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Central project evaluation

Skills for Reintegration, global project

Project number 2016.2180.4

Evaluation Report

On behalf of GIZ by Lukas von Petersdorff-Campen and Bogdan Pavel (Mainlevel Consulting AG) and William Njie, Fernanda Valdés Herrera, Arailym Jussupova, Bachirou Ayouba Tinni

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Evaluators:

Lukas von Petersdorff-Campen, Bogdan Pavel, William Njie, Fernanda Valdés Herrera, Arailym Jussupova, Bachirou Ayouba Tinni, Mainlevel Consulting AG

Authors of the Evaluation Report:

Lukas von Petersdorff-Campen, Bogdan Pavel, William Njie, Fernanda Valdés Herrera, Arailym Jussupova, Bachirou Ayouba Tinni, Mainlevel Consulting AG

Consulting firm:

Mainlevel Consulting AG
Ludwig-Erhard-Straße 14,
65760 Eschborn, Germany
T: +49 69 153 240 920
E: info@mainlevel.de
I: https://www.mainlevel.de/

Coordination and management:

Claudia Kornahrens, GIZ, Head of Section
Emily Andres, GIZ, Evaluation Manager
Central Project Evaluation Section
GIZ Corporate Unit Evaluation

Responsible:

Albert Engel, Director
GIZ Corporate Unit Evaluation

Editing:

International Correspondents in Education

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Registered offices:

Bonn and Eschborn
Friedrich-Ebert-Allee 32 + 36
53113 Bonn, Germany
T: +49 228 44 60-0
F: +49 228 44 60-17 66
E: evaluierung@giz.de
I: www.giz.de/evaluierung
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Abbreviations

ASB	Arbeiter-Samariter-Bund
BMZ	German Federal Ministry for Economic Cooperation and Development
DAC	Development Assistance Committee
DFID	Department for International Development (UK) (now Foreign, Commonwealth and Development Office (FCDO))
DRW	Dominikus-Ringeisen-Werk
EUR	Euro (currency)
FCDO	Foreign, Commonwealth and Development Office (previously DFID)
GBoS	The Gambia Bureau of Statistics
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
GTTI	Gambia Technical Training Institute
IDP	Internally displaced person
IOM	International Organization for Migration
ITC	International Trade Centre
M&E	Monitoring and Evaluation
NAQAA	National Accreditation and Quality Assurance Authority of The Gambia
NGO	Non-governmental organisation
OECD	Organisation for Economic Co-operation and Development
PME	Programm Migration für Entwicklung (Migration for Development)
SDG	Sustainable Development Goal
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
USA	United States of America
YEP	Youth Empowerment Project

The project at a glance

Global: Skills for Reintegration

Project number	2016.2180.4
Creditor reporting system code	11330 vocational training (40%), 15190 facilitation of orderly, safe, regular and responsible migration and mobility (60%)
Project objective	The employability of refugees, internally displaced persons and the population of the host community is increased through additional needs-based qualification offers.
Project term	December 2016 to November 2020
Project volume	EUR 4,500,000
Commissioning party	German Federal Ministry for Economic Cooperation and Development (BMZ)
Lead executing agency	Dominikus-Ringeisen-Werk (DRW) Arbeiter-Samariter-Bund (ASB) Gambia Technical Training Institute (GTTI) ElGroupConsulting LLC Predprinimatel, business training implementer Ministry of Economy of Kyrgyzstan Mexican Agency for International Development Cooperation (AMEXCID), International Organisation for Migration, Mesoamerica Regional Programme of the Secretariat of the Interior (SEGOB)
Implementing organisations (in the partner countries)	Dominikus-Ringeisen-Werk (DRW) Arbeiter-Samariter-Bund (ASB) Gambia Technical Training Institute (GTTI) ElGroupConsulting LLC Predprinimatel, business training implementer Ministry of Economy of Kyrgyzstan
Other development organisations involved	United Nations High Commissioner for Refugees (UNHCR), United Nations Development Programme (UNDP), Foreign, Commonwealth & Development Office (FCDO) (previously Department for International Development, DFID), International Trade Centre (ITC)
Target group(s)	The **direct target groups** are technical and vocational education management and training staff in Niger, Kyrgyzstan and The Gambia as well as staff of governmental institutions in The Gambia and Kyrgyzstan. In Mexico the direct target group is the staff of the non-governmental organisation (NGO) network. Some selected activities in The Gambia, Kyrgyzstan and Niger also directly addressed refugees, returning migrant workers and members of local communities. However, for the majority of activities, returning migrant workers and members of local communities make up the **indirect target group**. Girls and women are given special consideration and their ability to self-organise in the area of community building is particularly encouraged.

1 Evaluation objectives and questions

This chapter describes the purpose of the evaluation, the standard evaluation criteria, and additional stakeholders' knowledge interests and evaluation questions.

1.1 Evaluation objectives

Central project evaluations commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ) fulfil three basic functions: they support evidence-based decisions, promote transparency and accountability, and foster institutional learning within the scope of contributing to effective knowledge management. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) structures the planning, implementation and use of evaluations to optimise the contribution that the evaluation process and evaluation results make to these core functions (GIZ, 2018a).

1.2 Evaluation questions

The project is assessed based on standardised evaluation criteria and questions to ensure comparability by GIZ. This is based on the Organisation for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC) evaluation criteria (updated 2020) for international cooperation and the evaluation criteria for German bilateral cooperation (in German): **relevance, , efficiency**, **effectiveness**, **impact** and **sustainability**.

Specific assessment dimensions and analytical questions have been derived from this framework. These form the basis for all central project evaluations in GIZ and can be found in the **evaluation matrix** (Annex). In addition, contributions to the 2030 Agenda for Sustainable Development and its principles are taken into account, as are cross-cutting issues such as gender, the environment, conflict sensitivity and human rights. Also, aspects regarding the quality of implementation are included in all OECD/DAC criteria.

Table 1: Knowledge interests by main evaluation stakeholder groups

Evaluation stakeholder group	Knowledge interests in evaluation/additional evaluation questions	Relevant section in this report
BMZ	• Was the exchange on needs of potential Gambian returnees (returning from Germany to The Gambia) between German actors and implementers in The Gambia successful? What were the results? What did work and what did not? • Is a one-year technical and vocational education and training (TVET) course the appropriate and best measure to ensure the reintegration of Gambians into the labour market?	Included in **effectiveness** criterion (dimension 3: unintended results) Included in **relevance** criterion
GIZ	• To what extent was the project able to integrate and/or collaborate with the GIZ offices in the countries of implementation?	Included in **effectiveness** criterion (will be answered as part of the contribution analysis, hypothesis 2)

Evaluation stakeholder group	Knowledge interests in evaluation/additional evaluation questions	Relevant section in this report
Project team (in Germany)	• Are pilot measures useful as a launching pad for other cooperation projects? Is it a valuable approach to implement four different pilot measures in four different countries? • Was the selection process of countries for the pilot measures appropriate? Does the selection make sense? Do the selected countries fit the overall approach and do they fit together? • How can projects be implemented under COVID-19 and how did the project handle it?	Included in **effectiveness** criterion (will be answered as part of the contribution analysis hypothesis 2) Included in **relevance** criterion Included in **effectiveness** criterion
Project team (in-country)	• Pilot measure staff in Kyrgyzstan: How has the pilot measure contributed to raising awareness on the topic of (re)integration/migration? How relevant is the topic or the region? • Pilot measure staff in Mexico: What tools were of interest to the non-governmental organisations (NGOs) in the network and at the institutional level (tools that GIZ developed/implemented, that consultants employed by GIZ developed/implemented, that the network of GIZ developed/implemented?) and at which institutional level (NGO level, governmental level, etc.)? Which tool does the network of NGOs think they will be using down the line?	Included in **effectiveness** criterion (will be answered as part of the contribution analysis hypothesis 2) Included in **sustainability** criterion
GIZ partner project (Programm Migration für Entwicklung (Migration for Development) (PME))	• Are the training measures implemented with Gambia Technical Training Institute (GTTI) in The Gambia an attractive option for returnees? How can the offer be made more attractive for returnees? • PME in The Gambia: How effective is the personnel instrument ‘development worker’ in the context of educational and training measures for (re)integration into the labour market in The Gambia? Would other instruments be more effective (e.g. national personnel)?	Included in **relevance** and **effectiveness** criteria (will be answered as part of the contribution analysis of hypothesis 3)

2 Object of the evaluation

This chapter defines the evaluation object, including the theory of change and results hypotheses.

2.1 Definition of the evaluation object

The object of the evaluation is the selected global project Skills for Reintegration, categorised by project number 2016.2180.4 and henceforth called 'the project'.

Temporal delineation

The project term was 30 December 2016 to 30 November 2020. The project was initially planned for 36 months (from December 2016 to November 2019).

Financial delineation

The project was financed by BMZ and implemented by GIZ. The project was initially endowed with a budget of EUR 3,000,000. During the implementation, there were two amendments (in May 2019 and January 2020), which increased the budget to EUR 3,500,000 and EUR 4,500,000, respectively. There was no cofinancing for the project.

Geographical delineation

The project focused on four pilot countries chosen as a result of negotiations between BMZ and GIZ: Kyrgyzstan, Mexico, Niger and The Gambia.

Fragile context

The project has a 'Peace and security' (FS) marker 1, mostly because of the activities in Niger on its border with Mali. The project originally aimed to contribute to peace and security by helping refugees and internally displaced persons (IDPs) to return to their places of origin better informed and prepared, and by opening up the skills acquisition programme to the population of the host communities in Niger. Through this results logic, the project hoped to contribute to the prevention of conflict-exacerbating effects of supporting refugees and IDPs. The fragile situation in the region of Tahoua, Niger, influenced the implementation of the evaluation mission and resulted in the project site in Tillia not being visited by the evaluation team. Interviews with students and teachers were conducted face to face in the city of Tahoua or by telephone.

Political and sectoral context and the framework conditions

As a relatively small and landlocked economy, **Kyrgyzstan** is highly dependent on the personal remittances received from labour migrants. Currently around 30% of the total labour force (aged 15 and older)[1] of Kyrgyzstan works primarily in the Eurasian Economic Union and sends remittances back home. Another critical challenge presented by migration for the development policy of Kyrgyzstan is the high proportion of outflow migration among the young population (aged 14 to 28), which affects demographic change towards population ageing in the long run. The accession of Kyrgyzstan to the Eurasian Economic Union has provided unrestricted access to the labour market for migrants. However, the reintegration of migrants who have re-entry bans to Russia (more than 77,000 people[2]) remains a challenge for Kyrgyzstan (OECD, 2019). **Mexico** is a country that presents four different migratory flows: origin, destination, transit and return. Because of its relationship

[1] Calculated based on 2018 data from the National Statistical Committee and the State Migration Service of the Government of the Kyrgyz Republic.
[2] As of December 2017, according to the State Migration Service of the Government of the Kyrgyz Republic.

with its northern neighbour, the United States of America (USA), deportation has been normalised. It is estimated that around 1,500,000 Mexicans were deported under the Bush administration, almost 2,000,000 during the Obama presidency and 119,257 from January to August 2020 under the Trump presidency. When Mexican president Andrés Manuel López Obrador came to power in 2018, he prioritised improvements to Mexico's migration policy and the reintegration of returning Mexicans in the first months of his administration – a determination complicated by the transit of thousands of Central Americans on their way to the USA (Soto et al., 2019). The population of **Niger** is marked by strong demographic growth (3.9% per year), with nearly 66% under 25 years of age. These demographic developments largely influence the migratory dynamics taking place in the country, which has a tradition of mobility based on multiscalar practices (seasonal, circular, mixed migration, etc.). As a result of the armed conflict of the Malian crisis that has unfolded since 2016, there are currently around 59,000 Malian refugees in the Tahoua and Tillabéri regions. Overall, Niger is mostly a country of origin, return and transit of Nigeriens (UNHCR, 2020). **The Gambia's** economy is challenged by the high level of unemployment of its young population and the lack of development of a competent workforce for sustained economic growth. Gambians emigrate at a higher rate per capita than any other nation in Africa (IOM, 2018). The current Gambian government has made major strides in acknowledging the issues and cooperating with development partners to address them. Gambian authorities actively engage in gainful employment policy-making with international development partners to leverage the benefits of its youthful population (IOM, 2018).

2.2 Results model including hypotheses

During the inception and evaluation missions, the evaluation team reviewed the project's results matrix and original results model. Both the evaluation team and the project team agreed that the results model had to be revised to ensure a realistic representation of the project's activities and results and, thus, to guarantee better usage for the evaluation. The adapted results model can be seen in Figure 1.

Concept update

Two modification offers were submitted. The module objective was not adapted, although three output level indicators were adjusted with the second change offer. The output indicators that were changed and the new indicators that were added are as follows:

- The target value of **indicator A.2** was adjusted from two to three 'analyses that were carried out on the practice of the profession and income situation after qualification measures'.
- An additional indicator, **indicator A.3**, was introduced: 'An analysis of the approaches and learning experiences of all pilot measures as well as concrete recommendations for development cooperation projects in the field of migration, return and reintegration are set out in one paper.'
- The target values for **indicator B.1** were increased to '500 people from 250 institutions supporting refugees, forcibly displaced people and local communities participated in 12 online and/or face-to-face exchange formats'.
- Another additional indicator, **indicator B.2**, was introduced: 'Four dialogue events on migration and (re)integration between state and non-state actors from Germany and Mexico have taken place.'

Overall project structure

The **project's objective** was that the employability of refugees, IDPs and members of host communities is increased through additional needs-based qualification offers. To achieve the module objective, the following three main outputs were pursued.

Output A: This output was split into two main components comprising activities from the pilot measures in Kyrgyzstan, Niger and The Gambia: component A I on needs-based technical education offers and component A II focusing more on soft skills. Component A I was implemented through a) the development of qualification

offers; b) the development of technical and vocational training curricula (in Niger, The Gambia, Kyrgyzstan); c) the implementation of teacher training sessions; d) the preparation and implementation of additional needs-based offers; e) the provision of advisory services to schools (only in The Gambia and Niger); f) the provision of operational support to teaching institutions (e.g. infrastructure, information technology equipment, teaching material); and g) the implementation of tracer studies in Niger, The Gambia and Kyrgyzstan. Component A II was implemented through soft skills training sessions, job counselling, orientation and facilitation of placement opportunities, entrepreneurship-oriented workshops and the development of the Jumush job-hunting app.[3]

Output B: This output focused on the improvement of networking between national and international institutions supporting migrants, forcibly displaced people, returnees and local communities in Kyrgyzstan, Mexico and The Gambia. As depicted in the results model, this was realised through h) collaboration with other stakeholders during the implementation of the project; i) the conception and implementation of national and international online and face-to-face exchange formats (in Mexico, The Gambia, Kyrgyzstan); j) support and exchange between German institutions and The Gambia (in a working group format); and k) the setting up of an NGO network focusing on communication, advocacy, integral support models and knowledge sharing between NGOs in Mexico.

Output C: Based on the evaluation findings, the understanding of output C changed from a self-standing output to a ramification of output A that contributes to gathering further information on the target group through surveys and the development of suitable instruments for needs assessments at the level of pilot measures. The focus within output C was on improving data on the starting situation of target groups regarding existing personal and occupational skills, as well as potentials and training needs, before they participated in a training activity. Therefore, the successful implementation of output C can be seen as a precondition for the implementation of output A.

At outcome/impact level

The above-mentioned outputs within the system boundary should, in theory, contribute to the project's objective, thus contributing to Sustainable Development Goal 1 (SDG 1) (reduction of poverty), SDG 8 (promotion of full and productive employment and decent work for all) and SDG 10 (reduction of inequalities). Furthermore, at an outcome/impact level, the project contributed to mainstreaming processes for (re)integration at the federal level in Germany, enabling the transfer of some of its products and approaches to other programmes of GIZ and other donors: for example, the takeover of the pilot measure in The Gambia through GIZ's PME.

Hypotheses selected for contribution analysis

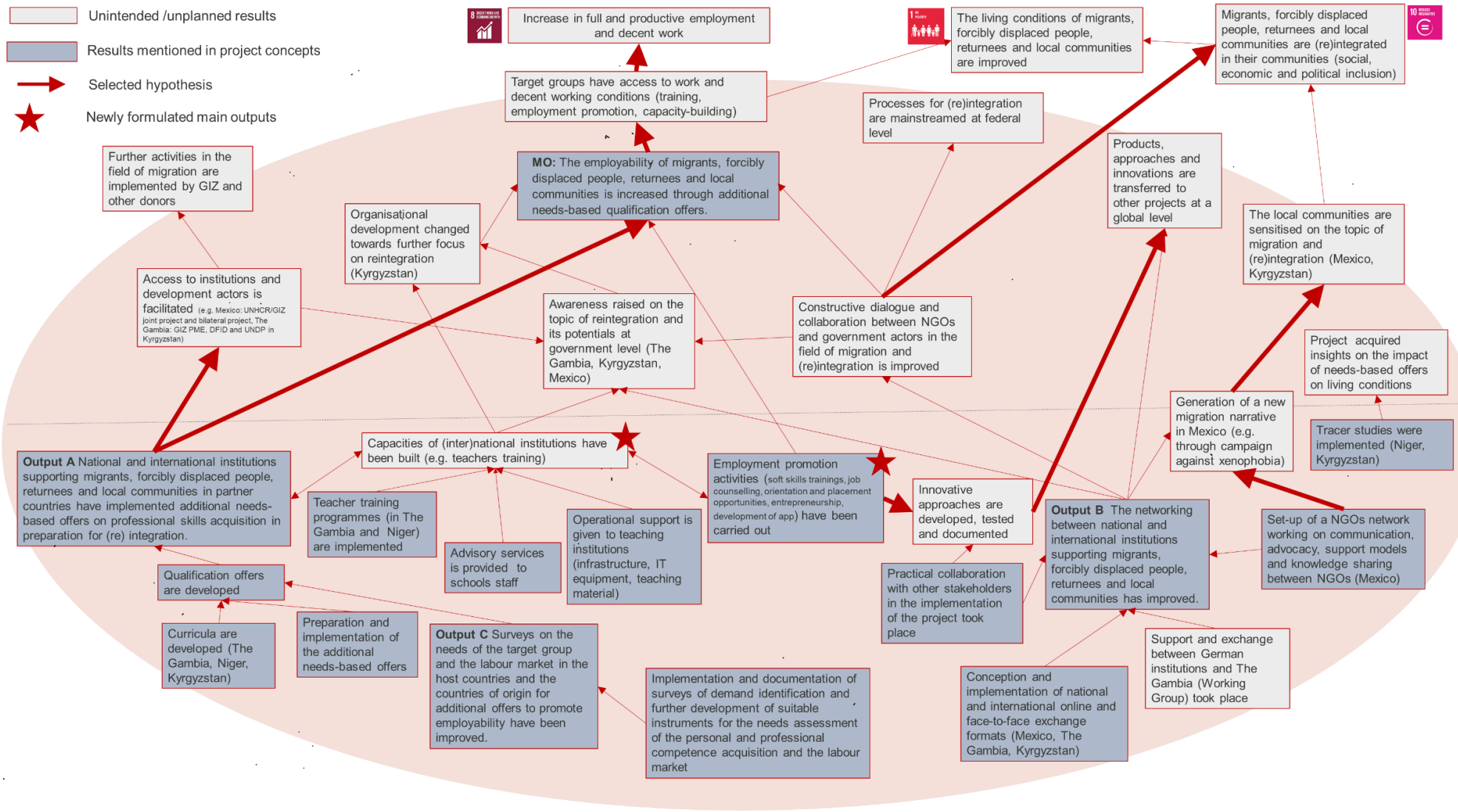
Following the requirements of the GIZ central project evaluations, six hypotheses were identified and analysed through a contribution analysis. The hypotheses were selected based on two criteria:

- the interest in the identified linkage, oriented on lessons learned/learning and/or good practice criteria, and
- the feasibility of implementing the analysis in the given time frame.

The three hypotheses at the output/outcome level are introduced and discussed in section 4.4, Effectiveness, while the three hypotheses at the impact level are introduced and discussed in section 4.5, Impact.

[3] Jumush is an app designed specifically to create direct contact between employer and employee in Kyrgyzstan. It targets employers looking for highly skilled workers as well as employees looking for a good job.

Figure 1: Current results model (January 2021), adapted during the evaluation



3 Evaluability and evaluation process

This chapter aims to clarify the availability and quality of data and the process of the evaluation.

3.1 Evaluability: data availability and quality

This section covers the following aspects:

- availability of essential documents,
- monitoring and baseline data including partner data, and
- secondary data.

Availability of essential documents

The project provided the evaluation team with a series of documents that formed the basis for this evaluation. These include the project proposal, the project's results logic, progress reports, context analyses, BMZ and country strategies, sectoral documents and plans of operations. These documents, together with discussions and clarifications by the project team during the inception mission, provided the background information required for the evaluation.

Monitoring and baseline data including partner data

Project monitoring system: The team monitored progress made on indicators via two key documents. Firstly, they used the export from the **'GIZ-results monitor ("Wirkungsmonitor ")**of the project. All categories necessary for a results-based management system were filled and up to date: baseline values, yearly status update, sources for verification, time and frequency of data collection and person in charge. Secondly, the project compiled an overview of results using the results matrix of the project, updating it with the current indicator values. Both types of monitoring and evaluation (M&E) documents were updated during the inception mission and sent to the evaluation team. The data on indicator progress was collected either through surveys or through the input of pilot measure coordinators and partners working on a specific activity. Identified risks to the project were not monitored regularly as part of the monitoring system. After analysis of the project documents, it appears that the KOMPASS procedure was not used in its strict sense by the project.

Analysis of the indicators: The evaluation team conducted a remote workshop with the GIZ project team during which they jointly reflected on the project indicators. All indicators fulfil the so-called SMART principles (specific, measurable, achievable, relevant and time-bound).

Partners' monitoring system and data: The implementing partners contributed to the monitoring of the project's activities. In Niger, for example, an internal member of M&E staff of the partner compiled monthly reports on the project. These were complemented by monthly reports produced by the General Directorate for Professional and Vocational Education in Niger. Interviews (qualitative and quantitative) with trainees were conducted by phone during the period when the security measures did not allow travel to the targeted region. The pilot measures were evaluated individually by external consultants contracted by the project team (final evaluation was to compile best practices and lessons learned) (GIZ, 2019c, 2020b, 2021, 2021b). Furthermore, the project tendered an overall lessons-learned study that was completed in 2020 (Jenisch, 2020).

Baseline information: Available resources were assessed and ad-hoc feasibility studies were conducted to define the target groups and to assess their needs and how best to implement the project activities accordingly.

Other international and German implementing organisations: The project occasionally collaborated and exchanged general data with other GIZ projects (e.g. GIZ International Services project Supporting the Economic Community of West African States (ECOWAS) Commission in its Organisational Development). However, this data was not relevant to the monitoring system of the project.

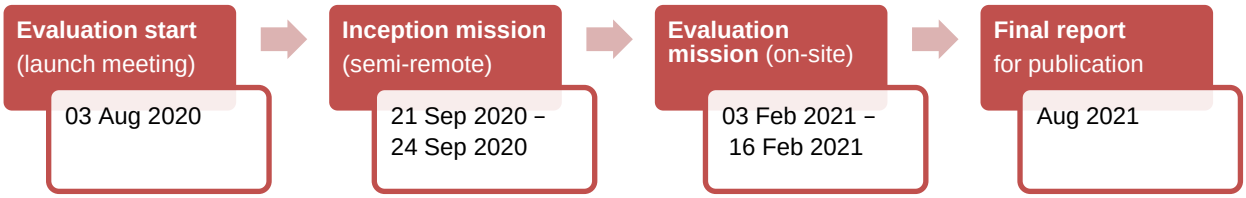
National data: Relevant secondary data at the national level, such as the number of migrants, forcibly displaced people and returnees, and the employment rate, is available for some of the countries and was used by the evaluation team.

3.2 Evaluation process

This section covers the following aspects:

- milestones of the evaluation process,
- involvement of stakeholders,
- selection of interviewees,
- data analysis process,
- roles of international and local evaluators, and
- (semi-)remote evaluation.

Figure 2: Milestones of the evaluation process



Involvement of stakeholders

The involvement of various stakeholders is central to the central project evaluation. It strongly determines the success of the evaluation and acceptance of the evaluation findings and recommendations. During the inception mission, the evaluation team initiated an activity with key project team members to map crucial stakeholders of the project and discuss their involvement in the evaluation. The final decision on whom to involve in the evaluation was taken by the evaluation team considering the importance of the stakeholder (key or primary), the value of (additional) information provided, and the feasibility of inclusion within the time frame/evaluation mission schedule. This is intended to maximise the number of stakeholders who are involved during the evaluation mission.

Selection of interviewees

During interviews with team members in the inception phase, key institutional actors to be interviewed were analysed and key criteria for selecting interviewees within the target group were identified:

- representativeness of the four pilot projects both in the countries of implementation and in Germany,
- representativeness of public partners and other development actors,
- gender distribution in the overall target group (especially at the level of final beneficiaries), and
- inclusion of final beneficiaries (interviews in the field conducted by the local evaluators in Niger and The Gambia and remotely in Kyrgyzstan and Mexico).

Based on these criteria, the evaluation team selected a random sample of the project's target group using the baseline data. Overall, 121 people participated in interviews, focus group discussions or surveys, as shown in Table 2.

Table 2: List of evaluation stakeholders and selected participants

Organisation/company/ target group	Overall number of persons involved in the evaluation (including gender disaggregation)	No. of interview participants	No. of focus group participants	No. of workshop participants	No. of survey participants
Donors					
BMZ	1 female 1 male	2			
GIZ	9 female, 3 male	7	5		
GIZ project team (Germany and pilot countries), GIZ sectoral unit					
Implementing partners (direct target group)	5 female, 11 male	11	5		
Arbeiter-Samariter-Bund (ASB) (Niger), Dominikus-Ringeisen-Werk (DRW) (Niger), GTTI (The Gambia), ElGroupConsulting (Developer of Jumush app, Pilot Kyrgyzstan) (Kyrgyzstan), LLC Predprinimatel (business training implementer) (Kyrgyzstan), Ministry of Economy (Kyrgyzstan), NGO network (Mexico)					
Public partners	4 female, 4 male	8			
National Accreditation and Quality Assurance Authority of The Gambia (NAQAA), Ministry of Higher Education, Research, Science and Technology The Gambia , Vocational Training Centre (Centre de Formation aux Metiers), Niger, General Directorate for Professional and Vocation Education Tahoua, Niger, Support Fund for Vocational Training and Apprenticeship, Niger, Ministry of Economy, Leading specialist of the Ministry, Kyrgyzstan					
Final beneficiaries (indirect target groups)	17 female, 38 male				55
Participants in training activities in Niger, The Gambia and Kyrgyzstan					
Other stakeholders (public actors, other development projects, etc.) (where feasible)	14 female, 14 male	28			
Global level (Germany): External consultant, lessons-learned process. **The Gambia**: Youth Empowerment Project (YEP) via International Trade Centre (ITC), International Organization for Migration (IOM) Germany, GIZ International Services – Tekki Fii, GIZ ECOWAS: Regional FC Fund for Stabilisation through Sustainable Development in the ECOWAS Member States, Pilot Programme Gambia, Zentrum für Schulqualität und Lehrerbildung/Centre for school quality and teacher qualification. **Mexico (related projects and initiatives)**: UNHCR–GIZ project PROFIL and national evaluation consultants. **Niger**: Consultant final evaluation of the project in Niger, trainers from DRW. **Kyrgyzstan (related projects and initiatives)**: UNDP, GIZ Promotion of Sustainable Economic Development in Kyrgyzstan (PN 2013.2150.4), GIZ Employment Promotion and Vocational Education & Training (2015.2020.4) (Coordinator of Validation Process), Coordinator of Returned Migrants & Field Work Consultant, Coordinator of Validation Process (GIZ employee), FCDO (previously DFID) Offices in Kyrgyzstan.					

Data analysis process

Semi-remote evaluation design: The COVID-19 pandemic affected the way the evaluation team routinely performed work procedures and required (field) work to be conducted (semi-)remotely. Data was collected virtually by the international evaluators and semi-remotely by the local evaluators, with a few interviews being held face to face in The Gambia and Niger, notably with public sector stakeholders and final beneficiaries. In the semi-remote evaluation design, local evaluators carry a higher level of responsibility for successfully conducting interviews, discussions and surveys. The international evaluators shifted days intended for data collection on-site to closely coordinate with the local consultants remotely and ensure data quality and triangulation. A quality infrastructure designed for the evaluation mission strengthened cooperation and quality assurance. This was based on a close exchange between the appointed experts. The international and local

consultants constantly reflected on findings gained and shared learning experiences. Meanwhile, a second methodical quality control of products was performed by the lead international consultant. The team leader checked the quality of the data and final reports and finally released the evaluation products.

Roles of international and local evaluators: Mainlevel's evaluation team consisted of two international evaluators and four local evaluation experts, one per pilot country. The international evaluators oversaw the evaluation design and instruments, acted as the focal point for GIZ and the project team, and were responsible for implementing the inception and evaluation missions. The local evaluators were mobilised during the evaluation mission and reporting phase. Their contribution was very important in terms of technical, sectoral and local knowledge, support with data collection on-site and drafting sections of the evaluation report.

Validation of results: A validation workshop with key team members was scheduled via Microsoft Teams at the end of the evaluation mission. The international evaluators gave a presentation of the preliminary findings, including an assessment of the contribution analysis, the main challenges encountered and viable recommendations.

4 Assessment according to OECD/DAC criteria

4.1 Impact and sustainability of predecessor projects

No predecessor project is part of this evaluation because there was no predecessor project to Skills for Reintegration.

4.2 Relevance

This section analyses and assesses the relevance of the project Skills for Reintegration.

Summarising assessment and rating of relevance

Table 3: Rating of OECD/DAC criterion: relevance

Criterion	Assessment dimension	Score and rating
Relevance	Alignment with policies and priorities	20 out of 30 points
	Alignment with the needs and capacities of the beneficiaries and stakeholders	25 out of 30 points
	Appropriateness of the design	10 out of 20 points
	Adaptability – response to change	13 out of 20 points
Relevance total score and rating		Score: **68 out of 100 points** Rating: **Level 3: moderately successful**

The evaluation team concluded that, while the design of the individual country measures was in line with the interests and strategies of national governments, the project design lacked an overall global approach. The design was strongly adapted to ongoing GIZ initiatives such as PME, and the choice of initiatives did not follow an obvious global strategy or attempt to tackle a specific global topic of migration. The countries seem to have been chosen for individual, sometimes political or internal organisational, reasons. The relevance to the needs of the target groups was high. However, the target groups were diverse and varied widely from country to

country. The evaluators assessed that the project objective was realistic, though limited to a small target group. The continuous changes in the project implementation, such as the choice of partner countries and target groups, were not adequately reflected in the results framework or official objectives of the project. Both outputs B and C had no direct impact on the achievement of the module objective.

In total, the relevance of the project is rated as Level 3: moderately successful, with 68 out of 100 points.

Analysis and assessment of relevance

The relevance criterion examines the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs and global priorities. An assessment was conducted of the extent to which the project's objectives are consistent with the key strategic reference frameworks, the priorities of the target groups and the policies of the partner country and the commissioning party. In addition, in contrast to past practice, greater importance was placed on the analysis of the design and the results logic of the underlying project.

Evaluation basis: In the first evaluation dimension of the relevance criterion, the evaluation aimed to analyse whether the aspired results at the outcome and impact level of the project are in line with relevant strategic reference frameworks, such as the priorities of the governments of the pilot measure countries on migration and reintegration issues. The analysis followed the questions from the evaluation matrix. In analysing the needs of and potential benefits for the project's target group, the project's focus areas and activities were compared with strategic reference documents and with target groups' perceptions and expectations (evaluation dimension 2). To assess the adequacy of the project design (evaluation dimension 3), the project's results model was used. To understand changes during the implementation (evaluation dimension 4), progress reports and other supporting documents were analysed and reflected with the project team and stakeholders. The project's target groups were:

- refugees, local communities and returning migrant workers (indirect target group),
- teachers, trainers and management staff of technical training institutions in Niger, Kyrgyzstan and The Gambia,
- staff of NGOs in the field of migration and integration in Mexico, and
- employees of government partners of the project in Niger, Kyrgyzstan and The Gambia.

Evaluation design and methods: As indicated in the evaluation matrix (see Annex), following the evaluation questions, the relevance criterion was assessed mainly through the analysis of secondary project data, which underwent qualitative content analysis. Additional strategic documents and primary data from stakeholders were also considered and triangulated. Interviews with donor and GIZ management provided complementary information. The results model formed a solid base for understanding the adequacy of the project design and was discussed and verified during interviews and discussions with key stakeholders. The strength of evidence for the dimensions of the relevance criterion was found to be strong. In contrast to more quantitative approaches relying on primary data, this approach can incorporate a more historical view, assessing the needs at the time of the project design.

Relevance dimension 1: Alignment with policies and priorities

The project's objective was to increase the employability of refugees, IDPs and the population of the host community through additional needs-based qualification offers (GIZ, 2020). The evaluation of relevance dimension 1 aimed to analyse whether the project's objective and the project design intended to achieve this (see results model and results matrix) are in line with relevant strategic international and national reference frameworks. The analysis of this evaluation dimension focused on the relevance of:

- the project objectives,
- the global project design, and
- the pilot measure designs, within international and national policies and frameworks.

Project objective: At a global level, the original project objective was aligned with relevant strategic reference frameworks and political priorities (e.g. INT_01GLO, INT_03GLO01, INT_02GLO; Jenisch, 2020). The global importance of the project's objective is reflected in the Convention on Protection Rights of Migrant Workers (OCHR, 2005) and in the more recent Global Compact for Safe, Orderly and Regular Migration and the Global Compact on Refugees, both signed in 2018 (OCHR, 2005; UN, 2018; UNHCR, 2018). Especially since 2015, the topic of voluntary return has taken on a special status in public and professional discussion, and not only in Germany. Since 2014 the BMZ special initiative – Tackling the root causes of displacement, (re)integrating refugees – has supported people who wish to return voluntarily to their countries or regions of origin. The overarching goal of this special initiative is to stabilise the situation in crisis-affected regions in the long term and to improve living conditions on the ground (BMZ, 2020a, 2020b, 2020c). With the topic of south–south migration, the programme focused on a highly relevant aspect of BMZ's migration agenda, as 85% of displaced people around the world are still hosted by developing countries in the global south (BMZ, 2020). SDG 4 also highlights the importance of promoting opportunities for lifelong learning for all. SDG 8 promotes full and productive employment and decent work for all and SDG 10 focuses on the reduction of inequality within and among countries. All three of these goals, along with some of their subtargets, relate to the project objective and therefore highlight the project's relevance within global development. Furthermore, the project addresses at least two of the fundamental principles of Agenda 2030: leave no one behind and universality (UN, n.d.).

Project design: In May 2017, the management of the project within BMZ was transferred from Division 303, Education and the Digital World, to Division 224, Return and Reintegration. In 2017, in response to the 2015 migration crisis and following public debates on the integration of migrants in Germany, BMZ started its larger initiative Perspektive Heimat / Returning to new opportunities, on voluntary return from Germany and reintegration into home countries (INT_01GLO, BMZ, 2019;BMZ, INT_02GLO). Against this backdrop, the project design was adapted and aligned more strongly with ongoing German migration initiatives. In light of these developments, the priority was more in favour of these initiatives (INT_01GLO, INT_02GLO, INT_02GLO). To complement rather than interfere with PME, the project design was adapted in 2017 when responsibility was transferred to BMZ's Return and Migration division. Instead of maintaining the original focus of global (voluntary) return and reintegration, the project was limited to a focus on its individual country pilot measures.[4] Taking away the global learning aspect of the project resulted in a missed opportunity to establish the reintegration of returnees and specifically labour migrants in the context of south–south migration as an individual global topic of German development cooperation. There was no further design to make use of findings at a global level, and little or no exchange between the individual country measures (GIZ, 2016, 2016a; INT_01GLO; Jenisch, 2020*)*. The original project design did not foresee any specific countries for the implementation of the pilot measures (GIZ, 2016). The countries for the pilot measures (Niger, Kyrgyzstan, Mexico and The Gambia) were chosen during the project implementation. The choice of pilot measure countries and implementing partners did not follow a coherent strategy. Each country was chosen for individual, independent reasons. For example, the choice of Niger was reported to have been driven by the implementing partner DRW, which had previous project experiences in the country (INT_01GLO, INT_02NE, INT_03NE; Bosch, 2014).[5] In The Gambia the pilot measure was intended to fill the gap left by PME.[6] As a result of this individualised and fractured project-sourcing strategy, the individual country measures, as well as the problems identified, were very different from one another:

[4] For example, under output B the original offer provided for the 'implementation of an online platform that provides globally available practical knowledge on skills acquisition to prepare for reintegration to be used by institutions supporting refugees, IDPs and host communities in partner countries as well as by the professional public for information gathering, exchange and training' (GIZ, 2016). This output objective was dropped in light of the development of the Startfinder platform by PME (GIZ_INT01, BMZ_INT01; BMZ_INT02, GIZ Startfinder.de, 2021).

5 After a previously planned project proposal on trauma therapy for refugees could not be implemented, there was continuous contact which eventually resulted in the planning of the Niger pilot measure.

[6] The choice of The Gambia was closely linked to developments within PME because no official cooperation structures between The Gambia and BMZ existed. PME could not include The Gambia in its list of partner countries, so the project was chosen to pilot a measure in The Gambia that targeted returnees from Germany.

- the integration of Malian refugees in Niger,
- creating an NGO network working mainly on (re)integration and capacity-building of the members in Mexico,
- the employability of local communities in The Gambia, and
- the reintegration of labour migrants in Kyrgyzstan.

This raised the question of why a global project design was necessary to address these problems and made an exchange between these measures even more difficult.

Country pilot measures: However, within the project countries the pilot measures addressed real issues and were very much in line with national frameworks and needs. In **Kyrgyzstan** the pilot measure was largely in line with some current national priorities and government strategies. The most relevant national strategies and programmes on migration in the country are the National Strategy for 2018–2040, the Concept on Regional Policy for 2018–2022, and the National Development Programme Unity, Trust, Creation. The government acknowledges the importance of migration policy and the regulation of migration flows and is the only one in the Commonwealth of Independent States[7] that has defined migrants as a priority group in the national financial education programme (OECD, 2019). **Mexico** is part of the United Nations High Commissioner for Refugees (UNHCR) (also known as the United Nations Refugee Agency), and the Comprehensive Regional Protection and Solutions Framework in Central America and Mexico, the objective of which is to strengthen new initiatives that respond to expulsion at a regional level. At the end of January 2019, Mexico signed a cooperation agreement with Honduras, El Salvador and Guatemala to develop an Integral Development Programme (Programa Integral de Desarrollo). In Mexico, the project's objectives were also in line with several other government migration programmes.[8] In **The Gambia's** National Development Plan 2018–2021, Outcome 11.3, 'Protection of Vulnerable Migrants and Facilitation of Regular Pathways', aims to reduce irregular migration by 60%. The Gambia has also negotiated and signed four Migration and Development bilateral agreements. The current Government of The Gambia has made an explicit commitment to integrating the SDGs and Agenda 2030 into its National Development Plan. International development projects play a critical role in the intervention of irregular migration in The Gambia.[9] In **Niger,** the most relevant strategies and programmes that are in line with the project include the government's General Policy Declaration adopted by the National Assembly, the Strategy for Sustainable Development and Inclusive Growth and the Niger 2035 strategy. The Economic and Social Development Plan 2017–2021, which is currently being implemented, has identified vocational training as a major component to be improved to boost the country's economy.

Relevance dimension 1 – Alignment with policies and priorities – scores **20 out of 30 points.**

Relevance dimension 2: Alignment with the needs and capacities of the beneficiaries and stakeholders

When analysing the needs of and potential benefits for the project's target groups, the project's main target groups were distinguished:

- Refugees, IDPs, potential migrants, returnees and members of hosting communities in Niger, The Gambia and Kyrgyzstan. Core needs related to i) a lack of formal or informal technical education; ii) a lack of opportunity to find employment and self-employment; and iii) a lack of skills and qualifications to meet the requirements of the local job market.
- Teachers and trainers of technical training institutions in Niger and The Gambia. Core needs were i) skills and qualifications for addressing the target group; ii) technical skills and knowledge in the respective field of training; iii) appropriate equipment and machinery for practical training and demonstration; iv) an understanding of the labour market requirements in the target region; and v) access to adequate curricular and training plans.

[7] The Commonwealth of Independent States is a regional intergovernmental organisation of 9 (originally 10) members, plus two founding non-member, post-Soviet republics in Eurasia. It was formed following the dissolution of the Soviet Union in 1991.

[8] 2016, Germany and Mexico, Save the Children's project Prevention of Unaccompanied Child and Youth Migration in communities of origin in the Northern Triangle of Central America; UNDP and IOM, Regional Migration Programme Mesoamerica and the Caribbean and the State Commission for Human Rights of the State of Baja California.

[9] In April 2019, the EU introduced a larger initiative, Tekki Fii, as an umbrella for YEP and three other projects sponsored by the EU Emergency Trust Fund for Africa. Tekki Fii's aim is to build job-oriented skills, prospects for entrepreneurship and other income opportunities in complementary industries, regions and, to a certain extent, target groups.

- NGO staff in the field of migration and integration in Mexico. Support was needed in facilitating and administering the interaction between the NGOs to build capacities in a vast field of competences, e.g. meeting legal and administrative requirements, knowledge exchange on the integration of refugees and the sensitisation of the population on the subject of migration.
- Employees of government partners of the project in Niger, Kyrgyzstan and The Gambia. The main need identified was for financial and conceptual support in implementing programmes specifically targeting (re)integrating migrants, returnees, refugees and the local population into the labour market.
- Private sector employees, mainly in Kyrgyzstan. Support was needed to develop migrant-focused services.

At the global level, the project objective was very much aligned with the needs of the first (indirect) target group of refugees, IDPs, potential migrants, returnees and members of host communities. According to UNHCR, more than 65 million people were forced to leave their homes in 2015.[10] Around 86% of the 21.3 million refugees found shelter in developing countries. For people who are on the run, and especially for women and young people, access to education and skills development is difficult: only 25% of young refugees under UNHCR mandate have access to secondary school and only 1% have access to higher education (BMZ, 2019; GIZ, 2016). In Kyrgyzstan, Niger and The Gambia, the project implementation started with a needs analysis to identify training needs as well as the demands of the labour market (see output C).

In **Kyrgyzstan**, the evaluation led to the conclusion that there was a strong need to target returning migrants, especially from Russia. There were around 710,000 Kyrgyz migrants abroad in 2018 and 820,000 in 2019 (around 90% of them in Russia). However, as a result of the deteriorating economic situation throughout the project implementation, returnee numbers had decreased. In business training, participants complained that the financial aspects of starting a business were neglected (SMS, 2020; STAT.KG, 2020, 2021).[11] In Kyrgyzstan, the project design was also aligned with the needs and interests of the fourth target group, namely government employees of both the Ministry of Economy and the Ministry of Labour and Social Development. The Ministry of Economy in particular profited from the pilot in the development of its own programme, Mekenim. The private sector was strongly supported in creating its own migrant-focused services.

In **The Gambia**, the original target group, returnees, were not the main focus of the pilot measure at GTTI in Mansa Konko. By implementing a longer-term (one-year) technical training course with only minor business training components in a remote area, the pilot measure was more suited to members of the local population and (potential) migrants. This was very much in the interests of the political and implementation partners, namely the Ministry of Higher Education, Research, Science and Technology and GTTI (INT_GA01, INT_GA02, INT_GA03, INT_GA04). The 2018 Labour Force Survey showed that out of 22,948 people who emigrated through irregular routes, 21,294, or approximately 93%, were reported to be unemployed at the time they left the country (GBoS, 2018). This underlines the need for employment opportunities to prevent irregular migration. The need for business/start-up training support should have been included more strongly in the project design to address the reality of the informal labour market in Gambia (INT_GA01, INT_GA04). The openness of GTTI towards targeting returnees evolved only during the implementation of the pilot measure. The needs of the staff of the training institute in Mansa Konko were mostly addressed. Some needs, such as the construction of a dormitory, could not be supported by the project. However, in these cases the project often served as a 'match-maker' with other initiatives and donors. Eventually, Kreditanstalt für Wiederaufbau took over construction of the dormitory.

In **Mexico**, the evaluation led to the conclusion that there was a clear and direct benefit in the creation of a network that would establish a space not only for knowledge exchange, but also for an exchange and even cocreation of intervention models, proposals for public advocacy and communication. Although there are many

[10] 3.2 million awaiting a decision on their asylum claim at the end of 2015, 21.3 million refugees and 40.8 million people forced to leave their homes and fleeing within their home countries.

[11] The number of incoming migrants has decreased since 2016: 3,160 arrivals in 2016, 1,974 arrivals in 2017, 1,687 arrivals in 2018, and 1,400 arrivals in 2019. Moreover, in 2018 and 2019, outflow migration also increased (STAT.KG, 2020).

other spaces for interaction and alliances around the migrant issue, none of these can truly cover the complexity and multidimensionality of the migrant reintegration phenomenon. Thus, the pilot project matched the needs of the target group through the creation of the Reintegration Network (INT_01MX, INT_02MX FGD_01MX).

In **Niger**, there was a substantial need for support within the target group. According to a UNHCR survey from January 2017, 55.9% of refugees from Mali in the Intikane Hosting Area were unemployed; 88% were illiterate; and 65.8% were under 18 years of age. Some 90% of the refugees are not considering an imminent return to their place of origin. The majority of migrants from Mali travelling to Europe pass through Maradi and many are stranded there. GIZ was working on a Mali refugee programme in Diffa in Niger, but otherwise there were no known NGOs or other donors working on this issue. However, during the needs assessment, some needs were not adequately analysed. For example, the carpentry profession requires a bigger budget for the transport of wood and furniture. This is not realistic for the participating migrants, as they don't have the financial means for such investments. Also, the need for knowledge in finance and start-up skills was not reflected in the pilot measure design (INT_01NG, INT_NG04).

Relevance dimension 2 – Alignment with the needs and capacities of the beneficiaries and stakeholders – scores **25 out of 30 points.**

Relevance dimension 3: Appropriateness of the design

According to the evaluators' perception, the project objective was realistic, though limited to a small target group. The continuous changes and developments of the project implementation, such as the selection of partner countries and target groups, were not adequately reflected in the results framework or the official objectives of the project. This resulted in a mismatch between the actual activities implemented and the project outcome objective: to increase the employability of refugees, IDPs and the population of the host community through additional needs-based qualification offers. For example, the anticipated results and indicators agreed on with BMZ at the outcome level did not reflect the activities with NGOs in Mexico (GIZ, 2019, 2019a; INT_01GLO).

Output A, 'implementation of additional needs-based offers', was the only output foreseen in the project concept that was relevant to the module objective. The needs assessments conducted within **output C** turned out to be a precondition for output A and had little direct relevance to the project module objective. The pilot measure in Mexico was only reflected in **output B** with one indicator added in the modification offer in November 2019. The indicator measured only the implementation of four dialogue formats and therefore focused on the implementation of activities rather than on the output of the project activities. Furthermore, output B did not directly contribute to the module objective as the facilitation of networking between national and international organisations had no direct effect on the employability of the target group (INT_01GLO). The indicator target values did not justify the project budget of EUR 4,000,000 for 150 planned trainees, four dialogue formats, studies and exchanges (INT_01GLO, INT_03PAR). At the same time, the country budget in Kyrgyzstan was perceived as a limiting factor in achieving real change. In most countries (especially Mexico and Kyrgyzstan), the duration of the measure was perceived as being too short (INT_01KG, INT_02KG, FGD_01MX).

The design of the pilot measure in Niger raised questions on the appropriateness of the cooperation structure. The fact that DRW was the official and contractual implementing partner of GIZ even though ASB was the main implementer on the ground seemed to complicate implementation and resulted in communication issues during project implementation (INT_01GLO, INT_02NIE INT_03NE).

From the evaluation team's point of view, the system boundary was plausible. However, there was no strategy in the project design for finding other partners to continue the pilot measures. While in most countries, parts of the pilot measures were continued through other donors and projects after the end of the project, this was the

result of the individual efforts of the project team and did not follow an (exit) strategy from the project design (INT_01GLO, INT_02GLO).

Relevance dimension 3 – Appropriateness of the design – scores **10 out of 20 points.**

Relevance dimension 4: Adaptability – response to change

As previously mentioned, two modification offers were submitted and commissioned. In March 2019, there was an increase of EUR 500,000 and an extension until January 2020. In the second modification offer, in November 2019, the budget was again increased, by EUR 1,000,000, and the project was extended until November 2020. The overall objective of the project and the indicators for the achievement of the objective were not changed as a result. The output indicators were adjusted with the second change offer, while the module objective and the module objective indicators remained unchanged (see section 2.1). Changes in project implementation (e.g. new countries and a new approach in Mexico) were insufficiently reflected in the project's log frame, results formulations and indicators. For example, the module objective and its three indicators did not capture the proposed results of the Mexico pilot measure. The budget increase (EUR 1,500,000 overall) was not reflected in the indicator target values (GIZ, 2019, 2019a). The changes in the target group, for example the inclusion of labour migrants in Kyrgyzstan and of the local population in The Gambia, did not result in an official rephrasing of the module objective: 'increase the employability of refugees, IDPs and the population of the host community'. IDPs were not targeted by the programme at all and the increased employability of refugees and host communities was an objective only of the pilot measure in Niger for implementation of 'preparation for return'. The objective to focus on south–south migration was never formally documented in any of the modification offers (GIZ, 2019, 2019a; INT_01GLO).

Political support was high in all countries, especially in Kyrgyzstan (aligned with the GIZ-supported government programme Mekenim). Only in Mexico did the interest from the government side seem low, resulting in some activities that were planned with the government (facilitation of interaction with NGOs) not taking place. The project's responses to the COVID-19 pandemic – lack of adaptability and the urgency to close the project – were perceived as unhelpful, while the NGOs collectively went through challenging periods (FGD_01MX, INT_02MX). In Kyrgyzstan, the pilot measure was completed by the time the COVID-19 pandemic hit. However, the target groups, such as small business owners, were heavily affected and the pandemic greatly changed migration dynamics within the country (STAT.KG, 2021). The security situation in Niger also substantially affected the implementation of the pilot measure: as a result of terrorist activities in the border region, in 2017 the government declared a state of emergency in the three provinces of Tahoua, Tillabéri and Diffa (GardaWorld, 2020). Also, in 2018 Nigeria officially closed its border with Niger. Government reports indicate that both these developments have damaged the development of economic activities because many actors are unable to obtain the raw materials they need for their work (CNESS, 2020). During the COVID-19 outbreak in 2020, GTTI's courses in Mansa Konko were paused and delayed, leading to students still finishing their practical internships at the time of the evaluation. However, the development workers adjusted well and organised training sessions via WhatsApp (INT_08GA, INT_03GA, INT_01GLO).

Relevance dimension 4 – Adaptability – response to change – scores **13 out of 20 points.**

Methodology for assessing relevance

Table 4: Methodology for assessing OECD/DAC criterion: relevance

Relevance: assessment dimensions	Basis for assessment	Evaluation design and empirical methods	Data quality and limitations
Alignment with policies and priorities	SDG 1, 8, 10 – Agenda 2030; Convention on Protection Rights of Migrant Workers; Global Compact for Migration; Global Compact on Refugees; BMZ Reform 2030; BMZ, 2019 Perspektive Heimat; BMZ Country strategy Mexico; Lernen für die Rückkehr Factsheet; GIZ UNHCR Mexico project design (started in 2019); The Gambia YEP (ITC) and Return and Reintegration (IOM); BMZ Kyrgyzstan Country Strategy 2017	**Evaluation design:** Analysis follows the analytical questions from evaluation matrix **Empirical methods:** Semi-structured interviews with BMZ representatives, GIZ country manager; qualitative and quantitative content analysis of key documents	No limitations identified
Alignment with the needs and capacities of the beneficiaries and stakeholders	Indirect target group: • Students in The Gambia, Niger and Kyrgyzstan Direct target groups: • Staff of training institutions • NGO staff • Government partners	**Evaluation design:** Analysis follows the analytical questions from evaluation matrix **Empirical methods:** Semi-structured interviews with target group; content analysis of project documents and interviews	No limitations identified
Appropriateness of the design*	Updated results model	**Evaluation design:** Analysis follows the analytical questions from evaluation matrix **Empirical methods:** Semi-structured interviews with project partners and stakeholders	No limitations identified
Adaptability – response to change	Analysis of project proposal 2016; modification offer March 2019; modification offer November 2019	**Evaluation design:** Analysis follows the analytical questions from evaluation matrix **Empirical methods:** Key informant interviews with project team and partners **Deductive approach:** Verification of identified changes and adaptations **Inductive approach:** Open questions to detect additional changes and necessary adaptations	No limitations identified

* The project design encompasses the project's objective and theory of change (GIZ results model, graphic illustration and narrative results hypotheses) with outputs, activities, instruments and results hypotheses as well as the implementation strategy (e.g. methodological approach, capacity development strategy, results hypotheses).

Conflict sensitivity in the project design

Based on the project's peace and conflict assessment for the pilot measure in Niger (GIZ, 2017), the core risks relating to conflict sensitivity were the escalation of incursions by foreign extremists and the weakening of local leadership. These factors were considered during the implementation, according to the progress reports for Niger. First and foremost, GIZ's risk management system in Niger ensured the safety of its staff. In addition, risks were identified at different levels of results. The biggest risk to achieving the intended results at the impact level was the deteriorating security situation and the resulting economic decline. A substantial risk at the higher impact level was the escalating security situation. At the outcome level, many of the beneficiaries could no longer generate income, as travel and transport were severely restricted in the region.

Table 5: Dividers/escalating factors in the project context

Which dividers/escalating factors were identified in the project context?	Addressed by the project? (yes/no)	If addressed, how is it considered by the project design?
Conflicts in Niger's neighbouring countries threaten the security and economic situation	No	Limited influence on factors at the macro level GIZ's risk management system to ensure staff safety during implementation
Endemic corruption	Yes	Promotion of transparent processes, proactive expectation management and coordination with other donors

Table 6: Connectors/deescalating factors in the project context

Which deescalating factors/connectors were identified in the project context?	Addressed by the project? (yes/no)	If addressed, how is it considered by the project design?
Selection of project partners	Yes	Selection of project partner with decision-making power, good reputation, reliability
Project role and mandate within stakeholder landscape	Yes	Project does not interfere with national political discussions but is perceived as a reliable and neutral actor who provides needs-based activities for the different target groups

4.3 Coherence

This evaluation was carried out before the introduction of the new criterion of coherence. The criterion has therefore not been applied in this evaluation.

4.4 Effectiveness

This section analyses and assesses the effectiveness of the project. It is structured according to the assessment dimensions in the GIZ project evaluation matrix (see Annex). This evaluation was carried out before the introduction of the new assessment dimension 'quality of implementation'. This assessment dimension has therefore not been applied in this evaluation. The content was part of the other assessment dimensions under effectiveness.

Summarising assessment and rating of effectiveness

Table 7: Rating of OECD/DAC criterion: effectiveness

Criterion	Assessment dimension	Score and rating
Effectiveness	Achievement of the (intended) objectives	35 out of 40 points
	Contribution to the achievement of objectives	23 out of 30 points
	Quality of implementation	n/a
	Unintended results	23 out of 30 points
Overall score and rating		Score: **81 out of 100 points** Rating: Level 2: successful

The evaluation team found that all three project objective indicators were fully achieved by the end of the project. The pilot measure in Mexico was also considered as part of the assessment at the level of the project objective, though not formally included in the indicators. The outcome objectives of the pilot measure in Mexico cannot be regarded as fully achieved. In general, the target values of the indicator were set quite low, making them easy to achieve. This also applies to output level indicators. The contribution analysis allowed for a more detailed examination of the effectiveness of training and networking activities. In Mexico, the evaluation concluded that no change of narrative on migration in Mexico had so far been generated by the network, due to the short time frame for implementation and the very limited scope envisaged in the project planning for the implementation of related activities. The pilot projects in The Gambia and Kyrgyzstan have successfully transferred parts of their innovative approaches and tools to other development actors. The needs-based offers in Kyrgyzstan, The Gambia and Niger have contributed to newly learned skills and increased employability for trainees attending the capacity-building activities carried out and, according to the data analysed and the interviews, to better access to work and working conditions. The evaluation team concluded that there were a number of positive unintended results. However, this was partly due to the very limited and generalised results framework, developed in the planning phase of the project. The risks perceived by the project team could only be partly mitigated. This was due in part to the short implementation period for the pilot measures. A follow-up on the pilot measures, especially in Mexico and The Gambia, would have allowed for a more gradual change in the organisational values, cultures and capacities.

In total, the effectiveness of the project is rated Level 2: successful, with 81 out of 100 points.

Analysis and assessment of effectiveness

Under the effectiveness criterion, the evaluation aimed to analyse the extent to which the project achieved its desired objectives, measured by the module objective indicators (effectiveness dimension 1) and the degree to which all its activities and instruments contributed to its objectives (effectiveness dimension 2). The latter is based mainly on a contribution analysis, for which three key causal relations were selected to be scrutinised in-depth. Eventually, the evaluation of effectiveness also covered unintended results (effectiveness dimension 3). With regard to our theoretical framework on training effectiveness, the evaluation mainly considered the second and third levels (Learning and Behaviour) of the Kirkpatrick model[12] for the effectiveness criteria (Bates, 2004). For the section on the assessment of effectiveness, both qualitative and quantitative data was used.

[12] The Kirkpatrick training effectiveness model is a globally recognised method of evaluating the results of training and learning programmes. It assesses both formal and informal training methods and rates them against four levels of criteria: reaction, learning, behaviour, and results (Bates, 2004).

Effectiveness dimension 1: Achievement of the (intended) objectives

The information presented in this section provides an overview of the achievement of the project objective as measured by the indicators in the results matrix. This required a comparison between the current status and the targets of the outcome indicators. To establish a basis for subsequent assessment, in the inception mission indicators were examined against the SMART goals (specific, measurable, achievable, relevant, time-bound). Module objective level indicators were found to be formulated in a SMART way, except that their assessment was not always timely due to delays in the implementation of activities. They aimed to measure the use of knowledge gained by key target groups, i.e. teachers and students. Given the nature of the indicators and the focus of the contribution analysis, effectiveness dimensions 1 and 2 should be considered jointly. The evaluation basis for this dimension was the project's internal monitoring data (with the limitation that no final report has yet been issued by the project and aggregated monitoring data could not be provided), as well as survey data collected by the evaluation team. Qualitative data through interviews and discussions with the key target groups complemented and enhanced the findings.

Module objective indicator 1: 4 national and international institutions providing support for refugees, IDPs and host communities have implemented additional offers to increase the employability of their target groups.
Base value: 0
Target value: 4
Current value (last updated 30 November 2019): 12
The completion rate of indicator 1 is 300%.

Module indicator 1 was overachieved by 200%. However, it should be noted that the indicator mostly counted organisations in Kyrgyzstan where exchange took place regarding the certification of migrants' skills and that subsequently implemented additional certification offers were counted (INT_01GLO). The following table gives an overview of national and international institutions counted under this indicator.

Table 8: Module objective indicator 1

Implementation partners	2 (ASB/DRW in Niger and GTTI in The Gambia)
Public institutions	4 (certification boards, migration centre, labour office)
Private partners	4 (private Kyrgyz construction companies, Association of Gastronomy Enterprises of Kyrgyzstan, and International Chamber of Commerce for development of certifications)
(Public) training institutes	2 (vocational training institutions for the development of certification in Kyrgyzstan)

Based on the analysis of the indicator data and the table above, the evaluation team concluded that the bar was set quite low and the probability that this indicator would be achieved was very high from the start.

Module indicator 2 was overachieved by 254%. However, the target values can be considered low, given the overall project budget of EUR 4,500,000. The indicator had already been achieved after the first reporting milestone in 2018 (Wirkungsmonitor, 2020). Furthermore, the vague formulation of the indicator allowed the project to count members of all target groups: trainees, teachers and NGO staff. Table 8 shows the distribution of women and girls reached in each country.

Table 9: Module objective indicator 2

Niger	47 in qualification offers
The Gambia	13 (11 in training courses; 2 in in-service teacher training courses)
Kyrgyzstan	64 (55 in business courses; 7 in cooking certification; 2 in construction sector certification)
Mexico	3 (training on “mental health and psychosocial support for migrants and people on the run”)

Module objective indicator 3: 100 (30% of them women) of 140 users of the additional offers confirm that the qualification measures meet their needs.
Base value: 0
Target value: 100 (30% of them women) of 140 users (71%)
Current Value (30 November 2020): **216** (50.98% of them women) of **281** users (76%)
The completion rate is 107 % following the percentage of users that confirm …

It is important to note that most of the students who did not confirm that the qualification measures met their needs did not actually participate in the survey (see Table 9). If these non-responding participants are excluded, the agreement rate would be 96% (216 out of 223 participants). Table 9 shows the results for each country.

Table 10: Module objective indicator 3

Niger	99 students (86 took part in the survey) of whom 42 were women 85 persons (42 (49.4%) of them women) were satisfied or very satisfied with their professional situation after completing the qualification courses
The Gambia	37 students (26 took part in the survey) of whom 7 were women 20 persons agreed with the statement that training sessions met their needs
Kyrgyzstan	145 users (112 took part in the survey) of whom 61 were women 111 persons (61 (55%) of them women) agreed with the statement that the business training and certification processes met their needs

The indicator data matches the findings of the evaluation team. In The Gambia, the results from the interviews conducted with the students showed that 6 out of 10 believed the training sessions had helped them find and do their job; 6 out of 10 students also said that they applied what they had learned. Contribution analyses allowed for a more detailed examination of the effectiveness of training and support for networking initiatives.

Participants in The Gambia were asked whether there were any bottlenecks and/or obstacles that prevented them from using their skills. Some students declared their discontent with the fact that stipends were promised but not given; transportation was needed to and from the programme daily for nine months but not given; there were insufficient supplies; supplies were not delivered on time; and there were challenges associated with COVID-19 (INT_01GA). In Niger, the number of beneficiaries doubled from 50 to 100 people trained by the project (in two phases). The second phase took into account the recommendations of the first phase in order to improve the quality of the work. After the training, ASB organised follow-up meetings (considered very useful by the trainees) and participants were given certificates. All the trainees interviewed in the field in Niger (nine people) stressed that the project had enabled them to acquire new skills, had increased their employability and, consequently, had improved their access to work and decent working conditions. Further results from the interviews with the students can be found under the analysis of hypothesis 3.(below on page 36/37)

Assessment of successful completion of the pilot measure in Mexico

As the pilot measure in Mexico was not reflected in the module objective indicators and insufficiently reflected in the output indicators (output B, see section 4.2), the evaluation assessed the success of the pilot measure against the following criteria, as outlined in the inception report.

Assessment of offers for target groups in Mexico (e.g. NGOs): Both the representatives of the network and the GIZ staff involved acknowledged the good work done by the network in facilitating the exchange of experiences between actors of civil society, as well as capacity-building on advocacy, communication, sociocracy (network structure models) and models of care (INT_03MX, INT_01MX).

NGOs feel their capacities were strengthened through the networking support of the project: Regarding the component on 'Strengthening dialogue within Mexico and the exchange between Mexico and Germany', during the time of project implementation, two meetings were held with governmental agencies that did not have the expected results. Due to COVID-19 restrictions, a mission to Germany that included representatives of the network and the Mexican federal government could not take place. Between October and November 2020, a series of online dialogues were held with experts from Mexico and Germany. There was a lack of sufficient participation of civil society organisations in the dialogues, and the feedback suggests that the dialogues did not meet the expectations of the NGO network (INT_01MX).

Concrete products that were implemented by the NGO network in Mexico as a result of the networking support through the project: The campaign on xenophobia in Mexico implemented by the project was inconclusive. There was an issue with consultants and the process lost legitimacy among network members. The network perceived that the material developed for the campaign was inadequate and might not be usable for its activities against xenophobia.

Output level: All indicators were achieved or overachieved at the output level. However, as noted above on the outcome level, the target values seemed low in relation to the scope of the programme. For example, output indicator 1.1 reported on the implementation of three additional needs-based offers of personal and professional skills acquisition for refugees, IDPs and host communities. Although the indicator was achieved, reports from both Niger and Kyrgyzstan suggested that the needs of the target groups were not adequately assessed. The training sessions for trainers by DRW in Niger did not fully fit the requirements: the competences and infrastructure that were prerequisites for making use of the training content in electronics and woodwork were not provided (INT_01NE, INT_02NE). Furthermore, the quality of the starter kits was reported to be quite low (INT_01NE, INT_05NE). In the final results matrix submitted to BMZ, output indicator 1.2 – three analyses of the occupation and income situation after qualification measures were carried out – was assessed as fully achieved. However, although the final assessments of the pilot measures in Kyrgyzstan and Niger included a full assessment of the income situation after participation in the qualification measures, the report on the participants of the pilot measure in The Gambia included only an analysis of the occupational situation *(*GIZ, 2021b, 2020a, 2021). The income situation could not be considered due to the delays relating to COVID-19, which resulted in respondents still completing their education at the time of the evaluation (INT_05GA; GIZ, 2020a).

Table 11: Assessed and adapted objective indicators for specific modules (outcome level)

Project's objective indicator according to the (last change) offer	**Assessment according to SMART* criteria**	**Specified objective indicator** (only if necessary for measurement or understanding)
4 national and international institutions providing support for refugees, IDPs and host communities have implemented additional offers to increase the employability of their target groups. Base value: 0 Target value: 4 Source: Progress reports, results matrix, results monitor	Specific: Yes Measurable: Yes Attainable: Yes Relevant: Indicator not applicable to the Mexico pilot project Time-bound: Yes	No adaptation has been suggested. Analysis of the indicator will, however, include an extended analysis of outcome effects in Mexico, with the following aspects analysed: • NGOs that feel their capacities were strengthened through the networking support of the project • Concrete products that were implemented by the NGO network in Mexico as a result of the networking support through the project
50 women and girls took advantage of an offer to acquire personal and professional skills that are specifically geared to their needs. Base value: 0 Target value: 50 Source: Progress reports, results matrix,reusltsmonitor	Specific: Yes Measurable: Yes Attainable: Yes Relevant: Indicator not applicable to the Mexico pilot project Time-bound: Yes	The indicator will not be adapted. However, the assessment will be extended to include the gender inclusiveness of pilot measure outcomes in Mexico.
100 (30% of them women) of 140 users of the additional offers confirm that the qualification measures meet their needs. Base value: 0 Target value: 100 (30% of them women) of 140 users Source: Progress reports, results matrix, results smonitor	Specific: Yes Measurable: Yes Attainable: Yes Relevant: Indicator not applicable to the Mexico pilot measure; indicator values are too low to reflect the scope of the project's activities in four countries Time-bound: Yes	As above, the indicator will not be adapted for the evaluation but the assessment will be extended: • Assessment of offers for target groups in Mexico (e.g. NGOs) Overachievement of the indicator will be assessed critically, given the relatively low target values of the indicator.
* SMART: specific, measurable, achievable, relevant and time-bound		

The evaluation team concluded that all three project objective indicators were fully achieved by the end of the project. The pilot measure in Mexico was also considered as part of the assessment of this dimension, although not formally included in the indicators. Due to the issues with the implementation of the study on xenophobia and the lack of exchange between NGOs and the government, the pilot in Mexico cannot be regarded as fully successful. In general, the target values of the indicators were very low, making them easy to achieve. This also applied to output level indicators.

Effectiveness dimension 1 – Achievement of the (intended) objectives **– scores 33 out of 40 points.**

Effectiveness dimension 2: Contribution to achievement of objectives

In this section, the chosen results hypotheses for the contribution analysis are scrutinised to illustrate how outputs contributed to project outcomes. When examining hypotheses within the effectiveness criterion, Level 1 (Reaction), Level 2 (Learning), Level 3 (Behaviour) and Level 4 (Results) of the Kirkpatrick training effectiveness model were examined for hypothesis 3, which focused on training and learning. Following Mayne (2011), the validated results model, including risks and assumptions, guided the analysis. The evaluation team together with the project management identified three causal links from objective to output during the inception mission. Evidence for the underlying hypotheses was then collected through a mixed-methods approach based on interviews with project stakeholders and a survey with the target group. In this section on the effectiveness dimension 2 findings are compiled in a contribution story to find plausible explanations for either confirming or rejecting the chosen hypotheses.

Table 12: Selected results hypotheses for effectiveness: hypothesis 1

Hypothesis 1 (activity – output – outcome)	As a result of the initiation of an NGO network in Mexico working on communication, advocacy and knowledge sharing, the network's efforts to generate a new migration narrative in Mexico (e.g. through campaigning against xenophobia) have led to local communities being more sensitised on the topic of migration and (re)integration.
Main assumptions	• The network's work will contribute to generating a new migration narrative in Mexico. • The new migration narrative will contribute to sensitising local communities on the topic of migration and (re)integration.
Risks/unintended results	• The network does not succeed in generating a new migration narrative. • Internal or external factors impede the generation of a new migration narrative. • The new migration narrative does not lead to sensitisation of local communities.
Alternative explanation	Alternative factors contributed to the generation of a new migration narrative and/or to the sensitisation of local communities (e.g. other development projects, other events that occurred during the pilot's implementation period).
Confirmed/partly confirmed/not confirmed	Not confirmed

Key underlying activities to achieve the formulated results hypothesis included a series of exploratory meetings and dialogues between civil society actors, which led to the decision to support the creation of an NGO network, and technical assistance to all actors involved in the network.[13] Nevertheless, the implementation time of the pilot project was considered too short to enable the network to address these highly ambitious objectives (INT_01, 03MX). The hypothesis operates at a very high level and refers to effects that generally require a much longer period to be visible and established in a society. Furthermore, to facilitate the launch of the campaign against xenophobia that is referred to in the hypothesis, different consulting services were hired which did not meet the needs and expectations of the network (INT_01, 03MX). According to network members and the internal evaluation report (GIZ 2020b), problems arose due to a lack of sensitivity and knowledge on the part of the consultants, who developed communication material that was inadequate and even degrading for the issue in question (INT_01, 02MX). Given that the process lost legitimacy among the members of the network, the campaign was eventually not implemented; therefore, there is no evidence of local communities being sensitised on migration and (re)integration. A few of the challenges encountered by the network in its work are worth mentioning. Undoubtedly, the change of government in Mexico, its lack of willingness to engage in dialogue with civil society, and the hard stance of the USA on the migration issue had an influence. In local dynamics, civil society is not part of the policies, programmes and projects on human rights, migration, etc. The government perceives civil society organisations as counterparts rather than allies. Moreover, there is no government strategy to strengthen or support civil society (INT_01MX, INT_02MX, INT_03MX). As such, the network struggled to raise awareness of its activities and reach out to a wider public at the federal level (GIZ 2020b); INT_01MX). Therefore, despite the potential of the network to contribute to changing the existing narrative and raising awareness on sensitive topics such as migration and (re)integration, for the time being, no evidence of such effects is observable. According to the discussions with the NGOs and GIZ, 'more efforts at the time of the dialogues could have been very helpful' and 'more spaces for dialogue are needed to promote these topics adequately and other strategies to guarantee their effectiveness' (INT_01MX, INT_02MX). Nevertheless, the network agreed unanimously that the formation of the network per se is to be considered a great achievement. Thus, the creation of the Reintegration Network by the pilot project, allowing 28 different NGOs to collaborate and focus on these important and delicate topics, is perceived as a first necessary step towards confirming hypothesis 1. The evaluation team concluded that the hypothesis cannot be confirmed and no change of narrative on migration in Mexico has so far been generated by the network.

[13] Capacity-building training on advocacy, communication, network structure models, and models of care.

Table 13: Selected results hypotheses for effectiveness: hypothesis 2

Hypothesis 2 (activity – output – outcome)	The needs-based offers on professional skills acquisition implemented in preparation for (re)integration have facilitated access to institutions and development actors (The Gambia: GIZ's PME) working in the sector (FCDO (previously DFID), UNDP in Kyrgyzstan).
Main assumptions	The needs-based offers on professional skills acquisition implemented by the pilot projects in The Gambia and Kyrgyzstan have facilitated access to the sector for other institutions and development actors.
Risks/unintended results	• The needs-based offers on professional skills acquisition do not facilitate access to the sector for other institutions and development actors. • Internal or external factors impede access to the sector for other institutions and development actors.
Alternative explanation	Alternative factors contributed to the access of other institutions and development actors to the sector (e.g. other development projects, other events that occurred during the pilots' implementation period).
Confirmed/partly confirmed/not confirmed	Confirmed

The second hypothesis examined the pathway of change on activities under output A. The underlying assumption of the hypothesis is that the preparation of needs-based offers on professional skills for (re)integration will facilitate access to institutions and development actors working in the sector.

In The Gambia, the project led the GTTI leadership to assess TVET governance and the 'fitness for purpose' of TVET curricula at the national level. This may lead to national policies and strategies. Furthermore, ITC YEP, GIZ, GIZ–EU Tekki Fii Project, GTTI, and the International Organization for Migration (IOM) The Gambia either contributed to the initial design of the project or are implementing the project. All stakeholders interviewed in The Gambia recognised the need to work with the country's government to harmonise or coordinate policies and/or interventions for reintegration, youth employment and TVET. At the beginning of the project, the structure of the pilot in Kyrgyzstan was not clear to the local project staff (INT_02KG, INT_03KG), which seems to have caused some oversights at the design stage, including not contacting other institutions and development actors to identify possible synergies. At the same time, the preliminary research by GIZ revealed that there were not many migration or (re)integration projects in the region. A representative of the FCDO (previously DFID) also mentioned that they could not see at the start of the GIZ pilot project how it could benefit their organisation (INT_08KG). Awareness-raising activities carried out by the pilot on migration and challenges for returned migrants increased the interest of the different public and private organisations (INT_04KG, INT_03KG, INT_01KG) in the products developed (business training courses and the app). The development actors approached the project team and took over the products after the pilot ended. Although the organisations do not specifically target migrants or returned migrants in their projects, the final beneficiaries may also include migrants due to the economic and social situation in the country and the important role of migration. As free courses may decrease the motivation among participants and many training sessions provided in Kyrgyzstan historically targeted quantitative indicators only (FGD_04KG, INT_07KG), results such as the creation of jobs and new businesses depend heavily on how well the training is conducted. The latter depends on the method of education and the mental and emotional preparations for success. The pilot's business training courses managed to produce good results partly due to the teaching method, which motivated participants to start a business with zero investments (i.e.g 'make your business a hobby', 'you did not pay for the courses, but you have spent your valuable time') and setting up stricter conditions (i.e.g. dismissing participants who did not do their homework from the training) (FGD_02KG, INT_03KG, INT_02KG). The evaluation team concluded that the hypothesis can be confirmed, as the pilot projects in The Gambia and Kyrgyzstan have successfully transferred parts of their innovative approaches and tools to other development actors.

Table 14: Selected results hypotheses for effectiveness: hypothesis 3

Hypothesis 3 (Output A - MO)	The needs-based offers on professional skills acquisition implemented in preparation for (re)integration have led to newly learned skills and increased the employability of refugees, forcibly displaced people, returnees and local communities and, hence, better access to work and decent working conditions (The Gambia, Niger, Kyrgyzstan).
Main assumptions	• The needs-based offers on professional skills acquisition implemented by the pilot projects in The Gambia, Niger and Kyrgyzstan have led refugees, forcibly displaced people, returnees and local communities to learn new skills and increase their employability. • The new skills and increased employability contribute to better access to work and decent working conditions for migrants, forcibly displaced people, returnees and local communities.
Risks/unintended results	• The pilot projects in The Gambia, Niger and Kyrgyzstan do not contribute to learning new skills and increased employability of the target groups. • The new skills and increased employability do not contribute to better access to work and decent working conditions for the target groups.
Alternative explanation	Alternative factors contributed to the newly acquired skills and/or increased employability and, hence, better access to work and decent working conditions (e.g. other development projects, other events that occurred during the pilots' implementation period).
Confirmed/partly confirmed/not confirmed	Confirmed

The third hypothesis of the contribution analysis examined the pathway of change on activities under output A leading to the newly learned skills and increased employability of refugees, forcibly displaced people, returnees, and local communities, and, hence, better access to work and decent working conditions. Key underlying activities for achieving the formulated results included a series of training sessions provided by the pilot projects on different topics to improve the trainees' skills and, thus, their employment opportunities.

In Kyrgyzstan, The Gambia and Niger, Level 1 (Reaction), Level 2 (Learning), Level 3 (Behaviour) and Level 4 (Results) of the Kirkpatrick training effectiveness model were examined through direct questioning of the training participants. In each country, around 20% of the participants of each training programme were randomly selected and questioned according to the Kirkpatrick model. The participants could answer on a scale of 1 to 10, with 10 being 'full agreement' and 1 being 'no agreement at all'. Wherever possible, the results were triangulated with the results of the tracer studies implemented by the project in each country.

Kirkpatrick's Level 1: Reaction

Table 15: Kirkpatrick's Level 1: Reaction

Questions asked	Kyrgyzstan business training (26 participants) (average score)	Kyrgyzstan validation programme (8 participants) (average score)	The Gambia (10 participants) (average score)	Niger (9 participants) average score)	Overall average
Were you satisfied with the training overall?	9	8	9	10	9
Was the training/programme an effective use of your time?	9	7	8	10	8.5
Would you recommend this kind of training/programme to others?	9	8	9	10	9

In Kyrgyzstan, the Reaction level on the Kirkpatrick model was very positive. Interviewees from the business training gave an average response of 9 to all three questions. The validation programme offered by the pilot measure was a little lower in terms of participant satisfaction, with some remarks on the conditions during the validation exam (INT_10KG). In The Gambia, the overall response from participants was overwhelmingly positive. The majority (80%) welcomed the programme, which they said was badly needed. Only two participants stated that the training was not an effective use of their time (INT_06GA). In Niger, all respondents unanimously stated that they were very satisfied with the programme (score 10). The training had lifted them out of unemployment; they are now financially independent and would therefore recommend the training to other young people (INT_08NE). The findings from all three countries match the findings from the final tracer study for the pilots. In The Gambia, the training content was rated as good to very good by 70% of participants and satisfactory by the remaining 30%. In Niger according to the interviewees, the choice of training courses (tailoring, gastronomy, and solar energy) was very relevant to the trainees' opinion on the training. Furthermore, the provision of a starter kit and of continued support following completion of the training courses were of great relevance for why the participants were interested in the pilot measure.

Kirkpatrick's Level 2: Learning

Table 16: Kirkpatrick's Level 2: Learning

Questions asked	Kyrgyzstan business training (26 participants) (average score)	The Gambia (10 participants) (average score)	Niger (9 participants) (average score)	Overall average
In hindsight, did the skills/certificate you gained in the training help you find a job?	9	6	10	8.3
In hindsight, have the skills/certificate you gained in the training helped you in running your business/doing your current job?	8	6	10	8
Do you feel as though you have applied what you learned to your work?	8	6	10	8

In Kyrgyzstan, the response for the Learning level on the Kirkpatrick model was very positive. The biggest changes that participants noticed were increased self-confidence and persistence, and better communication, financial accounting and time management skills. One respondent said: 'I think for the first time in my life I began to listen to myself and my feelings. That is, who I am, what I would like, where I am, what I aspire to, what I possess, what my strengths are, etc. More than that, I even opened a way to myself!' (INT_10KG). The participants of the validation programme all mentioned that the positive benefits of attending were the opportunity to be a certified professional and to reconfirm their skills and knowledge (INT_10KG). In The Gambia, scores were below Level 1 mostly because some participants had still not gained employment, nor could they find an employer for their apprenticeship. Some participants attributed the lack of a job or apprenticeship to COVID-19, while others blamed the ineffective coordination of the implementing partners (INT_06GA), In Niger, most respondents said that the training gave them the skills to engage in income-generating activities. They started these activities immediately after the training and had continued with them. There was, therefore, an overall application of the knowledge learned. Also, all respondents noted a very significant change in their income. More than half of the trainees have, in turn, already trained at least one other person. Thus, there has also been a reproduction of skills within the local community (INT_08NE).

Kirkpatrick's Level 3: Behaviour

In Kyrgyzstan, 12 out of 26 respondents who attended business training mentioned no obstacles or bottlenecks preventing them from efficiently using the newly acquired skills. The remaining 14 participants mentioned the economic crisis, COVID-19, low self-confidence, and limited time capacities as obstacles that they encountered

(INT_10KG). In Niger, most trainees said they did not have any challenges or obstacles to the implementation of their activities. However, two respondents mentioned having difficulties with wood supply and breakdowns of sewing machines, particularly pedals. A third respondent stated that he had not been trained in salon tailoring, and that there was a strong demand that could not be met. Another trainee claimed that his oven was damaged during a jihadist attack in Intikane and he has therefore been unable to carry out his activity (INT_08NE).

Kirkpatrick's Level 4: Results

Looking at actual results in terms of improved employability, Table 16 shows the results of the Kirkpatrick survey conducted in Kyrgyzstan, Niger and The Gambia. The training sessions in The Gambia had not yet been completed at the time of the survey.

Table 17: Kirkpatrick's Level 4: Results

	Participants	Employed before training	In employment (February 2021) (%)
Kyrgyzstan business training (GIZ, 2019c)	26	n/a	80.7%
Kyrgyzstan validation programme (GIZ, 2019c)	8	n/a	62.5%
Niger	9	n/a	90%
The Gambia	10	20%	30% 70% in internships

These numbers are in line with the results from the pilot measure tracer studies conducted in 2019 and 2020. In Kyrgyzstan, the business courses and validation and certification procedures increased employment from 67.9% to 92.9%. It is notable that the business courses more than doubled the number of self-employed individuals and the validation and certification procedures enabled 50% to move from informal to formal employment (GIZ, 2019c). In The Gambia, the numbers from the tracer study also match those found by the evaluation team. Of the 37 participants, 26 participated in the tracer study; of those 26, 20% already had a job before completing the course, and 80% did not yet have a job (GIZ, 2021). In Niger, the tracer study revealed that the rate of self-employment among participants had risen from an initial 31% to 90% and that the unemployment rate had therefore also fallen from an initial 55% to 5%. The rate for non-formal employment also fell from 12% to 5%. Furthermore, 86% of the respondents stated that they had found a job or employment in the same field in which they had completed their training during the pilot measure. This further confirmed the relevance of the respective training courses (GIZ, 2021b).

Jumush mobile application in Kyrgyzstan

In addition to the activities to promote business start-ups, a mobile application (app) 'Jumush' ('work' in English) was developed and introduced in Kyrgyzstan as part of the pilot measure to facilitate direct contact between employees and employers. The app was used mainly by small and medium-sized enterprises in two cities in the north and south of Kyrgyzstan. A needs assessment identified that the necessity of developing the Jumush app was very high among returnees and its mobile set-up was considered the most suitable for the target group, as everyone could access a smartphone, whereas they did not all have access to a computer. The Kirkpatrick model was not used to evaluate the Jumush app; data was instead collected through the analysis of reports and triangulated during interviews. While approximately 700 users and 44 companies actively used the app in 2019, a nationwide advertising campaign and the translation of the app into English and Kyrgyz subsequently increased the number of users. By April 2020, Jumush had been used by over 16,000 workers and 300 companies and it was the most downloaded app in Kyrgyzstan during one two-week period (GIZ, 2019c; INT_01GLO, INT_08KG, INT_04KG).

The evaluation team concluded that the hypothesis can be confirmed, as the pilot projects have contributed to newly learned skills and increased employability of the trainees attending the capacity-building activities carried out and, according to the data analysed and the interviews, better access to work and working conditions.

Effectiveness dimension 2 – Contribution to achievement of objectives – scores **23 out of 30 points.**

Effectiveness dimension 3: Quality of implementation

This evaluation was carried out before the introduction of the new assessment dimension 'quality of implementation'. This dimension has therefore not been applied in this evaluation. The content was part of the other assessment dimensions in effectiveness.

Effectiveness dimension 4: Unintended results

Elements of the Most Significant Change Technique applied during the inception and evaluation mission supported the identification of several unintended results, which were then further validated in subsequent interviews. Most of these unintended results were already integrated into the contribution analysis of dimension 2. One unforeseen result identified during the inception mission, but not yet discussed, was the support and exchange between German institutions and The Gambia (working group) to create a return and reintegration path starting with preparatory measures in Germany and ending with reintegration in The Gambia. These results were further verified during the evaluation mission. Several exchanges with a large group of partners in Baden-Württemberg in Germany were implemented. The exchange included Regierungspräsidium Freiburg, Handwerkskammer Freiburg, Landkreis Esslingen and GARP (Bildungszentrum Plochingen). Together these partners planned to implement a three-month pre-qualification measure in Germany, creating an integrated teaching curriculum with The Gambia (3 months in Germany and 12 months in The Gambia), at the end of which participants would receive a certificate. Unfortunately, while the Landratsamt Esslingen has implemented preparatory reintegration courses for Gambians in Germany, mostly on metalwork, the combined Germany–The Gambia programme was never fully implemented due to limited interest from the target group in Germany and the outbreak of COVID-19 (startfinder.de, INT_01GLO). Concentrating only on metalwork proved to be too narrow an offer, attracting only two participants. Nevertheless, the Landratsamt Esslingen courses profited from the exchange on local needs in The Gambia (INT_01GLO, INT_02GLO). Furthermore, other preparatory reintegration measures, such as the preparatory measures of the Bildung und Berufliche Qualifizierung gGmbH, profited from the knowledge provided by the project. Another unintended result identified during the inception mission was the development, testing and documentation of innovative approaches in The Gambia, Kyrgyzstan and Mexico. With the Jumush app in Kyrgyzstan and the curriculum combining theory and practice in The Gambia, this result was at least partly achieved, as described below (impact, dimension 2, hypothesis 2). FCDO (previously DFID) reported difficulties with the documentation of the business training when taking over the programme. Another unintended result that should be mentioned here was the sensitisation of partners on the topic of return and reintegration. While the topic of return and reintegration was initially somewhat taboo for partners in The Gambia such as GTTI, by the end of the project they could see returnees as a potential target and reintegration programmes had become an attractive source of funding (INT_GIZ01, INT_02GA, INT_03GA). A similar effect occurred in Kyrgyzstan, where government partners such as the Ministry of Economy and other development actors were sensitised on the topic of returning migrants, resulting in its recognition as a major issue in the country (INT_04KG).

Risks in the environment were observed within the project team, though not systematically. They were reported annually in the project's progress reports and the pilot measure reports, and discussed within the steering committee meetings in the context of the pilot measures (GIZ, 2018b, 2019d, 2019e, 2018c, 2019f, 2019g, 2019h, 2018i). According to the progress reports, the project used the partner structures developed by GIZ in the pilot countries, integrating them into their risk management systems to monitor security risks and conflict situations to minimise staff and programme risks (INT_01GLO; GIZ, 2020a). In Niger, there was no regular collaboration between the implementation partner ASB and either the project or the GIZ offices in Niger or Bonn (INT_01NG, INT_02NE, INT_01GLO). This made the use of GIZ risk management structures impossible and required ASB to rely on their own assessments (INT_01NE). The worsening security situation and the introduction of the state of emergency were outside the control of ASB and directly affected the target group of the pilot measure. As a result of the state of emergency declared in Niger (including a ban on motorcycles and the movement of people from 8pm to 6am), the activities of participants – especially electricians, agricultural machinery technicians and restaurant owners, who were forced to close their stores at 8pm – were severely impacted, and businesses lost night customers. The training for rural mechanics was therefore discontinued in the second phase of the pilot (INT_03NE, INT_05NE, INT_01NE,).

According to the project team, one potential risk to the achievement of the objectives was a lack of political will to fully pursue the topic of migration and (re)integration, hindering the project's contributions to the employability of the target group and to improved networking. During the evaluation, the challenges of motivating and convincing political partners were reported on several occasions. For example, the Mexican government's interest in cooperating with the NGO network was limited, resulting in some of the planned activities on the dialogue between government and civil society not being implemented (INT_01MX, INT_02MX, INT_03MX, INT_05MX, INT_01GLO). According to the NGO network, the lack of involvement and cooperation from the government side affected the network's ability to reach out to a wider public at the federal level (INT_01MX).

The evaluation team concluded that there were a number of positive unintended results. However, this was partly due to the very limited and generalised results framework that was developed in the planning phase of the project. The round table dialogue on Gambian–German migration with stakeholders from the Federal State Government and civil society in Baden-Württemberg did not result in an integrated training programme between Gambia and Germany as planned. Nevertheless, the shared information was useful for the implementation of further reintegration and return initiatives outside the scope of the project (e.g. Bildung und Berufliche Qualifizierung gGmbH). The risks perceived by the project team could be only partially mitigated. This was, in part, due to the short implementation period of the pilot measures. A follow-up on the pilot measures, especially in Mexico and The Gambia, would have allowed for a more gradual change in the organisational values, cultures and capacities.[14]

Effectiveness dimension 3 – Unintended results – scores **23 out of 30 points.**

Photo 1: Participants of the solar- energy trainings in Mansa Konko, The Gambia.

[14] In The Gambia, the takeover through PME gives more time for this gradual change.

Methodology for assessing effectiveness

Table 18: Methodology for assessing OECD/DAC criterion: effectiveness

Effectiveness: assessment dimensions	Basis for assessment	Evaluation design and empirical methods	Data quality and limitations
Achievement of the (intended) objectives	• Evaluator's survey data, interview results and project's monitoring system • Perception of key partners, perception of project team members progress and final progress reports	**Evaluation design:** Analysis follows the analytical questions from evaluation matrix (see Annex) **Empirical methods:** Interviews, analysis of survey data and review of monitoring data, document analysis	Strong evidence strength Limitation: Survey data includes a sample of training participants
Contribution to achievement of objectives	**Examination of hypotheses 1–3** Interviews with target groups (direct/indirect), context interviews with other actors in the sector in pilot countries, data on Kirkpatrick training effectiveness model Level 1 (Reaction) and Level 2 (Learning), results from project tracer study	**Evaluation design:** Contribution analysis **Empirical methods:** Interviews, analysis of survey data and review of monitoring data, document analysis	Strong evidence strength Limitation: Survey data small sample of training participants
Quality of implementation	n/a*	n/a	n/a
Unintended results	Additional results that were identified during the inception mission are further verified, during data collection a deductive and inductive approach is followed	**Evaluation design:** Most Significant Change Technique **Empirical methods:** Interviews with project team and stakeholders, validation interviews with project team	Moderate evidence strength Limitations: Due to remote set-up some contextual factors might be missed

*This evaluation was carried out prior to the introduction of the new assessment dimension 'quality of implementation'. This assessment dimension has therefore not been applied in this evaluation. The content was part of the other assessment dimensions in effectiveness.

4.5 Impact

This section analyses and assesses the impact of the project. It is structured according to the assessment dimensions in the GIZ project evaluation matrix (see Annex).

Summarising assessment and rating of impact

Table 19: Rating of OECD/DAC criterion: impact

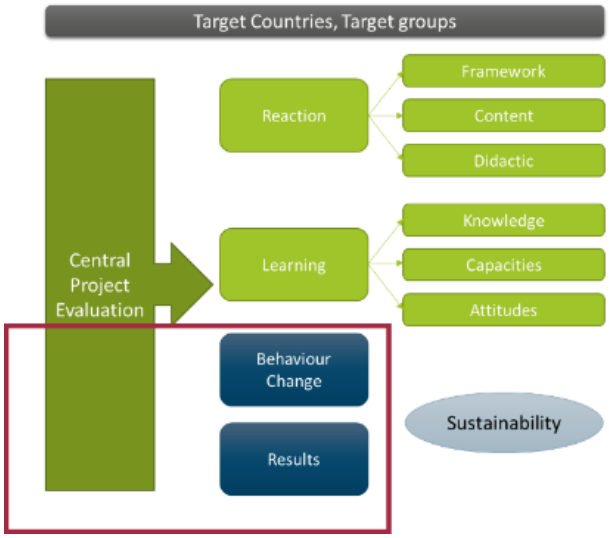
Criterion	Assessment dimension	Score and rating
Impact	Higher-level (intended) development changes/results	25 out of 30 points
	Contribution to higher-level (intended) development results/changes	30 out of 40 points
	Contribution to higher-level (unintended) development results/changes	20 out of 30 points
Impact score and rating		Score: **75 out of 100 points** Rating: **Level 3: moderately successful**

Positive developments, such as a decrease in national unemployment numbers and an increase in political interest in the topic of migration and (re)integration, have occurred at the impact level. However, the COVID-19 pandemic as well as the security situation in Niger have impacted and slowed down developments (INT_07NE INT_01GLO, INT_01MX, INT_02MX, INT_03MX, INT_03GA, INT_04GA). Furthermore, the findings at the impact level are limited by the lack of reliable data on employment as a whole, but in particular for the target group of refugees, migrants and host communities. Sufficient evidence was found to confirm two out of the three results hypotheses analysed under the impact criterion. In Mexico, the project's contribution to a more constructive dialogue between NGOs and government actors in the field of migration and (re)integration, and, hence, a better (re)integration of target groups in their communities, could not be proven. There is no official government strategy or policy to strengthen or support civil society (INT_01MX, INT_02MX, INT_03MX). Unlike in Kyrgyzstan and The Gambia, a potential (negative) unintended result at the impact level could be identified for Mexico and Niger.

In total, the impact of the project is rated Level 3: moderately successful, with 75 out of 100 points.

Analysis and assessment of impact

Potential contributions of the project were identified during the evaluation, despite a number of limitations. It needs to be emphasised that for higher-level results, the contribution of the project cannot always be distinguished from external factors such as individual resources and labour market developments. The evaluation team followed a similar methodological basis as for the effectiveness criterion and implemented a contribution analysis. As part of the impact criterion, Levels 3 and 4 of the Kirkpatrick model (Behaviour and Results) were examined. As a basis, the situation before the GIZ engagement in the project's sector was established through recall questions during interviews and discussions, and compared with the actual situation and expected impacts.



Impact dimension 1: Higher-level (intended) development changes/results

The project planning documents did not include any anticipated results at the impact level. During the reconstruction of the results model, overarching development results to which the project contributed were identified (in accordance with the project proposal), and these are shown in the results model. At a higher impact level, the results identified included target groups having access to work and decent working conditions (training, employment promotion, capacity-building) and the sensitisation of local communities on the topic of migration and (re)integration. The project will, eventually, support the pursuit of full and productive employment and decent work (SDG 8) and improved living conditions for refugees, forcibly displaced people, returnees and local communities (SDG 1) in The Gambia, Niger and Kyrgyzstan and social, economic and political inclusion (SDG 10) for the same target groups in Mexico.

According to the World Bank (2021), the unemployment rate for members of the labour force in The Gambia was 9.3% in 2016 and 9.6% in 2020. By 2019 it had dropped to 8.0%, although it has rapidly increased since then as a result of the pandemic. However, other sources report a much higher unemployment rate. *The Decent Work Country Programme The Gambia Report 2015–2017* estimated unemployment at 29.8% nationally in 2017. In 2018, the Labour Force Survey by The Gambia Bureau of Statistics (GBoS) showed an alarming unemployment rate of 35%, with youth unemployment reaching as high as 42% (GBoS, 2018). According to the World Bank (2021), between 2015 and 2019 the percentage of vulnerable employment remained constant, at 70%. The 2018 Labour Force Survey conducted by GBoS showed that out of 22,948 people who emigrated through irregular routes, approximately 93% (21,294), were reported to be unemployed at the time they left the country.

In Niger, according to World Bank (2021) data, the unemployment rate has remained constant in recent years, at around 0.5%. There was a slight increase due to the pandemic. The pilot project raised awareness of the possibility of learning a trade locally and starting activities that can generate income, as confirmed by the project's progress report and the pilot internal evaluation report (INT_07NE).

From 2016 to 2019 the labour market in Kyrgyzstan was characterised by a relatively steady unemployment rate of 6–7% that can be explained 'by continued out-migration and withdrawals from the labour force, particularly among women, whose participation declined from 62 to 50 per cent in 2000–13' (World Bank, 2018). While women remain vulnerable in the labour market, the gap between the female and male populations aged 15–59 who were employed has continued to shrink in recent years, from 27% in 2016 to 12% in 2019. In Kyrgyzstan, interest in targeting returning labour migrants has risen significantly. In 2018, the new president stated that 'migration should not be the primary source of income, but only the opportunity of obtaining new knowledge, skills and experience' and announced the development of a state policy to support compatriots in creating conditions for their return (UN, 2018).
In Mexico, migrant caravans from the Northern Triangle of Central America, Haiti, Cuba, Cameroon and Venezuela became more frequent between the end of 2018 and January 2020. This led to the implementation of more immigration control laws in Mexico which directly or indirectly violate the rights of migrants and have provoked increased and recurring discriminatory actions that are expressed in racism, xenophobia and other forms of rejection of migrants' presence. The most recent National Survey on Discrimination, from 2017, highlighted that Mexican society showed greater reluctance to live in the private sphere with foreigners. According to reports of the Red de Documentación de las Organizaciones Defensoras de Migrantes, civil society is actively dedicated to these issues, but more financial support is needed to enable better coordination between networks and greater scope and impact. In recent years, several organisations grouped under the Migration Policy Working Group – promoting a migration policy in Mexico that focuses on human rights, childhood, gender and interculturality – have begun to gain momentum and impact. These initiatives have as their main partners UNHCR and EU.

The evaluation team concluded that positive developments have occurred at the impact level, although the pandemic has most certainly affected and slowed down developments in all countries. Furthermore, it must be

emphasised that the findings are limited by the lack of reliable data on employment as a whole, and in particular for the target group of refugees, IDPs, returnees and host communities.

Impact dimension 1 – Higher-level (intended) development changes/results – scores **25 out of 30 points.**

Impact dimension 2: Contribution to higher-level (intended) development results/changes

As part of the contribution analyses, the project team analysed the extent to which the project contributed to increased access to work and improved working conditions (SDG 8), to the (re)integration of target groups within their communities and, thus, to social, economic and political inclusion (SDG 10.2), and to scaling up and transferring the innovative approaches developed by the project to other initiatives worldwide.

As part of the contribution analyses, the project team tested the hypothesis shown in Table 19.

Table 20: Selected results hypotheses for impact: hypothesis 1

Hypothesis 1 (outcome – impact)	The implementation of innovative employment promotion activities (soft skills training, job counselling, orientation and placement opportunities, entrepreneurship, development of app) has allowed the project to test and document new approaches and tools that are scaled up and transferred to other initiatives in the sector of reintegration and migration worldwide.
Main assumption	Innovative employment promotion activities can be scaled up and transferred to other initiatives in the sector of reintegration and migration worldwide.
Risks	The innovative employment promotion activities carried out by the project cannot be scaled up and transferred to other initiatives in the sector.
Alternative explanation	Other similar projects/initiatives funded by other donors contributed to scaling up and transferring new approaches and tools to other initiatives in the sector of reintegration and migration worldwide.
Confirmed/partly confirmed/not confirmed	Confirmed

In The Gambia, new linkages were created as the project brought many institutions together who may not have necessarily connected otherwise and enabled them to collaborate (INT_01GA). Each recognised the need to work together with the Government of The Gambia to harmonise and/or coordinate policies and/or interventions for reintegration, youth employment and TVET. Furthermore, the project led to GTTI leadership assessing TVET governance and the 'fitness for purpose' of TVET curricula. This may in the future lead to integrated national policies and strategies (INT_01GA).

In Kyrgyzstan, the pilot measure's results were handed over to other organisations after the pilot ended in November 2019, the businesses courses to DFID (now FCDO) and the Jumush app to UNDP. FCDO representatives who took over business courses from GIZ claimed that the inadequate documentation by the private implementation partner (LCC Predprinimatel) resulted in the complete redevelopment of the course (INT_09KG). It seems that the project staff were focusing more on company training with the aim of implementing a partner private sector approach: a new business model of fee-based business training for migrants (INT_04KG, INT_06KG). UNDP took over the Jumush app (the version developed for The Gambia was handed over to GIZ The Gambia) and is in the process of delivering an additional feature aimed at integrating an educational platform into the app. When the UNDP project ends by summer 2021, the app will be handed over to another organisation (the state, the private sector and NGOs have expressed their interest in the app). The evaluation team concluded that the hypothesis can be confirmed, as the pilot projects in The Gambia and Kyrgyzstan have successfully transferred parts of their innovative approaches and tools to other development actors.

Table 21: Selected results hypotheses for impact: hypothesis 2

Hypothesis 2 (outcome – impact)	In Mexico: A more constructive dialogue between NGOs and government actors in the field of migration and (re)integration triggered through the project activities leads to the implementation of measures on integration and hence a better (re)integration of target groups in their communities (social, economic and political inclusion).
Main assumption	A constructive dialogue between NGOs and government actors in the field of migration and (re)integration can lead to a better (re)integration of target groups in their communities.
Risks	• A constructive dialogue between NGOs and government actors in the field of migration and (re)integration cannot be generated. • The dialogue between NGOs and government actors does not lead to a better (re)integration of target groups in their communities.
Alternative explanation	Other similar projects/initiatives funded by other donors contributed to generating a constructive dialogue between NGOs and government actors in the field of migration and (re)integration.
Confirmed/partly confirmed/not confirmed	Not confirmed

For reasons mentioned in section 4.3, the network struggled to reach out to a wider public at the federal level. Based on document analysis (GIZ, 2020b) and interviews, not enough evidence could be gathered for this evaluation to confirm a contribution by the project towards the (re)integration and social inclusion of the project's target groups (INT_01MX). Nevertheless, given the very ambitious and high level on which the hypothesis operates, on the one hand, and the short project implementation period, on the other, the creation of a network of NGOs should be considered the first step towards a potential future stronger civil society that will be able to pursue a more constructive dialogue with governmental actors. The evaluation team concluded that the hypothesis cannot be confirmed given the current situation in Mexico, in which the dialogue between civil society and government has stalled.

Table 22: Selected results hypotheses for impact: hypothesis 3

Hypothesis 3 (outcome – impact)	The outcome of the project on providing the target group with access to work and decent working conditions (training, employment promotion, capacity-building) contributes to higher employment rates and decent work in the project countries (SDG 8).
Main assumption	The capacity-building provided by the project to the target contributes to higher employment rates and decent work in the project countries.
Risks	The capacity-building provided by the project to the target does not contribute to higher employment rates and decent work in the project countries (SDG 8).
Alternative explanation	Other similar projects/initiatives funded by other donors contributed to the generation of higher employment rates and decent work in the project countries.
Confirmed/partly confirmed/not confirmed	Confirmed

In The Gambia, interviewees were given the option to choose a score between 1 and 10, where 1 stands for 'no agreement' and 10 for 'full agreement' with the hypothesis. The trainees gave an average mark (5–6) when asked whether the project led to increased employability (INT_06GA). The average mark was given because most of the participants who had completed the programme were still waiting to start apprenticeships or employment at the time of the evaluation. Although a lack of a national strategy for apprenticeship programmes caused inconsistencies in placement opportunities, the delay in employment and apprenticeships is largely due to limitations caused by COVID-19. Overall, the acquired knowledge and skills led to or are expected to lead to better employability for participants in the near future. The trainees who were interviewed were not aware of

any entrepreneurship training provided by the project; those who were aware thought more focus on entrepreneurship training should have been incorporated into the project to provide business skills training that can complement the technical skills and enable interested participants to pursue self-employment.

All respondents (INT_08NE) agreed with the hypothesis in Niger. The training improved their skills and increased their chances of finding work opportunities. This is underlined by the following statements from a respondent:

> 'Before the training, I was a bread reseller. I was working for someone. The situation today is better because today I employ five people who work with me in the restaurant who are my employees. I have become self-employed with a successful business. After the training, I was given an oven. Today I have added two ovens. The diploma that I received after the training is a good thing, it makes me a professional. No problem at all. I do my work as it should be done.' (INT_08NE)

During the evaluation mission, all interviewees in Kyrgyzstan perceived the business training to be a very successful measure, as participants could set up their businesses in training and create jobs. Out of 61 participants, 32 (52%) founded their own companies (GIZ progress report, 2019). This result is very high compared with similar courses for non-migrants (around 15–20%) (INT_01WF). However, the GIZ evaluation report stated that business start-up activities do not make any direct contribution to poverty reduction, given that 'only around half of the respondents were previously looking for work and many are formally, informally or self-employed, very well educated and located in urban areas'. According to the survey conducted in February 2021, more than half of all businesses opened during the business training are still active (57.7% active, 42.3% not active). Among those that are still active, there has been a slowdown of business activities due to COVID-19 restrictions or because business ideas were not well thought through. To scale up success and to form a community of business owners among returned migrants may require more support to be addressed to the graduates of the business training, as many of them face new challenges and obstacles with their start-ups (INT_01WF).

Other pilot measures also contributed to the employment of returned migrants, but no data on this is available. At the time of the evaluation, there appeared to be no technical capacity to trace how many of the app users were returned migrants and whether they had found a job using the app. The validation programme, as a part of a bigger bilateral programme (GIZ Employment Promotion and Vocational Education & Training, 2015.2020.4), is an example of cooperation between the project, the state (the Ministry of Labour and Social Development, the State Migration Service) and the private sector (Chamber of Commerce) in Kyrgyzstan. While the results of the validation programme will be evaluated in detail by GIZ in May 2021 (INT_01KG), the Kirkpatrick model training evaluation showed that certificates received during the validation examination helped 62.5% of respondents (returned migrants) to find a job, according to their perception. The evaluation team concluded that the hypothesis can be confirmed, as the pilot projects have contributed to increased employment among trainees attending the capacity-building activities and, according to the data analysed and the interviews, to decent working conditions. This finding is in line with the tracer study conducted by the project, which showed that of the 92 respondents, 68 (31 men and 37 women) had increased their income after taking part in the business courses. The survey among participants of the validation programme revealed that 17 of the 20 respondents (7 out of 7 women and 10 out of 13 men), or 85%, increased their income as a result of participating in the validation and certification processes (GIZ, 2019b).

Impact dimension 2 – Contribution to higher-level (intended) development results/changes – scores **30 out of 40 points**.

Impact dimension 3: Contribution to higher-level unintended development results/changes

The assessment of these dimensions faced several limitations. The project had a very short time span and, thus, overarching unintended results could not yet be observed, and nor would this be possible in the near future. The virtual setting hindered the discussion of potential changes at impact level with key stakeholders, as such changes appeared hypothetical. Nevertheless, to encourage discussion on questions posed under this dimension, a Most Significant Change question was integrated into the interview questionnaires to discover

potential additional/unintended outcomes and impacts of the project. Potential (negative) unintended results at the impact level could be identified for Mexico and Niger. No significant negative unintended results were identified for Kyrgyzstan and The Gambia. In Mexico, the creation of a new network could potentially promote the division of work between organisations involved in the migration field, as some felt left behind. The new network could complicate the current work carried out by organisations in other networks. No concrete evidence of such developments could be found, but this concern was repeatedly mentioned by the stakeholders (FGD_01MX). Negative effects that the project may produce include the saturation of certain sectors of activity. The fact that a fairly high number of people were trained in baking for a small town like Tillia in Niger may be a saturation factor, thus reducing the economic development of the individuals trained. The bakery market cannot absorb the people trained in this way, and even if they set up their own bakeries, they will be competing for a small customer base (INT_01NE, INT03NE).

Photo 2: International workshop in Mexico City on the new challenges of Mexican migration policy, 25 and 26 October 2018

The question on risk monitoring was also discussed under this dimension. A substantial risk at the higher impact level was that an increase in conflict potential in Niger could hamper the economic development in the region of the pilot measure implementation, and hence dismantle the positive results of the training courses. Indeed, this was found to have a strong effect. Furthermore, the COVID-19 pandemic resulted in difficult economic situations in all pilot countries that will undoubtedly affect the income of the participants. For example, in Kyrgyzstan some of the businesses that started up as a result of the business courses had to close down because of the pandemic (INT_KG03). The project team monitored risks at impact level to understand the risk and conflict situation. However, monitoring was conducted pragmatically (through discussions) rather than systematically, although it served its purpose.

Impact dimension 3 – Contribution to higher-level (unintended) development results/changes – scores **20 out of 30 points**.

Methodology for assessing impact

Table 23: Methodology for assessing OECD/DAC criterion: impact

Impact: assessment dimensions	Basis for assessment	Evaluation design and empirical methods	Data quality and limitations
Higher-level (intended) development changes/results	Overarching development results described in the project proposal and programme description	**Evaluation design:** Analysis follows analytical questions from evaluation matrix **Empirical methods:** Document analysis, interviews	Low strength of evidence • Indirect contribution to upper-level impact results (e.g. SDGs) • Limited macro data for pilot countries (specifically on migrants and returnees)
Contribution to higher-level (intended) development results/changes	Hypotheses identified during inception mission 1–3, interviews with target groups (direct/indirect); context interviews with Kirkpatrick framework on training effectiveness Level 3 (Behaviour) and Level 4 (Results)	**Evaluation design:** Contribution analysis **Empirical methods:** Interviews, focus group discussions, validation workshop	Moderate strength of evidence Limitation: Survey data includes a sample of training participants, anecdotal evidence
Contribution to higher-level (unintended) development results/changes	Evidence for widespread impact on the final beneficiary level	**Evaluation design:** Most Significant Change questions **Empirical methods:** Interviews, focus group discussions	Low strength of evidence Limitation: Anecdotal evidence only

4.6 Efficiency

This section analyses and assesses the efficiency of the project. It is structured according to the assessment dimensions in the GIZ project evaluation matrix (see Annex).

Summarising assessment and rating of efficiency

Table 24: Rating of OECD/DAC criterion: efficiency

Criterion	Assessment dimension	Score and rating
Efficiency	Production efficiency (resources/outputs)	50 out of 70 points
	Allocation efficiency (resources/outcome)	23 out of 30 points
Efficiency score and rating		Score: **73 out of 100 points** Rating: **Level 3: moderately successful**

According to the evaluators' analysis of the project's production efficiency, outputs A, B and C could have been maximised with a different approach. However, the fact that project indicators and objectives did not reflect many of the project activities made assessment very difficult. Overall, the evaluation team concluded that all three outputs, but specifically outputs A and B, could have been substantially maximised had the

implementation period been extended for a short time. Further hindering factors were the external influence of the COVID-19 pandemic; the high administrative costs of establishing four separate pilot measures; the lack of existing German cooperation structures in The Gambia; the neglect of activities on the macro and sometimes meso level within the pilot measures; the complex cooperation structure in Niger, with no formal cooperation between GIZ and the implementation partner on the ground; and the lack of cross-country learning approaches. Based on the analysis of the project's allocation efficiency, indicator achievement rates are satisfactory, but, again, do not fully reflect the project activities. A core strength of the project included the project team's constant efforts to identify partners to take over the project's products and activities.

In total, the efficiency of the project is rated Level 3: moderately successful, with 73 out of 100 points.

Analysis and assessment of efficiency

The key issue under the efficiency criterion is the question of whether the project's use of resources is appropriate in terms of achieving both the outputs and the outcome (project objective). It examines whether the level of resourcing (e.g. funding, expertise) has led to satisfactory results. Combining information on both project costs and results provides more insights than looking at these two components separately would. Focusing on results alone would limit the use of data in strategic decision-making. Focusing on costs alone may distract from the recommendations that aim to ensure quality in the results.

A distinction is made between two types of efficiency: production and allocation. While the former evaluates the transformation of inputs to outputs, the latter evaluates the transformation of inputs to results at the outcome level. This includes the analysis of the extent to which even better results at the output level could have been achieved with the same overall use of funds. It is therefore a question of investigating not simply how costs could have been saved but rather how existing resources could have been better used to achieve the desired results.

Following GIZ's guidelines on assessing efficiency, this central project evaluation applied the follow-the-money approach as a standard method for analysing the project's production efficiency. The evaluation team used an Excel tool developed by GIZ's Corporate Unit Evaluation to standardise the efficiency analysis of the project. The Excel tool reflects GIZ's recommendations on analysing a project's efficiency. It refers to sources that are available in the project (GIZ, 2021a).

Efficiency dimension 1: Production efficiency

The following assessments are based on information extracted from the "Kosten-Obligo (costs and commitments) report" and further discussions with the project team and project management using Palenberg's follow-the-money approach (Palenberg, 2011: 46). The costs and commitments of the project are presented in Table 24. Based on the feedback received by the project management and the information provided to the evaluation team, the project ended up with a slight overspend (of EUR 5,391.17) during the evaluation mission in mid-February 2021. The budget was spent on unforeseen internal bookings from other GIZ units such as the evaluation unit. At the time of the evaluation mission, the project announced that it was expecting reimbursement from other units and refunds from cancelled flights, and that it would eventually end up with a balanced budget (GIZ, 2021a; INT_01GLO).

Table 25: Overview of costs

Module objective	**The employability of refugees, IDPs, returnees and the population of the host community is increased through additional needs-based qualification offers.**
BMZ costs (individual costs)	EUR 3,675,499.74
Cofinancing	EUR 0.00
Partner contribution	EUR 0.00
Total costs	**EUR 3,675,499.74**
Residual	−EUR 5,391.17

As the project was commissioned before the *Gemeinsamen Verfahrensreform" (GVR),* the progress reports did not contain any budget–actual comparison. As a consequence, deviations between actual and planned budgets could not be analysed by the evaluation team.

Maximum principle and reallocation of funds: Given that all output indicators were fulfilled and three even exceeded their target values (outputs 1.1, 2.1, 3.1), it could be concluded that outputs have been maximised with the given volume of resources when compared to the initial plan and targets. However, as discussed in the effectiveness section (under dimension 1), the evaluation team concluded that the target values of many of the output indicators were not sufficiently ambitious. Furthermore, even though the budget of the project was increased by EUR 1,500,000 and the project was extended by more than 10 months, indicators and target values were not adapted or increased. On the one hand, the modification offer from November 2019 argued that the need for more time and budget was due to lengthy administrative and work processes resulting from a lack of German development cooperation structures on the ground in The Gambia (officially a BMZ C-country) and difficulties in recruiting and identifying NGO partners in Mexico. On the other hand, the modification offer entailed more project activities in The Gambia and Mexico: the implementation of further training modules in The Gambia; preparation of information on The Gambia for actors in Germany; expansion of M&E activities; and facilitation of dialogue with the Mexican government and between Mexico and Germany. These activities could be implemented only partially, mostly due to the difficulties resulting from COVID-19 and to a lack of political will. The evaluators concluded that outputs have not been fully maximised with the given volume of resources due to high administrative expenses, external factors such as COVID-19, and dependencies on public, private and NGO partners.

Table 26: Overview of output achievement

Output A indicators	1.1: 3 additional offers of personal and professional skills acquisition for refugees, IDPs and host communities in partner countries in preparation for (re)integration were developed.	1.2: 3 analyses of the occupation and the income situation according to qualification measures were carried out.	1.3: An analysis of the approaches and learning experiences of all pilot measures as well as the resulting concrete recommendations for action for development cooperation projects in the area of migration, return and reintegration are recorded in one paper.
Achievement	467%	100%	100%
Output B indicators	2.1: 500 people from 250 institutions supporting refugees, IDPs and host communities took part in 12 online and/or face-to-face exchange formats.	2.2: 4 dialogue events on migration and reintegration between state and non-state actors from Germany and Mexico took place.	
Achievement	113%	100%	
Output C indicator	3.1: 2 comprehensive studies on the needs of the target groups and the labour market for additional offers of skills acquisition have been prepared.		
Achievement	150%		

It was interesting to assess the costs allocated under each output. Table 26 shows that the costs are unevenly distributed across outputs A, B and C. Output A ranks as the most expensive output (50%), followed by output B (13%) and output C (5%). The overarching costs make up 32% of the overall budget. In general, the substantially higher costs of output A can be explained by the distribution of the pilot measures among the outputs. Large parts of three of the four pilot measures – Kyrgyzstan, The Gambia and Niger – fall under output A. Considering the distribution of pilot measures and high indicator achievement, the resource allocation appears justified. To achieve the project objective, it was of great importance to successfully implement three pilot measures focused on the qualification of the target groups. Given that output C is focused purely on needs assessments, the cost for output area seems relatively high.

Table 27: Overview of costs allocated to outputs

	Output A	Output B	Output C	Overarching costs
Outputs	National and international institutions supporting refugees, IDPs and host communities in partner countries have carried out additional needs-based offers for personal and professional skills acquisition in preparation for (re)integration.	The networking of national and international institutions supporting refugees, IDPs and host communities has improved.	The survey of the needs of the target group and the labour market in the host country and the country of origin for additional offers to promote employability has been improved.	
Total costs	**EUR 1,840,907.84**	**EUR 466,460.02**	**EUR 174,187.12**	**EUR 1,171,664.55**
Total costs in %	**50%**	**13%**	**5%**	**32%**

With regard to the distribution of personnel on outputs, Table 27 shows that the national GIZ project staff in Germany dedicated the majority of their time to overarching activities, making these activities more expensive than any of the outputs in terms of staff costs. This can partly be explained by the structure of the project team, which consisted mainly of four project staff in Germany, one of them being the project lead. However, this distribution of staff costs also accounts for the high administrative efforts that resulted from implementing four small-scale pilot measures in four different countries.

Table 28: Distribution of personnel on outputs

	Output A	Output B	Output C	Overarching costs
National staff	49%	51%	-	-
Project staff in Germany	32%	7%	5%	56%
Development workers	100%	-	-	-

According to the evaluators' analysis, external factors, the set-up of the project team, the high administrative requirements of GIZ headquarters, the need to coordinate with other GIZ projects in several countries and the distribution of project activities in four different countries resulted in only limited opportunities to maximise outputs A, B and C. In addition to the retrospective analysis of cost allocations, questions on the efficiency of the project were put to the project team and partners to understand the qualitative factors supporting or impeding the production efficiency of the project. The following conclusions were made:

- Involvement of development workers in The Gambia: Involving development workers in project implementation activities increased efficiency, as it gave the project team a quick link to the implementation partners and a good overview of the situation in Mansa Konko (INT_02GA, INT_03GA, INT_05GA).
- Leveraging of cross-country synergies: The different target groups and approaches of the pilot measures and the lack of a global learning and exchange strategy in four siloed project approaches within the global project were a challenge to the efficiency of the project. Furthermore, the general lack of communication with the implementation partner in Niger hampered the project efficiency. The few opportunities to leverage synergies were not recognised in either the project design or the implementation (INT_01GLO, GIZ_03GLO, INT_01NE, INT_03NE, INT_02KG, INT_05KG).
- Project management and leadership: In terms of project management, many good aspects were underlined within and outside the GIZ team (INT_01GLO). However, in Niger and Kyrgyzstan, implementation partners and project personnel mentioned the limited involvement of project leadership in the implementation of activities (INT_01NE, INT_03NE, INT_02KG, INT_05KG). In Niger in particular, the implementing partner ASB mentioned the lack of communication with the project team. Apart from an initial visit and reporting through DRW, there was no regular exchange. This was the cause of much uncertainty and, hence, inefficiency for the pilot implementation (INT_01NE, INT_03NE).

Efficiency dimension 1 – Production efficiency – scores **50 out of 70 points**.

Efficiency dimension 2: Allocation efficiency

For allocation efficiency, the evaluation team assessed the extent to which the project's use of resources was appropriate in terms of achieving its objective based on the Excel tool analysis. Further findings are considered plausible assumptions and anecdotal evidence. Nevertheless, this evidence provides indications on how the outcomes could have been maximised. In contrast to production efficiency, allocation efficiency describes the transformation of inputs to outcomes. At the module objective level, indicators 1, 2 and 3 were fully achieved and all three exceeded their target values. Table 28 summarises the results already described in more detail in section 4.3 on effectiveness.

Table 29: Overview of outcome achievement

Outcome indicators	Indicator 1: 4 national and international institutions providing support for refugees, IDPs and host communities have implemented additional offers to increase the employability of their target groups.	Indicator 2: 50 women and girls took advantage of an offer to acquire personal and professional skills that are specifically geared to their needs.	Indicator 3: 100 (30% of them women) of 140 users of the additional offers confirm that the qualification measures meet their needs.
Achievement	**300%**	**254%**	**216%**

Given these achievement rates, allocation efficiency appears to be very satisfactory. However, as discussed in section 4.4 on effectiveness, the target values seemed relatively low and the three module objective indicators relate only to the activities conducted under output area A. The activities conducted within the pilot measure in Mexico are not reflected at all in these indicators. Beyond the assessment of the indicator achievement, interviews and discussions revealed additional aspects to be considered under the assessment of allocation efficiency:

- Atomistic approach: While globally the pilot measures focused on many different types of stakeholder, within the pilot measures the multilevel approach was often not fully implemented. For example, although there was a strong focus on private implementation partners in Kyrgyzstan, there were no capacity-building activities focused on the public or NGO sector. Similarly, in Mexico and The Gambia, the higher government level was only superficially involved.
- Synergies with other donor organisations and international agencies: Due to the project design and set-up and the limited time for the pilot measure implementation, it was essential for the project to collaborate and hand over project results to other donor organisations and implementing agencies, primarily FCDO (previously DFID), UNDP, Kreditanstalt für Wiederaufbau and other GIZ projects. While this was very challenging and time-consuming for the project team, it also resulted in a greater contribution to overarching results and higher sustainability of results (INT_01GLO).
- New territory for German development cooperation: A hindering factor for allocation efficiency was the fact that the project entered uncharted territory with its pilot measure in The Gambia, and to some extent in all four countries. The Gambia is a C-country without German development cooperation structures on the ground and is supervised by the GIZ regional office in Dakar. This slowed down the work and implementation processes of the pilot measure due to the language differences and the poor infrastructure. In Kyrgyzstan and Mexico, the two pilots were the first German development cooperation projects in the sector of migration, and cooperation structures had to be built from scratch.

Efficiency dimension 2 – Allocation efficiency – **scores 23 out of 30 points**.

Methodology for assessing efficiency

Table 30: Methodology for assessing OECD/DAC criterion: efficiency

Efficiency: assessment dimensions	Basis for assessment	Evaluation design and empirical methods	Data quality and limitations
Production efficiency (resources/outputs)	Transformation of inputs to outputs based on: • GIZ efficiency tool • Kostenträger-Obligo" report of the project • results matrix • progress reports • results-based management system	**Evaluation design:** • Analysis follows the analytical questions from evaluation matrix (see Annex) • Follow-the-money approach **Empirical methods:** Interviews with project management and project team, document analysis	Moderate evidence strength
Allocation efficiency (resources/outcome)	Transformation of inputs to outcome based on: • GIZ efficiency tool • cost commitment report of the project • results matrix • progress reports • results-based management system	**Evaluation design:** • Analysis follows the analytical questions from evaluation matrix (see Annex) • Follow-the-money approach. **Empirical methods:** Interviews, document analysis	Moderate evidence strength

4.7 Sustainability

This section analyses and assesses the sustainability of the project. It is structured according to the assessment dimensions in the GIZ project evaluation matrix (see Annex).

Summarising assessment and rating of sustainability

Table 31: Rating of OECD/DAC criterion: sustainability

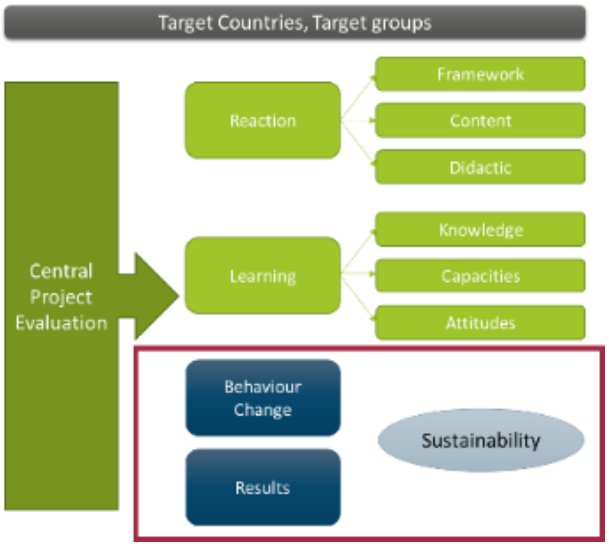
Criterion	Assessment dimension	Score and rating
Sustainability	Capacities of the beneficiaries and stakeholders	n/a
	Contribution to supporting sustainable capacities	35 out of 50 points
	Durability of results over time	35 out of 50 points
Sustainability score and rating		Score: **70 out of 100 points** Rating: **Level 3: moderately successful**

The project's contribution to supporting sustainable capacities at the level of partner institutions is assessed as moderately successful. The evaluation team found that the project contributed to some extent to the support of sustainable capacities of all target groups, except for the public sector, where very little capacity-building was implemented. However, issues arose with the handover and exit strategy concerning results in Mexico and Kyrgyzstan. In Mexico, NGOs feared they would not have the resources and capacities to maintain the network. In Kyrgyzstan, the handover of the business training to FCDO (DFID) failed because the private implementation partner of the project had not adequately documented the training concept. FCDO subsequently developed its own business programme based on the concepts of the programme. With the current level of ongoing support, it is unlikely that the durability of the NGO network in Mexico can be maintained. Due to the efforts of other actors – such as UNDP, FCDO (DFID), the Ministry of Labour and

Social Development in Kyrgyzstan, the GIZ PME programme in The Gambia and ASB in Niger – results are mostly durable.

In total, the sustainability of the project is rated Level 3: moderately successful, with 70 out of 100 points.

Analysis and assessment of sustainability



Since the analysis of sustainability went hand in hand with the assessment of the impact and effectiveness of the project, a similar methodological basis was chosen that allowed to build findings upon each other. Referring to the impact and effectiveness sections, under this criterion, the evaluation team intended to collect evidence on whether behaviour change and results are long-lasting. Perception-based findings from interviews were supplemented with data from secondary documents, i.e. on what approaches, methods, models, instruments, etc. are in place and on what resources and capacities at the individual, organisational or societal/political level are available. Again, national strategies were analysed to hint at supporting and hindering factors for sustainability. Thus, there were certain limitations to the assessment of sustainability. As many of the training sessions were ongoing during the evaluation assessment, perceptions on the sustainability of the activities provided were difficult to obtain.

Sustainability dimension 1: Capacities of the beneficiaries and stakeholders

This evaluation was carried out before the introduction of the new assessment dimension ‘capacities of the beneficiaries and stakeholders’. This assessment dimension has therefore not been applied in this evaluation. The content was part of the second assessment dimension of sustainability.

Sustainability dimension 2: Contribution to supporting sustainable capacities

The project’s contribution to supporting sustainable capacities at the level of partner institutions is assessed as moderately successful. In The Gambia, the most sustainable capacities were built with the target group of teachers. The results on the training of teachers in The Gambia are a clear indication that capacities have been built and knowledge is put to use (Levels 2 and 3) (INT_07GA). Furthermore, the teacher training had a knock-on effect: other institutions also sent teachers to participate, and the training approach was copied in other GTTI facilities. This increases the likelihood that capacities will be put to use in the future (INT_01GA, INT_02GA, INT_04GA). In Niger, the capacity-building of local trainers has been put to use and young people are still sent by the local authorities to be trained by those who received the ASB training. The facilities of the Centre de Formation aux Metiers in Tillia are still in good condition and are being maintained well by the director (INT_01NE, INT_04NE). Nevertheless, the poor quality of some of the starter kits posed a risk to the sustainability of the capacities built by the target group (INT_01NE; Illa, 2019). In Kyrgyzstan, the sustainability of capacities was strengthened by the formal handover of documentation and the signing of a Memorandum of Understanding with the partners that were taking over the business training concept, the validation programme and the Jumush appl. However, despite the Memorandum of Understanding, as discussed in section 4.5 on impact, the implementation knowledge for the business training concept remained with the private implementer of the training (INT_09KG). Furthermore, no formal capacity-building was provided to the public sector. The results of the validation programme were shared with the Ministry of Labour and Social Development, the State Migration Service and the Chamber of Commerce. However additional capacity-building support will be needed to fully implement the programme (INT_09KG, INT_01KG, INT_01GLO). While the NGOs in Mexico agreed that substantial capacities were built (GIZ, 2020), they felt they did not have the appropriate capacities to

sustain the network. Furthermore, the network members felt further support from the project was needed throughout the beginning of 2021 to consolidate and institutionalise the capacities built, as outlined in the joint exit strategy from May 2020: 'the project will accompany the development of a timeline and work plan until at least the first half of 2021. In addition, Skills for Reintegration will support the Network in the search for human and financial resources as well as partners to carry out the planned activities' (GIZ, 2020c). However, the pilot measure project was ended at the end of 2020, following the BMZ decision not to finance a follow-on measure and to end all activities. The only further support available to the network from that point was capacity-building activities for individual network members through the UNHCR–GIZ project PROFIL. PROFIL cannot formally support the network as a whole (INT_02MX) and the support will not be sufficient to accompany some of the necessary actions to be carried out by the network for its consolidation in 2021. Furthermore, most of the network members were not even aware that they could apply for capacity development support from the PROFIL project (FGD_01MX; GIZ, 2020b).

The project team concluded that sustainable capacities have been partially built. There are high risks of a loss of capacities in both Mexico and Kyrgyzstan. The chance that teachers and management staff will change in The Gambia and Niger is currently contained by the presence of GIZ, PME and ASB.

Sustainability dimension 2 – Contribution to supporting sustainable capacities – scores **35 out of 50 points**.

Sustainability dimension 3: Durability of results over time

Looking at the durability of results at the level of trainees in The Gambia, Niger and Kyrgyzstan, the majority of participants successfully applied their skills: 60% of trainees in The Gambia, 92% of business training participants in Kyrgyzstan and 100% of trainees in Niger felt that they had applied what they learned in their job or job placement (INT_08NG, INT_06GA, INT_10KG). As mentioned above, the capacities built among teachers of the training institutions are being applied and can be assessed as durable. The follow-on measures in The Gambia will further support the institutionalisation of capacities with the trainers, but also in GTTI as a whole. In Niger, BMZ awarded a follow-on project to ASB (Promoting youth employment in Tillia, 37 months, EUR 1,400,000), which should increase the durability of capacities built with trainers and management staff. In Kyrgyzstan, the project raised awareness of the issues of returning migrants among donors, GIZ projects and government partners, for example by advising the Ministry of Economy on finetuning its project design for Mekenim, which targets returning migrants (INT_01KG). However, there are several risks to the durability of these capacities. In Niger, the capacities built in the areas of rural solar energy systems and woodworking among the final target group will not be durable. The participants of the solar energy training are not building up financial reserves, so if solar panels break down, no funds are available to repair them (INT_01NE, INT_04NE). In Mexico, the high staff turnover within the NGOs, the limited budget of the NGO network and the lack of further capacity-building pose serious risks to the sustainability of the capacities built and the NGO network as a whole. In Kyrgyzstan, the decline in the number of returning migrants due to the overall economic situation in the country endangers the relevance of the business training and validation programme. Furthermore, the Ministry of Economy has still not secured the funds to implement its Mekenim programme (INT_01KG). In The Gambia, the lack of a national TVET strategy and limited involvement of the private sector in curricular development, the dependence of GTTI on external funding, and the lack of income-generating activities in Mansa Konko pose further risks to the durability of training results.

Overall, there was room for improvement in terms of the exit strategy followed. All four pilot measures required further support beyond the end of the project. Sufficient further support could be secured through the project only in The Gambia, and only partially in Kyrgyzstan.

Sustainability dimension 3 – Durability of results over time – scores **35 out of 50 points**.

Photo 3: A Kyrgyz participant of the business training is presentsing his business model

Methodology for assessing sustainability

Table 32: Methodology for assessing OECD/DAC criterion: sustainability

Sustainability: assessment dimensions	Basis for assessment	Evaluation design and empirical methods	Data quality and limitations
Capacities of the beneficiaries and stakeholders	n/a*	n/a	n/a
Contribution to supporting sustainable capacities	Interviews with implementing partners; data on the Kirkpatrick training effectiveness model for teachers and trainers	**Evaluation design:** Analysis follows the analytical questions from evaluation matrix (see Annex) **Empirical methods:** Interviews, focus group discussions	No limitations
Durability of results over time	Potential project exit strategy	**Evaluation design:** Prognosis of durability of the results by partners and GIZ team **Empirical methods:** Interviews, focus group discussions	Moderate strength of evidence No limitations

* This evaluation was carried out prior to the introduction of the new assessment dimension ‘capacities of the beneficiaries and stakeholders’. This assessment dimension has therefore not been applied in this evaluation. The content was part of the second assessment dimension of sustainability.

4.8 Key results and overall rating

Overall, the global project Skills for Reintegration (PN 2016.2180.4) was moderately successful. By not focusing on one global topic, such as south–south migration, and selecting the pilot measures accordingly, the project was stripped of its ability to facilitate a global exchange and learning process between the pilot measures and beyond. The evaluation team concluded that many of the challenges to the project implementation evolved from the project design and the changes promoted by the donor. These challenges were: i) the lack of clarity on project objective and target group; ii) the changes in the project planning, such as the choice of partner countries, target groups and pilot measure approaches (e.g. a very different approach in Mexico); iii) the limited formal adaptation of the project design through modification offers to the implementation reality; and iv) the setting up of the complex implementing structure in Niger with the involvement of DRW as an intermediary between GIZ and ASB.

Nevertheless, the individual pilot measures were often highly successful in increasing the employability of their final target groups. In Mexico, the very promising approach of building an NGO network on the topic of (re)integration was to some extent handicapped by the limited communication and exchange between NGOs and the government, the further – COVID-19 induced – communication problems with the network members, and the lack of further support (in the form of a follow-up measure) to secure the institutionalisation of results. In general, the short implementation period of the pilot measures proved to be a limiting factor for the sustainable success of the pilot measures.

At impact level, the COVID-19 pandemic, as well as the security situation in Niger, impacted and slowed down developments. Furthermore, the findings at the impact level are limited by the lack of reliable data on employment as a whole, but in particular for the target group of refugees, IDPs, returnees and host communities. The durability of results was secured in The Gambia, Kyrgyzstan and, to a certain extent, Niger through the handover of project results to other initiatives. To ensure the durability of project results in Mexico, further capacity-building and administrative support at the level of the network is needed. The funds for capacity-building of individual NGOs potentially available through the GIZ PROFIL project will not strengthen the network as whole (e.g. structural and operational capacities of the network). As the network has no funds of its own, it is unlikely to be able to sustain itself for very long.

Table 33: Rating and score scales

100-point scale (score)	6-level scale (rating)
92–100	Level 1: highly successful
81–91	Level 2: successful
67–80	Level 3: moderately successful
50–66	Level 4: moderately unsuccessful
30–49	Level 5: unsuccessful
0–29	Level 6: highly unsuccessful
Overall rating: The criteria of effectiveness, impact and sustainability are knock-out criteria: If one of the criteria is rated at level 4 or lower, the overall rating cannot go beyond level 4 although the mean score may be higher.	

Table 34: Overall rating of OECD/DAC criteria and assessment dimensions

Evaluation criteria	Dimension	Max	Score	Total (max. 100)	Rating
Relevance	Alignment with policies and priorities	30	20	68	Level 3: moderately successful
	Alignment with the needs and capacities of the beneficiaries and stakeholders	30	25		
	Appropriateness of the design*	20	10		
	Adaptability – response to change	20	13		
Coherence*	Internal coherence*	n/a*	n/a*	n/a*	n/a*
	External coherence*	n/a*	n/a*		
Effectiveness	Achievement of the (intended) objectives	40	35	**81**	Level 2: successful
	Contribution to achievement of objectives	30	23		
	Quality of implementation**	n/a**	n/a**		
	Unintended results	20	23		
Impact	Higher-level (intended) development changes/results	30	25	**75**	Level 3: moderately successful
	Contribution to higher-level (intended) development results/changes	40	30		
	Contribution to higher-level (unintended) development results/changes	30	20		
Efficiency	Production efficiency	70	50	**73**	Level 3: moderately successful
	Allocation efficiency	30	23		
Sustainability	Capacities of the beneficiaries and stakeholders***	n/a***	n/a***	**70**	Level 3: moderately successful
	Contribution to supporting sustainable capacities	50	35		
	Durability of results over time	50	35		
Mean score and overall rating		100	**73**		**Level 3: moderately successful***

*This evaluation was carried out before the introduction of the new criterion of coherence. The criterion has therefore not been applied in this evaluation.
**This evaluation was carried out before the introduction of the new assessment dimension 'quality of implementation'. This assessment dimension has therefore not been applied in this evaluation. The content was part of the other assessment dimensions in effectiveness.
***This evaluation was carried out before the introduction of the new assessment dimension 'capacities of the beneficiaries and stakeholders'. This assessment dimension has therefore not been applied in this evaluation. The content was part of the second assessment dimension of sustainability.

5 Conclusions and recommendation

5.1 Key findings and factors of success/failure

To facilitate learning from the outcomes of this evaluation, this section sets out key factors of success and central weaknesses of the project. Efforts and positive achievements in the key factors of success (which sometimes overlap) have the potential to leverage current achievements, mitigate current or future risks, and be applied to other similar projects.

Success factors

- **High demand and needs-based activities at country level**: The pilot measures were mostly well designed and focused on the problems of the target groups at hand.
- **Involvement of experienced GIZ staff in pilot countries to efficiently set up small-scale pilot measures**: The project identified and engaged relevant stakeholders to strengthen the project's sustainability and increased financial support of partners, leading to more long-term ties between the actors involved.
- **(GIZ's) networking and coordination role**: The project played an important role in emphasising the importance of targeting migration and in bringing together actors of the migration sector in Mexico, The Gambia and Kyrgyzstan.

Challenges

- **Inconsistencies between the formal project proposals and modification offers and the actual project implementation**: Many of the issues faced by the project were caused by unclear and inconsistent project design, project objectives, and indicators. In particular, the lack of adaptation of the original project proposal to the realities of implementation caused a mismatch that was a challenge to the project.
- **Security and COVID-19 in project measure countries**: The delays and communication issues resulting from the COVID-19 restrictions were a major hindering factor to the successful completion of the project.
- **Limited time and budget for implementation of pilot measures**: The limited project scope for achieving sustainable changes was mentioned, especially in Kyrgyzstan, Mexico and Niger. The project team in Kyrgyzstan highlighted the very limited funds considering that three different approaches were implemented.
- **High administrative costs and staff concentration on Mexico and The Gambia**: The high administrative costs of managing and coordinating four small-scale pilot measures through existing GIZ structures took away resources from the actual project implementation.

5.2 Recommendations

Based on the analysis and conclusions drawn in the previous chapters, nine recommendations are put forward for the five dimensions presented above. They are addressed to GIZ and, within GIZ, to specific stakeholders, and focus on the implementation of similar future measures as well as minor follow-up activities to the completed project.

Recommendations for similar project interventions and the design of new projects (directed to GIZ):

- **Establishment of south–south migration as a topic of (triangular) cooperation in German development cooperation**: The topic of south–south migration and reintegration is still a very relevant one and German experience, especially at municipal and NGO level, could and should be shared. We recommend encouraging civil society actors and municipalities to initiate their own dialogues on reintegration (e.g. through Engagement Global, a migration-focused organisation in Germany).

- **Simplified administrative processes for small-scale pilot measures**: For pilot measures (and also for smaller projects that are not pilots), it would be of considerable advantage if simplified procedures in the area of administration and implementation could be applied.
- **Reconsideration of global learning approaches for the topic of south–south migration**: We recommend that the originally planned idea of a stronger exchange on reintegration is revisited by the setting up of a global counterpart to PME and an exchange on south–south migration and reintegration.

Recommendation on the project implementation (directed to the project team):

- **Finalisation and handover of the pilot measure in Mexico**: Even after the process has been completed, it is recommended that a final meeting with the network should be sought at which the reasons for the termination of the pilot project are explained in detail, recognition is given for the hard work and commitment of the organisations in undertaking the constitution of the network, and the network's future consolidation is considered.
- **Establishment of continuous communication paths between GIZ and the NGO network**: The final meeting could also clearly address whether GIZ wishes to continue to communicate with the network, what the purpose of such communication would be, and possible ways of doing so (GIZ PROFIL or others). At present, some network members are expressing doubts and uncertainty about the network's future relationship with GIZ.

Recommendation on follow-on measures to parts of the project (directed to the GIZ project in The Gambia, Kyrgyzstan and Mexico, that took over some of the project results. Also addressed to non-GIZ partners that took over parts of the project):

- **Continuation of pilot measure in The Gambia**: Future measures on return of migrants (e.g. PME) require a stronger orientation towards the needs of returnees, such as labour market information, mental health and psychosocial support, and shelter. Furthermore, there should be more interaction/cooperation with other (re)integration actors (e.g. IOM).
- **Future cooperation with private companies in Kyrgyzstan**: We recommend following up with DFID on what went wrong in the documentation of the business training curricular to set standards for future documentation of training programmes.

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Annex: Evaluation matrix

OECD-DAC Criterion Relevance - Is the intervention doing the right things? (max. 100 points)								
Assessment dimensions	**Filter - Project Type**	**Evaluation questions**	**Evaluation indicators**	**Data collection methods** (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	**Data sources** (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	**Evidence strength** (moderate, good, strong)	**Assessment dimensions**	**Filter - Project Type**
The project design (1) is in line with the relevant strategic reference frameworks. Max. 30 points	Standard	Which strategic reference frameworks exist for the project? (e.g. national strategies incl. national implementation strategy for 2030 agenda, regional and international strategies, sectoral, cross-sectoral change strategies, if bilateral project especially partner strategies, internal analysis frameworks e.g. safeguards and gender (2))	SDGs 1, 8 Relevance of project in the framework of the BMZ Strategy 2030 Contribution to Global Compact Perspektive Heimat Country strategy Mexico Political, economic analysis of project countries	Document analysis Interviews: asking for further relevant documents on country level.	SDG 1, 8, - Agenda 2030 Convention on Protection Rights of Migrant Workers, Global Compact for Migration /Global Compact on Refugees BMZ Strategy 2030 Perspektive Heimat document Country strategy Mexico BMZ Political, economic analysis of project countries (PÖK) (Gambia, Mexico, Kyrgyzstan and Niger) Lernen für die Rückkehr Factsheet	strong	The project design (1) is in line with the relevant strategic reference frameworks. Max. 30 points	Standard
	Standard	To what extent is the project design in line with the relevant strategic reference frameworks?	SDG 1, 8 BMZ Strategy 2030 Perspektive Heimat	Document analysis Interviews focus groups	BMZ Strategy 2030 Perspektive Heimat document Country strategies in Mexico, Niger, Gambia and Kyrgyzstan	strong		Standard
	Standard	To what extent are the interactions (synergies/trade-	Project design and concept	Document analysis Interviews focus groups	Analysis of PV 2016, Wiederholungsange bot 2016,	strong		Standard

			offs) of the intervention with other sectors reflected in the project design – also regarding the sustainability dimensions (ecological, economic and social)?			Änderungsangebot 03.2019 and Änderungsangebot 11.2019			
		Standard	To what extent is the project design in line with the Development Cooperation (DC) programme (If applicable), the BMZ country strategy and BMZ sectoral concepts?	Assessment of BMZ Strategy 2030 with special regard to core topics and partner countries and comparison with project concept. Assessment also of Perspektive Heimat strategy	Document analysis Interviews focus groups	BMZ Strategy 2030: Relevant 'Kernthema': -Ausbildung und nachhaltiges Wachstum für gute Jobs (e.g. TVET). Relevant 'Initiativthema': Perspektive Heimat. - Countries: Gambia is not on the list (Exit-Country?), Niger is a Bilateral Partner, Kyrgyzstan is a partner under multilateral, European and non-bilateral cooperation, Mexico is not on the list. Perspektive Heimat -Strategie	strong		Standard
	The project design (1) matches the needs of the target group(s). Max. 30 points	Standard	To what extend is the project concept in line with the (national) objectives of the 2030 agenda? To which Sustainable Development Goals (SDG) is the project supposed to contribute?	Comparison of project logic (results model) with SDGs 1, 8	Document analysis Interviews focus groups	SDG 1, 8, - Agenda 2030 Interviews of project team (on global level: Bettina Fellmer, Christiane Engelbrecht) Interview with political partners on country level	strong		Standard
		Standard	To what extend is the project design subsidiary to partner efforts or efforts of other relevant	Comparison of Änderungsangebot / PV and Pilotskizzen with perception of	Document analysis Interviews focus groups	Interviews with project staff and political partners on : -UNHCR Mexico project design	strong		Standard

			organisations (subsidiarity and complementarity)?	project staff and political partners		(started in 2019) - Gambia: Youth empowerment project (ITC) & Return and Reintegration (IOM) - Mexico: Joint Fund Mexico-Germany (they had a project with Save the Children on migration) - Mexico: UNHCR discussion ongoing on a parallel project - Mexico: IOM activities (e.g. colloqium) Document analysis: - Mission report Mexico (short and long versions)				
		Standard	To what extent is the chosen project design geared to the core problems and needs of the target group(s)?	Comparison of Änderungsangebot / PV and Pilotskizzen with perception of target groups (where possible) and perception of implementing partners, Assessment of existing needs documentation and analyses.	Document analysis Interviews focus groups	Documents - Änderungsanegbot 2019/ PV - Pilotskizze (Gambia, Niger, Mexico and Kyrgyzstan) Labour market assessment (Gambia, Niger(in Ger.)) - Bericht Prüfmission BB Gambia 2018 - Employers Skills Need assessment NAQAA 2018 - Needs assessment Gambia (IEP) Projekt Gambia Berich und Ergebniss der Erkundungsreise - Auswertung der Pilotmaßnahme (Kyrgyzstan) - Survey Results on Target Group - Kyrgyzstan	strong	The project design (1) matches the needs of the target group(s). Max. 30 points	Standard	

						assessment: Kyrgyz Labour Migration to Russia and Kazakhstan: Perspectives for Development Projects - Mexico (mission report) - Niger (ASB analysis) (Bedarfsanalyse_Rapport Final Etude ASB- GREEF) Interviews - with selected participants of validation of skill activities in Kyrgyzstan . (Check for Contact List of Erlan) - with selected participants of business trainings (Check for Contact List of Erlan) - with staff/ management at GTTI Mansa Konko - with selected students of the last cohort (supported by FP Susan?) - with steering committee of NGO network in Mexico			
		Standard	How are the different perspectives, needs and concerns of women and men represented in the project design?	Perception of FMB / project staff and implementing partners	Interviews	Interviews with project staff: Pia Hohnerath (FMB), Bettina Fellmer, Christiane Engelbrecht, Franziska Klatt, Lena Dreyer, Hannah (Kyrgyzstan), Erlan Amiraev (Kyrgyzstan),Nancy Landa	strong		Standard	

						Hernandez(Mexico), Lothar Rast (Mexico), Susan (FP Gambia), GTTI (Gambia), ASB (Niger)			
	The project is adequately designed to achieve the chosen project objective. Max. 20 points	Standard	To what extent was the project designed to reach particularly disadvantaged groups (Leave No One Behind (LNOB) principle, as foreseen in the Agenda 2030)? How were identified risks and potentials for human rights and gender aspects included into the project design?	Perception / Assessment of project staff No gender analysis done (but GG 1) Pilot projects below threshold of conducting PCAs (1M) Number of women reached by the project Perception of the working group on LNOB principle application	Documentary analysis Interviews focus groups	-PV and Änderungsangebot -project reports (PFP) and country 'Sachstände' -Interview with project staff -Interview members of working group 'return from Baden-Württemberg to Gambia: Ms Hemker (BMZ), Implementing organisations in Gambia (GTTI, NAQAA, YEP), Regierungspräsidium Freiburg, Handwerkskammer Freiburg Universität Erfurt. -Documents: Statistics on female participants	strong		Standard
		Standard	To what extent are the intended impacts regarding the target group(s) realistic from today's perspective and the given resources (time, financial, partner capacities)?	Perception of project staff	Documentary analysis Interviews focus groups	Interviews with project staff: Pia Hohnerath (FMB), Bettina Fellmer, Christiane Engelbrecht, Franziska Klatt, Lena Dreyer, Hannah (Kyrgyzstan), Erlan Amiraev (Kyrgyzstan), Nancy Landa Hernandez(Mexico), Lothar Rast (Mexico), Susan (FP Gambia), GTTI	strong		Standard

						(Gambia), ASB (Niger)				
		Standard	Assessment of current results model and results hypotheses (theory of change, ToC) of actual project logic: - To what extent is the project objective realistic from today's perspective and the given resources (time, financial, partner capacities)? - To what extent are the activities, instruments and outputs adequately designed to achieve the project objective? - To what extent are the underlying results hypotheses of the project plausible? - To what extent is the chosen system boundary (sphere of responsibility) of the project (including partner) clearly defined and plausible? - Are potential influences of other donors/organisations outside of the	comparison of original results matrix and reconstructed results model. Assessment of consistency, coherence and quality. Selected three results : 1) As a result of the initiation of an NGOs network in Mexico working on communication, advocacy and knowledge sharing between NGOs, the networks effort on generating a new migration narrative in Mexico (e.g. through campaign against xenophobia) have led to the local communities being more sensitised on the topic of migration and (re)integration. 2)The needs-based offers on professional skills acquisition implemented in preparation for	Documentary analysis Interviews focus groups	Progress reports to BMZ (PfB) and country pilot project 'Sachstände' Interviews with project staff and implementing partners: ASB and Dominikus-Ringeisen-Werk (Niger), GTTI, NAQAA, YEP (Gambia), Steering Committee Mexico, GIZ projects and „Predprinimatel' LLC (Kyrgyzstan) Interviews with project staff	strong	The project is adequately designed to achieve the chosen project objective. Max. 20 points	Standard	

			project's sphere of responsibility adequately considered? - To what extent are the assumptions and risks for the project complete and plausible?	(re)integration have facilitated the access to institutions and development actors (The Gambia: GIZ PME) working in the sector (DFID, UNESCO in Kyrgyzstan). 3)The needs-based offers on professional skills acquisition implemented in preparation for (re)integration have led to newly learned skills and increased employability of migrants, forcibly displaced people, returnees and local communities and hence better access to work and decent working conditions (The Gambia, Niger, Kyrgyzstan).					
	Standard	To what extent does the strategic orientation of the project address potential changes in its framework conditions?	Assessment of PV / Änderungsangebote and Pilotskizzen (for Mexico, Gambia, Niger and Kyrgyzstan) for addressing of potential framework changes (e.g. Longer time to initiate and implement project & worsening perception of civil society in Mexico)	Documentary analysis Interviews focus groups	Documents - Änderungsanegbot 2019/ PV - Pilotskizze (Gambia, Niger, Mexico and Kyrgyzstan) - Interview with project staff on country level	strong		Standard

(1) The 'time of the intervention design' is the point in time when the offer/most recent modification offer was approved.

(2) In relation to the current standards, knowledge and framework conditions.

(3) The design of an intervention is usually assessed by evaluating its intervention logic. The intervention logic depicts the system of objectives used by an intervention. It maps out the systematic relationships between the individual results levels. At the time an intervention is designed, the intervention logic, in the form of a logical model, is described in the offer for the intervention both as a narrative and generally also based on a results framework. The model is reviewed at the start of an evaluation and adjusted to reflect current knowledge. Comprehensive (re)constructed intervention logics are also known as 'theories of change'. In GIZ the 'project design' encompasses project objective (outcome) and the respective theory of change (ToC) with outputs, activities, TC-instruments and especially the results hypotheses as well as the implementation strategy (e.g. methodological approach, Capacity Development (CD) strategy). In GIZ the Theory of Change is described by the GIZ results model as graphic illustration and the narrative results hypotheses.
(4) In the GIZ Safeguards and Gender system risks are assessed before the project start regarding the following aspects: gender, conflict, human rights, environment and climate. For the topics of gender and human rights, not only risks but also potentials are assessed. Before introducing the new safeguard system in 2016 GIZ used to examine these aspects in separate checks.
(5) Deescalating factors/ connectors: e.g. peace-promoting actors and institutions, structural changes, peace-promoting norms and behaviour. For more details on 'connectors' see: GIZ (2007): 'Peace and Conflict Assessment (PCA). Ein methodischer Rahmen zur konflikt- und friedensbezogenen Ausrichtung von EZ-Maßnahmen', p. 55/135.
(6) Escalating factors/ dividers: e.g. destructive institutions, structures, norms and behaviour. For more details on 'dividers' see: GIZ (2007): 'Peace and Conflict Assessment (PCA). Ein methodischer Rahmen zur konflikt- und friedensbezogenen Ausrichtung von EZ-Maßnahmen', p. 135.
(7) All projects in fragile contexts, projects with FS1 or FS2 markers and all transitional aid projects have to weaken escalating factors/dividers and have to mitigate risks in the context of conflict, fragility and violence. Projects with FS1 or FS2 markers should also consider how to strengthen deescalating factors/ connectors and how to address peace needs in its project objective/sub-objective.

OECD-DAC Criterion EFFECTIVENESS (max. 100 points)

Assessment dimensions	**Filter - Project Type**	**Evaluation questions**	**Evaluation indicators**	**Data collection methods** (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	**Data sources** (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	**Evidence strength** (moderate, good, strong)
The project achieved the objective (outcome) on time in accordance with the project objective indicators.(1) Max. 40 points	Standard	To what extent has the agreed project objective (outcome) been achieved (or will be achieved until end of project), measured against the objective indicators? Are additional indicators needed to reflect the project objective adequately?	Assessment of project indicators Perception of project implementation partners, project staff and selected members of the target group	Document analysis Interviews focus groups	Data from Wirkungsmonitor Project staff Germany:) Bettina Fellmer, Christiane Engelbrecht, Franziska Klatt, **Mexico:** Lena Dreyer, Lothar Rast, Steering Committee NGO network **Gambia:** GTTI, NAQAA, YEP, FP Susan **Niger:** ASB **Kyrgyzstan**: Hannah , Erlan Amiraev, „Predprinimatel' LLC (Business-Trainings), Ms Irina Guba (consultant in touch with target group) , „Start-Up Zentrum' Unternehmerverband JIA, Arbeitsamt Bischkek (unter dem Ministerium	strong

					für Arbeit und Soziale Entwicklung) , Abteilung Beschäftigungsförderung und -politik des Ministeriums für Arbeit und Soziale Entwicklung, Informations- und Beratungszentrum des Staatliche Migrationsdienstes, Staatlicher Migrationsdienst	
	and Fragility	For projects with FS1 or FS2 markers: To what extent was the project able to strengthen deescalating factors/ connectors (2,4)?	FS1: Relevant for Niger and Mexico, but decided when the project was considering Somalia and Kenya as case study for the pilot	Document analysis Interviews focus groups	Interviews with project staff and implementing partners in Mexico	strong
	Standard	To what extent is it foreseeable that unachieved aspects of the project objective will be achieved during the current project term?	Evaluation after end of project so question not relevant	Document analysis Interviews focus groups	n/a	strong
The activities and outputs of the project contributed substantially to achieving the project objective (outcome).(1) Max. 30 points	Standard	To what extent have the agreed project outputs been achieved (or will be achieved until the end of the project), measured against the output indicators? Are additional indicators needed to reflect the outputs adequately?	Forecast: All outputs achieved (3 dialogues still to be put into place)	Document analysis	Further interviews with project staff and implementing partners: see above	strong
	Standard	How does the project contribute via activities, instruments and outputs to achieving the project objective (outcome)? (contribution-analysis approach)	Assessment of three hypothesis via contribution analysis: 1) As a result of the initiation of an NGOs network in Mexico working on communication, advocacy and knowledge sharing between NGOs, the networks effort on generating a new migration narrative in Mexico (e.g. through campaign against xenophobia) have led to	Document analysis Interviews focus groups	1) Interviews with NGO steering committee, focus groups selected community members, project staff, GIZ UNHCR project Mexico; document analysis of xenophobia study 2) Interviews with PME Staff in Gambia, GTTI staff, FP Susan, YEP staff, NAQAA / Interviews with GIZ Promotion of sustainable Economic Development in Kyrgyzstan (PN 2013.2150.4), GIZ	strong

			the local communities being more sensitised on the topic of migration and (re)integration. 2)The needs-based offers on professional skills acquisition implemented in preparation for (re)integration have facilitated the access to institutions and development actors (The Gambia: GIZ PME) working in the sector (DFID, UNESCO in Kyrgyzstan). 3)The needs-based offers on professional skills acquisition implemented in preparation for (re)integration have led to newly learned skills and increased employability of migrants, forcibly displaced people, returnees and local communities and hence better access to work and decent working conditions (The Gambia, Niger, Kyrgyzstan).		Employment Promotion and Vocational Education & Training (PN 2015.2020.4), DFID, UNESCO in Kyrgyzstan; Document analysis of project concept (follow-up) / Interview GIZ UNHCR project Mexico 3) Interviews with GTTI, YEP, NAQAA, Former Students from Mansa Konko in Gambia / Interviews with Predprinimatel' LLC (Business-Trainings) and Ms Irina Guba, Ministries in Kyrgyzstan, focus group with selected graduates of business training / Interview with ASB, selected graduates. Document Analysis of target group surveys	
	Standard	Implementation strategy: Which factors in the implementation contribute successfully to or hinder the achievement of the project objective? (e.g. external factors, managerial set-up of project and company, cooperation management)	Management structure (flexibility, effectiveness, able to adapt to changes, etc.); governance of global projects (overlapping of responsibilities);national approach (peer learning in Mexico)	Document analysis, interviews	Project proposal, results monitor , Interviews with project staff	strong
	Standard	What other/alternative factors contributed to the fact that the project objective was achieved or not achieved?	Perception of political partners (ministries), BMZ changes, Mexico Government , Aspect of Corona	Document analysis, interviews	Interviews with project staff	strong

	Standard	What would have happened without the project?	Analysis of Changing situation in conflict: perception of project partners and project staff, assessment of countries changing political and economic situation	Document analysis, interviews	Interviews with project staff interviews with implementing partners document analysis of PÖK in each country	strong
No project-related (unintended) negative results have occurred – and if any negative results occurred the project responded adequately. The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized. Max. 30 points	Standard	Which (unintended) negative or (formally not agreed) positive results does the project produce at output and outcome level and why?	Results model check for positive Negative effects: identifying target group (Gambians that would be interested in return) and opening dialogue on collaboration towards return (idea of joint collaboration to design project activities). Issue of trust between parties.	Document analysis Interviews focus groups	Interviews with individual benefuiciaries (Niger, Gambia, Kyrgyzstan) Interviews with project staff	strong
	and Fragility	To what extent was the project able to ensure that escalating factors/ dividers (3) have not been strengthened (indirectly) by the project (4)? Has the project unintentionally (indirectly) supported violent or 'dividing' actors?	Not applicable to the project.	Document analysis Interviews focus groups	Peace and Conflict analysis Integrierte Kontext und Menschenrechtsanalyse Interview	strong
	Standard	How were risks and assumptions (see also GIZ Safeguards and Gender system) as well as (unintended) negative results at the output and outcome level assessed in the monitoring system (e.g. 'KOMPASS')? Were risks already known during the concept phase?	Ability to monitor project risks to create good responsiveness and adaptation to changes. No use of KOMPASS, no monitoring of risks and assumptions during the project implementation.	Document analysis Interviews focus groups	Results monitor and Interview with project staff	strong
	and Fragility	To what extent have risks in the context of conflict, fragility and violence (5) been monitored (context/conflict-sensitive monitoring) in a systematic way?	Not applicable to the project.	Document analysis Interviews focus groups	Interview with project Staff	strong
	Standard	What measures have been taken by the project to counteract the risks and (if applicable) occurred negative	Ability to monitor project risks to create good responsiveness and adaptation to changes.	Document analysis Interviews focus groups	Reuslts smonitor and Interview with project staff	strong

		results? To what extent were these measures adequate?				
	Standard	To what extend were potential (not formally agreed) positive results at outcome level monitored and exploited?	Ability to monitor project risks to create good responsiveness and adaptation to changes.	Document analysis Interviews focus groups	Reuslts monitor and Interview with project staff	strong

OECD-DAC Criterion IMPACT (max. 100 points)

Assessment dimensions	**Filter - Project Type**	**Evaluation questions**	**Evaluation indicators**	**Data collection methods** (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	**Data sources** (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	**Evidence strength** (moderate, good, strong)
The intended overarching development results have occurred or are foreseen (plausible reasons). (1) Max. 40 points	Standard	To which overarching development results is the project supposed to contribute (cf. module and programme proposal with indicators/ identifiers if applicable, national strategy for implementing 2030 Agenda, SDGs)? Which of these intended results at the impact level can be observed or are plausible to be achieved in the future?	Assessment of SDG 8, 1 and 10	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong
	Standard	Indirect target group and 'LNOB: Is there evidence of results achieved at indirect target group level/specific groups of population? To what extent have targeted marginalised groups (such as women, children, young people, elderly, people with disabilities, indigenous peoples, refugees, IDPs and migrants, people living with HIV/AIDS and the poorest of the poor) been reached?	Aspect of contacting the target groups (adaptation to context, language, dialects,)	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong
The project objective (outcome) of the project contributed to the occurred or foreseen overarching development results (impact).(1) Max. 30 points	Standard	To what extent is it plausible that the results of the project on outcome level (project objective) contributed or will contribute to the overarching results? (contribution-analysis approach)	Impact on level of reduced conflicts and better government response to conflict induced displacement	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong
	Standard	What are the alternative explanations/factors for the overarching development results	Other government initiatives /	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong

		observed? (e.g. the activities of other stakeholders, other policies)	assessment of conflicts			
	Standard	To what extent is the impact of the project positively or negatively influenced by framework conditions, other policy areas, strategies or interests (German ministries, bilateral and multilateral development partners)? How did the project react to this?	Change of Referat in BMZ in 2017 (shift from South-South collaboration to north-south)	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong
	Standard	What would have happened without the project?	Impact on level of corruption, time and cost reduction, regional cooperation, digitalisation, s	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong
	Standard	To what extent has the project made an active and systematic contribution to widespread impact and were scaling-up mechanisms applied (2)? If not, could there have been potential? Why was the potential not exploited? To what extent has the project made an innovative contribution (or a contribution to innovation)? Which innovations have been tested in different regional contexts? How are the innovations evaluated by which partners?	Assessment of projects that were further used - scaled up (e.g. PME in Gambia, DFID and UNHCR in Kyrgyzstan)	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong
No project-related (unintended) negative results at impact level have occurred – and if any negative results occurred the project responded adequately. The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized. Max. 30 points	Standard	Which (unintended) negative or (formally not agreed) positive results at impact level can be observed? Are there negative trade-offs between the ecological, economic and social dimensions (according to the three dimensions of sustainability in the Agenda 2030)? Were positive synergies between the three dimensions exploited?	Project risk monitoring allowed good responsiveness and adaptation to changes. Innovation (app)	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong
	and Fragility	To what extent did the project have (unintended) negative or escalating effects on the conflict or the context of fragility (e.g. conflict dynamics, violence, legitimacy of state and non-	Perception of conflict development and project effects on the conflict	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong

		state actors/institutions)? To what extent did the project have positive or deescalating effects on the conflict or the context of fragility (e.g. conflict dynamics, violence, legitimacy of state and non-state actors/institutions)?				
	Standard	To what extent were risks of (unintended) results at the impact level assessed in the monitoring system (e.g. 'KOMPASS')? Were risks already known during the planning phase?	Project risk monitoring allowed good responsiveness and adaptation to changes.	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong
	Standard	What measures have been taken by the project to avoid and counteract the risks/negative results/trade-offs (3)?	Not applicable to the project	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong
	Standard	To what extent have the framework conditions played a role in regard to the negative results ? How did the project react to this?	Not applicable to the project	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong
	Standard	To what extent were potential (not formally agreed) positive results and potential synergies between the ecological, economic and social dimensions monitored and exploited?	Perception of project staff	Documentary analysis Interviews focus groups	Interview with project staff and implementing partners	strong

OECD-DAC Criterion EFFICIENCY (max. 100 points)

Assessment dimensions	**Filter - Project Type**	**Evaluation questions**	**Evaluation indicators (pilot phase for indicators - only available in German so far)**	**Data collection methods** (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	**Data sources** (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	**Evidence strength** (moderate, good, strong)
The project's use of resources is appropriate with regard to the outputs achieved. [Production efficiency: Resources/Outputs] Max. 70 points	Standard	To what extent are there deviations between the identified costs and the projected costs? What are the reasons for the identified deviation(s)?	The project controls its resources according to the planned cost plan (cost lines). Deviations from the cost plan are only made if the reasons are comprehensible.	Secondary data analyses, interviews with project staff	Project documents	strong

Standard	Focus: To what extent could the outputs have been maximised with the same amount of resources and under the same framework conditions and with the same or better quality (maximum principle)? (methodological minimum standard: Follow-the-money approach)	The project reflects on whether the agreed effects can be achieved with the available resources.	Secondary data analyses, interviews with project staff	Project documents	strong
Standard		The project controls its resources according to the planned costs for the agreed services (outputs). Deviations from the costs are only made if the reasons are comprehensible. The overall costs of the project are in reasonable proportion to the costs of the outputs. The services provided by ZAS Aufschreiben have a comprehensible added value for the achievement of the project's outputs.	Secondary data analyses, interviews with project staff	Project documents	strong
Standard		The overall costs of the project are in reasonable proportion to the costs of the outputs.	Secondary data analyses, interviews with project staff	Project documents	strong
Standard		The services provided by ZAS Aufschreiben have a comprehensible added value for the achievement of the project's outputs.	Secondary data analyses, interviews with project staff	Project documents	strong
Standard	Focus: To what extent could outputs have been maximised by reallocating resources between the outputs? (methodological minimum standard: Follow-the-money approach)	The project controls its resources in order to achieve other outputs faster / better if outputs have been achieved or these cannot be achieved (final evaluation). Or: The project controls and plans its resources in order to achieve other outputs faster / better if outputs have been achieved or these cannot be achieved (interim evaluation).	Secondary data analyses, interviews with project staff	Project documents	strong

	Standard	Were the output/resource ratio and alternatives carefully considered during the design and implementation process – and if so, how? (methodological minimum standard: Follow-the-money approach)	The instrument concept proposed in the module proposal could be implemented well in terms of the estimated costs in relation to the intended outputs of the project.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		The partner constellation suggested in the module proposal and the associated levels of intervention could be implemented well in terms of the estimated costs in relation to the targeted outputs of the project.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		The thematic layout for the project proposed in the module proposal was able to be implemented well in terms of the estimated costs in relation to the targeted outputs of the project.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		The risks described in the module proposal are easy to understand in terms of the estimated costs in relation to the intended outputs of the project.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		The scope of the project (e.g. regions) described in the module proposal could be fully realised in terms of the estimated costs in relation to the targeted outputs of the project.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		The approach of the project described in the module proposal with regard to the outputs to be provided corresponds to the state-of-the-art under the given framework conditions.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard	For interim evaluations based on the analysis to date: To what extent are further planned expenditures meaningfully distributed among the targeted outputs?	see above	Secondary data analyses, interviews with project staff	Project documents	strong

	The project's use of resources is appropriate with regard to achieving the projects objective (outcome). [Allocation efficiency: Resources/Outcome] Max. 30 points	Standard	To what extent could the outcome (project objective) have been maximised with the same amount of resources and the same or better quality (maximum principle)?	The project is based on internal or external benchmarks in order to achieve its effects cost-effectively.	Secondary data analyses, interviews with project staff	Project documents	strong
		Standard	Were the outcome-resources ratio and alternatives carefully considered during the conception and implementation process – and if so, how? Were any scaling-up options considered?	The project controls its resources between the outputs, so that the maximum effects in terms of the module objective are achieved. (Final evaluation) Or: The project controls and plans its resources between the outputs so that the maximum effects in terms of the module objective are achieved. (Interim evaluation)	Secondary data analyses, interviews with project staff	Project documents	strong
		Standard		The instrument concept proposed in the module proposal could be implemented well in terms of the estimated costs in relation to the intended module goal of the project.	Secondary data analyses, interviews with project staff	Project documents	strong
		Standard		The partner constellation suggested in the module proposal and the associated levels of intervention could be implemented well in terms of the estimated costs in relation to the intended module goal of the project.	Secondary data analyses, interviews with project staff	Project documents	strong
		Standard		The thematic layout for the project proposed in the module proposal could be implemented well in terms of the estimated costs in relation to the intended module objective of the project.	Secondary data analyses, interviews with project staff	Project documents	strong
		Standard		The risks described in the module proposal are easy to understand in terms of the	Secondary data analyses, interviews with project staff	Project documents	strong

			estimated costs in relation to the intended module objective of the project.			
	Standard		The scope of the project (e.g. regions) described in the module proposal could be fully realised in terms of the estimated costs in relation to the intended module goal of the project.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		The approach of the project described in the module proposal with regard to the module objective to be achieved corresponds to the state-of-the-art under the given framework conditions.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard	To what extent were more results achieved through cooperation / synergies and/or leverage of more resources, with the help of other ministries, bilateral and multilateral donors and organisations (e.g. cofinancing) and/or other GIZ projects? If so, was the relationship between costs and results appropriate or did it even improve efficiency?	The project takes the necessary steps to fully realise synergies with interventions by other donors at the impact level.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		Economic losses due to insufficient coordination and complementarity with interventions by other donors are sufficiently avoided.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		The project is taking the necessary steps to fully realise synergies within German development cooperation.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		Loss of profitability due to insufficient coordination and complementarity within German development cooperation is sufficiently avoided.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		The combined financing has led to a significant expansion	Secondary data analyses, interviews with project staff	Project documents	strong

			of the effects or this is to be expected.			
	Standard		Thanks to the combined financing, the overarching costs have not risen disproportionately in relation to the total costs.	Secondary data analyses, interviews with project staff	Project documents	strong
	Standard		The partner contributions are in reasonable proportion to the costs of the project's outputs.	Secondary data analyses, interviews with project staff	Project documents	strong

OECD-DAC Criterion SUSTAINABILITY (max. 100 points)

Assessment dimensions	**Filter - Project Type**	**Evaluation questions**	**Evaluation indicators**	**Data collection methods** (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	**Data sources** (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	**Evidence strength** (moderate, good, strong)
Prerequisite for ensuring the long-term success of the project: Results are anchored in (partner) structures. Max. 50 points	Standard	What has the project done to ensure that the results can be sustained in the medium to long term by the partners themselves?	Establishment of structures and basis for discussion (e.g. network in Mexico: steering committee)	Documentary analysis Interviews focus groups	Project staff on the field in the countries Project staff of the other relevant projects (UNHCR) Anita Martin (Head of Liaison Office, Gambia) Nancy Landa, Lothar Rast GIZ part of UNHCR project (Alexandra Frey) Steering Committee Mexico that will take over the lead of the network after the end of the project	strong
	Standard	In what way are advisory contents, approaches, methods or concepts of the project anchored/institutionalised in the (partner) system?	Perception on use of knowledge products by political partners	Interviews	Interviews with project staff and project partners	strong
	Standard	To what extent are the results continuously used and/or further developed by the target group and/or implementing partners?	Innovation, approaches (Jumush app)	Interviews focus groups	All stakeholders involved in Gambia Partners taking over the next project in Gambia PME Kyrgyzstan implementing partners	strong

	Standard	To what extent are resources and capacities at the individual, organisational or societal/political level in the partner country available (long term) to ensure the continuation of the results achieved?	Perception of the political partners and project staff as well as other GIZ projects:	Documentary analysis Interviews focus groups	Interviews with project staff and project partners	strong
	Standard	If no follow-on measure exists: What is the project's exit strategy? How are lessons learned for partners and GIZ prepared and documented?	Initiation of projects - follow-up of other projects on the basis of this project Strategic decision at BMZ level to not continue with a second phase of the project (preference for bigger projects instead of small pilot ones)	Documentary analysis Interviews focus groups	Handover to next projects (Gambia, Kyrgyzstan)	strong
	and Fragility	To what extent was the project able to ensure that escalating factors/dividers (1) in the context of conflict, fragility and violence have not been strengthened (indirectly) by the project in the long term? To what extent was the project able to strengthen deescalating factors/connectors (2) in a sustainable way (3)?	FS1: Relevant for Niger and Mexico, but decided when the project was considering Somalia and Kenya as case study for the pilot	Documentary analysis Interviews focus groups	Interviews with project staff and project partners	strong
Forecast of durability: Results of the project are permanent, stable and long-term resilient. Max. 50 points	Standard	To what extent are the results of the project durable, stable and resilient in the long term under the given conditions?	Establishment of structures and basis for discussion (e.g. network in Mexico: steering committee, time too short for the establishment	Documentary analysis Interviews focus groups	Interviews with project staff and project partners	strong

			a challenge) COVID-19			
	Standard	What risks and potentials are emerging for the durability of the results and how likely are these factors to occur? What has the project done to reduce these risks?	Perception of project staff and political partners	Documentary analysis Interviews focus groups	Interviews with project staff and project partners	strong

Additional Evaluation Questions

Assessment dimensions	**Evaluation questions**	**Evaluation indicators**	**Data collection methods** (e.g. interviews, focus group discussions, documents, project/partner monitoring system, workshop, survey, etc.)	**Data sources** (list of relevant documents, interviews with specific stakeholder categories, specific monitoring data, specific workshop(s), etc.)	**Evidence strength** (moderate, good, strong)
Follow-on project (if applicable)	Based on the evaluations results: Are the results model including results hypotheses, the results-oriented monitoring system (WoM), and project indicators plausible and in line with current standards? If applicable, are there any recommendations for improvement?	Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong
Additional evaluation questions	was the exchange on needs (Adaptation of Curriculum) of potential returnees between German actors (i.e. government actors in the state of Baden-Württemberg, International Organization for Migration, IOM and the United Nations Development Programme and implementers in Gambia (ITC, GTTI, NAQAA) successful? What were the results? What worked and what did not?	Effectiveness: Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong
	educational measures in Gambia: Is a one-year TVET course the appropriate and best measure to ensure reintegration of Gambians into the job market.	Relevance: Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong
	Are the training measures implemented with GTTI in Gambia and attractive option to returnees? How can the offer be made more attractive to returnees?	Relevance / Effectiveness: Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong
	how effective is the personnel instrument development worker in the context of educational and training measures for (re)integration into the labour market in Gambia? Would other instruments be more effective (e.g. national personnel)?	Effectiveness: Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong
	How has the pilot measure contributed to putting the topic of (re)integration / migration on the 'map'. How relevant is it for the region?	Effectiveness: Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong

	What tools were of interest to the NGOs in the network and at institutional level? What do they think they will be using down the line?	Sustainability: Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong
	Has the initiation of an NGOs network within the pilot project in Mexico (and the implementation of activities aimed at generating a new narrative on migration, e.g. campaigns against xenophobia) led to the local communities being more sensitised on the topic of migration and (re)integration?	Effectiveness: Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong
	Are pilot projects useful as a launching pad for other projects or is it not a good approach? Is it a really a valuable approach to implement four different pilot projects in four very different countries?	Effectiveness: Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong
	Look into the selection process of countries for pilot measures? Does the selection make sense? Do the selected countries it to the overall approach and do they fit together?	Relevance: Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong
	Impact of COVID 19 – how can projects be implemented with COVID and how did the project handle this?	Effectiveness: Perception of project staff and political partners	Interviews	Interviews with project staff and project partners	strong

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Deutsche Gesellschaft für
Internationale Zusammenarbeit (GIZ) GmbH

Registered offices
Bonn and Eschborn

Friedrich-Ebert-Allee 32 + 36
53113 Bonn, Germany
T: +49 228 44 60-0
F: +49 228 44 60-17 66

Dag-Hammarskjöld-Weg 1–5
65760 Eschborn, Germany
T: +49 6196 79-0
F: +49 6196 79-11 15

E: info@giz.de
I: www.giz.de