's objectives. TRQN is a multi-country project with a wide range of inputs. Clearer guidance from the MoFA on their overall objectives is necessary in order to engage in appropriate country selection and develop a realistic results logic framework focused on desirable and achievable outcomes and impacts. This should include clear criteria for country selection. This will allow the IOM to develop a more targeted approach in the TRQN countries and strategic approaches.

4.2.2 Consider multi-country donor partnerships for TRQN where the Netherlands has small or absent diaspora groups

It makes sense when there are small pools of diaspora experts from countries such as Armenia and Georgia or Somalia with the appropriate skills in the Netherlands, which MoFA develops partnership agreements with Germany and France and the UK, for example, to co-fund their diaspora as part of TRQN, rather than imposing quotas from other countries paid for by Netherlands.

4.3 For the Host Institutions

4.3.1 Invest to support institutional Change and Impact

The host institutions must invest in the project in order for the gains that come from capacity building to be sustainable. The voluntary nature of the project is attractive to host institutions. It allows them to make use of high-skilled expertise at little or no cost.

To capitalize on this expertise, however, the host institutions must also contribute to supporting the outputs of the assignments in the longer term. Without this investment the interventions either become a short-term irrelevance or the institution becomes dependent on the IOM for the experts for continued assistance. The details of such support, which may include capital investment in equipment, should be agreed upon before the assignment begins between the IOM, the institution and the expert. This increases ownership by the institution in the outputs of the assignments, and encourages greater strategic thinking and oversight by the host institution. This strategic approach will increase the potential of knowledge transfer to lead to more lasting institutional change.

4.4 For the Diaspora Community

4.4.1 Awareness of Self funding needs and challenges

Given the limited funds for materials and transport in the assignments and the lack of adequate funds for security and housing in conflict countries, diaspora participants need to consider their financial situation and cash flow and be prepared to fund much of both their basic needs and equipment and materials. Up to now the experts are very willing to contribute financially to their assignments but, given their commitments in the Netherlands, they should be made aware of how much additional funds they need to bring or have access to for the success of their safety, security and the assignment.

4.4.2 Diaspora should create and fund TRQN-like projects themselves

With the successes of the IOM TRQN project for the temporary return of qualified nationals, diaspora communities and diaspora individuals should be challenged to create and undertake similar projects themselves, fund raising and drawing on existing networks both in country of origin and the Netherlands. Some examples were found where second generation Cape Verde business people or young Afghans urban planners or Georgian architects, or diaspora health experts were going to undertake such an activity of support in any case, before they were put in touch with IOM. Armenians globally provide examples of doing just that. This will enable greater considerations of sustainability for the TRQN projects, when funded, organised and managed by the diaspora themselves, with strong benefits in return to the diaspora community.

5 ANNEXES

5.1 Annex 1: List Evaluation Participants

IOM Staff

IOM Netherlands

1. Martin Wyss, Chief of Mission
2. Adri Zagers, Coordinator, Migration and Development Unit
3. Zia Gulam, TRQN Project Coordinator, Migration and Development
4. Rachid Oahalou, TRQN Project Coordinator, Migration and Development
5. Rebecca Tank, TRQN Intern

IOM Ghana

6. Daniel Sam, National Officer

IOM Morocco

7. Wiam Khalifa, National Officer

IOM Somaliland

8. Fathia Abdullah, Programme Assistant
9. Mohamoud Abudulhakim Mohamed, M+E specialist

IOM Georgia

10. Ilyana Derilova, Chief of Mission
11. Natia Kvitsiani, National Programme Officer
12. Ani Kakushadze, Programme Assistant

IOM Armenia

13. Illona Terminasyan, Chief of Mission
14. Armen Badiryan, Programme Assistant

IOM Afghanistan

15. Vivianne Van der Vorst, Programme Officer
16. Naim Mohammed- Programme Assistant

TRQN Experts

Afghanistan

17. Khalil Wedad (Afghanistan)
18. Mohamed Monice (Afghanistan)
19. Ehsan Helmand (Afghanistan)
20. Heshmat Najim (Afghanistan)
21. Ahmad Jibrail Lahou (Afghanistan)
22. Nilofar Rahim (Afghanistan)
23. Sayed Qaderi (Afghanistan)

Armenia

24. Suzanna Poposian (Armenia)

25. Olga Ohanjanyan (Armenia)

Cape Verde

26. Angela Gomes (Cape Verde)

27. Lucia Dias (Cape Verde)

28. Sandra Oliveira (Cape Verde)

Ghana

29. Clement Adu (Ghana)

30. Evans Boadi (Ghana)

31. Barima Asamoah Kofi (Ghana)

32. Augustine Tano (Ghana)

33. Dr Nabare (Ghana)

Georgia

34. Rusiko Graham

35. Marekhi Togonidze

36. Zaza Magalashvili

37. Maia Simonia

38. Maia Chijavadze

39. Davit Rakviashvili

Iraq

40. Azad Qazaz (Iraq)

Morocco

41. Younous Arbaoui (Morocco)

42. Sarah Essbai (Morocco)

43. Hassan Elammouri (Morocco)

44. Fatima Ouameur (Morocco)

45. Hachim Abbasi (Morocco)

46. Aziz Arrauchdi (Morocco)

47. Amina Amnouh, (Morocco)

48. Mustapha El Feddi, (Morocco)

49. Farid El Haouzia, (Morocco)

50. Abdelilah Boulal, (Morocco)

51. Fouad El Hajji, (Morocco)

52. Farid Lahri, (Morocco)

Somalia

53. Abdisalam Ali (Somalia)

54. Abdi Hussein (Somalia)

55. Ismael Moalim (Somalia)

56. Mohammed Elmi (Somalia)

57. Ayaan Abukar (Somalia)

58. Shamsa Said (Somalia)

59. Shukri Said (Somalia)

Sudan

60. Osman Al Sheikh (Sudan)

61. Emad Mohieldin (Sudan)

Diaspora Organizations

62. Fatumo Farah (Migrant org. Ghana)
63. Hasan Elammouri (Migrant org. Morocco)
64. Nino Mushkudiani (Migrant org. Georgia)
65. Mato Hakhverdian (Migrant org. Armenia)
66. Arash Kargar (Migrant org. Afghanistan)
67. Ben Nienhuis (Migrant org Cape Verde)
68. Maria Lucas (Migrant org Cape Verde)

Host Institution Officials

Afghanistan

69. Professor Mohammad Alen Farhad, Kabul University , Faculty of Fine Art, Kabul Medical University
70. Feran, Garsa, and Mohammad Arif Mirkhel, Dir. Engineering Directorate, Ministry of Rural Rehabilitation
71. Professor Mohammad Aslam Afzali, Vice President, Afghanistan Academy of Science
72. Professor Bakht Mohammad Bakhtyar, Dir. Centre for Social Studies, Afghanistan Academy of Science
73. Hakim Hakkami, Deputy Minister, Ministry of Refugees and Repatriation
74. Dr Asadullah Muhaqqique, Deputy Minister, Curriculum Development, Ministry of Education
75. Mohammad Hartimi, Director, Peshgam University
76. Amiruddin Salek Deputy Minister, Construction Affairs, Ministry of Urban Development
77. Mercedita Tia, Senior Census Advisors Central Statistics Office

Armenia

78. Tatevik Nalbandyan-Education Programme Manager, COAF
79. Dr Hrachya Petrosyan, Head National Survey for Seismic Protection Agency
80. Artak Mangasaryan, Head of State Agency for Employment
81. Artavazd Vanyan, supervisor, Centre for Disease Control
82. Nanee Malek Stanians- Cari Europe, NGO
83. Mrs Lusine Galadjian, Ministry of Diaspora

Georgia

84. Karaman Kutateladze, Director, Maia Chikvaidze, Assistant Director, Zara Magalashili, Art Villa Garikula
85. Levan Menabde, Ministry of Economy and Sustainable Development
86. Davit Rakviashvili - Director of Mountain Guides association of Georgia
87. Davit Abuladze, Union of Georgian Architects
88. Mirian Tabidze, Director, Tbilisi State University Institute of Physics
89. Lana Gvinjilia , Movement in EU
90. Gela Dumbadze, State Minister for Diaspora Issues
91. Giorgi Merabishvili, Adviser to State Ministeraak Sarajishvili, Deputy State Minister for Diaspora Issues
92. Tamara Kitiashvili Head of Vocational Education, Nikoloz Meskhishvili, Head of Social Partnerships, Min of Education and Science Vocational Education Department
93. Nino Mikaia, Programme Manager, Children of Georgia Disability NGO

Ghana

94. Dr. Daniel Asare, Chief Executive Officer, Cape Coast Hospital
95. Mark Atoghansoh, IT Manager, Cape Coast Hospital
96. Damasus Ayangba, Administrator, Kintempo Municipal Hospital
97. Dr. Bismark Fosu, General Practitioner, Kintempo Municipal Hospital
98. Ruth Yeboah, Kintempo Municipal Hospital
99. Bikman Nyunmon, Nursing Officer, Kintempo Municipal Hospital
100. Amo Owusu Issac, Staff Nurse, Kintempo Municipal Hospital
101. Marcelinius Wellber, Director of Administration, Tamale Teaching Hospital
102. Tuferu Issahaku, IT Services Manager, Tamale Teaching Hospital
103. Mohamd Lukman, IT Officer, Tamale Teaching Hospital
104. Jeremiah Tiimob, Hospital Administrator, Tamale Central Hospital
105. Obed Bibubiba, Staff Nurse, Tamale Central Hospital
106. Belinda Baroh, Staff Nurse, Tamale Central Hospital
107. Nestor, Babkyirenaah, Staff Nurse, Tamale Central Hospital
108. Akwesi Adamako, Officer in Charge, Diaspora Unit, Ministry of Foreign Affairs
109. Kwaku Yeboah, Consultant, Diaspora Affairs Bureau, Ministry of Foreign Affairs

Morocco

110. Dr. Khadija El Madmad, UNESCO Centre for Law and Migration
111. Ilyass Azzioui, Manager, Relations with Highly Skilled Diaspora, National Center for Scientific and Technological Research
112. Mr. Salaheddine Jamal, Director, Division of Modernization of Administration, Ministry of Public Affairs and Modernization of Administration
113. Abdelkarime Fathallah, Director of the Financial and Human Resources Department, Ministry of Public Affairs and Modernization of Administration
114. Jamal Shaimi, Director of the Division of Protection of Children, Ministry of Youth and Sports
115. Abdellah Laouina, Director, Passerelle Association for Autistic Children
116. Amina Achaka, Clinical Psychologist, Passerelle Association for Autistic Children
117. Houssni Soukaima, Educator, Passerelle Association for Autistic Children
118. Faada Hitn, Educator, Passerelle Association for Autistic Children
119. Brahim Jerdoug, Coordinator, Association Assadaka, Tangier
120. Rachid El Boury, IT Services Manager, Ministry of Higher Education

Somalia (Somaliland)

121. Dr Jama Mohamed Odowa, DG, Ministry of Livestock
122. Mrs Fadumo Alin, Chairperson, Kaabba Microfinance Institution
123. Mohammed Behi Younis, Ministry of Foreign Affairs

Ministry of Foreign Affairs, Netherlands

124. Anke Reuvekamp, Policy Officer, Migration and Development Unit
125. Nathalie Linfield, Head of Migration and Development Unit

Maastricht Participants

126. Reuben Okine, Ministry of Foreign Affairs Ghana
127. Mariam Keburia, Ministry of Migration and Development, Georgia
128. Zabihullah Barakzai, Samuel Hall Consulting, Kabul Afghanistan

Annex 2: History of the Evaluation

Month	Inception Meeting	Desk Review	Data Tools Design and Evaluation Fieldwork Planning	Online Survey	In-Country Field Visits and Distance Interviews	Interviews/ Focus Groups in the Netherlands	Data Analysis	Draft Report	Feedback and Revisions	TRQN Workshop	Final Report
JAN											
FEB	02 February				Afghanistan						
MARCH					Ghana, Georgia and Armenia						
APRIL					Somalia	24 - 27 April					
MAY					Morocco			22 May			
JUNE										02 June	16 June

Annex 3: Terms of Reference



IOM International Organization for Migration
IOM Internationale Organisatie voor Migratie

Terms of Reference

Subject:

Conduct the external evaluation for the Temporary Return of Qualified Nationals Project (TRQN), managed by IOM the Netherlands.

Tasks to be performed:

The evaluation will include:

1. *Assessment of the impact of assignments of qualified nationals in building up the capacity of host institutions both in public as well as private sectors*
2. *Assessment of the qualified nationals' performance and the skills and know-how transfer to local institutions*
3. *Assessment of the contentment of the host institutions both on management level as well as staff level with the assignments of the qualified nationals*
4. *Assessment of the increased awareness at national and local governments with regard to the role of diaspora and their capacity to effectively engage the diaspora for development and the extent to which governments are willing to further invest in this.*
5. *Assessment of the relevance of the exchange visits by professionals from target countries to the Netherlands (training, internships, study visits)*
6. *Assessment of the impact on the TRQN participants with regard to:*
 - *Commitment to contribute to the development of their country*
 - *Their personal and professional career in the Netherlands*
7. *Conclusions about the strengths and weaknesses of the project and recommendations for follow up activities with regard to migration and development.*
8. *Submission of a final research report to IOM and presentation of the research findings at the TRQN conference on 2 June 2015.*
9. *In view of a follow up evaluation foreseen in the period June – October 2015, this phase will also include baseline data from resource persons and host institutions, before assignments have taken place.*

Outputs, Delivery dates and indicators

1. Activities will be completed according to the below timeline

Month	Inception Meeting	Desk Review	Data Tools Design and Evaluation Fieldwork Planning	Interviews Netherlands	In-Country Field Visits	Data Analysis	Draft Report	Feedback and Revisions	Presentation	Final Report
January										
February										
March										
April										
May										
June										

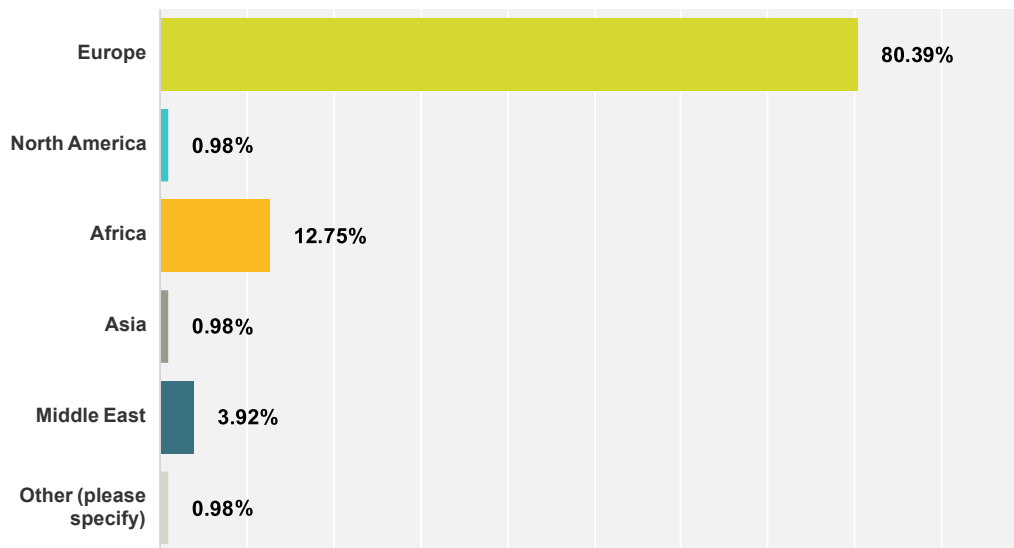
2. At least 3 field visits to 3 different countries will be undertaken in coordination with the TRQN team in The Hague.
3. At least 3 visits to the Netherlands are included (inception meeting, interviews/focus groups, active participation at conference on 2 June 2015)
4. A draft report will be ready at 31 May 2015. The results will be presented at the conference on 2 June 2015.
5. The final report will be ready at 30 June 2015, both in hard copy as well as electronic version.
6. Baseline data (before assignments) from host institutions and resource will be collected, to be used in the next evaluation phase.

Follow up Evaluation

The evaluators commit themselves to be available for the follow up evaluation, in case this is requested by the donor (Dutch Ministry of foreign Affairs). The follow up evaluation is foreseen in the period June – October 2015. The budget is still to be determined by the donor.

ANNEX 4a: TRQN III Expert Survey

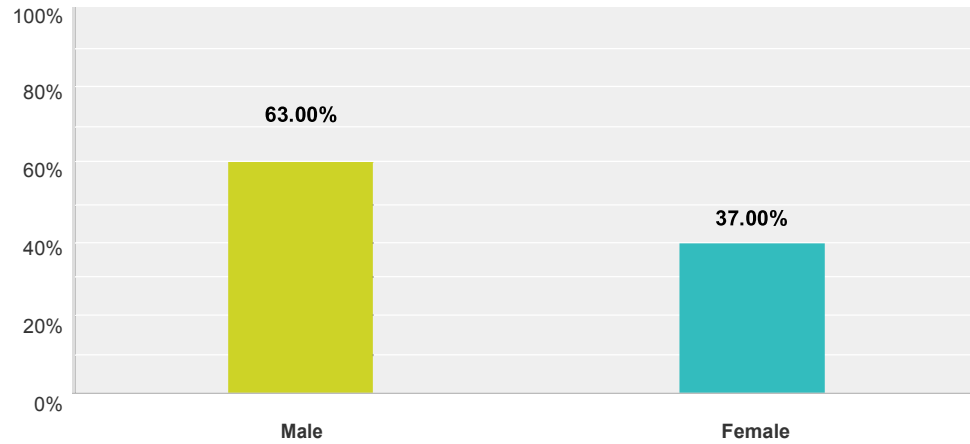
Q1 Where do you currently live?



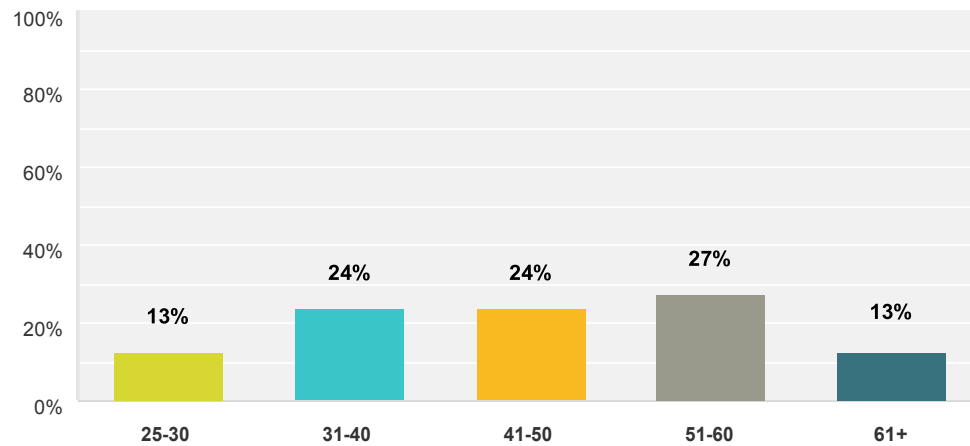
Q2 Where were you born?

Afghanistan	13.73%
Armenia	0.98%
Cape Verde	4.90%
Ghana	11.76%
Georgia	6.86%
Morocco	11.76%
Somalia	24.51%
Sudan	4.90%
Iraq	7.84%
Other (please specify)	12.75%

Q3 Are you:



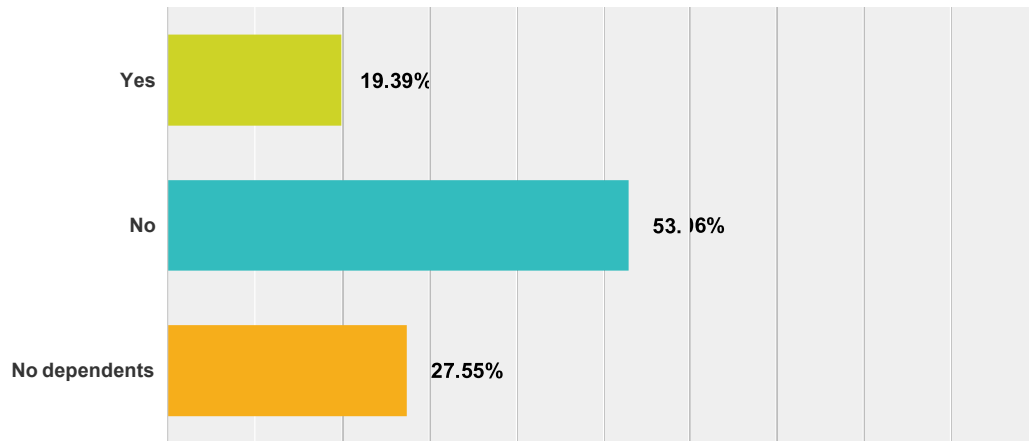
Q4 How old are you?



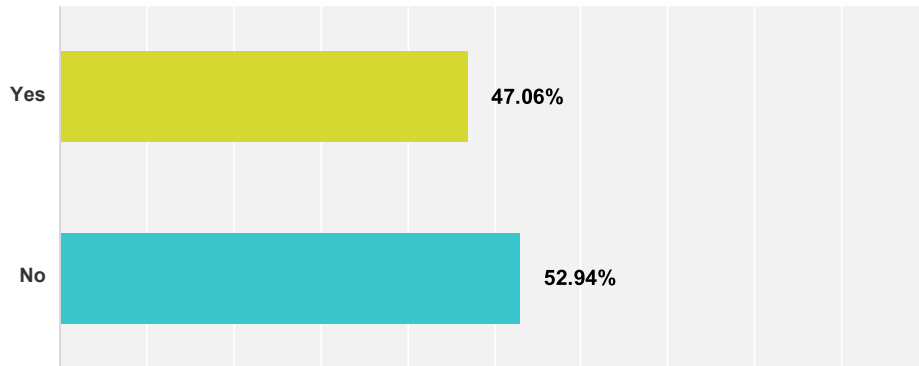
Q5 Do you have dependents?



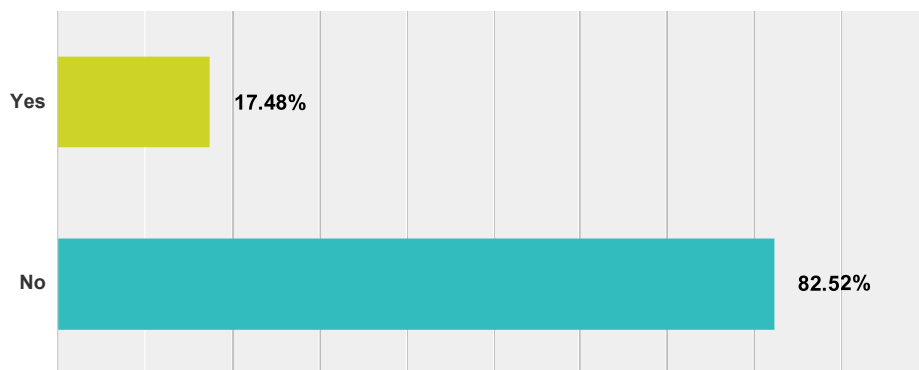
Q6 Are they with you on assignment?



Q8 Have you participated more than once in the TRQN project?



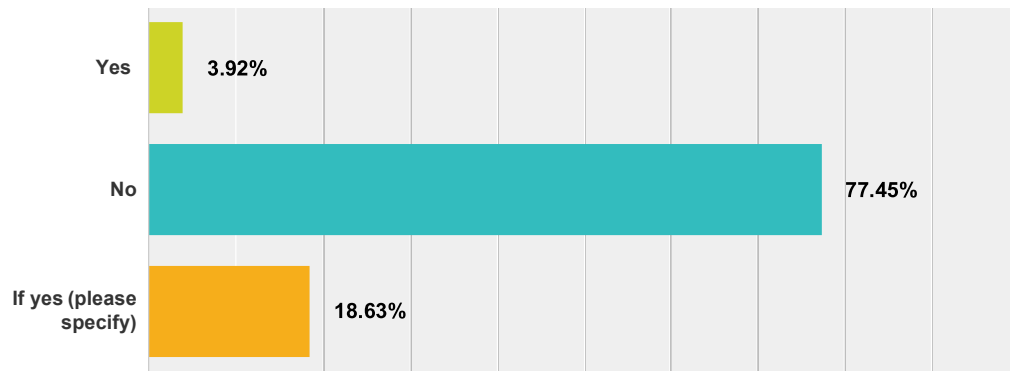
Q9 Have you participated in other IOM projects?



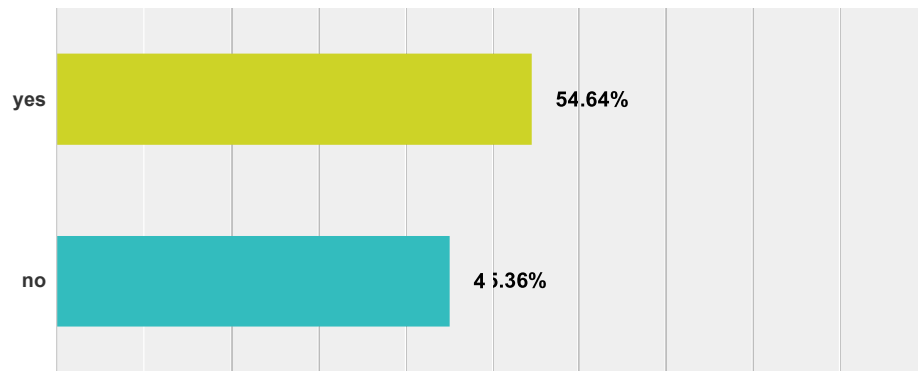
Q7 What is your area of expertise?

Arts	7.92%
Civil Society	18.81%
Education (primary)	8.91%
Education (secondary)	5.94%
Education (Higher Education)	33.66%
Engineering	10.89%
Food Security	0.99%
ICT	9.90%
Infrastructure	3.96%
Health- doctor	7.92%
Health- nurse	1.98%
Health-medical technician	5.94%
Health- ICT	1.98%
Health-admin	1.98%
journalism/media/communication	7.92%
law	3.96%
management	28.71%
municipalities/ architecture/ urban planning	3.96%
private sector	4.95%
public sector	14.85%
tourism	3.96%
water and sanitation	3.96%
Other (please specify)	28.71%

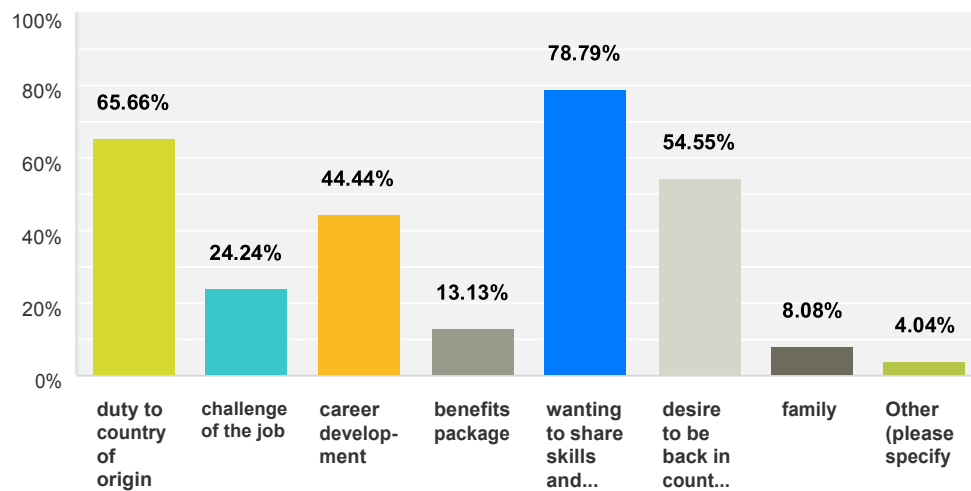
Q10 Have you participated in other projects like this one with other organisations?



Q11 Is the TRQN project well-known among diaspora professionals in your sector?



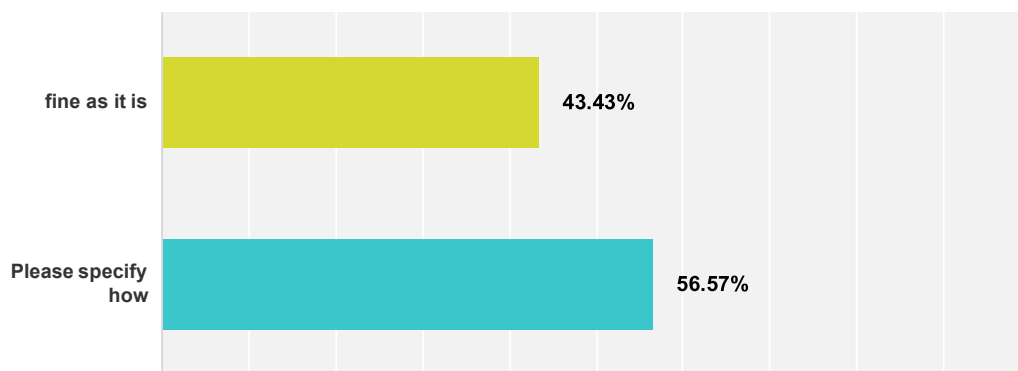
Q12 What reasons do you think encourage diaspora experts to respond to the Project call?



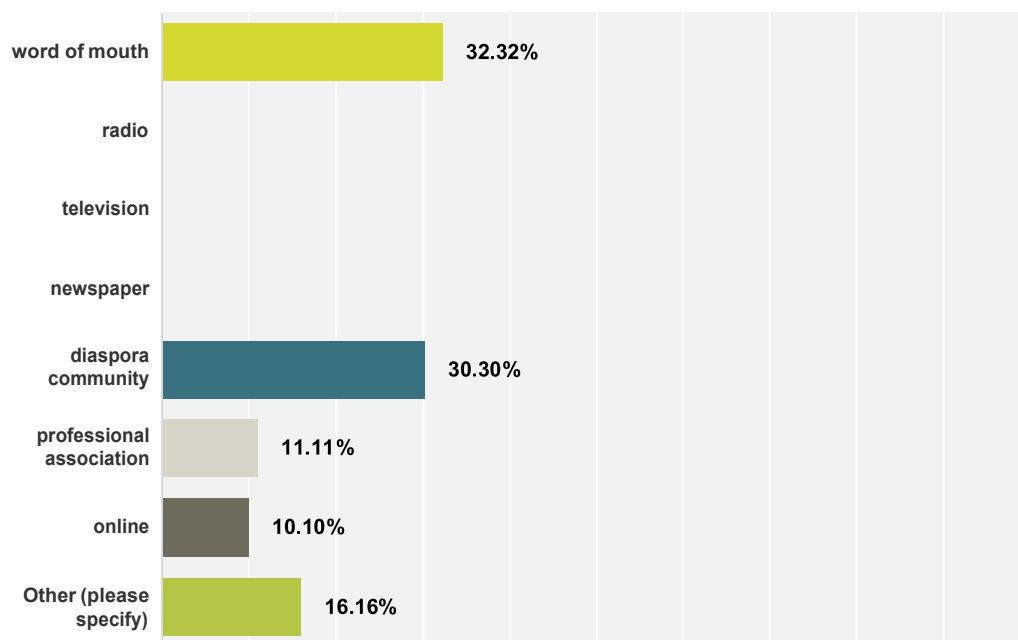
Q13 What reasons do you think discourage diaspora experts from responding to Project call?

allowances and benefits	21.28%
time away from family	13.83%
difficult to get leave from current job	32.98%
lack of preparation for the job	9.57%
nature of the work	7.45%
Responses Other (please specify)	14.89%

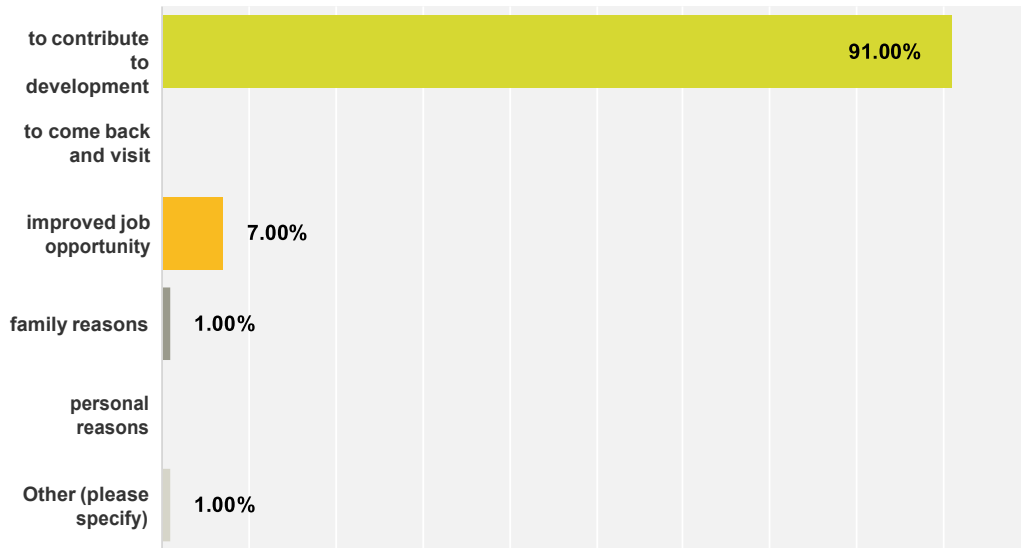
Q14 How could IOM increase its recruitment to TRQN?



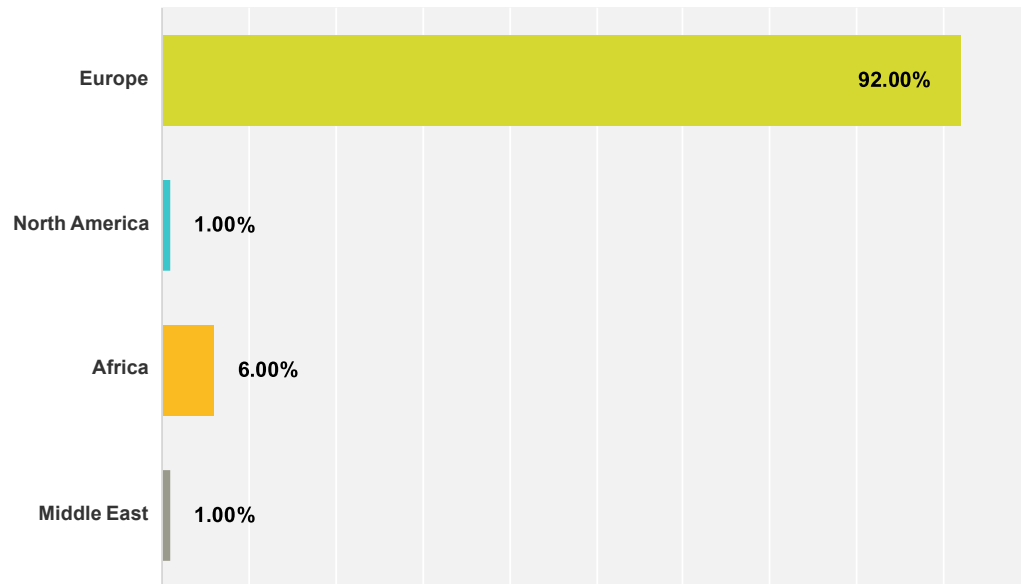
Q15 How did you hear about the project?



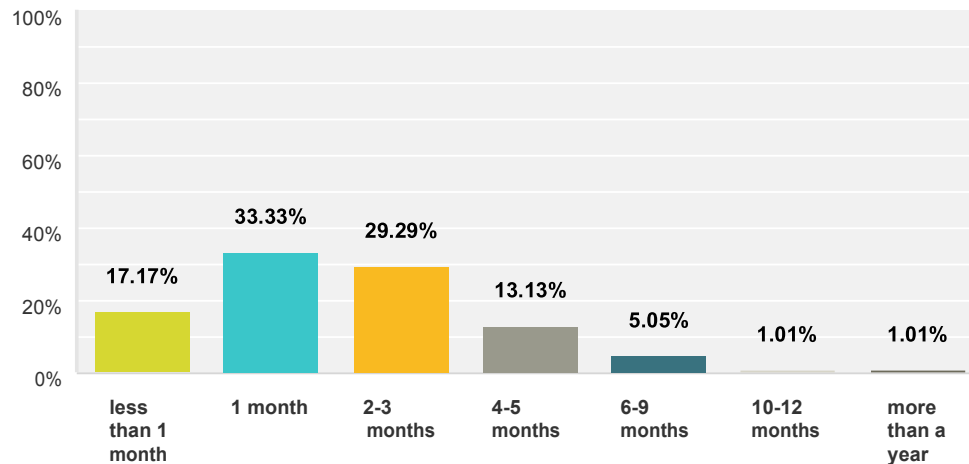
Q16 Why did you choose to participate in TRQN?



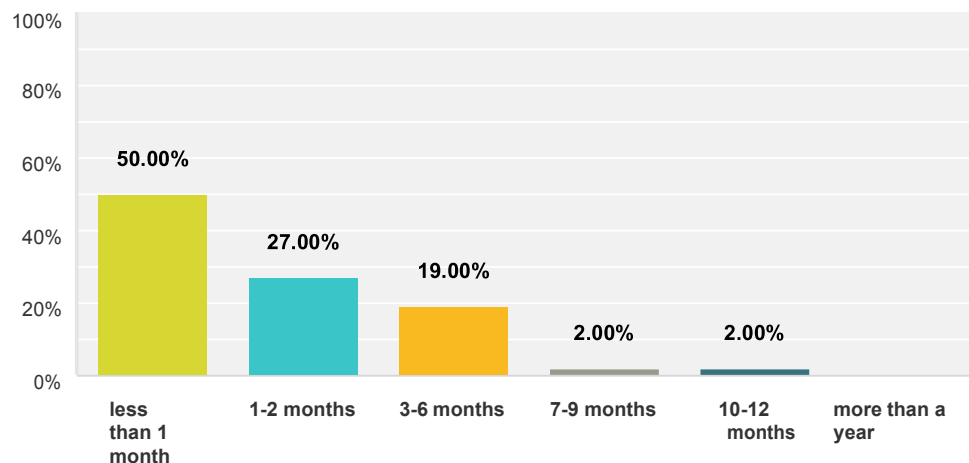
Q17 Where were you living when you were recruited for the project?



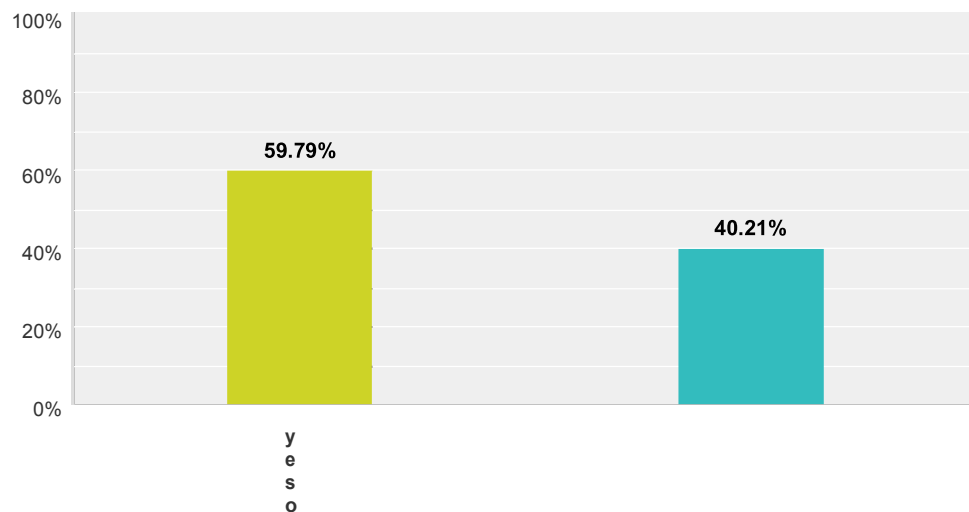
Q18 How long was it between the time you applied and the time you were accepted for the position?



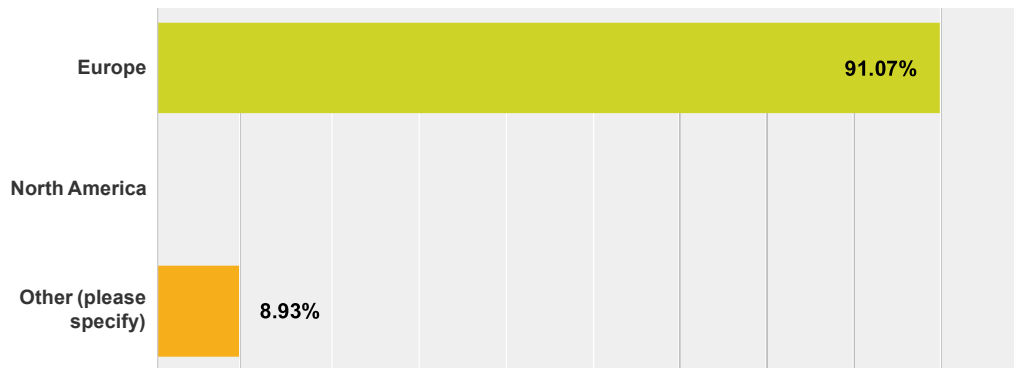
Q19 How long was it between when you were accepted and when you started work?



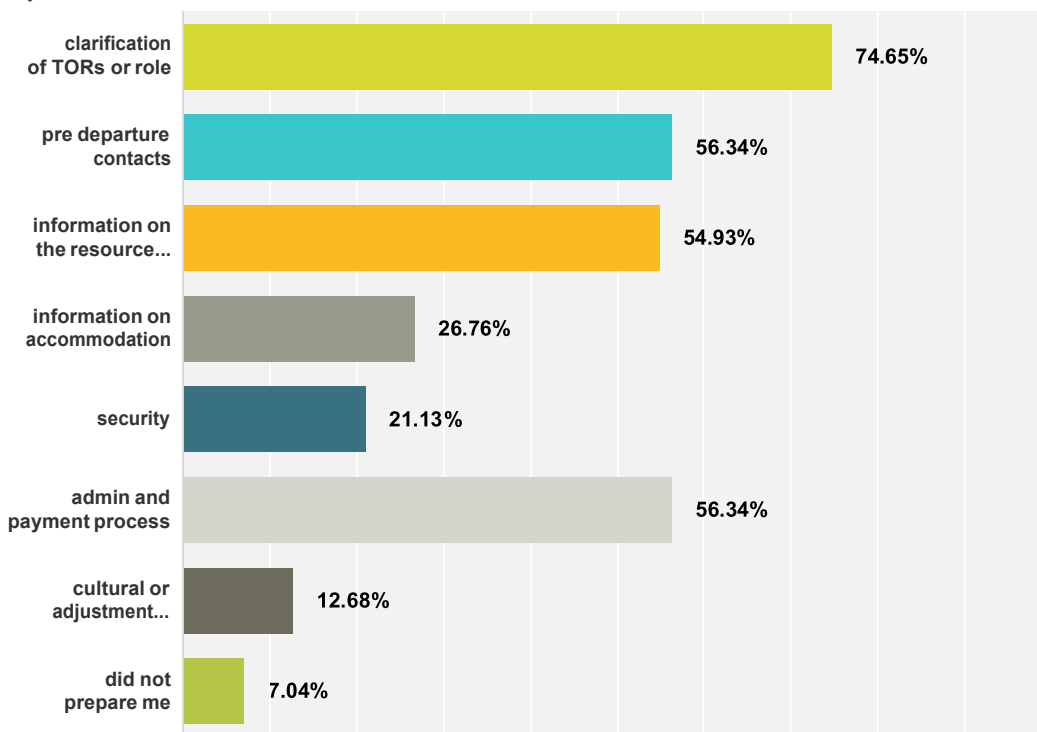
Q20 Did you receive a pre-departure



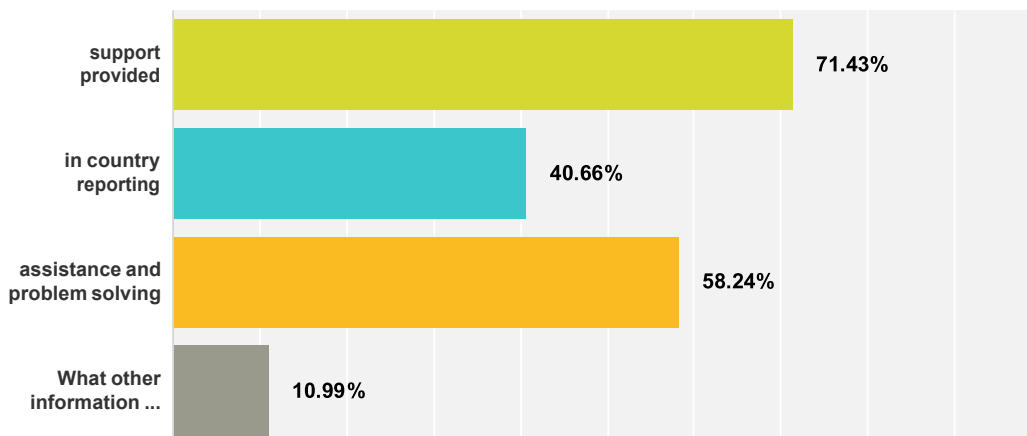
Q21 If yes where was it conducted?



Q22 Did the orientation prepare you by providing: (Please select all relevant responses)



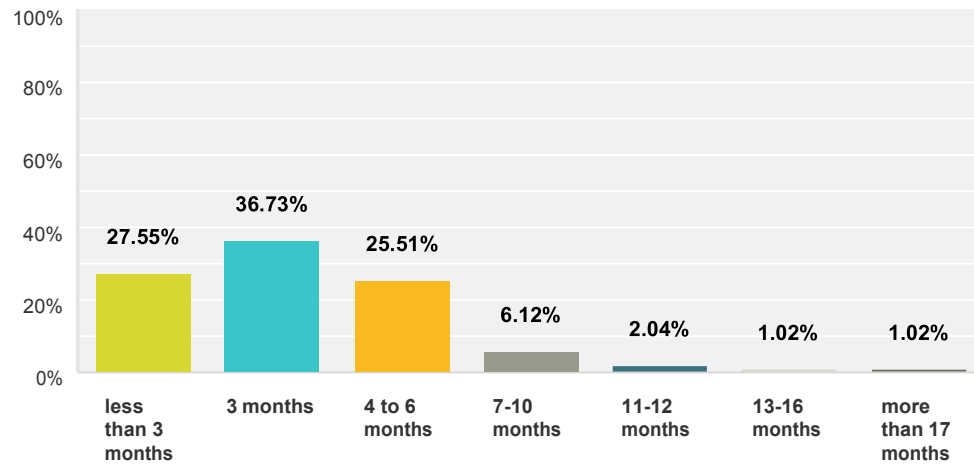
Q23 Was the role of the IOM in-country mission staff clear before the assignment began concerning: (Please select all relevant responses)



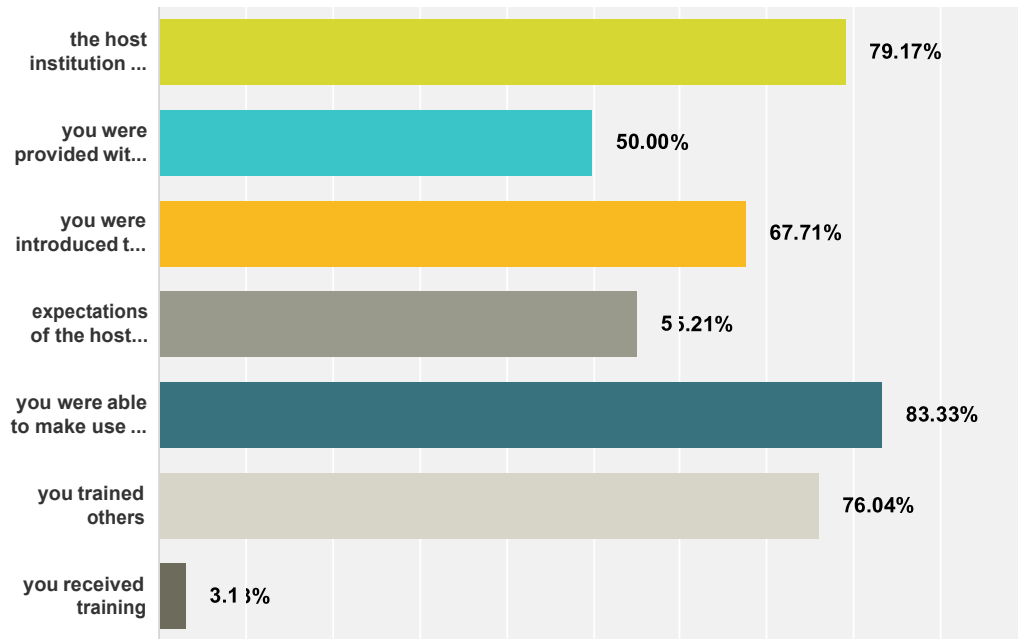
Q24 What sector did you work in during the assignment?

Arts	7.29%
Civil Society	13.54%
Education (primary)	5.21%
Education (secondary)	6.25%
Education (Higher Education)	25.00%
Engineering	9.38%
Food Security	2.08%
ICT	6.25%
Infrastructure	1.04%
Health- doctor	6.25%
Health- nurse	3.13%
Health-medical technician	2.08%
Health- ICT	2.08%
Health-admin	4.17%
Journalism/media/communication	4.17%
Law	3.13%
Management	17.71%
Municipalities/ architecture/ urban planning	4.17%
Private sector	6.25%
Public sector	20.83%
Tourism	0.00%
Water and sanitation	4.17%
Other (please specify)	18.75%

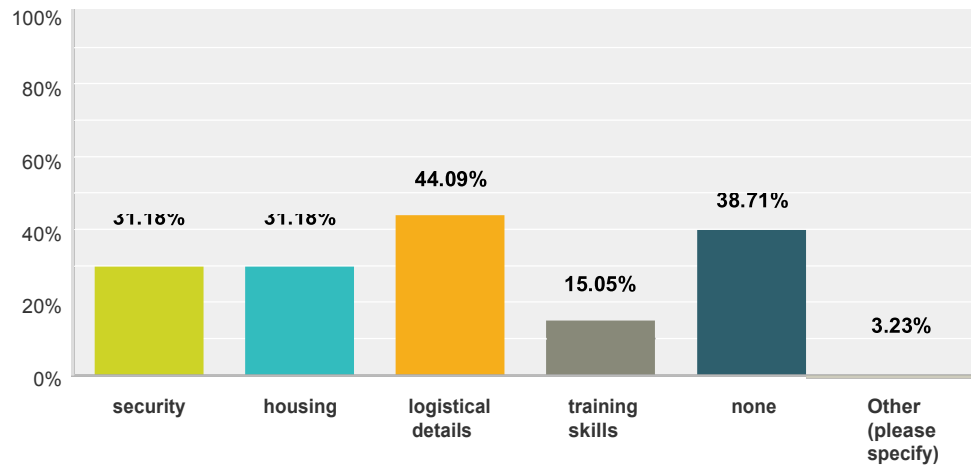
Q25 How long was your contract with TRQN?



Q26 During the assignment: (Please select all that apply)

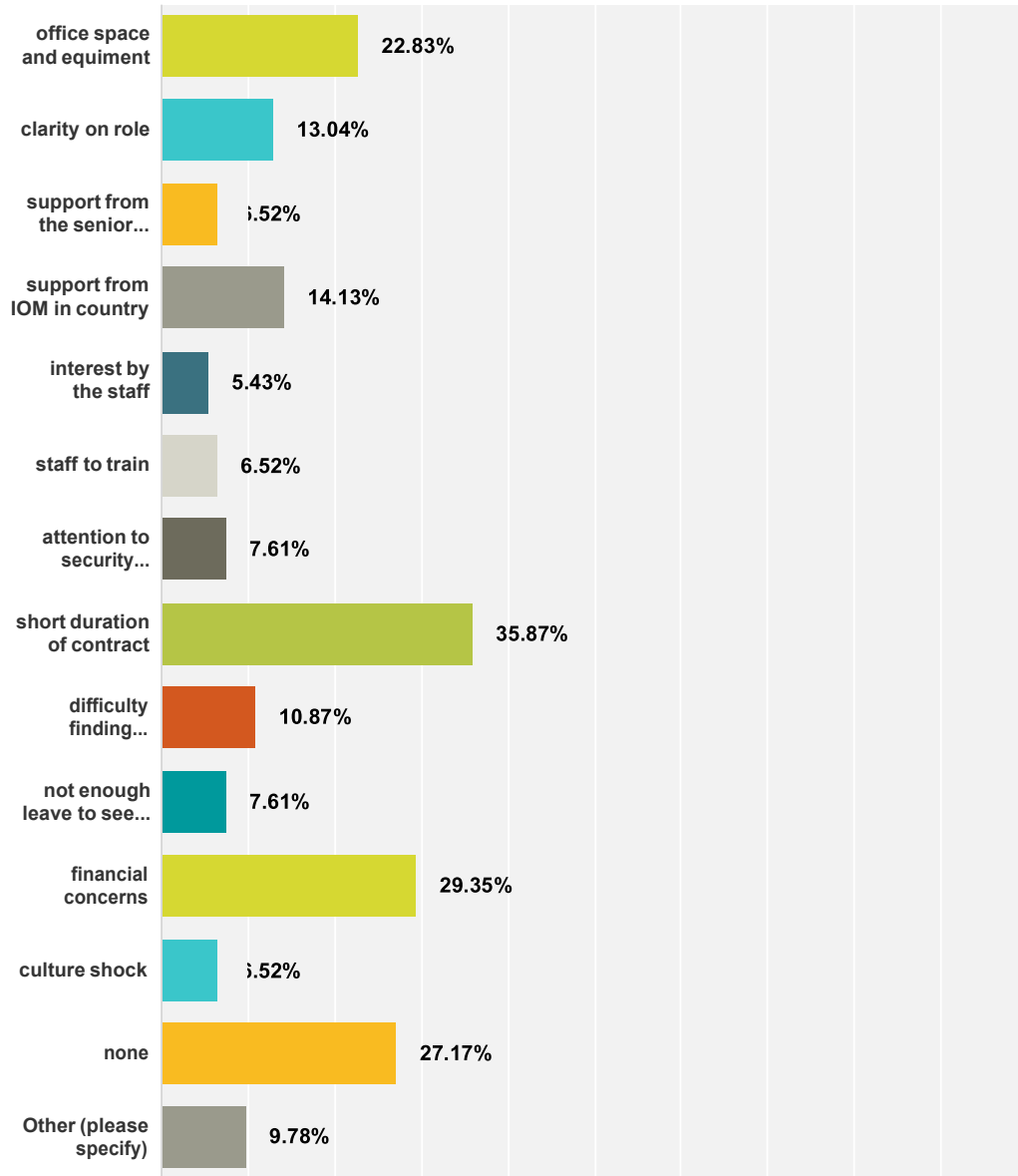


Q27 During the assignment did you receive adequate support and information on: (Please select all that apply)

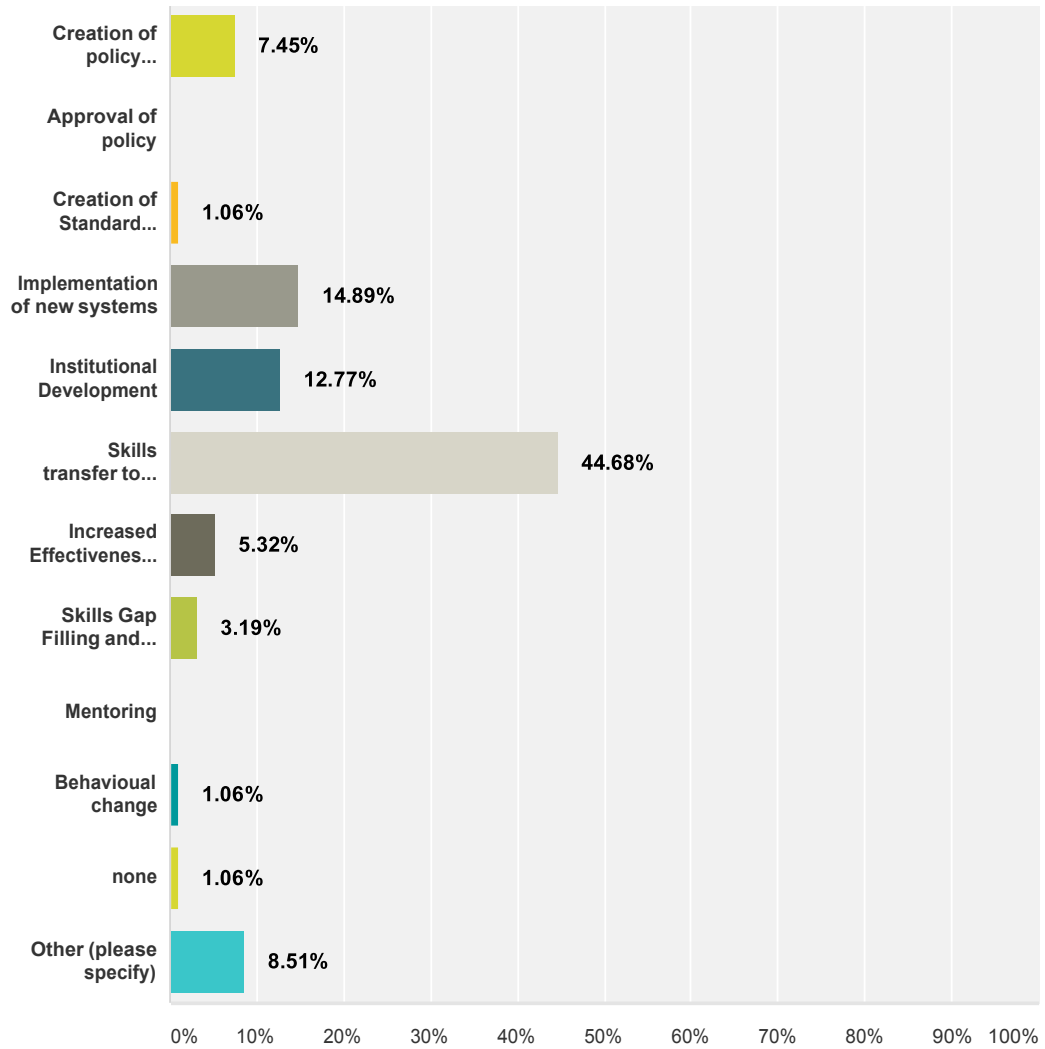


Q28 During the assignment you faced obstacles due to a lack of: (Please select all that apply)

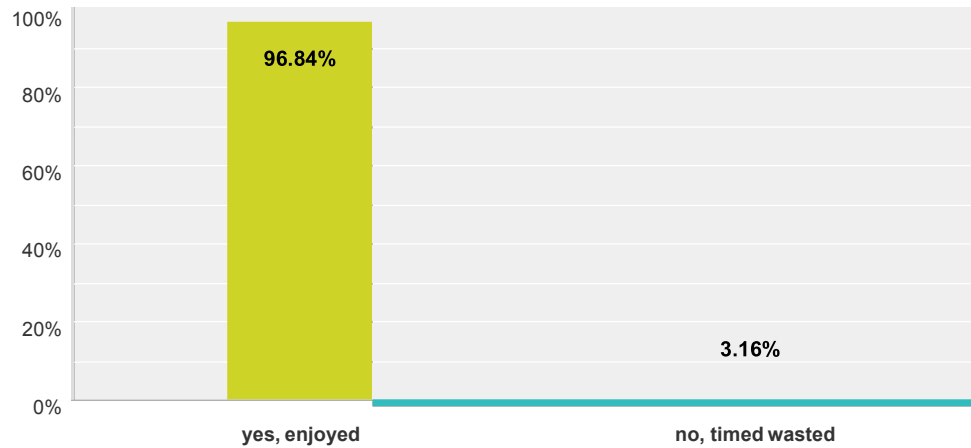
Answered: 92 Skipped: 13



Q29 What were your key achievements during the placements: (Please select all that apply)

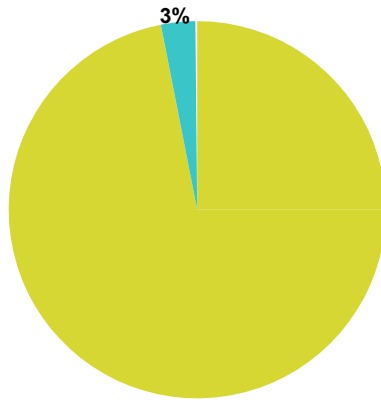


Q30 Did you enjoy the assignment or do you feel your time was wasted?



Q31 Would you participant in the TRQN project again?

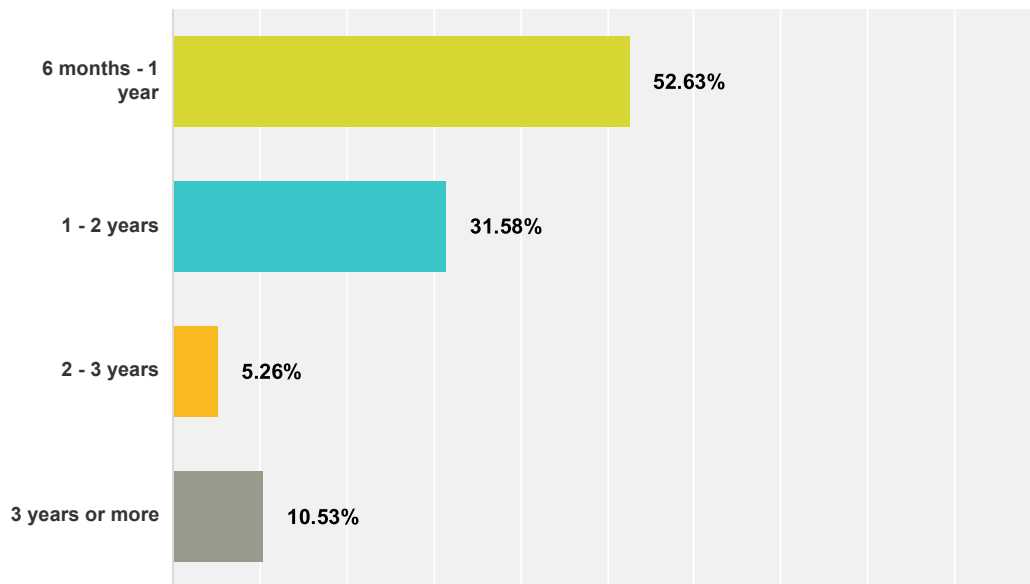
no



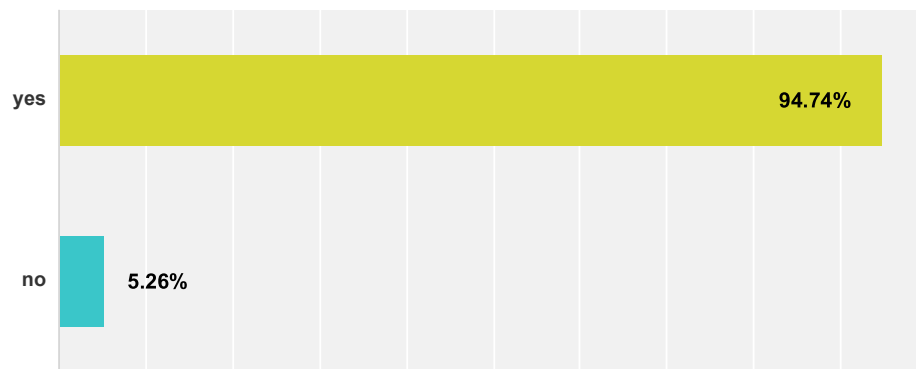
1

ANNEX 4b: TRQN III Host Institution Survey

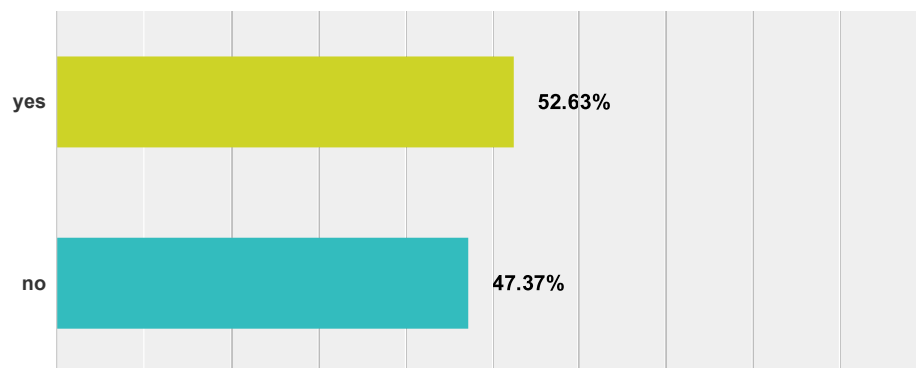
Q1 How long have you participated in the TRQN project?



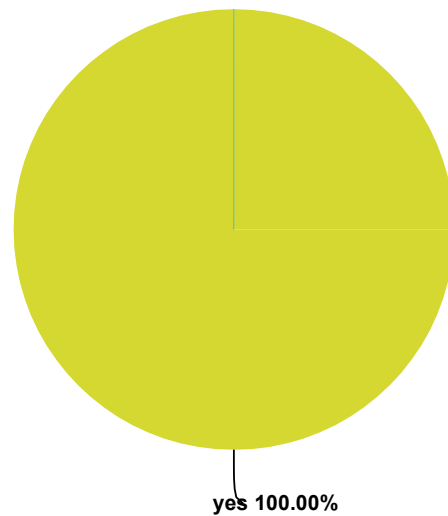
Q2 Were the TRQN III purpose and processes clear to you at the outset of the project?



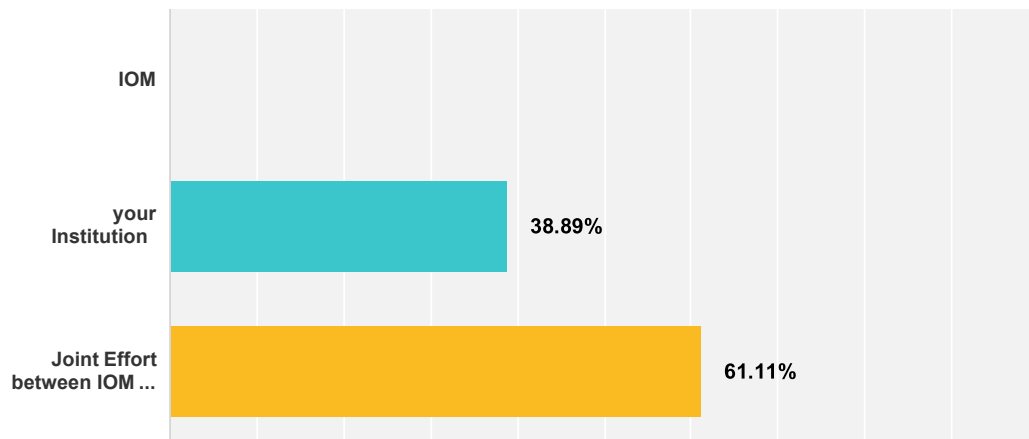
Q3 Do you participate in the TRQN project steering community in your country?



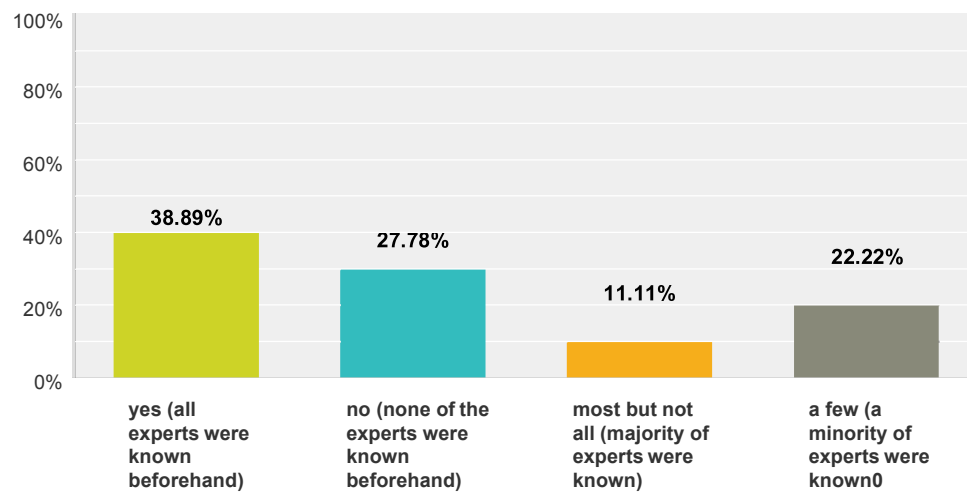
Q4 Were your institutional needs adequately assessed and supported by the IOM team?



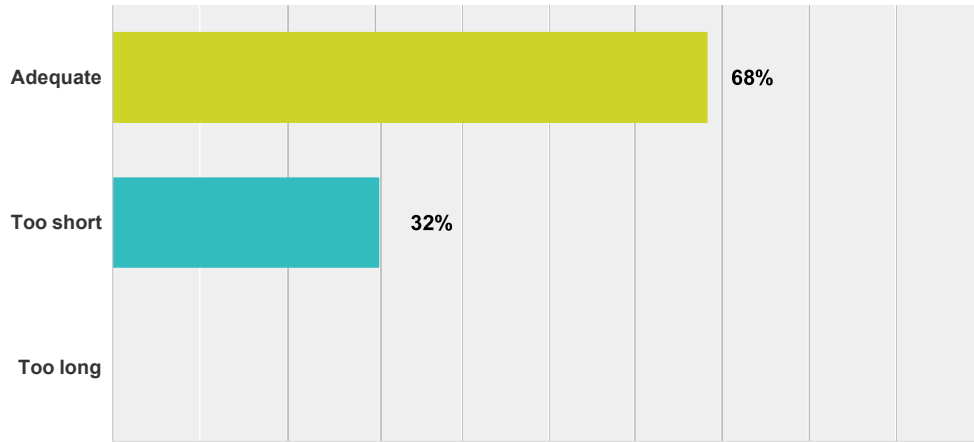
Q5 Who drafted the terms of reference for the TRQN expert(s)?



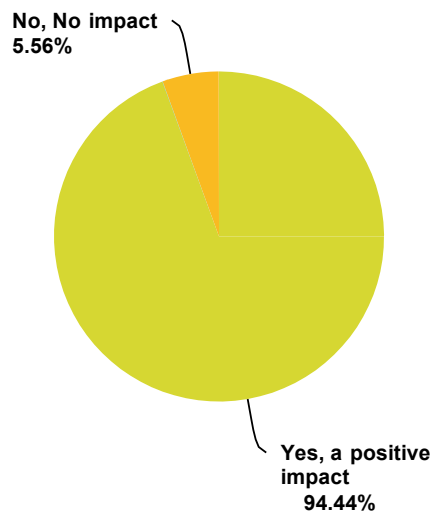
Q6 Was the expert(s) known to you before the project?



Q7 Was the expert's contract length:

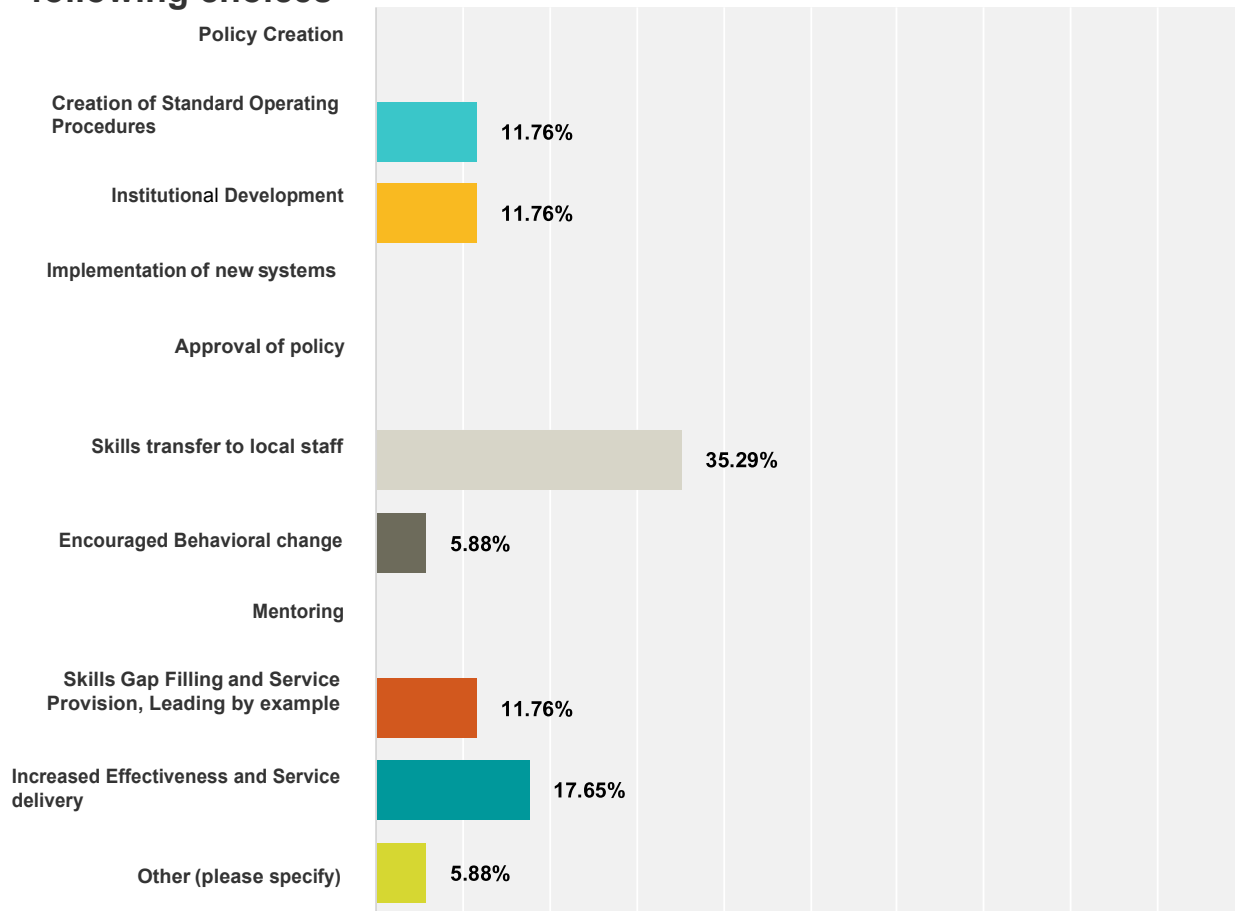


Q8 Did the TRQN III project have an impact on your organization?¹

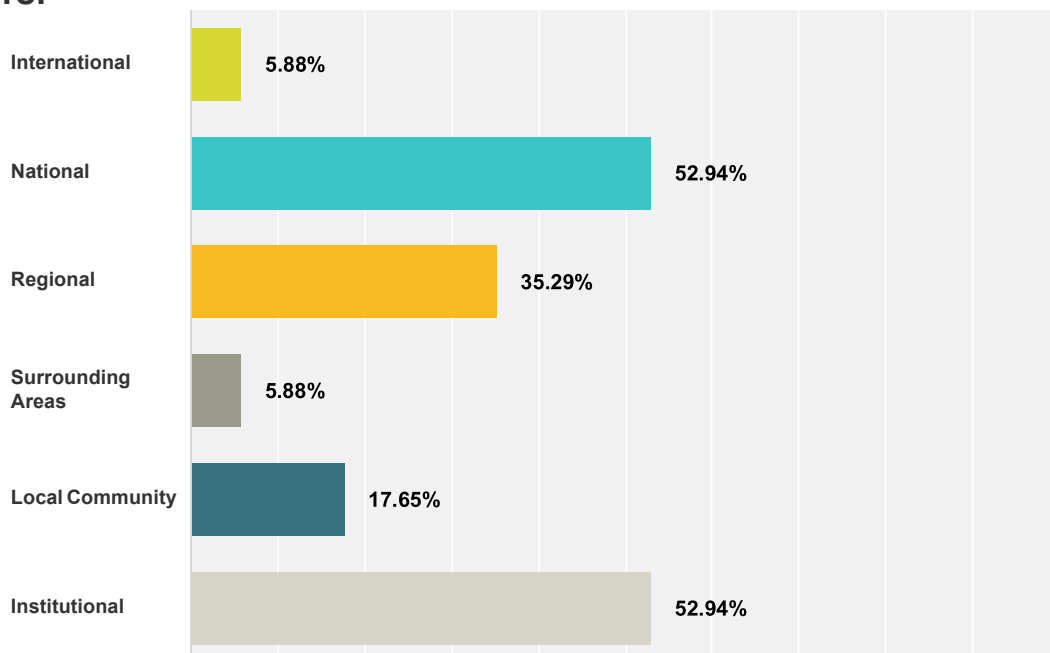


¹ Respondents that responded yes proceeded to answer questions 9 – 11. Respondents that responded no advanced to question 12.

Q9 How was the impact made? Please select a maximum of three of the following choices



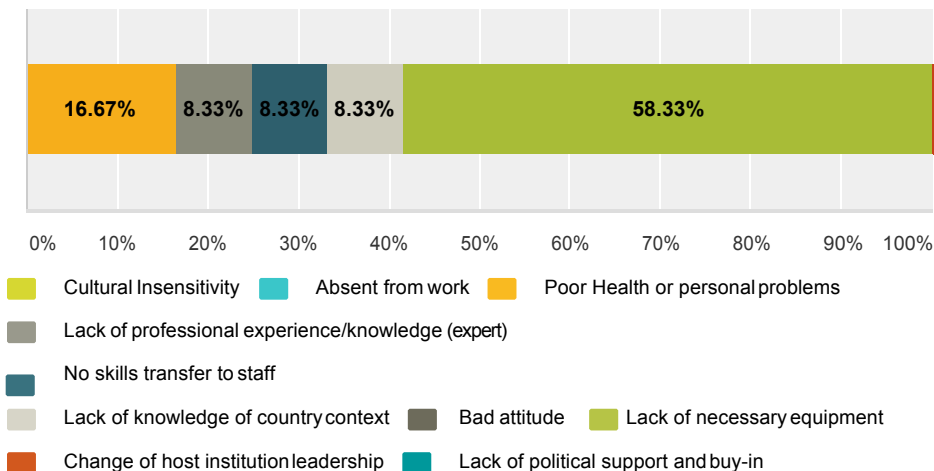
Q10 The impact was made (mainly) at which level? Choose no more than 2 Answers.



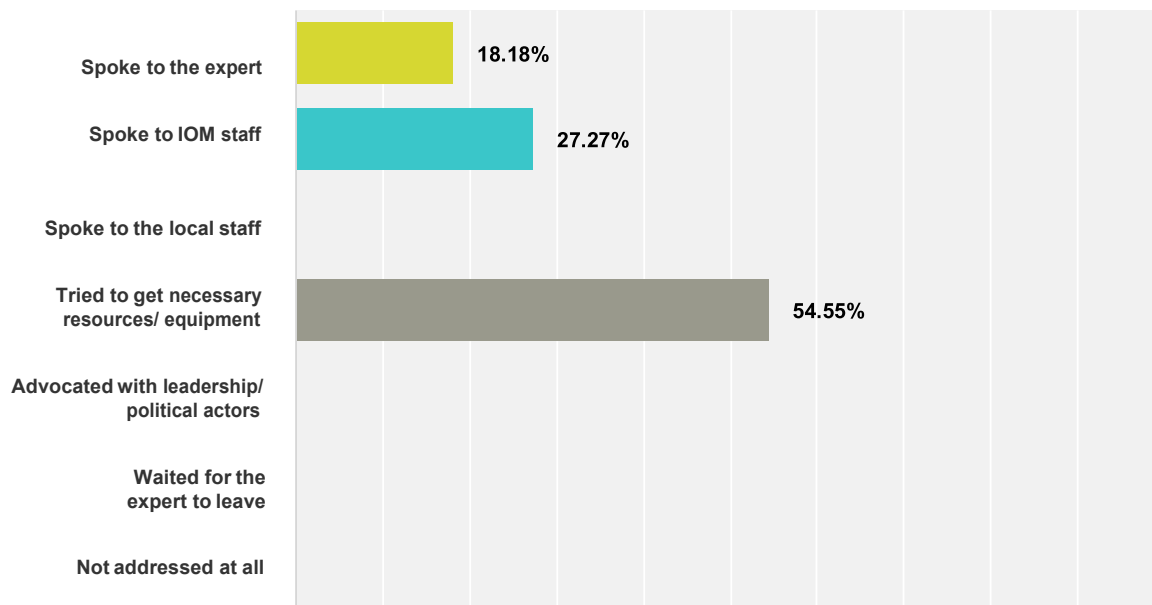
Q11 Do you think the contribution the expert made is sustainable?

yes	94.12%
no	5.88%

Q12 What were the issues concerning achievement of the expert's objectives? Choose no more than 3 answers.



Q13 What steps were taken to resolve these issues?



Q14 Please share any lessons learned or recommendations that you feel could be useful in future programming?

#	Responses
1	no lesson
2	In general TRQN program is very successful for Georgia, we recommend to continue this program.
3	monitoring and evaluaton of the experts should be jointly made
4	To have the possibility to have the expert for longer time, the impact was great, but we need it also for more sustainable projects and it need more time.
5	it was ok.
6	long term contract.
7	collaboration between all stakeholders would be critical to the success of any project.
8	European knowledge and experiences
9	Framing out several sustainable programs for our organization. No recommendations thus far.
10	Future programs could take longer period (3 months and above)
11	it is important to have online database for experts to learn more about their working and academic expereince to tailor their needs to our oniectives.
12	The main lesson is the organization asking for IOM experts assistance should clearly understand what they really need. The request should be formed very carefully and should clearly state needs
13	The program approach to send qualified expats to their home country is very useful and efficient. At the same time I think program could pay more attention to support of host organisation fundraising issues. After expert leaves, we had an number of elaborated and prepared ideas for local
14	Resource persons must improve on the local content of programs



International Organization for Migration (IOM)

RESPONSE OF IOM TO THE TRQN III EVALUATION (JUNE 2015)

IOM would like to express its appreciation for the thorough evaluation report of the ongoing TRQN III project, written by Dr Jennifer Leith and Dr Althea-Maria Rivas.

The overall conclusion that diaspora can make a difference, strengthens us in our conviction that the programme is worthwhile to continue, taking into account the recommendations that were made by the evaluators. This conclusion applies to fragile states as well as to more stable countries, although the optimal diaspora skill transfer approach and strategy may significantly differ from one to the other country. The fact that 97 per cent of the expert respondents reported that they had a pleasant and interesting assignment and would participate in a new project again is heartening and shows the genuine commitment of diaspora experts, especially since they volunteered in these assignments and only received a monthly allowance to cover basic needs. At the same time 94 per cent of the host institutions report a positive impact of TRQN support on their organization, which shows their openness and eagerness to receive diaspora expertise.

We greatly appreciate the separate recommendations that have been made for IOM, for the Ministry of Foreign Affairs, for the host institutions as well as for the diaspora. These will definitely assist all in further professionalizing future diaspora skills programming, in close cooperation with the other stakeholders. Below please find all the recommendations and options for action that have been made in the report and IOM's response to them.

Answers from IOM to the 11 Recommendations

A. For IOM

I. Develop a Theory of Change for the TRQN project

One of the key obstacles to understanding the impact of the TRQN project in the target countries is the absence of a theory of change for the project to guide the overall project and country level theories of change. The ToC provides a basic framework, which can guide the project interventions and allow all stakeholders to understand at a broad level the expected and desirable change that the project should make, to assess the overall progress of the project. The danger of operating in the absence of a coherent ToC is that the numerous assignments carried out will only result in single and isolated interventions that fail to work towards a unified strategy.

IOM response:

The Theory of Change (ToC) is a relatively new concept to guide the overall project interventions. In a future initiative IOM would like to explore more systematic use of this ToC to assess the overall progress and impact of the project, even though this may pose certain challenges. In this regard it is to be noted that the evaluators conclude "... that in addition to technical knowledge transfer and capacity building, behavioral change and the development of professional management skills were also an important part of creating impact..." (page 18). As several authors have concluded (Goh, 2007, Kuschminder, 2012) it may be more challenging to measure this kind of 'tacit' knowledge transfer.

Finally, we would like to comment that in TRQN III IOM adopted a strategic and targeted approach in order to avoid single and isolated interventions. The project started with a needs assessment phase in the TRQN countries, which led to the identification of key sectors, the setting up of a task force and eventually concrete TOR-s. Different countries have posed different opportunities and challenges however, which sometimes led to a decision to change priorities along the way.



2. Develop a more targeted sector approach

The countries where the most impact was identified are those where the assignments were technical and sectorally targeted. This allowed a deeper, rather than a wide and unfocused, intervention necessary to create impact in the sector. A more targeted sectoral approach does not mean a significant reduction in assignments, for example covering only health or education in one country, but can support assignments that complement each other. Less scattershot and more strategic choices for assignments can contribute to great coherence, for great synergies for impact.

IOM response:

We fully agree to this principle to create more impact on the institutional or even on a sector level. The majority of assignments took place in one of the priority sectors identified. For certain countries IOM experienced difficulties finding the required diaspora expertise. Therefore, IOM would suggest broadening its outreach to other EU countries, without any prior limitations. This will enhance and improve the selection and matching process and will subsequently have a positive influence on the impact of the complementary interventions in priority sectors.

3. Develop different approaches/kinds of projects for stable countries and fragile countries

All nine countries had human resources and expertise gaps, however there was a clear difference between the more stable and fragile countries' needs. It is unrealistic to compare the interventions made in the fragile countries with interventions made by stable countries. The institutional capabilities in fragile countries will be much more challenged in fragile states and coupled with uncertain political and economic dynamics. These factors heavily influence the potential achievable outcomes during an assignment. This does not mean, however, that any assistance under-qualified diaspora members or less strategic placements should be acceptable because of the great needs in these countries. Rather that the IOM should develop a specific approach to post-conflict countries in terms of the overall purpose and goal of the TRQN in these locations, which takes into consideration their starting point, making sure to set realistic but also useful and measureable goals. This may also involve, among other things, narrowed sector focus, and rethink of the scope and length of the assignments, and the type and amount of allowances. IOM also must provide greater pre-departure preparation for experts to raise awareness of potential resentments for smoother integration in assignments.

IOM response:

Although the dichotomy between stable versus fragile countries is not always so obvious in TRQN, we definitely agree with the evaluators' suggestions for different approaches for countries that are more stable versus countries that are recovering from a conflict. As the evaluators conclude, realistic, but also useful and measurable goals have to be set for all countries.

4. Ensure that the reporting format speaks to the overall goal of the project and achievements as outcomes

The current reporting structures focus largely on output measures such as the number and length of assignments (for accountability - did they do what they said they would do?), rather than outcomes - using evidence to show what they achieved from a defined starting point (baseline). The anecdotal monitoring does not show evidence of change, only a snapshot in time. This does little to demonstrate the progress towards the overall desired project goals. There is an assumption that a



high number of assignments will translate to an increased impact, which in the current reporting format is impossible to validate with confidence. The current reporting format lacks a level of precision in measurable outcome indicators, which can contribute to the overall assessment of impact. Measurable indicators should be developed for the next phase that emerges from a comprehensive theory of change exercise (recommendation 1) and should form the basis for reporting.

IOM response:

Because of the TRQN III design and conditions set by the donor, IOM focused on realizing 405 assignments with an average duration of 3 months, with at least 80% of diaspora experts residing in the Netherlands. All individual assignments were monitored and evaluated, using standardized forms for diaspora experts and institutions. Also regular monitoring visits were undertaken by IOM in the target countries as well as IOM in the Netherlands.

We fully appreciate the recommendation of focusing more on outcome indicators on institutional or sector level, instead of the output indicators. We would also opt for a more thorough monitoring and evaluation framework in a next phase, including baseline measurements. For this we will explore the option to involve an academic institution as an external partner.

5. Provide stronger engagement and leadership to IOM country offices who implement the TRQN projects

Some implementing country offices are not strategically engaged in TRQN with the right staffing skill-set. Provide stronger leadership, training and support to IOM country offices so that those offices provide better and more appropriate and strategic support to experts and institutions. It may be useful to have project-wide meeting in the Hague or remotely on a quarterly basis so staff can share ideas, lessons learned and challenges, and to train staff in conducting needs assessments. This latter activity will not only build staff capacity overall but also ensure a standardized and uniformed approach to assessments, which are an essential sources of information for the project.

IOM response:

The point of having more project-wide meetings in The Hague is well taken, but would of course involve additional costs. Also the possibilities of more teleconferencing will be explored. Overall, we will provide closer supervision to IOM colleagues, who are our TRQN focal points. We regret that at the time of the evaluator's visit to two countries, there had been a temporary gap of the regular IOM staffing. We are happy to report that in both countries staffing is again at full strength. The fact that 86% of the diaspora experts stated that they did not face any obstacles due to lack of support from the IOM field office, is an indication that overall the IOM support is well appreciated.

6. Develop Inter-country exchanges to share best practices

The IOM should facilitate exchanges and knowledge transfer between TRQN countries and experts. These initiatives could lead to longer-lasting partnerships facilitated by the assistance from the Netherlands. The shared nature of problems facing different countries will provide a fertile ground for discussion, sharing of experiences and lessons learned. This would also allow the IOM to utilize and share the wealth of information and expertise developed over the past two phases of TRQN.

IOM response:

In a possible future programme IOM would opt for more such exchanges, physically, and/or by creating online platforms and use of social media, such as LinkedIn



B. For the MoFA

7. Clarify the Objective of the project from the Government standpoint

In order for the IOM implementing agency to design a project that will have lasting impact they require guidance from the MoFA on the Dutch government's objectives. TRQN is a multi-country project with a wide range of inputs. Clearer guidance from the MoFA on their overall objectives is necessary in order to engage in appropriate country selection and develop a realistic results logic framework focused on desirable and achievable outcomes and impacts. This should include clear criteria for country selection. This will allow the IOM to develop a more targeted approach in the TRQN countries and strategic approaches.

IOM response:

The project objectives and country selection for TRQN III were discussed between the MFA and IOM. However it is true that a variety of criteria were applied and these were probably not always clear to external parties. We hope that in a possible future initiative the project objectives and criteria for country selection can be made more explicit.

8. Consider multi-country donor partnerships for TRQN where the Netherlands has small or absent diaspora groups

It makes sense when there are small pools of diaspora experts from countries such as Armenia and Georgia or Somalia with the appropriate skills in the Netherlands, which MoFA develops partnership agreements with Germany and France and the UK, for example, to co-fund their diaspora as part of TRQN, rather than imposing quotas from other countries paid for by Netherlands.

IOM response:

IOM can explore with the Ministry of foreign Affairs a possible multiple donor programme. The past has proven that different donors may have different priorities in terms of programmes and target countries. However, even with a single donor, IOM can still go ahead conducting a broader outreach to find the most qualified diaspora, if they are not available in the Netherlands. IOM can engage its country offices in EU and even outside EU for this purpose. This would hardly involve additional costs. As said under recommendation 2, it would help us to have a more targeted approach, if we can find the diaspora experts with the right profile to match the needs.

C. For the Host Institutions

9. Invest to support institutional Change and Impact

The host institutions must invest in the project in order for the gains that come from capacity building to be sustainable. The voluntary nature of the project is attractive to host institutions. It allows them to make use of high-skilled expertise at little or no cost. To capitalize on this expertise, however, the host institutions must also contribute to supporting the outputs of the assignments in the longer term. Without this investment the interventions either become a short-term irrelevance or the institution becomes dependent on the IOM for the experts for continued assistance. The details of such support, which may include capital investment in equipment, should be agreed upon before the assignment begins between the IOM, the institution and the expert. This increases ownership by the institution in the outputs of the assignments, and encourages greater strategic thinking and oversight by the host institution. This strategic approach will increase the potential of knowledge transfer to lead to more lasting institutional change.



IOM response:

IOM would definitely aim to create ownership at the host institutions. For this reason, taskforces were set up in the target countries and the project adopts a demand driven approach. In a future initiative, more explicit agreements with host institutions can be made, including possible capital investments in equipment.

D. For the Diaspora Community

10. Awareness of Self-funding needs and challenges

Given the limited funds for materials and transport in the assignments and the lack of adequate funds for security and housing in conflict countries, diaspora participants need to consider their financial situation and cash flow and be prepared to fund much of both their basic needs and equipment and materials. Up to now the experts are very willing to contribute financially to their assignments but, given their commitments in the Netherlands, they should be made aware of how much additional funds they need to bring or have access to for the success of their safety, security and the assignment.

IOM response:

As the evaluators conclude, many diaspora experts are very willing to contribute financially to their assignments, as the daily allowances in TRQN are not always sufficient to cover the expenses. In a future initiative IOM would like to enable diaspora to generate funding for equipment and materials at host institutions. For instance diaspora can be provided training and tools to start or make use of crowd funding initiatives.

11. Diaspora should create and fund TRQN-like projects themselves

With the successes of the IOM TRQN project for the temporary return of qualified nationals, diaspora communities and diaspora individuals should be challenged to create and undertake similar projects themselves, fund raising and drawing on existing networks both in country of origin and the Netherlands. Some examples were found where second generation Cape Verde business people or young Afghans urban planners or Georgian architects, or diaspora health experts were going to undertake such an activity of support in any case, before they were put in touch with IOM. Armenians globally provide examples of doing just that. This will enable greater considerations of sustainability for the TRQN projects, when funded, organized and managed by the diaspora themselves, with strong benefits in return to the diaspora community.

IOM response:

Again, as said above, IOM would like to enable diaspora to engage in such initiatives. IOM can take a leading role in creating and maintaining diaspora networks through social media, such as LinkedIn. Also, selected diaspora can be trained and coached on migration and development topics, as well as on project development and fundraising opportunities.