



Ex-post Evaluation: Bosnia and Herzegovina: Strengthening Government Capacities in Integrated Border Management

IB.0030

Final Report

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Evaluation consultant:
Sharon McClenaghan



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Executive Summary

The following report is an ex-post evaluation of the project, “*Bosnia and Herzegovina: Strengthening Government Capacities in Integrated Border Management*,” managed by the Bosnia and Herzegovina Country Office of the International Organization for Migration (IOM) and funded by the IOM Development Fund (“the Fund”).

This ex-post evaluation was commissioned by the Fund and was carried out by Sharon McClenaghan, Owl RE, research and evaluation consultancy, Geneva, from December to March 2022. The purpose of this evaluation was to assess the relevance and coherence of the project for the stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well cross-cutting themes of human rights and gender were mainstreamed in the project, and how sustainable the desired effects were or could be.

The evaluation was carried out remotely, using a desk review of available data and documents and key informant interviews with 13 project stakeholders.

Findings

The project was found to be very relevant, successfully supporting the position of the GBiH in the EU accession process, through the development of a revised IBM Strategy and Action Plan (2019- 2023), and draft legislation on Border Control in line with EU and best practices. The project demonstrated a cross - governmental approach and was managed very efficiently despite a number of delays compounded by the COVID-19 pandemic, which necessitated a 12 month no-cost extension, (NCE). The sustainability was rated as good with evidence of continued support for activities pertinent to the IBM Strategy but is ultimately dependent upon the current political situation being resolved and a continued implementation of the action plan.

Relevance, (rating: Excellent – 5) : The project was found to be very relevant, responding to the national priorities of the government, in particular the need to update the IBM Strategy and the wider process of alignment of the regulatory framework with the EU acquis. It was also very relevant to the migration context and the country’s exposure to increased migration pressures. The project outputs and activities were consistent with the objective and were revised to respond to the COVID -19 context, ensuring continued relevance to the government beneficiaries.

Coherence, (rating: Excellent – 5) : The project was found to be coherent with previous and ongoing IOM projects and other interventions in the field.

Effectiveness (rating: Very Good - 4): The project was found to be very effective supporting its objective to strengthen the government’s migration and border management, in line with EU standards, through the development of (and subsequent adoption of) an IBM Strategy and Action Plan, (2019- 2023), and the development of draft Border Law legislation.

Efficiency and Cost Effectiveness (rating: Very Good - 4): The project was managed and implemented very efficiently through the joint efforts of IOM and the government partner, the Ministry of Security, (MoS). The project was delayed primarily as a result of COVID-19, during which time activities were halted and required a one year NCE to complete. The project was found to be very cost effective in relation to the results achieved and utilized additional support and savings from the budget to organize additional workshops to further support the project objective.

Impact (rating: Very Good - 4): The project demonstrated short -medium term impact and a strong potential for longer term impact by creating an IBM strategy and action plan and new draft legislation harmonized with the aquis. The project also strengthened working relationships and the coordination of the government on IBM. Ultimately future impact and sustainability of the results of the project will be determined by the political situation and the extent and pace at which the legislation is implemented.

Sustainability (rating: Good - 3): The project took measures to ensure project sustainability, developing a five year strategy and action plan, which was later successfully endorsed by the Council of Ministers, (CoM). Activities related to the action plan are currently being taken forward through additional funded projects. However, the country's political context is a crucial factor influencing the sustainability of project results. Government decision making has been currently stalled for the last two years and the draft legislation developed has not yet been adopted.

Conclusions and Recommendations

The project successfully supported the development of a five -year strategy, action plan and new legislation, helping the country move forward in the accession process as a potential EU candidate country. Longer term impact will be determined by the political situation, (and the CoM agreeing to adopt the draft Law on Border Control), the readiness to continue with efforts aimed at EU integration, BiH reaching accession stage and the extent to which financial resources needed for the strategy to be implemented are available.

A. Project Design

The project was designed around the development of a revised IBM Strategy and Action Plan and harmonization of the legal framework to the EU aquis. Implicit to the project logic was the process of capacitating the government and related agencies in the preparation of key strategic document and laws. However, this was not specified as part of the RM and could have benefitted from being outlined more clearly to more fully capture the benefits of the project.

Recommendation, (priority level: 2- medium; to be completed by 15.9.22):

For IOM BiH for future projects of a similar nature in the design phase:

- Attention should be paid to the wording of outcome and outputs in the RM to ensure all potential changes are included.

B. Project management

All interviewees expressed their satisfaction with the management of the project despite the delays caused in part owing to a number of political obstructions and the COVID-19 pandemic. It is suggested however, that the workplan created at the beginning of the project should have been regularly updated.

Recommendation, (priority level 2-medium; to be completed by 15.9.22):

For IOM BiH for future projects in the implementation phase:

- Ensure that the workplan is regularly updated.

C. Gender

The Gender Agency was not a member of the government working group in the drafting of any of the outputs and feedback from interviews indicated that this consideration gender within the outputs was somewhat of a “checkbox” exercise which took place at the end of the drafting process.

Recommendation, (priority level 2-medium; to be completed by 15.9.22):

For IOM BiH for future projects of a similar nature:

- Encourage the government partner to broaden the scope of working groups and ensure that gender representatives are included in all the project activities.

D. Project follow-up

The project took measures to ensure ownership from the GBiH of the 2019 – 2023 IBM Strategy securing commitment in the follow up Action Plan. Furthermore, some of the activities listed in the IBM Action Plan are being developed by IOM BiH in separate projects. However, owing to the current political context, the draft Law on Border Control has still not been adopted by the CoM. It is suggested that further measures could still be taken by IOM BiH to ensure a follow-up of the project's results.

Recommendation, (priority level: 2- medium; to be completed by 15.9.22):

For IOM BiH:

- To sustain the results of this project, continue to work with the MoS to push for the adoption of the draft Law on Border Control and in delivery of the Action Plan.

Lessons Identified

- The choice of consultant was noted by interviewees as the single most important factor influencing the success of the project, combining both the

consultant's direct previous experience of a similar project with a country in the pre-accession stage and his ability to speak the local language.

- The decision to have extended workshops for the working group members to develop the new draft Law on Border Control was noted by interviewees as very beneficial to the process and the quality of the work produced.

Glossary of Terms and definitions

Aquis	The community acquis or acquis communautaire
BiH	Bosnia Herzegovina
CoM	Council of Ministers
DAC	Development Assistance Committee
EU	European Union
GA	Gender Agency
GoBiH	Government of Bosnia Herzegovina
HR	Human rights
IBM	Integrated Border Management
IPA	Instrument for Pre- Accession Assistance
IOM	International Organization for Migration
MiGOF	Migration Governance framework
MoS	Ministry of Security
MS	Member State
NCE	No-cost extension
OSCE	Organization for Security and Co-operation in Europe
RM	Results matrix
SDGs	Sustainable Development Goals
SEM	Secretariat for Migration
TWG	Technical Working Group
UNDOC	United Nations Office on Drugs and Crime
UNDP	United Nations Development Programme
WG	Working group

1. Introduction

The following report is an ex-post evaluation of the project, “*Bosnia and Herzegovina: Strengthening Government Capacities in Integrated Border Management*” managed by the Bosnia and Herzegovina Country Office of the International Organization of Migration (IOM) and funded by the IOM Development Fund (“the Fund”).

This ex-post evaluation was commissioned by the Fund and was carried out by Sharon McClenaghan, Owl RE, research and evaluation consultancy, Geneva, from December 2021 to March 2022. The evaluation focused on six main OECD-DAC¹ evaluation criteria: relevance, coherence, effectiveness, efficiency, impact and sustainability. Human rights and gender equality were integrated into the evaluation criteria, where relevant.

2. Context of the evaluation

The aim of this project was to support the Bosnia and Herzegovina (BiH) institutions to adopt new or revise existing instruments to address migration and border management challenges, in line with the European Union (EU) Integrated Border Management (IBM) concept and humane migration management principles.

BiH occupies a strategic geographical location within the Western Balkan region, next to the EU external border and on the corridor linking the EU with Northern Africa and the Middle East via Turkey and Greece. Since the second half of 2017, BiH has experienced a steady increase in the number of migrants and refugees entering the country in attempts to reach the EU crossing into Croatia. This has exposed border management to a number of risks as well as putting the migration and border management system under considerable strain highlighting gaps in terms of resources, capacities and coordination.

In line with the country’s objective to become an EU candidate BiH must harmonize its legislation with the EU and Schengen acquis, applying EU IBM standards and procedures. In 2015 the Strategy for Integrated Border Management, 2015-2018 (hereinafter “BiH IBM Strategy”) and its related Action Plan, were adopted, which have helped guide necessary reforms and achieve some progress in this regard. However, the adoption in 2016 of EU Regulation 2016/1624 and a new EU IBM Strategy has further required BiH to bring its strategic documents, legislation and procedures up to date to comply with the EU acquis. Additionally, the country needed to review its strategic priorities in light of the emerging migrant and refugee situation as well as update its IBM Strategy and Action Plan.

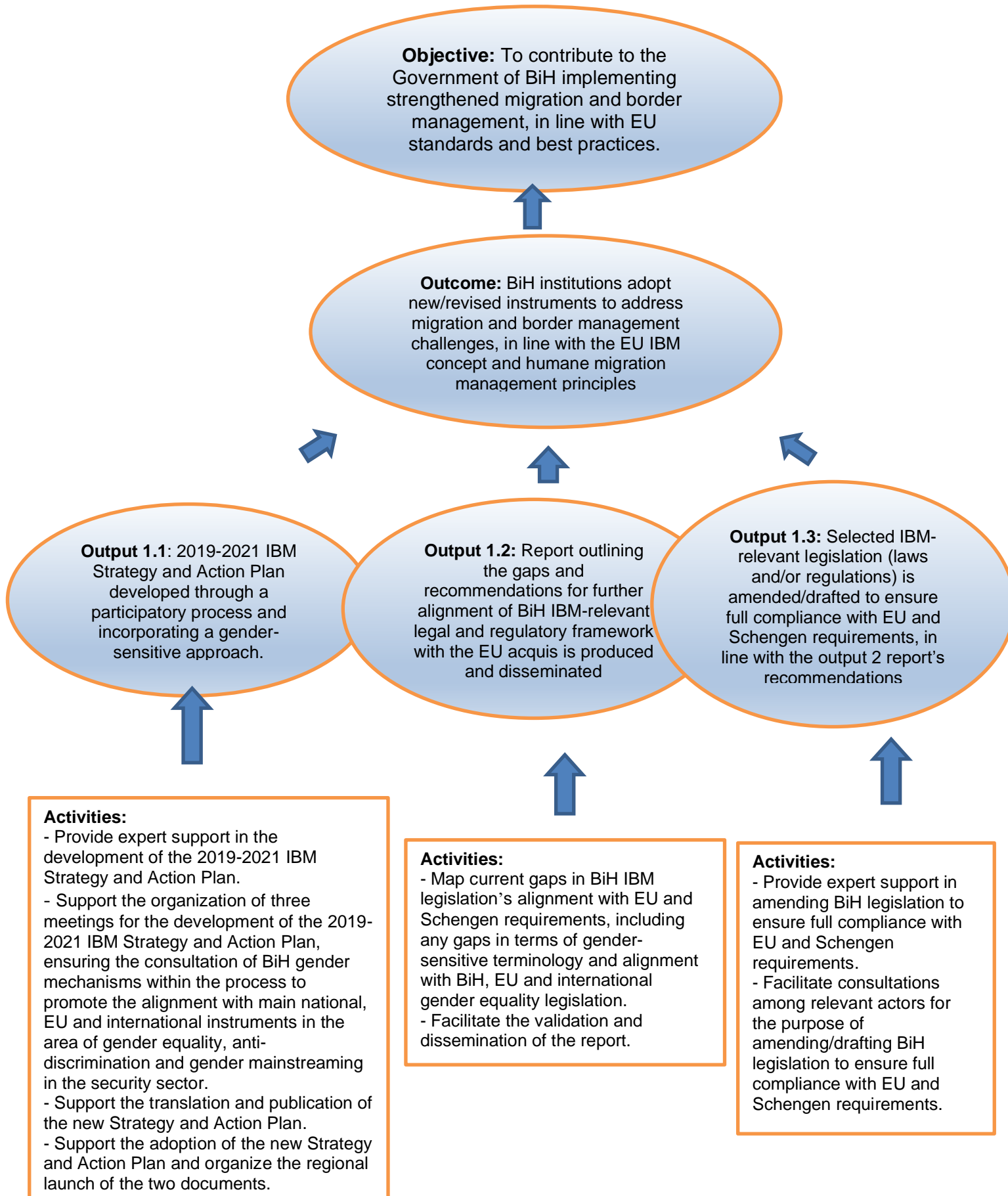
The project was a direct response to this by IOM and the request by BiH Ministry of Security (MoS) to provide technical assistance and expertise in the process and to

¹ Organisation for Economic Co-operation and Development - Development Assistance Committee; ‘DAC Criteria for Evaluating Development Assistance’: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

the challenges and opportunities represented. The aim of the project was threefold. Firstly, to support the BiH government authorities in the development of an IBM Strategy and Action Plan, secondly, to draft a report outlining the gaps and recommendations for further alignment of the BiH IBM-relevant regulatory framework with the EU acquis and thirdly to support BiH in amending legislation to ensure full compliance with EU and Schengen requirements.

The Results Matrix (RM) is reproduced below to illustrate the intervention logic foreseen for the project:

Figure 1: The Results Matrix



Evaluation purpose and objectives

2.1. Purpose and objectives

The purpose of this evaluation was to assess the relevance and coherence of the project for the stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well cross-cutting themes of human rights and gender were mainstreamed in the project, and how sustainable the desired effects were or could be.

The evaluation aimed to promote transparency and accountability, assist the Fund in its decision-making, better equip staff to make judgments about the project and to improve the effectiveness for potential future project funding. The primary objectives of the evaluation were to:

- (a) Assess the relevance and coherence of the project's intended results;
- (b) Assess the Theory of Change;
- (c) Assess the effectiveness of the project in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;
- (d) Assess the efficiency and cost-effectiveness of project implementation;
- (e) Assess the impact prospects and outcomes to determine the entire range of effects of the project (or potential effects) and assess the extent to which the project has been successful in producing expected change;
- (f) Assess the sustainability of the project's results and benefits (or measures taken to guarantee it) or prospects for sustainability;
- (g) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (h) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund in its decision-making about future project funding.

These objectives are operationalised in a series of evaluation questions and indicators (see section 3.3 below).

The findings, recommendations and lessons learned from this evaluation are to be used by IOM Armenia, all IOM units implementing IOM Development Fund projects and the Fund, as described in the following table.

Table 1: Evaluation Intended Uses and Users

Intended Users	Intended Uses
IOM Bosnia Herzegovina	To improve identification of country's needs and alignment of IOM's interventions with national, regional and global development agenda; To improve identification of and alignment of IOM's interventions with national, regional and global development and migration agenda. To improve efficiency and effectiveness of future project implementation.

	<p>To demonstrate accountability of project implementation and use of resources.</p> <p>To identify specific follow-up actions/initiatives and project development ideas.</p> <p>To document lessons learned and best practices.</p>
All IOM units implementing IOM Development Fund projects	To improve efficiency and effectiveness of current and future IDF funded projects
IOM Development Fund	<p>To assess value for money.</p> <p>To use the findings and conclusions in consideration of future project funding approval.</p>

2.2. Evaluation scope

The evaluation covered the full project period from 01 October 2018 – 31 March 2021. Partners and stakeholders interviewed were chosen based on the extent of their involvement in the project and availability and were identified in collaboration with the IOM project manager. The Terms of Reference (ToR) / Inception Report (IR) for the evaluation can be found at annex 1. The list of interviewees can be found in annex 2. The main documents consulted are listed in annex 3.

2.3. Evaluation criteria

The evaluation focused on the following six main evaluation criteria, based on the OECD/DAC guidelines: relevance, coherence, effectiveness, efficiency, impact and sustainability. Gender and human rights were also mainstreamed where pertinent. In response to the evaluation purpose and scope, the evaluation focused on 21 out of the 25 evaluation questions found in the evaluation matrix (as outlined in the ToR/IR Report found in annex 1). Responses to cross-cutting questions were integrated across the findings.

3. Evaluation methodology

The evaluator used a participatory and mixed methods approach, involving and consulting with the relevant stakeholders as much as possible, integrating this approach into the methodology as feasible. Data was collected from a number of different sources in order to cross validate evaluation findings.

3.1. Data sources and collection

Two data collection methods were employed to ensure reliability of data:

- 1) Desk review of available data and documents (see annex 3);
- 2) Key informant interviews; interviews were conducted with IOM and stakeholders involved in the project, by the evaluator and a national consultant.

3.2. Data sampling

A sample of 13 stakeholders involved in the project were interviewed. The stakeholders included:

- 2 IOM staff:
 - 2 from the Bosnia Herzegovina Country Office

- 11 external interviewees
 - 1 consultant
 - 8 government representatives
 - 2 from international organizations

(See annex 2 for the complete list of persons interviewed).

3.3. Data Analysis

Quantitative and qualitative approaches were used to analyse findings from the document review and interviews. This approach was also used to assess the achievements of the results matrix and accompanying project documentation. Triangulation (reviewing two or more sources of data) was used to corroborate findings, substantiate findings and to underline any weaknesses in the evidence. For each evaluation criteria a rating was determined based on the following scale:

Table 2: Evaluation criteria and scaling

Evaluation Criteria Scaling		Explanation	Supporting evidence
5	Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention.	<i>Supporting evidence will be detailed for each rating given.</i>
4	Very good (Almost always)	There is an evidence of good contribution but with some areas for improvement remaining.	
3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but requirement for continued improvement.	
2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution but significant improvement required.	
1	Poor (Never or occasionally with clear weaknesses)	There is low or no observable contribution.	

3.4. Limitations and proposed mitigation strategies

In total, four limitations and challenges were identified for the evaluation and detailed in the Inception Report. The following table describes these limitations and how they were addressed.

Table 3: Limitations and challenges

No.	Limitation	How these limitations were addressed
1	Timing: The timing of the evaluation during the Covid19 pandemic response will likely impact on the availability of IOM staff and project stakeholders/beneficiaries, and/or extend the time that will take to respond to the evaluation request and provide inputs.	Early involvement of the project manager helped coordinate meetings and ensure availability of key stakeholders.
2	General problem of insufficient data or insufficient representative data collected, owing to poor response rate from interviewees.	The use of a translator/interviewer and of phone interviews posed some limitations on the follow-up questions to be asked as interviews were conducted by means of a translated questionnaire. However, sufficient data was collected for the evaluation. Triangulation with other data gathering tools from different sources helped to address some of the data gaps. Where insufficient data existed this is noted accordingly throughout the report.
3	Objective feedback from interviewees – they may be reticent to reveal the factors that motivate them or any problems they are experiencing or being transparent about their motivation or about internal processes.	This did not materialize as an obstacle and all discussions were transparent and open.
4	General bias in the application of causality analysis.	This did not pose a major limitation as a general consensus was found on the majority of findings.

4. Findings

The project was found to be very relevant, successfully supporting the position of the Bosnia and Herzegovina government (GBiH) in the EU accession process, through the development of a revised IBM Strategy and Action Plan and draft legislation in line with EU and best practices. The project demonstrated a cross - governmental approach and was managed very efficiently despite a number of delays compounded by the COVID-19 pandemic, which necessitated a 12 month no-cost extension. The sustainability was rated as good with evidence of continued support for activities pertinent to the IBM Strategy developed by the project but is ultimately dependent upon the current political situation being resolved.

The table below summarizes the findings and provides a rating for each evaluation criteria:

Table 4: Summary evaluation findings per criteria

Evaluation criteria and rating	Explanation	Supporting evidence
Relevance -5- Excellent	The project was found to be very relevant, responding to the national priorities of the government, in particular the need to update the IBM strategy and the wider process of alignment with the EU acquis. The project was also very relevant to the migration context and the country's exposure to increased migration pressures. The project outputs and activities were consistent with the objective and were revised to respond to the COVID -19 context, ensuring continued relevance to the government beneficiaries.	Interviewees Project documentation
Coherence -5- Excellent	The project was found to be coherent and compatible with IOM activities and other interventions in the field.	Project documentation
Effectiveness - 4- Very Good	The project was found to be very effective supporting its objective to strengthen the government's migration and border management, in line with EU standards, through the development of (and subsequent adoption of) an IBM Strategy and Action Plan and the development of new IBM legislation	Project documentation Interviewees External publications IOM website
Efficiency and cost effectiveness- 4- Very Good	The project was managed and implemented very efficiently through the joint efforts of IOM and the government partner, Ministry of Security. The project was delayed primarily as a result of COVID-19, (during which time activities were halted and required a one year no-cost-extension, (NCE) to complete. The project was found to be very cost effective in relation to the results achieved and utilized support from OSCE and savings from the budget to organize additional workshops to further support the project objective	Interviewees and email correspondence Project documentation
Impact-4- Very Good	The project demonstrated short -medium term impact and a strong potential for longer term impact by creating a five-year strategy and action plan and new legislation harmonized with the Aquis. Through supporting activities, the project also strengthened working relationships and the coordination of the government on IBM. Ultimately future impact and sustainability of the results of the project will be determined by the political situation and the extent and pace at which the legislation is implemented.	Interviewees Project documentation
Sustainability- 3- Good	The project took measures to ensure project sustainability, developing a five-year strategy and action plan, which was later successfully endorsed by the Council of Ministers. The strategy and related activities of the action plan are currently being taken forward through additional funded projects. However, the country's political context is a crucial factor influencing the sustainability of project results. Government decision making has been currently stalled for the last two years and the draft legislation developed has not yet been adopted.	Interviewees Project documentation

Relevance – 5 – Excellent

The project was found to be very relevant, responding to the national priorities of the government, in particular the need to update the existing IBM Strategy and to the wider process of alignment with the EU acquis. The project was also very relevant to the migration context and the country's exposure to increased migration pressures. The project outputs and activities were consistent with the objective and were revised to respond to the COVID-19 context, ensuring continued relevance to the government beneficiaries.

1. To what extent is the project aligned with national priorities and strategies, government policies and global commitments?

Finding: The project was strongly aligned with national priorities in particular the increasing importance of migration and border management in support of BiH's application for EU membership. The project was also aligned with BiH's global commitments of the Sustainable Development Goals (SDGs), and was very relevant to the migration context in which the country has become a transit route for migrants heading towards western Europe.

The project was strongly aligned with national priorities and the commitment of BiH to progress on EU accession. The EU integration process required BiH to harmonize its legislation with the EU acquis and to increasingly apply EU IBM standards and procedures. This requirement included a revision and update of the existing IBM strategy (2015- 2018) to "be brought fully in line with the EU IBM concept" and increasingly harmonised with the acquis, thereby meeting recommendations from the European Commission.²

The project was also aligned with BiH's global commitments of the Sustainable Development Goals (SDGs), through the strengthening of BiH institutions, IBM capacities and fostering intra- and inter-agency cooperation, (see: SDG 10, target 10.7³ and 16, targets 16.4⁴ and 16.A⁵).

The relevance of the project was also underscored by the context of increasing migration challenges which BiH has faced as the country has become a transit route

² See 2016 EU Progress Report https://ec.europa.eu/neighbourhood-enlargement/system/files/2018-12/20161109_report_bosnia_and_herzegovina.pdf.

³ SDG 10 target 10.7: Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.

⁴ SDG 10 target 16.4: By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime.

⁵ SDG 10 target 16.a: Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime.

for migrants heading towards western Europe since early 2018.⁶ The migration and border management system has come under considerable strain highlighting gaps in terms of resources, capacities and coordination. As noted by the 2018 EU progress report, 21% positions within the Border Police were still vacant, border checks lacked specialized equipment and infrastructure, and inter-agency information exchange, especially for the purpose of risk analysis, was in need of further improvement.⁷

2. To what extent were the needs of beneficiaries and stakeholders taken into account during project design?

Finding: The project was developed at the request of the Ministry of Security, (MoS) and designed jointly with them as the main government partner. A broad cross governmental coordination body was formed at the beginning of the project and following the cancellation of activities caused by COVID-19, decided to reorientate the funding to a new activity.

The project was developed in response to a request from the Ministry of Security for support in migration governance, to review the country's border management strategy and legislation to identify and address current and new challenges, especially in light of the upsurge of migrant and refugee arrivals in 2018. The concept of the project was informed by several meetings held between IOM and the MoS and included input from other stakeholders (UNDP and UNODC).

The project was responsive to the needs of the stakeholders throughout. An IBM coordination body was established by the Council of Ministers on 1 October 2020, and following the cancellation of an activity, (the regional launch of the new IBM Strategy and Action Plan), due to the COVID-19 pandemic (see also question 11), the decision was made by them to redirect the funding to another more relevant activity, (an additional workshop of the Working Group for the preparation of a new Law on Border Control).

3. Was the project designed with a logical connection between its objective, outcomes, outputs and indicators based on a solid rationale/needs assessment?

Finding: The project was designed with a solid rationale and a logical connection between the objective, outcomes, outputs and indicators and with strong supporting activities which were key to the success of the project.

Relevance of results- based matrix (RM) and vertical logic analysis

⁶ Situation of migrants in Bosnia and Herzegovina, (2019) European Parliament Briefing, [https://www.europarl.europa.eu/RegData/etudes/BRIE/2019/644174/EPRS_BRI\(2019\)644174_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/BRIE/2019/644174/EPRS_BRI(2019)644174_EN.pdf)

⁷ Bosnia and Herzegovina 2018 Report, working document, accessible at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417-bosnia-and-herzegovina-report.pdf>

The RM was developed with 1 outcome and 3 outputs and 7 supporting activities to support the objective: “To contribute to the Government of BiH implementing strengthened migration and border management, in line with EU standards and best practices” (see Figure 1). The project was designed on a solid rationale with a strong logical connection between the objective, outcomes, outputs and indicators with strong supporting activities which were key to the success of the project.

Table 6: Evaluation Assessment of the Project Results Matrix Vertical Logic

Vertical Logic and suggestions	Analysis
<p>Objective: To contribute to the Government of BiH implementing strengthened migration and border management, in line with EU standards and best practices</p> <p>Indicator: Recognizable progress in BiH IBM legislation, policies and practice – including in the management of the current migrant situation - and further alignment with EU requirements (Data Source and Collection Method: EU Progress Report on BiH)</p> <p>Baseline: 2016 EU Progress Report: “The legal framework for border control is to some extent harmonised with the EU acquis. [...] The IBM strategy should be brought fully in line with the EU IBM concept.”</p> <p>Target: Progress made by BiH in the IBM sector – including alignment of legislation, policies and practices with the EU IBM concept and improved management of the current migrant situation - is recognized by the upcoming EU Progress Reports</p>	<p>The objective was appropriate</p> <p>The baseline and target are correct as benchmarked against the external criteria of the EU progress report. Suggested rewording as the baseline should not be a quotation from a document: Baseline: <i>legal framework for border control partially harmonised with EU acquis</i> Target: <i>Increased alignment with EU aquis as demonstrated by legislation, policies and practices and recognised by EU progress report on BiH.</i></p>
<p>Outcome: BiH institutions adopt new/revised instruments to address migration and border management challenges, in line with the EU IBM concept and humane migration management principles.</p> <p>Indicator:</p> <p>1.a. 2019 – 2021 IBM Strategy and Action Plan adopted and in line with the EU IBM concept (Data Source and Collection Method: BiH Official Gazette, media. EU Progress Report)</p> <p>1.b # of amendments and/or new laws/regulations that further align BiH IBM legal framework and procedures with EU and Schengen requirements adopted (Data Source and Collection Method: BiH Official Gazette, media</p> <p>Baseline: No, 0</p> <p>Target: Yes, Up to 2</p>	<p>The outcome, indicators and Baseline are appropriate. The target should be more specific. Suggested new target: <i>Minimum 1.</i></p>
<p>Output 1.1: 2019-2021 IBM Strategy and Action Plan developed through a participatory process and incorporating a gender-sensitive approach.</p> <p>Indicator:</p> <p>1.1.a. # of Working Group meetings (Data Source and Collection Method: Working Group meeting minutes and participants' list)</p>	<p>Output 1.1. and the indicators, baseline and targets are appropriate.</p>

<p>1.1.b. # of participants and # of agencies and institutions involved in the development of the Strategy and Action Plan (Data Source and Collection Method: Working Group meeting minutes and participants' list, correspondence)</p> <p>1.1.c. Draft Strategy and Action Plan are reviewed by the gender equality mechanisms (Data Source and Collection Method: Correspondence, comments to the draft Strategy and Action Plan)</p> <p>1.1.d. Availability of draft 2019-21 Strategy and Action Plan (Data Source and Collection Method: Strategy and Action Plan draft documents, Working Group meeting minutes)</p> <p>Baseline: 1.1.a.:0, 1.1.b.:0, 1.1.c.:no, 1.1.d.:no, (the current IBM Strategy and Action Plan expire in 2018).</p> <p>Target:</p> <p>1.1.a: 3, 1.1.b: At least 16 persons (5 women and 11 men) from 7 institutions (Ministry of Security, the Border Police, the Indirect Taxation Authority, the State Veterinary Office, the State Plant Health Protection Agency, the Service for Foreigners Affairs and the BiH gender equality mechanisms), 1.1.c: Yes, 1.1.d: Yes.</p>	
<p>Activities:</p> <ul style="list-style-type: none"> - Provide expert support in the development of the 2019-2021 IBM Strategy and Action Plan. - Support the organization of three meetings for the development of the 2019-2021 IBM Strategy and Action Plan, ensuring the consultation of BiH gender mechanisms within the process to promote the alignment with main national, EU and international instruments in the area of gender equality, anti-discrimination and gender mainstreaming in the security sector. - Support the translation and publication of the new Strategy and Action Plan. 	<p>The activities are appropriate.</p>
<p>Output 1.2: Report outlining the gaps and recommendations for further alignment of BiH IBM-relevant legal and regulatory framework with the EU acquis is produced and disseminated</p> <p>Indicator: 1.2.a. Availability of a roadmap to guide further alignment of BiH legal framework with EU acquis (Data Source and Collection Method: Draft mapping report), 1.2.b.: # of consultation meetings to present the mapping report (Data Source and Collection Method: Meeting agenda), 1.2.c. # of stakeholders to which the report has been made available and presented (Data Source and Collection Method: Participants' list, correspondence)</p> <p>Baseline: 1.2.a; no, 1.2.b: 0, 1.2.c.:0,</p> <p>Target: 1.2.a: yes, 1.2.b: 1, 1.2.c: Up to 22 (at least 30% being women)</p>	<p>The target 1.2.c. should not be so wide but more defined. A suggested target is: <i>A minimum of 15 people.</i></p>
<p>Activities:</p> <ul style="list-style-type: none"> - Map current gaps in BiH IBM legislation's 	<p>The activities are appropriate.</p>

<p>alignment with EU and Schengen requirements, including any gaps in terms of gender-sensitive terminology and alignment with BiH, EU and international gender equality legislation.</p> <p>- Facilitate the validation and dissemination of the report.</p>	
<p>Output 1.3: Selected IBM-relevant legislation (laws and/or regulations) is amended/drafted to ensure full compliance with EU and Schengen requirements, in line with the output 1.2 report's recommendations</p> <p>Indicator:</p> <p>1.3.a. # of amendments and/or new laws/regulations drafted (Data Source and Collection Method: Draft amendments, meeting minutes, correspondence)</p> <p>1.3.b. # of consultation meetings held (Data Source and Collection Method: Invites, agendas, participants' list, meeting minutes)</p> <p>1.3.c. # of meeting participants (Data Source and Collection Method: participants' list, meeting minutes)</p> <p>Baseline: 1.3.a: 0, 1.3.b: 0, 1.3.c: 0</p> <p>Target: 1.3.a:2, 1.3.b: 2, 1.3.c: 15 (at least 30% being women)</p>	<p>Output 1.3. is appropriate and flexible, able to adapt to the recommendations of Output 1.2.</p>
<p>Activities:</p> <p>- Provide expert support in amending BiH legislation to ensure full compliance with EU and Schengen requirements.</p> <p>- Facilitate consultations among relevant actors for the purpose of amending/drafting BiH legislation to ensure full compliance with EU and Schengen requirements</p>	<p>The activities are appropriate.</p>

4. To what extent do the expected outcomes and outputs remain valid and pertinent as originally intended in terms of direct beneficiary needs?

Finding: The expected outcome and outputs remain valid to the current priorities of the government, which is focused on pre-accession to the EU where continued progress must be demonstrated in the harmonization of laws. It is also pertinent to the current increased migration pressures as demonstrated by the closure of border in 2020.

The project outcome and outputs remain valid to the current priorities of the government in its pre-accession status to the EU and the government's commitments "to progressively align themselves with Union rules, standards, policies and practices."⁸ Having an IBM Strategy and Action Plan, (2019 – 2023), with listed

⁸ "Council gives final go-ahead to seven-year funding for accession partners," Council of the EU Press release, 7 September 2021, for the period 2021–2027, see: <https://www.consilium.europa.eu/en/press/press-releases/2021/09/07/council-gives-final-go-ahead-to-seven-year-funding-for-accession-partners/>

activities developed by the project, provides a roadmap for the country during the new seven year Instrument for Pre- Accession Assistance (IPA) funding cycle.⁹

The Strategy and Action Plan are also pertinent to the current migration pressures as demonstrated by the recent influx of migration, the increased travel security and by the closure of the border in 2020. As was noted by one government interviewee, *“In 2020 when the borders were closed, we did not have any provision how to proceed, and I guess Council of Ministers did not either know how to temporarily close border crossings. We just did not have a legal basis for that. So, this was identified as a need and as such it was incorporated in this draft Law. This is only one example of many issues addressed.”*

5. How adequately were human rights and gender equality taken into consideration during the project design and implementation?

Finding: Gender equality was explicitly addressed in project design, included in the Output 1.1 as well as referred to in a number of activities, supporting the commitment of the project to mainstream gender where possible and align the project with the existing legislation on gender. The government Gender Agency (GA) was not represented in the working group but according to interviews, processes were followed which ensured a gender perspective was incorporated IBM strategy and action plan and draft legislation. While the majority of interviewees noted the project’s adherence to the law on non-discrimination they did not remember any specific consideration of gender or human rights in the development of the project components.

Gender inequality in BiH and especially in the Security sector is an ongoing issue despite there being a Law on Gender Equality.¹⁰ The project was designed to consider gender and to mainstream a gender perspective where possible, acknowledging that the former current IBM Strategy and Action Plan only considers gender, to a limited extent.

The government Gender Agency (GA) was involved in the project but not as working group members. Rather, (according to interviews) their opinion was sought after the strategy, action plan and law had been drafted and fed into later revisions. While it was not possible to fully assess the extent to which gender was mainstreamed in the new IBM Strategy, Action Plan and draft Law on border control, according to interviewees, the objectives of the Law on Gender Equality were supported and the draft law included a provision applicable to gender equality.

⁹ See footnote 6.

¹⁰ As noted in project documentation, (Project proposal, page 3), *“Despite BiH Law on Gender Equality prescribes that, State bodies at all levels [...] shall ensure and promote equal gender representation in process of managing, decision making and representation, and BiH has been one of the first countries in the region to have an Action Plan for the Implementation of UN Security Council Resolution 1325 (hereinafter 1325 Action Plan), women are still under-represented in BiH’s security sector, and in the Border Police they represent only about 12.5% of the workforce”.*

According to one interviewee, human rights provisions were also included in the draft law in the chapter on the return of illegal migrants and access to their rights. However, it is worth noting that while the majority of interviewees attested to the project's adherence to the law on non-discrimination they did not remember any specific consideration of gender or human rights in the development of the project components. The point was also made by one interviewee that there was more opportunity to work more on human rights aspect in the process of developing the strategy and action plan such as including the type of independent human rights (monitoring) mechanisms IOM supports. However, it was also noted that this is also a very sensitive subject and the project had facilitated a strengthened relationship with the government which was the first step to working on such issues with them.

6. Is the project in line with IOM/IOM Development Fund priorities and criteria?

Finding: The project was found to be aligned to IOM and the Fund's priorities and criteria. It supported two of IOM's current strategic foci and IDF's eligibility criteria. The project also supported the third principle of IOM's Migration Governance framework (MiGoF) by strengthening global partnerships and the second objective of the framework by enhancing the socio-economic well-being of migrants and societies.

The project was found to support the Fund's priorities and two of IOM's current strategic foci,¹¹ notably:

- No. 2: 'To enhance the humane and orderly management of migration and the effective respect for the human rights of migrants in accordance with international law.'
- No. 3: 'To offer expert advice, research, technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters'

The project was also in line with the MiGoF, Principle 2: "Migration and related policies are best formulated using evidence and whole-of government approaches".

Coherence - 5 – Excellent

The project was found to be coherent and compatible with IOM activities and other interventions in the field.

7. To what extent is this project compatible with other IOM activities?

Finding: The project was found to be compatible with the 2015 – 2020 IOM Strategy for South-Eastern Europe, Eastern Europe and Central Asia other IOM activities such as regional projects on IBM capacity building.

¹¹ IOM mission and strategic focus: https://www.iom.int/sites/default/files/about-iom/iom_strategic_focus_en.pdf

The project was found to support the objectives of the 2015 – 2020 IOM Strategy for South-Eastern Europe, Eastern Europe and Central Asia namely objective 8.¹² It was also found to be compatible with other IOM activities such the three year regional project on IBM capacity building, designed to allow government counterparts to request the implementation of activities not able to be supported by national initiatives, as well as another regional three year project on regional readmission capacity building facility for the Western Balkans.¹³

8. To what extent is this project compatible with other interventions in this field?

Finding: The project was found to be compatible with other interventions in the field of migration governance and border management, such as bilateral Swiss funding and additional EU funding granted for border management.

The project was found to be compatible with other previous and current interventions in this field. These included a project to “Support to efficient migration and border management” on behalf of the Swiss State Secretariat for Migration (SEM), 2017, aimed at helping the MoS over two years in upgrading and developing a comprehensive migration information system.¹⁴ The project was also compatible with additional EU funding granted in 2020, aiming to strengthen BiH’s capacity in border management, in particular through equipment and training as well as broader needs of refugees and migrants.¹⁵

Effectiveness – 4 – Very Good

The project was found to be very effective reaching its objective to contribute to the government’s strengthening of migration and border management, in line with EU standards through the development of (and subsequent adoption of) a 2019-2023 IBM Strategy and Action Plan and the development of new IBM legislation on border control.

9. Have the project’s outputs and outcomes been achieved in accordance with the stated plans and results matrix?

¹² IOM Regional Strategy Thematic objective 8: Promoting effective immigration and border management to facilitate the legitimate movement of people and goods, while also maintaining secure borders, including in the context of complex migration flows and in crisis situations.

¹³ ‘Western Balkans Integrated Border Management Capacity Building Facility’, (WBIBM) and ‘Western Balkan Readmission Capacity Building Facility’ (WBCAP), both funded by the Danish Ministry of Foreign Affairs.

¹⁴ See : <https://www.eda.admin.ch/countries/bosnia-and-herzegovina/en/home/news/news.html/countries/bosnia-and-herzegovina/en/meta/news/2017/july/switzerland-supports-bih-in-efficient-migration-and-border-management>

¹⁵ See https://ec.europa.eu/neighbourhood-enlargement/news/eu-supports-bosnia-and-herzegovina-managing-migration-additional-eu25-million-2020-12-16_es

Finding: The project mostly achieved its outcome and most of its outputs, developing a 2019-2023 IBM Strategy and Action Plan and draft legislation on Border Control. The legislation, (Output 1.3) was not able to be fully harmonised completely but was developed with a high degree of alignment to EU and Schengen requirements.

The project achieved its outcome and most of its outputs (although activity 1.3. related to Output 1.1 was not able to be completed, as noted in the table below). This was done with the support of the government partner (MoS) throughout, two cross governmental coordination and the project consultant. Working together in a series of structured workshops, the working groups developed all three outputs. As a result the project met its objective having produced an IBM Strategy and Action plan, 2019 – 2023, in line with the EU IBM concept as well as new legislation aligning the BiH IBM legal framework and procedures with EU and Schengen requirements. Draft legislation prepared was based on the report (output 1.2) which outlined the gaps and areas needed to align with EU legislation but has not yet been adopted. The report was developed via a series of workshops as well as many meetings in smaller groups to prepare tables of compliance, in line with the EU acquis. As noted by one government respondent, *“We were successful in drafting the Law, which is mainly aligned with EU legislation, Schengen Border Code, Frontex, API Directive in Air Traffic. We could not follow all the Regulations, but the Directorate for EU integrations gave a final positive opinion on the Law which is partially aligned.”*

Table 6: Assessment and Analysis of the Project Results Matrix Vertical Logic

Vertical Logic and suggestions	Status	Analysis
Objective: To contribute to the Government of BiH implementing strengthened migration and border management, in line with EU standards and best practices.	Mostly Achieved	The project contributed to the recognizable progress made by BiH in the IBM sector, through the partial alignment of legislation with the EU IBM concept as well as improved management of the current migrant situation. As noted by the 2020 EU Progress Report, “The legal framework for border control is partly aligned with the EU/Schengen acquis and is implemented smoothly. The country adopted a new integrated border management (IBM) strategy and its action plan for 2019-2023, in line with the EU acquis.” ¹⁶
Outcome: BiH institutions adopt new/revised instruments to address migration and border management challenges, in line with the EU IBM concept and humane migration management principles.	Mostly Achieved	The project produced an (2019 – 2023) Strategy and Action plan in line with the EU IBM concept as well as aligning to a high degree, IBM legal framework and procedures with EU and Schengen requirements. The Strategy and Action Plan were adopted by the BiH Council of

¹⁶ See : https://ec.europa.eu/neighbourhood-enlargement/system/files/2020-10/bosnia_and_herzegovina_report_2020.pdf

		Ministers 01.30.2020.
Output 1.1: 2019-2021 IBM Strategy and Action Plan developed through a participatory process and incorporating a gender-sensitive approach.	Achieved	The GoBiH established a coordination body and cross governmental working groups to develop the Strategy and Action Plan with the support of the consultant. According to interviews conducted this was reviewed by the Gender Agency.
Activities	Achieved	A consultant supported the development of the Strategy and Action Plan ensuring relevant consultations in addition to working group meetings.
Output 1.2: Report outlining the gaps and recommendations for further alignment of BiH IBM-relevant legal and regulatory framework with the EU acquis is produced and disseminated.	Achieved	Research conducted was in the form of a table (not a report) and disseminated within the working group, including recommendations for full alignment of BiH IBM-relevant legal and regulatory framework with the EU acquis. The research was made available to the group as a tool and was noted by a number of interviewees as very useful.
Activities.	Achieved	All supporting activities were carried out.
Output 1.3: Selected IBM-relevant legislation (laws and/or regulations) is amended/drafted to ensure full compliance with EU and Schengen requirements, in line with the output 1.2 report's recommendations	Mostly Achieved	Output 1.3 was mostly achieved. The decision was made by the IBM coordination group to draft a new Law, as opposed to amending existing laws. The new law was based on the analysis of the legal situation (output 1.2). As noted by a legal expert, <i>"at this stage we can't harmonise the law 100% so it is partially harmonised and a high percentage of harmonisation is included in the strategy."</i>
Activities	Achieved	All activities were carried out and through a series of consultations with the help of the consultant, a new Law on Border Control was drafted.

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

Finding: The collaboration and coordination with the main government partner MoS, and stakeholders was overall excellent. The IBM Strategy and Action Plan and the new Law on Border Control was drafted through a participatory process. Stakeholders included 11 institutions at the state, entity, and Brčko District level. As well as other stakeholders such as UNDP and the Organization for Security and Co-operation in Europe (OSCE) who were involved in some of the strategy workshops. A Working Group for development of a new Law on Border Control was also established by the BiH Council of Ministers.

The IBM Strategy and Action Plan were drafted through a participatory process produced in collaboration with a wide number of government stakeholders, (18) from 11 departments¹⁷ by the MoS, responsible for forming and coordinating the working group. Another working group was formed in relation to the new draft Law on Border Control. No academia or civil society organizations were included in either working groups although UNDP and OSCE attended some workshops and provided comments on the new strategy and action plan. As noted by one respondent, “*The cooperation was excellent, as we were all flexible, we respected each other’s logical proposals, all aimed at the final results which is the professionally drafted law*”.

11. What major internal and external factors have influenced (positively or negatively) the achievement of the project’s objectives and how have they been managed within the project timeframe?

Finding: A strong working relationship and support from the GBiH and related authorities as well as the hiring of a consultant with direct experience of supporting a government in the accession phase were key positive factors which helped support the results of the project. The most significant negative factor influencing the project were the long delays resulting from the political situation further exacerbated by the COVID-19 pandemic, which required the project to have a 12 month no-cost extension

The following positive factors which influenced the results of the project were identified:

Internal

- **Strong working relationship between IOM and BiH** authorities with former joint experience of working on a previous IBM strategy.

External:

- **Strong support from the government** and the active involvement of all working group members. As was noted, “*the enthusiasm of the working group members helped, to improve the current situation and resolve legal gaps and procedures. The experience and motivation of individual members helped in the teamwork. An excellent team.*”
- **The legal consultant** had previous direct experience in his own country (Croatia) in the negotiations for the accession to the EU was noted by the majority of government interviewees as extremely useful for members of both working groups. As was noted, “*his expertise was extremely valuable.... without the language barrier he has been through the EU phases and brings additional experience to the table.*” “*He was very experienced in transferring his knowledge from one context to another. That has been crucial in support for the document.*”

¹⁷ These included the Ministry of Security, the Border Police, the Indirect Taxation Authority, the State Veterinary Office, the State Plant Health Protection Agency, the Service for Foreigners’ Affairs, the Ministry of Foreign Affairs, the Ministry of Civil Affairs, the Directorate for EU Integration, the Ministry of Interior of the Federation of BiH, the Ministry of Interior of Republika Srpska and the Brčko District Police.

The following negative factors which influenced the results of the project were identified:

External

- **A delay of over a year in the formation of the new BiH Council of Ministers** as a result of the political situation delayed the approval of the IBM Strategy and Action Plan which in turn further delayed the remaining project activities including the drafting of the new Law on Border Control.
- **The COVID-19** outbreak further caused the cancellation of all events involving in person meetings as well as the regional launch. As a result, a one year no-cost extension was granted to finalise the remaining activities. The decision was made to cancel the regional meeting based on the logic the strategy and action plan would no longer be new when launched and that the resources which were available for this would be better used to fund another meeting for the development of the new draft IBM law.

Efficiency & Cost Effectiveness – 4 – Very Good

The project was managed and implemented very efficiently through the joint efforts of IOM and the government partner, the MoS. The project was delayed primarily as a result of COVID-19, during which time activities were halted and required a one year NCE to complete. The project was found to be very cost effective in relation to the results achieved and utilized support from the OSCE, as well as savings from the budget to organize additional workshops to further support the project objective.

12. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?

Finding: The project was found to be very cost-effective utilizing the contribution by UNDP and OSCE as well as an underspend in the budget (see question x) to finance two additional meetings to further support the project objective.

The project was very cost-effective and was able to utilize the contribution of UNDP to help draft of the development of the new IBM Strategy and Action Plan, (which did not require a co-funding agreement), as well as the contribution of OSCE for the funding of an additional workshop for the Coordination Body, set up to monitor the implementation of the objectives set by the IBM Strategy and the Action Plan. The residential workshops took place outside the city and were noted by a number of participants as key for the quality of the work was undertaken, relationships built and papers produced. A significant project saving was related to the costs anticipated for interpretation and translation but as the consultant spoke the local language, the costs were not incurred and instead were used to fund an additional workshop of the Working Group for the development of the draft Law on Border Control.

13. How efficient was the overall management of the project?

Finding: The project was very efficiently managed despite encountering challenges.

These included a number of external delays including an almost one year delay resulting further exacerbated by the COVID-19 pandemic. Following a one year NCE, the project was able to complete its activities. In addition, the numbers of the working group expanded at the government's request which was a challenge for the project budget.

The high level of efficiency and flexibility with which the project was managed, was noted by the majority of interviewees despite a number of difficulties having been encountered. The government took extra time to choose a working group which delayed the project by a matter of months. This was followed by a delay in the adoption of the revised IBM strategy and action plan by the Council of Ministers, after which COVID-19 occurred and project activities were further delayed for almost a year.

In addition, one activity was cancelled because of delays caused by COVID-19 (the regional launch of the new IBM strategy and action Plan scheduled for 18 March 2020) and the decision was made by representatives of the BiH IBM coordination body not to have an online meeting as it would not have the same effect of strengthening regional relations and cooperation among IBM actors, as a face-to-face event would. Available funding for this activity was redirected to an additional workshop of the Working Group for the preparation of the new Law on Border Control.

It was also noted that the project may have needed more meetings included in its design as it became apparent that the participants needed longer discussion time to fulfil the level of details needed to produce the outputs. This was addressed in part by the skills and former experience of the consultant and also by a budget revision and the addition of two extra working group meetings, as noted above (and one paid for by OSCE). The working group meetings were organized by the BiH MoS who prepared the minutes in the local language. These were shared with IOM BiH, but not translated and not uploaded to PRIMA.

The number of members of the working group also increased (at the government's request) which increased the costs allocated for the meetings and made it challenging to ensure the budget was not overspent. From the point of view of government interviewees, the project was managed very well with clear planning and often daily communication and the IOM project manager (PM) was commended for being responsive and proactive.

14. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost or costed extension?

Finding: Project resources were monitored and reported every six months as part of the project reporting requirements, with two budget revisions approved. The revisions were in accordance with a change in activities which were funded from within existing budget lines. The project was allocated a total budget of USD \$100,000 with a surplus of USD \$6,260 remaining. The project required one NCE of

12 months.

The project demonstrated regular monitoring of project progress submitted on time (with the exception of one¹⁸), throughout the timeframe, with interim and final reports, both narrative and financial inclusive of all relevant and key annex documentation in English uploaded to PRIMA. An activity and results monitoring framework was developed at the beginning of the project. The budget underwent one budget revisions in order to allocate over and underspend and in relation to changing activities, in part a result of the impact of COVID-19 and savings made. Following the project revision, the funding was mobilized for new activities freed from the cancelled activities and no new financial resources were needed.

Budget analysis: The project was allocated \$100,000, and according to the Final financial report, excluding the planned evaluation costs, the project spent \$78,740, leaving a balance of \$6,260.

Table 7: Comparison between the Proposed budget and the actual budget spent

Expenditure item	Proposed budget	Actual expenditure	Change indicated in documentation
Staff	19,043	19,043	N/A
Office	11,077	11,077	N/A
Operational: Output 1.1:	25,108	25,108	Changes documented in the project revision
Operational: Output 1.2:	3,979	3,979	Changes documented in the project revision
Operational: Output 1.3:	13,356	13,356	Changes documented in the project revision
Visibility	12,437	6,177	Changes are documented in the final financial report making reference to a new Output 1.4. This however is a new activity relating to Output 1.3.
Evaluation	15,000	---	
TOTAL	100,000	78,740	\$6,260. (excluding \$15,000 for evaluation).

15. Were the costs proportionate to the results achieved?

Finding: The costs were proportionate to the results received, utilizing the extra funding and resources of UNDP and OSCE to further deliver the project results. In addition, the results of project and the activities listed in the Action Plan have provided the basis for future funded projects and in that sense the project was an excellent example of seed funding.

The project costs were proportionate to the results achieved. IOM BiH was able to capitalize on the strategy and the activities listed in the action plan to develop two new project proposals, now successfully funded by the Danish government on border

¹⁸ Narrative Interim report 2 was submitted a month after the due date.

management which will further advance the objectives of the project. In this context, the \$100,000 grant has worked as effective seed funding.

Impact – 4- Very Good

The project demonstrated short-medium term impact and a strong potential for longer term impact by creating a five-year IBM Strategy and Action Plan and new legislation harmonized with the acquis. Through supporting activities, the project also strengthened working relationships and the coordination of the government on IBM. Ultimately, future impact and the sustainability of the results of the project will be determined by the political situation and the extent and pace at which the legislation is adopted and implemented.

16. Which positive/negative and intended/unintended effects/changes are visible (short and long-term) as a result of the project?

Finding: Positive short to medium term changes included the development of a five-year IBM Strategy and action plan (2019 – 2023), new draft IBM legislation on border control partially aligned with the EU acquis, supporting BiH in the accession process as well as the members of GBiH working on border management.

The following positive short to medium term changes were identified:

- **A five- year IBM Strategy and action plan (2019 – 2023)**, developed through a cross- governmental approach, was adopted by the Council of Ministers (CoM), and is currently being implemented. As noted by an interviewee, *“Regardless of the political negative climate.. any strategy provides a framework for that field of the border police to function. The action plan is so detailed it provides guidance on how to deal with every area.. It’s... an immense contribution.”*
- **New draft IBM legislation on Border Control** partially aligned with the EU acquis and Schengen Code is one of the most important laws for the operation of border police and with the IBM Strategy and Action Plan, together are a key step towards EU integration (the legislation has not yet been adopted). As noted by one interviewee, *“without a strategy and action plan you cannot sit with the EU to discuss the border control and law enforcement. Those two documents are really crucial in process of Accession and the harmonization of the Acquis. We intend to proceed with the EU integrations, so these and the Law are so important.”*
- **Increased coordination and strengthened working relationships between Government stakeholders:** according to stakeholders the positive effects of working together were still experienced leading to a regular monthly exchange of information and improved coordination.
- **Development of the capacity of individual government members** through exposure to wide number of different government perspectives as well as involvement in the process of legislative development. As noted by one Working Group member, *“the best thing is that I could learn more about the border control and protection, from the angle of other institutions. There was no training per se*

but the working group was excellent. We were successful in exchanging information and gaining knowledgeable about many different areas of border control.”

In the longer term, the five year the Plan of Action and legislation has the potential to change the IBM approach in BiH.

No negative impacts were identified.

17. Can those changes /outcomes/ expected impact be attributed to the project’s activities? Are there any contribution from external factors?

Finding: The outcome and expected impact of the updated IBM Strategy and Action plan and new draft legislation can be directly attributed to the project’s activities. The external factor of the government’s former commitment to alignment with EU law was the context in which the project objective was met.

The outcome and expected impact of the updated IBM Strategy and Action Plan and new draft legislation can be directly attributed to the project’s activities. The BiH government had already committed to updating the strategy but according to interviewees was dependent upon external support (in the form of the technical expertise of the project) to “get the strategy done”. As noted by one respondent, “the government would have done it, it just would have taken a long time. If the government applies for the EU support then you wait a long time for the funding.. If you nominate the project through IPA programme, (Instrument for Pre-Accession Assistance), the implementation will start in 2024.”

Sustainability – 3 – Good

The project took measures to ensure project sustainability, developing a five-year IBM Strategy and Action Plan, which was later successfully endorsed by the CoM, as well as new draft legislation. The 2019- 2023 IBM Strategy and related activities of the Action Plan are currently being taken forward through additional funded projects. However, the country’s political context is a crucial factor influencing the sustainability of project results. Government decision-making has been currently stalled for the last two years and the draft legislation on Border Control has not yet been adopted.

18. Did the project take specific measures to guarantee sustainability and how was this supported by partners and the IOM?

Finding: The project took a number of sustainability measures including the formation of two government working groups responsible for the production of the project’s main outputs –supported by the project partner, the MoS. A five year IBM Strategy and Action plan, was developed and later endorsed by the CoM in January 2020 as well as a new draft Law on Border Control which is awaiting adoption.

The project took various measures to guarantee sustainability including the design of a five year IBM Strategy and Action Plan (2019- 2023), which was adopted by the

CoM on 30th January 2020. A coordination body to oversee the implementation of the activities was also established which included all agencies and institutions and in the words of one interviewee, “allows us to regularly exchange information, as we monitor the level of implementation of Strategy and Action plan and ensure that it is a living document.” In addition, the Strategy is on the MoS’s home page and has been distributed at local and regional meetings ensuring visibility of the government commitment made.

19. Have the benefits generated by the project deliverables continued once external support ceased?

Finding: Within the current political situation in which government decision-making has been halted, the draft law has not moved forward for adoption and implementation. However, as a result of the action plan, a co-ordination body monitors the IBM Strategy and Action Plan and a number of nominated activities are being implemented as part of a new project with the Danish government.

The IBM Strategy and Action plan were adopted by the CoM on 30th January 2020. The action plan provides a framework for moving forward along with the formation of a coordination body which monitors progress made on activities. The IBM concept has been strengthened as a result of the project and the action plan has provided the basis for additional funding from the Danish government on nominated activities.¹⁹ As one interviewee noted, “Operational work on the field continues and some of the processes related to the inter-agency cooperation are being implemented.” However, the wider context is one in which BiH has been described as experiencing its worst political crisis since the international armed conflict in the country ended in 1995. Government decision-making has halted leading to as one respondent noted, “legal procedure stalemate,” and the draft Law on Border Control has still not been approved.

20. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?

21. Have adequate levels of suitable qualified human resources been available to continue to deliver the project’ stream of benefits?

Finding: The project had the full support of the BiH government and was well integrated into government work through the joint development of the strategy, action plan and draft legislation created. However, further resources will now be needed to ensure that the government has sufficient capacity to continue to deliver the project’s stream of benefits.

The project was well integrated into government work through the joint development of the strategy, action plan and draft legislation created and the IBM Strategy, and Action Plan is currently in the process of implementation. Workshops organised by

¹⁹ The 3-year regional project ‘Western Balkans Integrated Border Management Capacity Building Facility (WBIBM)’ is funded by the Danish Ministry of Foreign Affairs and will continue to provide support in the area of IBM.

the project and led by the consultant were able to impart learning of how the harmonisation process is undertaken.

However, overall the government is weak on human and financial resources and will require further support to ensure that it has sufficient capacity to continue to implement the strategy, for example the development of the additional by-laws and regulations in line with the EU acquis needed to fully deliver on the commitment of the strategy. As noted by one interviewee, *“The problem now is with investment.. the financial resource needed... eg for border surveillance equipment .. helicopter etc. The EU is happy with the strategy but it will be necessary to provide further support to the MoS in terms of meeting commitments towards the EU integrations.”*

5. Conclusions and recommendations

The project successfully supported the development of a five -year strategy, action plan and new legislation, helping the country move forward in the accession process as a potential EU candidate country. Longer term impact will be determined by the political situation (and the CoM agreeing to adopt the draft Law on Border Control), the readiness to continue with efforts aimed at EU integration, BiH reaching accession stage and the extent to which financial resources needed for the strategy to be implemented are available.

E. Project Design

The project was designed around the development of a revised IBM Strategy and Action Plan and harmonization of the legal framework to the EU aquis. Implicit to the project logic was the process of capacitating the government and related agencies in the preparation of key strategic document and laws. However, this was not specified as part of the RM and could have benefitted from being outlined more clearly to more fully capture the benefits of the project.

Recommendation, (priority level: 2- medium ; to be completed by 15 September 2022):

For IOM BiH for future projects of a similar nature in the design phase:

- Attention should be paid to the wording of outcome and outputs in the RM to ensure all potential changes are included.

F. Project management

All interviewees expressed their satisfaction with the management of the project despite the delays caused in part owing to a number of political obstructions and the COVID-19 pandemic. It is suggested however, that the workplan created at the beginning of the project should have been regularly updated.

Recommendation, (priority level 2-medium; to be completed by 15 September 2022):

For IOM BiH for future projects in the implementation phase:

- Ensure that the workplan is regularly updated.

G. Gender

The Gender Agency was not a member of the government working group in the drafting of any of the outputs and feedback from interviews indicated that this consideration gender within the outputs was somewhat of a “checkbox” exercise which took place at the end of the drafting process.

Recommendation, (priority level 2-medium; to be completed by 15 September 2022):

For IOM BiH for future projects of a similar nature:

- Encourage the government partner to broaden the scope of working groups and ensure that gender representatives are included in all the project activities.

H. Project follow-up

The project took measures to ensure ownership from the GBiH of the 2019 – 2023 IBM Strategy securing commitment in the follow up Action Plan. Furthermore, some of the activities listed in the IBM Action Plan are being developed by IOM BiH in separate projects. However, owing to the current political context, the draft Law on Border Control has still not been adopted by the CoM. It is suggested that further measures could still be taken by IOM BiH to ensure a follow-up of the project's results.

Recommendation, (priority level: 2- medium; to be completed by 15 September)

For IOM BiH

- To sustain the results of this project, continue to work with the MoS to push for the adoption of the draft Law on Border Control and in delivery of the Action Plan.

Lessons Identified

- The choice of consultant was noted by interviewees as the single most important factor influencing the success of the project, combining both the consultant's direct previous experience of a similar project with a country in the pre-accession stage and his ability to speak the local language.
- The decision to have extended workshops for the working group members to develop the new draft Law on Border Control was noted by interviewees as very beneficial to the process and the quality of the work produced.

Annex One: Evaluation Inception Report

1. Introduction and Context

Project for Ex-Post Evaluation	IB.0030
Duration of the Project	30 months,
Budget (USD)	USD 100,000
Donor	IOM Development Fund (IDF)
Countries covered	Bosnia and Herzegovina
Evaluation	External Independent Evaluation
Evaluation Team	Owl RE Research and Evaluation
Evaluation Period	01 October 2018 – 31 March 2021

This document is a combined Terms of Reference (ToR) and Inception report produced for the IOM Development Fund (the Fund), the ex-post evaluation of the project, *Bosnia and Herzegovina: Strengthening Government Capacities in Integrated Border Management*, (IBM). This report outlines the purpose, objectives, methodology, questions, tools and workplan of the consultancy.

Financed by the Fund, this was a project which aimed to support the Bosnia and Herzegovina (BiH) institutions to adopt new/revise instruments to address migration and border management challenges, in line with the European Union (EU) IBM concept and humane migration management principles.

BiH occupies a strategic geographical location within the Western Balkan region, next to the EU external border and on the corridor linking the EU with Northern Africa and the Middle East via Turkey and Greece. Since the second half of 2017, BiH has experienced a steady increase in the number of migrants and refugees entering the country in attempts to reach the EU crossing into Croatia. This has exposed border management to a number of risks as well as putting the migration and border management system under considerable strain highlighting gaps in terms of resources, capacities and coordination.

In line with the country's objective to become an EU candidate BiH must harmonize its legislation with the EU and Schengen *acquis*, applying EU IBM standards and procedures. In 2015 the Strategy for Integrated Border Management, 2015-2018 (hereinafter "BiH IBM Strategy") and its related Action Plan, were adopted, which have helped guide necessary reforms and achieve some progress in this regard.

The adoption in 2016 of EU Regulation 2016/1624 and a new EU IBM Strategy has further required BiH to bring its strategic documents, legislation and procedures up to date to comply with the EU *acquis*. Additionally, the country needed to review its strategic priorities in light of the emerging migrant and refugee situation as well as update its IBM Strategy and Action Plan.

The project was a direct response to this by IOM and the request by BiH Ministry of Security, (MoS) to provide technical assistance and expertise in the process and to the challenges and opportunities represented. The aim of the project was threefold. Firstly, to support the BiH government authorities in the development of IBM Strategy and Action Plan, secondly, to draft a report outlining the gaps and recommendations for further alignment of BiH IBM-relevant regulatory framework with the EU acquis and thirdly to support BiH in amending legislation to ensure full compliance with EU and Schengen requirements.

2. Purpose and Objectives

The purpose of conducting this ex-post evaluation is to assess the relevance and coherence of the project to its stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well were cross-cutting themes of human rights and gender mainstreamed in the project, and if the desired effects are sustainable, and/or have the prospects of sustainability, (following the DAC evaluation criteria²⁰).

The evaluation aims to promote transparency and accountability which will, in turn, assist the Fund in its decision-making and to better equip staff to make judgments about the project and to improve effectiveness where possible and with regard to future project funding. Concerning the expected use of findings, the ex-post evaluation aims to also identify lessons learned, good practices, and provide a learning opportunity for the Fund and its implementing partners with regard to the project formulation process. The findings will also help make evidence-based strategic decisions in relation to specific projects, while also demonstrating the Fund's on-going commitment to results based management.

The primary objectives of the evaluation are to:

- (a) Assess the relevance of the project's intended results;
- (b) Assess the relevance of the Theory of Change and design of the results matrix and the extent to which the objective, outcomes and outputs are well formulated; the indicators were SMART and baseline and targets appropriate;
- (c) Assess the coherence of the project with IOM's activities and other interventions in the sector;
- (d) Assess the extent to which the needs of stakeholders and beneficiaries were taken into account during project design and if the project is aligned with national priorities and strategies, government policies and global commitments
- (e) Assess the effectiveness of the project in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;

²⁰ Organisation for Economic Co-operation and Development – Development Assistance Committee, 'Evaluation of development programmes, DAC Criteria for Evaluating Development Assistance', web page, OECD. See <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

- (f) Assess the efficiency and cost-effectiveness of project implementation, along with regular progress monitoring of project resources and if the costs were proportional to the results achieved;
- (g) Assess the impact prospects and outcomes to determine the entire range of effects of the project (or potential effects) and assess the extent to which the project have been successful in producing expected change;
- (h) Assess the sustainability of the project's results and benefits (or measures taken to guarantee it) or prospects for sustainability, and if these benefits generated by the project still continued once external support ceased;
- (i) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (j) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund in its decision-making about future project funding.

These objectives are operationalised in a series of evaluation questions and indicators (see annex 1: Evaluation matrix). The Results Matrix (RM) is reproduced in annex 5 to illustrate the intervention logic foreseen for the project.

3. Methodology

The evaluation framework will focus on the standard DAC criteria and cross-cutting themes criteria, supported by standard tools (i.e. interview guide and evaluation checklist – see annexes 3 and 4) and will take place over a period of 11 weeks to allow for the holiday period. The evaluation will be conducted remotely, in line with COVID-19 restrictions and take a participatory approach involving and consulting with the relevant stakeholders in the different steps of the evaluation and integrating this approach into the methodology as far as is feasible. It will use a mixed methods approach and cross validate evaluation findings through the triangulation process, where possible.

3.1. Research methods/tools

Research tools will be both quantitative and qualitative and will be used across the different themes and questions.

3.2. Sampling

Overall sampling will be purposeful in that the stakeholders will be selected for the evaluation, based on their involvement as staff, consultants, experts, partners or beneficiaries of the project. The selection of participating stakeholders will be led by the project manager and will aim to be representative, to ensure that a balance is found in terms of gender, race/ethnicity, age range and other project-specific criteria.

The following table provides further information on the research tools, how they will be deployed and stakeholders proposed for key informant interviews.

Tool	Description	Information Source
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<i>Document review</i>		
	Review of main documentation	IOM documentation on PRIMA, including internal/external reports, relevant publications, review of the website, country reviews etc.
<i>Interviews</i>		
Interviews internal	Some 3-4 semi-structured interviews of IOM staff, using an interview guide virtually or by email.	IOM country office program staff, past and present - Chief of Mission - Project manager - Regional Thematic Specialist
Interviews external	Some 8-12 semi-structured interviews using an interview guide, virtually or by email to include project partners, Government staff and affiliated organizations, consultants and other key stakeholders.	- MoS - Other government staff - Civil society organizations - UNDP and other UN organizations - members of the working group - Project consultants

3.3. Analysis

The findings from the desk review, key informant interviews will be collated and analyzed using appropriate quantitative and qualitative techniques and the evaluation criteria used will be rated by the evaluator based on the scale in the table below, with supporting evidence described. Where the evidence is weak or limited, it will be stated.

Findings will be used to assess the achievements of results as articulated in the Results Matrix, (see Annex 1) both numeric and descriptive results and used to rate the project as a whole according to the assessing evaluation criteria, see table below for further explanation.

Evaluation Scaling	Criteria	Explanation	Supporting evidence
5	Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention	<i>Supporting evidence will be detailed for each rating given.</i>
4	Very good (Almost always)	There is an evidence of good contribution but with some areas for improvement remaining	
3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but requirement for continued improvement	

2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution but significant improvement required	
1	Poor (Never or occasionally with clear weaknesses)	There is low or no observable contribution	

3.4. Limitations and proposed mitigation strategies

The following limitations have been identified with accompanying mitigation strategies to minimise the impact described, where possible. If it is not possible to fully rectify the limitations identified, findings will have to be reached based on partial information. Where this occurs the evaluation will seek to be transparent about the limitations of the evaluation and to describe how these may have affected the overall findings, conclusions and recommendations.

- (a) The context of COVID-19: The timing of the evaluation during the COVID-19 pandemic response will likely impact on the availability of IOM staff and project stakeholders/ beneficiaries, and/or extend the time it will take to respond to the evaluation request and provide inputs.

Mitigation strategy: Early and close involvement of the project manager and former project managers to help coordinate meetings and ensure availability of key stakeholders. Interviews will take place remotely over a period of six weeks and will allow for an extended interview period to compensate for the disruptions caused by COVID-19 and the holiday period.

- (b) General problem of insufficient data or insufficient representative data collected, owing to poor response rate from interviewees.

Mitigation strategy: Triangulation with other data gathering tools from different sources will help address data gaps.

- (c) Objective feedback– interviewees may be reticent to reveal the factors that motivate them or any problems they are experiencing or being transparent about their motivation or about internal processes.

Mitigation strategy: Anonymizing sources and ensuring interviews are conducted on a one to one basis in confidentiality can help address issues of reticence.

- (d) General bias in the application of causality analysis

Mitigation strategy: Judgements will be informed by the team and all findings will be reviewed jointly, as well as by the project manager and the main evidence for ratings will be described.

3. Workplan

The workplan is divided into three phases, covering a 11 week period, (an extended data collection period is proposed to account for the December / January holidays):

Phase 1 – Inception: An initial meeting with the project manager to discuss the evaluation framework, identify stakeholders and to ensure involvement and ownership from the start. From this, a methodology, timeline, standard tools and evaluation approach has been developed and detailed in the inception report (this document).

Phase 2 – Data collection: During the second phase of the evaluation field work will be undertaken remotely. Interviews will be conducted by Skype or email, and all relevant project data will be collected and reviewed.

Phase 3 - Report writing: During the final phase collected data will be analysed and a report drafted for validation. The results of the evaluation will be disseminated by means of the report.

The key tasks and timing are described in the following table:

	December 2021 – February 2022					
Week beginning						
Key tasks	13/12	20/12	27/12 –31/1	7/2	14/2	21/2
Kick off meeting with project manager; document review						
Drafting and delivery of inception report						
Data collection: remote interviews						
Data analysis and report writing						
Delivery of draft report						
Validation of the report by the project manager and Fund staff; finalisation of report and evaluation brief						

4.1. Team management

The evaluation will be carried out by Sharon McClenaghan with Glenn O’Neil as a support and for quality control.

4. Deliverables

The following deliverables (draft and final), are foreseen for the consultancy: Inception report (this document), Executive summary, (2 pages), Evaluation report and Evaluation learning brief.

Deliverables	Schedule of delivery
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1. Inception Report shared with IOM	14.12.2021
2. Completed field data collection	04.02.2022
3. De-briefing session with project manager delivered	04.02.2022
4. Draft Evaluation Report	18.02.2022
5. Final Evaluation Report and Evaluation Learning Brief	25.02.2022

Annex One: Evaluation Matrix

Key Evaluation Questions and sub questions	Indicators	Data Collection Tools	Sources of Information
RELEVANCE: Extent to which the project's objective and intended results remain valid as originally planned or modified			
1. Is the project aligned with national priorities and strategies, government policies and global commitments?	Alignment of project with relevant national policies, strategies, government policies and global commitments (e.g. international treaties and agreements).	Document review Interviews	Project documentation Interviewees
2. To what extent were the needs of beneficiaries and stakeholders taken into account during project design?	Needs of beneficiaries and stakeholder groups reflected in project design. Evidence of consultation during project development and of project activities and outputs tailored to their needs	Document review Interviews	Project documentation Interviewees
3. Was the project designed with a logical connection between its objective, outcomes, outputs and indicators based on a solid rationale/needs assessment?	Consistency and logic of the results matrix. Design of project according to IOM project development guidelines; SMART indicators and outcomes, needs assessment carried out.	Document review	Project documentation
4. To what extent do the expected outcomes and outputs remain valid and pertinent as originally intended in terms of direct beneficiary needs?	Current relevance of project outputs and outcomes to beneficiary needs.	Document review Interviews	Project documentation Interviewees
5. How adequately were human rights and gender equality taken into consideration during the project design and implementation?	Reference to human rights and gender equality concerns integrated into project design and deliverables. Informed opinion/perceptions of Project Manager and key informants on human rights and gender equality	Document review Interviews	Project documentation Interviewees

	issues in relation to the project.		
6. Is the project in line with IOM/IOM Development Fund priorities and criteria?	Adherence to IDF eligibility criteria, IOM's current strategic focus and the principles/objectives of IOM's Migration Governance Framework (MIGOF).	Document review Interviews	Project documentation Interviewees
COHERENCE: The compatibility of the project with other IOM activities and interventions of the sector.			
7. To what extent is this project compatible with other IOM activities?	Extent to which the project is compatible with other IOM activities in the country.	Document review Interviews	Project documentation External documentation Interviewees
8. To what extent is this project compatible with other interventions in this field?	Extent to which the project is compatible with other identified interventions in this field.	Document review Interviews	Interviewees External documentation
EFFECTIVENESS : The extent to which the project achieves its intended results			
9. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix?	Extent to which project outputs and outcomes have been achieved and the projects deliverables and results (expected and unexpected) led to benefits for stakeholders and beneficiaries.	Document review Interviews	Project documentation Interviewees
10. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?	Level of Involvement and extent of effectiveness of target beneficiaries, partners and stakeholders in collaboration and coordination processes.	Document review Interviews	Project documentation Interviewees
11. What major internal and external factors have influenced (positively or negatively) the achievement of the project's objectives and how have they been managed within the project timeframe?	Identification of influential a) internal factors (positive and negative) and b) external factors (positive and negative). Effectiveness of project management of internal and external factors.	Interviews	Interviewees
EFFICIENCY & COST EFFECTIVENESS: How resources (human, financial) are used to undertake activities and how well these are converted			

to outputs			
12. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?	Adherence to original budget- Level of budget variance. Extent to which the resources required for project activities could have achieved the same results with less inputs/funds, on a sustainable basis.	Document review Interviews	Project documentation Interviewees
13. How efficient was the overall management of the project?	Degree of timeliness of project inputs provided by stakeholders /beneficiaries needed to implement activities. Narrative and budget reports submitted on time. Implementation of project activities implemented as scheduled; any variations to the project reported and adapted on PRIMA	Document review Interviews	Project documentation Interviewees
14. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost or costed extension?	Level and quality of monitoring of project resources. Incidence of no cost/ costed extension allocated.	Document review	Project documentation
15. Were the costs proportionate to the results achieved?	Comparison of costs with identified results.	Document review Interviews	Project documentation Interviewees
IMPACT: How the project intervention affects outcome and whether these effects are intended or unintended.			
16. Which positive/negative and intended /unintended effects/changes are visible (short and long-term) as a result of the project?	Incidence of positive and negative effects /changes (short and long-term, intended and unintended) to which the project contributes.	Document review Interviews	Project documentation Interviewees
17. Can those changes /outcomes/	Estimation of contribution of project	Document review	Project documentation

expected impact be attributed to the project's activities? Are there any contributions from external factors?	and identified external factors.	Interviews	Interviewees
SUSTAINABILITY : If the project's benefits will be maintained after the project ends			
18. Did the project take specific measures to guarantee sustainability and how was this supported by partners and the IOM?	Number of documented specific measures taken to ensure sustainability; level of support by partners and IOM.	Document review Interviews	Project documentation Interviewees
19. Have the benefits generated by the project deliverables continued once external support ceased?	Extent to which the benefits generated by the project have continued post external support.	Interviews	Interviewees
20. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?	Extent of sustainability measures taken by national /local institutions to support the project. Level of commitment by key stakeholders to sustain project result.	Interviews	Interviewees
21. Have adequate levels of financial resources and suitable qualified human resources within IOM and partners been available to continue to deliver the project's stream of benefits?	Extent of level of financial capacity and human resources of partners and IOM to maintain project's benefits in the future.	Interviews	Interviewees
Cross Cutting Criteria			
22. Was the project designed and planned, taking into consideration a gender analysis, needs assessment and available guidance?	Extent to which the project has carried out a gender analysis and needs assessment and followed MA/59 (Guidelines on Implementing the IOM Programme Policy on Migrants and Gender Issues) and MA/62 (Guide on Gender Indicators for Project Development).	Document review Interviews	Project documentation Interviewees
23. If greater gender equality was created through the project, has there been increased gender equality beyond	Extent to which gender equality has been created by the project and is still evident.	Document review Interviews	Project documentation Interviewees

project completion?			
24. During data collection (if carried out during implementation), were the persons interviewed or surveyed diverse and representative of all concerned project's partners and beneficiaries and the data appropriately disaggregated and in respect of IOM's Data Principles?	Extent to which data collected is representative of the diversity of the project's partners and beneficiaries. Application of IOM's Data Protection Principles. Disaggregation of data collected e.g. by age, disability, displacement, ethnicity, gender, nationality, migration status.	Data analysis Interviews	Project documentation/data Interviewees
25. How were the various stakeholders (including rights holders and duty bearers, local civil society groups or nongovernmental organizations) involved in designing and/or implementing the project?	Level and quality of involvement of stakeholders in designing and/or implementing the project.	Interviews Document review	Interviewees Project documentation

Annex Two: Draft structure for evaluation report

1. Executive summary
2. List of acronyms
3. Introduction
4. Context and purpose of the evaluation
 - context
 - evaluation purpose
 - evaluation scope
 - evaluation criteria
5. Evaluation framework and methodology
 - Data sources and collection
 - Data analysis
 - Sampling
 - Limitations and proposed mitigation strategies
6. Findings
7. Conclusions and recommendations
8. Annexes:
 - Evaluation terms of reference;
 - Evaluation inception report;
 - Evaluation matrix;
 - Timeline,
 - List of persons interviewed or consulted;
 - List of documents/publications consulted;
 - Research instruments used (interview guidelines, survey, etc).

Annex Three: Interview guide, (to be adapted).

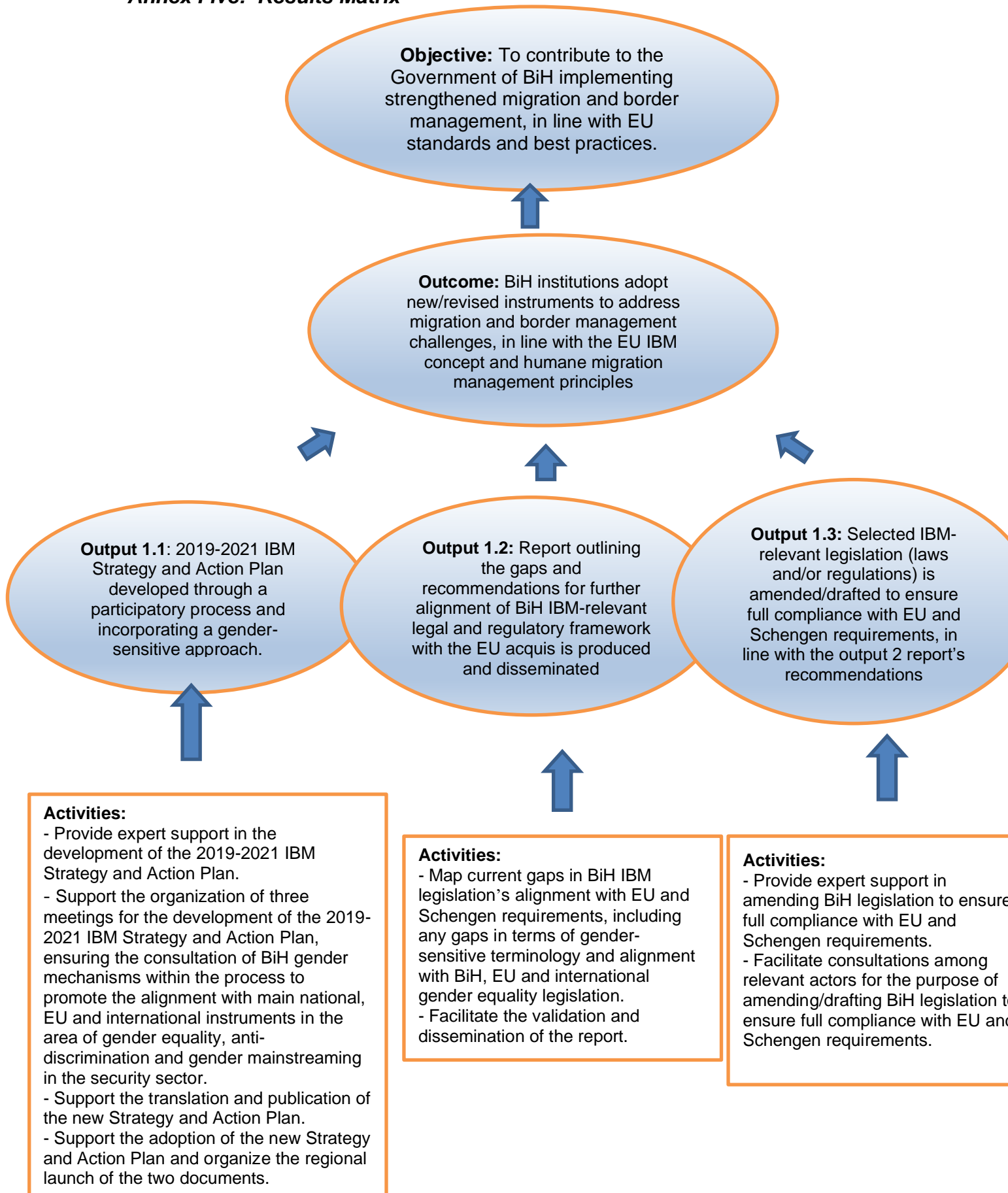
Interview Questions		Informants
General		
1.	Please briefly explain your work?	All stakeholders
2.	What has been your role and involvement in the project being evaluated? What area of the project were you involved with?	
Effectiveness and impact		
3.	What results/achievements did you see from these activities? How successful were they do you think?	All stakeholders
4.	What do you think helped achieve these results? Was there any obstacles?	
Relevance		
5.	How well aligned was the project with national priorities and policies?	Government stakeholders
Efficiency		
6.	For your involvement with the project, how well was the project managed? Were the project activities implemented as you thought they should?	All stakeholders
Impact		
7.	What main impacts do you think the project made?	All stakeholders
Sustainability		
8.	Now it's over a year since the project has finished. What benefits of the project still continue?	All stakeholders
9.	Do any of the benefits of the project continue in your own organisation or institution today? If yes, please explain which ones.	
Looking forward		
10.	What would you recommend for the continued success for this project's results (and other similar project)?	All stakeholders
11.	What would you say are the main lessons learnt from this project?	
Any other comments	Do you have any other comments or feedback on the project?	

Annex Four: Checklist for evaluation

Following is a checklist that will be followed by the evaluation team for the evaluation.

#	Step	Yes / No Partially (specify date)	Explanation / comment
<i>Inception and preparatory phase</i>			
1.	Document review by Owl RE team		
2.	Kick-off meeting with project manager		
3.	Creation of inception report		
4.	Validation of inception report by project manager		
5.	Validation of inception report by Fund team		
6.	Creation of interview schedule by project manager		
7.	Reception and comment on interview schedule by the evaluation team		
<i>Data collection phase</i>			
8.	Initial briefing with IOM manager/staff		
9.	Data collection conducted with main stakeholder groups		
10.	Feedback presentation/discussion with IOM manager/staff at conclusion of data collection		
<i>Analysis and reporting phase</i>			
11.	Compilation and analysis of data /information		
12.	Quality control check of evidence by evaluation team leader		
13.	Submission of draft report to project manager and Fund team		
14.	Reception of comments from project manager and Fund team		
15.	Consideration of comments received and evaluation report adjusted		
16.	Validation of final report by project manager		
17.	Validation of final report by Fund team Production of learning brief		

Annex Five: Results Matrix



Annex two: List of persons interviewed

IOM

1. Margherita Vismara, Project Manager / Head of Migration Governance Pillar
2. Irma Sadikovic, Project Coordinator

Consultant

3. Filip Dragovic, Consultant

Government

4. Ermin Pesto, Assistant Minister for General and Border Sec
5. Muhamed Huskić, Expert Advisor, Service for Foreigners' Affairs
6. Olivera Stanišić, Senior Inspector, Border police of BiH
7. Nejra Hiroš, Expert Advisor, Directorate for EU Integrations
8. Vladimir Milenković, Expert Associate, Ministry of Security
9. Ajla Dautbašić, Advisor, Plant Health Protection Agency
10. Anđa Kalem-Perić, Assistant Minister, Ministry of Civil Affairs
11. Slaviša Kereštalica, Veterinary Office of BiH, Head of Department for Border Veterinary Inspection

Other organisations

12. Sanja Fitzgerald, Programme Officer, Organization for Security and Co-operation in Europe, (OSCE)
13. Samir Hadzimosic, Advisor on Rule of Law, EU Delegation in BiH / EU Special Representative.

Annex three: List of documents / publications consulted

Project documentation:

- IOM project document, including proposal and budget.
- Budget monitoring and Revision: Project budget pipeline analysis and revised budget
- Interim project reports and Final report

IOM Migration Governance Framework

IOM Fund eligibility criteria (undated)

IOM mission and strategic focus (undated)

External documentation:

COMMISSION STAFF WORKING DOCUMENT: Bosnia and Herzegovina (2020): Report Accompanying the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions 2020 Communication on EU Enlargement Policy, Brussels, 6.10.2020