



Evaluation Report

Final internal evaluation of the project “Support to Border Police in Addressing Increased Migration Flows along the Western Balkan Route”

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Table of contents

| | |
|------------------------------------------------------------|-----------|
| List of Acronyms..... | 3 |
| Executive Summary | 4 |
| 1. Introduction | 8 |
| 2. Context and purpose of the evaluation | 8 |
| 2.1 Evaluation context..... | 8 |
| 2.2 Evaluation purpose..... | 9 |
| 2.3 Evaluation scope..... | 9 |
| 2.4 Evaluation criteria..... | 9 |
| 3. Evaluation framework and methodology | 10 |
| 3.1 Data sources and collection..... | 10 |
| 3.2 Data analysis..... | 10 |
| 3.1 Limitations and mitigation strategies..... | 10 |
| 4. Findings | 11 |
| 4.1 Relevance | 11 |
| 4.2 Effectiveness | 14 |
| 4.3 Efficiency | 19 |
| 4.4 Impact | 20 |
| 4.5 Sustainability | 22 |
| 4.6 Cross-cutting issues | 22 |
| 4.7 Outlook | 23 |
| 5. Conclusions | 25 |
| 6. Recommendations | 26 |
| 7. Annexes | 27 |
| Annex 7.1 – Evaluation terms of references | 28 |
| Annex 7.2 – Evaluation matrix | 33 |
| Annex 7.3 – List of documents reviewed | 36 |
| Annex 7.4 – List of persons interviewed or consulted | 36 |

List of acronyms

| | |
|-------|--------------------------------------------------------------------------------------------------------|
| AVRR | Assisted voluntary return and reintegration |
| IBM | Immigration and border management |
| IDF | IOM Development Fund |
| EC | European Commission |
| EU | European Union |
| FYROM | Former Yugoslav Republic of Macedonia |
| INL | United States Department of State, Bureau of International Narcotics and Law Enforcement Affairs (INL) |
| IT | Information technology |
| IOM | International Organization for Migration |
| MoI | Serbian Ministry of the Interior |
| NGO | Non-governmental organization |
| VAT | Value Added Tax |
| UK | United Kingdom |

Executive summary

This one-year immigration and border management (IBM) project implemented by the International Organization for Migration (IOM), Mission in Serbia aimed to contribute to national migration management efforts after a surge in mixed migration flows in early 2015, when the Western Balkan route became an important route for irregular migration to the European Union. The project was designed to improve capacities for processing, registration and referral of migrants and refugees, including preparedness and capacities to ensure effective protection services, by increasing the technical capacities of the Border Police Directorate of the Serbian Ministry of the Interior (MoI) through three outputs: humanitarian border management trainings for border police, direct migrant assistance using IOM mobile teams, and procurement of specialized equipment.

The project “Support to Border Police in Addressing Increased Migration Flows along the Western Balkan Route” was implemented by the International Organization for Migration (IOM) with funding from the Permanent Mission of Japan to the International Organizations in Geneva with a budget of USD 900,000. It was implemented from 31 March 2016 to 30 March 2017 in close cooperation with the Border Police Directorate of the Serbian Ministry of the Interior (MoI).

The final evaluation was carried out internally and independently by the Regional Monitoring and Evaluation Officer for IOM’s Regional Office in Vienna. Field visits took place during 21-22 March 2017, just before the end of the project on 30 March 2017. The evaluator met with partners in Belgrade and visited a border crossing point in Sid, including a visit to the reception centre, border police unit and IOM mobile team. The overall purpose of this evaluation was to assess whether and how the project met its goals and to identify other relevant issues, including the relevance, efficiency, effectiveness, impact and sustainability of the project. Besides the intended direct effects of the project, the evaluation also aimed to assess the broader context, including potential indirect or unintended effects, relationships to other projects, cross-cutting issues, and the outlook in terms of need and potential for follow-up projects and recommendations for future actions.

Global IOM activities:

IOM is the leading inter-governmental organization in the field of migration globally and works closely with governmental, intergovernmental and non-governmental partners. With 166 member states, 8 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants. In support of IOM objectives, immigration and border management (IBM) activities are directed at helping governments develop improved policy, legislation, administrative structures, operational systems and the human resource base to respond more effectively to diverse migration and border challenges and to institute good migration governance. Such activities are designed as partnerships, with the requesting government and other relevant interlocutors working closely with IOM to identify needs, determine priority areas, and shape and deliver interventions. Since realities on the ground and the goals of governments and other actors in migration management change over time in both nature and priority, IBM activities continuously evolve to meet new migration challenges on national, regional and international levels.

Project context:

Starting in 2015, Serbia experienced a surge in mixed migration flows as the Western Balkan Route became an important route for irregular migration to the European Union. This placed a heavy burden on the Western Balkans countries, demanding increased technical capacities of border police for processing and registration of migrants and refugees. They faced issues of hindered development, weak welfare systems and limited institutional capacities. There had been a noted increase of irregular migrants, which puts extraordinary pressure on state services and institutions, especially those dealing with accommodation, care, reception, and other related services. It was determined that increasing irregular migration flows in the longer term, both locally and regionally, would require better preparedness and capacities to ensure effective protection services. In response, IOM implemented the project “Support to Border Police in Addressing Increased Migration Flows along

the Western Balkan Route” to support the Border Police Directorate of Serbia’s Ministry of Interior (MoI) in providing effective responses to these challenges.

The Western Balkan route was closed in March 2016, resulting in fewer arrivals and increasing use of alternative routes through irregular entry and exit points. Irregular entries increased along the border with Bulgaria and FYROM (approx. 300 entries per day), and an increase in exit points along borders with Hungary and Croatia. Migrants and refugees were also exposed to more cross-border smuggling networks and traffickers. Still, the originally identified needs persisted due to an uncertain political and migratory situation in Serbia as well as neighbouring countries. While registration became less necessary than when the route was open, there was still a need to support national capacities in this area. When the project was revised in June 2016, it was determined by the project team in coordination with the Border Police Directorate and the donor that the intended results (objective, outcome and outputs) remained relevant. At the same time, a few adjustments were made to the activities and the budget to remain relevant and respond to emerging needs.

Project design:

This project aimed to improve management of mixed migration flows in the context of the migration crisis by increasing technical capacities of border police, specifically by focusing on trainings to border police, direct services to migrants using IOM mobile teams, and procurement of specialized equipment. ***The project's objective was to contribute to MoI efforts in managing mixed migration flows by increasing the capacities for processing, registration and referral of migrants and refugees.*** To contribute to that objective, the intended outcome of this project was that border police would possess increased technical capacities to receive and process mixed migration flows.

To that end, the project had three intended outputs focused on trainings for border police, direct services to migrants, and equipment procurement:

- ***Border police training:*** Border police staff sensitized and trained in profiling, and referral to assistance for migrants and refugees (Output 1)
- ***Migrant services:*** Information provision, support to registration process and translation services available to facilitate communication with migrants/refugees as well as to increase transportation assistance (Output 2)
- ***Equipment:*** Border police equipment updated and increased (Output 3)

Conclusions:

The project was aligned with national needs, priorities and existing border management measures, and outputs delivered by the project were consistent with intended outcome and objective: to contribute to MoI efforts in managing mixed migration flows by increasing the technical capacities of the border police for processing, registration and referral of migrants and refugees. The project remained relevant even following closure of the Western Balkan route, and it was designed to build on and complement other IOM projects aimed at increasing capacities for managing mixed migration flows in Serbia.

The three outputs (trainings for border police on humanitarian border management, support to IOM mobile teams at reception centres and border crossing points, and equipment procurement for the Border Police Directorate) were successfully achieved through close coordination with government partners, deployment of IOM mobile teams based on evolving migration dynamics, and IOM’s flexible and responsive procurement of equipment to ensure continued relevance to evolving needs and to meet technical specifications. All planned activities were on track to be completed and outputs delivered within the project implementation period (ending on 30 March 2017) at the time of the evaluation field visit, except for a final official handover ceremony, which at the request of the Japanese Embassy was held in April 2017.

Output 1: Humanitarian border management trainings. Humanitarian border management trainings improved knowledge and skills related to migrant rights, protection standards and specific

vulnerabilities, and suggested practical ways to apply the learning to concrete situations. Trainees were pleased with the training content and methods, highlighting the humanitarian border management concept, which was new to them, as well as the usefulness of practical exercises and exchange with colleagues from other border points. They reported being able to immediately apply the skills and knowledge in their daily work, and clarity on which actors to work with and the respective mandates, because of which they feel better equipped to practically respond to challenges of managing mixed migration flows. The trainers (higher-level border police officials) also shared positive feedback and noted institutional ownership and support of the trainings, which is incorporated in their academy's training portfolio and which they are now also promoting among non-border police units. The training package was designed jointly by IOM the MoI, ensuring the content and methods are appropriate and useful, though practical exercises will need to be updated in future as migration dynamics and needs evolve.

Output 2: IOM mobile teams. IOM mobile teams are present daily in all reception centres, enabling them to work closely with the Commissariat for Refugees and Migration, which runs the centres, and respond quickly to any needs or situations that may arise. The teams combine various profiles to provide transportation, health assistance, interpretation and information services, in addition to situation monitoring and tracking. Other actors are present, but generally not every day. In this regard, IOM mobile teams play a key role in responding to a need for improved assistance to migrants and refugees, including vulnerable migrants. In terms of impact and sustainability, the IOM mobile teams provide crucial and much needed direct assistance, but appear to have been planned and implemented only as a short-term gap filling measure without any aspect of longer term capacity building of government or other partners. Continued donor funding is needed to support their operation.

Output 3: Equipment. Equipment procurement remained responsive to needs, shifting from an initial focus on the need for registration equipment and transport for large groups of migrants arriving at border points, to more border surveillance after the route through Serbia was closed. The project provided the government with 11 terrain vehicles, three vans and 68 sets of computers and printers. The Government of Japan through its Embassy in Belgrade provided crucial support by facilitating resolution of the VAT exemption issue and quickly approving changes to procurement plans. IOM staff remained in close coordination with the MoI to ensure that equipment met needs and specifications, and the MoI also worked with IOM to make simpler specifications that IOM could meet more effectively and efficiently. The modalities of funding from the Government of Japan also enabled flexible allocation of equipment to border crossing points based on needs. This is key given the wider development goals that the MoI is striving to address. The MoI is constantly assessing priorities and checking to avoid overlap among funding provided, and aims to ensure support provided for the migration crisis will feed into or complement longer-term development needs. However, constraints are imposed by some donors in the context of the migration crisis, in terms of what needs to fund and what border points to support, which poses challenges in terms of meeting basic equipment needs (air conditioners, uniforms, etc.) and ensuring balanced coverage of needs among all border points.

Although no rights-based or gender analysis was apparent, beyond citing large numbers of vulnerable migrants, nor were there any gender-specific or rights-based results, indicators or gender-disaggregated data, it can be understood implicitly that improper migration management has adverse effects on migrant rights. Project activities (promoting humanitarian border management and sending mobile teams to reception centres and border points to respond to needs of vulnerable migrants) were clearly designed to improve respect, protection and fulfillment of migrant rights. IOM mobile teams were present daily in all reception centres, enabling them to respond to needs as they arise. Finally, keeping in mind the emergency/crisis context, IOM staff reported limited time and resources for in-depth analysis, and that government and donors insisted on immediate reaction and activities in line with the national response plan.

This project had a limited scope in terms of the breadth of needs related to improving migration management. The project was designed to address migration management challenges related to a migration crisis context, in line with a national response plan that focused primarily on providing immediate humanitarian assistance, rather than to strengthen the policy level and overall migration management framework. Therefore, while this project, broader and longer-term impacts in relation to migration management were not the focus of this project. Still, the project did contribute in a small part to improving migration management by complementing existing border management measures and other efforts to improve migration management, including various other IOM projects.

The equipment provided by the project will have long-lasting benefits. The government counterparts noted that the equipment provided was of high-quality and met the specifications required, and a full handover of the equipment was already carried out and a formal ceremony held in April 2017. As for the trainings, border police representatives indicated they will continue to use the curriculum by incorporating it into their existing training portfolio to provide education for all police staff, and can deliver in future based on needs and requests from the field. This indicates strong ownership and institutionalization of the trainings.

Looking forward, there is now more of a need to improve standards in reception centres rather than increasing the reception capacity, in line with the fact that flows have decreased and the stranded migrants present in the country are staying for longer periods of time. At the time of evaluation there were 16 reception centres, of which eight were new since December 2016, and some reportedly had insufficient conditions. Migrants were increasingly willing to discuss options for AVR with IOM staff since late 2016, as they are seeing fewer options following rejection for asylum claims, push-backs and the growing time stranded in Serbia. Equipment is always needed, and the specific equipment needs are always evolving. There is also interest by the government to further scale up the trainings and expand them to a wider audience. Finally, border police staff requested support for cultural awareness and language training to improve interactions and responses to migrants and refugees.

Recommendations:

Recommendations for IOM staff:

- Improve documentation during project monitoring, including documenting progress against planned activities, guidance on carrying out field monitoring visits, and prompt collection and processing of beneficiary lists and pre/post test results, to provide information that can improve implementation and to support both planned evaluations and informal reflection among project staff.
- Improve attention to rights and gender in the design of results and indicators, at a minimum through collection of gender-disaggregated data, and potentially also through rights-based and gender analysis and design of relevant results and indicators.
- Consider including in future projects capacity building support to IOM mobile teams on monitoring practices, gender training and rights-based approaches.
- Consider increasing the timeline for the procurement process to ensure that enough time is allocated to coordinate specific technical requirements.

Recommendations for national partners:

- Consider integrating humanitarian border management content into other future trainings, as the trainees found it highly relevant, useful, and a crucial element for improving migration management practices.

Recommendations for donors:

- Consider analysis of how support for the migration crisis could relate to and impact on broader development needs, and as possible include funding for those needs.

1. Introduction

This final evaluation of the “Support to Border Police in Addressing Increased Migration Flows along the Western Balkan Route” project was commissioned by IOM Serbia. This independent internal evaluation was conducted by Sarah Harris, Regional Monitoring and Evaluation Officer for IOM’s Regional Office in Vienna, which covers Serbia and other Western Balkan countries.

Field visits took place during 21-22 March 2017, just before the end of the project on 30 March 2017. All activities were carried out at the time of the field visit, except for a final handover ceremony that was held successfully by the time this evaluation report was finalized, on 27 April 2017.¹ The evaluator met with partners in Belgrade and visited one border crossing point in Sid, near the northern border with Croatia, including a visit to the reception centre, border police unit and IOM mobile team.

This report first describes the evaluation context and purpose (Section 2) and the evaluation framework and methodology (Section 3). The evaluation findings are then presented (Section 4) followed by conclusions (Section 5) and recommendations (Section 6). The annexes include the terms of reference, a list of documents reviewed, and a list of persons interviewed or consulted.

2. Context and purpose of the evaluation

2.1 Evaluation context

The International Organization for Migration (IOM) is the leading inter-governmental organization in the field of migration globally and works closely with governmental, intergovernmental and non-governmental partners. With 166 member states, a further 8 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants.

In support of overall IOM objectives, immigration and border management (IBM) activities are directed at helping governments develop improved policy, legislation, administrative structures, operational systems and the human resource base necessary to respond more effectively to diverse migration and border challenges and to institute good migration governance. Such activities are designed as partnerships, with the requesting government and other relevant interlocutors working closely with IOM to identify needs, determine priority areas, and shape and deliver interventions. Since realities on the ground and the goals of governments and other actors in migration management change over time in both nature and priority, IBM activities continuously evolve to meet new migration challenges on the national, regional and international levels.

IOM’s Mission in Serbia has carried out a variety of IBM projects over the past years. Starting in 2015, the country experienced a surge in mixed migration flows as the Western Balkan Route became an important route for irregular migration to the European Union. This placed a heavy burden on Western Balkans countries, demanding increased technical capacities of Border Police for processing and registration of migrants and refugees. They faced issues of hindered development, weak welfare systems and limited institutional capacities. There had been a noted increase of irregular migrants, which puts extraordinary pressure on state services and institutions, especially those dealing with accommodation, care, reception, and other related services. It was determined that increasing irregular migration flows in the longer term, both locally and regionally, would require better preparedness and capacities to ensure effective protection services.

IOM implemented this specific project to support the Ministry of Interior (MoI) in providing effective responses to challenges described above. The project was funded by the Government of Japan (specifically, the Permanent Mission of Japan to the International Organizations in Geneva) with a

¹ IOM briefing note of 27 April 2017, “Donation to the Serbian Ministry of Interior from the Government of Japan”
<http://serbia.iom.int/node/183>

budget of USD 900,000. It was implemented from 31 March 2016 to 30 March 2017 in close cooperation with the Border Police Directorate of the MoI.

The project's objective was ***to contribute to MoI efforts in managing mixed migration flows by increasing the capacities for processing, registration and referral of migrants and refugees.***

To contribute to that objective, the intended outcome of this project was that border police would possess ***increased technical capacities*** to receive and process mixed migration flows. To that end, the project had three intended outputs focused on trainings for border police, direct services to migrants, and equipment procurement:

- ***Border police training:*** Border police staff sensitized and trained in profiling, and referral to assistance for migrants and refugees (Output 1)
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- ***Equipment:*** Border police equipment updated and increased (Output 3)

It should be noted that these intended results stayed the same throughout implementation, despite changes in migration flows after the Western Balkan route through Serbia was closed in March 2016. The relevance section of the findings describes the continued relevance of the project design.

2.2 Evaluation purpose

The overall purpose of this evaluation was to assess whether and how the project met its goals and to identify other relevant issues, including the relevance, efficiency, effectiveness, impact and sustainability of the project. Besides the intended direct effects of the project, the evaluation also aimed to assess the broader context, including potential indirect or unintended effects, relationships to other projects, as well as cross-cutting issues. IOM Serbia commissioned the evaluation to identify what worked and what did not and why.

The evaluation will be used by the Mission and by IBM thematic specialists to identify best practices and lessons learned and to help to improve ongoing and future IBM projects in Serbia and beyond. The evaluation will also benefit senior management to assess organizational effectiveness and to enhance organizational learning. IOM will share this evaluation report with the donor and project stakeholders to enhance accountability and demonstrate the value of the project and their support.

2.3 Evaluation scope

This final evaluation covers the entire 12-month implementation period. The field visit was carried out one week before the close of the project, at which point all planned activities were completed except for a formal ceremony for handover of equipment, which took place in April 2017. The field visit included meetings with IOM staff and partners in Belgrade and a field visit to the reception centre, border police office and the IOM mobile unit in Sid, at the border with Croatia.

It was not possible to visit all geographic areas covered under the project. The project was designed to focus on several specific border crossing points (Presevo, Sid, Miratovac, and Dimitrovgrad). However, after closure of the Western Balkan route, migration flows shifted and IOM mobile teams were split up to cover various other entry and exit points based on the shifting migration dynamics. Sid was chosen as the site visit for the evaluation as it combined the possibility to meet with both trained border police officials and trainees, and with one of the largest IOM mobile team.

2.4 Evaluation criteria

The following evaluation criteria were assessed:

1. ***Relevance:*** extent to which the project objective or outcomes remain valid and pertinent either as originally planned or as subsequently modified

2. *Effectiveness*: extent to which a project achieves its objectives or produces its desired results
3. *Efficiency*: how well the resources (funds, expertise, and time) are used to undertake activities, and how well these resources are converted into outputs
4. *Impact*: positive and negative, primary and secondary long-term effects produced by a project, directly or indirectly, intentionally or unintentionally
5. *Sustainability*: the durability of the project's results, or the continuation of the project's benefits once external support ceases
6. *Cross-cutting issues*: issues that should be considered in planning and implementation as they are likely to be affected directly or indirectly by activities
7. *Outlook*: need and potential for follow-up projects and recommendations for future actions

3. Evaluation framework and methodology

3.1 Data sources and collection

The data collection for the evaluation involved desk research and interviews and on-site observations during the field visit:

(a) Desk research:

Review of project documents, reports and training materials (see list, Annex 7.3).
Development of the evaluation matrix (see matrix, Annex 7.2) and planning for interviews

(b) Field visit to Belgrade and border point at Sid:

Briefing with project management staff at the beginning of the field visit.
Semi-structured interviews with key stakeholders (see list, Annex 7.4).
On-site observation at reception centre in Sid.

3.2 Data analysis

The data analysis primarily relied on qualitative analysis of data collected through documents and notes from semi-structured interviews. The evaluator strived to ensure that the assessments were objective and balanced, affirmations accurate and verifiable, and recommendations realistic, and to follow IOM Data Protection Principles, UNEG norms and standards, and relevant ethical guidelines.

3.3 Limitations and mitigation strategies

One limitation was that IOM mobile teams and trained border officials currently operate in a variety of border sites across Serbia. Given the time and budget, it was not feasible to visit all sites. To maximize value added of the two-day field visit, the evaluator visited Sid in addition to meetings in Belgrade, as it is enabled meetings with border police, IOM mobile teams and a reception centre.

The evaluation relied on information provided by IOM staff and by the IOM mobile team in Sid, border officials in Sid, and Border Police Directorate in Belgrade. As the visit to the reception centre was brief, the evaluator could not meet with migrants or other actors present at the centre, from which information could have been gathered on perceptions on the quality of services provided by the IOM mobile teams.

The scope of the field visit and available documentation limited the ability to answer some of the evaluation questions pertaining to efficiency. The questions under impact and sustainability were difficult to answer given the timing of assessing those only at the end of implementation, and questions under cross-cutting issues were difficult to fully assess given the limited time available to cover relevant questions in the short interviews.

4. Findings

4.1 Relevance

The project design, both as originally planned in March 2016 and as modified in June 2016, was consistent with and responded to national needs and priorities and existing border management measures. National strategies and plans for responding to the migration crisis were developed by the Government of Serbia after migration flows shifted in mid-2015 and increasing numbers of migrants and refugees began transiting through the Western Balkan countries towards Europe. A multi-sectoral Working Group for Mixed Migratory Flows was formed by the government to coordinate the process of development of a Government Response Capacity Plan in situations of mass influx of migrants. That plan is updated every three months to add new measures and activities, in addition to other ad hoc updates as needed.

Through close coordination with the Border Police Directorate, IOM developed this project in line with needs assessments and contingency planning carried out by the Working Group. The project focused on increasing capacities of border police and other field staff and on consolidating the coordination framework between central and local levels. The continued relevance to priorities and needs was confirmed by government representatives during the field visit, who highlighted that this is due in large part to close and ongoing communication by IOM. Alignment was also improved through a revision in June 2016 of the project document, in which the results remained the same but some specific activities were amended, as described further below.

The project follows on from other projects implemented in the past, notably a six-month project also funded by the Government of Japan through its Permanent Mission in Geneva, the “Emergency Grant Aid for the Influx of Refugees and Migrants in Europe – Serbia” project implemented from October 2015 to March 2016 (IOM project code TC.0875). That project also aimed to enhance technical capacities to receive and manage increased flows of migrants and refugees. As that project was coming to an end, it was clear that continued and additional support would be needed. The previous project provided timely support to address the most urgent needs and priorities following a sharp increase in the numbers of migrant and refugee arrivals in Serbia and Macedonia, through support for IOM mobile teams to provide interpretation, transportation, monitoring and tracking of the situation; informational flyers in key languages; and two terrain vehicles for the border police.

The current project continued to support IOM mobile teams, information to migrants, and terrain vehicles, and provided training to border police staff and some additional equipment prioritized by the Border Police Directorate. The training responded to an identified need to improve assistance and protection for vulnerable persons within the migrant flows, such as victims of trafficking, stateless and undocumented persons, unaccompanied and separated children and others, while the equipment responded to prioritized needs identified by the Border Police Directorate.

In addition, the project complemented other projects carried out by IOM to contribute to improved border management in Serbia in the context of the migration crisis:

| Project code | Project title | Implementation period | Donor |
|---------------------|---------------------------------------------------------------------------------------------------------------|------------------------------|----------------------------|
| TC.0859 | Increasing Capacities for Addressing Irregular Migration in Serbia | Sep 2015 – Feb 2017 | IOM Development Fund (IDF) |
| TC.0958 | Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey – Component 1 | Sep 2016 – Dec 2018 | EU |
| TC.0903 | Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey – Component 2 | Dec 2015 – Dec 2018 | EU |

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|---------|--------------------------------------------------------------------------------------------------------------------------------|---------------------|----------|
| TC.0953 | Special Measure Supporting the Republic of Serbia to Improve Border Management in the Context of the European Migration Crisis | Sep 2016 – Jun 2017 | EU |
| TC.0991 | Support to Strengthening Migration and Asylum Management in Serbia – Inception Phase | Jan 2017 – Mar 2017 | UK |
| TC.1036 | Support to Strengthening Migration and Asylum Management in Serbia | Jun 2017 – Mar 2018 | |
| TC.0959 | Strengthening Cross-Border Cooperation Along the Western Balkan Route (Croboweb) | Jun 2016 – Sep 2017 | US (INL) |
| TC.0976 | Increasing Access to Protection for Migrants in Serbia and FYROM | Oct 2016 – Sep 2017 | UK |

For instance, the training curriculum used in this project was developed and rolled out under other projects funded by the IOM Development Fund and the governments of Switzerland and the United Kingdom.² The program contents and the methodology were drafted during a workshop of border police heads of departments in April 2016. Based on expertise gained and results achieved through the initial trainings, a handbook on Standard Operating Procedures for Border Police in dealing with a high influx of migrants was published in July 2016. After those initial efforts, the Border Police Directorate shared positive feedback, high level officials were invited to participate as trainers, and the MoI mentioned the training several times in the media, indicating strong buy-in and interest. The MoI requested that support for more of those trainings be included in future projects.

Regional initiatives include the EC-funded “Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey” project, which aims to strengthen national identification, registration and return mechanisms to improve operational responses to mixed migratory flows; and the US-funded “Strengthening Cross-Border Cooperation along the Western Balkan Route (CROBOWEB)” project, which aims to enhance the fight against smuggling of migrants, trafficking in human beings and cross-border crime. The project also complements another Special Measure project funded by the EU that is focused on border surveillance, which focuses on deploying guest officers. Taken together, those projects all intend to contribute to increased capacities of the Serbian border police for managing mixed migration flows.

To also contribute to those goals, the Japan-funded project under evaluation focused on increasing technical capacities among the Serbian border police (Outcome) through trainings for border police, direct services to migrants, and equipment procurement.

The trainings (Output 1.1) responded to a need among border police staff for improved knowledge of Serbian and international protection standards, interviewing skills and procedures for identification of and response to persons with specific vulnerabilities, as well as profiling skills to differentiate between persons with international protection needs and migrants. While border police had some knowledge through their own previous MoI trainings, there was a need to strengthen and expand knowledge and help to apply it practically to concrete situations faced in the context of the migration crisis. The MoI also planned to reallocate other existing staff (i.e. local police units) to support reception and processing of migrants in border areas, and those staff also needed the knowledge and skills to enable them to respond.

² Specifically, the IOM Development Fund project listed in the chart above (TC.0859), a Swiss-funded project “Establishment of an Early Warning Information Sharing Network along the Migration Route from Greece to Hungary and Croatia” (DP.1369) and a UK-funded project “Improving the Response to Increased Migration Flows through the Western Balkans Route” (TC.0914).

The trainings provided under this project used a curriculum that had been developed in early 2016 under separate projects.³ The training program was aimed at improving the ability of police officers in the Serbian MoI to professionally, legally and efficiently perform tasks and assignments in the process of managing increased migration flows. This includes the detection of migrants, admission, interviewing and identification, processing, assistance and information, placement in reception centres and further referral and transfer, all in accordance with national and international legal frameworks. Program content consists of a theoretical part covering (1) legal regulations, (2) human rights and humanitarian approaches to managing migration flows, (3) human access and security challenges, and (4) jurisdiction, place and role of international entities and civil society organizations (IOM, UNHCR, Red Cross, etc.). It also included a practical part to allow police officers to apply their knowledge and skills through situational exercises.

Government counterparts confirmed the relevance of the training program to their needs. Education is a key goal for the MoI and IOM is supporting that goal. The national approach to the migration crisis, as indicated by government representatives, has focused on ensuring a human-centred approach, promoting cultural understanding, and avoiding stereotyping of migrants, and Serbia's humane management of the migration crisis has been noted by IOM and others as setting a positive example for other countries on how to deal with mixed migration flows including stranded migrants. IOM's approach under this project to promote trainings on humanitarian border management is in line with that goal by helping improve protection and assistance for migrants and refugees.

Government representatives noted that the training curriculum used for this project was developed through working group discussions that integrated the experiences and perspectives of a variety of partners involved in the migration crisis. Government representatives reported that the experience of sitting together to exchange experiences led to a curriculum content that was relevant and responsive to the situations that their staff face in the field. Thus, the use of that training curriculum supported the relevance of the planned trainings. While the training curriculum was developed at a time when the route was still open, and the practical exercises were designed to respond to the specific experiences that were being faced at that time, both the theoretical content and practical exercises remained relevant during the project per border police representatives.

The trainees interviewed praised the trainings and noted that they were immediately able to apply the skills and knowledge learned, which demonstrates the relevance of the training content. In addition to the practical exercises, trainees also appreciated the theoretical content. While trainees reported that they had learned much of the content from previous trainings at the border police academy, it was helpful to refresh their knowledge and learn how the relevant national and international laws apply to the migration crisis situations they were now facing, while also learning about international humanitarian law, especially humanitarian border management, as that was a new topic for them. They also noted that the situations faced in the context of the migration crisis were new and challenging, and cited the need to learn how to deal with different vulnerable groups, and to learn about the relevant international organizations and NGOs that should be involved. The training was well designed to provide them with relevant theoretical and practical knowledge.

The IOM mobile teams (Output 1.2) contribute to the intended aim of the project to improve the management of mixed migration flows, particularly given the large number of vulnerable persons within the migrant flows who have different needs due to multiple vulnerabilities. IOM mobile teams are present daily and play a key role in all the centres. Other agencies may go two to three times a week to talk to migrants and prepare reports, but the daily presence of IOM mobile teams enables them to be highly responsive and maintain close coordination with the Commissariat for Refugees and Migration, which runs the centres. The mobile teams combine various staff profiles to provide transportation and health assistance, and each team always includes at least one interpreter,

³ The development of the training curriculum was funded under a separate IOM project.

enabling a range of assistance and support to be provided. The border police expressed appreciation for the IOM mobile teams that they work with, reporting that they interact with them daily.

The equipment provided under the project (Output 1.3) was identified as a priority need by the government in their national response plan to the migration crisis. At the time of project design, the border police needed more technical support to strengthen border surveillance, and to process migrants and refugees in several border police stations along the border. The border police vehicles used for patrolling the border were worn out and insufficient for the number of patrols required. Humanitarian actors in the field were also under-equipped for transporting migrants detected at the border, especially when migrants travel in large groups and there is a need to transport the most vulnerable individuals and families to registration or reception centres. Even after the closure of the Western Balkan route, the need for procurement of equipment remained relevant to achieve project goals, although there was a shift in the precise equipment needed by border police (from registration to surveillance at irregular border crossings) and a shift in the use of equipment by IOM mobile teams (ongoing transport from borders, but also the use of transport to enable stranded migrants to access health and other services).

Taken together, the outputs delivered by the project were consistent with the intended outcome and objective, and build on and complement other IOM projects aimed at improving border management capacities in Serbia. This included funding from the Government of Switzerland, the Government of the United Kingdom and the IOM Development Fund (IDF) to develop the training curriculum used in this project⁴ and carry out the first trainings in April 2016. Relevant regional initiatives include the EC-funded “Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey” project, which aims to strengthen national identification, registration and return mechanisms to improve operational responses to mixed migratory flows; and the US-funded “Strengthening Cross-Border Cooperation along the Western Balkan Route (CROBOWEB)” project, which aims to enhance the fight against smuggling of migrants, trafficking in human beings and cross-border crime. The project also complements another Special Measure project funded by the EU that is focused on border surveillance, which focuses on deploying guest officers.

The Western Balkan route was closed in March 2016, and the project was revised in June 2016 to remain relevant and responsive to the evolving needs. The closure of the Western Balkan route resulted in fewer arrivals and increasing use of alternative routes through irregular entry and exit points. There was an increase in irregular entries along the border with Bulgaria and FYROM (approximately 300 entries per day), and an increase in exit points along borders with Hungary and Croatia. Migrants and refugees were also being exposed to more cross-border smuggling networks and traffickers. However, when the project document was revised in June 2016, it was determined by the project team in coordination with the Border Police Directorate and the donor that the objective, outcome and outputs remained relevant. The identified needs persisted due to an uncertain political and migratory situation in Serbia as well as neighbouring countries. While registration became less necessary than when the route was open, there was still a need to support national capacities in this area. At the same time, a few adjustments were made to the activities and the budget, as described in more detail below under effectiveness, to remain relevant and responsive to emerging needs.

4.2 Effectiveness

Overall, the project was successful in achieving planned outputs and contributing to the expected outcome. However, information on progress against some targets was not available at the time of the evaluation, and will be reported in the final narrative report to the donor. This includes for instance the results of pre- and post-tests on knowledge gained in the trainings. All planned activities were on track to be completed and outputs delivered within the project implementation period, except for a final official handover ceremony, which at the request of the Japanese Embassy was scheduled in April 2017. This evaluation focuses below on effectiveness in terms of the satisfaction of

⁴ As noted in a previous footnote: TC.0859 (IDF), DP.1369 (Switzerland) and TC.0914 (UK).

the target beneficiaries, whether target beneficiaries were reached as expected, and the responsiveness of the project to changing external conditions.

Effectiveness of trainings

It was clear from responses of trainees interviewed that the training was well received, responded to their needs, and they now feel better equipped⁵ to practically respond to challenges of managing mixed migration flows. The trainees were very satisfied with the training content and quality. The trainers (higher-level Border Police Directorate officials) also praised the trainings.

The humanitarian border management topic was new to the border police, and was perceived as highly relevant in helping them to respond to mixed migration flows. It also included attention to working with vulnerable groups, something that trainees interviewed had not addressed in previous MoI trainings. Trainees indicated that they had a basic level of knowledge of national and international legal frameworks before the training, but that the training helped to strengthen existing knowledge while providing new information on international humanitarian law. The trainings clarified procedures for identification of and response to persons with specific vulnerabilities, profiling techniques and procedures for differentiating refugees and migrants. After the training, the trainees interviewed noted it is now clearer how to deal with different vulnerable groups.

The trainings were also perceived as extremely practical, as they were carried out at the border and included both theoretical parts and practical exercises, including an explanation of the mandate and role of the various relevant actors and how to coordinate with those actors in responding to and assisting migrants and refugees. The training covered how to design a proper response that includes all relevant partners. The trainees interviewed noted that before the trainings they were not aware of IOM and its activities, and now they interact daily with IOM mobile teams present in all the reception centres. They are aware of the work and mandate of IOM, including that IOM's main role is providing transportation to the migrants in the centres. After the training, the trainees noted it is now clearer who which actors to work with and their respective mandates.

The selection of trainers and trainees was perceived to be highly effective. Trainings are delivered using MoI certified trainers and the parts relating to the role of international actors are presented by UNHCR and IOM representatives. The trainings also combined staff from various border sites, enabling staff to exchange experiences and learn from challenges faced by their colleagues. Interaction in the training between high-level officials as trainers with the staff working at the borders also helped to improve exchange between the local and national level.

While Sid was mainly an exit point out of Serbia when the route was open, the border police trainees noted they had faced all situations covered by the training, including reception, transit and departure of migrants. Also, even though Sid is mainly an exit point, trainees appreciated the opportunity to strengthen knowledge on profiling and registration. They also appreciated the opportunity to share experiences with colleagues from other border points, notably with another northern border point with Hungary that is also an exit point. By comparing experiences, the trainees in Sid realized that the same exit point situation can be resolved in various ways. Many trainees interviewed regarded this opportunity for exchange as one of the most important aspect of the training.

Various trainees described the ways that they have applied the knowledge learned in their work. They reported facing all the experiences covered in the trainings, and the knowledge they gained has helped them in addressing the challenges. For instance, the access to international legal documents that provide the framework for human rights and the protection of refugees and migrants has helped trainees to pack their response in a different way, and to be more aware of migrant rights. They reported that they had a good level of knowledge before the trainings, but the trainings helped to refresh knowledge and apply it through practical exercises. This practical aspect was noted as another important aspect of the training, as exercises used real examples and situations and gave

⁵ The results of the pre- and post-tests of knowledge gained will be included in the final narrative report to the donor.

trainees a chance to work in small groups with colleagues from different border stations to come up with solutions, and learn from their diverse experiences. The border police also noted improved coordination between border police, with other police officers and with other relevant partners because of the training. Now the border officials know they can rely on other relevant partners to support responses to mixed migration flows.

Effectiveness of the IOM mobile teams

IOM mobile teams are present daily in all reception centres, enabling them to maintain close working relationships with the staff of the Commissariat for Refugees and Migration, which runs the centres, and to respond quickly to any needs or situations that may arise. In Sid, many migrants arrive by train and IOM mobile teams meet them and transport them to the reception centre in coordination with the Commissariat. The mobile teams also transport migrants to local clinics and hospitals, or to nearby centres where they can apply for asylum, which in the case of Sid are 13 km and 20 km away, respectively – distances which are relatively close but not easily accessible on foot. Without such services, they would either need to walk or pay for private transport. This is prohibitive for some migrants, especially those that are ill or have disabilities, and is also not the safest option. The government is only able to provide transportation for large numbers of migrants, and transportation by IOM mobile teams therefore extends access to transport, particularly important for migrants with specific needs or vulnerabilities. In some cases, this support is life-saving, as with a recent example of a man who was transported from Sid to a hospital where he received life-saving care. The IOM mobile team reported that the migrants they assist are grateful for the transportation assistance and IOM is well recognized by other actors for the quality and usefulness of this service.

Since IOM mobile teams are present daily in the reception centres, they can provide daily migrant information sessions. In recent months, mobile teams have been providing more information on assistance for voluntary return and reintegration (AVRR). However, IOM staff noted that smugglers are present and infiltrated in the centres, which effects the impact of the information services provided. While the migrants listen to information on safe migration practices and the conditions they will face when attempting to irregularly cross the border, many still attempt to continue their journeys towards EU countries. IOM staff receive daily reports of migrants coming back with injuries and evidence of torture after being pushed back from Hungary and Croatia.

Finally, IOM mobile teams provide crucial interpretation support. While the various mobile teams across Serbia have differing compositions, they all include at least one interpreter. The border official trainees that were interviewed emphasized the key role that IOM mobile teams play in this regard.

Effectiveness of the equipment procured

The project as of the time of evaluation had successfully procured the planned equipment, which was officially handed over to the government during a formal ceremony on 27 April 2017, delayed a few weeks after the end of the project implementation period at the request of the Japanese Embassy. The project provided the government with 11 terrain vehicles, three vans and 68 sets of computers and printers. The MoI confirmed that equipment was needed and is being used, though it is difficult to measure an increased capacity among border officials to carry out their work. Despite attempts to measure changes, including evaluations carried out every three months by the Working Group to assess progress made in the previous period and inform the next period, government representatives themselves noted the challenges they face in measuring changes in staff capacities or improved practices because of new equipment.

Throughout implementation, project staff remained in close coordination with the MoI to ensure that the equipment provided remained relevant, was provided where it was most needed, was of high quality and met required technical specifications to ensure usefulness and interoperability with existing equipment and equipment being procured through other donors. This was appreciated by the government representatives, who work with many external partners to meet equipment needs

and noted that the procurement process with IOM is always implemented quickly and efficiently, and that efforts are taken to ensure high-quality options are chosen per precise specifications provided.

The project's equipment procurement was responsive to needs, thanks to close coordination between MoI and IOM, as well as flexibility of funding provided by the Government of Japan that allows for equipment to be distributed among the border crossing points based on evolving needs identified by the MoI, as opposed to other donors who specify which border crossing points to support. The government counterparts expressed great confidence in IOM, noting that they have had some difficult experiences with other agencies, but that they place a lot of trust in IOM and appreciate the direct communication enjoyed with the IOM staff with whom they regularly interact, and that this good communication and coordination resulted in effective and efficient procurement.

Responsiveness to changing external conditions

The Western Balkan route was closed in March 2016. A statement was issued by the Government of Serbia on 18 March that entered into force on 20 March. At the time of finalizing the original proposal, it wasn't clear if the expected closure would hold, and project implementation still started as planned on 31 March. The closure of the Western Balkan route resulted in fewer arrivals and increasing use of alternative routes through irregular entry and exit points. There was an increase in irregular entries along the border with Bulgaria and FYROM (approximately 300 entries per day), and an increase in exit points along borders with Hungary and Croatia. Migrants and refugees were also being exposed to more cross-border smuggling networks and traffickers.

In June 2016, the project document was revised. At that time, it was determined by the project team in coordination with the Border Police Directorate and the donor that the objective, outcome and outputs remained relevant despite the changing circumstances. The identified needs persisted due to an uncertain political and migratory situation in Serbia as well as neighbouring countries. While registration became less necessary than when the route was open, there was still a need to support national capacities in this area. At the same time, a few adjustments were made to the activities and the budget. A couple budget lines were removed and a couple others were added, while also using some cost savings resulting from a delayed implementation of the project (as explained below under the efficiency section, the delay was related to a VAT exemption issue). As the start-up delay coincided with revisions based on shifting migration crisis dynamics, this enabled unspent funds from the first months to be reallocated to meet emerging needs.

Initially, the MoI had requested registration equipment and support for rotation, extended shifts and on the job training for its staff, as well as police officers, to carry out registration in response to high volumes of migrant and refugee arrivals. After the closure of the Western Balkan route and decreased numbers of arrivals, the staff rotation plans were adjusted to a level that the MoI could handle without external support. The budget line for engagement of additional police staff was therefore eliminated. As for equipment, the budget lines for dactyloscopy (fingerprinting) equipment and computers and printers for registration were eliminated, and a budget line was added to procure computers, printers, and other IT equipment for border police stations and the procurement of vehicles was increased from three to ten to facilitate access to an increasing number of irregular entry and exit points. This was in line with a need for more technical support to strengthen border surveillance, to process migrants and refugees in several border police stations.

IOM has been extremely flexible in the planned procurement of equipment to ensure continued relevance to evolving needs. A list of needed equipment was provided in the national response plan, and each donor identified what they would provide. During the negotiation phase with Japan, IOM again confirmed with the MoI that there was a continued need. Throughout project implementation, the project staff remained in close coordination with the MoI to ensure that the equipment provided remained relevant and was of high quality and met the required technical specifications.

The revised project budget kept the same level of support for IOM mobile team members, rental vehicles for the mobile teams, and minivans for transfer of vulnerable migrants, but redistributed as

needed to cover relevant border sites. IOM Serbia supports IOM mobile teams with funding from various projects. The project had budgeted for 12 full-time mobile team members working for 12 months each, and in practice had used the budget line to fund 62 mobile team members, each for varying periods of time and in varying border locations. IOM continuously redistributed team members based on evolving needs at the various irregular entry and exit points.

The mobile teams remained responsive as the service and information needs in the centres evolved during the project implementation. For example, IOM made transportation available to access health services in nearby hospitals and clinics as health assistance needs increased in line with the growing amount of time that migrants were stranded in Serbia. The IOM mobile teams also started providing more information on AVRR in response to an increasing interest from migrants, by providing daily information sessions in the centres. As another example, migrants were resistant to move from one of the informal camps established by migrants at the border zone with Hungary (Horgos and Kelebija) after the border closed, despite the isolated location of the camp and the inadequate conditions there, given their desire to remain near the border to be prepared to continue on. Initially UNHCR and the Red Cross provided water and food assistance, as it was located in area that was isolated and difficult to for normal government services to access, and IOM moved mobile team members there to be present daily at the site.

The project originally intended to focus on the following targeted activities:

- Increasing availability of immediate assistance to migrants and refugees at the green border entry point through the establishment of mobile teams (interpreter, IOM staff, nurse) to provide adequate information, enable transfer of the most vulnerable families and individuals and ensure availability of translation services;
- Enabling Police staff rotation and on the job training;
- Registration process: procurement of dactyloscopic and IT equipment necessary for registration;
- Border surveillance and improved conditions for police work: Procurement of three terrain vehicles and three minivans needed for green border patrolling and transfer of police staff;
- Rental of two vehicles for IOM mobile teams' work;
- Rental of additional three minivans for transportation of vulnerable migrants and refugees (particularly women with children, unaccompanied minors, elderly, disabled).

In the revised project document of June 2016, the activities were amended by removing support for staff rotation support and registration equipment, and replacing them with alternate equipment, and increasing the number of terrain vehicles from three to ten. The amended activities were as follows:

- Increasing availability of immediate assistance to migrants and refugees at the green border entry point through the establishment of mobile teams (interpreter, IOM staff, nurse) to provide adequate information, enable transfer of the most vulnerable families and individuals and ensure availability of translation services;
- Profiling and referrals of migrants: procurement of IT equipment necessary for border police stations at the border with FYRoM, Bulgaria, Hungary, etc.;
- Delivery of the training for the BP staff (profiling, and referral to assistance for migrants and refugees);
- Border surveillance and improved conditions for police work: Procurement of ten terrain vehicles and three minivans needed for green border patrolling and transfer of police staff;
- Rental of two vehicles for IOM mobile teams' work;
- Rental of additional three minivans for transportation of vulnerable migrants and refugees (particularly women with children, unaccompanied minors, elderly, disabled).

The revision in June 2016 also included an additional two-day training for border police staff (total of six trainings, rather than five as initially planned).

Consultation and involvement of stakeholders and beneficiaries⁶

The intended partnership and cooperation arrangements established in the project document focused on close cooperation with the Border Police Directorate of the MoI as the national partner. In terms of procurement, IOM was in constant communication with the Border Police Directorate throughout the project, thereby supporting accountability and effectiveness in terms of ensuring that equipment provided continued to align with needs and matched precise specifications. This was appreciated by government representatives, who noted that IOM involved them throughout the procurement process to make sure they are satisfied with the quality and specifications of the goods.

For the trainings, higher ranking officials of the Border Police Directorate participated as trainers, thereby increasing ownership, and the trainings always invited officers from local police stations, including inspectors for foreigners, thereby increasing the effectiveness by expanding the reach of the trainings. The trainers involved in delivering the trainings were also involved previously in development of the curriculum, and the Border Police Directorate plans to continue and use the training program within their existing training portfolio, both a clear demonstration of government ownership and investment into the trainings. As for the IOM mobile teams, the staff work in close coordination with the local border police and with the Commissariat for Refugees and Migration, and the border police interviewed highlighted the good cooperation with the mobile teams.

Other relevant stakeholders listed in the project document include the Working Group on Mixed Migration Flows, UNHCR, Serbian Red Cross, and civil society organizations. Coordination with the Working Group occurs regularly at the coordination meetings organized by the Working group (Commissariat for Refugees and Migration; Ministry of Labour, Employment and Social Policy; and the Ministry of Interior, as the main national partners). The IOM project team was in daily contact with the Border Police Directorate to define and plan the necessary measures and rotation of mobile teams as per dynamics of entries of migrants and refugees. IOM staff reported that coordination with UNHCR was less prominent now that stranded migrants were the main group now as opposed to refugees, a change in the situation compared to two years ago. Also, at the time the proposal was developed, there was more interest from the Red Cross and other civil society organizations in terms of assisting refugees and migrants; activities of these other actors has been coordinated by the Working Group and all actors active in the field followed the priorities defined by the Government. IOM staff reported coordinating with the other mentioned actors as needed, and interacts with all actors present at the reception centres, although the degree of consultation and involvement could not be verified in the scope of this evaluation.

4.3 Efficiency

The project activities were monitored on an ongoing basis with progress being presented to the partners and used as a basis for further adjustments. IOM staff reported that all activities included in the revised project document were carried out before the end of the project, as planned, except for a few delays. This will be confirmed and verified in the final narrative report to the donor. IOM faced some delays in equipment procurement related to negotiation of a VAT exemption and due to the time needed to clarify and confirm technical specifications with the MoI. At the same time, some cost savings were negotiated resulting in increased numbers of IT equipment purchased.

For the VAT exemption, the challenge was that the taxation office interprets each donor agreement, and in the bilateral framework agreement between Serbia and Japan only grassroots projects were mentioned. The taxation office therefore stated they could not approve a VAT exemption. IOM raised the issue directly with the Ministry of Finance. The Japanese Embassy was supportive and helpful in those negotiations, including by facilitating contact with the relevant individuals, and because of the meeting the VAT was immediately granted. However, it took a total of four months to resolve the VAT issue, which delayed the project implementation until July 2016. The negative impact of the

⁶ This responds to a question listed under relevance in the TOR but more accurately relates to the criteria of effectiveness.

delay was mitigated by a no-cost extension from a previous Japan-funded project. The Japanese Embassy was well informed throughout and advised IOM not to begin activities until the VAT issue was resolved. The timing of resolution of the VAT issue was beneficial in terms of allowing for revision of the project document and budget to better respond to the contextual changes.

Once resolved, IOM immediately began the procurement process, though it was still another two to three months before the vehicles could be obtained given the need for terrain vehicles that were not immediately available with local service providers. As for technical specification issues, IOM received the specifications a few months later than planned from the MoI resulting in a delay in procurement processes. Such delay was largely unavoidable as specifications always take time to pass through bureaucracy, both for IOM and for the MoI in their coordination with other donors to avoid overlap, and it is at times hard to meet the specific specifications. However, IOM staff minimized the delay through constant communication, the Government of Japan was quick to approve any changes to procurement plans, and the MoI worked with IOM to make simpler specifications that IOM could meet more effectively and efficiently.

Throughout project implementation, the project staff remained in close coordination with the MoI to ensure that the equipment provided remained relevant, was provided where it was most needed, was of high quality and met required technical specifications. This was appreciated by government counterparts, who work with many partners to meet their equipment needs and noted that the procurement process with IOM is always implemented quickly and efficiently, and that pains are taken to ensure that high-quality options are chosen per precise specifications provided by the MoI, to ensure long-lasting quality and interoperability with other equipment.

The revised project budget kept the same level of support for IOM mobile team members, rental vehicles for the mobile teams, and minivans for transfer of vulnerable migrants, but redistributed as needed to cover relevant border sites. IOM Serbia supports IOM mobile teams with funding from various projects. IOM sought to maximize the use of available resources by covering the funding under various projects. This project budget funded mobile team members for varying periods of time and in varying border locations. IOM continuously redistributed team members based on evolving needs at the various irregular entry and exit points, and maximized resources from several projects that the mobile teams were supporting.

4.4 Impact

As assessment of impact looks at the positive and negative, primary and secondary long-term effects produced by a project, directly or indirectly, intentionally or unintentionally. Assessing impact is a challenging task due to the complexity and cost of measuring change, and the difficulty of establishing cause-and-effect relationships. It was also difficult to assess given the timing of this evaluation, as long-term changes may not yet be apparent. This evaluation therefore focuses on what could be the long-term impacts, and whether the project is moving in the right direction.

The expected outcome was that border police would possess increased technical capacities to receive and process mixed migration flows, which was intended to contribute to the objective of improving MoI migration management efforts. The project document highlights effective regulation of flow, registration, profiling and immediate transport assistance to the most vulnerable as intended changes in terms of the technical capacities of border police. Overall, it was hoped that the MoI would be able to provide more effective responses to challenges posed by increased mixed migration flows in Serbia because of the support provided by IOM under this project. It could be expected that another long-term impact of the project would be improved protection of migrants and refugees.

Regarding effective regulation of flow, registration and profiling of migrants, while no direct evidence of improvements in these areas could be obtained in the scope of this evaluation, there are some indications that progress is being made in that direction. First, training participants felt that they are now able to develop more humane responses and assistance to migrants and thereby improve responses to mixed migration flows. Trainers noted that this type of program enables standardization

of processing and referral of migrants, and that they see progress in terms of moving towards more standardized approaches. Those interviewed reported already seeing improved coordination between border police units, non-border police and other relevant national and international actors in terms of reception and referral to assistance. Second, the new vehicles have contributed to improving border surveillance efforts, as noted by one government representative, who estimates that they can cover ten times more area, and monitor previously inaccessible border points. At the handover ceremony in April 2017, the Minister of the Interior noted that the donated vehicles were expected to increase the efficiency of border police work as well as the safety of border police officers, and that the donated IT equipment would likely increase the efficiency and effectiveness of their work with migrants in the field. At the same time, the fact that equipment needs continue to evolve may lessen any potential long-term impact of the equipment provided by this project.

Regarding immediate transport assistance to the most vulnerable, this was provided directly under the project by the IOM mobile teams, and it is not clear to what extent if any the project, directly or indirectly, contributed to an improvement in the government's own capacities in this area. It did not seem to be an intention of the project to improve long-term transportation capacities. The project document noted that IOM teams at the time of designing the proposal were supporting efforts to regulate the flow, provide information to migrants and refugees, and referral to registration and reception centres, and they continued to do so under this project without any apparent plans to build capacity or otherwise handover that work to the government.

One unintended effect of the project was the use of the training curriculum to promote the work of the border police and the situations they face in addressing mixed migration flows. The training curriculum has been well received by the Border Police Directorate, who in turn have promoted its wider use. The border police noted that it is a huge challenge to explain to others the situation and tasks that they face, and presentation of the training helps them to explain the situation to other departments. After sharing and promoting the training, the Border Police Directorate noted there has been interest from police units in the field (non-border police) to attend this type of training in future, including at least one formal request to date for a training that was being planned for April, which will likely improve coordination and thereby improve management of mixed migration flows.

Overall, although there was little evidence that could be gathered of long-term impacts, the project seems to have helped move things in the right direction. The increase in knowledge among border police has increased their technical capacities, which is helping them to develop more humane and coordinated responses. Combined with the institutional ownership of the training curriculum itself, including integration into its own training portfolio and active promotion of the training, this is the area that will likely have the most long-term impact. The long-term impact of the equipment is unclear, given that it is too soon to assess how the equipment is being used, and the fact that new equipment may be needed as the situation and needs evolve. Finally, the IOM mobile teams also to not appear to have likely long-term impacts; they provide crucial and much needed direct assistance, but appear to have been planned and implemented only as a short-term gap filling measure without any aspect of longer term capacity building of government or other partners.

Overall, this project seems to be moving things in the right direction towards improved migration management. By helping trainees to better approach the issue, by giving them the knowledge and skills to receive, process and refer migrants and refugees for assistance, and by providing them with necessary equipment and vehicles, the project had clear immediate benefits in terms of helping to manage mixed migration flows. It must be kept in mind that this project is one of several national as well as regional projects supported by IOM with the same long-term goal of improving border management in Serbia, and this project builds on and complements those other projects. Any long-term impact would be achieved because of the combined contributions of those and other projects, which could not be assessed within the scope of this evaluation.

4.5 Sustainability

The equipment provided by the project will have long-lasting benefits. The government counterparts noted that the equipment provided was of high-quality and met the specifications required, and a full handover of the equipment was already carried out and a formal ceremony held in April 2017. The high-quality of the equipment will ensure longer term benefits, even though specifications are always changing as new products come out, which may eventually impact interoperability of the equipment. However, the rate of technological improvements is a factor beyond the control of the project, and efforts were made to mitigate it as much as possible by planning and coordinating well the equipment procured from IOM and other donors. Efforts were also made to ensure equipment procured came with warranties: the vehicles procured have a standard warranty of five years, and the computer equipment for two to three years. The equipment provided didn't require any special training to ensure capacities exist to use and maintain them in future, although the MoI noted that such efforts are always undertaken for other IOM-funded projects whether special training is needed. In this case, the border police officers are all familiar with the equipment that was provided.

As for the trainings, border police representatives indicated they will continue to use the curriculum by incorporating it into their existing training portfolio to provide education for all police staff, and can deliver in future based on needs and requests from the field. This indicates strong ownership and institutionalization of the trainings. At the same time, it would be useful to regularly update the training curriculum. Both the theoretical content and practical exercises remained highly relevant during the one-year period of implementation of this project. However, as more time passes the practical exercises will become outdated, and will need to be updated to remain relevant and responsive to needs and situations on the ground. The theoretical component will remain relevant for a much longer time, barring any significant changes to the legal framework. In the case of future updates, the border police representatives indicate that support would be needed and suggest the approach taken by this project, in which the curriculum is developed together with IOM and those involved in the development of the curriculum later help to deliver the trainings.

4.6 Cross-cutting issues

It was not apparent whether any specific rights-based analysis was carried out, and no assessments or reports were cited. The project document did state that large numbers of vulnerable migrants required protection and assistance, including victims of trafficking, stateless and undocumented persons, unaccompanied and separated children and others, and it can be understood implicitly that improper migration management would have adverse effects on the rights of migrants. Also, a rights-based approach was not explicit in the results matrix. There was no explicit mention of rights in an objective, outcome or output, which could have been done for example by stating the objective as "to contribute to MoI efforts in rights-based management of mixed migration flows."

As for gender-sensitive approaches, the project document did not explicitly include gender-specific analysis of needs or the potential implications of the intervention on gender equality for women and men. A gender analysis could have revealed specific actions to promote gender equality. As for inclusion of gender-sensitivity in activities, IOM staff reported that vulnerability assessments were carried out daily during implementation of activities to prioritize women with children, disabled individuals, and unaccompanied children. Gender-specific performance indicators and gender-disaggregated data was not apparent. This could have been useful for instance in tracking the number of beneficiaries assisted (Output 1.2) and monitoring implementation to alert IOM mobile teams to potential gaps.

However, it should be kept in mind that this was an emergency/crisis setting that imposes certain dynamics and methodologies in the field, and in which both the government and donors insisted on immediate reaction and activities had to follow the national response plan. IOM staff reported limited time and resources for in-depth analysis. At the same time, while not based on explicit rights-based analysis, the training curriculum and the IOM mobile team components of the project were

designed to improve respect for migrant rights. The training component was intended to strengthen the capacity of duty-bearers (border police) in their obligations to respect, protect, and fulfil migrant rights through use of a curriculum based on humanitarian border management. The government representatives noted that their national responses are guided by a human-centred response to migration, and the trainings respond to a clear need to improve knowledge and skills among to profile and refer migrants for assistance. The curriculum purpose statement draws attention to rights: "...the topic of human rights of migrants and the challenges to the security of the state is becoming more prominent, important and complex from day to day" and the training modules integrate attention to human rights of migrants by explaining rights principles and relevant laws, the role of police in protecting human rights, and identification of vulnerable migrants, such as unaccompanied children and separated children.

IOM mobile teams were tasked to respond to needs of vulnerable migrants, and the project explicitly aimed to provide immediate transport assistance to the most vulnerable, particularly women with children, unaccompanied minors, elderly and disabled persons. The project also appeared to respond well to shifting migration dynamics by reallocating team members to areas where they were needed, and used an apparently flexible approach IOM in hiring and management of consultants, which likely enabled the project to maximize access to services for vulnerable migrants in different locations.

As for access to services by different beneficiary groups and subgroups and in different locations, IOM mobile teams are present daily in all reception centres, enabling them to respond to needs as they arise. The teams assisted at entry and exit points based on the shifting migration dynamics. Also, trainees noted that trainings helped them to see gaps in terms of responses to different beneficiary groups. Before the training, many were not aware of the protection needs of persons with disabilities, a subgroup whose needs they have observed to be neglected not only by authorities but by other migrants as well. Trainees also noticed that migrants bring different cultural backgrounds, including variations in attitudes towards women. Trainees noted increasing awareness of strained relations between subgroups of migrants from the same country, although they do not feel adequately equipped to plan and target responses given a lack knowledge of each sub-group.

4.7 Outlook

Although donors are currently focused on funding irregular migration, there are any wider development needs and priorities related to migration management capacity constraints but not specifically related to the migration crisis. For example, the new regulation for the Schengen area will likely lead to long lines at the border with Hungary border as EU citizens must now scan their passports. The government also faces challenges in connection to the indicators and timeline of the Action Plan for Chapter 24 relating to EU integration. The MoI is constantly assessing priorities and checking to avoid overlap among the funding provided, and aims to the extent possible to ensure support provided specifically for the migration crisis will feed into or complement its longer-term development needs. However, constraints imposed by some donors in the context of the migration crisis pose challenges, and this relates also to basic equipment needs beyond the specific scope of the migration crisis.

As of the time of the evaluation in March 2016, there were ongoing needs related to capacities for border management, both those related specifically to the migration crisis as well as other needs that were present before but have been exacerbated by the increased pressures that the migration crisis response placed on existing resources. In this regard, the flexibility of the funding provided by the Government of Japan was appreciated, since it enabled equipment to be distributed as needed among the border crossing points. Other donors restrict use of funds to specific border crossings and this creates unequal conditions among staff at different border points, which became apparent during the crisis as border staff were rotated. At times, the improved condition of reception centres creates comparatively better conditions for migrants than for the border police themselves. For example, at the start of the crisis all the donors poured funds into the Presevo reception centre but no corresponding funds were available to also improve the border police building.

Even in the best of times, it is hard for the government to cover basic needs such as uniforms, boots, flashlights and other equipment that is always needed, it wears out quicker during a crisis, and yet it generally attracts less donor funding. These basic needs are more acute now after three years of responding to the migration crisis, with around 3,400 border staff requiring basic equipment. The Border Police Directorate continues to struggle to cover needs such as salaries, building maintenance costs and even air conditioning in the border police units under their current budget, which is part of a common MoI budget and any budget allocations must be requested from the Minister of Finance. The regulations for when to buy new equipment was also designed for normal situations, without considering the increased wear and tear on basic equipment that occurs during a crisis response.

The needs have continued to evolve since the project began in March 2016, even since the project revision in June 2016. At the time the project was designed, the main dynamic was transitory migration through Serbia as migrants and refugees attempted to reach EU countries. After closure of the Western Balkan route in March 2016, many of the migrants have remained stranded in Serbia or attempt to continue their journey irregularly. As such, the migrants are increasingly vulnerable to smugglers and traffickers as they try to continue their journeys, and then to violence and push-backs as they attempt irregularly crossing into neighbouring countries. As migrants remained stranded for longer periods, there are also reportedly more tensions with communities around the reception centres and the health needs of the migrants are increasingly prominent.

At the reception centres, there is more of a need for improving standards, for instance in line with the fact that migrants are staying for longer periods of time, rather than increasing the capacity. The number of reception centres increased to 16, of which eight were new since December 2016, and some of those have reportedly insufficient conditions. IOM staff have also noted an increased interest from migrants to return to their countries of origin. Migrants have been increasingly willing to discuss options for AVR with IOM staff since late 2016, as opposed to previously, as they are seeing fewer options following rejection for asylum claims, push-backs and the growing time spent stranded in Serbia. Equipment is always needed, and the specific equipment needs are always evolving. At the time of the evaluation visit, more vehicles and IT equipment were needed along with other specialized equipment to respond to shifting migration dynamics. For instance, while night vision equipment was needed previously as migrants were attempting night crossings, the modus operandi had shifted and the border police now need scanner to detect migrants hiding in trucks.

There was a recommendation by border police officials to further scale up trainings. The current MoI training plan foresees a need to strengthen procedures and reactions at various border sites, at police stations and deeper into the national territory. The border officials interviewed recommended to include other police units, as the training is relevant to non-border police officials given that they interact with migrants and refugees and such training could help address inconsistencies in reactions. As described previously, the Border Police Directorate has been promoting the training curriculum with other departments and has noted interest in expanding the audience to non-border police units. The practical exercises would need to be adapted, as they were designed specifically for border police, but the topics and literature covered in the curriculum refer to police work in general, not just the border police. In any case, whether used with border or non-border police, the situation on the ground continues to evolve, and the practical exercises should be regularly updated to match the real situation on the ground. If further support is available in future, the Border Police Directorate would be interested in working again with IOM to jointly update the curriculum.

Trainees also requested support for cultural awareness and language training to enable them to improve their interaction and relationship with migrants. They face problems in communicating with migrants, and feel that use of some basic words and phrases could help to establish a connection and improve the dynamic. Border police specifically noted that it would help them to understand differences in cultural attitudes towards women among the migrant populations. Cultural orientation trainings could also help them to communicate properly, including understanding of cultural backgrounds, intergroup dynamics and basic language skills. Interpretation support will continue to be needed to facilitate interactions, mitigate conflictual situations, and ensure migrants receive the

proper assistance and information. IOM mobile teams for instance have provided excellent interpretation support, but IOM cannot participate in push-back situations, for instance, and knowledge of basic phrases could be useful in diffusing tensions.

5. Conclusions

The project was aligned with national needs, priorities and existing border management measures, and outputs delivered by the project were consistent with intended outcome and objective: to contribute to MoI efforts in managing mixed migration flows by increasing the technical capacities of the border police for processing, registration and referral of migrants and refugees. The project remained relevant even following closure of the Western Balkan route, and it was designed to build on and complement other IOM projects aimed at increasing capacities for managing mixed migration flows in Serbia.

The three components of the projects were trainings for border police on humanitarian border management, support to IOM mobile teams at reception centres and border crossing points, and equipment procurement for the Border Police Directorate. All outputs were successfully achieved through close coordination with government partners, deployment of IOM mobile teams based on evolving migration dynamics, and IOM's flexible and responsive procurement of equipment to ensure continued relevance to evolving needs and to meet technical specifications. All planned activities were on track to be completed and outputs delivered within the project implementation period, except for a final official handover ceremony, which at the request of the Japanese Embassy was scheduled in April 2017.

Humanitarian border management trainings improved knowledge and skills related to migrant rights, protection standards and specific vulnerabilities, and suggested practical ways to apply the learning to concrete situations. Trainees were pleased with the training content and methods, highlighting the humanitarian border management concept, which was new to them, as well as the usefulness of practical exercises and exchange with colleagues from other border points. They reported being able to immediately apply the skills and knowledge in their daily work, and clarity on which actors to work with and the respective mandates, because of which they feel better equipped to practically respond to challenges of managing mixed migration flows. The trainers (higher-level border police officials) also shared positive feedback and noted institutional ownership and support of the trainings, which is incorporated in their academy's training portfolio and which they are now also promoting among non-border police units. The training package was designed jointly by IOM the MoI, ensuring the content and methods are appropriate and useful, though practical exercises will need to be updated in future as migration dynamics and needs evolve.

IOM mobile teams are present daily in all reception centres, enabling them to work closely with the Commissariat for Refugees and Migration, which runs the centres, and respond quickly to any needs or situations that may arise. The teams combine various profiles to provide transportation, health assistance, interpretation and information services, in addition to situation monitoring and tracking. Other actors are present, but generally not every day. In this regard, IOM mobile teams play a key role in responding to a need for improved assistance to migrants and refugees, including vulnerable migrants. In terms of impact and sustainability, the IOM mobile teams provide crucial and much needed direct assistance, but appear to have been planned and implemented only as a short-term gap filling measure without any aspect of longer term capacity building of government or other partners. Continued donor funding is needed to support their operation.

Equipment procurement was remained responsive to needs, shifting from an initial focus on the need for registration equipment and transport for large groups of migrants arriving at border points, and then shifting to more border surveillance after the route through Serbia was closed. The project provided the government with 11 terrain vehicles, three vans and 68 sets of computers and printers. The Government of Japan through its Embassy in Belgrade provided crucial support by facilitating

resolution of the VAT exemption issue and quickly approving changes to procurement plans. IOM staff remained in close coordination with the MoI to ensure that equipment met needs and specifications, and the MoI also worked with IOM to make simpler specifications that IOM could meet more effectively and efficiently. The modalities of funding from the Government of Japan also enabled flexible allocation of equipment to border crossing points based on needs. This is key given the wider development goals that the MoI is striving to address. The MoI is constantly assessing priorities and checking to avoid overlap among funding provided, and aims to ensure support provided for the migration crisis will feed into or complement longer-term development needs. However, constraints are imposed by some donors in the context of the migration crisis, in terms of what needs to fund and what border points to support, which poses challenges in terms of meeting basic equipment needs (air conditioners, uniforms, etc.) and ensuring balanced coverage of needs among all border points.

Although it was not apparent that any rights-based or gender analysis was carried out, beyond citing large numbers of vulnerable migrant groups, it can be understood implicitly that improper migration management has adverse effects on migrant rights. Promotion of humanitarian border management among border police staff and sending IOM mobile teams to the reception centres and border points were designed to improve respect for migrant rights. IOM mobile teams were also tasked to respond to needs of vulnerable migrants, and provide immediate transport assistance to the most vulnerable, particularly women with children, unaccompanied minors, elderly and disabled persons.

This project had a limited scope in terms of the breadth of needs related to improving migration management. The project was designed to address migration management challenges related to a migration crisis context, in line with a national response plan that focused primarily on providing immediate humanitarian assistance, rather than to strengthen the policy level and overall migration management framework. Therefore, while this project, broader and longer-term impacts in relation to migration management were not the focus of this project. Still, the project did contribute in a small part to improving migration management by complementing existing border management measures and other efforts to improve migration management, including various other IOM projects.

Looking forward, there is now more of a need to improve standards in reception centres rather than increasing the reception capacity, in line with the fact that flows have decreased and the stranded migrants present in the country are staying for longer periods of time. At the time of evaluation there were 16 reception centres, of which eight were new since December 2016, and some reportedly had insufficient conditions. Migrants were increasingly willing to discuss options for AVR with IOM staff since late 2016, as they are seeing fewer options following rejection for asylum claims, push-backs and the growing time stranded in Serbia. Equipment is always needed, and the specific equipment needs are always evolving. There is also interest by the government to further scale up the trainings and expand them to a wider audience. Finally, border police staff requested support for cultural awareness and language training to improve interactions and responses to migrants and refugees.

6. Recommendations

Based on the findings and conclusion, the evaluator suggests the following recommendations for the consideration of IOM staff, the government and donors:

Recommendations for IOM staff:

- Improve project monitoring by documenting progress against planned activities, guidance on carrying out field monitoring visits, and prompt collection and processing of beneficiary lists and pre/post test results, to provide information that can improve implementation and to support both planned evaluations and informal reflection among project staff.
- Improve attention to rights and gender in the design of results and indicators, at a minimum through collection of gender-disaggregated data, and consider carrying out rights-based and gender analysis during project design and including specific results and indicators, as needed.

- Consider including in future projects capacity building support to IOM mobile teams on monitoring practices, gender training and rights-based approaches.
- Consider increasing the timeline for the procurement process to ensure that enough time is allocated to coordinate specific technical requirements.

Recommendations for national partners:

- Consider integrating humanitarian border management content into other future trainings, as the trainees found it highly relevant, useful, and a crucial element for improving migration management practices.

Recommendations for donors:

- Consider analysis of how support for the migration crisis could relate to and impact on broader development needs, and as possible include funding for those needs.

7. Annexes

Annex 7.1 – Evaluation terms of references

Annex 7.2 – Evaluation matrix

Annex 7.3 – List of documents reviewed

Annex 7.4 – List of persons interviewed or consulted

Annex 7.1 – Evaluation terms of references

Terms of Reference

for a final evaluation of the project

“Support to Border Police in Addressing Increased Migration Flows along the Western Balkan Route”

IOM Project Code: TC.0933

Commissioned by: IOM Country Office in Belgrade, Serbia

1. Evaluation context

Starting in 2015, Serbia has been experiencing a surge in mixed migration flows, demanding increased technical capacities of Border Police for processing and registration of migrants and refugees. Despite the closure of the Western Balkan Route in March 2016, these needs persisted due to the uncertain political and migratory situation in Serbia as well as neighbouring countries. Within this context, the International Organization for Migration (IOM) has implemented a project to support the Ministry of Interior (MoI) in providing effective response to the challenges posed. It should contribute to the already existing border management measures by increasing the capacities of Border Police Units and other field staff and by consolidating the coordination framework between central and local levels. It includes the following activities:

- Increasing availability of immediate assistance to migrants/refugees at the green border entry point through the establishment of mobile teams (interpreter, IOM staff, nurse) that would provide adequate information, enable transfer of most vulnerable families and individuals and ensure availability of translation services;
- Enabling Police staff rotation and on the job training;
- Registration process: procurement of dactyloscopic and IT equipment necessary for registration;
- Border surveillance and improved conditions for police work: Procurement of 3 Terrain vehicles/2 minivans needed for green border patrolling and transfer of police staff;
- Rental of 2 vehicles for IOM mobile teams' work;
- Rental of additional 3 minivans for transportation of vulnerable migrants/refugees, (particularly women with children, unaccompanied minors, elderly, disabled).

The project was implemented between 31 March 2016 and 30 March 2017 in cooperation with Serbian Border Police Directorate, The Working Group on Mixed Migration Flows, Commissariat for Refugees and Migration and in coordination with other relevant partners active in the field (UNHCR, Serbian Red Cross, and civil society organisations). The budget was USD 900,000 and funded by the Permanent Mission of Japan to the International Organizations in Geneva. The project was monitored on an ongoing basis with progress presented to the partners and used as a basis for further adjustments.

The project is happening in the context of a series of complementary IOM Immigration and Border Management (IBM) interventions in Serbia. These include the following:

| | |
|----------------|---------------------------------------------------------------------------------------------------------------|
| TC.0859 | Increasing the Capacity of the Government of Serbia to Address Irregular Migration |
| TC.0903 | Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey – Component 2 |

| | |
|----------------|--------------------------------------------------------------------------------------------------------------------------------|
| TC.0953 | Special Measure Supporting The Republic Of Serbia To Improve Border Management In The Context Of The European Migration Crisis |
| TC.0958 | Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey – Component 1 |
| TC.0991 | Support to Strengthening Migration and Asylum Management in Serbia |
| TC.0959 | Strengthening Cross-Border Cooperation Along The Western Balkan Route (Croboweb) |
| TC.0976 | Increasing access to protection for migrants in Serbia and FYROM |

2. Evaluation purpose

The overall purpose of the final evaluation is to assess whether and how the project has met its objective and to identify relevant issues beyond. More specifically, it will explore the relevance, efficiency, effectiveness, impact and sustainability of each program activity. Beside the intended direct effects of the project, the broader context will also be evaluated, including potential indirect or unintended effects, relationships to other projects and partners, as well as cross-cutting issues.

IOM would like this evaluation to be carried out in order to identify what worked and what did not and why. This will allow the project team to identify best practices and lessons learned and help management to improve ongoing and future IBM projects in Serbia and beyond. The evaluation will also benefit senior management to assess organizational effectiveness in implementing a strategy and to enhance organizational learning. IOM will share the evaluation report with the donor and the project stakeholders to enhance accountability and demonstrate the value of the project and their support.

3. Evaluation scope

The final evaluation will cover all phases of the project “Support to Border Police in Addressing Increased Migration Flows along the Western Balkan Route”. This involves the design process, implementation and results achieved. The assessment is scheduled to take place in March 2017 and will include a field visit from 21 - 22 March 2017 to Serbia, followed by a synthesis phase. The final report will be available by 30 April 2017.

The field visit will include meetings and interviews with the following stakeholders:

- IOM Country Office in Belgrade which has acted as implementing mission;
- MoI Directorate which is one of the main beneficiaries;
- Embassy of Japan in Belgrade, as representative of the donor;
- Commissariat for Refugees and Migration with which IOM coordinated during the project planning and implementation
- Trainers and trainees from the Border Police Department in Sid – one of the Border Crossing Points (BCP) at which project activities have been implemented;
- IOM implementation team in Sid; and
- Reception Centre in Sid.

4. Evaluation criteria

The final evaluation will be in line with IOM internal evaluation guidance documents such as the “IOM Regional Office Vienna Monitoring and Evaluation Toolkit” (2017), “IOM Project Development Handbook” (2017 forthcoming), “IOM Evaluation Guidelines” (2006) and IOM Internal Guidance Notes related to Immigration and Border Management. The following evaluation criteria endorsed by the OECD-DAC as well as cross-cutting issues will be assessed:

8. **Relevance:** is the extent to which the project objective or outcomes remain valid and pertinent either as originally planned or as subsequently modified.
9. **Effectiveness:** is the extent to which a project achieves its objectives or produces its desired results.
10. **Efficiency:** is how well resources (funds, expertise, and time) are used to undertake activities, and how well these resources are converted into outputs. Related to this is the notion of cost-effectiveness, which is whether the project outcomes were achieved at a minimal or the lowest possible cost (that is, whether the project benefits justify the costs).
11. **Impact:** is an evaluation criterion that assesses the positive and negative, primary and secondary long-term effects produced by a project, directly or indirectly, intentionally or unintentionally.
12. **Sustainability:** is the durability of the project's results, or the continuation of the project's benefits once external support ceases.
13. **Cross-cutting issues:** should be taken into account in the planning and implementation of Project/Programmes as they are likely to be affected directly or indirectly by the activities (e.g. democracy and human rights; gender equality).
14. **Outlook:** should assess the need and potential for follow-up projects and give recommendations for future related actions.

The evaluator will take into account above criteria and cover them in the final report, presenting the challenges encountered during the evaluation period and providing a description of lessons learnt and recommendations for future programming.

5. Evaluation questions

Specific questions that will be addressed within the evaluation criteria listed above are:

- a) **Relevance:**
 - Do the project's expected outcomes and outputs remain valid and pertinent either as originally planned or as subsequently modified?
 - Are the project activities and outputs consistent with the intended outcomes and objective?
 - To what extent were stakeholders and beneficiaries consulted and involved in the implementation of activities, thereby improving ownership, accountability and effectiveness?
- b) **Effectiveness:**
 - Have the project outputs and outcomes been achieved in accordance with the stated plans?
 - Are the target beneficiaries being reached as expected and satisfied with the services provided? Are there any factors that prevent them from accessing the results/services/products?
 - To what extent has the project adapted or is able to adapt to changing external conditions in order to ensure project outcomes?
- c) **Efficiency:**
 - How well are the resources (funds, expertise and time) being converted into results? Are the costs proportionate to the results achieved?
 - To what degree are inputs provided or available in time to implement activities from all parties involved?
 - To what extent are activities implemented as scheduled?
- d) **Impact:**
 - Which positive/negative and intended/unintended effects are being produced by the project?
 - Does the impact come from the project activities, from external factors or from both?

- Did the project take timely measures for mitigating any unplanned negative impacts?
- e) Sustainability:**
- Will the benefits generated by the project continue once external support ceases?
 - Is the project supported by local institutions and well integrated into local social and cultural structures?
 - Do the project partners have the technical, financial and managerial capacity and are they committed to maintaining the benefits of the project in the long run?
- f) Cross-cutting issues:**
- Was a rights-based analysis carried out to ensure the needs of disadvantaged groups were taken into account in the design of component activities?
 - Is the project helping to ensure respect for any relevant human rights and not cause them to be reduced in any way?
 - Was a gender-sensitive approach employed? To what extent will/could the gender-sensitive approach lead to an improved impact of the project?
 - Is specific attention being given to access to services by different beneficiary groups and subgroups and in different project locations?
- g) Outlook:**
- To what extent are the project activities connected to longer term development concerns?
 - What are the remaining gaps and needs of partners and beneficiaries related to the project objective?
 - Is there demand for follow-up projects? What should they involve?

6. Evaluation methodology

The main phases of the evaluation will be 1) desk research, 2) field visit and 3) synthesis. They will involve the following methodologies:

- a) Desk research:**
- Review of all project documents (project proposal, budget, interim reports, etc) and documents shaping the wider strategy, as well as relevant information about the context of the activities
 - Design of a detailed work plan guided by the Regional Office Vienna Monitoring and Evaluation Toolkit (2017)
- b) Field visit:**
- Briefing meeting with project management staff at the beginning of the field visit
 - In-depth interviews with key project partners and relevant stakeholders, especially:
 - IOM Country Office in Belgrade
 - MoI Directorate
 - Embassy of Japan
 - Trainers and trainees from the Border Police Department in Sid
 - IOM team in Sid,
 - Questionnaires will be sent and disseminated among those stakeholders who could not participate in the interviews in order to guarantee broader coverage
 - On-site observation at Sid BCP and Reception Centre
- c) Synthesis:**
- Analysis of the data collected
 - Preparation of the draft report
 - Revision and finalization of the final evaluation report

The evaluation must follow the IOM Data Protection Principles, UNEG norms and standards for evaluation, and relevant ethical guidelines. The evaluator will make sure that assessments are objective and balanced, affirmations accurate and verifiable, and recommendations realistic.

7. Evaluation deliverables

The evaluator will share an evaluation plan as well as the questionnaire used for the interviews prior to the assessment. A draft final report will be handed in to IOM Serbia and Regional Office Vienna for review by 24 April. Revisions will be made based on their comments and corrections and the final report will be available by 30 April.

The report will have the following outline:

- Executive Summary
- Background
- Methodology
- Analysis and findings
- Recommendations
- Annexes

8. Evaluation work plan

| Activity | Days | Responsible | Location | Timeframe |
|-------------|------|---------------------------------------------------|---------------------------|---------------------|
| Desk review | 5 | Evaluator | Home-based | Until 20 March 2017 |
| Field visit | 2 | Evaluator, IOM Serbia | Serbia (Belgrade and Sid) | 21-22 March 2017 |
| Synthesis | 21 | Evaluator | Home-based | Until 24 April 2017 |
| Corrections | 5 | Evaluator, IOM Serbia, IOM Regional Office Vienna | Home-based | Until 30 April 2017 |

Annex 7.2 – Evaluation matrix

| Criteria | Questions | Sub-questions | Sources of data | Data collection tools |
|----------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------|-------------------------------|
| 1. Relevance: | Do the project's expected outcome and outputs remain valid and pertinent either as originally planned or as subsequently modified? | Does the project design continue to respond well to the current dynamics of the migration crisis in the Western Balkans? Did the revised proposal respond well after the closure of the route after March 2016? And have there been any changes to the context since the revision in June 2016, and is the project still relevant to it? | Project staff Border Police Directorate | Interviews |
| | | What were the specific modifications made to the results matrix? | Project documents Project staff | Document review Interviews |
| | | Do the planned outputs and outcomes remain valid in terms of government priorities? | Border Police Directorate | Interviews |
| | Are the project activities and outputs consistent with the intended outcomes and objective? | Are the planned activities and outputs well designed to achieve the outcomes and objective? Did the revised activities remain valid? | Project documents Project staff | Document review Interviews |
| | | Would other activities have been more useful in achieving outcome (increased technical capacities) and objective (managing mixed migration flows)? | Project staff Border Police Directorate | Interviews |
| | To what extent were stakeholders and beneficiaries consulted and involved in the implementation of activities, thereby improving ownership, accountability and effectiveness? | | Project staff Border Police Directorate Border police staff | Interviews |

| | | | | |
|--------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------|-------------------------------|
| 2. Effectiveness: | Have the project outputs and outcome been achieved in accordance with the stated plans? | Have each of the three outputs been achieved? | Project staff Border Police Directorate | Interviews |
| | | Has the outcome been achieved, or is likely to be achieved? | Project staff Border Police Directorate Border police staff | Interviews |
| | Are the target beneficiaries being reached as expected and satisfied with the services provided? Are there any factors that prevent them from accessing the results/services/products? | Has the project delivered planned results to the intended beneficiaries? | Project documents Border Police Directorate Border police staff | Document review Interviews |
| | | Has the project met expectations? | Border Police Directorate Border police staff | Interviews |
| | To what extent has the project adapted or is able to adapt to changing external conditions in order to ensure project outcomes? | | Project staff Project documents | Interviews |
| 3. Efficiency: | How well are the resources (funds, expertise and time) being converted into results? Are the costs proportionate to the results achieved? | | Project staff Project documents Budget / burn rate | Document review Interviews |
| | To what degree are inputs provided or available in time to implement activities from all parties involved? | | Budget / burn rate Project staff | Document review Interviews |
| | To what extent are activities implemented as scheduled? | Was a work plan used to monitor activities? Were any delays experienced? | Project staff | Interviews |
| 4. Impact: | Which positive/negative and intended/unintended effects are being produced by the project? | Related: To what extent has this contributed to results produced/services/products provided? To what extent did the project management take appropriate measures? | Border Police Directorate Border police staff Project staff | Interviews |
| | Does the impact come from the project activities, from external factors or from both? | | Border Police Directorate Border police staff Project staff | Interviews |
| | Did the project take timely measures for mitigating any unplanned negative impacts? | | Border Police Directorate Project staff | Interviews |

| | | | | |
|---------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|-------------------------------------------------------------------|-------------------------------|
| 5. Sustainability: | Will the benefits generated by the project continue once external support ceases? | | Border Police Directorate Project staff | Interviews |
| | Is the project supported by local institutions and well integrated into local social and cultural structures? | | Border Police Directorate Border police staff Project staff | Interviews |
| | Do the project partners have the technical, financial and managerial capacity and are they committed to maintaining the benefits of the project in the long run? | | Border Police Directorate Project staff | Interviews |
| 6. Cross-cutting issues: | Was a rights-based analysis carried out to ensure the needs of disadvantaged groups were considered in design of component activities? | | Project documents Project staff | Document review Interviews |
| | Is the project helping to ensure respect for any relevant human rights and not causing them to be reduced in any way? | | Project documents Project staff | Document review Interviews |
| | Was a gender-sensitive approach employed? To what extent will/could the gender-sensitive approach lead to an improved impact of the project? | | Project documents Project staff | Document review Interviews |
| | Was a gender-sensitive approach used in trainings or employed by trainees in their work? | | Project documents Border police staff Project staff | Document review Interviews |
| | Is specific attention being given to access to services by different beneficiary groups and subgroups and in different project locations? | | Project documents Project staff | Document review Interviews |
| 7. Outlook: | To what extent are the project activities connected to longer term development concerns? | | Border Police Directorate Project staff | Interviews |
| | What are the remaining gaps and needs of partners and beneficiaries related to the project objective? | | Border Police Directorate Border police staff Project staff | Interviews |
| | Is there demand for follow-up projects? What should they involve? | | Border Police Directorate Border police staff Project staff | Interviews |

Annex 7.3 – List of documents reviewed

- Original project document (narrative and budget), March 2016
- Revised project document (narrative and budget), June 2016
- Training curriculum content and overview
- Training pre- and post-test questionnaire template
- Proposals and reports from other IOM projects:
 - Proposal and interim narrative report of IDF-funded project “Increasing the Capacity of the Government of Serbia to Address Irregular Migration” (TC.0859)
 - Proposal for UK-funded project “Support to Strengthening Migration and Asylum Management in Serbia – Inception Phase” (TC.0991) and proposal for a next phase
 - Proposal for the XXX-funded project, “Improving the Response to Increased Migration Flows through the Western Balkan Route” (TC.0875)
 - Proposal for the EU-funded project, “Special Measure Supporting the Republic of Serbia to Improve Border Management in the Context of the European Migration Crisis” (TC.0953)
 - Proposal for the EU-funded project, “Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey – Component 1” (TC.0958)
 - Proposal for the EU-funded project, “Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey – Component 2” (TC.0903)
 - Proposal for the INL-funded project, “Strengthening Cross-Border Cooperation Along the Western Balkan Route (Croboweb)” (TC.0959)
- Press note, “Donation to the Serbian Ministry of Interior from the Government of Japan”, April 2017, IOM Mission in Serbia

Annex 7.4 – List of persons interviewed or consulted

- Lidija Markovic, Head of Office, IOM Mission in Serbia
- Milovan Batak, Project Coordinator, IOM Mission in Serbia
- Three representatives of the Border Police Directorate
- Ten border police trainees working in Sid and three higher level border official trainers
- Mr. Dusan Arbutina, Analyst on Economic Affairs, Economic Section, Embassy of Japan