



**IOM Development Fund**  
DEVELOPING CAPACITIES IN MIGRATION MANAGEMENT

EX-POST EVALUATION OF THE PROJECT

**“STRENGTHENING CAPACITIES OF ARMENIAN NATIONAL SECURITY SERVICE AND BORDER GUARDS IN THEIR RESPONSE TO MIGRATION CRISIS”**

Commissioned by: *IOM Country Office Armenia*

**Final Report**

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## Executive Summary

This ex post evaluation was commissioned by the IOM Mission in Armenia for the project “Strengthening Capacities of Armenian National Security Service and Border Guards in their Response to Migration Crisis”, funded by the IOM Development Fund (IDF) and implemented between 1 October 2015 and 31 August 2017. This was carried out as an independent, internal evaluation by Oksana Nazarchuk, the staff of the Immigration and Border Management Unit of IOM’s Regional Office in Vienna.

This internal independent evaluation was conducted with the purpose to document lessons learned and best practices from a completed set of activities and for use by IOM senior management, the donor (IDF) and key partners (Border Guard Troops (BGT), National Security Service (NSS), Ministry of Emergency Situations (MES), State Migration Service of the Ministry of Territorial Administration and Development (SMS), other relevant national institutions) so they can assess organizational effectiveness in implementing the project and to assess the value for money. The aim of the evaluation is therefore to evaluate effectiveness of the achieved results, impact of project deliverables and sustainability of the project actions in terms of the project’s overall objective.

The evaluation covered the usual OECD-DAC evaluation criteria of the *relevance* of project design, the *effectiveness* and performance of the project, the *efficiency* of project management and implementation, and the *impact* and *sustainability* of the project.

The data collection for the evaluation involved the documents review, initial reflection session with IOM project management team facilitated by the evaluator, interviews with project partners and stakeholders, and debriefing with IOM staff including participative identification of initial recommendations.

The project intended to provide the Government of Armenia (GoA) with technical assistance to strengthen the legal, institutional and operational framework for implementing humanitarian border management (HBM) related components to enhance the national capacity to adequately respond to migrants needs in cases of emergency. Based on needs identified in the process of project development and during the project’s inception phase, the project objective was to strengthen the institutional capacities of the Armenian NSS and the BGT to respond to migration crises and enhance their role in the inter-agency cooperation. The project featured the following interlinked outcomes and related outputs contributing to this objective: *Outcome 1: Enhanced institutional preparedness of BGT in HBM and improved coordination in the area* and *Outcome 2: Enhanced HBM capacity in place*.

Evaluation indicated that *the project is widely relevant to the target groups as well as the international and partner government policies and strategies in the domain of emergency preparedness as well as migration and asylum*. It was designed to address the gaps in local policies and strategies, HBM Needs and Gaps Assessment (NGA) confirmed the original needs of the GoA in the area of HBM as were initially identified by the project document, it also confirmed the relevance of the project vis-à-vis the national legislative framework and the most recent policy developments and allowed to enhance the beneficiary agencies sense of ownership as they were consulted in the process of assessment which demonstrated its enhanced relevance. Integration of the additional activity, namely the joint interagency cross-border simulation exercise (SIMEX), which was conducted upon the request of the beneficiary agencies in the end of the project, allowed to further enhance projects relevance to the national agencies. Project resulted in increased relevance of national HBM framework and the increased understanding among all the beneficiary agencies of the need to enhance the governmental crisis response capacity as an unintended outcome of the project thus making the further assistance and capacity building in the area of HBM more relevant.

Evaluation indicated that *both project outcomes were effectively achieved and contributed to the achievement of the project objective*. Evaluation identified that the planned outputs and outcomes under this outcome

were generally achieved. At the same time, some of them contributed to the overall project effectiveness to a limited extent due to the rapidly changing project environment and the challenges with high rotation of staff in beneficiary agencies.

Evaluation indicated that, overall, *the project has been implemented in an efficient manner, compared to potential other means of implementation, and was good value for money*. Namely, it informed that political developments dragged project implementation, communication between IOM and other stakeholders was sufficient, the project was in a holistic manner (conducting the gaps assessment, developing capacity building materials, conducting capacity building activities), project activities were amended to further increase efficiency, involvement of other international and regional actors into its activities implementation allowed to bring in additional thematic perspective into the project implementation within the same limited resources.

*It was too early at the time of evaluation to assess the project's long-term impact.* Evaluation, however, indicated that, overall, the project impact is likely to be higher than expected due to higher impact of the first project outcome boosted by the unexpected impact of the additional project activity, namely SIMEX exercise. It became clear that the project – due to inclusion of SIMEX exercise – encouraged the government to realistically assess its capacities and realize the urgent need to enhance them. It also allowed IOM to position itself as the major partner of the Government of Armenia in developing its HBM related capacity.

Evaluation indicated that, overall, *project sustainability was moderate and proportionate to the scale, scope and the cost of the project* with positive outlook with regards to sustainability in the area of institutional capacity building id not prevented by political developments. Institutional developments that were generated by SIMEX exercise were likely to continue upon project completion demonstrating the sustainability of the relevant project output and contributing to high sustainability of the first project outcome. The short timeframe of the project left little time to support institutionalization and operationalization of the developed training materials and enhance the training skills of future national trainers.

*The project incorporated cross-cutting issues at the stage of its development and in the process of implementation to a limited extent.* Project outputs and outcomes review demonstrated that while the focus on gender equality and other cross-cutting issues in HBM Needs and Gaps Assessment (NGA) report was weak, the HBM training materials and the Guidance on Preparation of Standard Operating Procedures (SOPs) for HBM at Border Crossing Points (BCPs) are fully gender sensitized and incorporate the clauses aimed at enhancing the beneficiary services understanding and skills to integrate cross-cutting concerns like gender, race, religion, socio-economic status, migrants vulnerability, interests of children and unaccompanied and separated children, etc.

In the end of the report, evaluator suggested a set of final conclusions and recommendations on how to address the issues identified in the course of this evaluation in the process of future programmatic activities implementation.

## List of Acronyms

BCP	Border Crossing Point
BGT	Border Guard Troops of Armenia
EU	European Union
IBM	Immigration and Border Management
IDF	IOM Development Fund
IOM	International Organization for Migration
GoA	Government of Armenia
HBM	Humanitarian Border Management
MES	Ministry of Emergency Situations
MoD	Ministry of Defense of Armenia
NGO	Non-Governmental Organization
NSS	National Security Service of Armenia
OECD – DAC	Development Assistance Committee of the Organization for Economic Co-operation and Development
PM	Project Manager
SMS	State Migration Service
SOPs	Standard Operating Procedures
SRC	State Revenue Committee
SIMEX	Interagency cross-border simulation exercise
ToR	Terms of Reference
ToT	Training of Trainers
UNHCR	United Nations High Commissioner for Refugees
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs

## 1. Introduction

This ex post evaluation was commissioned by the IOM Mission in Armenia for the project “Strengthening Capacities of Armenian National Security Service and Border Guards in their Response to Migration Crisis”, funded by the IDF and implemented between 1 October 2015 and 31 August 2017. This was carried out as an independent, internal evaluation by Oksana Nazarchuk, the staff of the Immigration and Border Management Unit of IOM’s Regional Office in Vienna.

The remainder of this chapter will introduce the context, purpose, scope and criteria of the evaluation. Chapter 2 will explain the framework and applied methodology, including sources of data and possible limitations. Chapter 3 will discuss the findings, Chapter 4 will conclude by highlighting good practices and lessons learned as well as derive recommendations for future programming.

### 1.1 Evaluation Context

Armenia and the larger Caucasus Region is prone to various natural hazards and disasters as well as the geo-political developments, which can trigger massive cross-border migration of affected populations. Whereas the MES is generally responsible for coordination in cases of emergency stemming from natural or man-made factors, the legal and institutional framework in place would not incorporate the risk of potential massive flows of migrants crossing the border in case of disaster. To provide for adequate response in such situations the national agencies responsible for crisis management as well as border management are to be able to ensure the full respect of migrants’ rights, while at the same time maintaining border security and managing the borders in a crisis responsive manner.

This requires a special approach to border management, which is supported and promoted by IOM as humanitarian border management (HBM)<sup>1</sup> and includes comprehensive border management operations before, during and after humanitarian crises involving all the national and non-governmental actors and covering all the issues related to managing the massive mixed migration flows in emergency situations. This approach calls for increased inter-agency cooperation and coordination on the national level, cross-border cooperation among the relevant agencies on both sides of the border as well as mainstreaming of protection concerns and measures in disaster and risk management policies and regulations.

This project intended to provide the GoA with technical assistance to strengthen the legal, institutional and operational framework for implementing HBM related components to enhance the national capacity to adequately respond to migrants needs in cases of emergency. The existing national coordination mechanism, although robust and well-developed, did not adequately include the BGT of the NSS of Armenia, neither a comprehensive coordination and cooperation mechanisms to involve all the relevant governmental and non-governmental actors to respond to migrants needs and provide for their rights in cases of emergency. Interagency cooperation on the national level remained weak, most national agencies viewed the emergency related responsibilities as being purely those of the MES, any issues related to dealing with refugees were seen as the competency domain of the SMS, anything related to border crossing was to be covered by BGT. Such a clustered division of responsibilities lead to a number of aspects and functions that were not covered by any of the governmental institutions which would not allow the GoA to provide its crisis management related functions in line with the whole-of-government approach especially in the area of IOM’s primary focus, namely in relation to addressing migrants’ needs in the context of cases of crisis involving massive movement of mixed migration flows across the border. Based on needs identified in the process of project development and during the project’s inception phase, the project objective was **to strengthen the institutional capacities of the Armenian NSS and the BGT to respond to migration crises and enhance their role in the inter-agency cooperation.**

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<sup>1</sup> IOM and Humanitarian Border Management,  
[https://www.iom.int/sites/default/files/our\\_work/DMM/IBM/updated/18\\_FACT\\_SHEET\\_HBM\\_2015.pdf](https://www.iom.int/sites/default/files/our_work/DMM/IBM/updated/18_FACT_SHEET_HBM_2015.pdf), retrieved on 12.09.2018

The project featured the following interlinked outcomes and related outputs contributing to this objective:

**Outcome 1: Enhanced institutional preparedness of BGT in HBM and improved coordination in the area**

Output 1.1: Needs of BGT in HBM mapped and standard operating procedures (SOPs) developed

Output 1.2: Inter-agency dialogue on HBM-centred response to migration crises initiated

**Outcome 2: Enhanced HBM capacity in place**

Output 2.1 Training for BGT and other services delivered

## 1.2 Evaluation purpose

This internal independent evaluation was conducted with the purpose to document lessons learned and best practices from a completed set of activities and for use by IOM senior management, the donor (IDF) and key partners (BGT, NSS, MES, SMS, other relevant national institutions) so they can assess organizational effectiveness in implementing the project and to assess the value for money. The aim of the evaluation is therefore to evaluate effectiveness of the achieved results, impact of project deliverables and sustainability of the project actions in terms of the project's overall objective. Further details on the evaluation purpose is described in the evaluation Terms of Reference (ToR, please refer to Annex III for more details).

IOM will share the evaluation report with the donor of the project and participating institutions to demonstrate the value of the project, lessons learned and recommendations.

## 1.3 Evaluation scope

The evaluation covered the entire period of implementation, from 1 October 2015 to 31 August 2017. It was carried out by the independent internal evaluator from the RO Vienna Immigration and Border Management Unit (IBM).

## 1.4 Evaluation criteria

The evaluation covered the usual OECD-DAC evaluation criteria of the relevance of project design, the effectiveness and performance of the project, the efficiency of project management and implementation, and the impact and sustainability of the project.

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

In addition, the evaluator reviewed how *the issues of gender equality and human rights protection* were mainstreamed in the process of project design and implementation.

## 2. Evaluation Framework and Methodology

The evaluator was based in Vienna, developed the evaluation plan, conducted the desk review of the provided project documents (please consult Annex I for list of reviewed documents), designed the evaluation matrix (Annex IV), and conducted a three-day field visit to Yerevan (17 – 19 July 2018) to interview the project stakeholders (please consult Annex II for the programme of the interviews with the names of interviewed stakeholders). Initial review of the project documents as well as background reading was conducted in order to obtain information on the context, focus and structure of the project. The evaluation matrix guided the entire evaluation process.

### 2.1 Data sources and collection

The internal independent evaluator conducted the evaluation in close coordination with the IOM Mission in Armenia. The focal persons in the Mission – Head of Office, Project Manager (PM), Project Assistant – provided country specific information, relevant documents, and information on progress and achievements of the project.

The data collection for the evaluation also involved the following:

- **documents review (Annex I):** documents review mainly focused on existing documentation related to the project, including project documents, donor reports, needs assessment report, training materials, and many more. For an exhaustive list of reviewed documents, please refer to Annex I. The materials were provided by IOM Armenia upon the evaluator's request;
- **initial reflection session with IOM project management team** facilitated by the evaluator;
- **interviews with project partners and stakeholders** (see the programme in Annex II): semi-structured interviews were conducted in Russian with a variety of stakeholders during the evaluation field visit. IOM Armenia staff was not present during the interviews. The choice of interlocutors was to a large extent made by IOM Armenia, depending on availability. The evaluator strived to promote participation of all stakeholders in the process, explained the purpose and scope of the evaluation at the start of each interview and asked for stakeholder opinions regarding recommended actions, and informed that evaluation report could be requested from the PM, who will be responsible for sharing the report externally; and
- **debriefing with IOM staff** including participative identification of initial recommendations.

Where possible, collected data was triangulated by cross-checking different sources in order to obtain a diversity of perspectives and minimize potential bias. The remainder of this section will explain the data sources and collection process in more detail.

### 2.2 Data analysis

Qualitative and quantitative data collected through desk review, and in the process of stakeholders' interviews, were analyzed relationally in order to assess whether and how they contradict or reinforce one another. The evaluation matrix guided the evaluation process. Major themes confirmed across data sources were organized in relation to the evaluation criteria and will be presented accordingly in Chapter 3 of this report. Based on the findings, the evaluator identified good practices and developed a set of conclusions and recommendations that could inform future programming (Chapter 4).

## 2.3 Limitations and proposed mitigation strategies

There were number of limitations to this study that could have impacted results:

- as is usual with internal evaluations in IOM, the evaluation had to rely on interviews with a selection of project stakeholders that was to a large extent made by IOM;
- due to staff turnover in partner organisations (as an example United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA)) and beneficiary organizations (e.g. SMS) not many interviewed representatives of stakeholder organizations took part or were aware of implemented project activities to full extent making it difficult for them to provide the feedback on their relevance, effectiveness and impact;
- due to the above mentioned high staff turnover the possibility for data triangulation was not high and evaluation conclusions had to be made based on the feedback of one interviewed stakeholder or project reports produced by IOM;
- not all the interviewees appeared to be persuaded by the concept of independent project evaluation by IOM staff as the evaluator noticed that – despite clearly describing the purpose, the scope and the modalities of the evaluation – some interviewees might have suspected these were their services who were assessed – not the project;
- there were also interviewees whose answers might have been affected by social desirability bias, i.e. the tendency to answer questions in a manner that will be viewed favourably by others;
- understanding that institutional capacities development would take several years, it was too early to fully assess or even predict the long-term impact of the project activities as it would to a large extent depend on the political developments and continued commitment of the GoA to developing its HBM capacity.

The focus of this evaluation was hence put on exploration of the perceptions, views and ideas of stakeholders interviewed, thus identifying directions in which results may be developing, potential amplifiers of and challenges as well as recommendations for future programmatic activities. The purpose and process of the evaluation was explained in detail, focusing on the benefits that it might bring for all stakeholders when they respond truthfully. It was ensured that interviewees understood that their inputs were confidential and reported in aggregate, without mentioning of names of individuals.

### 3. Evaluation findings

#### 3.1 Project relevance

*Relevance concerns the extent to which the project remains valid and pertinent.*

To evaluate project relevance, evaluator attempted assessed to which extent the project was designed to address the gaps in local policies and strategies, to which extent the project addressed the original needs, project relevance vis-à-vis the national policy and legal framework, and vis-à-vis national and institutional priorities, to which extent project adapted to address the changing circumstances and emerging needs in the process of implementation. Please find the summary of findings followed by their more detailed explanation, conclusion and the recommendations for the future programmatic activities in area of HBM in Armenia.

##### *Summary of findings*

*project was designed to address the gaps in local policies and strategies;*

*HBM Needs and Gaps Assessment (NGA) confirmed the original needs of the GoA in the area of HBM as were initially identified by the project document;*

*HBM NGA also confirmed the relevance of the project vis-à-vis the national legislative framework and the most recent policy developments;*

*HBM NGA allowed to enhance the beneficiary agencies sense of ownership as they were consulted in the process of assessment which demonstrated its enhanced relevance;*

*integration of the additional activity, namely the joint interagency cross-border simulation exercise (SIMEX), which was conducted upon the request of the beneficiary agencies in the end of the project, allowed to further enhance projects relevance to the national agencies;*

*project resulted in increased relevance of national HBM framework and the increased understanding among all the beneficiary agencies of the need to enhance the governmental crisis response capacity as an unintended outcome of the project thus making the further assistance and capacity building in the area of HBM more relevant.*

##### *Extent to which the project was designed to address the gaps in local policies and strategies*

Initial project idea emerged when HBM was not among the priorities for most relevant national agencies. Affected by the raised numbers of migrants of Armenian descent from Syria moving to Armenia and frequently traveling to Syria to attend their families, having taken into consideration the challenges encountered by the countries affected by 2015 migration crisis in Europe, having witnessed the escalation of the situation in the Nagorno-Karabakh in April 2016, which led to limited displacement of the population from this area and understanding the potential consequences of any larger scale negative geo-political developments in the South Caucasus region which might lead to large scale humanitarian crisis, the government recognized the need to enhance its crisis preparedness capacity especially in the areas of local policies and strategies improvement to manage the potential flows of migrants crossing the border in the context of such a crisis. The interviews confirmed that the ***project was designed to address such gaps in local policies and strategies*** by conducting HBM Needs and Gaps Assessment (HBM NGA) incorporating the relevant recommendations and by delivering the follow up HBM capacity building activities.

##### *Extent to which the project addressed the original needs*

It should be mentioned that none of the project activities, outputs or outcomes were deemed as irrelevant by any of interviewed interlocutors. As defined by the project document, the original needs included the

necessity to raise awareness about and incorporate the HBM components into GoA crisis preparedness institutional framework. In addition, the project document identified the need to incorporate the BGT and introduce the specific measures to integrate the actions of other government agencies present at the border and surrounding communities into the national crisis preparedness mechanism. To provide for a more comprehensive needs assessment, the project incorporated the HBM Needs and Gaps Assessment (HBM NGA) as its first implemented activity. HBM NGA ensured that existing capacities were analyzed, the most pertinent needs identified, allowed to map relevant activities conducted by other actors to avoid overlaps, duplication and to identify the potential for synergies, allowed to identify the relevant resources on HBM issues available to national stakeholders. HBM NGA also allowed for a more detailed review of the local needs with the particular focus on local border areas and how those would be affected in times of crisis involving mass cross-border migration movements. In addition, it allowed to learn and analyze the current HBM related legal and institutional framework, the capacity of the national agencies involved, availability and the strength of interagency cooperation mechanisms, the training needs, and the status of the existing infrastructure and equipment. In addition, ***HBM NGA confirmed the original needs of the GoA in the area of HBM as were initially identified by the project document.***

#### *Project relevance vis-à-vis the national policy and legal framework*

***HBM NGA also confirmed the relevance of the project vis-à-vis the national legislative framework and the most recent policy developments.*** As an example, the assessment refers to several policy level documents and legislative acts that do not refer to the concept of humanitarian border management but stipulate the modalities of provision of the necessary HBM related functions and support the incorporation of necessary HBM components. Namely, the *Disaster Risk Reduction National Strategy of the Republic of Armenia*, the action plan for its implementation, as well as and *Inter-Agency Contingency Plan of Armenia* - provide the framework for joint actions on HBM related activities, but do not cover to full extent the joint actions, coordination, referral mechanisms in cases involving massive migration across the border in cases of crisis affecting the border areas. Similarly, the *Action Plan on the Implementation of the Concept of State Regulation of Migration in the Republic of Armenia* sets the objective of improving the System of Providing Asylum in the AR. In case of Recognizing the Foreign Citizens as Refugees Ensuring Their Effective Integration to the RA [Republic of Armenia] Society, and the *Action Plan and Timetable for Implementation of the Border Security and Integrated State Border Management Strategy of The Republic of Armenia* sets some of the tasks relevant to HBM national capacity building.

#### *Relevance of the project vis-à-vis national and institutional priorities*

Evaluation interviews revealed that as not all the relevant national agencies were involved in project development ***not all the beneficiary agencies equally considered the enhancement of the HBM related preparedness capacity a priority at the moment the project was developed.*** One of the interviewed interlocutors noted that the project beneficiaries were not critically assessing their needs and capacities when committing to the project and one could observe the lack of sense of ownership at the initial stage of project implementation. The ***HBM NGA allowed to enhance the beneficiary agencies sense of ownership as they were consulted in the process of assessment which demonstrated its enhanced relevance.***

Findings of the HBM NGA report were communicated to all the project stakeholders and informed the follow up project activities implementation, which allowed for their adjustment and made them more relevant to the needs of the beneficiary agencies. ***Integration of the additional activity, namely the joint interagency cross-border simulation exercise (SIMEX), which was conducted upon the request of the beneficiary agencies in the end of the project, allowed to further enhance projects relevance to the national agencies.*** This was achieved by the top leaders of the emergency agencies of Armenia and Georgia, the local population and the media into implementation of this activity. Most interviewed stakeholders underlined that the ***project resulted in increased relevance of national HBM framework and the increased understanding among all the beneficiary agencies of the need to enhance the governmental crisis response capacity as an unintended outcome of the project thus making the further assistance and capacity building in the area of HBM more relevant.***

*Extent to which project adapted to address the changing circumstances and emerging needs in the process of implementation*

To adapt to emerging needs of the beneficiary agencies, **the project implementation team reallocated project resources to incorporate an additional project activities being 1) the simulation exercise which allowed to enhance project effectiveness, impact, and sustainability as well as the 2) workshop on information management in case of crisis**, which was implemented to present basic principles, tools and methodology for data collection, data protection, information management and analysis, population registration and needs assessment during migration crises, and illustrate the best practices of IOM. (pls see more details on that in relevant subchapters of this evaluation).

**Conclusion**

Evaluation indicated that **the project is widely relevant to the target groups as well as the international and partner government policies and strategies in the domain of emergency preparedness as well as migration and asylum.**

*Recommendations for potential future HBM projects in Armenia*

to ensure project's relevance to all relevant national, international and non-governmental actors, future projects in the area of HBM should involve them from the moment of their development;

a greater focus on developing the national agencies capacity in working with the mass media and local communities was suggested by some interlocutors and should be incorporated into the follow up projects on HBM in Armenia;

follow up HBM projects should build on lessons learnt and best practices applied in the course of SIMEX implementation, namely the involvement of top officials from beneficiary services into project activities implementation and provision of high visibility and media coverage of such activities – to maintain and generate the enhanced sense of ownership and relevance among the beneficiary agencies.

### 3.2 Project effectiveness

***Effectiveness concerns the extent to which the project produced the desired results.***

To evaluate project effectiveness, evaluator assessed how the implementation of project outputs contributed to the achievement of project outcomes and the overall project objective. It should be however noted that while conducting the analysis of the evaluation findings, evaluator took into consideration the pilot nature, scope and the cost of the project as well as the political environment in which IOM Armenia had to maneuver to completed project implementation. The summary of findings and conclusions is presented in the table, followed by their detailed explanation, general conclusion on project's effectiveness and the recommendations for future IOM programmatic activities in the area of HBM in Armenia:

<p>The project objective was to strengthen the institutional capacities of the Armenian NSS and the BGT to respond to migration crises and enhance their role in the inter-agency cooperation</p> <p>The project was to provide for the implementation of the following outcomes and outputs</p>	
<b>Outcomes</b>	<b>Outputs</b>
<p><b>1: Enhanced institutional preparedness of Border Guard Troops (BGT) in HBM and improved coordination in the area</b></p> <p><i>Conclusion: evaluator made a conclusion about high effectiveness in the achievement of the outcome 1.</i></p>	<p><b>1.1: Needs of BGT in HBM mapped and SOPs developed</b></p> <p><i>Conclusion: the output 1.1 was achieved to the extent possible in time of project implementation contributing to a limited extent to the outcome 1 and overall project objective implementation.</i></p> <p><b>1.2: Inter-agency dialogue on HBM-centered response to migration crises initiated</b></p> <p><i>Conclusion: output 1.2 was fully achieved with higher than planned level of effectiveness thus contributing to higher effectiveness in achieving the outcome 1 and overall project objective.</i></p>
<p><b>2: Enhanced HBM capacity in place</b></p> <p><i>Conclusion: the second project outcome was achieved to the expected extent as established by project document.</i></p>	<p><b>2.1: Training for BG and other services delivered</b></p> <p><i>Conclusion: output 2.1 was achieved and contributed to achievement of the second project outcome.</i></p>

***Conclusion: both project outcomes were effectively achieved and contributed to the achievement of the project objective.***

### **Outcome 1: Enhanced institutional preparedness of Border Guard Troops (BGT) in HBM and improved coordination in the area**

Evaluation identified that the planned outputs under this outcome were generally achieved. At the same time, due to changing environment in which the project was implemented some of the project outputs were modified in the process of project implementation.

#### ***Output 1.1: Needs of BGT in HBM mapped and SOPs developed.***

This output was implemented as planned with all the planned activities conducted. Evaluator assessed the extent to which the activities of this output contributed to its effectiveness and how the extent of this output implementation contributed to the achievement of the first outcome and the overall project objective. The following activities were implemented within this output:

#### ***HBM Needs and Gaps Assessment (HBM NGA) completion.***

Most evaluation interviewees informed that their agencies were consulted enough in the process of needs assessment and that the results of assessment were implemented in the agencies operational activities. When asked about the details of needs assessment and the ways how the recommendations were integrated into the agencies operational activities, they could not provide more comprehensive comments explaining it with the high staff turnover, high overload and by other priorities set by the

agencies leadership. Thus, the evaluator assumed that the agencies were trying to deliver the politically correct feedback on this activity effectiveness rather than revealing that the assessment findings were not taken into consideration when developing the agencies HBM capacities. At the same time, the evaluator was made aware of that the Government of Armenia committed to updating its HMB related legal and policy framework, institutional capacity and coordination mechanisms. The relevant intergovernmental working group, which IOM is the member of, was created and worked on the Government Decision on “The action plan for management of migration flows resulting from major disasters or military operations.” According to the PM, all the recommendations of the HBM NGA and those incorporated into the guidelines on SOPs development, particularly concerning the BGT actions in managing the migration flows in crisis situations, the preparedness to respond appropriately to cross-border movements protecting crisis-affected migrants and ensuring the protection of their human rights and interests, while respecting national sovereignty and security have been included in the mentioned document. Therefore, the evaluator concluded that, as the ***purpose of the HBM NGA was to reinforce further national HBM capacity building, this activity, hence fully implemented, supported the achievement of the output to a limited extent.*** It should be noted however, that being the very first implemented project activity, ***it informed the follow up project implementation thus enhancing the effectiveness of other project components.***

#### *Guidance on Preparation of SOPs for HBM at BCPs was developed.*

Initially project intention was to assist the relevant national agencies in developing and adopting the SOPs on HBM at BCPs. In the process of project implementation, based on more realistic assessment of the readiness of the national agencies to such intervention, the decision was taken – in consultation with the beneficiary services – to modify this activity and support the production of the Guidance on Preparation of SOPs for HBM at BCPs. As none of the interviewed interlocutors was in position to provide the feedback on the quality or the effectiveness of this activity explaining it by high rotation of personnel due to political changes and the fact that this activity was implemented in 2016, it became obvious that interviewed representatives of project stakeholders did not have the institutional memory on the issue. At the same time, evaluation discovered, that due to additional incentive generated by the presidential audit that was conducted at the time of this activity implementation, the produced Guidance on Preparation of SOPs on HBM at BCPs was modified, shortened and approved by the GoA for the implementation by relevant agencies. Implementation of this activity ***contributed to the achievement of the initially planned output, but its modification lowered the output's contribution to the effectiveness of the first outcome as well as its impact and sustainability (pls see the relevant subchapters on impact and sustainability for more details).***

Based on above mentioned, the evaluator made a conclusion that ***the output 1.1 was achieved to the extent possible in time of project implementation contributing to a limited extent to the outcome 1 and overall project objective implementation.***

#### *Output 1.2: Inter-agency dialogue on HBM-centered response to migration crises initiated.*

It should be noted that due to political developments in the country and the change of leadership in some of the national project stakeholders, implementation of some of the project activities was delayed. In addition, due to changed policy related priorities among the national agencies, some of the outputs had to be modified upon the request of the beneficiary agencies. Thus, instead of initially planned 4 workshops to discuss topics related to HBM, interagency and cross-border coordination and cooperation, and to draft SOPs only two were conducted. Saved funds were reallocated to implement at an additional project activity, which was integrated at later stage upon the beneficiary agencies request, namely the cross-border interagency simulation exercise (SIMEX). Evaluator assessed the extent to which the activities of this output contributed to its effectiveness and how the extent of this output implementation contributed to the achievement of the first outcome and the overall project objective. The following activities were implemented to support the achievement of this output:

*A workshop on enhanced institutional preparedness of the state agencies in terms of information management in the case of crises with migration dimension*

This activity was implemented in line with initial plans as stated by the project document which foresaw the delivery of 4 workshops to discuss topics related to HBM, interagency and cross-border coordination and cooperation, draft SOPs. The workshop was delivered for state authorities involved in HBM related functions (MES, BGT of NSS, AP, Ministry of Defense (MoD) and SMS), local and international NGOs involved in the direct assistance provision to victims of humanitarian crisis and was delivered by the internal IOM expert from the Department of Emergency of IOM Headquarters. The presence of the representatives from the UN Higher Commissioner for Refugees (UNHCR) and United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) contributed to the workshop quality and enhanced its aspects related to migrants' rights protection and integration of vulnerability concerns and other cross-cutting issues. Most interlocutors interviewed in the course of evaluation informed that the workshop was effective in allowing the participants to initiate inter-agency dialogue on HBM-centered response to migration by discussing and conduct the SWOT (strengths, weaknesses, opportunities and threats) analysis of the limited scale displacement from Nagorno Karabakh region that took place at the beginning of 2016. While ***the implementation of this activity directly contributed to effectiveness of the output 1.2, evaluation established that the findings of this exercise have not been further developed neither integrated into the national policies drafting, which reflected on its impact and sustainability (please see relevant subchapters for more information on that).***

*A workshop on development of the HBM related SOPs based on developed Guidance on Preparation of SOPs for HBM at BCPs was delivered*

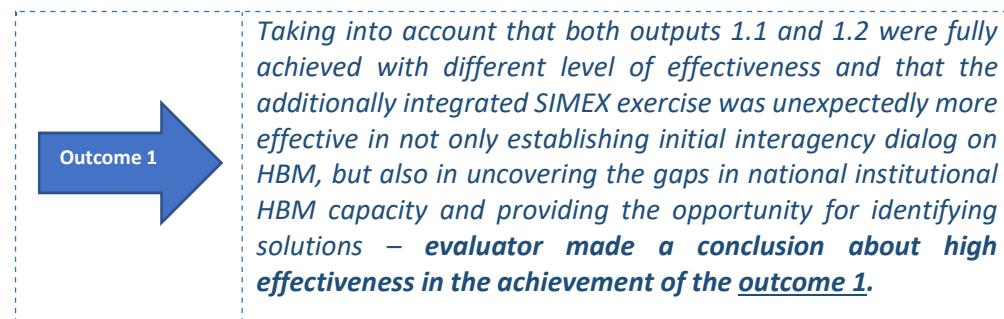
This workshop focused on the discussion of the guidelines for the preparation of the HBM SOPs for BCPs and the importance of integration of inter-agency coordination as well as concerns of migrants in vulnerable situations into the SOPs. Involvement of the international technical expert as well as of UNHCR representatives contributed to the quality of this event. Not all the agencies interviewed during the evaluation were in position to provide the feedback on this activity as it took place in December 2016. The evaluation informed that this activity was complimentary to the mentioned above activity on Guidance on SOPs development and contributed to the development of and adoption the shorter version of the Guidance on HBM SOPs for further implementation by the national agencies ***thus enhancing the effectiveness of the previous output. From the perspective of establishing initial inter-agency dialog among the national HBM stakeholders this activity also contributed to the effectiveness of the output 1.2 implementation.***

*Cross-border interagency simulation exercise (SIMEX) was conducted*

By the end of the project, the beneficiary agencies approached IOM with the request to modify the initially planned project activities and support the conduct the SIMEX exercise on coordination in case of humanitarian crises involving all the national and non-governmental actors and covering all the issues related to managing the massive mixed migration flows in emergency situations. The exercise was coordinated by the MES and involved all the relevant national agencies (BGT, SRC, AP, SMS, Ministry of Health), the Red Cross and UNHCR as well as the representatives of the Ministry of Internal Affairs of Georgia as observers. The Minister of Emergency Situations of Armenia and the Deputy Minister of Internal Affairs of Georgia observed the exercise and agreed on the urgent need to enhance the cross-border emergency preparedness capacity and cooperation. Exercise was conducted in the vicinity of the Gogavan BCP. Developed SIMEX scenarios and the contingency and coordination plans reflected the situation close to regional realities. All the involved agencies were assigned their roles, local communities were invited to act as migrants. All the interviewed ***interlocutors highly praised the idea of conducting SIMEX and the outcomes of the event and underlined that it was effective in not only advancing inter-agency dialog on HBM-centered response to migration crisis but also allowed the national agencies as well as the other stakeholders involved to test and***

**realistically assess their HBM related capacity, identify the gaps and the needs.** As was also confirmed by the interviewees feedback with regards to *importance of the debriefing exercise* which took place after the implementation of SIMEX, this additional **project activity contributed to higher than expected effectiveness of this project output** going beyond just initiating the interagency dialog. Having supported the national agencies in practically testing their HBM related capacities especially in relation to management and provision of assistance to migrants, was more effective in contributing to the achievement of output 1.2 than initially planned project activities as it allowed to raise national agencies awareness on HBM, test institutional capacities and uncovered the gaps, which could have not been identified in other forms of capacity building activities. Moreover, the **gaps uncovered by SIMEX reconfirmed and brought to attention of all the project stakeholders the findings discovered in the process of HBM GNA implementation, thus contributing to the enhancement of the output 1.1.** It was emphasized to the evaluator, that prior to this project the interagency coordination plans did not cover the potential situations involving the massive migration flows across the borders and did not include any provisions on dealing with migrants and that **the decision to integrate such positions was taken by senior management as a result of the gaps discovered in the process of SIMEX implementation.** This was confirmed by the follow up developments on the national level in this area, mainly, by creation of the working group on the development of the national crisis preparedness action plan, for which each of the involved agencies got the task to develop their relevant components. This **enhanced this output effectiveness in contributing to the effectiveness (as well as impact and sustainability) of the first project outcome on enhanced national institutional HBM capacity as well as to overall project objective.**

Based on above mentioned, the evaluator made a conclusion that **the output 1.2 was fully achieved with higher than planned level of effectiveness thus contributing to higher effectiveness in achieving the outcome 1 and overall project objective.**



## Outcome 2: Enhanced HBM capacity in place

To assess the effectiveness in achieving this outcome, evaluation studies the effectiveness of the outputs it incorporated.

### Output 2.1: Training for BG and other services delivered development of the HBM

Evaluator assessed the extent to which the activities of this output contributed to its effectiveness and how the extent of this output implementation contributed to the achievement of the first outcome and the overall project objective. The following activity was implemented to support the achievement of this output:

*The training on HBM for all the national agencies and relevant non-governmental actors involved was developed and conducted*

The training manual on HBM was developed and the training of trainers (ToT) on HBM conducted for the selected candidates from relevant national agencies. Most interviewed beneficiary agencies provided positive general feedback on the implementation of this activity. However, it was difficult

*to triangulate the validity of these statements as none of the interviewed interlocutors took part in the training, neither had any feedback on its quality and effectiveness from his/her colleagues.* This fact might be attributed to high staff rotation and the fact that the officials that were involved into this activity implementation were reassigned to the other positions. At the same time, the way the output 2.1 and the outcome 2 were formulated and explained in the project document, information provided in project reports would be enough to conclude that they were fully achieved.

Evaluator made a conclusion that ***the output 2.1 was achieved and contributed to achievement of the second project outcome.***



### **Conclusion**

Evaluation indicated that ***both project outcomes were effectively achieved and contributed to the achievement of the project objective.***

#### *Recommendations for potential future HBM projects in Armenia*

to enhance the effectiveness of future programmatic activities in the area of HBM in Armenia, future projects should focus more on work with local population in the crisis involving massive border crossing by mixed migration flows, work with the media, camp management, use of referral mechanisms for providing assistance to migrants in vulnerable situations;

to enhance the effectiveness of the project and bring the project deliverables to beneficiary agencies interest, IOM Armenia should organize a series of bilateral meetings with all the relevant stakeholders, remind them about the important products developed in the course of the project and discuss the potential ways to more effectively implement them;

more international, national and non-governmental actors should be involved into the future projects on HBM implementation in Armenia;

IOM Armenia should continue working with the GoA on rolling out and institutionalization of the developed Guidance on HBM SOPs for BCPs;

to build on project achievements and to utilize the political will generated in the course of SIMEX implementation, it would be advisable for the IOM to follow up with the more substantial projects in the area of HBM.

### **3.3 Project efficiency**

*Efficiency concerns how well resources (funds, expertise, time, etc.) are used to undertake activities and converted to results.*

To evaluate project efficiency, evaluator assessed whether the project was implemented according to initially developed timelines, within initially allocated resources, whether the project provided good value for money

compared to other means of implementation. Please find the summary of findings followed by their more detailed explanation, conclusion and the recommendations for the future programmatic activities in area of HBM in Armenia.

### ***Summary of findings***

*political developments dragged project implementation;*

*all the interviewed interlocutors praised the effective and efficient communication with IOM staff and implementing partners;*

*holistic approach of the project – conducting the gaps assessment, developing capacity building materials, conducting capacity building activities – has been widely appreciated and has contributed to project efficiency due to synergies between components and activities which were interlinked and benefited from each other;*

*in several cases, activities were amended to further increase efficiency. Thus, reallocation of funding to support the implementation of SIMEX contributed to project efficiency thus enabling the project to capitalize on the progress made in the course of previous SIMEX exercises implementation;*

*debriefing conducted immediately after SIMEX completion, was praised as a good way to capitalize on investment made into SIMEX organization;*

*involvement of other international and regional actors into its activities implementation allowed to bring in additional thematic perspective into the project implementation within the same limited resources.*

### ***Project duration and adherence to initially established timelines***

Project implementation took 23 months instead of initially planned 1 year. The project was extended 3 times with the most recent extension in August 2017. The project launch was timely, however, there has been unanimous feedback that the ***political developments dragged project implementation***. The delays were caused by constantly on-going staff rotation within and late reaction of the beneficiary services to most of the forwarded communications and by the difficulties to get their feedback on nearly all the project deliverables. From the project efficiency perspective this might also indicate the lack of efforts put into mitigating those challenges by the project implementation team. To address the mentioned above challenges, IOM had to revise the initial project plan in order to secure the timely implementation, some activities were amended, IOM intensified the interactions with the beneficiary agencies including on the highest level and ***all the interviewed interlocutors praised the effective and efficient communication with IOM staff and implementing partners***, as well as their flexibility and responsiveness to needs and challenges.

### ***Incorporation of efficiency concerns into project design***

It should be taken into consideration that the project was designed as a pilot with the purpose to raise the awareness and initiate institutional capacity building of the national beneficiary agencies in the area of HBM. The ***holistic approach of the project – conducting the gaps assessment, developing capacity building materials, conducting capacity building activities – has been widely appreciated and has contributed to project efficiency due to synergies between components and activities which were interlinked and benefited from each other***. The fact that the ***project implementation continued based on the findings confirmed thorough needs assessment conducted as the first project activity contributed to improved resources distribution as the assessment confirmed nearly all the findings and assumptions that were made during the preliminary assessment made on the stage of project development***.

### ***Project resources management in changing political environment***

The planned activities have been widely completed within the allocated resources, although some changes to the initial project plan were necessary, as was already described in the previous sections. ***In several cases, activities were amended to further increase efficiency***. The fact that ***project implementation team was able***

**to reallocate the funding and support the implementation of SIMEX** which was not a random standalone activity, but one of the series of similar simulation exercises conducted by GoA focusing on coordination and joint actions in cases of crisis also **contributed to project efficiency thus enabling the project to capitalize on the progress made in the course of previous SIMEX exercises implementation.**

**No negative feedback on the use of resources, involved expertise and time allocation were received in the process of evaluation.** Due to staff rotation in the beneficiary agencies, interviewed interlocutors were only in position to provide more detailed feedback on the latest conducted activity being SIMEX exercise. Thus, the issues with regards to better scenarios development, better roles distribution among the involved participants, development of more detailed instructions, better preparation and inception of the involved parties, full involvement of Georgian officials with assigned roles instead of being observers only, and higher focus on work with local communities and work with the media – were raised. All the interlocutors praised the quality of organization of the SIMEX debriefing exercise and voiced their hopes for follow up. In addition, the **debriefing conducted immediately after SIMEX completion, was praised as a good way to capitalize on investment made into SIMEX organization.**

Another point, that added to project's efficiency, was the **involvement of other international and regional actors into its activities implementation** (UNHCR, UN OCHA) This also **allowed to bring in additional thematic perspective into the project implementation within the same limited resources**, namely those associated with protection and camps management.

### Conclusion

Evaluation indicated that, *overall, the project has been implemented in an efficient manner, compared to potential other means of implementation, and was good value for money.*

*Recommendations for potential future involvement in HBM in Armenia:*

future projects should contain additional measures to reduce the dependence of project implementation on political developments;

IOM Armenia should start the development of the follow up project on HBM not to lose the momentum and capitalize on the investment made in the course of this project implementation.

### 3.4 Project impact

Impact concerns the long-term effects produced by a project, whether positive or negative, direct or indirect, intentional or unintentional.

To evaluate project impact, evaluator assessed the impact of all the achieved project outputs and their influence on the impact of project outcomes and overall project impact. To assess the proportionality of the project potential impact versus investment, the pilot nature of the project should be taken into consideration. It would be unrealistic to expect the major positive reforms from the project of such a scale, with such a cost and of such a limited timeframe. Please find the summary of findings followed by their more detailed explanation, conclusion and the recommendations for the future programmatic activities in area of HBM in Armenia.

#### Summary of findings

*it is too early at this stage to assess the project's long-term impact;*

*project – due to inclusion of SIMEX exercise – encouraged the government to realistically assess its capacities and realize the urgent need to enhance them;*

*project also allowed IOM to position itself as the major partner of the Government of Armenia in developing its HBM related capacity;*

*overall impact of SIMEX proved to be surprisingly higher than expected. It contributed to high impact of the first project outcome and compensated the low or not yet seen impact of the second project outcome thus enhancing the overall project impact.*

The project's overall objective was to strengthen the institutional capacities of the Armenian NSS and the BGT to respond to migration crises and enhance their role in the inter-agency cooperation. Institutional capacity building takes time and the impact is often only fully seen after several months or even years. ***It is too early at this stage to assess the project's long-term impact.*** However, some directions in which results may be developing, as well as potential amplifiers of and challenges to impact can already be identified.

All the *interviewed interlocutors highlighted the high impact of the SIMEX exercise*, which became an unexpected by-product of project activity which was not initially planned and was added close to the project end to respond to beneficiary services request. Evaluation discovered that the involvement of the high-level officials from both Armenia and Georgia into this activity implementation added the necessary political weight to the event and generated high political interest in both countries to move on with the development of HBM capacities in both countries. Not less important, SIMEX allowed to discover the gaps in national crisis preparedness mechanism, uncovered the grey areas related to provision of assistance to various categories of migrants in vulnerable situation, weaknesses in communicating with the media and in involving the local communities into crisis management. This was the first time the exercise focused on potential risk of crisis involving border crossing or happening near the border and on managing the consequences associated with the massive migration movements across the border including the need to provide assistance to migrants. Upon SIMEX completion, *the national agencies have received the task to update the outdated legislative framework and coordination mechanisms, develop interagency instructions and joint plans of actions to enhance the national preparedness and to integrate the issues related to managing the massive mixed flows of migrants crossing the border in cases of crisis.* For that purpose, the government formed an interagency working group which the IOM is the part of. It should be mentioned that years of consultations and lobbying conducted by international community in Armenia did not bring about such a development. The **project – due to inclusion of SIMEX exercise – encouraged the government to realistically assess its capacities and realize the urgent need to enhance them.** The **project also allowed IOM to position itself as the major partner of the Government of Armenia in developing its HBM related capacity. The overall impact of this additional project activity proved to be surprisingly higher than expected. It contributed to high impact of the first project outcome and compensated the low or not yet seen impact of the second project outcome thus enhancing the overall project impact.**

## **Conclusion**

*It was too early at the stage of evaluation to assess the project's long-term impact.*

*Recommendations for potential future involvement in HBM in Armenia:*

to further enhance the project impact, IOM Armenia should conduct additional bilateral or multilateral consultations with relevant national services to encourage the implementation of the findings of the HBM NGA and incorporation of the trainings on HBM into regular training programme;

IOM should reduce the HBM NGA to shorter publication and distribute it to relevant national, international and non-governmental stakeholders to encourage its integration into further HBM capacity building;

IOM should get in touch with the participants of the TOT components of the project in order to obtain their ideas on possible ways to enhance the impact of the training;

IOM should remain involved into interagency coordination mechanism created to update and implement the HBM related national capacity;

IOM should continue supporting the future SIMEX exercises (the next one planned for May 2019) to keep and strengthen its position as the major governmental partner on HBM capacity development;

IOM should continue working on actual HBM related SOPs development by relevant national institutions;

to provide for long term impact of this and other project in the area of migration and border management, IOM should support the development of own institutional training capacity by the relevant border management and disaster preparedness agencies of Armenia.

IOM should consider conducting bilateral consultations with such agencies as e.g. MES and Police to encourage them to integrate the training on HBM into their regular training programme as well as extend those trainings to other national agencies that do not have institutional training capacity.

### 3.5 Project sustainability

*Sustainability concerns the durability of the project's results or the continuation of the project's benefits once external support ceases*

To evaluate project sustainability, evaluator assessed the sustainability of all achieved project outputs considering the potential of their continuation without further external support. Please find the summary of findings followed by their more detailed explanation, conclusion and the recommendations for the future programmatic activities in area of HBM in Armenia.

#### *Summary of findings*

*institutional developments that were generated by SIMEX exercise are likely to continue upon project completion demonstrating the sustainability of the relevant project output and contributing to high sustainability of the first project outcome;*

*while there is a potential for more sustainable application of such project deliverables as the findings and the recommendations of the HBM NGA report, the sustainability of the training activities on HBM was perceived as low by most interviewed interlocutors;*

*the short timeframe of the project left little time to support institutionalization and operationalization of the developed training materials and enhance the training skills of future national trainers;*

*that due to pilot nature and the small scale of the project, no exit strategy was put in place in the process of its design. as there is little chance the GoA would reprioritize and allocate more budget funds for the development of its HBM related capacity, reforms in this area would be slow without external donor and technical assistance;*

*the evaluation assessed the sustainability of the second project outcome as limited.*

It should be noted that SIMEX was not one-off activity, but one of the practical crisis preparedness simulation trainings conducted by the national agencies either on their own (supported by national budgets) or under the support of other organizations (UN OCHA, etc.). Due to this output high impact, **several project benefits continue after the project completion, primarily those institutional developments that were generated by SIMEX exercise**. Thus, the GoA committed to updating its HMB related legal and policy framework, institutional capacity and coordination mechanisms. Namely, the relevant intergovernmental working group, which IOM is the member of, was created and worked on the GoA Decision on “The action plan for management of migration flows resulting from major disasters or military operations.” According to the PM, all the recommendations of IOM Armenia, particularly concerning the border guards’ activities in managing

the migration flows, the preparedness to respond appropriately to cross-border movements protecting crisis-affected migrants and guarantying their human rights and interests, while respecting national sovereignty and security have been accepted by the working group. *Having in mind the high impact of SIMEX, the institutional capacity building developments it generated might lead to continued sustainability of the first project outcome.* Additional external technical assistance would be welcome to support the GoA efforts in this area, maintain the political will and facilitate the reform process, which would be challenging taking into consideration the GoA budgetary constraints. In addition, *the fact that the Guidance on SOPs for HBM at BCPs development was followed by the adoption of its briefer version by the GoA, added to this output sustainability, thus enhancing the sustainability of the same first outcome.*

The *sustainability of other project outputs depends on the GoA intentions to benefit from and incorporate them into their capacity building strategies, policies and plans.* It is not possible to predict their sustainability at this stage as both options are possible – the GoA might never turn to using them or on the contrary – the government might have to use them in the process of the national HBM capacity development.

It is however important to note, that while *there is a potential for more sustainable application of such project deliverables as the findings and the recommendations of the HBM NGA report* in case the GoA realizes these products might facilitate its HBM Capacity building reforms, the *sustainability of the training activities on HBM was perceived as low by most interviewed interlocutors.* Regardless the fact that IOM designed this training components as the ToT exercise and IOM readiness to continuously step in and deliver HBM trainings for GoA officials upon request, the sustainability of this project component remains being low. *The short timeframe of the project left little time to support institutionalization and operationalization of the developed training materials and enhance the training skills of future national trainers.* In addition, the lack of national training capacity and resources for roll out HBM trainings by potential national trainers that took part in this activity would be the major challenges in its sustainable application. Interviewed interlocutors were unanimous in doubting the capacity of the staff trained within this project to deliver the follow up trainings on HBM due to further need to develop their trainings delivery skills. According to PM, the short (2 hours) follow up training sessions were conducted by IOM upon project completion for different categories of BGT officers on annual basis. At the same time without integrating the HBM training into institutional training programme for its regular delivery by the BGT, the *sustainability of the second project outcome might only be remedied via the development and launch of the follow up project on HBM with the strong focus on institutional training capacity building.* As an intermediary solution taking into account the absence of internal training capacity within BGT being one of the most cooperative project beneficiary, IOM might try to encourage the other than BGT national institutions (like Police, MES or NSS) to roll out the further trainings on HBM reaching to all the relevant national agencies. At the same time, this option does not seem to be realistic as taking into account the budgetary constraints as well the major border related challenges and threats faced by the government, it is very unlikely that this idea might receive necessary support on relevant decision-making level. *Therefore, the evaluation assessed the sustainability of the second project outcome as low.*

*It was clear that due to pilot nature and the small scale of the project, no exit strategy was put in place in the process of its design. as there is little chance the GoA would reprioritize and allocate more budget funds for the development of its HBM related capacity, reforms in this area would be slow without external donor and technical assistance.*

## Conclusion

Evaluation indicated that, *overall, project sustainability was moderate and proportionate to the scale, scope and the cost of the project with positive outlook with regards to sustainability in the area of institutional capacity building id not prevented by political developments.*

*Recommendations for potential future involvement in HBM in Armenia:*

IOM should continue encouraging and supporting the BGT in developing its on-house training capacity with the view of integrating the trainings n HBM into BGT regular training programme;

IOM might try to persuade the other national institutions to take on the developed HBM training materials for regular interagency trainings conduct;

to capitalize on the immediate impact of this project and to enhance its sustainability IOM should secure the GoA interest to continue joint work in this area developing the follow up projects on HBM and jointly approaching the donors to demonstrate the GoA ownership and interest.

### 3.6 Cross-cutting Issues

*How the issues of gender equality and human rights protection were streamlined in the process of project implementation.*

*To assess projects achievement in incorporating cross-cutting issues, the evaluation considered the extent to which the IOM gender mainstreaming tools as advised by IOM Project Management Handbook (e.g. gender analysis, data collection, gender sensitive budgeting, human rights protection mainstreaming tools) were incorporated into the project on the stages of its development and implementation.*

**Project document did not contain explicit activities on gender equality mainstreaming and human rights protection** (e.g. no prior gender analysis and data collection conducted). While there seems to have been no explicit strategy for mainstreaming gender and human rights protection, much attention has been given to these issues throughout the project.

Project outputs and outcomes review demonstrated that **while the focus on gender equality and other cross-cutting issues in HBM NGA report was weak, the Guidance on Preparation of SOPs for HBM at BCPS are fully gender sensitized and incorporate the clauses aimed at enhancing the beneficiary services understanding and skills to integrate cross-cutting concerns** like gender, race, religion, socio-economic status, migrants vulnerability, interests of children and unaccompanied and separated children, etc.

In addition, **SIMEX as well as the workshop on information exchange implemented in the framework of the first project outcome, contained the migrants' rights protection elements with strong focus on providing gender and vulnerability sensitive response** and assistance to migrants of various categories.

**Involvement of the UN OCHA, UNHCR and the Office of National Ombudsman representatives into project implementation on its different stages contributed to more systematic and more visible integration of human rights protection related concerns and other cross-cutting issues.**

Interviews confirmed that the **gender balance among the participants that took part in project activities was adequate to general situation within the national agencies involved into HBM related functions in Armenia – thus the representation of female officials in law enforcement functions was low**. The project reports contained the gender segregated statistics on numbers of participants in project activities.

#### Conclusion

**the project incorporated cross-cutting issues at the stage of its development and in the process of implementation to a limited extent.**

#### Recommendation for future programmatic activities in the area of HBM

such projects responsiveness to gender and human rights concerns could be further increased through a systematic and comprehensive mainstreaming strategy, spanning the entire project development and implementation cycle;

as a thematic focus area, HBM provides for a number of opportunities to integrate gender equality, human rights protection and other cross-cutting concerns – therefore future IOM project in this

thematic area would have to make extra efforts not to miss this opportunity and integrate specific gender and human rights mainstreaming measures; this should also involve consistent collection/publication of data disaggregated by relevant factors (e.g. sex, age, etc.).

## 4. Conclusions

### 4.1 Summary of evaluation conclusions

The evaluation allowed to make the following conclusions with regards to reviewed evaluation criteria:

<b>Project relevance</b>	<i>project is widely relevant to the target groups as well as the international and partner government policies and strategies in the domain of emergency preparedness as well as migration and asylum</i>
<b>Project effectiveness</b>	<i>both project outcomes were effectively achieved and contributed to the achievement of the project objective</i>
<b>Project efficiency</b>	<i>project has been implemented in an efficient manner, compared to potential other means of implementation, and was good value for money</i>
<b>Project impact</b>	<i>it was too early at the stage of evaluation to assess the project's long-term impact</i>
<b>Project sustainability</b>	<i>project sustainability was moderate and proportionate to the scale, scope and the cost of the project with positive outlook with regards to sustainability in the area of institutional capacity building id not prevented by political developments</i>
<b>Cross-cutting issues</b>	<i>incorporated cross-cutting issues at the stage of its development and in the process of implantation to a limited extent</i>

### 4.2 Good and promising practices

Evaluation identified several good practices which might be replicated in the other IBM projects:

- enhanced consultations with the governmental agencies in the course of the political turmoil allowed to mitigate the risk of total beneficiary services disengagement into project implementation;
- reacting to the beneficiaries' urgent needs and interests in a timely manner within the project scope by revising its activities and incorporating an additional one allowed to enhance the project relevance, effectiveness, impact and sustainability. It also allowed IOM to secure its position as the major government partner in HBM related capacity building;
- involving the high-level officials into SIMEX exercise implementation and taking measures to provide for the event's high visibility allowed to secure the beneficiary agencies ownership, political will and opened the doors to potential joint cross-border projects on the same thematic issue with involvement of neighbouring countries.

#### 4.3 Lessons learnt

Evaluation revealed a number of challenges that the project implementation team had to overcome in the process of project implementation:

- the pilot nature of the project did not provide for sufficient time and resources to implement more sustainable project outputs with higher impact;
- not all the agencies were equally committed and involved into project implementation on its different stages;
- national legal framework on issues related to migration management and HBM related capacity building is outdated and does not cover all the spectrum of relevant issues thus not providing the sufficient basis for the whole of government approach in cases of crisis involving the mass migration flows across the border;
- systematic increase in passenger flows over recent several years was not addressed by enhancing the institutional capacity to manage those flows, allocation of additional budgetary and human resources, necessary capacity building activities;
- absence of institutional training capacity within most of project beneficiary agencies did not allow for more sustainable implementation of the training components of the project;
- interviews revealed some degree of competition among the national agencies involved in provision of HBM related functions which does not contribute to their closer cooperation;
- instable political situation in the country did not allow for project timely implementation and negatively contributed to project outcomes effectiveness and impact;
- there is no guarantee that the political will to enhance the national HBM related capacity would maintain for longer period due to high political instability in the country and high probability of the change of government.

#### 4.4 Recommendations

The following recommendations were identified in the process of evaluation that might enhance the current and the future projects relevance, effectiveness, impact, and sustainability. In addition, the recommendations on integration of cross-cutting issues as well as general recommendations on potential future IOM involvement in the area of IBM capacity building provision were formulated.

***Within the next six months, the IOM Mission in Armenia is recommended to:***

1. Organize a series of bilateral meetings with relevant stakeholders, to remind them of important products developed in the course of the project and discuss ways to implement and institutionalize them.
2. Continue working with the GoA on rolling out and institutionalization of the developed Guidance on HBM SOPs for BCPs.
3. Reduce length of the HBM NGA publication and distribute to relevant national, international and non-governmental stakeholders to encourage its integration into further HBM capacity building.
4. Get in touch with participants of ToT components of the project in order to obtain their ideas on possible ways to enhance the impact of the training.
5. Remain involved in the interagency coordination mechanism created to update and implement the HBM related national capacity.

6. Continue supporting future SIMEX exercises (the next one planned for May 2019).
7. Follow-up with more substantial projects in the area of HBM.

***In development of all future projects, the IOM Mission in Armenia is recommended to:***

1. Give greater focus to working with mass media and with local population in crisis management context, camp management, use of referral mechanisms for providing assistance to migrants in vulnerable situations.
2. Promote more international, national and non-governmental actors involvement into future projects on HBM implementation in Armenia.
3. Support the development of the institutional training capacities of the relevant border management and disaster preparedness agencies in Armenia and incorporate the training on HBM into regular training programme.
4. Ensure better involvement of all the relevant stakeholders into project development.
5. Improve responsiveness to gender and human rights concerns through a systematic and comprehensive mainstreaming strategy, spanning the entire project development and implementation cycle. This should also include consistent collection/publication of data disaggregated by relevant factors (e.g. sex, age, etc.).
6. Follow up projects should build on lessons learnt and best practices applied in the course of this project implementation, namely the involvement of top officials from beneficiary services into project activities implementation and provision of high visibility and media coverage of such activities – to maintain and generate the enhanced sense of ownership and relevance among the beneficiary agencies.

## Annex I - List of reviewed documents

Project document

Project reports

Provided project deliverables:

- HBM Needs and Gaps Assessment Report
- Guidance on Preparation of Standard Operating Procedures for Humanitarian Border Management at Border Crossing Points
- Programme of the training on HBM
- Programme of and the training materials of the workshop on Information Management in case of crisis with migration dimension
- SIMEX scenarios and information injections

Additional information discovered by evaluator in open sources

## Annex II - Programme of evaluation mission

### IOM Mission in Armenia

***Agenda for Mission to Armenia conducting final internal evaluation of the Final Report to the IOM Development Fund***

***"Strengthening Capacities of Armenian National Security Service and Border Guards in their Response to Migration Crisis" Project funded by IOM Development Fund***

**July 16 2018 – July 19 2018**

#### **Day 1 - July 16 2018**

Arrival to Yerevan, Armenia

#### **Day 2 - July 17 2018**

09:30 – 10:30	<p>Meeting at the IOM Armenia Office and security briefing Location: 14, P. Adamyan St., UN House</p> <p><b>Ms Ilona Ter-Minasyan</b> Head of Office</p> <p><b>Ms Nune Asatryan</b> Project Coordinator</p>
10:30-11:30	Security briefing
11:30 – 13:00	<p>UN OCHA expert <b>Mr Ashot Sargsyan</b></p>
13:00 – 14:00	Lunch
14:30 – 15:45	<p>Border Guards Troop of the NSS Armenia Location: BGT building</p> <p><b>Mr Manvel Mayilyan, Mr Artur Nalbandyan, Ms Alina Qosyan</b></p>
16:00 – 17:30	<p>Ministry of Emergency Situations Location: 109/8 Yeghvard 3rd Canyon, Yerevan 0054</p> <p><b>Mr Artur Muradyan, Mr Artavazd Davtyan</b></p>

#### **Day 3 - July 18 2018**

10:00 – 11:30	<p>State Migration Service</p> <p>Location: 31, Karapet Ulnetsi Street <b>Mr Armen Ghazaryan, Head of the State Migration Service</b></p> <p><b>Mr Petros Aghababyan, Mr Vardan Matevosyan, Ms Haykanush Chobanyan</b></p>
12:00 – 13:00	<p>UNHCR</p> <p>Location: 14, P. Adamyan St., UN House</p> <p><b>Ms Naira Marutyan/ Mr Nver Sargsyan</b></p>
13:00 – 14:00	Lunch
14:00 – 15:00	<p>Wrap up meeting with IOM</p> <p>Location: 14, P. Adamyan St., UN House</p> <p><b>Ms Ilona Ter-Minasyan</b></p> <p>Head of Office</p> <p><b>Ms Nune Asatryan</b></p> <p>Project Coordinator</p>

#### **Day 4 - July 19 2018**

Departure from Yerevan

## Annex III - Evaluation Terms of Reference

### **Terms of Reference for Ex-Post Evaluation of “Strengthening Capacities of Armenian National Security Service and Border Guards in their Response to Migration Crisis” Project funded by IOM Development Fund**

**Commissioned by: IOM Country Office Armenia**

#### **Evaluation context:**

The aim of the Project was **strengthening the institutional capacities of the Armenian National Security Service and the Border Guards Troops to respond to migration crises and enhance their role in inter-agency cooperation.**

Armenia and the larger Caucasus and Middle East Regions are prone to various natural hazards and disasters<sup>2</sup>, which can trigger cross-border migration of affected populations. In such situations, the border agencies have to ensure the full respect of migrants' rights, while at the same time protecting the national borders. This requires a special approach to border management, which is known as **humanitarian border management** (HBM) and includes border management operations before, during and after humanitarian crises. This approach calls for increased inter-agency cooperation (including cross-border cooperation at the border) as well as mainstreaming of protection in disaster and risk reduction policies and regulations.

While the Armenian authorities – Ministry of Territorial Administration and Emergency Situations (MES) - have been addressing the issue of response to natural hazards, there are still gaps. One such gap is the lack of regulations and standard operating procedures (SOPs) regarding the role of the Border Guard Troops (BGT) in cases of mass movement through the borders as a result of crises in the region. The existing national coordination mechanism, although robust and well-developed, does not adequately include BGT and interaction with other government agencies present at the border and surrounding communities is neither clarified, nor discussed, nor exercised. Thus, it could be concluded that **HBM is a clear gap** in Armenia and the project addresses this gap through achievement of **enhanced institutional preparedness and enhanced capacity of BGT in HBM and increased coordination in the area.**

The main beneficiaries of the project included the state bodies and government officials located centrally in the HQ and at the BCPs with Georgia<sup>3</sup>, aimed at paving the way for cross-border cooperation in cases of humanitarian emergencies.

The project was designed to address gaps such as the lack of regulations, lack of capacities, insufficient interagency coordination, and low awareness on humanitarian management of borders during crisis situations (due to natural disasters and instability in the region). The project was designed to support the government in the implementation of the above-mentioned policy documents and includes activities on development of SOPs for HBM, capacity building, as well as networking activities.

The project was developed in close consultation with the National Security Service (NSS) and BGT as well as the UN Disaster Management Team and UN Agencies operating in the field of Disaster Risk Reduction.

#### **Evaluation purpose:**

The evaluation is being commissioned by the IOM Country Office in Armenia in order to document lessons learned and best practices from a completed set of activities and for use by senior management and the donor,

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<sup>2</sup> <http://www.unisdr.org/partners/countries/arm>

<sup>3</sup> Armenia is landlocked country bordering with Azerbaijan, Georgia, Iran and Turkey, which relies solely on its borders with Iran and the Republic of Georgia for land access to the rest of the world. Border guards subject to the National Security Service patrol Armenia's borders with Georgia and Azerbaijan, while Russian Border Guards continue to monitor its borders with Iran and Turkey (Review of Migration Management in the RA, IOM, 2008).

so they can assess organizational effectiveness in implementing the project and to assess value for money and accountability to intended beneficiaries

The aim of the evaluation is therefore to evaluate effectiveness of the achieved results, impact of project deliverables and sustainability of the project actions in terms of the project's overall objective.

The evaluation will focus on the usual OECD-DAC evaluation criteria of the relevance of project design, the effectiveness and performance of the project, the efficiency of project management and implementation, and the impact and sustainability of the project. The criteria were identified as per the 'IOM Evaluation Guidelines' of 05 July 2017 in Annex 2 and Module 6 "Evaluation" of the IOM Project Handbook, as well as the donor's guidelines on evaluation which request that these five criteria are included in all evaluations of their projects.

#### **Evaluation scope:**

The evaluation will cover the entire period of implementation, from 1 October 2015 to 31 August 2017. The evaluation visit to Yerevan will enable the evaluator to meet with all the relevant stakeholders and partners.

#### **Evaluation questions:**

The evaluation will specifically focus on the following evaluation questions:

##### **Relevance**

- i) Was the project designed to address gaps in local policies and strategies to respond to migration crises?
- ii) Do the expected outcomes and outputs remain valid and pertinent in terms of the beneficiary and stakeholder needs to which the project was designed to respond?

##### **Effectiveness**

- iii) To what extent and in what ways were stakeholders consulted and involved in the preparation of the Needs and Gaps Assessment Report?
- iv) Does the Needs Assessment report comprehensively cover the main aspects of the Humanitarian Border Management? Have the stakeholders found the report to be useful?
- v) Was the project implementation modality - combination of reports and guideline documents with practical exercises and training for the partner agencies organized – considered to be effective for the achievement of the project objective?
- vi) Did the project produce the expected outputs and contributed to the expected outcome?
- vii) Were there any challenges to achieving expected results?

##### **Efficiency**

- viii) Was the project launch timely?
- ix) To what extent were resources (time, funds, expertise) adequate to implement the activities and achieve the outputs?

##### **Impact**

- x) Has the government taken steps to further improve coordination between main stakeholder agencies?
- xi) To what extent has the report and the SOP guidelines been used in local policy development and in improvement of local legislations?
- xii) Have the Border Guard Troops made efforts to improve training in HBM to the staff?
- xiii) Has the project contributed to any other impacts that can be observed, whether direct or indirect, intentional or unintentional?
- xiv) What, if anything, has hampered or could hamper impact?

##### **Sustainability**

- xv) Did the project make an exit strategy and were funds made available by government or other stakeholders/donors to continue the project benefits (institutional ownership)?
- xvi) Are any project benefits likely to continue after external support ends?
- xvii) What have been the challenges in terms of sustainability during project implementation and how have they been addressed?

#### Gender and Human Rights

- xviii) To what extent is the project helping to ensure respect of relevant human rights of migrants?
- xix) To what extent was a gender sensitive approach used in the design and implementation of the project, and to what extent does it contribute to an improved impact of the project?

#### Evaluation methodology:

- The Evaluator will lead the evaluation. The focal person in the IOM Armenia will support the Evaluator to provide country specific information, relevant documents, and information on follow up actions that illustrate achievements of the project. IOM Armenia will also support the logistical and administrative arrangements, including helping to organize meetings and arranging interpreters, as needed.
- The Evaluator will be responsible for preparing for and carrying out data collection and analysis and producing the evaluation deliverables outlined below. The evaluator should provide periodic feedback as needed to the PM on progress and any challenges faced. The Evaluation Manager will be responsible for managing the process including feedback and comments to the inception report and draft evaluation report, and helping to address any issues or challenges flagged by the evaluator.
- Evaluator will carry out document review of project proposal, donor reports, project deliverables, work plan, M&E plan, and any other relevant documentation related to implementation of the project prior to the field visit (documents to be provided by Project Manager or Evaluation Manager).
- Key-informant interviews will be carried out by the Evaluator with relevant government and non-government stakeholders in Armenia, such as BGT (HQ and border crossing points), Ministry of Emergency Situations and other local stakeholders.
- Discussions will be held by the Evaluator with independent experts and stakeholders to understand the responses to the challenges and recommendations identified in the Humanitarian Border Management Needs Assessment report.
- The evaluation must follow the IOM Data Protection Principles, UNEG norms and standards for evaluations, and relevant ethical guidelines.

#### Evaluation deliverables:

The Evaluator will deliver an inception report, a presentation outlining the initial findings (debrief) and a final report as per the guidelines specified in the IOM Development Fund Project Evaluations guidance document.

The Evaluator will also develop a two-page evaluation brief. The brief should be no more than two pages and should follow the IOM template (to be provided to the Evaluator), which includes: identification of audience of the learning brief; project information (project title, countries covered, project type and code, project duration, project period, donor(s), and budget); evaluation background (evaluation purpose, evaluation team, evaluation timeframe, type of evaluation, methodology); and evaluation results: key findings and/or conclusions, including best practices and lessons learned, and key recommendations.

### Evaluation workplan:

<b>Activity</b>	<b>Duration</b>	<b>Responsible</b>	<b>Location</b>
Review project documents, reports, and deliverables	5 days July 9-13	Evaluator	Home based
Field visit to Armenia	5 days July 16-20	Evaluator IOM Mission in Armenia	Yerevan, Armenia
Submission of the draft report	1 month August 24 2018	Evaluator	Home based
Final report	September 14 2018	Evaluator	Home based

### Evaluation budget

A total budget of USD 1,502.80 has been allocated for the ex-post evaluation of the Project. The budget covers expenses for IOM staff's travel and Daily Subsistence Allowance in Armenia.

## Annex IV - Evaluation Matrix

x	Evaluation questions	Sub-questions	Indicators / Data	Document review	Interviews/Focus groups					
					IOM	OCHA	UNHCR	SMS	BGT	MES
<b>Relevance</b>	Was the project designed to address gaps in local policies and strategies to respond to migration crises?	What were the original needs as reported in the project document and by stakeholders?	Description both as documented and as reported	Project document, Project reports	x	x	x	x	x	x
		What methods were used at start and throughout project to assess needs? To what extent and in what ways have needs been considered?	Description both as documented and as reported	Project document, Project reports	x					
		To what extent were local needs assessed in project design and implementation?	IOM and stakeholder perceptions; Comparison of needs to intended results	Project document, Project reports	x					
	Do the expected outcomes and outputs remain valid and pertinent in terms of the beneficiary and stakeholder needs to which the project was designed to respond?	To what extent does a humanitarian border management (HBM) approach remain aligned with needs and current challenges?	IOM and stakeholder perceptions; Comparison of needs to intended results	Project reports	x	x	x	x	x	x
		Is there a logical and coherent theory of change as explained in the project document?	IOM and stakeholder perceptions	Project document, Project reports	x					

		Is there <b>still a need</b> for such projects in future?	IOM and stakeholder perceptions	Monitoring data or feedback data	x	x	x	x	x	x
		Are there <b>other aspects</b> that the project did not address that should be included in future projects?	IOM and stakeholder perceptions	Monitoring data or feedback data	x	x	x	x	x	x
<b>Effectiveness</b>	To what extent and in what ways were stakeholders consulted and involved in the preparation of the Needs and Gaps Assessment Report?	What kind of consultative mechanism was established?	Description both as documented and as reported	Project document, Project reports Monitoring data or feedback data	x					
	Does the Needs Assessment report comprehensively cover the main aspects of the Humanitarian Border Management? Have the stakeholders found the report to be useful?	Was the report used for producing, adopting and implementing any national or institutional level strategic or policy papers? Have those been adopted? And how implemented?	Description both as documented and as reported IOM and stakeholder perceptions	Project document, Project reports Monitoring data or feedback data				x	x	x
	Was the project implementation modality - combination of reports and guideline documents with practical exercises and training for the partner agencies organized – considered to be effective for the	Was the project designed to facilitate identification of its effectiveness?	Project document	Project document, Project reports Monitoring data or feedback data	x					
		Have the pre-and post-training surveys been conducted? Or	Description both as	Project document,	x					

	achievement of the project objective?	what were the ways for the PM to identify the effectiveness?	documented and as reported IOM and stakeholder perceptions	Project reports Monitoring data or feedback data						
		What could be done to enhance effectiveness in future projects?	IOM and stakeholder perceptions; Analysis of effectiveness gaps	Monitoring data or feedback data	x	x	x	x	x	x
	Did the project produce the expected <b>outputs</b> and contributed to the expected <b>outcome</b> ?	Were all the planned deliverables produced as expected in implementing the: <i>Output 1.1: Needs of BGT in HBM mapped and SOPs developed</i>  <i>Output 1.2: Inter-agency dialog on HBM-centred response to migration crises initiated</i>	IOM and stakeholder perceptions; monitoring data	Project reports Monitoring data or feedback data	x			x	x	x
		How did they contribute to achievement of the <i>Outcome 1: Enhanced institutional preparedness of BGT in HBM and improved coordination in the area</i>	IOM and stakeholder perceptions; monitoring data	Project reports Monitoring data or feedback data	x			x	x	x
		Were all the planned deliverables produced in implementing the <i>Output 2.1: training for BG and other services delivered</i>	IOM and stakeholder perceptions; monitoring data	Project reports Monitoring data or feedback data	x			x	x	x

		How did they contribute to achievement of the Outcome 2: <i>Enhanced IBM capacity in place</i>	IOM and stakeholder perceptions; monitoring data	Project reports Monitoring data or feedback	x				x	x	x
	Were there any <b>challenges</b> to achieving expected results?	If so, what was done to remedy these and by whom (substantive, operational, stakeholder cooperation)?	IOM and stakeholder perceptions	Project reports Monitoring data or feedback	x				x	x	x
<b>Efficiency</b>	Was the project launch timely?	Were there any challenges in project inception?	IOM perceptions; Descriptions of internal procedures	Project reports Monitoring data or feedback	x				x	x	x
	To what extent were resources (time, funds, expertise) adequate to implement the activities and achieve the outputs?	How well have <b>resources</b> (funds, expertise, and time) been used to implement activities and how well have resources been converted into outputs, considering division of tasks, procedures, reporting and communication, monitoring of activities results?	IOM perceptions; Descriptions of internal procedures	Project reports	x				x	x	x
		Was the project <b>cost-efficient</b> , so that results were achieved at minimal or lowest possible cost?	IOM perceptions; Description of measures taken	Project reports	x				x	x	x
		What has <b>hampered</b> efficiency, if anything? How well have challenges to implementation been addressed?	IOM and stakeholder perceptions; Description of actions taken	Project reports	x				x	x	x

<b>Impact</b>	Has the government taken steps to further improve coordination between main stakeholder agencies?	Has there been any additional coordination mechanism introduced?	Description of actions taken	Project reports Monitoring data or feedback	x	x	x	x	x	x
	To what extent has the report and the SOP guidelines been used in local policy development and in improvement of local legislations?	Has any institutional level policy or regulatory document on HBM been developed, adopted and being implemented? If not – are there such plans?	Description of actions taken	Monitoring data or feedback	x	x	x	x	x	x
	Have the Border Guard Troops made efforts to improve training in HBM to the staff?	Have the BGT or other beneficiaries integrated the developed and handed over training modules into regular obligatory training programme?	Description of actions taken	Project reports Monitoring data or feedback	x			x		
		Is it being delivered in any institutional training centre?	Description of actions taken	Project reports Monitoring data or feedback	x			x		
	Has the project contributed to any other impacts that can be observed, whether direct or indirect, intentional or unintentional?	What are those impacts?	IOM and stakeholder perceptions	Project reports Monitoring data or feedback	x	x	x	x	x	x
	What, if anything, has <b>hampered</b> or could hamper impact?	What were the lessons learnt to be taken into consideration in future projects?	IOM and stakeholder perceptions	Project reports	x	x	x	x	x	x

<b>Sustainability</b>	Did the project make an exit strategy and were funds made available by government or other stakeholders/donors to continue the project benefits (institutional ownership)?	Was the exit strategy defined on the stage of the project design?	IOM and stakeholder perceptions	Project document Project reports Monitoring data or feedback	x					
	Has the exit strategy been developed in the course of project implementation?	IOM and stakeholder perceptions	Project document Project reports Monitoring data or feedback	x						
	Are any project benefits <b>likely to continue</b> after external support ends?	What were the measures taken by the project management team and / or beneficiaries to integrate the project deliverables into existing institutional framework (institutional training programme, training institutions, etc.)?	IOM and stakeholder perceptions	Project reports Monitoring data or feedback	x				x	x
	What have been the challenges in terms of sustainability <b>during</b> project implementation and how have they been addressed?	What are the <b>lessons learned</b> in terms of sustainability in the context of the project?	IOM and stakeholder perceptions; Description of actions taken	Project reports	x					
	To what extent is the project helping to ensure respect of relevant human rights of migrants?	Has the project considered particularly <b>vulnerable groups</b> , and if so how?	Descriptions and perceptions of IOM and stakeholders	Project document, Project reports Training materials	x	x	x	x	x	x

				Assessment report						
	To what extent was a gender sensitive approach used in the design and implementation of the project, and to what extent does it contribute to an improved impact of the project?	Has the project considered issues of <b>protection, gender and human rights</b> in its design and implementation, and if so, how (in relation to staff, implementing partners and beneficiaries)?	Descriptions and perceptions of IOM and stakeholders	Project document, Project reports Training materials Assessment report	x	x	x	x	x	x