External evaluation of the EUAA's Roadmap for cooperation with Kosovo 2022-2024

Ex post evaluation report

Prepared by Ramboll Management Consulting

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Acronyms and definitions

Term	Definition
ARC	Assessment of reception conditions
ATP	Access to asylum procedure
CEAS	Common European Asylum System
COI	Country of origin information
DCAM	Department of Citizenship, Asylum and Migration
EUAA	European Union Agency for Asylum
EU	European Union
EU+	EU Member States and associate countries
EUOK	European Union Office in Kosovo
Frontex	European Border and Coast Guard Agency
IPA	Instrument for Pre-Accession Assistance
IPSN	Identification of persons with special needs
IOM	International Organisation for Migration
MIA	Ministry of Internal Affairs
NCR	National Commission on Refugees
NGO	Non-governmental organisation
PSMM3	Regional Programme supporting Protection-Sensitive Migration Management Systems in the Western Balkans, funded by the European Commission through IPA III
SOP	Standard operating procedure
TtT	Train the trainer
UAMs	Unaccompanied minors
UNHCR	United Nations High Commissioner for Refugees
WB	Western Balkan(s)

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Executive summary

This report provides an evaluation of the effectiveness, efficiency, coherence, European Union (EU) added value and relevance of the Roadmap for cooperation agreed between the European Union Agency for Asylum (EUAA) and Kosovo[*] for the period March 2022-February 2024. The overall objective of the Roadmap was to enhance the protection space for asylum seekers and refugees in Kosovo in line with the Common European Asylum System (CEAS) and EU Member States' practices. More specifically, the Roadmap aimed to strengthen asylum-related legislation – including its implementation – institutions, and systems, in line with the CEAS and EU standards; strengthen access to asylum procedures, including the identification of persons with special needs; enhance the quality of decision making; strengthen the reception system in alignment with EU and EUAA standards for reception conditions; and enhance preparedness for a scenario of high influx in the field of reception for asylum seekers.

The Roadmap was highly relevant to the needs of the partner authorities and the asylum system in Kosovo. While Kosovo's asylum legal and institutional system was already mostly in line with the CEAS, the EUAA's needs assessment process was effective in identifying existing needs and areas for improvement. Throughout implementation, open communication and good collaboration between the EUAA and the partner authorities allowed the Roadmap's implementation to be tailored to changing conditions and priorities, thus ensuring continued relevance. The partner authorities were overall highly satisfied with the support received and flexibility of the Agency, which they found responded to existing needs, particularly in terms of increased capacities and access to the EUAA and EU Member States' expertise. While needs continued to exist, the format and combination of activities under the Roadmap appeared to be adequate to continue promoting progress going forward, given the progress already achieved and positive cooperation established.

The Roadmap was only **partially effective.** Most of the progress was made towards enhancing the identification of persons who may wish and apply for international protection (output 2.1); enhancing information provision on international protection (output 2.2); improving knowledge and technical skills of case officers (output 3.1); and strengthening the capacity of the authorities to manage the new temporary reception centre (output 4.1). These were the main areas in which activities were carried out. Progress was limited with respect to several outputs (1.1, 1.2, 2.3, 3.2, 4.2, 5.1), due to both internal factors – the EUAA's limited human resources and the partner authorities' absorption capacity – and external factors, such as the revision of the law on foreigners, the need to appoint the members of the National Commission on Refugees, and the situation in the north of Kosovo. Five out of the 17 foreseen deliverables were fully achieved (relating to outputs 1.1, 2.1, 2.2, 3.1), whilst two were delivered to a lower number of participants than foreseen (in relation to outputs 2.1 and 4.1). Notwithstanding this, **beneficiaries received very positively the support provided and found that it led to tangible progress**, in terms of increased capacities, alignment with the CEAS and treatment of persons in need of international protection. In this regard, the good cooperation with the EUAA and the flexibility of the Roadmap in adapting to changing conditions were the main success factors, which testified to the **appropriate format of the Roadmap as a framework for cooperation**. This was further

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[*] This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on Kosovo's declaration of independence.

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reinforced by the combination of support provided at both bilateral and regional level, which allowed a broader plethora of opportunities to be offered to beneficiaries.

All key parties involved in the implementation of the Roadmap judged its **benefits to have outweighed the costs**. Challenges in terms of the efficiency of the Roadmap were caused primarily by the EUAA's limited human resource capacity - below what was foreseen by the IPA-funded project – which led to certain activities being delayed or put on hold. On the other hand, the Roadmap benefitted from the partner authorities' logistical support in a number of events. This once again speaks to their high degree of commitment in the implementation of the Roadmap.

The Roadmap was coherent with the EU's policy priorities for Kosovo. It reflected the needs identified by the European Commission for the asylum system in Kosovo, while the EUAA's expertise ensured alignment with the CEAS. In turn, although Kosovo is home to a relatively high number of external donors, the Roadmap was able to **avoid overlap and duplication** with other international actors' activities. This was primarily due to the effective needs assessment process, which allowed the Roadmap's activities to be tailored to the support provided by other donors. The partner authorities also found that the EUAA's activities stood out for their quality and level of detail. Nonetheless, awareness about the Roadmap and its activities varied among external donors. This partly hindered the identification and/or exploitation of potential synergies throughout implementation, indicating **existing room for enhanced cooperation and coordination.**

The EU added value of the Roadmap resulted from the support provided to Kosovo towards alignment with EU standards. Direct cooperation with the EUAA was key in this regard, not only given its role as a centre of expertise on the CEAS, but also thanks to the access it provided to its pool of experts, tools and knowledge of Member States' practices. In addition, the peer-to-peer relationship between the partner authorities and the EUAA in the framework of the Roadmap allowed for open and transparent communication throughout implementation. Finally, through the Roadmap, the EUAA dedicated resources to the asylum system in Kosovo, thus complementing those of other international actors (active in the field of migration and asylum) and allowing progress to be achieved at a faster pace than what would have been possible in its absence.

Based on the findings, the evaluation brings forward four recommendations.

Recommendation 1: Ensure better alignment between the level of ambition, scope and timeline of the Roadmap on the one hand and the EUAA's human resources and absorption capacity of the partner authorities on the other hand
Accounting for available resources and absorption capacity is important to set adequate objectives, ensuring that expected results are achieved. Hence, the Agency, with the partner authorities, could consider including fewer, higher-priority outputs in the Roadmap, while acknowledging that more could potentially be done should resources allow or priorities change. Moreover, from the outset it could identify whether outputs are expected to be achieved in the short, medium, or long term (coupled with their priority level), to determine how to allocate (potentially limited) resources as needed. Finally, resources allowing, extending the timeframe for implementation of the Roadmap to three years would allow slower absorption rates to be accounted for, changes in priorities and any unforeseen factors that may delay implementation.

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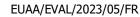**Recommendation 2: Ensure the availability of adequate EUAA human resources to implement the Roadmap**

Given the challenges caused by the EUAA's limited human resources, it would be important to enhance the effectiveness and efficiency of the recruitment process for EUAA staff in the Western Balkans team, to ensure that all staff members foreseen by the regional programme are hired in a timely manner. If, once all foreseen positions are filled, human resources continue to be strained, the Agency could consider conducting a comprehensive assessment of workload and resource allocation prior to approving any change, extension or renewal of the Roadmap. This would help ensure appropriate resource allocation and parity with similar-sized Roadmap operations in other partner third countries, following the priorities set out by the External Cooperation Strategy.

Recommendation 3: Strengthen the Roadmap's visibility and communication with other international actors on the ground

Communication with other international actors throughout the implementation of the Roadmap is key to ensuring that complementarities and synergies are exploited, in turn leading to efficiency gains for the EUAA. This could take the form of updates on the implemented and upcoming activities, to be regularly shared with a list of key international actors in Kosovo (e.g., via email updates sent to a pre-set mailing list), thus allowing them to be aware of the Roadmap's implementation. Moreover, the Agency could establish a formal communication framework with the European Union Office in Kosovo, which could contribute to raising awareness about the EUAA's work and supporting the planning of meetings among international actors, including the Agency. In this respect, the EUAA could suggest relevant actors to invite to such meetings, or topics for discussion.

Recommendation 4: Ensure efficient use of available human resources for capacity-building activities

A significant part of the outputs under the Roadmap included capacity-building activities to be carried out through the hands-on support of the EUAA's experts (e.g., on-the-job coaching). Given existing constraints in this regard (i.e., limited availability of EUAA in-house experts, difficulties associated with travelling to Kosovo), the Agency could consider a number of ways to increase efficiency, such as combining a number of activities on the same day(s), strengthening collaboration with other international donors and EU Member States and associate countries by joining forces to achieve specific objectives (e.g., by combining resources, planning activities strategically in terms of sequencing/timing), and offering activities that facilitate the transmission and sustainability of the knowledge gained by the beneficiaries themselves (e.g., Train the Trainer sessions and sharing of the EUAA's practical tools and guides).

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1. Introduction: purpose and scope

This report presents the results of the evaluation of the 2022-2024 Roadmap for cooperation between the European Union Agency for Asylum (EUAA) and Kosovo ('the Roadmap'). The evaluation was conducted by evaluators from Ramboll Management Consulting and a subcontracted expert. It is part of a broader evaluation exercise, including the 2022-2023 EUAA-Montenegro Roadmap .

The overall objective of the Roadmap was to **enhance the protection space for asylum seekers and refugees in Kosovo** in line with the Common European Asylum System (CEAS) and EU Member States' practices. The Roadmap identified priority areas where the Agency's support to the partner authorities had an added value and, where possible, could contribute towards the accession process,[2] with a direct impact on the implementation of the recommendations outlined in the European Commission's reports, in particular those with the aim of meeting the criteria under Chapter 24: Justice, Freedom and Security of the *acquis communautaire*. The main asylum and reception authorities in Kosovo, and main counterparts of the Roadmap, are the Ministry of Internal Affairs (MIA), primarily through the Department of Citizenship, Asylum and Migration (DCAM), the Department for Reintegration of Repatriated Persons and Integration of Foreigners, and the Kosovo Police, which is an executive agency within the MIA.[3]

In line with the European Commission's Better Regulation Guidelines, the evaluation assessed the **effectiveness, efficiency, coherence, EU added value, and relevance** of the Roadmap as a framework for cooperation between the EUAA and the Kosovo authorities. While it considered contextual factors, it did not assess the performance of the Kosovo authorities or other stakeholders. The evaluation sought to answer five main evaluation questions, with a specific focus on relevance and coherence (see evaluation matrix in Annex 2). To answer these questions, it combined evidence from secondary data, with primary data collected through interviews with key stakeholders (see **Error! Reference source not found.** for details on the methodology). Based on the evidence collected, the evaluation draws conclusions and presents lessons learnt, in view of a potential extension, amendment, or renewal of the Roadmap.

2. Intended results of the action

2.1. Description of the action and its intended results

The EUAA started cooperating with Kosovo through the implementation of regional activities within the 'Regional Programme supporting Protection-Sensitive Migration Management in the Western Balkans (WB) and Turkey', funded by the Instrument for Pre-Accession Assistance (IPA II). Bilateral cooperation in the form of a Roadmap was established at the end of 2021, for the period March 2022 to February 2024, with implementation supported by the third phase of the EU Regional Programme supporting Protection-Sensitive Migration Management Systems in the Western Balkans, funded by

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[2] Kosovo is a potential candidate for EU accession.
[3] The Roadmap identifies multiple additional relevant stakeholders in Annex I: Main Partner Institutions in the field of migration in Kosovo

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IPA III (hereinafter 'PSMM3'). It had **three high-level outcomes** (expected objectives), each consisting of several outcomes and intended outputs.

Outcome 1: Asylum-related legislation implemented in line with the CEAS and EU standards[4]

- Output 1.1: Efficiency and standardisation of procedures is increased;
- Output 1.2: National monitoring mechanisms for implementation of asylum processes piloted.

The Roadmap sought to provide support to the partner authorities in the development of standard operating procedures (SOPs) and workflows, through expert guidance and the provision of the EUAA's qualitative information related to asylum and/or reception procedures (on at least one issue). Simultaneously, the enhancement of monitoring mechanisms of the asylum processes was foreseen, along with the provision of support to the DCAM in the piloting of the agreed monitoring framework. A study visit was also planned to allow for the exchange of practices on monitoring of asylum processes.

Outcome 2: Strengthened access to asylum procedures, including the identification of persons with special needs[5]

- Output 2.1: Enhanced identification of persons who may wish and apply for international protection in line with the CEAS;
- Output 2.2: Enhanced information provision on international protection and rights and duties of the asylum seekers/refugees;
- Output 2.3: Preconditions for developing rights – compliant age assessment process – are accomplished.

The Roadmap aimed to provide assistance in the updating of the SOPs on access to asylum procedure (ATP) and in the strengthening of technical capacity on registration and identification of persons with special needs (IPSN) for 30 border police officers. It sought to do so through on-the-job-coaching on registration, translation and dissemination of the EUAA's practical guide on registration, as well as workshops and/or on-the-job coaching on IPSN. Improvements in information provision were also foreseen, to be achieved through a workshop and roundtable on the ATP toolkit, workshop(s) on information provision, as well as the development and dissemination of information material for the ATP phase. Finally, an assessment of the existing practice and legal framework for child rights compliant age assessment, followed by the drafting of a proposal or guidance on age assessment procedure, were foreseen in view of reaching the preconditions to develop a child rights compliant age assessment process (no deliverables were associated with this output).

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[4] Deliverables: operating procedures and workflows related to implementation of asylum legislation are developed/updated; qualitative information exchange provided on at least one issue related to asylum/and or reception procedure; pilot monitoring report(s) on asylum processes drafted.

[5] Deliverables: revise/update the SoP on access to procedure; EUAA access to procedure toolkit adjusted to Kosovo's context; development of information material for the AP phase; 30 border police and relevant staff upskilled on IPSN, registration and information provision; EUAA practical guide on registration is translated and disseminated; information material on access to procedure disseminated.

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Outcome 3: Enhanced quality of decision making[6]

- Output 3.1: Improved knowledge and technical skills of case officers to assess asylum claim;
- Output 3.2: Improved knowledge and technical skills of the members of the National Commission on Refugees (NCR).

On-the-job coaching for at least four case officers on technical skills (interview, evidence assessment, decision writing, decision assessment, use of country of origin information (COI) was foreseen, along with a study visit or shadowing to an EU Member State. Moreover, workshop(s) in the field of international protection were envisaged to enhance the technical skills of at least seven members of the NCR on key legal concepts in the field of international protection.

Outcome 4: Strengthened reception system aligned with EU and EUAA standards for reception conditions[7]

- Output 4.1: Enhanced capacity of national authorities to manage the new temporary reception centre with specific attention to vulnerable groups;
- Output 4.2: Strengthened reception system aligned with EU and EUAA standards for reception conditions.

Given the newly set up temporary reception centre,[8] the Roadmap sought to support the partner authorities in the development and implementation of a related SOP. In parallel, it aimed to enhance capacity to manage the centre through on-the-job coaching on reception and/or reception of vulnerable persons (for at least 10 reception officers/managers), as well as through a study visit/shadowing to EU Member States on managing the centre, identification, and referral of asylum seekers. The translation and piloting of the EUAA's assessment of reception conditions (ARC) tool, and the provision of support with site design of dedicated accommodation for unaccompanied minors (UAMs) in Magurë/Magura were planned to strengthen reception conditions and standards in asylum centres.

Outcome 5: Enhanced preparedness for a scenario of high influx in the field of reception for asylum seekers[9]

- Output 5.1: Enhanced preparedness for a scenario of high influx in the field of reception for asylum seekers.

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[6] Deliverables: dissemination of the EUAA practical guides: guide on personal interview, guide on evidence assessment, guide on qualification for international protection; four case officers completed on-the-job coaching on technical skills: interview techniques, evidence assessment, decision writing, decision assessment and use of COI, using EUAA guidance and practical tools; seven members of the NCR upskilled in the field of international protection.

[7] Deliverables: dissemination of EUAA practical guidance on reception conditions (general and for unaccompanied children): operational standards and indicators; t least 10 reception officers/managers completed on-the-job coaching on reception and/or reception of vulnerable persons; reception workflow for new temporary reception centre developed and piloted; EUAA ARC tool translated and piloted.

[8] The refurbishment of the new temporary reception centre in Vranidoll/Vrani Do was finalised in November 2021, while the Ministerial Decision legally establishing the centre was adopted on 24 June 2022.

[9] Deliverables: comments on existing design of Belvedere site; updated contingency plan tested.

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Since the centre Belvedere in Mitrovicë/Mitrovica South was planned to be renovated, the Roadmap set out the EUAA's role to comment on site design and planning of the work prepared by the MIA. In turn, to contribute to ensuring preparedness in a scenario of high influx, testing and a simulation exercise of the updated contingency plan were envisaged.

2.2.   Points of comparison

Kosovo's migration inflows are relatively limited. Kosovo primarily experiences a situation of transit, as testified by the large number of asylum requests which are suspended/interrupted due to asylum seekers disappearing/leaving the territory of Kosovo prior to completing the procedure.[10] Asylum applications reached their peak in 2019 (2 081 applications submitted), then decreased to 1 409 in 2020.[11] An even more pronounced fall was registered in 2021, most likely as a result of the COVID-19[12] pandemic, with a total of 578 applications submitted.[13]

The **Law on Asylum** No 06/L-026, updated in 2018, governs the international protection framework in Kosovo. The **Law on Foreigners** (law No 04/L-219) regulates regular immigration and was under revision at the time of writing; it applies to foreigners and therefore is relevant, among others, to asylum seekers. As of 2021, the European Commission deemed Kosovo's asylum legal and institutional system to be **mostly aligned with the CEAS.[14]** Improvement needs were primarily identified in the **implementation** of the legal framework. The European Commission stressed the importance of establishing a **fully effective and protection-sensitive entry system**, particularly in terms of enhancing the capacities of first-contact officials for identification, screening and referrals of asylum seekers and persons with specific needs. Progress was needed in terms of the assessment of claims based on merit needs, the strengthening of procedures concerning UAMs, including age determination, legal guardianship and communication, as well as in the development of an integration system.[15] Moreover, the report underlined the need to hire new staff in the asylum area.

The needs assessment conducted by the EUAA to develop the Roadmap was in line with the Commission's assessment. It found Kosovo to have a sound legal and strategic framework in migration management, with needs at the level of operationalisation of the framework. In addition to the findings of the Commission's report, it highlighted the need to revise the SOPs on ATP in view of the new temporary reception centre and to improve information provision at each step of the ATP phase. It also pointed to the need to strengthen the knowledge and technical capacity of case officers and NCR members to improve the quality of decision making. In turn, it found ensuring safety and security in asylum centres to be a challenge.

The implementation of the Roadmap was grounded in a number of general **preconditions/ assumptions**. Specifically, both the EUAA and the partner authorities would be committed to actively participate in the implementation of the Roadmap, open to change/adapt their practices as relevant,

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[10] European Commission (2021), Kosovo 2021 Report, Communication on EU Enlargement Policy, SWD (2021) 292 final
[11] Kosovo Government Authority on Migration (2020), Migration Profile Light
[12] Coronavirus disease 2019.
[13] Kosovo Government Authority on Migration (2021), Migration Profile Light.
[14] European Commission (2021), Kosovo 2021 report, Communication on EU Enlargement Policy, SWD (2021) 292 final.
[15] Ibid.

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and maintain a two-way communication throughout implementation. Ultimately, financial and human resources would be available on both sides as needed for effective and timely implementation.

3. Implementation of the action: current state of play

The Roadmap was a bilateral cooperation instrument between the EUAA and the partner authorities in Kosovo. Its implementation was financed primarily through funds from the PSMM3, combined with funds from the core budget of the EUAA. The PSMM3 allocated €6 million to help advance the EUAA's cooperation in the WB region overall. The contribution from the Agency's core budget mainly related to the provision of support through EUAA in-house staff. In terms of human resources, while the IPA-funded project was supposed to finance ten staff members, only five were hired at the time of writing (one hired in October 2023), with two interim staff members temporarily supporting administrative functions. This was due to recruitment delays associated with internal administrative procedures and policies within the Agency. In addition to the ten project-based staff members, the team leader for the EUAA WB team was hired directly by the EUAA. In this context, one operations officer initially followed the needs assessment and first stages of the Kosovo Roadmap implementation, while simultaneously being responsible for two other Roadmaps. In June 2023, this operations officer was replaced as Kosovo's focal point by the PSMM3 project coordinator (who now covers both roles).

At the time of writing, a total of seven activities out of 23 were fully implemented (30 %), six were tentatively foreseen prior to the end of the implementation period of the Roadmap (20 %), and ten were pending and/or would not be implemented prior to February 2024 (43 %).[16] Five out of the 17 foreseen deliverables were fully achieved, whilst two were delivered to a lower number of participants than foreseen. Beyond the activities implemented in the framework of the Roadmap, Kosovo representatives participated in a number of **regional level activities** within the PSMM3, including: the EUAA's training modules on interviewing techniques and interviewing vulnerable persons, and evidence assessment; Train the Trainer (TtT) sessions on reception of vulnerable persons, interviewing children, trafficking in human beings, and related modules on becoming a EUAA trainer; COI briefings on Ethiopia, Tunisia, Cameroun, Pakistan, the Russian Federation, and Somalia; information exchanges with EU Member States on practical application of temporary protection after the invasion of Ukraine launched by the Russian armed forces.

Outcome 1: Asylum-related legislation implemented in line with the CEAS and EU standards

Out of the five planned activities, one was carried out (20 %) and its deliverable was achieved, one was foreseen for the final months of implementation of the Roadmap (20 %) and three were pending (60 %). The EUAA provided qualitative information related to the handling of Palestinian cases by EU Member States (deliverable achieved). No specific activity was conducted on the development of baselines or SOPs/workflows related to asylum legislation. However, the EUAA provided a recommendation on the application of the ATP procedure, which led the practice adopted by the border police to change (as a result of a change in the interpretation of the law). Beyond what was originally foreseen by the Roadmap and at the request of the authorities, the EUAA provided input, as pertinent to its mandate and through a process led by the European Union Office in Kosovo (EUOK), to

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[16] It is to note that that this evaluation covered the period March 2022-December 2023.

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the ongoing revision process of the Law on Foreigners. Concerning the piloting of national monitoring mechanisms for implementation of asylum processes, limited progress was made. As of October 2023, the EUAA was awaiting updates on the establishment of a technical working body within the Government Authority on Migration to monitor asylum and reception data. Therefore, related activities, namely the expert mission to enhance the monitoring mechanisms and the study visit (field or online) to exchange practices on monitoring of asylum processes were on hold (in agreement with the partner authorities).[17] The provision of support to the DCAM in the piloting of collection and analysis of statistics to be coordinated with the International Organisation for Migration (IOM) in the framework of the data management component of the PSMM3 was not carried out.

Outcome 2: **Strengthened access to asylum procedures, including the identification of persons with special needs**

Three out of the eight activities foreseen under this outcome were implemented (38 %) with two deliverables achieved and one partially achieved, two were tentatively planned prior to the end of the implementation period (25 %), while three were on hold (38 %). Expert support and a workshop on information provision and the IPSN in the context of reception were carried out in November 2022 (10 participants)[18]. Additional workshops for new police recruits on ATP, registration, and information provision were then delivered in November 2023 (thus working towards the foreseen deliverables of 30 members of the border police and other relevant staff to be upskilled in these areas, and of disseminating the EUAA's practical guide on registration). In May 2022, the ATP toolkit was translated and presented to the Kosovo Police deployed at Pristina airport (deliverable achieved); moreover, a roundtable on ATP was held, together with the European Border and Coast Guard Agency (Frontex), the United Nations High Commissioner for Refugees (UNHCR), the border police and the Division for Asylum, and gathered 14 participants. On the other hand, the update on the SOP on ATP was on hold (in agreement with the partner authorities), pending the finalisation of the revised Law on Foreigners. The development and dissemination of information material for the ATP phase was planned to be conducted in coordination with the EUAA's initiative 'Let's Speak Asylum' at the beginning of 2024. In turn, activities related to age assessment were not carried out, even though age assessment was touched upon in the context of broader discussions.

Outcome 3: Enhanced quality of decision making

Out of the three activities foreseen under this outcome, one was carried out (33 %) and the two corresponding deliverables were achieved, while two were yet to be implemented (67 %). Multiple capacity-building activities on technical skills were held, including on-the-job coaching on personal interview and asylum decision in May 2022, followed by a workshop on the EUAA's practical guides on evidence assessment, personal interview and qualification for five case officers. EUAA experts also provided *ad hoc* on-the-job guidance on processes related to specific cases at the request of the authorities. In February 2023, guidance to Kosovo on specific profiles from Syria was provided, while additional on-the-job coaching for case officers was delivered in November 2023.[19] Kosovo's officers

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[17] Expert(s) missions with the aim of enhancing the national monitoring mechanisms of the asylum process (Activity 1.2.1) are in their preparation phase and tentatively foreseen between the months of November 2023 and February 2024.

[18] This activity had a stronger focus on reception than originally foreseen.

[19] During the same mission as the additional workshop(s) on ATP, registration, information provision and the ARC tool under outcome 2.

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also participated in a number of training sessions at regional level, aimed to improve their knowledge and skills. Through the activities just described, two of the foreseen deliverables under this outcome were achieved, namely the dissemination of multiple EUAA practical guides and the completion of on-the-job-coaching on technical skills by case officers (noting that vis-à-vis the target of four officers, the Division for Asylum was composed of three staff members). The workshop foreseen in the field of international protection was not conducted, pending appointment of the NCR members. Finally, the study visit/shadowing in EU Member States was unlikely to be delivered prior to February 2024.

Outcome 4: Strengthened reception system aligned with EU and EUAA standards for reception conditions

Out of the five activities planned under outcome 4, two were delivered (40 %) with one deliverable partially achieved, two were tentatively foreseen for the end of 2023/beginning of 2024 (40 %) and one would not be delivered within the timeframe of the Roadmap (20 %). Activities were partly adapted compared to what was originally foreseen. EUAA reception experts visited the temporary reception centre and carried out a focused expert discussion with staff hired at the time. This was followed by the provision of technical advice on reception system options in the context of an informal exchange and an exchange field visit to Slovenia in May 2023 (12 participants). In addition, a two-day peer-to-peer exchange with reception managers in the Netherlands was organised for the Head of the Temporary Reception Centre and the Head of the Asylum Centre in October 2023. Through these activities, the foreseen deliverable of at least ten reception officers having completed on-the-job coaching on reception and/or reception of vulnerable persons was only partially achieved, with two reception managers targeted. Notably, however, this was the maximum number of reception officers that could be targeted, considering the staff members employed in reception by the DCAM at the time.

A workshop on information provision and IPSN in the context of reception was organised in November 2022.[20] This activity replaced the originally foreseen on-the-job coaching on identification and case management of vulnerable groups, which could not be carried out due to the almost total absence of DCAM staff in the centre. Support was also provided to the partner authorities towards the development and implementation of an SOP for the temporary reception centre; the SOP itself was not developed at the time of writing, but it was foreseen for the end of the implementation period. The translation and piloting of the EUAA's ARC tool was under preparation and tentatively planned to be delivered in 2024. On the other hand, the provision of support to the DCAM with site design of dedicated accommodation for UAMs in Magurë/Magura was unlikely to be implemented, because no site had been identified for it.

Outcome 5: Enhanced preparedness for a scenario of high influx in the field of reception for asylum seekers

Under outcome 5, one of the activities was under preparation, while the other would not be implemented within the timeframe of the Roadmap (no deliverables achieved). Concerning the former, the EUAA and Frontex developed a methodology for the provision of support to contingency planning, which was to be presented to the WB partners in December 2023. Each WB partner would be able to express their interest in obtaining the support, which would be provided bilaterally to two

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[20] Same as the workshop mentioned under outcome 2, which was adapted to have a reception focus.

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WB partners per year. Kosovo was expected to be amongst the first to receive such support, given the reiterated interest of the partner authorities. The provision of comments on site planning and site development for the Belvedere site was cancelled due to a reported change in the Belvedere's site destination of use.

4. Evaluation findings

The EUAA-Kosovo Roadmap was prepared and implemented in a context of effective cooperation with the partner authorities, which favoured its implementation and capacity to adapt to new needs. The interest of the partner authorities to align with EU standards was pivotal in this respect. The pre-established relations between the Kosovo authorities and the EUAA in the framework of the IPA-funded regional project also contributed to a smooth transition towards bilateral cooperation. Kosovo's national contact point further supported this transition, by ensuring good coordination and supporting the learning process of the partner authorities, including when responsible staff changed (director of the DCAM, head of the directorate for migration and foreigners of the police).

4.1. To what extent was the action successful and why?

The EUAA contributed to the achievement of the foreseen outputs to varying degrees, by delivering only part of the originally planned activities (30 %). This led to most progress being achieved in relation to outputs 2.1, 2.2, 3.1 and 4.1. Notably, the DCAM and Kosovo Police representatives found that the Roadmap contributed to **increased alignment with EU standards** and **improved reception and asylum conditions for asylum seekers**. They recognised an **improvement in the capacities of relevant staff** thanks to the EUAA's support and highly valued the flexibility of the Agency in responding to *ad hoc* requests.

The partial implementation of the Roadmap's activities, and therefore partially achieved outputs, can be explained by a number of factors[21]:

- **Lack of human resources on the part of the Agency** was one of the main hindering factors. Some improvements were experienced in this regard, through a more efficient allocation of resources with the identification of a new focal point for Kosovo, and through the recruitment of new members of staff in September and October 2022. Nonetheless, staff resources continued to be stretched and recruitment delays for project-based staff persisted. Ensuring the **availability of EUAA in-house experts** to provide operational support also often proved difficult, due to their varying portfolios and limited available time. Such limited resources required the team to be selective on the activities that could be implemented at a given time. While a choice was made to place a greater focus on activities related to reception, some of the activities under the other outcomes were delayed (in agreement with the partner authorities);

- **Human resources constraints also emerged on the side of the partner authorities.** While the Roadmap was overall comprehensive and ambitious in its objectives, the number of available staff

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[21] It is also important to note that implementation was ongoing at the time of writing (December 2023) and would only end in February 2024.

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members within the administration, who would be taking part in the foreseen activities, was relatively limited. To some extent, this impacted Kosovo's **absorption capacity**, given the variety of areas covered by the Roadmap relative to the number of staff members responsible for implementing them. The deteriorating situation **in the north of Kosovo** (July 2022- ongoing at the time of writing) further (indirectly) affected the availability of human resources on the side of the authorities. Since the MIA had to prioritise the security situation and police forces were reallocated to the north of Kosovo, available resources for implementation were reduced. As a result of these factors, the same, or relatively few, people were sometimes targeted by multiple activities (as shown by the partially achieved deliverables);

- Other factors having caused delays in certain activities included the ongoing revision of the Law on Foreigners and the pending nomination of the NCR members.

Despite such a partial achievement of the foreseen outputs, the **partner authorities overall considered the Roadmap successful**. This can be explained by the tangible progress they identified, as outlined above, but also by the fruitful dialogue maintained with the EUAA, which allowed changing priorities to be discussed and agreed. At the same time, the combination of activities conducted at both bilateral and regional level allowed beneficiaries to take part in a broad range of activities, which they were eager to expand in the future. This shows that while not all of the deliverables formally planned under the Roadmap were achieved, the partner authorities still considered the support offered valuable, as it effectively responded to existing needs and allowed for increased capacities among targeted staff.

As regards the efficiency of the Roadmap, besides the delays related to the EUAA's limited human resources, one of the difficulties concerned the **cost of travelling to Kosovo** (in particular from Malta), which tended to be high in terms of prices and time needed. While this did not directly affect implementation, it represented a challenge for both in-house experts and for staff more directly involved in the implementation of the Roadmap, given that **on-the-ground presence was not foreseen**. Activities taking place outside of Kosovo were generally more expensive (e.g., the study visit to Slovenia). For this reason, a few solutions to increase cost-efficiency were sought, such as carrying out multiple activities during the same mission. On the other hand, the Roadmap benefitted from the logistical support of the partner authorities in Kosovo, who, when possible, supplied e.g., spaces, interpreters, catering, relieving part of the costs for the Roadmap. Limited bureaucracy required on the part of the authorities also facilitated adaptation when needed. Overall, **all key parties involved (qualitatively) found the benefits achieved through the Roadmap to have outweighed its costs**.

In terms of the Roadmap's coherence, alignment with EU policy priorities for Kosovo was achieved by **focusing the Roadmap on most of the outstanding issues and needs identified by the Commission's 2021 report on Kosovo**,[22] as well as thanks to the **EUAA's expertise on the CEAS**. Alignment with EU level interventions in Kosovo was also ensured through exchanges with Frontex (in the context of the PSMM3) and active efforts to liaise with the EUOK. At the same time, donor presence in Kosovo is substantial, considering the size and needs of its migration and asylum system. While the majority of funding was targeted at migration rather than at asylum specifically, cooperation between the EUAA and other international actors emerged as key to avoid duplication. Possible complementarities and synergies with both other international actors and non-governmental organisations (NGOs) were accounted for in the drafting of the Roadmap, through consultations during the needs assessment

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[22] European Commission (2021), Kosovo 2021 report, Communication on EU Enlargement Policy, SWD (2021) 292 final.

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(especially with the UNHCR and the IOM, which partner with the EUAA within the PSMM3). This contributed to **avoiding overlap and duplication from the outset** and was positively assessed by external donors and NGOs. Throughout implementation, coordination efforts took the form of communication and awareness raising about the implementation of the Roadmap, consisting of, e.g., sending informative emails, having *ad hoc* meetings with other international actors, communicating on the EUAA's work within the EUAA's Third Country Cooperation Network.[23] This further contributed to avoiding overlap and, to a certain degree, to capitalising on the different mandates of each actor. The partner authorities also underlined that the **EUAA's activities had their own specificities relative to other actors in the area** and **stood out for their quality and level of detail**, in particular as concerns training activities.

Nonetheless, **room for improved cooperation on the ground between international actors and coordination of funding existed.** Limited human resources constrained, to some extent, the EUAA's capacity to effectively communicate on the activities implemented, which led to varying awareness levels about the Roadmap and its activities by external actors. Simultaneously, the lack of a permanent presence in Kosovo partly cut responsible staff off from the plethora of international actors present, which, to a certain degree, hindered cooperation. The most frequent exchanges during implementation were held with the UNHCR and IOM Kosovo. Efforts were also made to liaise with other EU+ donors, but these appeared to be less effective, given their limited knowledge of the EUAA's presence in Kosovo. The UNHCR is the organisation whose mandate is the closest to that of the EUAA in Kosovo. For this reason, **instances of concrete cooperation were most frequent with the UNHCR**, which, for example, participated in workshops (on IPSN and ATP) and collaborated with the EUAA to organise a combined study visit in October 2023 to the Netherlands, with components supported by both organisations. The UNHCR saw the EUAA as a valuable and complementary partner for the UNHCR in Kosovo. For this reason, potential for increased collaboration was highlighted, both in terms of information sharing and of concrete cooperation on the ground, e.g., in the area of age assessment and in the management/reception of mixed migration flows. In turn, as concerns the IOM, communication between the two organisations allowed to raise awareness of needs falling outside the mandate of each entity.

Outcome 1: Asylum-related legislation implemented in line with the CEAS and EU standards

At the time of writing, **progress on the activities originally foreseen under outcome 1 was limited**. Nonetheless, the partner authorities attributed high value to the activities implemented and found that these **helped them in the standardisation of procedures and in aligning their practices to EU standards**. The provision of information related to the handling of Palestinian cases was well received by beneficiaries, who highly valued the opportunity to learn about EU Member States' approaches. Similarly, the partner authorities highly appreciated the EUAA's **readiness to respond to requests for input** regarding the acceleration of the ATP phase and the revision of the Law on Foreigners, seeing such a flexibility as one of the main enablers of the success of the Roadmap. While the establishment of a monitoring framework continued to be considered a relevant output, related activities were put on hold, in agreement with the partner authorities. Notably, since the design stage, this was conceived as a **longer-term objective**, expected to require at least the entire timeframe of the Roadmap.

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[23] This includes EU+ countries, and EU services.

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Outcome 2: **Strengthened access to asylum procedures, including the identification of persons with special needs**

The activities aimed to strengthen access to asylum procedures were only partially implemented. Notwithstanding this, both the partner authorities and external stakeholders considered the offered capacity-building activities to be of high quality and to have allowed for **steps forward in reception and ATP**. The DCAM and Kosovo Police found they provided knowledge and tools that were integrated in the work of relevant staff (for instance, the ATP toolkit started being used at the Pristina airport) and contributed to **increasing Kosovo Police's capacities in the identification of asylum seekers**. Despite such progress, according to some external actors and EUAA staff, **room for improvement in the identification of persons in need from mixed migration flows and in information provision** continued to exist. While these aspects were not directly linked to any shortcomings associated with the Roadmap, they pointed to areas where increased/continued focus could be placed, potentially in concert with other international actors, who continued to play an important role in asylum and temporary reception centres. Furthermore, offering additional capacity-building activities on aspects that may have already been covered to newly hired police officers – as the EUAA is to some extent already doing – was highlighted as a crucial factor to ensure the sustainability of the knowledge gained.
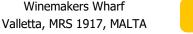
Under this outcome, a few activities were on hold for different reasons, some of which beyond the control of the EUAA's team, such as the ongoing revision of the Law on Foreigners and delays in the setting up of the EUAA's initiative 'Let's Speak Asylum'. On the other hand, the development of a child rights compliant age assessment process was deprioritised. Age assessment was not considered a key priority for Kosovo during the needs assessment and was included in the Roadmap partly for consistency with the IPA-funded project and in a long-term perspective. However, the Commission's report on Kosovo in 2023 highlighted the strengthening of procedures concerning UAMs, including age determination, as a need, which points to the relevance of the work foreseen by the Roadmap in this regard. This also emerged as an area that may benefit from cooperation with the UNHCR, which had already foreseen the development of an age assessment procedure and carried out some initial activities. While no concrete cooperation could have taken place (since the activity had not started), lack of communication on the status of this activity with the UNHCR emerged, attesting to the need for more structured communication among international actors.

Outcome 3: Enhanced quality of decision making

Only part of the activities foreseen under this outcome were implemented, either due to internal factors (decision to prioritise other activities given limited resources) or to external factors (pending appointment of NCR members). Despite such partial implementation, however, the partner authorities, EUAA staff and other external actors judged the **quality of decisions to have increased**. The partner authorities pointed at improvements in the treatment of and interviews with asylum seekers and underlined the usefulness of capacity-building activities and availability of the EUAA's practical guides. Moreover, they highly appreciated the *ad hoc* support requested to (and provided by) the EUAA on how to deal with specific cases and found it contributed to improving the quality of case officers' decision making. Training and COI-related activities held at regional level also played an important role. Nonetheless, while recognising the progress achieved, most external actors and NGOs, as well as EUAA staff found that more could still be done to **improve and further standardise decision**

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making on a general, system level, rather than at the level of specific cases.[24] In parallel, the partner authorities recognised the need for continued support, to improve their expertise as regards sensitive decisions. This suggests that while the activities offered led to positive results, continued support through capacity building may be needed to solidify and sustain the capacities acquired by relevant staff.

Outcome 4: Strengthened reception system aligned with EU and EUAA standards for reception conditions

Activities aimed to strengthen the reception system were given **greater prioritisation than originally foreseen**. While the Roadmap had anticipated, to some extent, the needs that would arise as a result of the formal establishment of the temporary reception centre, activities had to be tailored to the actual needs which emerged. For instance, the study visit, which was already foreseen in the Roadmap, was complemented by a preparatory visit of the EUAA to the centre and an informal exchange of the Kosovo authorities with EUAA experts on reception system options. At the same time, the Roadmap had to adapt to the conditions on the ground: at the time of writing, while the temporary reception centre was formally in the hands of the DCAM, only the head of the centre was present, and the remaining foreseen positions were vacant; the IOM still provided essential support in terms of staff, hence a focused expert discussion and workshop were organised instead of on-the-job coaching. Overall, the activities held contributed to making **progress in strengthening the reception system in Kosovo**. The head of the centre was targeted by a relatively high number of activities and according to EUAA staff, showed improved capacity in the management of the centre. The study visit to Slovenia further supported asylum and reception officials in gaining an understanding of the treatment that should be reserved to the persons accommodated in the temporary reception centre. The partner authorities, including Kosovo Police, highly appreciated the assistance received in this area and noted the high value of being able to learn from other systems in increasing officials' capacities.

Nonetheless, according to the majority of the stakeholders consulted (both external and internal to the Roadmap's implementation), **gaps remained in Kosovo's reception system**, in particular in the reception conditions for vulnerable groups and risk management in the temporary reception centre. Broadly, increased alignment with the EU *acquis* continued to be needed in reception practices and asylum seeker registration.[25] In this respect, while the EUAA was able to identify existing areas for improvement and to provide useful support, continued work in this area was needed. This was difficult to achieve, given limited staff present in the centre and continued reliance on international actors and NGOs for the services provided. However, the commitment of the partner authorities to cooperate with the EUAA showed a promising outlook with respect to the potential for future improvement.

Outcome 5: Enhanced preparedness for a scenario of high influx in the field of reception for asylum seekers

In terms of the Roadmap's support to preparedness to a scenario of high influx, **no progress was made** at the time of writing. One of the two activities foreseen under this outcome could not be implemented for reasons beyond the control of the Agency (revision of contingency sites). The other was, instead,

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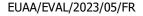[24] This also aligns with the Kosovo 2023 report accompanying the 2023 Communication on EU Enlargement policy.
[25] European Commission (2023), Kosovo 2023 report, Communication on EU Enlargement Policy, SWD (2023) 692 final.

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under preparation in cooperation with Frontex in the context of the PSMM3 project. The partner authorities and some of the external actors consulted considered preparedness for emergency situations as a priority. While Kosovo has a contingency plan in place, it is important to ensure that it is prepared to receive high influxes of asylum seekers, especially considering the unsteady regional and international contexts. In this respect, the EUAA's knowledge of Member States' approaches was seen as a valuable learning source for Kosovo officials.

4.2.   How did the Agency make a difference through the action?

According to all consulted stakeholders, the EU added value of the Roadmap primarily stemmed from the Agency's role as a **centre of expertise on the CEAS**. The Kosovo authorities give high priority to their accession path and strive to align with EU standards. Hence, working directly with an EU agency was seen as a guarantee of high quality and alignment of the work undertaken with the CEAS. Most of the stakeholders consulted mentioned having **access to the EUAA's overview of different Member States' practices**, as well as to its broad spectrum of tools and experts as a great benefit. This was particularly the case because of the specific political situation of Kosovo: since international cooperation can be relatively limited, beneficiaries considered collaboration with the EUAA essential to exchange information and obtain exposure to the experiences and practices of different countries. Moreover, as it emerged from interviews with the key stakeholders involved in the implementation of the Roadmap (both on the side of the EUAA and of the partner authorities), the **peer-to-peer relationship** between the two parties enhanced transparency and cooperation in the work undertaken, while attesting to the partnership between the EU and Kosovo. Finally, as recognised by other actors and NGOs, EU added value was also achieved through the financial and human resources allocated by the EUAA to Kosovo, which contributed to reaching positive results at a faster pace than in the absence of the Roadmap (i.e., solely by the partner authorities and the international actors present).

Overall, **beneficiaries highly valued the support provided by the EUAA** and saw great potential in maintaining such a cooperation framework and its format going forward. They mentioned **training activities** as their most appreciated element of the cooperation with the EUAA, particularly with respect to TtT modules, as they allow for an ultimately broader pool of trained staff. Hence, they underlined that they would welcome additional training, in particular: training sessions entailing an even greater degree of depth and detail of the topics covered; training for newly hired personnel; and training allowing for the achievement of trainer certifications.[26]

4.3.   Is the action relevant?

All consulted stakeholders considered the support provided by the EUAA in Kosovo relevant. **The** partner authorities were overall highly satisfied with the help received and objectives reached, particularly in terms of **increased capacities** and **access to the EUAA and EU Member States' expertise**. The needs assessment was therefore effective in identifying both needs on the ground and opportunities for synergies with other actors. At the same time, thanks to open and effective communication, the **Agency and partner authorities were able to agree on and adapt to new needs**.

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[26] It is worth noting that training activities as such were not included in the Roadmap per se, but rather held at the level of the IPA-funded project.

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Specifically, the establishment of the temporary reception centre brought the improvement of Kosovo's reception system to the fore, leading the authorities to request increased support in this area.

The partner authorities also advanced *ad hoc* requests for additional activities throughout implementation. Where possible, these were satisfied, for instance through the provision of feedback on the Law on Foreigners, support on the technical skills to handle specific cases, or capacity-building activities. Some of the requests advanced could not be accommodated as they fell outside the scope of the Roadmap. Such requests suggest that the scope and limits of the Roadmap as a form of cooperation may not be entirely clear to the partner authorities. For instance, the EUAA cannot deploy personnel in the context of the Roadmaps, hence was unable to provide interpreters; similarly, it could not satisfy certain requests for liaison with experts from other Member States. Moreover, given the scope of its mandate, the EUAA could not respond to general enquiries related to migration; thus, where possible, meetings with IOM Kosovo were held to share such needs.

Overall, **needs continued to exist in different areas**, in particular in relation to the reception and management of mixed migration flows, reception of persons with special needs, ATP (especially in terms of information provision) and length of the examination procedure. Given this, all of **the outputs foreseen by the Roadmap continued to be relevant**. Going forward (until February 2024), increased attention was expected to be dedicated to strengthening ATP, especially in relation to mixed migration flows, and to contingency planning. In turn, while the development of a monitoring framework and of an age assessment procedure continued to be conceived as relevant, related activities were deprioritised and conceived as longer-term objectives.

5. Conclusions and recommendations

5.1. Conclusions

The Roadmap emerged to be highly relevant from the outset, thanks to an effective needs assessment process. Throughout implementation, good communication with the partner authorities allowed the Roadmap to be tailored to changing conditions and priorities, as well as to new requests, where possible. The most relevant activities were reception-related activities, which were given greater prioritisation following the establishment of the temporary reception centre. Overall, needs continued to exist, primarily in relation to the reception and management of mixed migration flows, ATP and length of the examination procedure, indicating the continued relevance of the Roadmap's outputs. In this respect, the combination of activities under the Roadmap appeared to be **adequate to address existing needs and promote change at an institutional level**, considering the high degree of satisfaction of the beneficiaries and the flexibility of the support provided. Going forward, given the relatively small size of the administration, it will be key to promote the sustainability of the capacities acquired, ensuring that knowledge is adequately transmitted to newly hired staff.

The Roadmap was only partially effective. Most of the progress was made towards enhancing the identification of persons who may wish and apply for international protection (output 2.1) and information provision on international protection (output 2.2); improving knowledge and technical skills of case officers (output 3.1); and strengthening the capacity of the authorities to manage the new temporary reception centre (output 4.1). These were the main areas in which activities were carried

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out. Progress was limited with respect to several outputs (1.1, 1.2, 2.3, 3.2, 4.2, 5.1) due to both internal and external factors. Five out of the 17 foreseen deliverables were fully achieved (relating to outputs 1.1, 2.1, 2.2, 3.1), whilst two were delivered to a lower number of participants than foreseen (in relation to outputs 2.1 and 4.1). Notwithstanding this, **beneficiaries very positively assessed the support provided and found that it led to tangible progress**, in terms of increased capacity, alignment with the CEAS and treatment of persons in need of international protection. In this regard, the good cooperation with the EUAA and the flexibility of the Roadmap in adapting to changing conditions were the main success factors, which testified to the **appropriate format of the Roadmap as a framework for cooperation**. This was further reinforced by the combination of activities at both bilateral and regional level, which allowed a broader plethora of opportunities to be offered to beneficiaries.

Conclusions on the Roadmap's overall efficiency are difficult to draw, due to the lack of granular data on the costs of specific activities. All key parties involved in implementation (qualitatively) judged the **benefits of the Roadmap to have outweighed its costs**. Challenges were experienced primarily in relation to the **human resource capacity of the Agency**, which was below what was foreseen by the PSMM3 as the main source of dedicated support to the WB. Other affecting factors related to the limited time availability of EUAA in-house experts (though this did not hinder implementation per se). On the other hand, the Roadmap benefitted from the partner authorities' logistical support in a number of events.

The Roadmap was fully **aligned with EU policy priorities** for Kosovo. The objectives were coherent with the needs identified in the European Commission's 2021 report on Kosovo in relation to Chapter 24 of the *acquis*, while the direct support of the EUAA was seen as a guarantee of alignment with the CEAS. In turn, the Roadmap proved coherent with other interventions with similar objectives and stood out for the quality and level of detail of its activities. The needs assessment process, which allowed to tailor the Roadmap to the support provided by other actors, as well as the efforts towards information sharing on the part of the Agency, contributed to **avoiding duplication and overlap**. Nevertheless, the degree of awareness about the Roadmap and its activities varied among international actors, which partly hindered the identification and/or exploitation of potential synergies. Hence, **room for enhanced cooperation and coordination of funding emerged**, in particular with the UNHCR.

The EU added value of the Roadmap stemmed from the **support provided towards alignment with the CEAS**, meant to contribute to Kosovo's accession process. Bilateral assistance from the EUAA had multiple benefits, including access to the Agency's expertise on the CEAS, as well as to a variety of tools, experts and knowledge of different Member States' approaches. In turn, direct EU support in the area provided a concrete contribution in terms of financial and human resources, having allowed for improvements that would have otherwise taken longer to achieve.

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Table 1. Evaluation criteria by outcome

	Outcome 1	Outcome 2	Outcome 3	Outcome 4	Outcome 5
Relevance	Very good	Good	Very good	Very good	Very good
Effectiveness[27]	Fair	Good	Good	Good	Insufficient[28]
Efficiency[29]	Good	Good	Good	Good	Good
Coherence	Good	Good	Good	Good	Good
EU added value	Good	Very good	Very good	Very good	Fair[30]

5.2. Good practices and lessons learnt

The needs assessment process was accurate and allowed asylum-related needs in Kosovo to be identified. This consequently led to the drafting of a relevant and comprehensive Roadmap, which, however, was rather **ambitious considering the resources available on the side of both the Agency and the partner authorities**. This suggests that the Roadmap might have benefitted from a **longer implementation timeframe, or a reduced scope/level of ambition**. For instance, some of the outputs included in the Roadmap were conceived from the outset as goals to be achieved in the longer-term. At the same time, certain deliverables were only partially achieved, due to the lower number of beneficiaries targeted, while deliverables associated with the drafting of SOPs were achieved at a lower rate compared to other types of deliverables (e.g., completion of coaching and workshops, dissemination of practical guides), suggesting that **shorter, more straightforward activities were easier to plan in the timeframe available**.

Effective communication between the Agency and the partner authorities was key to ensuring the continued relevance and added value of the Roadmap, having allowed the Roadmap to be adapted to newly prioritised needs and requests. In this respect, the effective **coordination work of Kosovo's national contact point**, who facilitated the responsible authorities' learning process in terms of their responsibilities within the Roadmap, is to be noted as an important enabler of good cooperation.

Consulting international actors during the needs assessment had very positive effects in terms of ensuring the relevance and avoiding overlap/duplication of the Roadmap's activities from the outset. However, **building on the complementarities of different actors during implementation** potentially

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[27] The rating is based on the degree to which progress was made towards the achievement of outputs at the time of writing, coupled with judgements about the degree to which this was affected by factors outside of the control of the Agency.
[28] This is rated as insufficient because no support was provided by the Agency at the time of writing. However, the lack of support was justified because activity 5.1.1 could not be implemented due to the revision of contingency sites, while activity 5.1.2 was under preparation.
[29] Given the unavailability of granular data, no assessment of the efficiency per outcome could be made. It is considered 'good' across the board because there were some resource constraints, but the benefits achieved were found to have outweighed the costs incurred.
[30] The EU added value for outcome 5 is marked as 'fair' as no activities, i.e., no progress was made under this outcome. However, preparation for these has started and they are expected to be of EU added value.

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has an even greater value, through joining resources and areas of expertise to achieve results in a more efficient way. In this respect, information sharing and an overarching coordination of funding is crucial, which can be difficult to implement by the international actors themselves.

In order to keep track of the activities implemented, assess results achieved and remaining needs at country level, having an accurate **monitoring framework** is essential. In this respect, room for improvement has been identified in terms of the comprehensiveness and level of detail of the Roadmap-specific monitoring framework. Adding target/achieved values for all the activities – e.g., number of participants, Agency staff involved, tools/guides used and, where possible, costs – as well as information on, e.g., challenges, delays, changes in the work plan, would allow for a better overview of the status of implementation, potential priority changes, challenges and facilitating factors.

The EUAA-Kosovo Roadmap is one of the cooperation instruments of the Agency in the WB region. Since the management and implementation of the Roadmaps for cooperation with the WB countries are facilitated with support from EU funding, specifically under the PSMM3, multiple aspects related to their implementation are interrelated (i.e., human and financial resources, monitoring and reporting requirements). Moreover, shared needs exist across the WB, which in some cases, are met through regional-level activities, such as regional training sessions. For these reasons, conducting **a regional-level evaluation** covering all Roadmaps might allow the evaluation process to be streamlined, capitalising on and assessing all aspects that are monitored at regional level only. Simultaneously, it might allow changes to be addressed over time in the type and complexity of support, resource allocation, and workload, as well as provide input for programming support going towards the future.

5.3. Recommendations

Recommendation 1: Ensure better alignment between the level of ambition, scope and timeline of the Roadmap on the one hand and the EUAA's human resources and absorption capacity of the partner authorities on the other hand
Accounting for available resources and absorption capacity is important to set adequate objectives, ensuring that expected results are achieved. The Agency, with the partner authorities, could consider:

- Including fewer, higher-priority activities in the Roadmap going forward (while acknowledging that more could potentially be done should resources allow or priorities change);
- From the outset, identifying whether outputs are expected to be achieved in the short, medium, or long term (coupled with their priority level) to determine where to focus resources as needed;
- Extending the timeframe for implementation of the Roadmap to three years, to account for slower absorption rates, changes in priorities and any unforeseen factors that may delay implementation (resources allowing).

Recommendation 2: Ensure the availability of adequate EUAA human resources to implement the Roadmap
Given the challenges caused by the EUAA's limited human resources, the Agency could consider:

- Enhancing the effectiveness and efficiency of the recruitment process for EUAA staff in the WB team, to ensure that all staff members foreseen by the regional programme are hired in a timely manner;

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- If, once all foreseen positions are filled, human resources continue to be strained, the EUAA could conduct a comprehensive assessment of workload and resource allocation prior to approving any change, extension or renewal of the Roadmap. This would help ensure appropriate resource allocation and parity with similar-sized Roadmap operations in other partner third countries, following the priorities set out by the External Cooperation Strategy.

Recommendation 3: Strengthen the Roadmap's visibility and communication with other international actors on the ground

Communication with other international actors throughout the implementation of the Roadmap is key to ensuring that complementarities and synergies are exploited, in turn leading to efficiency gains for the EUAA. While national authorities are responsible for coordinating the activities of international organisations on the ground, the Agency could consider:

- Preparing updates on the implemented and upcoming activities, to be regularly shared with key international actors in Kosovo e.g., via email updates sent to a pre-set mailing list, thus allowing them to be aware of the Roadmap's implementation;
- Establishing a formal communication framework with the EUOK, which could contribute to raising awareness about the Roadmap among other international actors and vice versa;
- The EUOK could support in the planning of meetings among international actors, including the Agency. In this respect, the EUAA could suggest relevant actors to invite to such meetings, or topics for discussion.

Recommendation 4: Ensure efficient use of available human resources for capacity-building activities

A significant part of the outputs under the Roadmap included capacity-building activities, to be carried out through the hands-on support of the EUAA's experts (e.g., on-the-job coaching). Given existing constraints in this regard (i.e., limited availability of EUAA in-house experts, difficulties associated with travelling to Kosovo), the Agency could consider:

- As already done at times, combining a number of activities on the same day(s), to limit the number of required travel missions and optimising the EUAA experts' time availability;
- Strengthening collaboration with other international donors and EU Member States and associate countries, joining resources (e.g., staff for activities, logistical support) and planning activities strategically (in terms of sequencing and timing) to capitalise on potential synergies, as feasible given cost sharing arrangements;
- Offering activities that will facilitate the transmission and sustainability of the knowledge gained by the beneficiaries themselves, e.g., TtT sessions and sharing of the EUAA's practical tools and guides.

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Annex 1: Methodology and analytical models used

The evaluation applied a mixed methods approach, combining the use of existing sources of evidence with primary data collection, notably through (group) interviews.

Desk research included the Agency's monitoring data as well as other overview documents, the Roadmap document itself, relevant reports by the European Commission (notably the European Commission reports on Kosovo, accompanying the 2021, 2022 and 2023 Communications on EU Enlargement Policy), and to a lesser degree, statistics on asylum and reception, which were used as contextual background information.

The evaluation made use of evidence collected through a total of 12 interviews conducted thus far. The majority were carried out as group interviews, so a total of 15 stakeholders were consulted across all interviews, including relevant staff members from the EUAA, the partner authorities in Kosovo, international and EU+ donors in the field of asylum and migration in Kosovo, and relevant EU representatives. Key stakeholders involved in the implementation of the Roadmap (on both the EUAA's and the partner authorities' side) were consulted twice, as follow-ups were deemed relevant to have a more detailed understanding of the implementation of the Roadmap's activities, along with their views.

The primary and secondary evidence collected underwent a process of **triangulation and synthesis**, with a view to deriving robust, evidence-based answers to the evaluation questions, and formulating conclusions and lessons learnt for the future on that basis. In this respect, it is worth noting that while it was important to consider the context within which the Roadmap operated, this is an external and independent evaluation of the EUAA's support via the Roadmap, which does not make any judgements on the functioning of Kosovo.

Conclusions and lessons learnt (as well as potential recommendations following from them) will be validated after the submission of the draft report to ensure they are appropriate and workable given any contextual constraints faced by the Agency, the DCAM and/or other stakeholders.

Throughout this evaluation, Ramboll and the EUAA sought to promote a **participatory approach**, involving the partner authorities not only as informants through interviews, but also by inviting them to participate in the key meetings foreseen with the EUAA (see section 4) and maintaining an open discussion during the elaboration of conclusions and lessons learnt.

In accordance with the Agency's evaluation framework, the report underwent a review by a **Quality Review Task Force** (QRTF), including key representatives of different Agency units/sectors concerned by the evaluation as well as Kosovo's national contact point.

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Annex 2: Evaluation matrix

Operationalised questions	Indicators/descriptors	Norms/judgement criteria	Indicative sources of evidence
Relevance: To what extent was the EUAA-Kosovo Roadmap significant to the needs of the partner authorities?			
To what extent was the EUAA-Kosovo Roadmap relevant to meet the needs of the partner authorities? How well has the EUAA been able to respond to the partner authorities' needs? To what extent did the scope and intended results of the EUAA-Kosovo Roadmap remain relevant over the implementation period? If the needs changed over time, was the cooperation adapted accordingly? To what extent do the needs/problems addressed by the EUAA-Kosovo Roadmap continue to require action by the EUAA? Will the cooperation continue to be relevant in the foreseeable future? To what extent did the intended results of the EUAA-Kosovo Roadmap correspond to wider EU goals and priorities in the field of asylum?	• Intervention logic, objectives of the Roadmap; • Needs/problems the Roadmap was intended to address; • Needs of the partner authorities, including any changes over time; • Contextual factors that influenced the needs of the partner authorities (e.g., unforeseen shifts in migration patterns, organisational changes); • Adjustments made to original objectives in response to changing needs (if applicable); • Evidence/examples of the extent to which the five foreseen outcomes of the Roadmap continue to be relevant; • Stakeholders' views on the degree to which the EUAA-Kosovo Roadmap has continued to respond to their needs throughout the implementation period;	The EUAA-Kosovo Roadmap was relevant to meet the needs of the partner authorities throughout the implementation period (March 2022-February 2024) Cooperation in Kosovo was adapted in line with emerging needs (where applicable)	• EUAA-Kosovo Roadmap 2022-2024; • Needs assessments underlying the EUAA-Kosovo Roadmap 2022-2024; • Monitoring data/ Implementation plan; • Statistical data from Eurostat/local sources (where publicly available)/UNHCR; • EUAA work programmes and planning documents; • Legislative documents pertaining to relevant EU policy/international obligations; • EU 'Chapter 24' reports pertaining to Kosovo; • Academic/news articles/EU publications relating to the current situation in OP countries;

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Operationalised questions	Indicators/descriptors	Norms/judgement criteria	Indicative sources of evidence
	• Evidence/examples of ways in which cooperation in Kosovo was appropriate and sufficient to meet the needs of stakeholders; • Evidence/examples of gaps not addressed by the cooperation and explanatory factors; • Evidence/examples of the cooperation aligning with wider EUAA/EU goals and priorities.		• In-depth interviews with EUAA staff; • In-depth interviews with the partner authorities; • Interviews with EU Commission and IOM/UNHCR.
Effectiveness: To what extent have the results of the EUAA-Kosovo Roadmap been met so far? Where expectations have not been met, what factors have hindered their achievement?			
To what extent was the EUAA-Kosovo Roadmap implemented as envisaged (so far)? Were there any problems related to the implementation and application of the cooperation? If so, which ones and why? To what extent were the expected outputs achieved? If there were shortcomings, what (internal and external) factors caused these? To what extent were the expected outcomes achieved? If there were shortcomings, what (internal and external) factors caused these?	• Intervention logic and its causal links; • Expected activities, outputs and outcomes outlined in the EUAA-Kosovo Roadmap; • Degree of achievement of targets (output and outcome level) set out in the Roadmap; • Evidence/examples of achieved outcomes, including: - Implementation of asylum-related legislation in line with the CEAS and EU standards; - Strengthened access to asylum	The expected outputs and outcomes of the EUAA-Kosovo Roadmap were largely met as a result of the implemented activities Where there were shortcomings, these can be justified by factors that were outside of the EUAA's control Achieved outcomes can be attributed to the Agency's support rather than other factors	• EUAA-Kosovo Roadmap 2022-2024; • Monitoring data/Implementation plan; • Statistical data from Eurostat/local sources (where publicly available)/UNHCR (for non-EU countries); • In-depth interviews with EUAA staff and the partner authorities; • Interviews with EU Commission and IOM/UNHCR;

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Operationalised questions	Indicators/descriptors	Norms/judgement criteria	Indicative sources of evidence
To what extent has progress towards the overall aim (intended impact) of the cooperation been made? To what extent can this progress be linked to the EUAA's cooperation? Can any (unintended) social or environmental impacts be observed that are linked to the EUAA's cooperation?	procedures, including the IPSN; - Enhanced quality of the decision making; - Strengthened reception system aligned with EU and EUAA standards for reception conditions; - Enhanced preparedness for a scenario of high influx in the field of reception for asylum seekers. • Evidence/examples of achieved outputs, including: - Development/updating of operating procedures and workflows; - Establishment of local monitoring mechanisms for implementation of asylum processes/monitoring reports on asylum processes; - Increased capacity of the competent authorities to identify persons who may wish and apply for international protection; - Increased capacity of the competent		• Professional development/training statistics and tools; • Relevant documents pertaining to other interventions (e.g., at local/regional/local level, by Ios, by civil society organisations); • Relevant deliverables associated with the activities conducted.

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Operationalised questions	Indicators/descriptors	Norms/judgement criteria	Indicative sources of evidence
	authorities to identify persons with special needs; - Enhanced information provision on international protection and rights and duties of the asylum seeker/refugee; - Improved knowledge and technical skills of case officers to assess asylum claim; - Enhanced technical skills of the members of the NCR; - Enhanced capacity of the competent authorities to manage the new temporary reception centre, with specific attention to vulnerable groups; - Strengthened reception conditions and standards in the asylum centres; - Enhanced capacity of the competent authorities to efficiently and timely address high influx.		

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Operationalised questions	Indicators/descriptors	Norms/judgement criteria	Indicative sources of evidence
	• Evidence/examples of factors that explain why expected outputs and outcomes were or were not achieved; • Evidence that the implemented activities contributed to the achievement of the observed outcomes; • Evidence/examples of unintended effects of the cooperation in Kosovo, including any (positive or negative) social and environmental impacts; • Stakeholders' views on the degree to which the outcomes/outputs can be attributed to the Agency's support; • Evidence/examples of the impact of the Agency's support compared to other (external or internal) factors.		
Efficiency: Have the results of the EUAA-Kosovo Roadmap been achieved at the best relationship between resource inputs (costs, human resources, time) and outputs?			
What inputs (costs, full-time equivalents, time investments) were associated with the implementation of the EUAA-Kosovo Roadmap? How did these inputs compare to what was planned?	• Implementation costs of the cooperation in Kosovo (financial costs, full-time equivalents, time investments), compared to budget plan;	The inputs invested were sufficient to achieve the intended results The inputs invested were proportionate to the achieved results	• Cost data from EUAA and other stakeholders (where available); • EUAA-Kosovo Roadmap 2022-2024;

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Were these inputs sufficient to achieve the intended outputs/outcomes? Why or why not? Were the inputs proportionate to the outputs and outcomes achieved? Why or why not? To what extent has the governance structure of the Agency supported its ability to perform its tasks, having regard to its size, composition, organisation and work processes? Have there been any challenges to the efficient implementation of the cooperation in Kosovo? If so, which (internal or external) factors affected its efficient implementation and how did the EUAA mitigate them? Have any inefficiencies been identified? If so, how could these be addressed to increase the efficiency of the cooperation/future cooperation? How timely and efficient was the cooperation's administrative process (e.g., for reporting and monitoring)? Were there any inefficiencies	• Evidence/examples of amendments made to budgets or implementation plans and justifications for those amendments; • Outputs and outcomes generated compared to their costs; • Evidence/examples of inefficiencies in implementation and measures applied by the EUAA to avoid/mitigate challenges to the efficiency of the cooperation in Kosovo; • Comparative assessment of cost-efficiency of given activities/outputs within the EUAA-Kosovo Roadmap; • Evidence/examples of (internal and external) factors which hindered the efficiency of the cooperation in Kosovo; • Evidence/examples of simplification and cost reduction potential of the cooperation in Kosovo; • Evidence of the timeliness or lack thereof of	Where there were challenges to the efficiency of the cooperation, the EUAA made sufficient efforts to mitigate them	• EUAA work programmes and planning documents ; • Monitoring data/Implementation plan; • In-depth interviews with EUAA staff; • In-depth interviews with the partner authorities.

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Operationalised questions	Indicators/descriptors	Norms/judgement criteria	Indicative sources of evidence
associated with these processes?	administrative processes, and explanatory factors; • Costs and benefits for different groups of stakeholders.		
Coherence: To what extent was the EUAA-Kosovo Roadmap coherent with other interventions which have similar objectives? To what extent has the EUAA-Kosovo Roadmap proved complementary to others in the field? To what extent was the EUAA-Kosovo Roadmap coherent with EU policy priorities for Kosovo?			
What other interventions, implemented by the EU, the competent authorities, international organisations, or civil society organisations existed in/with Kosovo that had similar objectives to the EUAA-Kosovo Roadmap? To what extent was the EUAA cooperation in Kosovo coherent with EU policy priorities aimed to ensure the alignment of Kosovo with the EU acquis? To what extent was the EUAA cooperation in Kosovo coherent with other EU interventions that had similar intended results? Were synergies actively sought to promote the 'Team Europe' approach and were possible overlaps avoided? To what extent was the EUAA cooperation in	• Evidence/examples of other interventions implemented by the EU/ local / international/civil society organisations in the field of asylum and reception; • Evidence/examples of alignment between the EUAA's cooperation and EU policy priorities for Kosovo; • Evidence/examples of synergies or complementarity between other interventions and the Agency's cooperation in Kosovo; • Stakeholders' views on the coherence and complementarity of the interventions in Kosovo (or lack thereof); • Evidence/examples of duplication between the EUAA's cooperation and other actors'	The EUAA-Kosovo Roadmap and interventions by other actors were mutually reinforcing and/or complementary There were no inconsistencies or unnecessary duplications between the interventions Where relevant and appropriate in light of mandates, synergies were sought, and joint interventions pursued	• EUAA-Kosovo Roadmap 2022-2024; • EU 'Chapter 24' reports pertaining to Kosovo; • Monitoring data/Implementation plan; • Relevant documentation pertaining to the work of local/international /civil society organisations; • In-depth interviews with the partner authorities; • In-depth interviews with UNHCR, IOM; • In-depth interviews with EUAA staff; • In-depth interviews with the partner authorities; • In-depth interviews with EU

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Kosovo coherent with other local interventions that had similar intended results? Were synergies actively sought and possible overlaps avoided? Why or why not? To what extent was the EUAA's cooperation in Kosovo coherent with other interventions implemented by international organisations, bilateral donors or civil society organisations that had similar intended results? Were synergies actively sought and possible overlaps avoided? Why or why not?	interventions having been avoided.		and international stakeholders.
EU added value: What is the additional EU added value resulting from the EUAA's activities, compared to what could be achieved through individual EU Member States' capacity development initiatives in Montenegro?			
What has been the EU added value of the EUAA's cooperation in Kosovo compared to those of other actors (e.g., Member States supporting partner third countries, interventions by international/civil society organisations)? How does the EUAA's approach compare to those of other actors' development initiatives (i.e., demand-driven	• Evidence/examples of EU added value of the cooperation, pertaining to the relative effectiveness and efficiency of the cooperation in Kosovo compared to a hypothetical situation in which the EUAA's cooperation did not exist; • Evidence/examples of activities implemented or	The EUAA's cooperation in Kosovo added value compared to what could have been achieved by Member States or partner third countries alone	• Results from all other questions, notably pertaining to effectiveness, efficiency, coherence; • EUAA-Kosovo Roadmap 2022-2024; • Monitoring data/implementation plan; • Interviews with EUAA personnel;

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Operationalised questions	Indicators/descriptors	Norms/judgement criteria	Indicative sources of evidence
versus offer-based approaches)? Could the intended results of the cooperation have been achieved sufficiently by the Kosovo authorities acting alone? Were the intended results met more efficiently by the EUAA than they would have been met the partner authorities acting individually (larger benefits per unit cost stemming from economies of scale)? It is still valid to assume that the intended results of the cooperation can best be met by action by the EUAA? What would be the most likely consequences of stopping or withdrawing the EUAA's cooperation?	outputs/outcomes achieved by the cooperation that could not have been achieved (to the same extent or at the same speed) by the partner authorities acting alone; • Evidence of the EUAA's products (training modules, guidance documents, practical tools, …) being of added value to the partner authorities; • Stakeholders' views on what would have happened without the Agency's support; • Evidence/examples of likely consequences of the EUAA's cooperation being stopped; • Evidence/examples of mechanisms or safeguards put in place by the partner authorities to ensure the sustainability of the cooperation should it be discontinued.		• In-depth interviews with EUAA staff and the partner authorities; • In-depth interviews with EU and international stakeholders.

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Annex 3: Intervention logic

Needs/problems	Expected objectives
Need for support in drafting international protection's framework secondary legislation and internal guidelines	Contributing to the strengthening of the asylum-related legislation, institutions and systems, in line with the CEAS and EU standards
Need to develop asylum monitoring tools and support in data analysis	Contributing to effective asylum procedures
Capacity building for first contact officials and case officers	Contributing to an effective reception system
Need for more detailed asylum procedure information to applicants	
Shortage of human resources and difficulties of the authorities to provide services in asylum centres	

Result impact

Enhance the protection space for asylum seekers and refugees in Kosovo in line with the CEAS and EU Member States' practices

Result outcomes

Outcome 1: Asylum-related legislation implemented in line with the CEAS and EU Standards

Outcome 2: Strengthened access to asylum procedures, including the IPSN

Outcome 3: Enhanced quality of the decision making

Outcome 4: Strengthened reception system aligned with EU and EUAA standards for reception conditions

Outcome 5: Enhanced preparedness for a scenario of high influx in the field of reception for asylum seekers

Result outputs

1.1 Efficiency and standardisation of procedures is increased

1.2 National monitoring mechanisms for implementation of asylum processes piloted

2.1 Enhanced identification of persons who may wish and apply for international protection in line with the CEAS

2.2 Enhanced information provision on international protection and rights and duties of asylum seekers/refugees

2.3 Preconditions for developing right compliant age assessment process are accomplished

3.1 Improved knowledge and technical skills of case officers to assess asylum claim

3.2 Improved knowledge and technical skills of the members of the NCR

4.1 Enhanced capacity of national authorities to manage the new temporary reception centre with specific attention to vulnerable groups

4.2 Strengthened reception system aligned with EU and EUAA standards for reception conditions

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5.1 Enhanced preparedness for a scenario of high influx in the field of reception for asylum seekers

Activities

1.1.1: Work on developing baselines, SOPs/workflows related to asylum legislation implementation through provision of expert(s) support

1.1.2: Provision of the EUAA's qualitative information related to the asylum and/or reception procedures through qualitative information exchange mechanism

1.2.1: Expert(s) mission to enhance the national monitoring mechanisms of the asylum processes in coordination with the DCAM

1.2.2: Support the DCAM to pilot collection and analysis of statistics and additional data collection, in line with agreed monitoring framework

1.2.3: Organisation of field or online study visit to exchange practices on monitoring of asylum processes

2.1.1: Update on SOP on access to procedure

2.1.2: On-the-job coaching on registration and dissemination of the EUAA's practical guide on registration

2.1.3: Workshop(s) and/or on-the-job coaching on IPSN

2.2.1: Workshop on access to asylum procedure toolkit and roundtable on its adaptation to Kosovo's context

2.2.2: Workshop(s) on information provision

2.2.3: Development and dissemination of information material for the access to procedure phase (including possibly integration policies information).

2.3.1: Assess current practice and legal framework related to child right compliant age assessment

2.3.2: Prepare a proposal/guidance on age assessment procedures for discussions among key stakeholders

3.1.1: On-the-job coaching on technical skills (interview, evidence assessment, decision writing, decision assessment, use of COI) using the EUAA's practical tools and guides

3.1.2: Study visit/shadowing to EU Member States with the aim of increasing technical skills (interview, evidence assessment, decision writing, decision assessment, use of COI)

3.2.1: Workshop/s in the field of international protection

4.1.1: Support national authorities in developing and implementing the SOP for the new reception center including information provision, identification of vulnerable group and allocation mechanism of applicants

4.1.2: On-the-job coaching on Identification and case management of vulnerable groups (in line with the EUAA's practical guidance on reception conditions for children)

4.1.3: Study visit/shadowing to EU Member States on management of the centre, identification, referral

4.2.1: Translation and piloting of the EUAA's ARC tool

4.2.2: Support the DCAM with site design of dedicated accommodation for UAMs in Magure

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5.1.1: EUAA's comment on site planning and site development for Belvedere

5.1.2: Testing and simulation exercise of the updated national contingency plan (including incorporation within the anticipated regional contingency plan)

Inputs

Financial resources – IPA funds, EUAA's own resources

Human resources – time invested by roadmap coordinator and supporting staff from the Agency

External factors

Effects of regional initiatives implemented by the EUAA; effects of initiatives implemented by other actors (e.g., UNHCR, IOM); COVID-19 pandemic; situation on the ground; humanitarian crises and migration trends

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