



International Organization for Migration (IOM)
The UN Migration Agency

Evaluation Report

Internal independent final evaluation of Programme Migration for Development II - Supporting the Albanian Institute of Statistics (INSTAT) in Conducting a National Household Migration Survey (HMS)

Evaluator: Agnes Ebenberger, Immigration and Border Management Coordinator,
IOM Regional Office for South-Eastern Europe, Eastern Europe and Central Asia

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This evaluation report is complemented by a two-page evaluation brief that summarizes the key findings, conclusions, and recommendations.

Executive summary

This report presents the results of an internal independent final evaluation of the project “Supporting the Albanian Institute of Statistics (INSTAT) in Conducting a National Household Migration Survey”.

Context: In the last two decades, Albania has gone through significant changes in its population structure. Emigration is the most important reason for a considerable decline in the resident population, while a substantial proportion of the population has moved internally within Albania.

Project summary: With the objective to contribute to the improvement of migration data in Albania that can be used for policy development and implementation based on data and evidence, this project supports the rollout of the Household Migration Survey (HMS), as well as focus groups (FGs) and key informant interviews (KIIs) in local communities which have been receiving the highest proportion of returnees. The project’s expected outcome is that the Government of Albania and other stakeholders on international migration, internal mobility and returnees in Albania, can use accurate, reliable and timely data and research when formulating, implementing, monitoring and evaluating migration related policies and programs, as well as re- integration schemes for returned migrants. Project outputs and activities focused mainly on enhanced capacities of INSTAT to conduct the HMS through trainings, equipment and technical support; conducting the KIIs and FGs; as well as publication and dissemination of findings.

Purpose: The purpose of the evaluation is to generate findings, conclusions and recommendations, which will serve as inputs for the IOM country office in Albania, the Donor (GIZ) and for involved stakeholders to inform and improve their future programming and strengthen their ability to deliver high quality results.

Scope: The scope of this evaluation encompasses the outcome and objective level of the results and cover the project implementation from the beginning until the time of the evaluation.

Methodology: Desk review and stakeholder interviews

Conclusions

Relevance: The project was designed in close coordination with the key partner and beneficiary (INSTAT) and the donor (GIZ). The project is fully aligned with national needs and priorities, notably the Albanian Migration Strategy and Action Plan 2019 – 2022 and United Nations Development Assistance Framework (UNDAF), highlighting the need for comprehensive and reliable migration data. No other stakeholders such as end users of the data (government actors, service providers, NGOs, academia) were directly consulted during project development.

Effectiveness: The project’s outputs and outcome have widely been achieved as planned. Only the presentation of findings could not take place in a national conference, due to COVID-19. As a mitigating measure they were disseminated in electronic format, although this may not achieve the same visibility. Project partners appreciated the close and effective coordination throughout the project. The approach of combining a large-scale quantitative survey (HMS) with in-depth qualitative research (KIIs and FGs) provides relevant and useful data to understand numbers, needs and intentions of returnees. As part of the methodology, an innovative approach was applied to estimate the number of households that emigrated by interviewing their neighbours. Gender equality was taken into consideration by encouraging gender parity in interview participants and enumerators, gender-sensitive interviewing techniques, as well as disaggregation of data and analysis of variables by sex.

Efficiency: The project required three extensions, tripling the envisaged implementation period from 6 to 19 months. This was caused partly by unforeseeable external factors hindering survey implementation, namely major earthquakes and COVID-19 pandemic, and partly by delays in project

inception. The initially planned project duration of 6 months is not sufficient for a survey of over 20,000 households. Furthermore, the management of the implementing partner contract has been challenging and required more time and human resources than expected. The project benefited from synergies with other initiatives, such as access to key informants from a parallel GIZ-funded statistics project. Project resources were efficiently monitored and managed according to strict IOM standards and procedures.

Impact: It is too early to draw conclusions on the long-term impact of the project. The findings of the surveys have the potential to inform policy, programming and research related to returnees, (future) migrants, and diaspora. Several unintended effects are already visible. Notably, the statistics software and tablets for data collection procured within the project and the enhanced data collection and analysis skills will benefit INSTAT for various other future surveys, including the national census.

Sustainability: The project's benefits are expected to remain relevant and in use in the future. The findings can inform policy, programming and research and the procured equipment and enhanced skills will remain useful in future surveys. It has been recommended to conduct the HMS every five years in order to update the data. It is likely that INSTAT would require financial and potentially also some technical support in order to roll out a next phase. In the future, additional and less resource-intensive sources for migration data could be explored, particularly use of administrative data.

Lessons learned and suggestions for future programming

In future projects, IOM Albania may want to consider the following:

1. Plan for an adequate timeframe of more than 6 months when implementing large-scale surveys in cooperation with several project partners
2. Ensure already at project development stage availability of sufficient time and resources for management and rollout of implementing partner contracts with government agencies to explain and support with reporting obligations and considering different financial arrangements
3. Involve Eurostat and potentially also EU national statistics agencies in development and implementation of statistics projects for mutual sharing of experience and best practices
4. Make use of the findings and recommendations based on the HMS, KIIs and FGs for development of future / follow-up projects
5. Support INSTAT in repeating the HMS after five years, if requested and funded, and include additional in-depth questions in the survey.

Recommendations for concrete follow-up action

Within the next four months, IOM Albania is recommended to:

1. Hold (virtual) meetings with stakeholders – either as dedicated meetings or as part of regular meetings with partners – to discuss the key findings and the way forward in terms of addressing identified gaps and needs through policy and programming, including ways in which IOM may be able to support
2. In cooperation with GIZ and INSTAT, organize a (virtual) conference for key stakeholders and end users of the data and findings, such as relevant ministries and governmental agencies, development partners, regional and international organizations, NGOs, and academia, as well as other interested parties
3. Publish the report covering the key findings of the HMS, KIIs and FGs on the IOM Albania and share with IOM Regional Office Vienna for publication on the regional website
4. Share a summary of the project and the report covering the key findings of the HMS, KIIs and FGs within IOM, in particular with the Global Migration Data Analysis Centre, and Regional thematic Specialists for Displacement Tracking Matrix, Migrant Protection and Assistance, and Labour Mobility and Human Development.

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List of acronyms

CAPI	Computer Assisted Personal Interview
CESS	Centre for Economic and Social Studies
EU	European Union
Eurostat	Statistical Office of the European Union
FG	Focus Group
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HMS	Household Migration Survey
INSTAT	Albanian Institute of Statistics
IOM	International Organization for Migration
KII	Key Informant Interview
MED-HIMS	Household International Migration Surveys in the Mediterranean countries
NGO	Non-Governmental Organization
PAPI	Paper Assisted Personal Interview
UN	United Nations
UNDAF	United Nations Development Assistance Framework

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1. Introduction

This report presents the internal final evaluation of the project “Supporting the Albanian Institute of Statistics (INSTAT) in Conducting a National Household Migration Survey (HMS)”. The project was funded by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and implemented by the International Organization for Migration (IOM) between December 2018 and June 2020.

Chapter 2 of the report explains the context and purpose of the evaluation, chapter 3 elaborates on the methodology, chapter 4 presents the main findings, chapter 5 summarizes the conclusions, and chapter 6 derives learnings and recommendations.

2.1 Evaluation context

In the last two decades, Albania has gone through significant changes in its population structure. Emigration is the most important reason for a considerable decline in the resident population from 3,182,417 in 1989 to 2,800,138 in 2011¹. These migration trends, despite positive effects, may pose a burden to the country’s social and economic development in the coming years, in particular to the hosting communities with low resources, if not well governed. Therefore, integration of returnees represents both challenges and opportunities for policy makers.

In addition, a substantial proportion of the population has moved internally within Albania within an on-going process of urbanization. During the communist regime, the movement of people was strictly planned and regulated. Albania also remains a transit country for immigration to the EU member states for migrants coming from MENA² countries. The number of foreigners residing in Albania is 12 906 at approximately 0.4 % of the local population.³

Given the scale and dimensions of both internal and international migration in Albania, the capturing of relevant and accurate data on migration is critical for a full understanding of the country’s broader population and economic development. However, there has been a lack of comprehensive, scientific data regarding the determinants, dynamics and consequences of international and internal migration in the country.

In response, the GIZ-funded project “Supporting INSTAT in Conducting an HMS” was implemented with the aim to contribute to filling this data gap on international migration and mobility within the country through a specialized national HMS of over 20,000 households in Albania. This should provide data and evidence for various ministries and governmental organizations, development partners, regional and international organizations, non-governmental organizations (NGOs), academia, research and policy study centres working in the field of migration, as well as countries of destination for Albanian migrants, for formulating, implementing, monitoring and evaluating migration related policies and programs, including reintegration schemes for returned migrants. The HMS was conducted by INSTAT, as the project’s implementing partner, and supported by IOM among others through trainings, procurement of equipment, and expert support.

In addition, the project conducted 12 focus groups (FGs) with returned migrants to examine their reintegration experience, as well as key informant interviews (KIIs) in those local communities which have been identified as receiving the highest proportion of returnees relative to their population size to better understand the specific challenges of such communities. FGs and KIIs were carried out by the Centre for Economic and Social Studies (CESS).

The project has been extended three times: (i) From 31 May 2019 to 31 December 2019 due to delays in the inception phase (ii) from 31 December 2019 to 31 March 2020 due to delays caused by the

¹ INSTAT; POPULATION AND HOUSING CENSUS 2011, Tirana 2012 p. 65.

² Middle East and North Africa

³ Ministry of the Interior, Republic of Albania, MIGRATION PROFILE 2017, Tirana 2018.

major earthquakes that hit Albania in September and November 2019 and (iii) from 31 March to 30 June 2020 after the situation created by COVID-19 pandemic.

2.2 Evaluation purpose

This evaluation generated findings, conclusions and recommendations, which will serve as inputs for IOM (particularly the country office in Albania), the Donor (GIZ) and INSTAT to inform and improve their future programming. Also it will serve for INSTAT to strengthen their ability to deliver high quality results in migration statistics.

2.3 Evaluation scope

The scope of this evaluation encompasses the outcome and objective level of the results and covers the project implementation from the beginning until the time of the evaluation. Outputs were not examined explicitly, but implicitly with the review of the achievements of the project's outcomes and objectives. Stakeholders were consulted for the evaluation, including IOM staff managing the project, implementing partners and beneficiaries. Conclusions and recommendations for future / similar programming are also provided.

A field visit was foreseen to take place in Tirana where all the relevant stakeholders are located. However, due to restrictions of international travel caused by the COVID-19 pandemic, the evaluation was carried out remotely through videoconferencing tools.

2.4 Evaluation criteria

In response to the evaluation purpose stated above, the evaluation looks into five of the main OECD/DAC evaluation criteria (relevance, effectiveness, efficiency, impacts and sustainability). Particular attention is also paid to cross-cutting themes of human rights and gender equality.

2.5 Evaluation questions

Based on the evaluation criteria, a set of evaluation questions were proposed by the commissioner of the evaluation (IOM Mission in Albania). These are presented below in Table 1.

Table 1: Key evaluation questions

Criteria	Key Evaluation Questions
Relevance	<p>1. To what extent were the needs of stakeholders and beneficiaries taken into account during project design?</p> <p>15. Was the project designed and planned, taking into consideration a gender analysis and needs assessment?</p> <p>2. To what extent do the intended outcomes and objective remain valid and pertinent in terms of alignment/support of relevant national needs and priorities?</p> <p>3. Are the project activities and outputs consistent with the intended outcomes and objective?</p>
Effectiveness	<p>4. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix?</p>

	<p>16. Has the data collected (during implementation) been appropriately disaggregated (e.g. by age, disability, displacement, ethnicity, gender, nationality, migration status)?</p> <p>5. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?</p> <p>6. What major internal and external factors have influenced (positively or negatively) the achievement of the intended results and how have they been managed?</p>
Efficiency	<p>7. How efficient was the overall management of the project? To what degree were inputs provided/available on time to/from all parties involved to implement activities?</p> <p>8. Were project resources (funds, time, staff) monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost extension? If so, why?</p>
Impact	<p>9. Are there any unintended results already visible (whether positive or negative, including short and long-term changes)?</p> <p>10. Were results achieved in adherence to equity, gender equality and other human rights? And how sustainable are these likely to be?</p> <p>11. To what extent did the project activities likely contribute to the observed results (intended and unintended)? Are there any contribution from external factors?</p>
Sustainability	<p>12. Did the project take specific measures to guarantee sustainability?</p> <p>13. Are the benefits generated by the project likely to continue without external support? Why or why not?</p> <p>14. Do the project's partners have financial capacity to maintain the benefits of the project in the long run?</p>

3. Evaluation framework and methodology

3.1 Data sources and collection

The major data collection methods for this evaluation have been desk review of relevant documents as well as stakeholder interviews. Where possible, collected data was triangulated by cross-checking different sources in order to obtain a diversity of perspectives and minimize potential bias.

Desk review: The evaluator relied mainly on documents already collected/available, provided by the project management team, including project documents, donor reports, output reports, and other project-related documents. In addition, the evaluator reviewed relevant national and international strategic documents as well as reports on HMS conducted by other countries. For a full list of reviewed documents, please refer to Annex II.

Stakeholder interviews: Semi-structured interviews were conducted with a variety of stakeholders through videoconferencing tools. Interlocutors were proposed by the project management team and agreed on in consultation with the evaluator. Not all planned interviews could take place due to absences in the summer period but it could be ensured that at least one interview was conducted for each major stakeholder group (project management team, main beneficiary and implementing partner INSTAT, CESS, external expert consultant). For a full list of interviewed stakeholders, please refer to Annex III.

3.2 Data analysis

Qualitative and quantitative data collected through desk review and interview data were analysed relationally in order to assess whether and how they contradict or reinforce one another. The

evaluation matrix guided the coding and analysis process. Major themes confirmed across data sources were organized in relation to the evaluation criteria and will be presented accordingly in Chapter 4 of this report. Based on the findings, the evaluator identified conclusions and developed a set of recommendations that could inform future programming (Chapter 6).

3.3 Limitations and mitigation strategies

There are a number of possible limitations to this evaluation. Interview participants could have been affected by social desirability bias, i.e. the tendency to answer questions in a manner that will be viewed favourably by others. The fact that they may expect to benefit from future similar projects may have also biased responses, for example through exaggerating positive results and future needs. The purpose and process of the evaluation were explained in detail at the beginning of each interview, focusing on the benefits that it can bring for all stakeholders when they respond truthfully. It was ensured that interlocutors understood that their inputs were confidential and reported in aggregate, without mentioning of names of individuals. No IOM staff were present during interviews conducted with project stakeholders.

As many of the project's products were only about to be launched and activities completed during the evaluation data collection phase, it was too early to assess their long-term impact. The focus of this evaluation is hence on project implementation and achievement of intended immediate results.

The planned field visit was not possible due to COVID-19 related restrictions to travel and meetings. Hence, some potential for data collection could not be taken advantage of, such as face-to-face interviews or participation in and observation of project activities. Videoconference calls for stakeholder interviews were organized instead of the field visit. The evaluation report does not include voices of end users of the statistics, such as ministries and governmental organizations, development partners, regional and international organizations, NGOs, and academia, or of migrants. Still, the main project stakeholders could be interviewed.

4. Findings and Conclusions

4.1 Relevance

Evaluation Questions 1 and 2: To what extent were the needs of stakeholders and beneficiaries taken into account during project design? To what extent do the intended outcomes and objective remain valid and pertinent in terms of alignment/support of relevant national needs and priorities?

The project was designed in close coordination with the key partner and beneficiary (INSTAT) and the donor (GIZ). A strong and productive working relationship with INSTAT had already been established through previous joint projects and work within the United Nations (UN) Joint Data Group, which has proven beneficial throughout project development and implementation as it facilitated effective communication and coordination.

The project is fully aligned with national needs and priorities, notably the Albanian Migration Strategy and Action Plan 2019–2022 and UN Development Assistance Framework (UNDAF). Both highlight the need for comprehensive and reliable data, including migration data, to inform policy and practice.

No other stakeholders such as end users of the data (government actors, service providers, NGOs, academia) were directly consulted at the project development stage. This does not seem to have

been particularly detrimental, as many of these stakeholders have been taken into consideration in the development of the above-mentioned strategies and frameworks and hence their needs were indirectly taken into account. Still, a more extensive consultation round could have possibly provided additional insights to inform critical aspects of project design and implementation, such as the specific data and information needs of the various end users. As will be discussed in more detail later in this report, the HMS included relatively few questions compared to similar surveys conducted elsewhere and it could possibly be beneficial to include more targeted questions when conducting such large-scale surveys in the future to gather in-depth information. The implementers of the KIIs and FGs (CESS) reportedly consulted national and local government officials and NGOs in order to inform development of the interview guides. As end users of the survey have not been interviewed for this evaluation, specific gaps based on their needs cannot be confirmed.

An international expert from the Polish institute of Statistics was hired in the project to contribute EU experience and methodologies. **For large-scale statistics projects it could also be beneficial to consult the statistical office of the European Union (Eurostat)** during project development and implementation in order to establish and strengthen relationships, exchange good practices, and learn from their experience in conducting HMS, such as the Household International Migration Surveys in the Mediterranean countries (MED-HIMS)⁴. This is particularly relevant with regards to Albania's pathway to EU accession.

Evaluation Question 15: Was the project designed and planned, taking into consideration a gender analysis and needs assessment?

While interviewed stakeholders did not refer to any explicit and comprehensive gender analysis and needs assessment, **gender was taken into account throughout the project document**. Specific elements include promoting gender balance in the recruitment process of HMS enumerators, sex-disaggregated analysis of the collected data, as well as sex-disaggregated progress indicators in the project's results matrix. In other instances, statements were rather vague, such as "the program will mainstream gender throughout its activities" and "gender related aspects will be covered by the survey, FGs and KIIs". These could have benefitted from further specification as to how this would be achieved.

Evaluation Question 3: Are the project activities and outputs consistent with the intended outcomes and objective?

The project's results framework is logical and consistent. The activities can clearly contribute to the intended outputs, which in turn are directly linked to the intended outcome and objective. The project's main components of 1) trainings, equipment and technical support for INSTAT; 2) conducting and analysing the HMS, KIIs and FGs; and 3) publication and dissemination of findings contribute directly to availability of accurate, reliable and timely data and research on international migration, internal mobility and returnees, and ultimately to the improvement of migration data in Albania. The relationship between outputs, outcome and objective is visualized below in Figure 1.

⁴ <https://ec.europa.eu/eurostat/web/european-neighbourhood-policy/enp-south/med-hims>

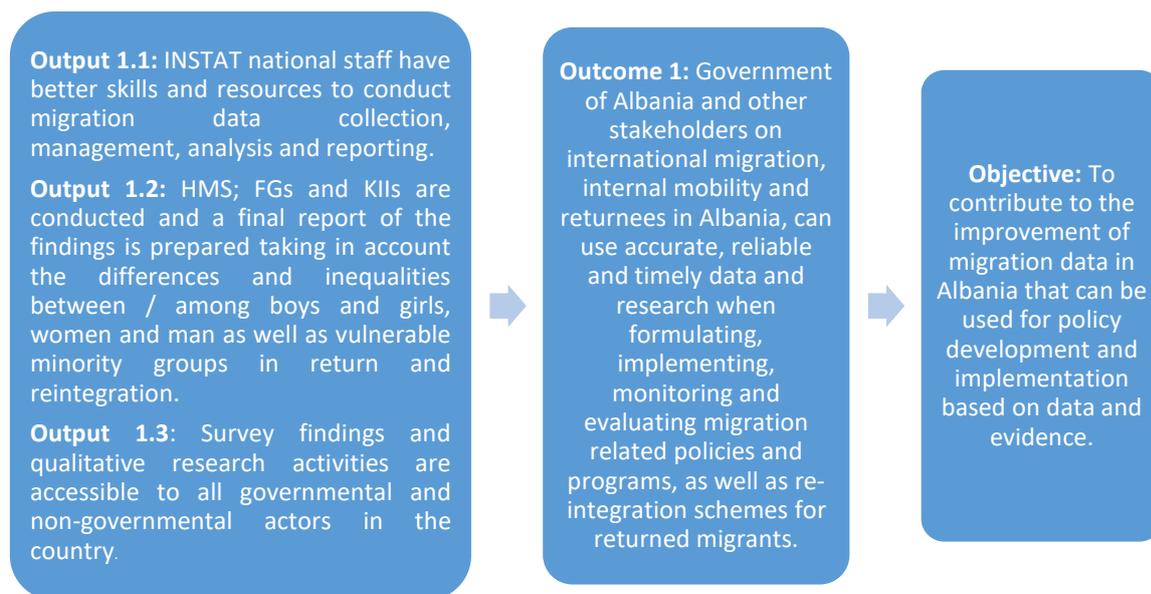


Figure 1: Project outputs, outcome and objective

4.2 Effectiveness

Evaluation Question 4: Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix?

The project's outputs have widely been achieved as planned, although with some delays which will be discussed in more detail in the next section on efficiency. INSTAT capacities for migration data collection, management, analysis and reporting were enhanced through trainings, technical support from an international consultant, and procurement of equipment such as tablets for data collection and statistical software for analysis (Output 1.1). The HMS, FGs and KIIs were conducted and a final report of the findings is available taking in account the differences and inequalities between / among boys and girls, women and men as well as vulnerable minority groups in return and reintegration (Output 1.2).

Only the presentation of findings could not take place in a national conference, as initially envisaged, due to the COVID-19 pandemic. As a mitigating measure the report on findings of the HMS, KIIs and FGs was made accessible to relevant governmental and non-governmental actors (Output 1.3) in electronic format. While this may not have achieved the same visibility as a conference, the current situation of a global pandemic and related restrictions to gatherings and travel, it was necessary to cancel the event. It could still be possible to conduct a launch event of the report online in the form of a webinar or teleconference. Interlocutors mentioned that this may be done in the future, outside the scope of the project. In the future, it will remain important to continue promoting the survey and findings among government actors, service providers, IOs, NGOs, academia and other potential users.

Overall, the planned outcome of the project can be considered as achieved, namely "Government of Albania and other stakeholders on international migration, internal mobility and returnees in Albania, can use accurate, reliable and timely data and research when formulating, implementing, monitoring and evaluating migration related policies and programs, as well as re-integration schemes for returned migrants". The expected data and research are available and disseminated to the relevant

stakeholders. The quality of the surveys and analysis is high and conforms to international research standards.

The HMS is the first of its kind in Albania and provides valuable information on international as well as internal migration and return, including numbers and characteristics of migrants as well as motives to migrate and intentions to return. The survey questionnaire includes 13 questions on demographic characteristics of household members, 4 questions for internal migrants, 7 questions for returnees, and 9 questions for emigrants. Compared to similar surveys in other countries, such as MED-HIMS⁵ and the Armenian HMS⁶ supported by IOM, these are relatively few questions. **When implementing such a large-scale specialized survey in the future, it may be worth considering including more detailed questions**, if relevant, for example related to the background of migrants such as literacy related questions, modes and cost of migration, migration networks and assistance for return migrants, work history details, health status, more details on intentions to migrate, and others.

Emigration from Albania is usually not registered. As part of the methodology of the HMS, the number of households that emigrated was estimated from information obtained by interviewing the immediate neighbours of the households where all members were absent to obtain information on whether and where they had emigrated. This offers, for the first time in Albania, a robust estimate of the number of households that moved abroad. Several interlocutors highlighted this aspect of the HMS as particularly **innovative approach** which could be considered in similar exercises in other countries as well.

Analysis of HMS data was conducted on national and prefecture level. At the sampling stage it was planned to include even more granular analysis on municipality level, but this was not possible in the end due to data inconsistencies.

The approach of combining a large-scale quantitative survey (HMS) with in-depth qualitative research (KIIs and FGs) provides relevant and useful data and insights to understand both numbers, but also experiences, needs and intentions of returnees. While the data of the quantitative and qualitative research are not directly comparable due to different samples being used, the findings are highly complementary and together provide a “bigger picture”.

Evaluation Question 16: Has the data collected (during implementation) been appropriately disaggregated (e.g. by age, disability, displacement, ethnicity, gender, nationality, migration status)?

Some of the data collected through the HMS was analyzed by migration status, sex and age. For example, Figure 2 shows a graph from the HMS report of numbers of emigrating household members by age and sex⁷.

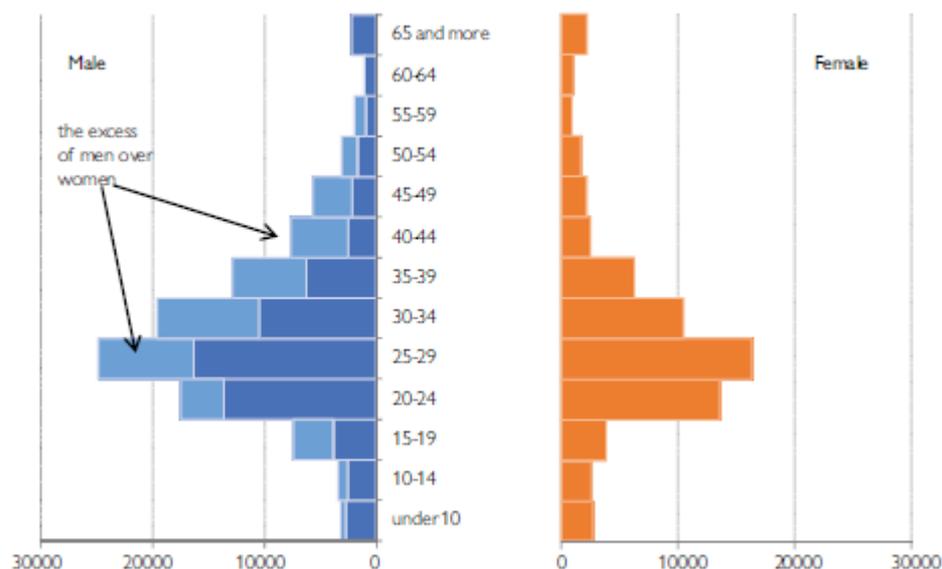
⁵ MED-HIMS Manual 1 Model Questionnaires (standard versions):

<https://ec.europa.eu/eurostat/documents/52535/8125918/MED-HIMS+Manual+1+STANDARD+Model+Questionnaires/f59993e4-88dc-bcde-8bfb-d2e643b12e05>

⁶ Report on Household Survey on Migration in Armenia: <https://publications.iom.int/es/books/report-household-survey-migration-armenia>

⁷ The figure heading in the report refers to gender, however the HMS questionnaire includes only sex and not gender. This may be due to a translation issue as in Albanian language the same word is used for gender and sex.

Figure 12: Emigrating members of partial migrant households as of 15 July 2019, by age and gender



Note: Net emigrants since 2011. People who left their previous residence as a whole HH are not considered.

Figure 2: Disaggregated data by age and sex

FGs were composed of 7–12 participants of different ages, gender, and socioeconomic levels, taking in account the differences and inequalities between and among boys and girls, women and men, as well as ethnic groups such as Roma and Egyptians. This was also considered in the analysis where findings were disaggregated accordingly.

IOM’s project progress reports to the donor also presented data disaggregated by sex, for example training participant numbers.

5. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?

Project partners appreciated the close and effective cooperation and coordination throughout the project. As a formal coordination mechanism, a Project Steering Committee with representatives of IOM, INSTAT and CESS was formed and met on a regular basis to discuss implementation progress, timelines, challenges and mitigating measures. In addition, the IOM team participated in and followed up on activities and communicated with project partners on a regular - up to daily - basis. IOM has longstanding good working relationships with INSTAT and CESS which was argued to have positively affected effective communication.

Evaluation Question 6: What major internal and external factors have influenced (positively or negatively) the achievement of the intended results and how have they been managed?

Arguably the two **most important external factors that have influenced the achievement of results are the major earthquakes** that hit Albania in September and November 2019, hindering data collection in some areas, as well as **the COVID-19 pandemic** that has been spreading in the country since early 2020 and related restrictions on gatherings and travel. These factors caused significant delays of the project activities.

An external factor that had a positive influence on the quality of the data collected through the HMS is the fact that the **response rate was very high**. From experience in other countries, a 30% response rate was expected. However, despite the survey completion being completely voluntary, almost 80% of selected households took part.

As regards internal factors, interviewed stakeholders highlighted the **close and effective coordination and cooperation** throughout the project which enhanced achievement of results.

4.3 Efficiency

Evaluation Question 7: How efficient was the overall management of the project? To what degree were inputs provided/available on time to/from all parties involved to implement activities?

The project included several measures to boost efficiency. From an implementation perspective, synergies with other initiatives were taken advantage of. In particular, a parallel GIZ-funded and CESS-implemented migration statistics project focusing on quantitative data collection from returnees from Germany was used as an opportunity to establish contact to returnees for FGs, and analyse findings along with FGs and KIIs findings. Furthermore, tablets were procured for INSTAT through the project to facilitate a Computer Assisted Personal Interview (CAPI) approach of the HMS. This ensures more efficient data collection compared to paper-based methods (PAPI) as the data is directly inserted into the database.

A challenge that has been identified was related to the modalities and responsibilities of the contract with INSTAT as an implementing partner, i.e. with direct management of a share of the project funds, as per donor agreement. INSTAT is a government agency and has a different human resource system, social insurance, internal rules, reporting documentation, budget calculations etc. than IOM. For example, INSTAT has a pre-allocated budget and therefore had no resources to pay the HMS costs upfront, while reimbursement of costs was not a possible option. Consequently, IOM requested the Accounting Division to exceptionally authorize advance payment on a monthly basis, which is not an IOM standard. The project management team could not draw on much experience and clear internal guidance on management of implementing partner contracts at the time of implementation, as institutional guidance was reportedly only released very recently. Hence, solutions to upcoming challenges had to be found ad hoc and the project management team ensured frequent coordination with and support to INSTAT in order to ensure that required tasks and documentation were completed in a timely manner. As a lesson learned, more time and human resources are required for management of implementing partner contracts.

Evaluation Question 8: Were project resources (funds, time, staff) monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost extension? If so, why?

Project resources were continuously monitored and managed according to strict IOM standards and procedures. Despite close monitoring and overall efficient implementation, the project was extended three times, tripling the envisaged implementation period. All extensions were closely coordinated with project partners through the Steering Committee. However, it should be noted that two out of three no-cost extensions were caused by unforeseeable external factors hindering survey implementation, namely major earthquakes and the COVID-19 pandemic, as explained previously in this report.

The first no-cost extension was due to delays that occurred during project inception, particularly caused by non-availability of 130 tablets for HMS data collection from local vendors and the resulting need to purchase them from overseas. Furthermore, approval for exceptional adaptations to IOM financial procedures were necessary in order to allow for advance payments to INSTAT to be able to conduct the HMS. Finally, management of the implementing partner contract with INSTAT required more time than expected for reporting and monitoring expenditures, as well as for continuous communication and close coordination. While it can be argued that these internal delays could have been avoided by anticipating the challenges, **the initially planned project duration of 6 months has been demonstrated as insufficient for capacitating an agency to conduct a HMS, collect and analyse data from over 20,000 households as well as manage an implementing partner contract with a government agency.** In future projects of this type, it will be important to plan for a more adequate time period of at least one year.

4.4 Impact

Evaluation Question 9: Are there any unintended results already visible (whether positive or negative, including short and long-term changes)?

It is too early at this point to draw conclusions on the long-term impact of the project, as the activities were just about to be completed at the time of the evaluation. However, **the findings of the surveys conducted within the project have the potential to inform policy, programming and research related to migrants and returnees.** For this to happen, the Government of Albania and relevant national and international organizations and research institutes working with these target groups will need to use them accordingly. The findings report presents gaps, needs and concrete recommendations.

Several unintended effects are already visible. Notably, **the statistics software and tablets for data collection procured within the project will benefit INSTAT when conducting various surveys in the future.** It was confirmed that the equipment has already been successfully used during the general population census which is being conducted in 2020. Furthermore, **the data collection and analysis capacity developed through the project expanded the number and skills of available and qualified staff.** The enumerators recruited by INSTAT for the HMS and trained within the project serve as a pool of competent enumerators that INSTAT can use also in other surveys with little or no additional training. The expert support for data cleaning, weighting and analysis provided within the project has reportedly enhanced INSTAT staff's skills in this regard which will improve future migration related statistics. These aspects can ultimately enhance the quality and quantity of future surveys.

Evaluation Question 10: Were results achieved in adherence to equity, gender equality and other human rights? And how sustainable are these likely to be?

The project's results were achieved in adherence to equity and gender equality. For FGs, including a diversity of perspectives was ensured through **selection of participants of different genders, age groups, socio-economic levels and ethnic groups.** Furthermore, **gender-sensitive interviewing techniques** were employed, for example through mixed gender teams (one male, one female) of interviewers and the possibility for FG participants to speak to a (female) interviewer separately if uncomfortable to share certain things in a bigger group.

Gender parity was also encouraged in staff selection. For example, of the 130 numerators selected for the HMS, 67 were female and 53 were male, while half of the supervisors were female and half were male

Some of the collected data was analysed by sex and other relevant variables, as reported previously in this report, hence ensuring that differences between different groups are represented and understood. This is reflected in the HMS, FG and KII findings report which can be used to inform policy and programming to ensure migrants' and returnees' access to human rights.

Evaluation Question 11: To what extent did the project activities likely contribute to the observed results (intended and unintended)? Are there any contribution from external factors?

As explained in section 4.1, the project's results framework was logical and straightforward and not relying on strong assumptions. Hence, the project activities can be considered to have directly contributed to the observed results. External factors that had an influence on results are discussed in section 4.2.

4.5 Sustainability

Evaluation Questions 13 and 14: Are the benefits generated by the project likely to continue without external support? Why or why not? Do the project's partners have financial capacity to maintain the benefits of the project in the long run?

The project's benefits are expected to remain relevant and in use in the future. The findings of the HMS, KIIs and FGs can inform formulation, implementation, monitoring and evaluation of migration and reintegration related policy, programming and research. IOM is already planning future projects in support of INSTAT, including one on labour force related projections and modelling to be funded by the IOM Development Fund, which will make use of the HMS data. Furthermore, the procured equipment and enhanced skills will remain useful in future surveys conducted by INSTAT, including the general population census.

It has been suggested in the recommendations of the HMS report to conduct the HMS every five years in order to keep the data up to date and provide the opportunity for analysis of time trends. Interlocutors agreed that INSTAT largely has the skills to do so, although **some technical assistance from an external expert may still be beneficial in the next round in order to provide guidance, where needed.** INSTAT also reportedly recently hired more specialists, including one who is responsible solely for migration related statistics. However, the survey sample size of 20,000 households is very large and hence also very resource-intensive. In fact, it has been reported to be the largest survey sample in the history of INSTAT. Dedicated time in the annual statistics calendar as well as a large budget will be required to conduct the next HMS and it is not clear whether INSTAT can and wants to afford this. **No concrete plan to conduct another HMS could be confirmed in the evaluation interviews, as the multi-year statistical program had not yet been approved by the parliament. It may be necessary to receive financial support for such an exercise** through external funding mechanisms or donors.

In contrast to and potential addition to specialized migration surveys, administrative data can be a beneficial and inexpensive source of migration related information that the Government of Albania may want to explore. Sources can include, among others, continuous population registers, register of foreigners, health insurance register, and admission/border statistics. This will require improvement of databases, as well as alignment of definitions used and standardization of data collection to ensure comparability. Due to the prevalence of non-registered emigration in the country, collaboration of destination countries could help gathering administrative data on emigration. Furthermore, capturing some migration information in a regular and consistent manner in other ongoing household surveys,

such as the Labour Force Survey, can contribute to better analysis understanding of the phenomenon in a cost-effective manner.⁸ Again, coherence of methods and definitions is important in this regard.

Evaluation Question 12: Did the project take specific measures to guarantee sustainability?

The project's approach of training HMS enumerators, procuring data collection and analysis equipment, as well as providing expert support to INSTAT ensures that not only this HMS could be conducted successfully but also paves the way for future HMS and other migration related statistics.

As discussed in section 4.1, the project's benefits are highly relevant and is directly responding to gaps and needs defined in relevant national strategies. This an important factor when it comes to sustainability of the data collected and analysis conducted.

5. Summary of Conclusions

Based on the findings detailed in the report, the following conclusions were drawn in response to the key evaluation questions and criteria.

Relevance

The project was designed in close coordination with the key partner and beneficiary (INSTAT) and the donor (GIZ). The project is fully aligned with national needs and priorities, notably the Albanian Migration Strategy and Action Plan 2019 – 2022 and United Nations Development Assistance Framework (UNDAF), highlighting the need for comprehensive and reliable migration data. No other stakeholders such as end users of the data (government actors, service providers, NGOs, academia) were directly consulted during project development.

Effectiveness

The project's outputs and outcome have widely been achieved as planned. Only the presentation of findings could not take place in a national conference, due to COVID-19. As a mitigating measure they were disseminated in electronic format, although this may not achieve the same visibility. Project partners appreciated the close and effective coordination throughout the project. The approach of combining a large-scale quantitative survey (HMS) with in-depth qualitative research (KIIs and FGs) provides relevant and useful data to understand numbers, needs and intentions of returnees. As part of the methodology, an innovative approach was applied to estimate the number of households that emigrated by interviewing their neighbours. Gender equality was taken into consideration by encouraging gender parity in interview participants and enumerators, gender-sensitive interviewing techniques, as well as disaggregation of data and analysis of variables by sex.

Efficiency

The project required three extensions, tripling the envisaged implementation period from 6 to 19 months. This was caused partly by unforeseeable external factors hindering survey implementation, namely major earthquakes and COVID-19 pandemic, and partly by delays in project inception. The initially planned project duration of 6 months is not sufficient for a survey of over 20,000 households. Furthermore, the management of the implementing partner contract has been challenging and required more time and human resources than expected. The project benefited from synergies with

⁸ See for example Bilborrow 2018: <https://migrationdataportal.org/blog/household-surveys-key-potential-source-data-migration>

other initiatives, such as access to key informants from a parallel GIZ-funded statistics project. Project resources were efficiently monitored and managed according to strict IOM standards and procedures.

Impact

It is too early to draw conclusions on the long-term impact of the project. The findings of the surveys have the potential to inform policy, programming and research related to returnees, (future) migrants, and diaspora. Several unintended effects are already visible. Notably, the statistics software and tablets for data collection procured within the project and the enhanced data collection and analysis skills will benefit INSTAT for various other future surveys, including the national census.

Sustainability

The project's benefits are expected to remain relevant and in use in the future. The findings can inform policy, programming and research and the procured equipment and enhanced skills will remain useful in future surveys. It has been recommended to conduct the HMS every five years in order to update the data. It is likely that INSTAT would require financial and potentially also some technical support in order to roll out a next phase. In the future, additional and less resource-intensive sources for migration data could be explored, particularly use of administrative data.

6. Learnings and recommendations

6.1 Lessons learned and suggestions for future programming

In future projects, IOM Albania may want to consider the following:

1. Plan for an adequate timeframe of more than 6 months when implementing large-scale surveys in cooperation with several project partners
2. Ensure already at project development stage availability of sufficient time and resources for management and rollout of implementing partner contracts with government agencies to explain and support with reporting obligations and considering different financial arrangements
3. Involve EUROSTAT and potentially also EU national statistics agencies in development and implementation of statistics projects for mutual sharing of experience and best practices
4. Make use of the findings and recommendations based on the HMS, KIIs and FGs for development of future / follow-up projects
5. Support INSTAT in repeating the HMS after five years, if requested and funded, and include additional in-depth questions in the survey.

6.2 Recommendations for concrete follow-up action

Based on findings and conclusions, the following recommendations were identified for consideration. Some of these will require additional resources or support and partners' availability and contribution which need to be taken into account when deciding on whether to implement them.

To further promote the data and findings of the HMS, FGs and KIIs with key stakeholders, within the next four months, IOM Albania is recommended to:

1. **Hold (virtual) meetings with stakeholders – either as dedicated meetings or as part of regular meetings with partners – to discuss the key findings and the way forward in terms of addressing identified gaps and needs through policy and programming, including ways in which IOM may be able to support.** Recommendations from the HMS report and this evaluation include, among others:
 - Registration of returnees (spontaneous, voluntary, or forced) at points of entry and potential development of an information management system for returnees to monitor the reintegration process
 - Strengthening local capacities in the area of services for returnees, especially in those municipalities with high numbers of returnees, potential establishment of cross-sectoral teams from employment offices, economic aid, social care, education offices, police, local and international NGOs, social workers and psychologists to support the reintegration of returnees
 - Improving and expanding the employment structure and small business opportunities, as well as professional skills development of returnees, in order to enhance employment opportunities
 - Supporting returnee children’s reintegration into the school system
 - Provision of housing support and healthcare assistance, including for mental health
 - Exploring the use of administrative data for statistical purposes, including migration statistics, through provision of the necessary legal framework, standardization of data collection, and enhancement of databases
 - Harmonization of definitions related to migration statistics, including resident, emigrant, immigrant, etc., in line with EU standards, in order to ensure coherence and comparability of different data sources
2. **In cooperation with GIZ and INSTAT, organize a (virtual) conference for key stakeholders and end users of the data and findings, such as relevant ministries and governmental agencies, development partners, regional and international organizations, NGOs, and academia, as well as other interested parties.** This can boost visibility of the project and its outputs and ensure that relevant stakeholders are aware of the key findings, as well as offer an opportunity to discuss follow-up actions. A final conference was initially planned within the project and got cancelled due to COVID-19, but there is also potential to conduct this through virtual means or at a later stage, when restrictions are lifted.
3. **Publish the report covering the key findings of the HMS, KIIs and FGs on the IOM Albania and share with IOM Regional Office Vienna for publication on the regional website.** This can further enhance visibility and reach and ensure that the report can be found when searching the internet for Albanian migration statistics.
4. **Share a summary of the project and the report covering the key findings of the HMS, KIIs and FGs within IOM, in particular with the Global Migration Data Analysis Centre, and Regional thematic Specialists for Displacement Tracking Matrix, Migrant Protection and Assistance, and Labour Mobility and Human Development.** This will contribute to institutional memory and can inform potential future projects on migration statistics in other countries.

EVALUATION TERMS OF REFERENCE

EX-POST INTERNAL EVALUATION OF: *PROGRAMME MIGRATION FOR DEVELOPMENT II - “SUPPORTING THE ALBANIAN INSTITUTE OF STATISTICS (INSTAT) IN CONDUCTING A NATIONAL HOUSEHOLD MIGRATION SURVEY (HMS)”*

I. Evaluation context

In the last two decades, Albania has gone through significant changes in its population structure. Emigration is the most important reason for a considerable decline in the resident population from 3,182,417 in 1989 to 2,800,138 in 2011⁹. These migration trends, despite positive effects, may pose a burden to the country’s social and economic development in the coming years, in particular to the hosting communities with low resources, if not well governed. Therefore, integration of returnees represents both challenges and opportunities for policy makers.

In addition, a substantial proportion of the population has moved internally within Albania within an on-going process of urbanization. During the communist regime, the movement of people was strictly planned and regulated. Albania also remains a transit country for immigration to the EU member states for migrants coming from MENA¹⁰ countries. The number of foreigners residing in Albania is 12 906 at approximately 0.4 % of the local population.¹¹

Given the scale and dimensions of both internal and international migration in Albania, the capturing of relevant and accurate data on migration is critical for a full understanding of the country’s broader population and economic development. Unfortunately, comprehensive, scientific data regarding the determinants, dynamics and consequences of international and internal migration in the country are not available.

In response, the GIZ-funded project “Supporting the Albanian Institute of Statistics (INSTAT) in Conducting a National Household Migration Survey (HMS)” (PR.0239) is contributing to filling this serious gap in data availability on international migration and mobility within the country through a specialized national Household Migration Survey (HMS) of 20,000 households in Albania. Various ministries and governmental organizations, development partners, regional and international organisations, countries of destination for Albanian migrants will have an essential tool for formulating, implementing, monitoring and evaluating migration related policies and programs, as

⁹ INSTAT; POPULATION AND HOUSING CENSUS 2011, Tirana 2012 p. 65.

¹⁰ Middle East and North Africa

¹¹ Ministry of the Interior, Republic of Albania, MIGRATION PROFILE 2017, Tirana 2018.

well as looking into the reintegration schemes for those returned migrants under the various operational modalities. The results of the survey, which will be coordinated with the RO and HQ will be helpful as well for academia, research and policy study centres, and non-governmental organizations working in the field of migration.

In parallel 12 focus groups in each prefecture with returned migrants will be organized to examine their reintegration experience. In addition to these focus group discussion (FGD) the project will conduct key informant interviews (KII) in those local communities which have been identified as receiving the highest proportion of returnees relative to their population size, being one of the top final destinations in Albania among returnees from EU MSs with the aim to better understand what are the specific challenges of such communities depending on the number, the age and gender of the returnees they are receiving back.

II. Evaluation purpose

This evaluation will generate findings, conclusions and recommendations, which will serve as valuable inputs for the IOM country office in Albania, the Donor (GIZ) and for involved stakeholders to inform and improve their future programming and strengthen their ability to deliver high quality results.

III. Evaluation Scope

The scope of this evaluation will encompass the outcome and objective level of the results and cover the project implementation from the beginning until the time of the evaluation. Outputs will not be examined explicitly, but implicitly with the review of the achievements of the project's outcomes and objectives. Stakeholders will be consulted for the evaluation, including IOM staff managing the project, partners and beneficiaries. Concrete recommendations for future / similar programming will be also provided.

The evaluation will cover the country of Albania and the time period of the project's duration.

A field visit was foreseen to take place in Tirana where all the relevant stakeholders are located. However, due to restrictions of international travel due to COVID-19 pandemic, evaluation is carried out remotely.

The project has been extended: (i) From 31 May 2019 to 31 December 2019 due to the delays in the inception phase and (ii) from 31 Dec 2019 to 31 March 2020 due to the delays caused by the major earthquakes that hit Albania in September and November 2019 and (iii) from 31 march to 30 June 2020 after the situation created by COVID-19 pandemic.

IV. Evaluation Criteria

In response to the evaluation purpose as stated above, the evaluation will look into five of the main OECD/DAC main evaluation criteria (relevance, effectiveness, efficiency, impacts and sustainability), which will include attention to cross-cutting themes of human rights and gender equality.

V. Evaluation questions

Based on the evaluation criteria, a set of evaluation questions are proposed. Specific sub-questions relevant for this project may be added as needed by the evaluator. These questions will be matched to indicators, tools and sources in an evaluation matrix that will be detailed in the Inception Report.

Criteria	Key Evaluation Questions
Relevance	1.To what extent were the needs of stakeholders and beneficiaries taken into account during project design?

	<p>15. Was the project designed and planned, taking into consideration a gender analysis and needs assessment?</p> <p>2. To what extent do the intended outcomes and objective remain valid and pertinent in terms of alignment/support of relevant national needs and priorities?</p> <p>3. Are the project activities and outputs consistent with the intended outcomes and objective?</p>
Effectiveness	<p>4. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix?</p> <p>16. Has the data collected (during implementation) been appropriately disaggregated (e.g. by age, disability, displacement, ethnicity, gender, nationality, migration status)?</p> <p>5. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?</p> <p>6. What major internal and external factors have influenced (positively or negatively) the achievement of the intended results and how have they been managed?</p>
Efficiency	<p>7. How efficient was the overall management of the project? To what degree were inputs provided/available on time to/from all parties involved to implement activities?</p> <p>8. Were project resources (funds, time, staff) monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost extension? If so, why?</p>
Impact	<p>9. Are there any unintended results already visible (whether positive or negative, including short and long-term changes)?</p> <p>10. Were results achieved in adherence to equity, gender equality and other human rights? And how sustainable are these likely to be?</p> <p>11. To what extent did the project activities likely contribute to the observed results (intended and unintended)? Are there any contribution from external factors?</p>
Sustainability	<p>12. Did the project take specific measures to guarantee sustainability?</p> <p>13. Are the benefits generated by the project likely to continue without external support? Why or why not?</p> <p>14. Do the project's partners have financial capacity to maintain the benefits of the project in the long run?</p>

VI. Evaluation methodology

For the purpose of this evaluation, it is expected that the evaluator will apply the following methods for data collection and analysis:

Data Collection:

- Desk review of relevant project documents, project reports, publications and other materials;
- Key informant interviews (KII) with the project stakeholders remotely to document both qualitative and quantitative information;
- Optionally, pending advise from evaluator, a survey could also be carried out, which may be especially useful in case the data collection is carried out remotely.

Data analysis: The evaluator is expected to analyse data with both qualitative and quantitative methods appropriate to the data collected. The methodology will be further described in the Inception Report.

Selection of persons for key informant interviews and discussions: At this stage, the following stakeholders are proposed for KIIs and/or discussions, via Skype. The evaluator should also suggest

other stakeholders during the inception phase, as deemed relevant, in consultation with the evaluation manager.

Institution type	Stakeholder	Number	Location
IOM	IOM Albania - Head of Office; - Project Coordinator; - Project Assistant - Resource Management Assistant	4	Albania
INSTAT	- Ms. Elsa Dhuli, Director in Charge, INSTAT - Ms. Majlinda Nesturi - Director of Social Statistics at Institute of Statistics of Albania - Ms. Olta Caca, Specialist of Population Statistics	3	Albania
Civil Society and Academics	- Centre for Economic and Social Studies (CESS)	1	Albania
Consultants	- Ms. Magdalena Mojsiewicz; International consultant	1	Poland

VII. Evaluation deliverables

The evaluation is foreseen to start in mid-June with the data collection tentatively planned for the week of June 30. In case of remote data collection, the schedule may need to be slightly revised. The following tentative deadlines for each deliverable are proposed, to be confirmed in coordination with the selected evaluator:

Deliverables	Tentative schedule of delivery
1. Inception Report finalized	June 30
2. Completed field data collection	July 23
3. De-briefing session with project manager delivered	July 23
4. Draft Evaluation Report	August 15
5. Final Evaluation Report	September 15

VIII. Evaluation workplan

KEY TASKS	WEEK									
	1	2	3	4	5	6	7	8	9	10
KICK OFF MEETING WITH PROJECT MANAGER; DOCUMENT REVIEW										
DRAFTING AND DELIVERY OF INCEPTION REPORT										
PLANNING OF AGENDA AND FINAL LOGISTICS										
DATA COLLECTION AND INTERVIEWS										
DATA ANALYSIS AND REPORT WRITING										
DELIVERY OF DRAFT REPORT										
VALIDATION OF THE REPORT BY THE PROJECT MANAGER AND FINALISATION OF REPORT. PREPARATION OF AN EVALUATION BRIEF										

Annex II – List of documents reviewed

Project documents

- Original project documents: narrative proposal and budget
- First revision: request for no-cost extension, revised narrative proposal, revised budget
- Second revision: request for no-cost extension, revised narrative proposal, revised budget
- Third revision: request for no-cost extension, revised narrative proposal, revised budget

Donor reports

- First interim report to GIZ
- Second interim report to GIZ
- Third interim report to GIZ
- Fourth interim report to GIZ
- Final report to GIZ

Other project-related documents

- CESS Questionnaire
- HMS survey tool
- HMS report

Strategies and frameworks

- National Strategy on Migration and Action Plan 2019 – 2022
- Programme of Cooperation for Sustainable Development 2017-2021

Other

- Project document “Strengthening Institutional Capacities on Migration Governance in Albania”
- Project document “Assessing and Strengthening Labour Migration Framework in Albania”

Annex III – List of persons interviewed

IOM Albania

- Mr. Genci Pjetri, Project Coordinator
- Ms. Erjola Bubesi, Resource Management Assistant

INSTAT

- Ms. Olta Caca, Specialist of Population Statistics

CESS

- Mr. Ilir Gëdeshi, Director

Consultants

- Ms. Magdalena Mojsiewicz, International Consultant