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Evaluation Report

Final External Evaluation of the project “Technical Cooperation on Migration Management and Capacity Building”

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Consultant: Jovana Gušić

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List of Acronyms

AVRR	Assisted Voluntary Return and Reintegration
BiH	Bosnia and Herzegovina
DTM	Displacement Tracking Matrix
EU	European Union
HBM	Humanitarian Border Management
IBM	Immigration and Border Management
IOM	International Organization for Migration
IPA	Instrument for Pre-accession Assistance
IT	Information Technology
MiGOF	Migration Governance Framework
Mol	Ministry of Interior
NGO	Non-Governmental Organization
ToR	Terms of Reference
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commissioner for Refugees
WB	Western Balkans

Executive summary

Project summary

The project “**Technical Cooperation on Migration Management and Capacity Building**” was implemented by the International Organization for Migration (IOM) mission in Montenegro from 18 December 2018 to 17 December 2019. As per Grant Application Form, the two specific **objectives** of this project were 1) to enhance technical capacities of relevant national institutions of Montenegro to receive and manage increased flows of migrants/asylum seekers and 2) to facilitate access of migrants and asylum seekers to required protection, whilst ensuring their safety, protection and well-being. The project budget was EUR 200 000 and it was funded by the Delegation of the European Union to Montenegro through EU Integration Facility.

Evaluation summary

Final evaluation of this project was commissioned by IOM office in Montenegro and was conducted by Jovana Gusic, an external consultant, during the final month of project implementation (December 2019). Field visits were held between 1 and 4 December 2019 and draft evaluation report produced in December 2019.

The evaluation was designed to assess the processes and achievements made to draw lessons that will inform the development of the next projects. Moreover, this evaluation aims to assess how sustainable the achievements of this intervention are likely to be in reaching its outcomes and the objectives. The donor will use the findings of the evaluation to assess results achieved and value for money, and IOM will use the results to inform future programming.

Conclusions

Relevance

1. The project document is well-designed and constructed according to proscribed EU template for grant applicants (Grant Application Form) with project objectives and implementation strategies fully consistent with national and regional needs and priorities in the field of migration management.
2. Project objectives are well aligned to beneficiary needs, both national institutions and migrants. IOM flexibility and adaptability ensured that these needs are met to a higher extent than initially planned.

3. The project is well aligned with government policies and national strategies, contributing to a wider process of EU accession by supporting fulfilment of measures from the Action Plan for Chapter 24.

4. Project objectives were realistic and achievable within the timeframe proposed and allocated budget, allowing for some savings that were purposefully used for enhancing the quality of achieved results.

5. Complementary activities that may enhance the quality of services provided in temporary center are procedures done in alignment with humanitarian border management concept (HBM), setting up of adequate IT and other equipment necessary for registration to be done in protection and gender sensitive manner (with particular attention to identification of vulnerable groups), supply of food and non-food items and basic medical assistance. Capacity building of national authorities in HBM and facilitating of voluntary return and reintegration could be foreseen as needed.

6. Project design duly incorporated the issues of gender and human rights through introducing the protection sensitive approach in work with migrants with particular attention to treatment of vulnerable groups (unaccompanied children, women, persons with disabilities, persons who suffered severe trauma or victims of trafficking). Gender sensitive approach is visible in the composition of IOM mobile team as well, in order to enable adequate response to female migrants and families.

Effectiveness

7. At the level of overall objective, project partially contributed to the efforts of the government to address increased migration flows. Progress towards specific objective 1 has been partially achieved as the mobile transit reception center has been established and equipped, but not operationalized at the time of the evaluation and the national government representatives' knowledge and skills on how to cope with increased migration flows were partially increased through on-the job trainings. Progress towards specific objective 2 has been achieved as access of migrants and asylum seekers to required protection has been enabled through improved registration procedure and assisted voluntary return and reintegration (AVRR) activities. Results 1,2 and 3 were partially achieved, while Result 4 has been fully achieved. Under Result 1, temporary accommodation centre is in place (but not yet operational) and project design for future solid facility has been developed and mobile team deployed. Under Result 2, first instance registration site is set up and operational, but standard operating procedures are not formulated. Under Result 3, National Government has increased knowledge in producing statistics and situation reports but has acquired only limited knowledge in contingency

planning; SC meetings were held on regular basis while information leaflets for migrants were not distributed, leading to partial achievement of the Result 3. Result 4 relating to the provision of AVRR support to eligible migrants has been fully achieved.

8. Government stakeholders were satisfied with the project and the results it has achieved, appreciating the flexibility of IOM to use the budget savings and procure additional container for registration purposes and enhance the conditions of stay in the containers by procuring additional items such as air-conditioners and bed linen. Moreover, the project design for solid facility has been increase from initial 700 m² to 1000 m², which also makes the achieved result exceed the planned one. Government representatives praised the work of mobile team, highlighting the role of cultural mediation in its operation. Other stakeholders appreciated the efforts of the project, but could not comment on its results as they deemed it was too early to see them.

Efficiency

9. Preparatory activities for the setting up of temporary accommodation centre, primarily those that were the obligation of Government institutions and initial unsuccessful bidding in the procurement part of the project were a significant factor in terms of timeliness of activities. Delays that were encountered in the first half of the project were overcome in the second half, resulting in partial accomplishing of planned results within the tight deadline (explained in more detail under Effectiveness above).

10. Overall project management and coordination were appropriate and efficient, with contracting and procurement procedures following IOM rules. Procurement procedures were conducted in compliance with IOM Procurement Manual (Procurement of Goods, Works and Services).

Impact

11. The project contributed to the technical capacities of relevant national institutions of Montenegro to receive and manage increased flows of migrants and asylum seekers on its territory. The temporary accommodation center (container part) has been duly established, but due to the fact that it was not put into operation, improved living conditions for mid-term stay of migrants were not enabled at the end of this phase of the project. Project fully contributed to the design of solid facility part of the center. Registration, data collection and reporting, as well as AVRR processes have significantly been improved due to the engagement of IOM mobile team. Work of gender balanced mobile team improved the registration process by revealing more information on the profiles and needs of migrants, while DTM based reporting mechanism was created and it contains gender segregated data. Moderate progress has been made in contingency planning and increasing knowledge of officials on it as no update to the

Response Plan has been produced and no progress in distribution of leaflets made as they were not prepared and distributed as initially planned.

12. The project will contribute to the continuation of similar activities under the phase II of the same project by serving as a basis for the accommodation centre upgrade in the next phase (to be funded by the Delegation of the EU to Montenegro), while Government will allocate approx EUR 470 000 from IPA funds for the construction of solid facility in Bozaj area, with the possibility of erecting one additional floor to be used by the police.

Sustainability

13. Many benefits generated by the project are likely to continue, including putting into operation and continued use of transit reception centre in Bozaj area, which once constructed, could serve as a replacement for current alternative accommodation of migrants placed in other areas. Skills and expertise of the mobile team are surely to be used throughout second phase of the project, with longer term possibility for team members to be employed by the Government once the external support ceases.

14. The project is highly supported by national institutions and apart from their very active participation in project planning and design, it is expected that MoI will duly plan and bear the operational costs for functioning and maintenance of the future temporary accommodation centre.

Recommendations

To build on progress under this project, within the next twelve months the IOM Mission in Montenegro is recommended to:

- Support MoI in operationalization of temporary accommodation centre by assisting in the registration and referral processes at the very spot and include additional services such as food delivery, medical assistance, camp management, cleaning services etc.
- Through mobile team, continue to provide interpretation services from rare languages as they are perceived as crucial for the quality of registration process and monitor the quality of interpretation services
- Prepare and distribute flyers in rare languages on migrants' rights and obligations in Montenegro
- Put more focus on the provision of emergency services and direct assistance to stranded and pushed-back migrants in bordering municipalities such as Pljevlja municipality

- Engage more in human rights monitoring, particularly in situations when migrants stay longer on the territory of the country and when there is less transit
- Provide further capacity building for wider scope of relevant institutions in humanitarian border management (HBM), work with vulnerable groups and assisted voluntary return and reintegration (AVRR)
- Organize opening/hand-over ceremony of temporary centre in Bozaj with the attendance of the donor, relevant international and national partners

Within the next eighteen months, Government partners are recommended to:

- Prioritize the activities of putting into operation the temporary accommodation centre in Bozaj and make sure that solid facility is constructed
- Make sure that temporary accommodation centre, once operational, functions as part of the whole asylum system and enable migrants and refugees access to asylum procedure
- Provide food/meals in the temporary accommodation centre once it is operational
- Translate House Rules of the Reception Center for Foreigners in Spuz into rare languages (Arabic, Urdu, Pashto etc.)

International partners are recommended to:

- International partners (UNHCR) are strongly recommended to enable the presence of their teams in the temporary accommodation centre, that would operate together with IOM team and within their respective mandates, in order to prevent possible cases of gender or sexually based violence

1. Introduction

Final evaluation of the project “Technical Cooperation on Migration Management and Capacity Building” was commissioned by IOM office in Montenegro and conducted by Jovana Gusic, an external consultant, during the final month of project implementation (December 2019). Field visits were held between 1 and 4 December 2019 and draft evaluation report produced in December 2019.

This report includes the following sections: context and purpose of the evaluation, evaluation framework and methodology, findings and conclusions, and recommendations. Annexes to the report include the evaluation terms of reference, the evaluation matrix used by the consultant to guide data collection and analysis, a list of documents reviewed a list of persons interviewed or consulted, and the data collection instruments (interview guide).

2. Context and purpose of the evaluation

2.1 Evaluation context

Western Balkan (WB) region is of great importance for the migration flows in Europe representing at the same an important source of migration into the EU as well as a transit area through which migrants from more distant regions (particularly Turkey, Middle East, parts of central Asia, Northern Africa) pass in their attempt to enter EU Member States. During 2015 and 2016, this region experienced massive mixed migratory flow and was used by approx. one million refugees and migrants as a corridor on their transiting to EU countries.

Recently, a new coastal route through Albania, Montenegro and Bosnia and Herzegovina (BiH) towards EU has emerged and back in 2018, Montenegro was hit by a sharp surge in irregular migration due to the partial shift of regional migration flows. Montenegrin authorities apprehended 4753 irregular migrants (a 460% increase compared with 2017), which put the country’s reception and administrative capacities under pressure. In the period between 1 January 2019 and 30 June 2019, Montenegrin authorities apprehended 3289 migrants (71% of total apprehensions in 2018), which clearly put the country’s reception and administrative capacities under significant pressure. Moreover, due to difficult geographic and weather conditions and stricter regime (frequent push-backs) on the border with BiH, migrants find themselves in a stranded position in Montenegro. Coupled with exhaustion or sometimes illness, being stranded influences their decision to return to the country of origin. In cases of families, these can be family issues, or in cases of children, they need to return to the country where their parents stay at the moment. Due to its experience in voluntary return globally and considering the best practices and lessons learned from the ongoing AVRR programs in the Western Balkans, IOM has proposed and conducted this activity within this project.

In order to adequately address the challenges posed by increased mixed migration flows into the country, International Organization for Migration (IOM) in partnership with the Ministry of Interior of Montenegro (Moi) has implemented the EU funded initiative “**Technical Cooperation on Migration Management and Capacity Building**” from 18 December 2018 to 17 December 2019.

With 172 member states, IOM is the leading inter-governmental organization in the field of migration working closely with governmental, intergovernmental and non-governmental partners. It is dedicated to the principle of promoting humane and orderly migration for the benefit of all, providing advice and services to both governments and migrants. As part of efforts to support regulation of migration, IOM’s immigration and border management (IBM) activities are directed at helping governments develop improved policy, legislation, administrative structures, operational systems and the human resource base necessary to respond more effectively to diverse migration and border challenges and to institute good migration governance. Such activities are designed as partnerships, with the requesting government and other relevant interlocutors working closely with IOM to identify needs, determine priority areas and shape and deliver interventions.

In support to IBM activities in Montenegro and in order to contribute to the application of international and EU standards in the area of managing mixed migration flows and asylum, IOM implemented the above mentioned project with the following overall objective:

- To contribute to the existing efforts of the Government of Montenegro to address the increased migration flows into the country in line with EU and international standards

The project’s **specific objectives** were as follows:

- **SO1:** Enhance technical capacities of relevant national institutions of Montenegro to receive and manage increased flows of migrants/asylum seekers
- **SO2:** Facilitate access of migrants and asylum seekers to required protection, whilst ensuring their safety, protection and well-being

The **expected results** of the project have been conceptualized so as to be interlinked and mutually reinforcing and they are as follows:

- R1: Temporary accommodation centre is in place and operational, responding to the current capacity needs in Montenegro and fully compliant with international standards
- R2: First instance registration site set up and operational, mainstreaming migrants’ protection needs in the standard operational procedures

- R3: National Government has the knowledge and skills to coordinate and cope with the response to increased migration flows
- R4: Assisted Voluntary Return and Reintegration (AVRR) support is available to pending and rejected asylum seekers and irregular migrants wishing to voluntarily return to their countries of origin

2.2 Evaluation purpose

As stipulated in Grant Application Form and further developed in External Evaluation Terms of Reference, this evaluation is to assess the relevance of project design, effectiveness and performance of the project, efficiency of project management and implementation, impact and sustainability, as well as attention paid in the project implementation to cross-cutting issues (gender and human rights). This will also include review of the results compared with objectives as set out in the project document, validation of the project progress and achievements and the observation of the obligations as indicated in the contract, project document, the work plan and the budget.

2.3 Evaluation scope

The evaluation covered the entire period of project implementation (18 December 2018 to 17 December 2019) of the “Technical Cooperation on Migration Management and Capacity Building” project. The evaluation visit took place in Podgorica, Bozaj area and Reception Center for Foreigners and Reception Center for Asylum Seekers in Spuz.

The evaluation was conducted during the last month of project implementation thus allowing for majority of project results to be achieved and verified by the consultant. However, at the time of the field visit, the following was yet to be finalized: procurement of two lap-tops for the registration of migrants, purchases of air conditioners, refrigerators, stoves, bed linen and mattresses, dining tables and cutlery for containers. Stickers with EU logo for proper donor visibility were yet to be put on donated goods. One AVRR assistance to Morocco was pending at the time of field visit as well.

2.4 Evaluation criteria

According to evaluation ToR, the following evaluation criteria were to be assessed, with specific questions/sub-questions formulated for each criterion:

- *Relevance*: The extent to which the project overall and specific objectives are relevant to national and regional needs and priorities and are they realistically set.
- *Effectiveness*: The extent to which a project achieved its objectives or produced its desired results.

- *Efficiency*: How well the resources (funds, expertise, and time) were used to undertake activities, and how well these resources were converted into outputs.
- *Impact*: Positive and negative, primary and secondary long-term effects produced by a project, directly or indirectly, intentionally or unintentionally.
- *Sustainability*: The durability of the project's results, or the continuation of the project's benefits once external support ceases.
- *Cross-cutting issues of gender and human rights*: The extent to which issues of gender and human rights were considered in the design and implementation of the project.

3. Evaluation framework and methodology

3.1 Data sources and collection

Based on the evaluation questions and proposed methodology in the terms of reference (ToR) (Annex 1), the Consultant refined the approach through initial review of project-related documents and an analysis of key stakeholders. Subsequently, an evaluation matrix (Annex 2) was developed for the purpose of data collection: for each evaluation question in the ToR, the Consultant established sub-questions, indicators to guide answering those questions, and the related data sources needed.

The evaluation approach was based mainly on the following:

- Semi-structured interviews with IOM staff, government partners and representatives of international organizations. *A list of persons interviewed is included in Annex 3.*
- Document review of project documents and reports. *A list of documents is included in Annex 4.*

Quantitative data from the project that was used includes reported progress against performance indicators and data gathered from monthly progress reports to the donor and information from interviews with IOM staff.

Based on the evaluation questions set in ToR for the evaluation, guides for interviews were developed and used during the interviews (Annex 5).

3.2 Data analysis

The data analysis was based on qualitative analysis of documents read and notes taken during the interviews and site visits. This initial analysis was supplemented by reading greater number of relevant documents (strategies, laws, regulations and information materials) and notes taken after the field visit.

As requested by evaluation ToR, the consultant ensured that the assessment is conducted in objective and balanced manner and that IOM Data Protection Principles and UNEG norms and

standards as well as relevant ethical guidelines are followed. This was ensured by reading a wide range of project-related documents and selecting a wide scope of interviewees, as well as with non-inclusion of project staff in the interviews with stakeholders.

3.3 Limitations and mitigation strategies

The consultant spent two and half days in the field and visited three locations proposed in evaluation ToR: Podgorica, Spuz and Bozaj area. In Podgorica, the consultant was able to meet with majority of project staff (including Head of Office/Project Coordinator, Project Engineer for Transit Reception Center and four members of mobile team) as well as the representative of MoI/Assistant Minister. Since September 2019, Project Assistant hasn't been involved in the project implementation, so her assignments were split between a Migrant Assistant and Project Engineer and pertinent information was gathered from them.

The Consultant prioritized two visits: the first, to two reception centers in Spuz (one for foreigners, closed center/detention and the other, open center for asylum seekers) where directors of both of them were interviewed and where the consultant had the insight into the work of IOM AVRR team. The second was paid to Bozaj area where the temporary accommodation centre has been established. Unfortunately, previously set agenda of meetings did not allow enough time for interviews with migrants in the asylum centre in Spuz, so useful information and opinions from final beneficiaries are missing. The second attempt to interview them in Bozaj area ended with no migrants present there at the time of the visit.

Considering the fact that the field visit occurred in the final month of project implementation, the consultant was not able to see that the Bozaj transit centre has been finally furnished (and thus operational) since the purchase of some furniture and other equipment for the containers was still pending. Moreover, the sewage treatment device necessary for filtering liquid waste hasn't been installed yet, which is the responsibility of MoI. These activities are expected to be completed until mid-December 2019. This fact hindered the consultant's ability to assess the changes brought about by the project in migrants' initial reception in the very border area.

Additionally, the consultant did not meet the representative of EU Delegation to Montenegro, which partially hinders drawing conclusions from the donor perspective and compliance with EU standards.

4. Findings

The section is organized by evaluation criteria. Findings are presented for each evaluation question posed in the ToR (Annex 1).

4.1 Relevance

R1. To what extent were project objectives and implementation strategies consistent with national and regional needs and priorities?

Project objectives and implementation strategies are fully consistent with national and regional needs and priorities given the nature of fragmented mixed migratory flow in the Western Balkans. The official data on the number of registered migrants in Montenegro show a constant increment when compared to previous years. The current statistics for November 2019 (collected through DTM methodology) indicates 880 registered migrants in this month, those who entered the country irregularly, requiring accommodation and other services in line with international standards. The current capacities in Montenegro are limited, i.e. the Centre for Accommodation and Reception of Foreigners (open asylum centre) has the capacity to accommodate 80 persons in the very building and 24 persons in UNHCR built containers within the Center. The Reception Centre for Foreigners (closed immigration detention centre) with the capacity of 40 can moderately respond to the current needs in the country. Relevant institutions were obliged to find an alternative solution and seek additional accommodation capacities by renting the premises of a hostel in a suburban area, Konik, which functions as an open centre and currently accommodates approximately 370 persons (mainly young male migrants).

In order to abide by humanitarian principles and meet the international standards in responding to the increased need for adequate registration, accommodation and other protection-related needs of migrants, state authorities confirmed the relevance of project objectives. Project objectives also align to the needs of migrants since the project targets migrants who express an intention to seek asylum, migrants who lost their right to accommodation as per Law on International and Temporary Protection (those who leave the country during the asylum seeking process and return after a while to claim asylum again, thus within several day timeframe they do not have right to accommodation) and migrants who do not seek international protection and cannot be returned to their countries of origin (*non-refoulement*).

In terms of government policies and national strategies of Montenegro, project objectives are in line with the following legislative and strategic documents:

- 1) Response Plan in event of Mass Influx of Migrants (adopted in 2016)
- 2) National Strategy and Action Plan for Combating Trafficking in Human Beings (2012-2018)
- 3) National Strategy and Action Plan for Integrated Migration Management in Montenegro (2017-2020)
- 4) National Strategy for Integrated Border Management in Montenegro (2014-2018)
- 5) Law on Foreigners (Official Gazette No. 82/08, 72/09, 53/11, 27/13 and 012/18)
- 6) Law on International and Temporary Protection (Official Gazette No: 2/2017)
- 7) Law on Social and Child Protection (Official Gazette No. 27/2013, 1/2015, 42/2015 and 47/2015)
- 8) Law on State Border Supervision (Official Gazette No. 72 dated 1 Dec 2005)
- 9) Law on Border Control (Official Gazette No. 72/09 dated 30 Oct 2009, 20/11 dated 15 Apr 2011, 40/11 dated 08 Aug 2011, 39/13 dated 07 Aug 2013).

Montenegro is currently participating in EU accession process and migration-related issues are part of Chapter 24 of the negotiating framework. EU Progress Report for 2019 states that some progress has been made in addressing 2018 EU Progress Report recommendations, particularly as regards improving capacity to deal with migration flows and improving cooperation with neighboring countries on border management issues, which also confirms that project objectives are supportive of EU strategies for this region. As for IOM, the project is well aligned with its work guided by its global IBM Strategy for 2016-2020 and IOM Migration Governance Framework (MiGOF), particularly with its Principle 1 (*Support to adherence to international standards and fulfillment of migrants' rights*).

R2. Were project objectives realistic, given the time and budget allocated to the project, the baseline situation and institutional context?

Project objectives were realistic given the above parameters. Project proposal has been designed to better meet the needs of migrants and asylum seekers in Montenegro, from the point of first contact (expressing the intention to seek asylum) with a MoI officer to the conclusion of the asylum process. Additionally, deployment of IOM mobile team that includes cultural mediator and social worker significantly improves the registration procedure and responds extremely well to the current migratory context in Montenegro.

Work plan designed for the duration of 12 months is realistic for achieving proposed specific objectives, results and activities by the end of the project, although some preparatory activities

(usually those that required the involvement of public administration – Institute for Public Health, Ministry of Tourism and Sustainable Development or Municipality of Tuzi) took longer than normal – for which reason more time should be allocated to those in forthcoming initiatives. The budget was well designed and covered the costs associated with planned activities, allowing for some savings that were efficiently used for needed purposes during the intervention (e.g. procurement of twelve instead of eleven containers for the temporary accommodation centre as initially planned).

R3. Were the activities and results aligned with the overall and specific objectives?

The activities that were proposed and leading to the achievement of project results are aligned with one overall and two specific project objectives, which is well formulated and clearly presented in the logical framework of the project proposal.

The project has been conceptualized during 2018, when the number of registered migrants varied between 300 and 450 on monthly basis. The same year, the new Law on International and Temporary Protection transferred the jurisdiction over the Asylum Centre (and its services) from the Ministry of Labour and Social Welfare to the MoI and mandated it with setting up and enabling provision of services to migrants at the transit centre such as: food, hygiene items, health care and other services in line with international standards. In addition, the MoI has been required to provide the security on the spot and IOM mobile team ensured that humanitarian principles and culturally sensitive approach to migrant needs is followed, as confirmed during the interviews with centre employees. The change observed in the context in comparison to the time of project design refers to the structure of migratory flows, meaning that currently families are more present than in earlier years (2016, 2017) when the flow consisted predominantly of young males. Still, project activities were designed in such a way so as to respond to this changing trend and to meet protection needs of migrants by IOM mobile team.

Additional change observed in the field refers to the situation in bordering municipality of Pljevlja, where migrants try to cross the border with Bosnia and Herzegovina (BiH). Due to significant push-backs, migrants stay in this municipality for longer periods of time, and there has been an increasing need for food and hygiene items distribution to them – the activity that has been implemented with the use of IOM Emergency Direct Assistance Fund.

In terms of identifiable gaps that could be observed, the project objectives adequately addressed current lack of accommodation capacity and provision of conditions for stay of stranded migrants in the country, lack of adequate registration services of the national

authorities that need to be done in a protection-sensitive manner and lack of funds and expertise in return management, particularly in terms of AVRR. Majority of national stakeholders interviewed emphasized the significance of interpretation assistance (from rare languages such as Arabic) and transportation of migrants, the services for which there is an evident lack of national capacity. Lack of financial capacities on the Government part has been perceived in some of the infrastructure-related activities prior the establishment of temporary accommodation centre (e.g. sewage treatment), which should be avoided in future by more detailed planning of these activities and pertinent costs. Additional financial means were the main concern of interviewed Government representatives, since the Government is expected to fund the adaptation of solid facility placed next to temporary accommodation center in Bozaj area.

Some complementary activities that could significantly contribute to operationalization of the temporary center are introducing procedures done in alignment with humanitarian border management concept (HBM), setting up of adequate IT and other equipment necessary for registration to be done in protection and gender sensitive manner (with particular attention to identification of vulnerable groups), supply of food and non-food items and medical assistance (provision of necessary medicaments) on the very spot. Capacity building of national authorities in HBM and facilitating of voluntary return could be foreseen as needed.

R4. To what extent did IOM engage national stakeholders in project design, implementation, monitoring and reporting?

According to the confirmation from all national stakeholders, the level of their engagement in all above aspects was sufficient and interviewed stakeholders were satisfied. Non-governmental partners (such as NGOs providing direct assistance to migrants in the field) and international partners (such as UNHCR through participation in joint meetings and conferences) were fully engaged in project implementation as well. IOM ensured that the Government/MoI was involved and consulted in the preparation of this initiative from the very early stage, having the project proposal approved by the National IPA Office and EU Integration Facility. Taking into consideration the priorities stated in the Government of Montenegro Response Plan in Case of Mass Influx of Migrants adopted (2016), all the relevant activities described in the project proposal have been coordinated and agreed upon with relevant institutions through a series of consultative meetings with MoI. Participatory role of national stakeholders was ensured through the work of project Steering Committee, whose members were coming from the several departments of the MoI (Border Police, Police Administration, from Department for International Cooperation and European Integration) and Property Administration, thus making decision making process, planning and implementing project activities institutionally owned.

Based on Minutes from Steering Committee Meetings it can be concluded that Steering Committee significantly contributed to project monitoring by discussing and envisaging certain risks that could occur during project implementation. At the time of evaluation, two Steering Committee meetings were held, while the third one has been scheduled for 16 December 2019. Work plan proposed for the implementation of this intervention served as an coordinated work plan and according to the confirmation from IOM management and national stakeholder, it was complemented by day-to-day consultations and coordination of activities between these two parties (IOM and Mol).

R5. To what extent was gender and human rights considered in the design of this project?

In the project rationale, significant attention has been paid to the cross cutting issues such as gender and human rights. Bearing in mind that migrants and asylum seekers are categories of persons who had probably faced traumatic experiences in their countries of origin prior their arrival to Montenegro or while they were in transit, due attention in the project design was paid to the treatment of such persons from the protection-sensitive perspective. Project proposal puts emphasis on the treatment of migrants in vulnerable situations (unaccompanied children, women, persons with disabilities, persons who suffered severe trauma or victims of trafficking) and the way in which they should be interviewed by trained and sensitized officers, according to standardized procedures.

As an added value, the project puts focus on female migrants, who can constitute vulnerable migrants with particular needs and challenges, in case they are travelling alone or alone with children, have suffered sexual or gender based violence, or are victims of trafficking. Gender and migrant right issues were taken into consideration in the composition of IOM mobile team as well, in order to enable gender sensitive approach in performing their tasks when working with female migrants and families. Respect for human rights has also been envisaged through the engagement of a cultural mediator/interpreter in the mobile team, who understands the protection of migrants as an obligation to respect, protect and fulfill the rights of individuals and an obligation of the country to do so regardless of their nationality, statelessness or migration status.

In the area of protection sensitive work with migrants, project proposal refers to and draws lessons from the other project funded by EU, which is being implemented on the regional level and aims to develop and operationalize a comprehensive migration management system in seven IPA beneficiary countries - "IPA II Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey". Under the scope of this project, mobile teams all over the Western Balkans region were trained on various topics, which among other

include identification and protection of vulnerable migrants, social protection of unaccompanied minors and their referrals.

4.2 Effectiveness

Es1. Were the planned specific objectives and results in the project proposal achieved?

The project had two specific objectives. Specific objective 1 aimed to enhance technical capacities of relevant national institutions of Montenegro to receive and manage increased flows of migrants/asylum seekers. Specific objective 2 aimed to facilitate access of migrants and asylum seekers to required protection, whilst ensuring their safety, protection and well-being.

Progress towards specific objective 1 has been partially achieved as the mobile transit reception center has been established and equipped, but not operationalized at the time of the evaluation and the national government representatives' knowledge and skills on how to cope with increased migration flows were partially increased through on-the job trainings. Progress towards specific objective 2 has been achieved as access of migrants and asylum seekers to required protection has been enabled through improved registration procedure and assisted voluntary return and reintegration (AVRR) activities.

Result 1: Temporary accommodation centre is in place and operational, responding to the current capacity needs in Montenegro and fully compliant with international standards

This result has been partially achieved as temporary accommodation centre has been set up but not operational at the time of the evaluation. It responds to the current capacity needs in Montenegro and is compliant with international standards. It is placed in the vicinity of border crossing with Albania, Bozaj area, on a piece of land that is in possession of Montenegrin MoI. The centre intended for temporary accommodation of migrants and refugees consists of five containers for accommodation of migrants (for six persons each), three for logistic support (one for food distribution and two for registration of migrants), three sanitary containers and one medical container. Procurement of beds and sanitary items has been finalized at the time of the evaluation, resulting in basic furnishing of the containers. Given the significant savings, each container will be upgraded by air-conditioning and bed sheets, sanitary ones will have the pumps installed and devices for chemical treatment of water, while the sanitary container intended for use of women will have the part for basic baby care. Two computers for registration purposes will be procured for the containers for registration of migrants. Procurement procedures for additional aforementioned items were underway when the consultant's field visit took place. As an added value to this initiative, UNICEF is procuring and

installing one container for children which is of double surface of the existing containers, that will be used as child friendly space for very short, daily stay of children in this area (given that containers are primarily intended for single males). Due to delays in its connection to sewage system, the centre is not yet operational.

Project design for solid facility intended for approx 200 migrants in emergency conditions has been developed and it exceeds the initially planned 800 m² resulting in the facility of approx 1000 m². Based on the insight into preliminary design and confirmation from the national stakeholder (MoI), the consultant can confirm that it is in line with all beneficiary's requests (i.e. consisting of accommodation area for migrants and the area for police administration).

With the total of 30 beds in container part in the very border area and projected 200 places in future solid facility, the temporary accommodation centre responds to the current capacity needs in Montenegro. Compliance with international standards has been ensured through adherence to two sets of guidelines, i.e. EASO Guidance on Reception Conditions and Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response.

Result 2: First instance registration site set up and operational, mainstreaming migrants' protection needs in the standard operational procedures

This result has been partially achieved. First instance registration site has been set up in the temporary accommodation centre by dedicating two of the total of twelve containers to registration purposes and procuring of two lap-tops for the work of police officers. The containers will be operational from the moment of putting into operation of the whole center. Standard operating procedures haven't been formulated as such. The mainstreaming of migrants' protection needs has been channeled through the establishment and work of four member mobile team in the Asylum Centre premises. The team consisting of one interpreter/cultural mediator, social worker and two migrant assistants is competent and sensitized for performing not only registration-related tasks, but also identification of vulnerable groups and their further referral to mandated institutions..

Result 3: National Government has the knowledge and skills to coordinate and cope with the response to increased migration flows

Result 3 has been only partially achieved. National Government has partially acquired the knowledge and skills necessary for coordinating the response to increased migration flows as capacity building workshop on contingency planning envisaged under this result did not take

place and information flyers intended for refugees and migrants on their rights were not distributed.

IOM mobile team engaged under this project and tasked with collecting of statistical and trend-related data on migratory flow in Montenegro, as well as the preparation of weekly and monthly reports based on IOM displacement tracking matrix (DTM) methodology bridged the gap of the lack of Government personnel in the field and provided on-the-job training to them. Flow monitoring conducted by IOM team produced quantitative estimates of the flow of individuals through specific locations (Spuz, Podgorica and Pljevlja) and collected information about the profiles, intentions and needs of the people moving, quantifying highly mobile migrants all over Montenegro and providing a picture of complex mobility dynamics which increased the data collection skills of police officers working in Spuz.

Having had an insight into the statistics collected and reports produced, the consultant can confirm that these have been collected in compliance with DTM components, tools and methods i.e. comprising data on numbers of migrants, their respective gender, family status, country of origin and location of their registration, which increases the methodological knowledge of police officers and provides the basis for them to apply the same methodology in their future work. By regular compiling of Stranded Migrants Report, Arrivals by Nationality Report, Weekly update on new arrivals, Bi-weekly PRM Report (Mobile Team's services), Bi-weekly update for Brussels calls (Sarajevo), DTM Team in RO Vienna updates and Data request and AVRR stats to the Border Police and dissemination of these reports to all national and international stakeholders, the knowledge of national institutions on migration flow through Montenegro is increased, although the evidence of the extent of this increase is limited..

The project's intention was to organize one contingency planning workshop for relevant officials to update contingency plan in line with recent changes in the country covering fundamental aspects of working with vulnerable categories of migrants and emphasizing cultural and gender sensitivity.

Instead, three contingency planning meetings were conducted during the course of the project. They were organized as a follow up to the planning of activities proposed in the Government of Montenegro Response Plan in Case of Mass Influx of Migrants adopted in 2016. However, this plan (which is not a public document so the consultant was not able to read it) hasn't officially been updated, but recommendations and guidance notes from mentioned meetings were treated as Plan's updates and instructions for further action.

The second meeting/workshop held in Budva in April 2019, produced most concrete recommendations as to how to overcome potential challenges that could appear due to the

increase in numbers of migrants and asylum-seekers in Montenegro and how to work with vulnerable categories of migrants. Participants divided into four thematic groups (*humanitarian border management, reception and accommodation* with the emphasis on the protection of vulnerable groups, *asylum process* and *permanent solutions* (voluntary return and integration)) produced sets of thematic recommendations on how to organize a coordinated response to migratory challenges. Although the Response Plan was not formally updated as a result of this activity, it may be observed that IOM contributed to the formulation of some of Response Plan's elements (recommendations produced on the meetings) that currently guide the work of relevant officials, thus increasing their knowledge and skills in coping with the increased migration flows. The evidence of this increase in knowledge is limited, apart from the verbal confirmation obtained from IOM staff and MoI representative.

Provision of direct assistance to migrants through IOM Emergency Direct Assistance Fund has been envisaged and fully achieved under this result as well, in cases when urgent assistance to migrants was needed and based on the assessment of IOM mobile team. Humanitarian situation in Pljevlja municipality on the borderline with BiH has been increasingly difficult during this intervention. For this reason, one member of IOM mobile team (a migrant assistant) has been placed there in order to provide migrants and local institutions with the following services: counseling migrants on AVRR options, liaising with general and border police representatives, Red Cross, emergency and municipal services, transportation of injured migrants to the health center in Pljevlja and to the private hostel for accommodation, delivery of food, clothes, footwear, hygiene and medicines to migrants, interpretation services and facilitating migrants' online communication with family members. These urgent assistance activities have been funded by the above mentioned IOM Emergency Fund. Apart from IOM, Bonafide NGO is actively involved in the provision of direct humanitarian assistance in this municipality and according to a number of interviewed stakeholders, it is of utmost importance that this assistance be continuously provided to migrants stranded there.

The activity relating to distribution of flyers (in Arabic, Pashto, Farsi and Urdu) that would facilitate information flow and referral of refugees and migrants to adequate services was supposed to be funded through another IOM implemented project, but it did not take place and no explicit justification has been provided to the consultant on why the distribution was not carried out. This also impacted the full achievement of the above result, but given the circulation of similar information materials from other projects (IOM and UNHCR ones), the migrants as final beneficiaries were not deprived from receiving necessary information on available services and their rights.

As per project document, three Project Steering Committee (SC) meetings were envisaged. Until the time of consultant's field visit, two meetings were held (one in February and one in September 2019), while the final one is supposed to take place on 16 December 2019, after the field visit was conducted. The composition of SC has been well set, comprising of EU Delegation, Mol (Border Police, Police Administration, Department for International cooperation and European integration reps), Public Property Administration and IOM representatives and in this way, it ensured the transparency of decision-making process and more importantly, mitigation of certain risks that appeared during the project implementation (the issues of electricity and water supply to future accommodation center, sewage treatment plants and canteen/kitchen availability; urban planning for the location). It also helped in providing the strategic guidance on project's sustainability in segments where future funding or possibilities for IPA funding were needed.

Result 4: Assisted Voluntary Return and Reintegration (AVRR) support is available to pending and rejected asylum seekers and irregular migrants wishing to voluntarily return to their countries of origin

This project result has been fully achieved through AVRR assistance provided to 27 migrants and through the engagement and functioning of mobile team located in Asylum Centre in Spuz. The team has been financed through this action, while the overall AVRR activities, both the return and reintegration, were funded from IPA II sub-regional programme currently being implemented in the Western Balkans region.

The total of 27 migrants was assisted in the period between December 2018 and December 2019, while at the time of the evaluation one migrant from Morocco has been involved in the process of return. Countries of origin of migrants are the following: Russia (3), Morocco (3), Iraq (4), Cuba (6), Iran (4), Algeria (6) and Tunisia (1). Leaflets containing AVRR-related information have been distributed and posters put on visible spots. Counseling sessions were held in Spuz and Pljevlja on daily basis resulting in altogether 5291 sessions being performed under this project.

AVRR beneficiaries were eligible for reintegration assistance and provided with pre-departure cash assistance in the amount of 500 € and in-kind assistance upon arrival to their countries of origin (in the amount of 1000 €), which was coordinated and provided by IOM missions in the countries of origin. Migrant assistants helped migrants in preparation of reintegration plans into which the consultant had insight. The plan was created on the basis of migrants' specific vulnerabilities and needs (including potential business start-ups, job placements, vocational trainings, material assistance, medical assistance or educational support where appropriate) and the monitoring of returnees' reintegration.

Conclusion: The project was effective in partially achieving its specific objective one and full achieving of its specific objective two. Under Result 1, temporary accommodation centre is in place, but not yet operational (its putting into operation is still awaited since sewage treatment plant is to be connected to containers). Project design for future solid facility has been developed and mobile team deployed. Under Result 2, first instance registration site is set up and operational, but standard operating procedures are not formulated. Under Result 3, National Government has increased knowledge in producing statistics and situation reports but has acquired only limited knowledge in contingency planning as contingency planning workshop deviated from the original plan and took place in the form of meetings. SC meetings were held on regular basis while information leaflets for migrants were not distributed leading to partial achievement of the Result 3. Result 4 relating to the provision of AVRR support to eligible migrants has been fully achieved.

Specific objectives and results		Achieved	Evidence
Result 1:	Temporary accommodation centre is in place and operational, responding to the current capacity needs in Montenegro and fully compliant with international standards	Yes, partially	Containers procured and placed in Bozaj area, connected to all infrastructure but sewage; <i>center is still not operational</i> ; compliance with two sets of guidelines (EASO Guidance on Reception Conditions and Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response)
Result 2:	First instance registration site set up and operational, mainstreaming migrants' protection needs in the standard operational procedures	Yes, partially	Two containers for registration of migrants procured and placed; two lap-tops for registration purchased; <i>registration site not yet operational</i> ; <i>SOPs not formulated</i> ; as verified by the consultant the work of mobile team facilitates the mainstreaming of migrants' rights; Deeds of Donation between IOM and Police Administration of Montenegro
Result 3:	National Government has the knowledge and skills to coordinate and cope with the response to	Yes, partially	As verified by the consultant DTM based reports produced; <i>contingency planning</i>

	increased migration flows		<i>workshop not organized; direct assistance to migrants provided; information flyers were not distributed; minutes from the meetings confirm that SC meetings were organized</i>
Result 4	Assisted Voluntary Return and Reintegration (AVRR) support is available to pending and rejected asylum seekers and irregular migrants wishing to voluntarily return to their countries of origin	Yes	Twenty seven migrants assisted in their return to the country of origin

Es. 2 Were activities sufficiently well implemented to reach intended results?

Apart from certain delays in the implementation of the preparatory activities relating to the establishment of temporary accommodation centre and solid facility project design (that were mainly caused by lack of resources from the Government part to complement project funds and carry out some preparatory activities from their side) such as lack of proper urban planning, overall quality of project activities' implementation has been assessed as moderate to good within the limited timeframe and it led to the partial achievement of the intended results. None of the collocutors said that some other activities would be more effective, but one international partner emphasized the importance of assistance provision in Pljevlja municipality, which is in constant need of helping migrants, so more funds should be allocated for the same activities that are already being conducted there.

On the level of specific objectives, implemented activities were sufficient for the achievement of specific objective 2, but the achievement of specific objective 1 was only partial due to the fact that the accommodation centre is not yet operational and that contingency planning meetings did not result in producing updated contingency plan (but only recommendations for further action).

Es. 3 Have the achieved results met expectations and enhanced the work of state authorities?

Majority of state representatives confirmed that the achieved results met their expectations, in particular in terms of establishing mobile team and its services. Stakeholders from the two reception centers in Spuz stated that the registration procedure was significantly improved due to the interpretation and cultural mediation provided by the team members, emphasizing that interpreters for rare languages have the key role in the process (given that the communication with migrants was improved this way and they were able to disclose more information about their respective profiles and situation along the route). Representatives of asylum center put more emphasis on the team's help and the improvement of return process, given that Montenegrin authorities can conduct the return only in cases of documented migrants who bought their plane ticket. As for activities (such as registration, accommodation etc.) to be performed in temporary accommodation centre in Bozaj area, it is still too early to observe this and their results are yet to be seen.

Es.4 To what extent were gender and human rights considered in the implementation of this project?

The establishment of temporary accommodation centre has been done in accordance with two sets of guidelines, i.e. EASO Guidance on Reception Conditions and Sphere Project Humanitarian Charter and Minimum Standards in Humanitarian Response, which guarantee the adequate adherence to gender and human rights standards. The consultant verified that containers are intended predominately for the accommodation of younger male migrant population (six persons in each container), that sanitary conditions enable separate use of male and female toilets, that there is one container for medical staff indented for distribution of necessary medicaments. One container as child friendly space will be placed by UNICEF, although it is recommended the center not be used by families for mid-term or longer stay. Solid facility design contains the canteen for food preparation and delivery in the center.

Gender balance is perceived in the composition of mobile team (one male and three female members) ensuring gender sensitivity in assisting both male and female migrants in such a way so as to preserve their dignity, well-being and in particular, their safety without discrimination. Statistics collected comprise disaggregated data on sex, family status (in case of children whether they are accompanied or not) and registration status or push-backs where applicable.

Contingency planning meetings covered the topics relevant to human rights (e.g. humanitarian response to migrant crisis or migrant health) but the very response plan of the Government hasn't been updated as initially planned. This way, fundamental aspects of working with vulnerable categories of migrants and emphasizing cultural and gender sensitivity in work with them were omitted.

Through IOM Emergency Direct Assistance Fund urgent support was provided to stranded migrants mainly in Pljevlja area and along the border with Bosnia, thus protecting them from potential exploitation and abuse and referring them to adequate protection mechanisms such as UNHCR (in case of refugees and asylum seekers).

The implementation of AVRR project component included the respect for migrants' rights since the return has been conducted voluntarily, with risk assessment for the vulnerable migrants and best interest assessment/determination for unaccompanied migrant children, medical escort and reception at the airport.

4.3 Efficiency

Ey. 1 Were the resources and inputs converted to outputs in a timely and cost-effective manner?

Majority of activities were undertaken as scheduled and their results achieved on time, but certain delays are perceived in the preparation of reception transit centre set-up in Bozaj area. The setbacks that caused delays are perceived in the preparatory activities of centre set-up: lack of Government resources to fund sewage treatment in the future reception centre, lack of detailed urban plan for Tuzi municipality under whose jurisdiction the centre should be established and lack of Government funds for programmatic year 2019 to finance the construction of solid facility in Bozaj area. Solving of these issues took some extra time but did not cause major deviation to project implementation plan.

As a contractual obligation, only final financial report is to be prepared and submitted to the donor at the end of the project. Therefore, the consultant did not have insight into the dynamics of spending project funds, but can confirm that overall burn out rate at the end of the project is 95% of the total project funds.

Ey. 2 Was the project management, coordination and monitoring efficient and appropriate?

Based on the results achieved and stakeholders' observations, overall project management and coordination were appropriate and efficient in majority of situations. In terms of financial monitoring, given the above reporting dynamics, more even expenditure of funds during the course of the whole action would be needed alongside its monitoring on a regular basis. According to a national stakeholder, challenges in management and coordination of activities were successfully overcome by day-to-day communication and cooperation between IOM and Mol.

The procurement segment of this project has been significant. EU Grant Agreement for Pillar Assessed Organizations (such as IOM and other UN agencies) signed with EU Delegation for this project allows for IOM own procurement procedures to be followed as stipulated in IOM Procurement Manual (Procurement of Goods, Works and Services). Given that the total amount dedicated to the procurement of containers was approx 15,000 €, IOM procurement rules allowed for Low Value Procurement Procedure (between USD 3,000 and USD 300,000) and comparing proposals from several suppliers, which was done accordingly and in compliance with IOM Procurement Manual. Request for quotation for supply and delivery of prefabricated containers was finalized and sent to 17 potential suppliers in March 2019. Three offers were received by 30 April 2019, i.e. the deadline. The opening of the bids took place in May 2019, however none of potential suppliers submitted the valid offer, hence the first tender was cancelled and a new one was announced, i.e. request for quotations was sent to 14 companies. Four offers were received and IOM entered into contract negotiation with the company that submitted the best offer (Asia Fermendi BiH D.O.O.). The delay caused by inadequate offers was only one month and did not influence the efficiency of overall project implementation. The request for proposal for development of project design of the future centre (solid buildings) was sent to five companies in May 2019. IOM received two offers and identified potential service provider – Rakusam D.O.O. The service provider was contracted in July 2019 which is several months prior the time proposed in the project work plan.

The consultant made sure that all contracting procedures were in alignment with IOM rules, meaning that each contract agreement was approved by organization’s Legal Department in Geneva headquarters.

4.4 Impact

I. 1 What changes can be observed in the following areas:

Establishment of temporary accommodation centre: have improved living conditions for mid-term stay of migrants been enabled?

Only limited conclusions regarding the conditions of stay in the established temporary accommodation centre can be drawn at the time of evaluation, given that containers have been duly placed, connected to electricity and water supply, with the exception of connection to sewage. This still makes the centre non-operational at the moment and the collected data suggest that it will not be operational until the end of the project. At the time of field visit, procurement of some of the furnishing items was ongoing, which additionally contributed to the fact that centre cannot currently be used and not even short term stay of migrants enabled.

As for solid facility part of the center, the project has only envisaged the development of project design for it, which has been done but the change in conditions will be visible only once the center is constructed.

The deployment of four member mobile team: how the registration process benefited from gender balanced mobile team?

Registration process has significantly been improved since the moment mobile team was engaged compared to what this process was like before its engagement. Based on the information from centre's staff working on registration and their direct observation, the roles of cultural mediator and social worker, as well as the team consisting of both women and men visibly increased the level of trust of migrants towards the authorities, resulting in wider scope of information police officers could get about migrants, their profiles and needs.

Development of produced statistical reports: has the reporting mechanism been created and does it include sex disaggregated data?

Reporting mechanism has been created based on DTM methodology and contains statistics disaggregated by sex, family status, location, country of origin, return-related data and push-backs and it is collected on daily, weekly and monthly basis, which represents the improvement in comparison to the way in which data was collected previously. The most important change in this sense is observed in two accommodation centers in Spuz, where these statistics are collected based on interviews with migrants, direct observations and counts, thus contributing to proper accommodation and referral of relevant migrant groups and individuals.

Contingency planning workshops: to what extent has the knowledge of officials on contingency planning been increased?

Since the workshop on contingency planning did not take place in the form in which it was originally planned and did not result in planned updates of contingency plan, there is no observable evidence available on the extent to which the knowledge of officials on this subject has been increased.

Information flyers distribution: have migrants and refugees been adequately informed on their rights?

Planned information leaflets were not distributed, so change in the level of knowledge on their rights could not be verified among migrant population.

12. What contribution did this project likely make toward those changes, and what are the other contributing factors?

At the level of specific objectives and as confirmed by the national stakeholders during interviews with the consultant, the activities conducted under the project contributed to the technical capacities of relevant national institutions of Montenegro to receive and manage increased flows of migrants and asylum seekers in the areas such as improved registration process, collection of data and reporting, direct assistance to migrants and assisted voluntary return. Bozaj area where the temporary accommodation centre has been placed used to be a piece of land used by border police for storing confiscated goods at the beginning of the project and this project helped to transform this area into open transit reception spot, at the place where majority of migrants and refugees enter the country. Moreover, the project contributed to the design of a new solid facility for future accommodation of migrants, subject to availability of state funds in recent future. More progress has been observed in the functioning of mobile team, whose members significantly enhanced the capacity of state authorities to monitor and report on the migrant flow in the country, producing statistics and situation reports. Very important and highlighted contribution of the project has been perceived in the use of IOM Emergency Direct Assistance Fund for the population of stranded migrants in Pljevlja area, while less progress has been achieved in support to the Government in contingency planning, although the project did contribute to observed changes.

Contribution to the second specific objective (facilitate access of migrants and asylum seekers to required protection, whilst ensuring their safety, protection and well-being) and the change that pertinent activities caused is visible in the deployment of mobile team and contribution to return management activities since none of the activities performed by this team and activities relating to assisted voluntary return were previously conducted. Renting of mini-van was vital for transferring migrants from distant border points to Podgorica or Spuz and facilitating their access to necessary registration, social care or medical services, for which Government did not have capacity before the project started. Before the beginning of the project, Montenegrin Government was able to conduct return to the country of origin only under certain circumstances, while AVRR support made significant change of this situation and provided eligible pending and rejected asylum seekers and irregular migrants with logistical and financial support to return.

Overall, the project has led to intended positive changes on the level of specific objectives.. Through implementation of this project, IOM in cooperation with state authorities partly managed to address the institutional gaps related to the lack of accommodation capacities for migrants, absence of return mechanisms for the migrants who are not in need of international protection, as well as the lack of institutional solutions that would enhance the migrants' access

to the protection system and the lack of national capacities as regards migrant registration process. Individuals and groups that have been impacted by these changes are migrants themselves (through ensuring that equal rights and opportunities for them are met through facilitated registration procedure and enabled access to social and health services, as observed in both centres in Spuz) and state authorities (that were enhanced their capacities in terms of treatment of migrants from a protection-sensitive and culturally-sensitive perspective by jointly working with IOM team, observable also in both centres in Spuz).

It is highly unlikely that these changes would be possible without these project activities and donor funding, since state budget had already been stretched due to the increased number of migrants staying in the country.

13. What were unintended positive or negative effects of the project?

The most important positive unintended effect relates to the financial savings in the project budget that enabled purchasing of one more container for the reception centre (that will be used for registration purposes), better equipping of containers (with bed linen, air conditioning, dining tables, dustbins, cutlery, glasses and mugs) and better infrastructure network in the very center. Solid facility project design has initially envisaged only food distribution area, but after the negotiations with the authorities the fully functional canteen for meal cooking will be constructed. Instead of initially planned 700 m² of facility surface, the total surface of designed solid facility area will be approx 1000 m², significantly enhancing the administrative area for police work and food preparation and serving.

As a possible negative effect, some speculation was raised during interviews with stakeholders that the role of interpreters/cultural mediators could have been done with more professional integrity, and not influencing some of migrants' final decisions which were based on insufficient quality of interpretation.

14. Was appropriate mitigation taken for any identified negative effects?

At the time of the evaluation, no evidence was available on the quality of interpretation services. IOM staff were also unaware of the issue at the time of the evaluation, so no possible mitigation measures could be assessed.

15. Has the project served to design any follow up projects?

The implemented project serves as a basis for further planning of both EU and state funded initiatives for the same purposes. As a continuation of this project, EU Delegation in

Montenegro will allocate EUR 300 000 for the activities that directly build on the results of this project (phase one). During the planned second phase, Mol will be supported in putting into operation of the temporary accommodation centre, providing necessary services to migrants through mobile team, supplying of food and non-food items, transportation services and further enhancement of accommodation capacities.

From the Government side and upon request from Mol, approx EUR 470 000 should be allocated from IPA funds for the construction of solid facility in Bozaj area, with the possibility of erecting one additional floor which would be used by the police.

4.5 Sustainability

S1. Which (if any) project results are likely to continue after the project ends?

Majority of stakeholders agree that temporary accommodation centre (container part) is planned to be used only as a temporary/transitional solution until the solid facility is built. Some stakeholders expressed their concern as regards the centre's sustainability given its remote location (thus being remote from all important service providers in Podgorica and Spuz), insufficient infrastructure and the fact that the most vulnerable population would be provided for by IOM, but the assistance to the rest of migrants is questionable, as well as long term solutions regarding food supply. It was highlighted several times that the centre should accommodate only single male population, not families, single women or children and in this way possible risks of gender and sexually based violence should be mitigated within the centre itself. Also, the container part with the capacity of 60 persons is not sufficient for any significant surge in migrant flow into the country. The national stakeholder confirmed that the plan is to have the canteen built and operational during 2020, and during 2021 the whole solid facility functional.

It was somewhat unclear when the very registration procedure will start to be done in the very reception centre, but all stakeholders emphasized the importance of the mobile team and transportation services which are perceived as crucial for ensuring migrants' protection needs. It was mentioned that in the longer run, IOM team members (who acquired significant skills and knowledge) should be employed in government institutions for performing the same tasks. By being placed in the very Asylum centre in Spuz, IOM mobile team collected relevant information on the site, reported on statistics, trends and structure of flows and ensured better preparedness of the Government to respond to the migration flow needs, in alignment with its priorities. It is highly likely that the team will continue to operate at least throughout the next

phase of the project (and will be complemented by medical staff, apart from DTM and AVRR staff). Its contribution to bridging the institutional gap in the absence of return mechanism has been vital and it is expected that the Government will find the means to embed these activities and train greater number of public servants on AVRR and return management in general.

S2. Do the stakeholders have financial capacity and are they committed to maintaining the benefits of the project? What additional support or resources may be needed?

Interviews with national stakeholders confirmed that that they are very committed to maintaining benefits of the project. Once the transit reception centre is built, the operational cost for its functioning and maintenance will be duly planned and fully covered by the country's state budget. All activities performed by mobile team will likely be financially supported once team members become employees of the state institutions, while supporting the voluntary return and reintegration will be continued in the same manner until the establishment of a sustainable AVR(R) mechanism (as envisaged within the Regional IPA II programme).

Since these activities actively contribute to the improvement of migration management system in Montenegro, in order to assure compliance with the Chapter 24 to meet EU and international standards, national stakeholders are very involved in future project planning (i.e. the implementation of the second phase of this project is to begin shortly), which significantly contributes to sustainability of the results to be achieved, as they directly build upon the results of this initiative. Other stakeholders, like other international organizations have confirmed their willingness to cooperate and emphasized that sustainable results can only be achieved by the aid of close partnerships (e.g. IOM and UNHCR joint presence and work with clearly defined respective mandates in Bozaj accommodation centre).

5. Summary of Conclusions

The below list compiles conclusions introduced in the previous sections, representing a summary of the relevance of project design, effectiveness and performance, efficiency of project management and implementation, and impact and sustainability, as well as attention to cross-cutting issues (gender and human rights):

Relevance

1. The project document is well-designed and constructed according to proscribed EU template for grant applicants (Grant Application Form) with project objectives and implementation strategies fully consistent with national and regional needs and priorities in the field of migration management.

2. Project objectives are well aligned to beneficiary needs, both national institutions and migrants. IOM flexibility and adaptability ensured that these needs are met to a higher extent than initially planned.

3. The project is well aligned with government policies and national strategies, contributing to a wider process of EU accession by supporting fulfilment of measures from the Action Plan for Chapter 24.

4. Project objectives were realistic and achievable within the timeframe proposed and allocated budget, allowing for some savings that were purposefully used for enhancing the quality of achieved results.

5. Complementary activities that may enhance the quality of services provided in temporary center are procedures done in alignment with humanitarian border management concept (HBM), setting up of adequate IT and other equipment necessary for registration to be done in protection and gender sensitive manner (with particular attention to identification of vulnerable groups), supply of food and non-food items and basic medical assistance. Capacity building of national authorities in HBM and facilitating of voluntary return and reintegration could be foreseen as needed.

6. Project design duly incorporated the issues of gender and human rights through introducing the protection sensitive approach in work with migrants with particular attention to treatment of vulnerable groups (unaccompanied children, women, persons with disabilities, persons who suffered severe trauma or victims of trafficking). Gender sensitive approach is visible in the composition of IOM mobile team as well, in order to enable adequate response to female migrants and families.

Effectiveness

7. At the level of overall objective, project partially contributed to the efforts of the government to address increased migration flows. Progress towards specific objective 1 has been partially achieved as the mobile transit reception center has been established and equipped, but not operationalized at the time of the evaluation and the national government representatives' knowledge and skills on how to cope with increased migration flows were partially increased through on-the job trainings. Progress towards specific objective 2 has been achieved as access of migrants and asylum seekers to required protection has been enabled through improved registration procedure and assisted voluntary return and reintegration (AVRR) activities.

Results 1,2 and 3 were partially achieved, while Result 4 has been fully achieved. Under Result 1, temporary accommodation centre is in place (but not yet operational) and project design for

future solid facility has been developed and mobile team deployed. Under Result 2, first instance registration site is set up and operational, but standard operating procedures are not formulated. Under Result 3, National Government has increased knowledge in producing statistics and situation reports but has acquired only limited knowledge in contingency planning; SC meetings were held on regular basis while information leaflets for migrants were not distributed, leading to partial achievement of the Result 3. Result 4 relating to the provision of AVRR support to eligible migrants has been fully achieved.

8. Government stakeholders were satisfied with the project and the results it has achieved, appreciating the flexibility of IOM to use the budget savings and procure additional container for registration purposes and enhance the conditions of stay in the containers by procuring additional items such as air-conditioners and bed linen. Moreover, the project design for solid facility has been increase from initial 700 m² to 1000 m², which also makes the achieved result exceed the planned one. Government representatives praised the work of mobile team, highlighting the role of cultural mediation in its operation. Other stakeholders appreciated the efforts of the project, but could not comment on its results as they deemed it was too early to see them.

Efficiency

9. Preparatory activities for the setting up of temporary accommodation centre, primarily those that were the obligation of Government institutions and initial unsuccessful bidding in the procurement part of the project were a significant factor in terms of timeliness of activities. Delays that were encountered in the first half of the project were overcome in the second half, resulting in partial accomplishing of planned results within the tight deadline (explained in more detail under Effectiveness above).

10. Overall project management and coordination were appropriate and efficient in majority of situations, with contracting and procurement procedures following IOM rules. Procurement procedures were conducted in compliance with IOM Procurement Manual (Procurement of Goods, Works and Services).

Impact

11. The project contributed to the technical capacities of relevant national institutions of Montenegro to receive and manage increased flows of migrants and asylum seekers on its territory. The temporary accommodation center (container part) has been duly established, but due to the fact that it was not put into operation, improved living conditions for mid-term stay of migrants were not enabled at the end of this phase of the project. Project fully contributed to the design of solid facility part of the center. Registration, data collection and reporting, as

well as AVRR processes have significantly been improved due to the engagement of IOM mobile team. Work of gender balanced mobile team improved the registration process by revealing more information on the profiles and needs of migrants, while DTM based reporting mechanism was created and it contains gender segregated data. Moderate progress has been made in contingency planning and increasing knowledge of officials on it as no update to the Response Plan has been produced and no progress in distribution of leaflets made as they were not prepared and distributed as initially planned.

12. The project will contribute to the continuation of similar activities under the phase II of the same project by serving as a basis for the accommodation centre upgrade in the next phase (to be funded by the Delegation of the EU to Montenegro), while Government will allocate approx EUR 470 000 from IPA funds for the construction of solid facility in Bozaj area, with the possibility of erecting one additional floor to be used by the police.

Sustainability

13. Many benefits generated by the project are likely to continue, including putting into operation and continued use of transit reception centre in Bozaj area, which once constructed, could serve as a replacement for current alternative accommodation of migrants placed in other areas. Skills and expertise of the mobile team are surely to be used throughout second phase of the project, with longer term possibility for team members to be employed by the Government once the external support ceases.

14. The project is highly supported by national institutions and apart from their very active participation in project planning and design, it is expected that MoI will duly plan and bear the operational costs for functioning and maintenance of the future temporary accommodation centre.

6. Summary of Recommendations

Based on the findings and conclusions described above, the following recommendations are provided by the consultant for consideration by IOM staff, its partners and donors in the implementation of future activities:

To build on progress under this project, within next twelve months the IOM Mission in Montenegro is recommended to:

- Support Mol in operationalization of temporary accommodation centre by assisting in the registration and referral processes at the very spot and include additional services such as food delivery, medical assistance, camp management, cleaning services etc.
- Through mobile team, continue to provide interpretation services from rare languages as they are perceived as crucial for the quality of registration process and monitor the quality of interpretation services
- Prepare and distribute flyers in rare languages on migrants' rights and obligations in Montenegro
- Put more focus on the provision of emergency services and direct assistance to stranded and pushed-back migrants in bordering municipalities such as Pljevlja municipality
- Engage more in human rights monitoring, particularly in situations when migrants stay longer on the territory of the country and when there is less transit
- Provide further capacity building for wider scope of relevant institutions in humanitarian border management (HBM), work with vulnerable groups and assisted voluntary return and reintegration (AVRR)
- Organize opening/hand-over ceremony of temporary centre in Bozaj with the attendance of the donor, relevant international and national partners

Within the next eighteen months, Government partners are recommended to:

- Prioritize the activities of putting into operation the temporary accommodation centre in Bozaj and make sure that solid facility is constructed
- Make sure that temporary accommodation centre, once operational, functions as part of the whole asylum system and enable migrants and refugees access to asylum procedure
- Provide food/meals in the temporary accommodation centre once it is operational
- Translate House Rules of the Reception Center for Foreigners in Spuz into rare languages (Arabic, Urdu, Pashto etc.)

International partners are recommended to:

- International partners (UNHCR) are strongly recommended to enable the presence of their teams in the temporary accommodation centre, that would operate together with IOM team and within their respective mandates, in order to prevent possible cases of gender or sexually based violence

Annex 1 – Evaluation Terms of Reference

TERMS OF REFERENCE

For the final external evaluation of the project:

“Technical Cooperation on Migration Management and Capacity Building”

Commissioned by: International Organization for Migration (IOM) Country Office in Podgorica, Montenegro

Evaluation context:

The International Organization for Migration (IOM), the UN Migration Agency, was established in 1951 and is the leading inter-governmental organization in the field of migration working closely with governmental, intergovernmental and non-governmental partners. With 173 Member States, 8 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. IOM presence in Montenegro dates back to 2001. IOM has been implementing a variety of projects in line with its mission to assist the Government of Montenegro in its efforts to strengthen the migration management capacity, including improvements to border controls, strengthening counter-trafficking efforts, cross-border cooperation and data exchange, identification, referrals, assistance and protection of vulnerable migrants, including unaccompanied and separated migrant children, victims of trafficking and smuggled migrants. As of 2018, IOM started supporting the Government of Montenegro through the project: “Technical Cooperation on Migration Management and Capacity Building”.

The project was designed to respond to these needs identified with the activation of Coastal Route as a part of migration flows through Montenegro. The project was funded by the EU Delegation in Montenegro and implemented from 18 December 2018 to 17 December 2019. The **objectives** of this project were to enhance technical capacities of relevant national institutions of Montenegro to receive and manage increased flows of migrants/asylum seekers and to Facilitate access of migrants and asylum seekers to required protection, whilst ensuring their safety, protection and well-being.

The project’s specific objectives are as follows:

- SO1: Enhance technical capacities of relevant national institutions of Montenegro to receive and manage increased flows of migrants/asylum seekers;
- SO2: Facilitate access of migrants and asylum seekers to required protection, whilst ensuring their safety, protection and well-being.

The Expected Results of the Action have been conceptualised so as to be interlinked and mutually reinforcing and they are as follows:

- R1: Temporary accommodation centre is in place and operational, responding to the current capacity needs in Montenegro and fully compliant with international standards;
- R2: First instance registration site set up and operational, mainstreaming migrants' protection needs in the standard operational procedures;
- R3: National Government has the knowledge and skills to coordinate and cope with the response to increased migration flows
- R4: Assisted Voluntary Return and Reintegration (AVRR) support is available to pending and rejected asylum seekers and irregular migrants wishing to voluntarily return to their countries of origin.

Evaluation purpose:

The overall purpose of this internal evaluation is to assess the processes and achievements made to draw lessons that will inform the development of the next projects. Moreover, this evaluation aims to assess how sustainable the achievements of this intervention are likely to be in reaching its outcomes and the objectives. The donor will use the findings of the evaluation to assess results achieved and value for money, and IOM will use the results to inform future programming.

Evaluation scope:

The evaluation will cover the period of the project implementation, i.e. from 18 December 2018 to 17 December 2019. The geographical area that should be covered by this evaluation, through field visits includes: Podgorica, Spuz and Bozaj.

Evaluation criteria:

The evaluation will focus on the following evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability of the project.

Evaluation questions:

The following key questions will guide the evaluation:

- Relevance
 - > To what extent were project objectives and implementation strategies consistent with national and regional needs and priorities?
 - > Were project objectives realistic, given the time and budget allocated to the project, the baseline situation and institutional context?

- > Were the activities and outputs aligned with the outcomes and objectives?
- > To what extent did IOM engage national stakeholders in project design, implementation, monitoring and reporting?
- > To what extent was gender and human rights considered in the design of this project?
- Effectiveness
 - > Were the planned outputs and outcomes in the project proposal achieved?
 - > To what extent was gender and human rights considered in the implementation of this project?
- Efficiency
 - > Were the resources and inputs converted to outputs in a timely and cost-effective manner?
 - > Was the project management, coordination and monitoring efficient and appropriate?
- Impact
 - > What changes can be observed in the following areas:
 - establishment of Temporary accommodation centre?
 - the *Deployment of four-member mobile team*?
 - development of produced statistical reports?
 - contingency planning workshops?
 - > What contribution did this project likely make toward those changes, and what are the other contributing factors?
 - > What were unintended positive or negative effects of the project?
 - > Was appropriate mitigation taken for any identified negative effects?
- Sustainability
 - > Which (if any) project results are likely to continue after the project ends?
 - > Do the stakeholders have financial capacity and are they committed to maintaining the benefits of the project? What additional support or resources may be needed?

Evaluation methodology:

The following data collection methods will be used in the evaluation:

- Desk review of the existing project documents, assessment reports, photos, etc.;
- Field visits to two project locations to observe project results at the Reception centre and accommodation facility in SPUZ where mobile team staff is deployed; and newly established temporary accommodation centre in Bozaj area;
- Semi-structured interviews with the project staff, relevant government agencies, and relevant international organizations.

The evaluation must be conducted considering IOM Data Protection Principles, UNEG norms and standards for evaluation and other relevant ethical guidelines for conducting evaluation (UNEG).

Evaluation deliverables:

- Inception report that shall be shared with the project manager and IOM's M&E Officer in RO Vienna for comments/feedback, and include at minimum an evaluation matrix;
- Draft evaluation report that shall be shared with the project management team and IOM's M&E Officer in RO Vienna for comments/feedback. The project manager will consolidate all comments and provide the compiled version to the evaluator. The draft report should be finalized based on the comments received;
- Final evaluation report written in English, proofread, laid out well, including: executive summary, list of acronyms, introduction, evaluation context and purpose, evaluation framework and methodology, findings, conclusions, and recommendations. The final evaluation report shall consist of approximately 20-30 pages. Finally, the inception report, draft report, all documents reviewed, and list of all interviewees shall be added as annexes to the final evaluation report;
- Two page Evaluation Brief shall be produced to summarize the key findings, conclusions, and recommendations. Guidance on how to draft this and a template will be provided by IOM.

Evaluation work plan

Activity	Days	Responsible	Location
Initial meeting between evaluator and project manager to review the ToR and discuss next steps/timeline.	1	Project Manager Evaluator	Home station
Gather and provide the necessary documentation and list of proposed stakeholders to meet with	1	Project Manager	Podgorica, Montenegro
Desk review of the existing project documents;	1	Evaluator	Home station
Inception report indicating scope of work and evaluation plan with detailed evaluation questions.	2	Evaluator	Home station
Field visits Podgorica, Spuz and Bozaj including de-brief of the programme staff and meeting with the	3	Evaluator, project management	Podgorica, ME; Belgrade, RS.

stakeholders		team	
Preparation and submission of the draft report	6	Evaluator	Home station
Review of the draft report	2	Project management team and M&E Officer	IOM's Cos and RO
Finalization and submission of the final report	2	Evaluator	Home station

Annex 2 – Evaluation Matrix

CRITERIA AND QUESTIONS (from the ToR)		SUB-QUESTIONS AND INDICATORS		DATA SOURCES				
Criteria	Evaluation questions	Sub-questions	Indicators	Documents (desk review)	Stakeholders (interviews)			
					IOM	Govt	RC	Donor
Relevance	R1. To what extent were project objectives and implementation strategies consistent with national and regional needs and priorities?	How well have project objectives been aligned to national and regional needs (state authorities)?	Changes to social, political, security or economic context	Project documents, national strategies and laws	X	X		
		How well have project objectives been aligned to the needs of beneficiaries (migrants)?	Changes to social, political, security or economic context	Project documents, laws	X	X	X	
		How well have objectives and strategies aligned to government policies and national strategies ?	Alignment with national strategies and policies	Project documents, national strategies		X		
		Are project objectives aligned with and supportive of EU and IOM national, regional and/or global strategies and frameworks?	Alignment with Chapter 24 and IOM global and thematic strategies	Project documents, EU strategic documents, national EU accession documents	X			X
R2. Were project objectives realistic, given the time and budget allocated to the project, the baseline situation and institutional context?	Were project objectives realistic and did they respond well to the current migratory context?	Perceptions of stakeholders of the relevance of the project approach	Project documents	X	X	X	X	
	Were the timeframe and allocated budget sufficient for achieving project results?	Analysis of project implementation work-plan and budget	Project documents	X	X			
R3. Were the activities and results aligned with the overall and specific objectives?	Has the context shifted since the initial project design and were modifications to the activities and results done accordingly?	Documented assessments and stakeholder perceptions	Assessment report, Strategy/action plan					
	Are there any identifiable gaps that can be observed and avoided in future?	Perceptions of stakeholders of current or likely future gaps	Response Plan					

		Can some complementary activities be foreseen and needed?	Perception of stakeholders	Strategies, Response Plan				
Relevance (continued)	R4. To what extent did IOM engage national stakeholders in project design, implementation, monitoring and reporting?	Were project stakeholders engaged in project design and to what extent?	Consultations during design and implementation	Project documents, project reports	X	X		
		Was a coordinated implementation work plan prepared in close consultation with concerned partners and was it used?	Consultations during design and implementation	Project documents, project reports	X	X		X
		To what extent was project Steering Committee involved in decision making?	Perception of stakeholders	Steering Committee Minutes	X	X		X
	R5. To what extent were gender and human rights-related issues considered in the design of this project?	How were gender issues taken into consideration in the project design?	Evidence of gender mainstreaming using IOM checklist	Handbooks on international standards	X			
		How was the protection of migrants' rights taken into consideration in the project design?	Impacts of the project at institutional and operational levels	Handbooks on international standards	X			
Effectiveness	Es1. Were the planned specific objectives and results in the project proposal achieved?	<u>Result 1: Temporary accommodation centre in place and operational</u> Has the terrain been cleared and land prepared for mobile containers? Has the procurement of containers been done and in line with IOM tender procedures? Have furniture and sanitary items been procured and in line with IOM tender procedures? Has the project design for future transit centre been developed?	Temporary accommodation centre established, containers purchased and furnished in compliance with humanitarian standards	Donor reports	X	X		
		<u>Result 2: First instance registration site set up and operational</u>		Donor reports	X	X		

		<p>Has four member mobile team been deployed?</p> <p>Have two lap-tops for registration purposes been purchased?</p> <p>Has the minivan for the transfer of migrants been rented?</p>	<p>Four member gender balanced mobile team deployed and operational, providing assistance to institutions and migrants</p>					
		<p><u>Result 3: National Government has the knowledge and skills to respond to increased migration flows</u></p> <p>Were statistics collected and situation reports produced?</p> <p>Were contingency planning workshops for officials organized?</p> <p>Has direct assistance to migrants been provided through IOM Emergency Fund?</p> <p>Have information flyers in key languages been distributed to refugees and migrants?</p> <p>Were SC meetings organized on regular basis?</p>	<p>DTM-based statistics and reports</p> <p>Updated Contingency Plan</p> <p>Migrants provided with direct assistance from IOM Emergency Fund</p> <p>Information flyers in key languages distributed to refugees and migrants</p> <p>Documentation about SC meetings held</p>	<p>Donor reports</p>	<p>X</p>	<p>X</p>		
		<p><u>Result 4: AVRR support is available to pending and rejected asylum seekers and irregular migrants wishing to voluntarily return to their countries of origin</u></p> <p>Has AVRR support been provided to eligible migrants?</p>	<p>Number of eligible migrants assisted with AVRR support</p>	<p>Donor reports</p>	<p>X</p>	<p>X</p>		
Effectiveness (continued)	Es. 2 Were activities sufficiently well implemented to reach intended results?	<p>Would some other activities been more effective?</p>	<p>Stakeholder perception</p>	<p>n/a</p>	<p>X</p>	<p>X</p>		X
Effectiveness	Es. 3 Have the achieved results met expectations and enhanced the work of state authorities?		<p>Stakeholder perception</p>	<p>Donor reports</p>		<p>X</p>		

	Es.4 To what extent were gender and human rights considered in the implementation of this project?		Compliance with international standards in humanitarian actions	Donor reports and handbooks on international standards	X	X	X	X
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Efficiency	Ey 1. Were the resources and inputs converted to results in a timely and cost-effective manner?	Were activities undertaken as scheduled and were results achieved on time?	Adherence to project work-plan	Work plan	X			X
		Were any activities delayed or cancelled and if so, what are the reasons?	Explanations of delays	Work plan	X	X		X
		Are there any changes in project implementation that affected the budget?	Original budget, budget modifications	Budget	X			X
	Ey 2. Was the project management, coordination and monitoring efficient and appropriate?	Were procurement procedures for the selection of best suppliers conducted in a timely manner and according to the rules?	Adherence with project work-plan and IOM Procurement Manual	Wok-plan, procurement manual and minutes from bids' selection committee meetings	X			X
Impact	I1 What changes can be observed in the following areas:	Establishment of temporary accommodation centre: have improved living conditions for mid-term stay of migrants been enabled?	Impact at institutional and operational level	Donor reports	X	X	X	
		The deployment of four member mobile team: how the registration process benefited from gender balanced mobile team?	Impact at operational level	Donor reports	X	X	X	
		Development of produced statistical reports: has the reporting mechanism been created and does it include gender segregated data?	Impact at operational level	Donor reports	X	X	X	

		Contingency planning workshops: to what extent has the knowledge of officials on contingency planning been increased?	Impact at institutional level	Donor reports	X	X		
		Information flyers distribution: have migrants and refugees been adequately informed on their rights?	Impact at operational level	Donor reports	X	X	X	
	I2. What contribution did this project likely make toward those changes, and what are the other contributing factors?	Did the project activities lead to changes, positive or negative, intended or unintended?	Stakeholder perceptions and explanations of changes that happened	Donor reports	X	X	X	
		What individuals and groups have been impacted by these changes and in which way?	Stakeholders perception	Donor reports	X	X	X	
		Would the changes have been possible without project activities?	Stakeholders perception		X	X	X	
	I3. What were unintended positive or negative effects of the project?		Stakeholders perception	Donor reports	X	X	X	
	I4. Was appropriate mitigation taken for any identified negative effects?		Stakeholders perception and explanation of mitigation measures taken	Donor reports	X			
	I5. Has the project served to design any follow up projects?		Examples of new projects , explanations of relations to this project	IPA project fiche	X	X		X
Sustainability	S1. Which (if any) project results are likely to continue after the project ends?	To what extent the temporary accommodation centre, is going to be used in future?	Stakeholders perception, Government plans	IPA project fiche	X	X		X
		To what extent registration procedure is likely to continue to be used?	Stakeholders perception		X	X		
		To what extent National Government will apply the knowledge and skills in coping with increased migration flows?	Stakeholder perception of likely use future use of project products		X	X		
	S2. Do the stakeholders have financial capacity and are they	To what extent is the project supported by local institutions and embedded in	Degree of involvement of stakeholders. Stakeholder	Donor reports	X	X		

	committed to maintaining the benefits of the project? What additional support or resources may be needed?	institutional structures that are likely to continue beyond the life of the project?	perceptions of local support and ownership. Examples of institutionalization					
		To what extent are stakeholders involved in project planning and if so, is it likely to contribute to sustainability?	Degree of involvement of stakeholders	National action plans and donor reports	X	X		

Annex 3 – List of documents reviewed

- IOM Project document, including proposal and budget
- EU Grant Application Form, including Logframe matrix of the project and Budget for the Action
- General Conditions for PA Grant or Delegation Agreements
- EU Grant Agreement for Pillar Assessed Organizations – Special Conditions
- Donor Reports (Monthly reports for the period January – December 2019)
- Effects of the Migrant Crisis in Montenegro, Research Paper
- EU Progress Report – Montenegro 2019 Report
- Strategy for Integrated Migration Management for Montenegro for the period 2017-2020 with the corresponding Action Plan for 2017
- Law on International and Temporary Protection of Foreigners (Official Gazette No: 2/2017)
- Rulebook on the Reception Centre House Rules (Official Gazette of Montenegro No. 61/17 and 40/19)
- Agendas of Contingency Planning Meetings
- Minutes/Conclusions from Contingency Planning Meetings
- Minutes from Steering Committee Meetings
- IOM Procurement Manual (Procurement of Goods, Works and Services)
- Requests for Proposals for the Development of Project Design for the Construction of Project Facility
- Minutes of the Bid Opening Meetings
- Service Agreements with Service Providers
- EASO Guidance on Reception Conditions: Operational Standards and Indicators
- The SPHERE Project: Humanitarian Charter and Minimum Standards in Humanitarian Response
- Deeds of Donation between IOM and Police Administration of Montenegro
- DTM Methodological Framework
- AVRR Reintegration Plans

Annex 4 – List of persons interviewed or consulted

IOM project staff in Country Office in Podgorica, Montenegro

- Ms. Dusica Zivkovic, Head of Office and Project Coordinator for this project
- Mr. Jovan Menicanin, Project Engineer for Transit Reception Center
- Mr. Muhamed Maserani, AVRR Team Coordinator and Translator for Arabic Language
- Ms. Maja Ulama, Migrant Assistant
- Ms. Dijana Ostojic, Migrant Assistant
- Ms. Marina Stojanovic, Migrant Assistant

Government partners

- Ms. Milanka Bakovic, Director of the Directorate for Civil Affairs and Personal Documents of the Ministry of Interior and Assistant Minister
- Mr. Dejan Andric, Head of the Department for Foreigners, Visas and Combating Illegal Migration of the Border Police Directorate, Ministry of Interior
- Mr. Blazo Pavicevic, Director of the Center for Foreigners/Detention Center of the Ministry of Interior in Spuz
- Mr. Dusko Jovicevic, Director of the Asylum Center in Spuz
- Ms. Tamara Bakic, Lawyer in the Asylum Center in Spuz

International Organizations

- Ms. Roberta Montevecchi, UNHCR representative in Montenegro
- Ms. Kristina von Petersdorff, UNHCR Protection Officer
- Mr. Aleksandar Cadjenovic, UNHCR Protection Officer

Annex 5 – Interview Guides

The below Interview Guide was used as a guide in the semi-structured interviews with IOM staff, National Government representatives, Centers' staff and other international organizations. During the course of the interview, the consultant omitted some or asked additional or follow-up questions depending on the direction of each conversation and the role of interviewee in the project.

Interview Guide

- Can you describe your role in this project?

Relevance

R1. To what extent were project objectives and implementation strategies consistent with national and regional needs and priorities?

1. How well have **project objectives** been aligned to **national and regional needs** (state authorities)?
2. How well have **project objectives** been aligned to the needs of beneficiaries (migrants)?
3. How well have objectives and strategies aligned to government **policies** and national **strategies**?
4. Are project objectives aligned with and supportive of EU and IOM national, regional and/or global strategies and frameworks?

R2. Were project objectives realistic, given the time and budget allocated to the project, the baseline situation and institutional context?

5. Were project objectives realistic and did they **respond well** to the current migratory context?
6. Were the timeframe and allocated budget sufficient for achieving project results?

R3. Were the activities and results aligned with the overall and specific objectives?

7. Has the context shifted since the initial project design and were modifications to the activities and results done accordingly?
8. Are there any identifiable gaps that can be observed and avoided in future?
9. Can some complementary activities be foreseen and needed?

R4. To what extent did IOM engage national stakeholders in project design, implementation, monitoring and reporting?

10. Were project stakeholders engaged in project design and to what extent?

11. Was a coordinated implementation work plan prepared in close consultation with concerned partners and was it used?

12. To what extent was project Steering Committee involved in decision making?

R5 To what extent were gender and human rights-related issues considered in the design of this project?

13. How were gender issues taken into consideration in the project design?

14. How was the protection of migrants' rights taken into consideration in the project design?

Effectiveness

Es1. Were the planned specific objectives and results in the project proposal achieved?

1. Result 1: Temporary accommodation centre in place and operational

Has the terrain been cleared and land prepared for mobile containers?

Has the procurement of containers been done and in line with IOM tender procedures?

Have furniture and sanitary items been procured and in line with IOM tender procedures?

Has the project design for future transit centre been developed?

2. Result 2: First instance registration site set up and operational

Has four member mobile team been deployed?

Have two lap-tops for registration purposes been purchased?

Has the minivan for the transfer of migrants been rented?

3. Result 3: Government has the knowledge and skills to respond to increased migration flows

Were statistics collected and situation reports produced?

Were contingency planning workshops for officials organized?

Has direct assistance to migrants been provided through IOM Emergency Fund?

Have information flyers in key languages been distributed to refugees and migrants?

Were SC meetings organized on regular basis?

4. Result 4: AVRR support is available to pending and rejected asylum seekers and irregular migrants wishing to voluntarily return to their countries of origin

Has AVRR support been provided to eligible migrants?

Es. 2 Were activities sufficiently well implemented to reach intended results?

5. Would some other activities been more effective?

Es. 3 Have the achieved results met expectations and enhanced the work of state authorities?

Es.4 To what extent were gender and human rights considered in the implementation of this project?

Efficiency

Ey 1. Were the resources and inputs converted to results in a timely and cost-effective manner?

1. Were activities undertaken as scheduled and were results achieved on time?

2. Were any activities delayed or cancelled and if so, what are the reasons?

3. Are there any changes in project implementation that affected the budget?

Ey 2. Was the project management, coordination and monitoring efficient and appropriate?

4. Were procurement procedures for the selection of best suppliers conducted in a timely manner and according to the rules?

Impact

I1. What changes can be observed in the following areas:

1. Establishment of temporary accommodation centre: have improved living conditions for mid-term stay of migrants been enabled?

2. The deployment of four member mobile team: how the registration process benefited from gender balanced mobile team?

3. Development of produced statistical reports: has the reporting mechanism been created and does it include gender segregated data?

4. Contingency planning workshops: to what extent has the knowledge of officials on contingency planning been increased?

5. Information flyers distribution: have migrants and refugees been adequately informed on their rights?

I2. What contribution did this project likely make toward those changes, and what are the other contributing factors?

6. Did the project activities lead to changes, positive or negative, intended or unintended?

7. What individuals and groups have been impacted by these changes and in which way?

8. Would the changes have been possible without project activities?

I3. What were unintended positive or negative effects of the project?

I4. Was appropriate mitigation taken for any identified negative effects?

I5. Has the project served to design any follow up projects?

Sustainability

S1. Which (if any) project results are likely to continue after the project ends?

1. To what extent the temporary accommodation centre, is going to be used in future?

2. To what extent registration procedure is likely to continue to be used?

3. To what extent National Government will apply the knowledge and skills in coping with increased migration flows?

S2. Do the stakeholders have financial capacity and are they committed to maintaining the benefits of the project? What additional support or resources may be needed?

4. To what extent is the project supported by local institutions and embedded in institutional structures that are likely to continue beyond the life of the project?

5. To what extent are stakeholders involved in project planning and if so, is it likely to contribute to sustainability?