

**BORDER SURVEILLANCE CAPACITY BETWEEN TURKEY AND THE EU –
PHASE II PROJECT**

Final Evaluation

December 2020

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Contents

List of Abbreviations	5
Executive Summary.....	6
Introduction	12
Description of the intervention	13
Project design and logical framework.....	17
Project change strategies.....	19
Project resources	21
Evaluation scope and objectives.....	22
Evaluation approach and methods.....	24
Key informant interviews.....	25
Sampling frame and sampling.....	25
Data collection	25
Document review.....	27
Data analysis	27
Credibility	28
Limitations	28
Ethics.....	28
Background information on the evaluator	28
Findings	29
Relevance.....	32
Effectiveness	36
Sustainability.....	40
Efficiency.....	42
Crosscutting issues.....	44
Conclusions	44
Recommendations	45
Lessons learned.....	46

Annex 1: Terms of Reference.....	48
Annex 2: Evaluation matrix.....	65
Annex 3: List of individuals or groups interviewed.....	75
Annex 4: Question guides	76
Annex 5: Supporting documents reviewed.....	78
Annex 6: Learning Objectives.....	79
Annex 7: Project Logical Framework.....	80
Table 1 Summary of Findings Against the DAC criteria	8
Table 2 Project Outcomes and Outputs as Described in the Project Document.....	13
Table 3 Key outputs achieved under components 1 & 2	29
Table 4 Key outcomes	31

List of Abbreviations

ADDIE	Analysis, Design, Development, Implementation and Evaluation
CAR	Comparative Assessment Report
CCC	Common Core Curriculum (CCC)
CPD	Country Programme Document
EC	European Commission
EDOK	The Training and Doctrine Command
EGT	Expert Group on Training
EU	European Union
IBM	Integrated Border Management
IPA II	Pre-accession Assistance
LFC	Land Forces Command
LMS	Learning Management System
MoI	Ministry of Interior
PSC	Project Steering Committee
SDG	Sustainable Development Goals
STE	Short Term Expert
SMART	Specific, measurable, achievable, realistic, timely
TAT	Technical Assistance Team
TCDEG	Training Capacity Development Expert Group
ToC	Theory of Change
UNDCS	United Nations Development Cooperation Strategy
UNDP	United Nations Development Programme

Executive Summary

Introduction

The United Nations Development Programme (UNDP) has commissioned a final evaluation for Border Surveillance Capacity between Turkey and the EU - Phase II Project (project number 00096326). The evaluation objective is to assess the expected results and specific objectives achieved against those stated in the Description of Action of the Project and identify lessons learned relevant to planning, preparation and implementation phases of a possible subsequent project. The primary end-users of this evaluation are the UNDP Project staff, Land Forces Command (LFC), Ministry of Interior (MoI) and the Project Steering Committee (PSC).

Description of the intervention

Accession Partnership for Turkey Document adopted by the Council of the European Union (EU), under the Chapter 24: Justice, Freedom and Security, refers to strengthening and enhancing the judicial and administrative capacity of all law enforcement institutions with their status and functioning aligned with European standards, and inter-agency cooperation. Accordingly, the Government of the Republic of Turkey is implementing a National Programme for the Adaptation of the EU Acquis and a National Action Plan for EU Accession (2016-2019). Under Chapter 24 border management is a high priority area, and the Government is undertaking a reform programme to decrease irregular migration through an effective Integrated Border Management (IBM) system. As part of its country programme, UNDP (2016-2020) aims to strengthen IBM, through the “Border Surveillance Capacity between Turkey and the EU - Phase II” The overall objective of the Action is:

“to contribute to the prevention of irregular migration, human trafficking, cross-border crimes, and smuggling and ensure further development and implementation of border management and standards in line with EU’s Integrated Border Management (IBM) policies and strategies”.

The Specific objective of the Project is “to support border security and surveillance through increasing individual capacity of relevant border units (professional personnel of Land Forces Command)”.

The Action contributes to:

UNDCS OUTCOME: 2.1 By 2020, central and local administrations and other actors more effectively protect and promote human rights, and adopt transparent, accountable, pluralistic and gender sensitive governance systems, with the full participation of civil society, including the most vulnerable; and

CPD OUTPUT: 2.1.6 Capacities, structures and means enhanced for secure borders and integrated border management.

The Action consists of two components. The **specific strategy for component 1 - Enhancing Individual Capacity through Face-to-Face Trainings** - was delivery of face-to-face trainings between November-December 2019., and related to IBM and migrant human rights.

The **specific strategy for component 2 - Enhancing Individual Capacity through Distance Learning Trainings** – entailed developing and piloting distance learning materials based on a Feasibility Report in Phase 1¹ and content used in component 1. The distance learning modules are delivered through a Learning Management System (LMS) via Karanet, the Intranet infrastructure used within the LFC units.

Purpose and objectives of the evaluation

As identified in the ToR, the evaluation has the following specific objectives:

1. To measure to what extent the project has contributed to solve the needs identified in the design phase.
2. To measure project's degree of implementation, efficiency and quality delivered on expected results (outputs) and specific objectives (outcomes), against what was originally planned or subsequently.
3. To measure the project contribution to the objectives set in the Country Program Document (CPD) of UNDP and United Nations Development Cooperation Strategy (UNDCS), as well as relevant sections of Institution Building and Other Works section of the National Action Plan for EU Accession (2016-2019) under Chapter 24: Justice, Freedom and Security" of Accession Partnership Document for Turkey.
4. To generate substantive evidence-based knowledge by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability) and to support the sustainability of the project or some of its components.

The primary end-users of this evaluation are UNDP Project staff, LFC, MoI and the PSC. The primary evaluation users want to understand the effectiveness and efficiency of the Action in meeting its outcomes and lessons learned to inform scaling up or replication or further phases of the project. The end-users also want to learn any methodological lessons learned that could be useful to apply in future evaluations undertaken within the security sector.

Evaluation approach and method

The evaluation was based on qualitative interviews and document reviews. Due to COVID-19 interviews were conducted via Zoom. Interviews were recorded, with permission, and when conducted in English, were professionally transcribed. In interviews where an interpreter was used,

¹ Feasibility Report (Final Version- V2.40), February 2019

extensive notes were taken with the evaluator reverting to the recording to clarify notes where required. In addition, six people who participated in the face-to-face training provided written responses to short answer questions. Contribution analysis was used to determine the likely contribution and strength of the evidence in relation to the Action’s outcomes.

Principle findings, conclusions and recommendations

The project achieved all its outputs. Activities were designed in a systematic and logical fashion with a stepped, evidence-based approach to the design of the learning materials. The learning materials and delivery modes are relevant and designed to promote the effective deep learning needed for sustained learning. Entry/exit tests of the face-to-face training were positive, demonstrating a 43%² increase in individual knowledge. The project has increased the capacity of the Training and Doctrine Command (EDOK) to create new, interactive learning materials, and upgraded the infrastructure and equipment to enable delivery of the training to the border units via distance learning.

The pathways through which individual and institutional capacity were built developed relevant evidenced-based materials based on EU IBM principles, while recognising the context of Turkey’s border management and needs of the audience. Using distance learning and supporting LFC in terms of procurement of equipment and capacity building for EDOK staff in developing materials provides confidence the outputs are sustainable and can be upgraded as required.

The Project Logical Framework, however was not developed using results-based management principles. Outputs and outcomes indicators for example, are sometimes used incorrectly. Additionally, the same numeric indicators (# of staff trained) used for outputs was used for outcome level change. Similarly, other outcome indicators are ambiguous and not relevant to expected change (e.g., in knowledge, attitudes, practice) the Action is trying influence. Gender and other crosscutting issues were implicit and explicit throughout the Project’s approach and training materials but not defined in the Project Logical Framework.

Table 1 Summary of Findings Against the DAC criteria

Relevance	Effectiveness	Sustainability	Efficiency	Crosscutting issues
The Action is relevant to national, EU and UNDP priorities. Materials	Planned outputs were accomplished. Training materials are of high quality and available	The beneficiary’s motivation and the relevance of the Action help	Resources have been used efficiently with only minor delays and budget	Issues of gender and human rights are embedded into the training materials and project

² Face to Face Trainings Report, 2020

developed are highly relevant to needs to LFC. evidence indicates they should be effective in creating new knowledge. The author does not possess conclusive evidence however, to claim the Action has effectively achieved the development outcome. ensure sustainability. The capacity building activities and infrastructure support help ensure sustainability. The international covenants Turkey is party to help provide the normative framework for sustaining results. reallocations. Progress and financial reports were provided in a timely manner. Distance learning provides an efficient way to deliver training to LFC professional staff. approach. There are no performance indicators however, related to gender equality.



Code: Red (not on track), yellow (no clear picture), green (on track)

Recommendations

1. UNDP should build on its work and continue to support constructive, capacity building training that supports the development of effective and efficient IBM. Important in this work, is evaluating the outcomes of the distance learning packages.
2. Future project designs should include an evaluator or implementation scientist to facilitate the participatory development of a ToC (the recommendation to include an evaluator in the Project design was also made in the Phase 1 evaluation)³. This will also help the team check its assumptions about the underlying theory of how the Action will “work” to create change and enable the development of realistic, effective and relevant indicators that can be monitored. A ToC could also help develop deeper insights into how the Action can contribute to gender equality, human rights and higher-level objectives.
3. Future projects should consider scaling up the distance learning (based on a needs assessment) as well as blended trainings and introduce simulator and other modern training technologies for law enforcement agencies. This will also support inter-agency learning and further increase efficiency of resources.

³ Evaluation Report (Phase 1, 2019)

4. Current learning objectives as expressed in the Training Strategy document⁴ (also refer to Annex 6) are relatively vague and do not clearly spell out knowledge and cognitive dimensions of learning making evaluation and measurement against learning objectives problematic (this may be addressed in individual modules). Its recommended to be in line with best practice more specific indicators are developed (e.g., remember, understand, apply, analyse and create).⁵
5. In designing future border capacity building initiatives, UNDP needs to engage constructively with gender mainstreaming and work with a gender specialist to undertake a Gender analysis and develop SMART gender sensitive indicators that can be monitored. Proposed actions in the Project Gender Profile should be considered in any future phase.
6. Providing independent evaluators access to trainees and migrants apprehended at the borders is not realistic due to national security concerns. UNDP could however, support LFC develop its own specific indicators to gauge behavioral change in trainees and report on results periodically.
7. UNDP should leverage the work undertaken in Phases 1 and 2 to develop Standard Operating Procedures to embed change into practice and engage in deeper policy discussion to achieve EU goals, norms and standards in IBM. This will also assist in contributing to broader security governance objectives.
8. In a third Phase, appointment of more female officers for LFC operational needs could be included, possibly starting at the western borders with results disseminated to other borders.

Lessons learned

1. The systematic, evidence-led approach contributed to effective and efficient implementation and development of relevant distance and face-to-face learning modules.
2. A clearly defined monitoring and evaluation framework could assist the LFC in monitoring the desired training outcomes. Agreed output and outcome indicators need to be monitored, reviewed and refined as project staff and stakeholders learn what indicators are most suitable to measure, how and by whom. Including an evaluator or implementation scientist and a gender expert in the design phase could help facilitate the development of well-designed and evaluable project.

⁴ Distance learning strategy, 2019

⁵ <https://www.celt.iastate.edu/teaching/effective-teaching-practices/revised-blooms-taxonomy/>

3. Key stakeholder commitment, and particularly within security, is critical. In this evaluation the high level of co-operation within such a setting was a result of the excellent relationships that the UNDP project staff have established with LFC and that the project is grounded in the needs and desires of the LFC.
4. Including measures of change (e.g., IBM and migrant human rights related knowledge, relevance/ satisfaction with training, positive attitudes towards desired [new] practices and self-rated confidence/ self-efficacy in being able to implement the desired practices} could help develop a better understanding of the extent to which program outputs and outcomes contribute to higher-level impacts, and relevant CD output(s) and UNDACS outcome(s). Such measures could be included in the Project Logframe. If desired and realistic, the extent to which desired practices are applied at work could be monitored by the LFC.
5. Given COVID-19 made face-to-face meetings impossible, the online interview strategy proved to be very effective.

Introduction

The United Nations Development Programme (UNDP) has commissioned a final evaluation Border Surveillance Capacity between Turkey and the EU - Phase II Project (project number 00096326) commenced on the 21.12.2018 and ended on 21 December 2020. The evaluation objective is to assess the expected results and specific objectives achieved against those stated in the Description of Action of the Project and identify the lessons learned relevant to planning, preparation and implementation phases of a possible subsequent project.

The primary end-users of this evaluation are the UNDP Project staff, Land Forces Command (LFC), Ministry of Interior (MoI) and the Project Steering Committee (PSC). The intended primary users of the evaluation want to understand from the perspective of an independent evaluator, the effectiveness and efficiency of the Action in meeting its outcomes and lessons learned to inform scaling up or replication of the project as well as to inform future phases of the Action under evaluation and methodological lessons learned in undertaking evaluations within the security sector.

The more specific objectives of the evaluation are:

1. To measure to what extent the project has contributed to solve the needs identified in the design phase.
2. To measure project's degree of implementation, efficiency and quality delivered on expected results (outputs) and specific objectives (outcomes), against what was originally planned or subsequently officially revised.
3. To measure the project contribution to the objectives set in the Country Program Document (CPD) of UNDP and United Nations Development Cooperation Strategy (UNDCS), as well as relevant sections of "Institution Building and Reform" under "Chapter 24: Justice, Freedom and Security" of Accession Partnership for Turkey Document.
4. To generate substantive evidence-based knowledge by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability) and to support the sustainability of the project or some of its components

The overall objective of the Project is to contribute to the prevention of irregular migration, human trafficking, cross-border crimes, and smuggling and ensure further development and implementation of border management and standards in line with EU's Integrated Border Management (IBM) policies and strategies. The specific Project objective is to support border security and surveillance through increasing individual capacity of relevant border units (professional personnel of LFC).

The Project outcomes and outputs as described in the Project Document are contained in Table 1 below.

Table 2 Project Outcomes and Outputs as Described in the Project Document

Outcomes

1. Program Steering Committee in place and is headed by Director General on Border Management.
2. Updated concepts and approaches that govern IBM in the EU
3. Institutional capacity of LFC enhanced by the introduction of specific/specialised training modalities such as use of distance learning for border units
4. Number of professional staff of LFC trained on procedural requirements of border surveillance and control and rights of migrants, combatting human trafficking
5. Professional staff at LFC headquarters and field trained through distance learning on advanced level two modules in regard with procedural requirements of border surveillance and control, rights of migrants and combatting human trafficking

Outputs

1. Establishment of Expert Group on Training (EGT)
2. Number of professional staff of LFC trained face-to-face on border surveillance and control procedures and migrants' rights
3. Establishment of Training Capacity Development Expert Group (TCDEG)
4. Conducting of study visits and developing a comparative assessment on the training capacities and practices of professional staff of border units in selected EU countries
5. Assessment of the needs of LFC in distance learning training
6. Number of professional staff at LFC headquarters and field trained through distance learning trainings on advanced level two modules

The remainder of the report describes the intervention, then outlines the evaluation methods before describing the findings, recommendations and lessons learned. Evaluation findings are presented under the OECD-DAC evaluation criteria of relevance, effectiveness, efficiency, sustainability and crosscutting issues.

Description of the intervention

Accession Partnership for Turkey Document adopted by the Council of the European Union (EU), under the Chapter 24: Justice, Freedom and Security, refers to strengthening and enhancing the judicial and administrative capacity of all law enforcement institutions with their status and functioning aligned with European standards, and inter-agency cooperation. The Instrument for Pre-accession Assistance (IPA II) Indicative Strategy Paper for Turkey includes as an action “capacity building to combat cross-border crimes and manage borders in an effective and sustainable manner, focusing on efficient use of equipment, risk analysis, information exchange and integrated border management practices, complemented by upgraded software and hardware”.

Accordingly, the Government of the Republic of Turkey is implementing a National Programme for the Adoption of the EU Acquis and a National Action Plan for EU Accession (2016-2019). Turkey is a transit country for irregular migration and thus, under Chapter 24, border management is a high priority area. The Government therefore is undertaking a reform programme to decrease irregular migration through an effective Integrated Border Management (IBM) system. As part of its country programme, UNDP (2016-2020) aims to strengthen IBM, and as described in Output 2.1.6 Capacities, structures and means enhanced for secure borders and integrated border management. Within UNDP, the “Border Surveillance Capacity between Turkey and the EU - Phase II” project aims to contribute to this output. The overall objective of the Action is:

“to contribute to the prevention of irregular migration, human trafficking, cross-border crimes, and smuggling and ensure further development and implementation of border management and standards in line with EU’s Integrated Border Management (IBM) policies and strategies”.

The Specific objective of the Project is “to support border security and surveillance through increasing individual capacity of relevant border units (professional personnel of Land Forces Command)”.

The specific objective of the Action is to support border security and surveillance through increasing individual capacity of relevant border units (professional personnel of LFC).

The Action contributes to:

UNDCS OUTCOME: 2.1 By 2020, central and local administrations and other actors more effectively protect and promote human rights, and adopt transparent, accountable, pluralistic and gender sensitive governance systems, with the full participation of civil society, including the most vulnerable; and

CPD OUTPUT: 2.1.6 Capacities, structures and means enhanced for secure borders and integrated border management.

The project contributes to the Accession Partnership for Turkey Document adopted by the Council of the European Union (EU), under Chapter 24 which explicitly refers to the following priorities i) to strengthen and enhance the judicial and administrative capacity of all law enforcement institutions and align their status and functioning with European standards, including through developing inter-agency cooperation; ii) to implement the National Action Plan on Asylum and Migration in line with international standards; and iii) to implement the National Action Plan on IBM including through the definition of a precise road map and take steps to establish the new border law enforcement authority. An established action which the project contributes to is “capacity building to combat cross-border crimes and manage borders in an effective and sustainable manner, focusing on efficient use

of equipment, risk analysis, information exchange and integrated border management practices, complemented by upgraded software and hardware”.

The project is relevant to Regulation (No 231/2014) establishing the Instrument for Pre-accession Assistance (IPA II) that refers to EU financial assistance to support capacity-building measures that improve law enforcement and integrated border management, including Turkey’s adaptation of required legislation. The project also contributes to the Government of Turkey’s National Programme for the Adoption of the EU Acquis and the National Action Plan for EU Accession (2016-2019). Both the 10th National Development Plan and the 11th National Development Plan recognise the importance of increasing border security capacity and IBM. The Action is also consistent with the principles set out in Turkish Law No. 6458 on Foreigners and International Protection, Turkish Criminal Code No. 5237, other national legislation on LFC and international legislation (Universal Declaration of Human Rights, European Convention on Human Rights, Geneva Convention of 1951).

The project under evaluation seeks to respond to the above needs in border management. It does this through training aimed at the identified needs of LFC to adopt tools for modern border surveillance and increase individual capacity of professional border staff. Findings of the Feasibility Report in Phase 1, recommended developing distance learning training modules to be delivered to 100 professional staff and face-to-face trainings delivered to 200 professional staff (currently LFC staff) on duty or likely to be assigned to border security related duties.⁶ The project relates to other completed projects (i.e., Increasing Border Surveillance Capacity of Borders Between Turkey and Greece – Phase I and Socioeconomic Development through Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey Phase II). These projects included procurement of technical equipment and training programs.

Under border management in Turkey, the following are the relevant institutions:

- According to the Turkish law, the overall supervision of Border Management is exercised by the **Ministry of Interior (Mol)**. The Mol performs these functions through the Deputy Governors assigned by the Governors.
- The **Turkish LFC** is responsible for border surveillance activities on land borders and delivers the criminals seized at the borders to law enforcement units (Police/ Gendarmerie).

⁶ Feasibility Report (Final Version- V2.40), February 2019

- The **Turkish Coast Guard Command** is responsible for surveillance activities on blue borders and delivers the criminals seized at the borders to law enforcement units (Police/Gendarmerie).
- The **Turkish National Police** executes border checks at border crossing points (BCPs) and
- The **Ministry of Trade** is responsible for controls on vehicles and goods at border crossing points.

For this Action the specific target group is the professional personnel of LFC on duty in HQ, at Bulgarian Borders or likely to be assigned to border security related duties. The Action is informed by a comparative review and analysis of the modern training tools on border surveillance and a needs assessment conducted under Phase I. The LFC made available their facilities, physical infrastructure, human resources, expertise and expertise while UNDP provided programmatic contribution, and operational support.

The Action is composed of 2 components:

Component 1 –Enhancing Individual Capacity through Face-to-Face Trainings

The activities under Component 1 focussed on review and update of the face-to-face training modules on IBM, Border Surveillance and Human Rights procedures and practices regarding irregular migration based on international law and practices. In addition, delivery of tailor-made training programme for 200 professional staff of border units working on the procedures and practices regarding irregular migration, human trafficking, cross-border crimes, smuggling and border management and the EU's IBM policies and strategies was envisaged.

Component 2 – Enhancing Individual Capacity through Distance Learning Trainings

The specific objective of this component is to support border security and surveillance through increasing individual capacity of relevant border units (professional personnel of LFC) by use of distance learning.

Component 2 builds on lessons learned in Phase I in which it was recognised the short term-assignment of the LFC personnel in border units and execution of operations in remote areas made in-person continuous in-service training impractical⁷.

⁷ Border Surveillance Capacity between Turkey and the EU - Phase II, Project Document

An EGT was re-established to support development of training materials and included local and international experts. In addition, a TCDEG was established to support Technical Assistance Team (TAT) to support Component.²

The Action at hand, is also aligned with the recently completed “Socioeconomic Development through Demining and Increasing the Border Surveillance Capacity at the Eastern Borders of Turkey Phase I and II”.

Project design and logical framework

The logical framework for the Action establishes a logical hierarchy of how the Action and its expected outcomes will be reached and how outputs and outcomes can be verified. The logical framework is based on the following assumptions: Government of Turkey and LFC remain committed to the EU accession process and to adopt IBM; ownership of the Project Beneficiaries is ensured; the target number of participants will be reached. The logframe specifies the strategies (or activities) through which the Action intends to achieve its expected outputs and results. The identified strategies or activities are: Re-establishing the EGT; Review and update the tailor-made training materials; Delivery of tailor-made training modules; Establishing TCDEG; Study visits and development of Comparative Assessment Report (CAR); Assessing the distance learning training needs of LFC Border Units professional staff; Developing training strategy for distance learning trainings and operation of the technical infrastructure for distance learning in LFC premises.⁸

The logical framework provides a clear link between the strategies/activities and outputs, that is, the tangible products and services the Action will deliver. The link between the outputs and the outcome (to support border security and surveillance through increasing individual and institutional capacity of relevant border units (professional personnel of LFC), is through the change strategies of training individuals, and enabling LFC to create and develop innovative training materials, including those that can be delivered by distance. The outcome indicators however, relate mainly to number of persons trained which on its own, is not an outcome (result) indicator and does not clearly define what the training is supposed to change (e.g., knowledge, skills, attitudes). More specific outcome indicators related to the desired change, for example, level of change expected within each of the modules, or skills LFC will learn or feel more confident in, would provide more specific outcome indicators.

Developing well-articulated outcomes helps select an intervention intentionally, as compared to a project that begins by planning its interventions and then stipulating what it hopes to achieve. In

⁸ Border Surveillance Capacity between Turkey and the EU - Phase II, Project Document

educational initiatives, designing curricula and resources based on the desired skills, knowledge and attitudes the initiative hopes to develop allows evaluators to assess the extent to which the initiative achieved these. Training (face-to-face and distance learning), is the primary strategy through which the Action expects to contribute the desired outcome and impact. To mitigate the potential risks associated with the capacity required to host and maintain an online learning management system, the TCDEG consisted of short-term experts (STE) with relevant experience and qualifications in developing the necessary infrastructure and pedagogy to support distance learning. A comprehensive training strategy was also developed providing a systematic plan to maximise opportunities for the delivery of the trainings to effective.

To further mitigate the potential capacity risks training was also provided to three staff from EDOK in innovative technologies for developing distance learning materials. The use of distance learning helps mitigate frequent staff turnover when delivering trainings to border units. There is limited consideration in the project document however, of the potential benefits or threats to learning in face-to-face or distance learning environments or what (if any), change is needed at the organisational level to embed individual learning into routines, rules, procedures, and infrastructures.

Key UNDP and EU priorities such as gender, human rights, marginalized groups, the Sustainable Development agenda of leaving no one behind and other crosscutting issues are outlined in the Project Document. These aspects of the evaluation were evaluated based on the interviews and project documents and a Gender Profile of the Project.⁹ A more specific consideration in the design phase however, as to how the Action will address key crosscutting issues can help ensure cross-cutting issues are systematically integrated and monitored at each stage of the project cycle.

Related to the logical framework, there is no clearly articulated Theory of Change (ToC). Theories of Change are increasingly used by UNDP and other UN agencies to describe how desired change is expected to occur and outlines the main elements for that change. A ToC seeks to identify how different factors could interact in relation to the change and what the underlying assumptions and risks are. In essence, a ToC presents a working hypothesis of how an intervention will “work” in what context and is subject to verification during and after implementation.

A strength of the Action however, is beneficiaries of the Action were consulted, at the start and throughout the design and implementation of the Action, thus even not if made explicit, the underlying casual assumptions are likely to be grounded in local realities and focused on salient issues.

⁹ Gender Profile of the Project

Causality however is often dependent on several assumptions and can be limited by certain influences so these two elements should also be articulated in a ToC. A clearly articulated ToC identifies underlying assumptions, causal linkages between different variables that may determine the expected change, and the inputs and outputs and external factors that may influence progress and opportunities by an Action. A well-developed ToC also enables hypothesis testing to gain deeper insights into how certain actions contribute to certain outcomes, under what conditions.

Project change strategies

The **specific strategy for component 1 - Enhancing Individual Capacity through Face-to-Face Trainings** - was the delivery of face-to-face trainings in Kırklareli, Edirne and Antalya between November-December 2019.

The **specific strategy for component 2 - Enhancing Individual Capacity through Distance Learning Trainings** – is outlined in the distance learning training strategy. The distance learning training strategy was developed in the light of consultation meetings, field visits and desk research reports, Comparative Assessment Report and the Assessment Report. The ADDIE (Analysis, Design, Development, Implementation and Evaluation) instructional design was used to guide module development. The modules are based on principles of adult learning¹⁰ and delivered via e-learning, defined in the strategy as learning utilizing electronic technologies to access educational curriculum outside of face-to-face modes. The distance -learning modules are delivered through a Learning Management System (LMS) via Karanet, the Intranet infrastructure used within the LFC units.

The LMS allows newly assigned LFC staff to complete modules within a planned period. It also allows officers already serving at the borders, to refresh and/or update their existing knowledge. Thus, the purpose of the modules is two-fold 1) to be embedded in basic border training; and 2) provide opportunities for continuous in-service training. The distant leaning modules for example, can be accessed on-demand, enabling border security officers to review content as needed and search for specific topics. Two study visits were included to support Component 2 to learn from distance learning capabilities of EU Member States, with countries selected by the TAT in consultation with MoI and LFC and based on predetermined criteria.¹¹ The study visits were to Croatia, Slovenia and Spain¹² and

¹⁰ Collins, J. (2004). Education techniques for lifelong learning: principles of adult learning. *Radiographics*, 24(5), 1483-9.

¹¹ CRITERIA FOR SELECTION OF THE EU MEMBER STATES FOR VISITS

¹² Initially planned for Austria & Slovenia. But changed due to unavailability of Austrian authorities in the targeted period of the visit; the place of study visit was rearranged with the agreement of Project Beneficiaries as Croatia & Slovenia. Portugal was included in the visit to & Spain but was not conducted as Portugal's distance learning was not fully in place authorities suggested to host Delegation once their distance learning is fully in place.

resulted in a Comparative Assessment Report (CAR). In addition, observations and lessons learned from the study visits conducted to France and Hungary under Phase-I project were reflected to the CAR, as well as a desk research focusing on the distance learning systems for border professionals existing in Romania, the Netherlands and Germany.

The CAR and the distance learning assessment report informed the design of Component 2. The institutional needs of LFC in supporting distance learning training were also assessed including target groups, thematic topics to be included and the technical infrastructure required to support the ongoing delivery of the distance learning materials. Component 2 also included increasing EDOK capacity to enable sustainability of the distance learning system via on-the-job training. The project also quickly adapted to the context of COVID-19 by developing an on-line module related to COVID-19.

When trainees begin the modules, they start with a knowledge-based pre-test which provides a basis for topic relevance and appropriateness for adult learners.¹³ The modules also include opportunities for formative assessment¹⁴ allowing trainees to monitor learning and receive feedback on learning. Summative assessment¹⁵ evaluates trainee learning against pre-set criteria in final post-tests, that can be compared with the pre-test results. The distance learning training strategy includes learning objectives, related to knowledge and actions, and addresses some of the omissions in the logical framework. Additionally, the strategy provides a sound rationale for the teaching methods, as well as the functional and visual design of the distance learning platform and hardware and software needs, identifying the need to procure services for 3D animation film production and training of three LFC personnel on video shooting and editing, with the project procuring the necessary equipment.

The face-to-face and distance learning curriculum content was agreed with the LFC and relates to IBM and Migrant Rights. The learning modules were informed by the face-to-face trainings delivered under the Phase -I Project, and in line with the actual needs and expectations of the target group about

¹³ Collins, J. (2004). Education techniques for lifelong learning: principles of adult learning. *Radiographics*, 24(5), 1483-9.

¹⁴ **Formative assessment** refers to a wide variety of methods use to conduct in-process evaluations of learners' comprehension, learning needs, and the progress during a module, lesson, unit, or course. Formative assessments help teachers identify concepts that learners/students are struggling to understand, skills they are having difficulty acquiring, or [learning standards](#) they have not yet achieved so that adjustments can be made to lessons, instructional techniques, and [training support](#). The general goal of formative assessment is to collect detailed information that can be used to improve instruction and student learning *while it's happening*. What makes an assessment "formative" is not the design of a test, technique, or self-evaluation, per se, but the way it is used—i.e., to inform in-process teaching and learning modifications.

¹⁵ **Summative assessment** is used to evaluate student learning progress and achievement at the conclusion of a specific instructional period—usually at the end of a module, project, unit, course, semester or program. Formative assessment is dedicated **for learning**, while summative assessments are **of learning**.

border security as outlined in the Needs Assessment Report. The distance learning training strategy states gender equality and inclusive language will be used in all the outputs and will include examples of best practices in the apprehension of women and children migrants and how their special needs (sanitary, health, security etc.) can be addressed.

Phase I and Phase II training modules include the role of FRONTEX as the flagship for IBM in the EU, and risk assessment methodologies. Training modules also include information related to EU legislation and policy documents including Regulation (EU) 2016/1624 on the European Border and Coast Guard, Regulation (EC) No 562/2006 establishing a Community Code on the Rules Governing the Movement of Persons across Borders (Schengen Borders Code), EU Schengen Catalogue on External Borders Control Return and Readmission, Guidelines for IBM in European Commission External Cooperation. Both Phase I and Phase II training modules also include cross-cutting subjects such as border surveillance, fundamental rights of humans especially migrants, international protection and combatting human trafficking. An additional module on COVID-19 was also developed.

In relation to the evaluation's parameters, the evaluation focussed on the underlying pedagogical principles and standard content provided in IBM training as documented in the Face-to-Face Trainings Report and the distance learning training strategy and triangulated with Forex and in-depth, semi-structured interviews with stakeholders and brief written responses from face-to-face training participants (N = 6).

Project resources

The total resources allocated to the Action were 1,120,000.00 EUR. The budget covered the costs of the TAT, STEs, office running costs for the TAT and project activities, including enhancing LFC infrastructure to host the LMS. Procurement also included equipment to produce innovative, interactive and engaging materials necessary for distant learning. Budget and resource allocation seem to have been appropriate with all planned activities completed in an effective manner, with only minor revisions to timing of deliverables and minor budget revisions between budget lines (approved).¹⁶

¹⁶ Notification Letter No. 1 for the extension of due date of the Inception Report, Notification Letter No.2 for the revisions in the Budget and activities as in the Inception Report; Notification Letter No.3 to omit the limitation with regards to number of TCDG, Notification Letters No.4

Challenges and opportunities

A potential challenge identified in the Project Document was an increase in irregular migration and cross-border crime which could have affected availability of trainees, but this did not occur. An assumption was stakeholders would remain engaged and motivated to contribute to the Action, this assumption has been supported by close alignment with national and stakeholder priorities as well as continuous communication and consultation.

An unidentified challenge was the global COVID-19 pandemic. As a consequence, a no-cost six-month extension was requested and approved. COVID-19 also contributed to some changes being made in the ways in which some of the distant learning materials were developed but these changes should not affect learning outcomes. The COVID-19 pandemic however presents an opportunity to demonstrate the distance learning techniques that can be used to promote learning outcomes and a module on COVID-19 was also developed. While digital transformation of learning materials is not novel, it can maximise opportunities for flexibility, interactivity, self-pacing and building technical competence. The Action also created several opportunities for sharing and learning between EU countries through study visits and inviting international trainers to face-to-face trainings.

Evaluation scope and objectives

This evaluation examines the components, specific objectives (outcomes), expected results (outputs), activities and inputs as detailed in the project document(s) and associated modifications made during implementation, from the start date to December 2020. Under Component 2, the needs assessment, study visits, CAR, distance learning training strategy and design and build of the distance learning materials are completed and have been piloted.

As identified in the ToR, the evaluation has the following specific objectives:

1. To measure to what extent the project has contributed to solve the needs identified in the design phase.
2. To measure project's degree of implementation, efficiency and quality delivered on expected results (outputs) and specific objectives (outcomes), against what was originally planned or subsequently.
3. To measure the project contribution to the objectives set in the Country Program Document (CPD) of UNDP and United Nations Development Cooperation Strategy (UNDCS), as well as relevant sections of Institution Building and Other Works section of the National Action Plan for EU Accession (2016-2019) under Chapter 24: Justice, Freedom and Security" of Accession Partnership Document for Turkey.
4. To generate substantive evidence-based knowledge by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and

international level (replicability) and to support the sustainability of the project or some of its components.

The evaluation commenced with an evaluability analysis undertaken in the inception phase of this evaluation. The evaluability analysis was undertaken based on the following criteria:

- the quality of the project purpose (objective),
- the quality of expected outcomes and outputs
- availability of baseline or monitoring data
- feasibility of attribution
- accessibility to stakeholders

The evaluability analysis indicated there was adequate material to qualitatively undertake the evaluation and qualitatively address the evaluation questions. The logical framework outlined in the Project Document provides indicators that can be achieved as a direct result of the Action's activities. The evaluation qualitatively assessed the potential contribution of the Action to the relevant CPD output and UNDCS outcome.

As outlined in the ToR, the evaluation uses the standard OECD-DAC evaluation criteria, easily related to the logframe structure. These are relevance which mainly concerns the coherence between the project and donor and national objectives. Effectiveness concerns the extent to which the purpose of the project has been achieved. Efficiency concerns how well activities deliver outputs. Sustainability refers to the ability of a project to maintain the production of outputs after the withdrawal of donor support.

Within this evaluation more specifically, the parameters of the OECD-DAC evaluation criteria are:¹⁷

Relevance:

The extent to which the objectives of this intervention are consistent with the needs and interest of the people, the needs of the country and EU and international norms.

Effectiveness:

The extent to which Project objectives were achieved or how likely they are to be achieved.

Efficiency:

The extent to which the resources/inputs (funds, time, human resources, etc.) were turned into results and the results have been delivered with the least costly way possible.

¹⁷ Terms of Reference

Sustainability:

To what extent the project's positive actions are likely to continue after the end of the project. The evaluation included an analysis of crosscutting issues especially gender based on the UNDP definition of gender mainstreaming.

Crosscutting issues:

To what extent has the project contributed to the advancement and the progress in women's empowerment as well as mainstreaming gender equality. The evaluation included an analysis of crosscutting issues across all of the evaluation's domains.

Evaluation approach and methods

The conceptual framework for evaluating the educative interventions were based on the pedagogical approaches outlined in the updated Common Core Curriculum (CCC) framework. The updated CCC provides a common standard for European border guard training.¹⁸ The evaluation also draws on theories and principles of adult learning.

Based on the evaluability analysis, the main focus is Project inputs, activities and outputs (if and how project outputs were delivered and if direct results occurred) and outcomes. It will include an examination of relevance and continued linkage with outcome in the Project logframe, as well as the other OECD DAC criteria of effectiveness, efficiency, and sustainability.

Three sources of primary data and information were used (for evaluation questions refer to evaluation matrix Annex 2):

- Key informant interviews;
- Review of project documents and other key documents such as training materials, minutes of meetings, progress and other reports
- Pre- and post-training results.

The logical framework allowed a review of the objectives to understand how means and ends were expected to be achieved. As noted earlier, the logical framework does not specifically articulate how the proposed activities will contribute to higher level outcomes or organisational factors that need to be present to embed learnings from Components 1 and 2 into practice.

¹⁸ Common Core Curriculum, EU Border Guard Basic Training, ©2007 Frontex. CCC – EU Border Guard Basic Training

Key informant interviews

Sampling frame and sampling

The sampling frame included purposively identified staff from:

- UNDP Turkey Ankara
- Ministry of Interior Ankara
- Land Forces Command Ankara
- CFCU Ankara
- Delegation of the EU to Turkey Ankara

Sampling was purposive and based on people UNDP identifies as interview rich respondents in relation to the evaluation questions.¹⁹ Representativeness was not the goal, rather the evaluator sought an in-depth and detailed understanding of the Action. The sample size (refer to Annex 3) was determined with UNDP and reached thematic saturation, where no new thematic information was gathered from participants.

Initial contacts with potential participants were made by UNDP. Potential participants were informed about what to expect in terms of length of time, purpose of the evaluation, why they had been selected and the evaluator. Participants were informed that they could refuse to answer questions or could withdraw from the study at any time, including during the interview itself.

Participants were informed in writing and verbally that audio recording was used for data collection but they could decline to be audio recorded. Only one participant requested not to be recorded. Both male and female participants were included in the sample.²⁰ Additionally, the evaluator received written responses to short-answer questions from six face-to-face training participants (N = 6). Short-answer questions were determined to be the most appropriate method to obtain some feedback from training participants as in-depth face-to-face interviews were not possible due to sensitive nature of working in the security sector.

Data collection

The data collection method was in-depth, semi-structured interviews using Zoom. Semi-structured in-depth interviews are commonly used in evaluation.²¹ This method consists of a dialogue between

¹⁹ Patton, M. (2015). *Qualitative research & evaluation methods: integrating theory and practice* (Fourth edition.). SAGE Publications, Inc.

²⁰ Questions adapted from "Gender-Based Analysis: A Guide for Policy-Making" prepared by Status of Women Canada (1998).

²¹ Patton, M. (2015). *Qualitative research & evaluation methods: integrating theory and practice* (Fourth edition.). SAGE Publications, Inc

evaluator and participant, guided by a flexible interview protocol, complemented by follow-up questions, probes and comments. Semi-structured interviews were selected because the method allows the evaluator to collect open-ended data, and explore participant thoughts, observations, and beliefs about an intervention. Prompts allowed people to continue talking and allowed the evaluator to elicit the details needed to address the evaluation questions and allowed the evaluator to other data sources or validate findings through member checking (respondent feedback about research results).

A question guide was used with the sequencing and wording of the questions modified by the evaluator to best fit the interviewee and interview context. The interview guide included a short list of “guiding” questions with follow-up and probing questions dependent on the interviewee’s responses. Interviews started with a context-setting question before moving to more in-depth questions. Data collection and analysis occurred simultaneously. Where required, UNDP provided an interpreter familiar with the context.

Interviews aimed to understand how participants perceived the training (its goals, objectives, teaching methods and how they expect (or have observed) the training to lead to increasing individual and institutional capacity in line with EU’s IBM policies and strategies. Six participants who had received the face-to-face training provided written responses to short questions on the training.

Questions included prompts related to institutional structures that enable (or otherwise) embedding distance learning into the system to support continuous learning. Contribution analysis was used to infer (potential) causality in relation to expected outcomes and overall.²²

Audio recording allowed the evaluator to concentrate on the interview and build rapport rather than being distracted with extensive note taking. Zoom was selected because 1) the interviews will be conducted from Australia; 2) the evaluator has access to Zoom; 3) Zoom allows for high-quality recording.

After each interview, the evaluator reflected on both the process and the content of the interview and making notes about what was learned from the data and to improve the quality of subsequent interviews.

²² Mayne, J. (2008) Contribution Analysis: An approach to exploring cause and effect, ILAC methodological brief, available at https://web.archive.org/web/20150226022328/http://www.cgilarilac.org/files/ILAC_Brief16_Contribution_Analysis_0.pdf

Document review

The document review was used to chart the purpose of the Action, any changes and reported outputs and outcomes (intended or unintended). Refer to Annex 4.

Data analysis

The data analysis strategy followed the same approach for the interviews and the desk review. The evaluator modified the data collection procedures and questions as the evaluation proceeded and maintained reflective memos throughout the data collection process. The general process for analysing and interpreting the data was based on looking for patterns, identifying instances of agreement and divergent views based on the evaluation responses²³

Analysis of evidence of gender mainstreaming was sought and included the extent to which gender expertise was part of the information and consultation inputs into Project formulation; how Project documents considered the potentially differential impact on men and women; how documentation reflected a gender mainstreaming approach.

The desk review included a review of risks and assumptions and pre/post training analysis of face-to-face training. Analysis included the extent to which the project considered UNDP's Social and Environmental Standards (SES) and mainstreamed social and environmental sustainability into the Project.

As is common in the development sector, assigning attribution to outcomes and higher-level outcomes and impacts was challenging. Especially for higher level outcomes there can be numerous intervening variables between the programme inputs and observed changes. For example, supporting border security and surveillance and preventing irregular migration, human trafficking, cross-border crimes are influenced by many factors both internal and external to border control. As such contribution analysis was used to address the extent to which it was reasonable to conclude the Action made a difference. This analysis was based on the logical framework, analysis of project documents and interviews and linking these to theory (e.g., pedagogical and behaviour change theories) and evaluating the extent to which the evidence was strong and logical where it was weak.

²³ Braun, V. & Clarke, V. (2006). Using thematic analysis in psychology. *Qualitative Research in Psychology*, 3, 77-101

Credibility

Data triangulation through multiple sources of data and analysis and cross-checking will help to ensure credibility.

Limitations

The COVID-19 pandemic meant the evaluation was undertaken from Australia and using Zoom interviews. Further, unlike most projects and evaluations in the development sector, this project and evaluation was undertaken within the security sector which means for security reasons, access to participants and materials were limited.

Only primary beneficiaries including project staff and UNDP staff were interviewed and six participants of the face-to-face training provided written responses to short answer questions. Interviews were based on self-reports by project staff and partners of their activities and may be subject to positive response bias with interviewees wanting to present the project in the most positive light. Self-report is retrospective and therefore reliant on the memories of the respondents which may or may not be totally reliable. The effects of these limitations were at least in part reduced by using triangulation, corroborating responses and the validity of responses by seeking information from other stakeholders and the document review.

The evaluation was also limited by limited availability of quantitative information, although the qualitative interviews provided rich data to enable an in-depth understanding of the questions under investigation. Contribution to the UNDACS OUTCOME: 2.1 and CPD OUTPUT: 2.1.6 and the SDGs, were qualitatively evaluated

Ethics

Potential participants were informed about what to expect in terms of length of time, purpose of the evaluation. Participants were informed they could refuse to answer questions or could withdraw, from the interview at any time. The evaluator sought permission to audio record interviews. Interviews conducted in English were professionally transcribed verbatim. Audio recordings and transcripts are stored on a password protected hard drive and will be destroyed once the evaluation report has been accepted. The evaluation also adhered to the UNEG, 'Ethical Guidelines for Evaluation', June 2008. Available at <http://www.uneval.org/search/index.jsp?q=ethical+guidelines>.

Background information on the evaluator

The evaluator is an active member of the Australasian Evaluation Society and has undertaken numerous evaluations either as an independent consultant or as part of a larger team. She has a PhD in International Health and a Post-graduate Certificate in Higher Education.

Findings

The evaluation findings are organised under the evaluation questions. Before proceeding however, Table 2 outlines the key outputs and outcomes that have been achieved under components 1 and 2. These outputs are consistent with the Project Document and have been delivered within the specified timeframe of the overall Action with minor variations and consistent with in agreed changes.²⁴

Table 1 Key Outputs Achieved Under Components 1 and 2

Component 1: Enhancing Individual Capacity through Face-to-Face Trainings



Code: Red (not on track), yellow (no clear picture), green (on track)

All planned outputs were achieved

Op 1. Re-establishment of the expert group on trainings

Op 2. Reviewed/Updated Training Materials

Op 3. 8 x 3 days trainings + Training Reports. This output was recently introduced with Notification Letter no.6 which was approved on 27 November 2020

The output indicators were: EGT on face-to-face trainings; Reviewed/Updated Training materials; 8x3-day trainings/ number of professional staff of LFC trained face-to-face (N = 208) on border surveillance and control procedures and migrants' rights; Training Reports.

Component 2: Enhancing individual capacity through distance learning



Code: Red (not on track), yellow (no clear picture), green (on track)

All planned outputs were achieved:

Op 4. Establishing a Training and Capacity Development Expert Group (TCDEG)

Op 5. Study visit Findings Report + Comparative Assessment Report

Op 6. Training Assessment Report

²⁴ Notification letter3; Notification letter 4

Op 7. Training strategy for distance learning trainings

Op 8. Tailor-made Distance Learning Training Materials, training films

Op. 9 Piloting of the Distance Learning Training Materials

The output indicators were: expert group on training capacity development of LFC; Rules and procedures on the work of TCDEG, Study visit finding reports, Comparative Assessment Report; Training Assessment Report; Training Strategy and training films; Conducting of study visits and developing a comparative assessment on the training capacities and practices of professional staff of border units in selected EU countries; Assessment of the needs of LFC in distance learning training; Number of professional staff (N = 103) at LFC headquarters and field trained through distance learning trainings on advanced level two modules.

Table 3 outlines the outcomes and key indicators as outlined in the Project Document. As indicated in Table 3, the outcomes relate primarily to activities or outputs rather than outcomes or results. While not explicit, implicit in the Project Document or outcome indicators, the underlying assumption is the outcome (written as an objective) will be achieved via two main mechanisms: 1) improving the capacity of LFC staff to border security and surveillance in line with EU's IBM policies and strategies; and 2) provision facilities/of equipment and technologies to create distance learning materials that can be delivered by the EDOK.


Both the face-to face and the distance learning materials are relevant to the outcome and the training materials designed to promote deep learning and engagement with the materials. Appropriate STEs developed and facilitated trainings, experienced experts, enhancing credibility. The qualitative interviews, written responses from participants (n = 6) and entry/exit tests (face-to-face training) and comments provided following the pilot indicate the training has contributed to increasing officers' self-awareness and procedural knowledge. The entry/exit tests (n = 203) for the face-to-face training for example demonstrated a 43%²⁵ increase in knowledge.

The evaluation concludes the training was relevant to practice and therefore should be transferable and contribute to increasing individual knowledge of EU IBM concepts, processes and migrants' human rights. For some participants, however, aspects of the training were too simple, mainly due to the more complex situation officers face on the Turkish border compared to EU country borders. It

²⁵ Face to Face Trainings Report, 2020

may also be these were more experienced participants. In addition to building individual capacity the project has also increased the capacity of the EDOK to create new, interactive learning materials, including videos and upgraded the infrastructure and equipment to enable delivery of the training to the border units via distance learning. Evidence of ability to transfer these skills to practice came from the interviews. Overall, therefore, through the pathways of individual and institutional capacity building, the project has contributed to building functional capacities in border security and surveillance.

Table 2 Key outcomes

Expected outcomes and indicators	Project contribution to outcomes
<p>The project outcome as specified in the Project Document is:</p> <p>To support border security and surveillance through increasing individual and institutional capacity of relevant border units (professional personnel of LFC).</p>	<div style="display: flex; align-items: center;">  </div> <p>Code: Red (not achieved), yellow (no clear picture), green (achieved)</p> <p>The contribution pathways were through developing relevant evidenced-based training materials based on EU IBM principles, migrant human rights and pedagogical best practices. The training materials recognised the context of Turkey’s border management and were tailored to an understanding of the audience. The concepts introduced in the modules introduce, reinforce or extend existing knowledge related to best IBM practices and migrant human rights and should be transferrable. In face-to-face training, participants also stated learning from each other through discussing their experiences, challenges and knowledge and identifying models of IBM applicable in the context of Turkey. Participants also mentioned the training helped increase awareness on the rights of migrants, international protection and combatting human trafficking.</p> <p>The CAR and the use of international and national STE also contributed to an exchange of good practices among participants and how these could be contextualised for the different Turkish borders. Project activities also contributed to building institutional capacity of the LFC to host and develop innovative distance learning materials.</p> <p>The outputs are of high quality and available evidence indicates they should be effective in creating new knowledge. There is inconclusive evidence however, to claim the Action has effectively achieved the development outcome.</p>

The CPD OUTPUT (2.1.6) is:



Capacities, structures and means enhanced for secure borders and integrated border management

Code: Red (not achieved), yellow (no clear picture), green (achieved)

The changes in knowledge gained through the trainings and the expected sustainability and use of the distance learning materials has the potential to enhance improve security performance in relation to securing borders and IBM and normative component of IBM such as human rights. However, the author does not possess the conclusive evidence to make that claim. Therefore, there is no clear picture emerging at CPD output level.

The UNDCS outcome (2.1) is



By 2020, central and local administrations and other actors more effectively protect and promote human rights, and adopt transparent, accountable, pluralistic and gender sensitive governance systems, with the full participation of civil society, including the most vulnerable.

Code: Red (not achieved), yellow (no clear picture), green (achieved)

The UNDCS was prepared in 2015, when it was assumed an IBM strategy relevant to UNDCS outcome (2.1), would be in place alongside an IBM Action Plan. However, development of the strategy has been delayed making contribution analysis problematic. Further, while important, the project's primary focus on building functional capacity, can only complement other initiatives. Realistic interim outcomes would enable contribution analysis of this broader governance outcome. The training delivered in this project for example can potentially contribute to gender sensitive apprehension and treatment of irregular and informal migrants crossing green borders and maintenance of their human rights.

Relevant UNDCS outcome indicator:

Level of implementation of Integrated Border Management (IBM) Strategy

Relevance

To what extent was the design and strategy of the development intervention relevant to national priorities (including linkage to CPD, UNDCS, EU, international norms)?

The Action is relevant to national priorities outlined in the Government of Turkey's in National Programme for the Adoption of the EU Acquis and the National Action Plan for EU Accession (2016-2019). The Action is relevant to the 10th and 11th National Development Plans which recognise the importance of increasing border security capacity and IBM. The Action is consistent with the principles set out in Turkish Law No. 6458 on Foreigners and International Protection, Turkish Criminal Code No.

5237, other national legislation on LFC and international treaties Turkey is signatory to, such as the Universal Declaration of Human Rights. The project is relevant to Regulation (No 231/2014) establishing Instrument for Pre-accession Assistance (IPA II) that refers to EU financial assistance to support capacity-building measures to support IBM. The project is also relevant to EU interest in stemming irregular migration and asylum flows.

While not explicit, the underlying project theory of the design and strategies used in the Action is if LFC professional staff are provided training in IBM and Migrant Rights based on the Common Core Curriculum (CCC) for European border guard training the capacity of LFC professional staff will be strengthened. Through this training (and the ability to refresh and continually update training via distant learning) LFC professional staff will be able to more effectively protect and promote the human rights of irregular and illegal migrants, and ensure gender sensitivity (relevant to CPD OUTPUT: 2.1.6; and UNDCS OUTCOME: 2.1) and the leave no one behind agenda. As above at the UNDCS was prepared in 2015, it was expected an IBM strategy relevant to UNDCS outcome (2.1), would be available but the strategy development has been delayed. More specifically however, the Action contributes to the CPD OUTPUT: 2.1.6 by developing individual and institutional capacities and structures for border security consistent with IBM, and EU principals – critical for Turkey's accession to the EU.

Developed by FRONTEX Agency (EU Border and Coast Guard Agency) under Article 36(5) of FRONTEX Regulation, EU Member States have to integrate CCC into their national curricula.²⁶ Drawing on the FRONTEX curriculum therefore is relevant to moving closer to harmonization with EU requirements and procedures for IBM. A limitation of the Action however, is it does not address the necessary legislative changes also required for IBM consistent with EU regulations on external border control and a shift towards civilian border management structure. The project strategy is nevertheless fundamentally relevant and can contribute towards greater border management harmonization with EU countries and is relevant to the EU which seeks to support reforms in the field of integrated border management, including institutional capacity building. Component 2 also allows for continuous professional development and refresher training in the curriculum.

How much and in what ways did the project contribute to solve the needs and problems identified in the design phase?

²⁶ European Parliament Regulation, 2016

The overarching issue to be addressed in the Project Document is the prevention of irregular migration, human trafficking, cross-border crimes, and smuggling and further development and implementation of border management and standards in line with EU's IBM policies and strategies. The more specific issue to be addressed is increasing individual capacity of relevant border units (professional personnel of LFC) to further enhance border security and surveillance. Continuous capacity building through training can help combat cross-border crimes and manage borders in an effective manner and can support LFC to adopt the necessary tools for modern border surveillance and increase the individual capacity of professional border staff. Building individual capacity can also complement other activities being undertaken to ensure greater harmonisation and cross-border cooperation with for example Greece and Bulgaria.

The feasibility report (Phase I), analysis of the training needs and subsequent Training Strategy as well as the CAR and drawing on the CCC ensures training is relevant for IBM, risk assessment and migrant rights and should assist trainees ensuring illegal migrants/ smugglers are appropriately apprehended and delivered to the relevant authorities. The distant learning assessment for example identified the need for personnel on the front-line to have further training. The needs analysis also identified personnel taking the distance learning modules are expected to be specialized sergeants or higher rank officers. Newly assigned staff will also be expected to take the training. The needs analysis therefore helped to define the target group(s)' characteristics and existing knowledge, needs, likely motivation and potential constraints to learning to ensure the learning design was relevant for the target group(s), including certificate and achievement awards as incentives. The needs analysis also revealed the different contexts of different land borders and therefore the need for common topics for all borders as well as border specific topics to ensure relevance.

The analysis of needs also ensured relevant technical equipment (software and hardware tools and equipment) was procured to development and implement the distance training strategy. LFC personnel have also been trained in relevant learning design skills for distance learning including production of short films with 3D animations and video shooting and editing.

The decision to develop asynchronous, distance learning training materials and modern technologies to support learning is relevant given LFC personnel frequently move to different areas and the logistics of bringing LFC personnel together for face-to-face training. In the context of the COVID-19 pandemic, distance education also allows training to continue in a COVID safe environment. The array of technologies available for distance learning environment however are considerable and it can be challenging to determine the most appropriate tools for purpose.

The recruitment of STEs with expertise in learning technology was important in identifying the most relevant tools to exploit the benefits of new technologies. Distance learning training not only increases potential reach of the training, but the information technologies used can provide trainees experiences and problem-solving tasks they are likely to face in their work, making the training relevant and meaningful for trainees. Participants interviewed as part of this evaluation held positive attitudes towards both the face-to-face training and the distance learning packages. The six trainees of the face-to-face training also stated the training was relevant to their specific needs. Nevertheless, based on interviews, and the documentation review, it is plausible to conclude the training materials are highly relevant to the work of the LFC border guards and developing individual capacity of relevant border units.

To what extent was this project designed, implemented, monitored, and evaluated as rights based and gender sensitive?

The extent which the project was designed, implemented and monitored as rights based and gender sensitive is limited. There is no specific outcome, output or activity addressing gender although the Project Document states gender will be included in all project activities including in the training materials. A Gender Profile of the Project outlines ways in which gender can be incorporated into the project.²⁷ The main ways in which gender and rights have been mainstreamed into the Action are through the face-to-face and distant learning materials (which cover issues such as special procedures for women migrants' body search and how male officers should approach female illegal immigrants. In this way, the training materials remain consistent with UNDP's (and the EU's) normative framework and implementation. The Gender Profile also makes comments how in the future it may be possible to improve border areas so that they are more appropriate for male and female staff.

Gender objectives are integrated into apprehension policies and human trafficking, but there are limited indicators or measures of how trainings are producing changes in knowledge, attitudes and practices. Ideally a more detailed monitoring and evaluation framework and support to LFC could assist LFC incorporate this it into their own procedures. A challenge which UNDP recognises, is there are no female LFC border professionals and the trainings have almost exclusively reached male staff. Human rights are integral to IBM and an important component of the training. Combatting people smuggling is also important given human smuggling is grave violation of human rights.

²⁷ Gender Profile of the Project

To what extent does the project create synergy/linkages with other projects and interventions in the country?

The Project does not seem to specifically link with other projects and interventions being implemented in Turkey but complements previous EU Grants which aimed to strengthen capacity of the same target group. In particular trainings on fundamentals of IBM conducted to 100 staff of LFC (Y 2015, Phase I); trainings on Risk Analysis in IBM conducted to 250 staff of LFC (Y 2017-Demining Phase II) and 517 professional staff of LFC at border regions on procedural requirements of border surveillance and control and rights of migrants, combatting human trafficking (Y2018 – Phase I). As mentioned, the Action is also relevant to several national strategies and plans including the 10th and 11th National Development Plans; Regulation (No 231/2014) establishing Instrument for Pre-accession Assistance (IPA II).

Effectiveness

To what extent did the project contribute to attainment of the development outputs and outcomes initially expected/ stipulated in the project document?

The Action made a significant contribution to the achievement of all the planned outputs as stipulated in the Project Document and Logical Framework (e.g., PSC was established, professional staff at LFC were trained on procedural requirements of border surveillance and control and rights of migrants, combatting human trafficking). The capacity also exists for further development of distance learning materials, including 3D animations and the necessary infrastructure is in place to support ongoing delivery of learning).

The decision to shift, based on the Feasibility Report in Phase 1²⁸, from face-to-face to a distant learning environment, provides opportunities for individuals to learn at their own pace and time or during scheduled times. This allows for both basic border training for newly assigned staff, and continuous in-service professional development. The learning materials and use of interactive tools such as 3D animations, should enable reflection of the real-world context in which the LFC border units work, and promote deep learning. Learning materials are contextually-relevant to workplace practice and include, for example, appropriate procedures related to issues such as smuggling and managing wounded and fatally injured people, with such scenarios filmed in a sequential and realistic manner, likely to support learning.

²⁸ Feasibility Report (Final Version- V2.40), February 2019

The pre- and post-training results of the face-to-face training, and answers to the short answer questions (N = 6) indicate the training is effective in reinforcing existing knowledge or increasing knowledge. The pre-post-tests (N = 203) of the face-to-face training revealed an increase from an average of correct answers of 4.21 out of nine questions to 6.02, or a relative improvement of 43%, which was statistically significant ($p = 0.00$).²⁹ It is not possible within the scope of this evaluation however, to determine the extent to which new knowledge has, or will be, retained or transferred to practice. Some evidence comes from a field study mission in the Greek Border (Edirne) in Phase 1, in which informal conversations with LFC officers (N = 10) indicated retention of knowledge and understanding of the training they had received.³⁰

On balance, given the pre/post-tests results, the relevance and high quality of the learning material, related to real-world issues LFC officers experience it is plausible to conclude the learning materials are likely to be effective in creating new knowledge. While somewhat inconclusive in this evaluation, evidence indicates where the training relates to authentic and personally meaningful situations, trainees engage in deep learning and develop confidence in their ability to transfer learning to the workplace, making new knowledge usable for future real work problems and situations.^{31,32} Evaluating the Action's effectiveness in attaining the development outcome however, has been challenging. The challenge in part, is because the expected results or effects of the outputs, are not well formulated. This is important because analysis of effectiveness involves considering the relative importance of results.

The intended outcome (to support border security and surveillance through increasing individual and institutional capacity of relevant border units [professional personnel of LFC]), is an objective, rather than an immediate effect or result, of the Action's outputs. That is, the outcome does not indicate the expected change in either institutional or individual knowledge, behaviour, attitudes or other capacities. Additionally, output and outcome indicators are sometimes used incorrectly. The same numeric indicators (# of staff trained) for example are listed as both an output and an outcome level indicator, whereas the outcome should be the expected effect of the outputs on individual and institutional capacity in terms of supporting (improved) border security and surveillance. Some outcome indicators are ambiguous (e.g., Updated concepts and approaches that govern IBM in the

²⁹ Face to Face Trainings Report, 2020

³⁰ Report on field study on the effects of basic level trainings (Phase 1)

³¹ Singley, M. K., & Anderson, J. R. (1989). The transfer of cognitive skill. Cambridge, Mass: Harvard University Press

³² Perkins, D. N. (1988). Teaching for transfer. *Educational Leadership*, 46(1), 22–32.

EU) or not relevant indicators of expected change (e.g., in knowledge, attitudes, practice). Refer to Annex 5 for the Project Logical Framework.

The learning objectives outlined in the distance learning training strategy are also somewhat narrow. Four out of the six learning objectives for example, relate to knowledge, and only two to action or application of learning. Yet to be effective in supporting (improved) border security and surveillance, learning needs to create not only new knowledge, but also positive attitudes towards the desired practices and confidence within participants that they can enact the desired practices (e.g., apprehending female irregular migrants while maintaining their human rights) in an enabling environment. As above there is some evidence to indicate new knowledge has been created in individual trainees, but insufficient evidence to demonstrate other more immediate effects that could contribute to attainment of the development outcome such as positive attitudes towards the desired practices or that the work environment enables participants to feel able to implement new knowledge.

Aspects of an enabling environment could include an IBM Strategy and Action Plan, the development of which is delayed, standard operating procedures aligned with the IBM and migrants human rights training modules and incentives for implementing learning. Incentives may include positive outcomes (e.g., recognition, professional/personal satisfaction/feedback and support from a superior). Thus, while the changes in knowledge gained through the trainings have the potential to have the effect of supporting border security and surveillance through increasing individual and institutional capacity of professional LFC personnel of LFC), the author does not possess the conclusive evidence to state the Action has been effective in achieving this outcome level objective or the CPD OUTPUT 2.1.6.

What are the key factors contributing to project success or underachievement? How might this be improved in the future?

Key factors contributing to achieving planned outputs are the expertise of the TAT, the PSC, the TCDEG and the EGT and the motivation and commitment of all partners, evident in the interviews and the strong trust relationships developed in Phase 1, that the Action built on. Another key factor is training was developed with the LFC based on an understanding of the target group(s) current knowledge, gaps, previous education and likely learning styles, time constraints and theories and principles of adult learning.³³ The systematic, logically sequenced, adequately resourced and evidence-based

³³ Distance learning strategy, 2019

learning modules were based on best IBM, risk assessment and migrant human rights perspectives and used a pedagogical approach to support effective adult learning. Including an evaluator or implementation scientist in the design phase could help facilitate the development of well-designed concrete outcomes and outcome indicators clearly differentiated from output level indicators.

While COVID-19 was unexpected it did not have a substantial negative impact on the Project achieving all its outputs, partly because of the particular phase of the Action whereby development of the distance learning materials was in progress and effective workarounds were devised for the design of some of the learning design components that could not be conducted in a COVID safe manner, which should not negatively affect the quality of the learning materials or learning outcomes (e.g. animation instead of outdoor video shoots).

Have any good practices, success stories, lessons learned, or transferable examples been identified?

While slightly delayed in contracting, starting and implementation of activities were timely. Based on lessons learned in Phase 1, Phase 2 included developing distance learning materials helping to address the frequent rotation of LFC border guards and materials developed based on sound pedagogical principles. The stepped and evidence-based approach to developing the learning materials, based on a thorough understanding of the characteristics of intended trainees is also commendable, progressing from needs assessment, CAR to strategy to curriculum development based on local, regional and global knowledge. The need for continuous professional development for border guards afforded by the distance learning materials remain a priority for Turkey and the EU and once piloted and evaluated, the distance learning materials should be able to be tailored and scaled up for other sectors of border management within Turkey. The use of distance learning has become particularly pertinent in the context of COVID-19. The Project was also able to adapt to the context posed by the global pandemic and develop a COVID-19 module.

To what extent has the project contributed to the advancement and the progress of EU Accession agenda, UNDCS, CPD and SDGs?

To what extent has the project contributed to well-being/ human rights of vulnerable groups, including irregular migrants, trafficked individuals, women and girls and contributed to effective combat of human trafficking and smuggling? Did the project effectively contribute to leave no one behind agenda?

Understanding the extent to which the Action contributes to macro-level objectives articulated in the EU Accession agenda, UNDCS, CPD and SDGs is challenging, in part because of the limitations outlined above in relation to the logical framework and lack of a ToC. The stage of Phase II also makes it

challenging to assess contribution as to date the face-to-face training has trained 200 people but the only evidence of change is documented in the training report which relies on pre- and post-mostly knowledge-based testing and does not provide an indicator of sustainability or whether new knowledge has become embedded in practice -a necessary change if the Action is to contribute to the higher-level macro-objectives. As the training is relevant to work practices however, trainees are likely to be highly motivated and it is reasonable to assume that some of the knowledge gained will be transferred to practice.

Implicit and explicit in the training materials are the promotion of human rights and the promotion of gender sensitive border management systems. The post training monitoring and evaluation in Phase 1 suggests a key learning for participants relates to the human rights and gender sensitive processes and should contribute to protecting the rights of irregular migrants and people subjected to human trafficking and the leave no one behind agenda. It was beyond the scope of the evaluation however to evaluate the extent to which the Action has contributed to the well-being and the human rights of vulnerable groups, including irregular migrants, trafficked individuals, women and girls or how it has contributed to effective combat of human trafficking and smuggling. This is partly due to the relatively low number of LFC border guards who have received the training to date, but the distance learning modules have the capacity to reach many more, especially if scaled up to include non-LFC border staff. This, however, was beyond the scope of the current Project.

Did Covid-19 measures have a positive or negative effect on the achievement of project results?

Covid-19 measures necessitated a six-month no-cost extension but otherwise did not have a major impact on the Action. The distant learning modules were already integral to Component 2 and allowed the development of a module related to COVID-19. The distance learning modules are not only suitable for the LFC border guards given their frequent rotation but also highly appropriate for ongoing learning in a COVID-19 environment within which it is likely most countries will be working in at least until the end of 2021 based on current reports.

Sustainability

To what extent have project decision making bodies/ implementing partners undertaken the necessary decisions and course of actions to ensure sustainability of the effects of the project? What is the risk the level of stakeholder ownership will be insufficient to allow for the project outcomes/benefits to be sustained?

The continuous participation of project beneficiaries in the Action was mentioned multiple times in interviews and should contribute to sustainability of the activities. The decision to develop distance

learning modules and the support provided to the LFC in terms of procurement of equipment and capacity building for training centre staff provides reasonable confidence the outputs are sustainable and can be upgraded as required. Three professional staff at EDOK for example, have been trained in video shooting and editing. In case of staff rotation, trained LFC personnel can train new staff before leaving their duty to support sustainability. The transfer of technical know-how has also prepared the LFC for ongoing improvement and development of new materials after the Project closure. The LFC infrastructure has been strengthened to support remote training centres to access the training content.

The Project partners and beneficiary's motivation and the relevance of the Action to the needs of the LFC contributes to sustainability. The need for trainees to complete the trainings and receive their certificates through Kara Ağrı, with a quiz to evaluate their knowledge also supports sustainability. A question remains however, on the efficacy of the Action's outputs and outcomes of having the desired sustainable learning outcomes and learning being embedded into institutional practice. Currently, it is too early to evaluate the extent which the face-to-face and distance learning mechanisms will contribute to changed practices and the extent to which partners ensure the training modules remain relevant and effective. Nevertheless, the decision to develop distance learning modules and support provided to the LFC in terms of procurement of equipment and capacity building for EDOK staff provides reasonable confidence the outputs are sustainable and can be upgraded as required.

Are the legal frameworks, policies and governance structures and processes in place for sustaining project benefits?

Within the context of a project to support IBM in line with EU policies and principles sustainability must also be understood in terms of EU accession and meeting international conventions, norms and standards. This relates to the extent to which the operational environment enables the principles and practices articulated in the training to be embedded interinstitutional practice. The capacity building interventions have created awareness which in turn can create behavioural change and skills improvement through supportive institutional practices and legal frameworks and is an area for further investigation and work. Further, the international covenants Turkey is party to including the Declaration of Human Rights, the European Convention on Human Rights, and the Geneva Convention of 1951) as well as national legislation such as Turkish Law No. 6458 on Foreigners and International Protection, Turkish Criminal Code No. 5237 and the aspirations outlined in the 11th National Development Plan help provide the normative framework for sustaining the results of this Action.

To what extent will the project be replicable or scaled up? To what extent will benefits and outcomes continue after external donor funding ends? What is the likelihood of financial and economic resources

not being available once the donor assistance ends? What can be done to maximize the likelihood of sustainable outcomes?

Following piloting and evaluation of the distance learning materials, the infrastructure exists for scaling up the project across LFC. Embedding an orientation package for professional staff of border units as compulsory into the curriculum contributes to sustainability. The distance learning materials can also be used for other law enforcement agencies in Turkey including the National Police, Gendarmerie and Coast Guard

Efficiency

To what extent did the project's management model (i.e. economic, human; technical resources; organizational structure; information flows; management decision-making) efficient in comparison to development results attained? To what extent was the implementation of this project intervention more efficient in comparison to what could have been in the absence of such an intervention?

The Action was managed by the UNDP office in Ankara which is well-positioned to manage the project due to its continuous presence in Turkey, and the collaborative working relationship already established with the IBM stakeholders. The project team was well-organized and appropriately qualified. The evidence suggests resources have been used efficiently and only minor delays and budget reallocations were required, and progress and financial reports were submitted in a timely manner.

It has been sometimes challenging to get participants to face-to face training sessions due to their workload, but this will be addressed through the provision of distance learning materials in the future. The piloting of the distance learning materials at the end of the project is understandable in the context of COVID-19, but means there is no learning outcome data. Interviews suggest the ownership and motivation from the beneficiaries remain to make changes to the materials and to continue to use them. The LFC has the capacity to continue updating the materials due to the institutional capacity building undertaken by UNDP.

There is agreement amongst stakeholders that equal opportunities for continuous professional development is a prerequisite for border guards in a continually changing environment. The two main ways of planned training are face-to-face or distance training with the Action using both modalities. It is too early to say at this stage if the learning outcomes and transfer of learning to practice are substantially different. The traditional face-to-face modality however is more restrictive, less flexible, and at times less practical for the needs of the LFC professional personnel given their high mobility.

Thanks to technological advancements, the provision of training by distance is likely to be more efficient in terms of human and financial resources.

While distance learning has several advantages over traditional face-to-face training, distance instruction still has its drawbacks, including limited synergies and discussion in which trainees construct knowledge through the sharing of ideas and experiences – something which was valued by the trainees in the face-to-face training. Nevertheless, as the distance training will be provided within the workplace with similar cohorts there should be opportunities for informal sharing of new knowledge and application to practice.

With technological advancement, computer-assisted distance instruction has improved in quality although research into its efficacy and efficiency is mixed and the advantages and disadvantages of both modalities in this context need to be better understood to determine if one modality generates better performance. Several studies have noted however, the economic benefits of distance learning although most of the evidence comes from higher education, rather than tailored instruction modules.³⁴ Research in EU countries and the CAR suggest distance learning may be a more effective and less expensive option for some of the professional staff serving for border units than in-person learning.

What type of work methodologies, financial instruments, and business practices have implementing partners used to increase efficiency? What type of (administrative, financial, managerial) obstacles did the project face and to what extent has this affected efficiency?

The evidence indicates work methodologies, financial instruments, and business practices contributed to efficient use of resources demonstrated by few delays other than due to COVID-19 and only minor approved budget reallocations and activity amendments. Building on existing relationships, contracting TAT members with relevant technical and country experience and contracting relevant national and international qualified and experienced short-term experts have all contributed to efficient use of resources. Another contributing factor has been the relatively narrow single-issue focus of the Action, that is, training, rather than addressing higher up, more macro-level issues such as policy and legislative reform needed for EU harmonisation. Commitment and motivation of the partners and beneficiaries has also been a critical component in the Action's efficiency.

³⁴ UNESCO, 2002, Open and Distance Learning: Trends, Policy and Strategy Implications, Division of Higher Education, UNESCO, Paris

The evidence indicates work methodologies, financial instruments, and business practices contributed to efficient use of resource demonstrated by few delays other than due to COVID-19 and only minor approved budget reallocations and activity amendments. Building on existing relationships, contracting TAT members with relevant technical and country experience and contracting relevant national and international qualified and experienced short-term experts have all contributed to efficient use of resources.

Crosscutting issues

To what extent has the project contributed to the advancement and the progress in women's empowerment as well as mainstreaming gender equality?

Issues of gender and human rights are embedded into the training materials yet there are no gender sensitive performance indicators. Some interviews suggested there is a belief that women cannot serve in the harsh border environments and there are limited facilities to meet the needs of women including their hygiene and sanitation needs. The underlying reasons for the lack of women in the border units however, needs further exploration. Interviews and project documents indicate demonstrate limited evidence that gender equality was considered a priority in the project design of that the Project design included the expertise of gender specialists or applied UNDP's gender mainstreaming tools to examine how entry points could be created to engage with issues of women's empowerment.

Conclusions

The Action is highly relevant to national and EU priorities and the needs of partners and beneficiaries. The Action also provides opportunities to expand and complement UNDP's normative work. The Action's relevance increases in the context of ongoing and changing patterns of irregular migration, human trafficking and other cross-border crimes. The continuation of a third Phase could support evaluation and scaling-up of distance education for LFC border units as well as being expanded into other agencies responsible for border management. A continuation into a third Phase could also provide opportunities for the development of Standard Operating Procedures and deeper policy engagement to ensure an enabling environment for new practices to become institutionalised. A third Phase building on what has already been achieved could also provide an entry point for deeper policy engagement well as deeper engagement with gender equity and women's empowerment. This could include appointment of female officers in borders for LFC.

The Project made good progress effectively and efficiently implementing all its intended activities, despite COVID-19. Measuring progress has been hampered by weak indicators with an exclusive focus

on activities. Activity based indicators and no Theory of Change make assessing the Project’s contribution to higher, macro- level indicators and institution building problematic. The sustainability of the Project outcomes seems secured but the extent to which these outcomes result in change is not yet clear. In subsequent projects greater attention is needed regarding gender equality and mainstreaming. On the overall, however the Project has made an important contribution to the field of border management in Turkey and has provided the necessary trust relationships for further work.

Relevance	Effectiveness	Sustainability	Efficiency	Crosscutting issues
The Action is relevant to national, EU and UNDP priorities. Materials developed are highly relevant to needs to LFC.	Planned outputs were accomplished. Training materials are of high quality and available evidence indicates they should be effective in creating new knowledge. The author does not possess conclusive evidence however, to claim the Action has effectively achieved the development outcome.	The beneficiary’s motivation and the relevance of the Action help ensure sustainability. The capacity building activities and infrastructure support help ensure sustainability. The international covenants Turkey is party to help provide the normative framework for sustaining results.	Resources have been used efficiently with only minor delays and budget reallocations. Progress and financial reports were reported to be provided in a timely manner. Distance learning is also an efficient way to provide training to LFC professional staff.	Issues of gender and human rights are embedded into the training materials and project approach. There are no performance indicators related to gender equality.



Code: Red (not on track), yellow (no clear picture), green (on track)

Recommendations

1. UNDP should build on its work and continue to support constructive, capacity building training that supports the development of effective and efficient IBM. Important in this work is evaluating the outcomes of the distance learning packages.
2. Future project designs should include an evaluator or implementation scientist to facilitate the participatory development of a ToC (the recommendation to include an evaluator in the Project design was also made in the Phase 1 evaluation)³⁵. This will also help the team check its assumptions about the underlying theory of how the Action will “work” to create change and enable the development of realistic, effective and relevant indicators that can be monitored. A ToC could also help develop

³⁵ Evaluation Report (Phase 1, 2019)

deeper insights into how the Action can contribute to gender equality, human rights and higher-level objectives.

3. Future projects should consider scaling up the distance learning (based on a needs assessment) as well as blended trainings and introduce simulator and other modern training technologies for law enforcement agencies. This will also support inter-agency learning and further increase efficiency of resources.

4. Current learning objectives as expressed in the Strategy document (also refer to Annex 6) are relatively vague and do not clearly spell out knowledge and cognitive dimensions making evaluation and measurement against learning objectives problematic (this may be addressed in individual modules not available to the evaluator). Its recommended to be in line with best practice (e.g., remember, understand, apply, analyse and create).³⁶

5. In designing future border capacity building initiatives, UNDP needs to engage constructively with gender mainstreaming and work with a gender specialist to undertake a Gender analysis including SMART gender sensitive indicators that can be monitored. Proposed actions in the Project Gender Profile should be included in any future phase.

6. Providing independent evaluators access to trainees and migrants apprehended at the borders is not realistic due to national security concerns. UNDP could however, support LFC develop its own specific indicators to gauge behavioral change in trainees and report on results periodically.

7. UNDP should leverage the work undertaken in Phases 1 and 2 to develop Standard Operating Procedures to embed change into practice and engage in deeper policy discussion to achieve EU goals, norms and standards in IBM. This will also assist in contributing to broader security governance objectives.

8. In a third Phase, appointment of more female officers for LFC operational needs could be included, possibly starting at the western borders with results disseminated to other borders.

Lessons learned

1. The systematic, evidence-led approach contributed to effective and efficient implementation and development of relevant distance and face-to-face learning modules.
2. A clearly defined monitoring and evaluation framework could assist the LFC in monitoring the desired training outcomes. Agreed output and outcome indicators need to be monitored, reviewed and refined as project staff and stakeholders learn what indicators are most suitable to measure, how and by whom.

³⁶ <https://www.celt.iastate.edu/teaching/effective-teaching-practices/revised-blooms-taxonomy/>

3. Key stakeholder commitment, and particularly within security, is critical. In this evaluation the high level of co-operation within such a setting was a result of the excellent relationships that the UNDP project staff have established with LFC and that the project is grounded in the needs and desires of the LFC.
4. Including measures of change (e.g., IBM and migrant human rights related knowledge, relevance/ satisfaction with training, positive attitudes towards desired [new] practices and self-rated confidence/ self-efficacy in being able to implement the desired practices} could help develop a better understanding of the extent to which program outputs and outcomes contribute to higher-level impacts, and relevant CD output(s) and UNDACS outcome(s). Such measures could be included in the Project Logframe. If desired and realistic, the extent to which desired practices are applied at work could be monitored by the LFC.
5. Given COVID-19 made face-to-face meetings impossible, the online interview strategy proved to be very effective.

Annex 1: Terms of Reference



TERMS OF REFERENCE (ToR) FOR SHORT TERM EXPERT ON PROJECT EVALUATION WITHIN THE SCOPE OF

BORDER SURVEILLANCE CAPACITY BETWEEN TURKEY AND THE EU- PHASE II PROJECT

1) BACKGROUND

Accession Partnership for Turkey Document adopted by the Council of the European Union (EU), under the Chapter 24: Justice, Freedom and Security, specifically refers to strengthen and enhance the judicial and administrative capacity of all law enforcement institutions and align their status and functioning with European standards, including through developing inter-agency cooperation as one of the priorities.

Accordingly, IPA II Indicative Strategy Paper for Turkey sets “capacity building to combat cross-border crimes and manage borders in an effective and sustainable manner, focusing on efficient use of equipment, risk analysis, information exchange and integrated border management practices, complemented by upgraded software and hardware” as an action.

In line with the EU requirements and policies, the Government of Turkey in the course of progress towards accession to the EU is actively implementing a National Programme for the Adaptation of the EU Acquis and a National Action Plan for EU Accession (2016-2019). The objective of the legal harmonization is not only about the amendments in relevant existing legislation; but also about strengthening institutions responsible for the enforcement and implementation of the new procedures and further development of high-level border management and border surveillance systems and standards in line with the EU’s integrated border management policies and strategies. Therefore, the process of “Institution Building and Reform” is considered as crucial in ensuring Turkey’s successful transition to the standards, norms, expectations and obligations of similar EU Member State administrations. Within the process of “Institution Building and Reform”, border management is evaluated as one of the high priority areas under the Chapter 24. To this end, the Government of Turkey is following a reform programme targeting a decrease in irregular migration through developing an effective Integrated Border Management (IBM) system, strengthening institutional capacities and raising awareness on matters related to border management.

UNDP’s Country Program Document (CPD) for 2016-2020 also makes a clear case for improving IBM in Turkey. CPD “Output 2.1.6 **Capacities, structures and means enhanced for secure borders and integrated border management**” has an indicator specifically on IBM³⁷ and argues in its baseline that *Institutional infrastructure and coordination for IBM is not in line with IBM principles*.

To this end, the project named “Border Surveillance Capacity between Turkey and the EU - Phase II” aims to respond to the above referred needs in the field of border management.

The Overall objective of the Project is “to contribute to the prevention of irregular migration, human trafficking, cross-border crimes, and smuggling and ensure further development and implementation of border management and standards in line with EU’s Integrated Border Management (IBM) policies and strategies”.

The Specific objective of the Project is “to support border security and surveillance through increasing individual capacity of relevant border units (professional personnel of Land Forces Command)”.

³⁷ Indicator 2.1.6.2: Existence of integrated capacities for border management in line with EU/international norms.

In line with the above objectives, the Project is expected to deliver two important results³⁸:

Expected Result 1: Development of a human resource capacity having the know-how on border management procedures and fundamental rights on migrants and international protection and combatting human trafficking.

Expected Result 2: Enhanced capacity of the Land Forces Command (LFC) to realize its responsibilities and adopt particular distance learning trainings in line with the needs for border surveillance for apprehension of irregular migrant/smugglers at the borders and deliverance of them to the relevant border authorities in line ensuring the principles of IBM.

The project commenced on 21 December 2018, following the signature of the Grant Contract (TR2014/RL/08/A7-02/001). Inception period (21 December 2018 – 21 March 2019) has been utilized with due efficiency for the mobilisation of Technical Assistance Team (TAT), designing of upcoming project activities and a work plan in agreement with the Project Beneficiaries. From 21 March 2019, the Project has been carrying out its activities in line with agreed workplans and deliverables set out in the Description of the Action until the end of project 21 December 2020 which is the end of project period.

The Project is composed of 2 components which are in line with Expected Results one and two stated above:

Component 1 – Enhancing Individual Capacity Through Face-to-Face Trainings: This component focuses on face-to-face training modules on Border Management (BM), Border Surveillance and Human Rights developed on the procedures and practices regarding irregular migration in line with international law and practices under the Phase I of the Project. Hence, training program for 208 professional staff of border units working on the procedures and practices regarding irregular migration, human trafficking, cross-border crimes, smuggling and border management, EU's IBM policies and strategies were delivered.

Component 2 – Enhancing Individual Capacity Through Distance Learning Trainings: The objective of this component is to support border security and surveillance through increasing individual capacity of relevant border units (professional personnel of LFC) by use of distance learning. Development of distance learning system in the field of IBM and human rights is an innovative and sustainable training method for increasing the individual capacity of LFC professional personnel to deal with apprehension of irregular migrants/smugglers at the borders and deliverance of them to the relevant authorities. In addition, distance learning training material with regards to COVID-19 measures will be produced for dissemination to LFC border professionals. After the training materials for distance learning is finalized, distance learning pilot trainings for 100 border professionals will be organized in order to test the infrastructure founded in LFC within the scope of the Project besides testing the accuracy of the content to ensure that it responds the needs.

Ministry of Interior (Mol) is the end beneficiary and the **Land Forces Command (LFC)** is the co-beneficiary of the Project.

According to Turkish Law, the overall supervision of Border Management is exercised by the Mol. Specifically, at central level, General Directorate of Provincial Administrations - Border Management Department under Mol coordinates the border management activities.

The LFC is responsible for border surveillance activities on land borders and delivers the criminals seized at the borders to law enforcement units (Police/Gendarmerie).

³⁸ This is a Project designed in accordance with EU Delegation format, since EUD is the donor. EUD utilizes a different terminology and framing style when it comes to its logical framework. "Overall objective" corresponds to "impact" in UNDP terminology. "Specific objective" is UNDP's "outcome", "expected results" correspond to "outputs" of UNDP. The Individual Consultant should keep these in mind, while analyzing the logical framework of the Project.

UNDP is the Implementing Agency of the Project through the Direct Grant contract signed between **Central Finance and Contracts Unit (CFCU)** as the contracting authority. **Delegation of European Union to Turkey** represents the Donor.

2) SCOPE OF THE EVALUATION AND SPECIFIC OBJECTIVES

Short Term Expert on Project Evaluation will be mobilized as Individual Consultant for preparing an independent evaluation report that measures the expected results and specific objectives achieved against those stated in the Description of Action of the Project and identifying the lessons learned which are relevant to the planning, preparation and implementation phases of a possible subsequent project through the conduct of an evaluation mission.

The object of study for this evaluation is understood to be the set of components, specific objectives (outcomes), expected results (outputs), activities and inputs that were detailed in the project document(s) and in associated modifications made during implementation.

This final evaluation has the following **specific objectives**:

- To measure to what extent the project has contributed to solve the needs identified in the design phase.
- To measure project's degree of implementation, efficiency and quality delivered on expected results (outputs) and specific objectives (outcomes), against what was originally planned or subsequently officially revised.
- To measure the project contribution to the objectives set in the Country Program Document (CPD) of UNDP and United Nations Development Cooperation Strategy (UNDCS), as well as relevant sections of "Institution Building and Reform" under "Chapter 24: Justice, Freedom and Security" of Accession Partnership for Turkey Document.
- To generate substantive evidence-based knowledge by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability) and also to support the sustainability of the project or some of its components.

3) Evaluation Questions, Levels of Analysis and Evaluation Criteria

In the light of the evaluation parameters, the Individual Consultant is expected to analyse data and share his/her findings, conclusions and recommendations generated by this analysis. As a reference point for the evaluation, the Individual Consultant is provided with indicative evaluation questions below; which are expected to be amended, elaborated and submitted as part of the Inception Report and shall be included as an annex to the final report described below.

Relevance:

Under this parameter, the Individual Consultant will analyse the extent to which the objectives of this intervention are consistent with the needs and interest of the people, the needs of the country and EU and international norms:

1. To what extent was the design and strategy of the development intervention relevant to national priorities (including clear linkage to CPD, UNDCS, EU and international norms)?
2. How much and in what ways did the project contribute to solve the needs and problems identified in the design phase?
3. To what extent was this project designed, implemented, monitored and evaluated as rights based and gender sensitive? (See Gender Equality related documents to be reviewed under Annex C.)
4. To what extent does the project create synergy/linkages with other projects and interventions in the country?

Effectiveness:

Under this parameter, the Individual Consultant will analyse to what extent the Project objectives have been achieved or how likely they are to be achieved:

1. To what extent did the project contribute to the attainment of the development of outputs and outcomes initially expected/stipulated in the project document? (The Individual Consultant is expected to provide detailed analysis of: 1) planned activities and outputs and 2) achievement of results.)
2. What are the key factors contributing to project success or underachievement? How might this be improved in the future?
3. Have any good practices, success stories, lessons learned, or transferable examples been identified? Please describe and document them.
4. To what extent has the project contributed to the advancement and the progress of EU Accession agenda, United Nations Development Cooperation Strategy (UNDCS) and CPD goals as well as Sustainable Development Goals (SDGs)?
5. To what extent has the project contributed to the well-being and human rights of vulnerable groups, including irregular migrants, trafficked individuals, women and girls and contributed to an effective combat of human trafficking and smuggling. Did the project effectively contribute to leave no one behind agenda?
- 6) Did Covid-19 measures have a positive or negative effect on the achievement of project results?

Efficiency:

Under this parameter, the Individual Consultant will analyse to what extent the resources/inputs (funds, time, human resources, etc.) have been turned into results and the results have been delivered with the least costly way possible:

1. To what extent did the project's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) was efficient in comparison to the development results attained?
2. To what extent was the implementation of this project intervention more efficient in comparison to what could have been in the absence of such an intervention?
3. What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency?
4. What type of (administrative, financial and managerial) obstacles did the project face and to what extent have this affected its efficiency?
5. What was the progress of the project in financial terms, indicating amounts committed and disbursed (total amounts & as percentage of total) by UNDP?

Sustainability:

Under this parameter, the Individual Consultant will analyse to what extent the project's positive actions are likely to continue after the end of the project:

1. To what extent have the project decision making bodies and implementing partners undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the project? What is the risk that the level of stakeholder ownership will be insufficient to allow for the project outcomes/benefits to be sustained?
2. Are the legal frameworks, policies and governance structures and processes in place for sustaining project benefits?
3. To what extent will the project be replicable or scaled up?

4. To what extent will the benefits and outcomes continue after external donor funding ends? What is the likelihood of financial and economic resources not being available once the donor assistance ends?
5. What can be done to maximize the likelihood of sustainable outcomes?

Cross-Cutting Issues:

All the above-mentioned evaluation questions should include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

1. To what extent has the project contributed to the advancement and the progress in women’s empowerment as well as mainstreaming gender equality? (to be elaborated in relation to the UNDP Gender Mainstreaming strategies and guidelines, along with other relevant strategies and guidelines)

4) Methodological Approach

The Individual Consultant will use methodologies and techniques as determined by the specific needs for information, the questions set out in this Terms of Reference and the availability of resources and the priorities of stakeholders. In all cases, Individual Consultant is expected to analyse all relevant information sources, such as reports, programme documents, strategic country development documents and any other documents that may provide evidence on which to form judgements which are indicatively listed in **Annex C** of this Terms of Reference. Individual Consultant is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tool as a means to collect relevant data for the evaluation. The Individual Consultant will make sure that the voices, opinions and information of target audience/participants of the project are taken into account.

The methodology and techniques to be used in the evaluation should be described in detail in the Inception Report and the Final Evaluation Report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, questionnaires or participatory techniques following high level of research ethics and impartiality.

In addition, the Individual Consultant has to assure that information and data are gathered and reported in a gender sensitive approach. To that extent, specific methodological tools should be used and sex disaggregated data should be provided, irrespective of the project being/not being directly related with gender equality and women’s empowerment.

5) Key Roles and Responsibilities in the Evaluation Process

There will be actors involved in the implementation of monitoring and evaluation:

1. Evaluation Manager

This role will be conducted by the **Monitoring and Evaluation Analyst of UNDP** who will have the following functions:

- Supervise the evaluation process throughout the main phases of the evaluation (preparation of the ToR, implementation and management and use of the evaluation)
- Participate in the selection and recruitment of the Individual Consultant
- Provide the Individual Consultant with administrative support and required data and documentation
- Ensure the evaluation deliverables meet the required quality
- Safeguard the independence of the exercise, including the selection of the Individual Consultant
- Review the Inception Report, Draft Evaluation and Final Evaluation Reports and give necessary approvals on behalf of UNDP

- Collect and consolidate comments on draft evaluation reports and share with the evaluation team for finalization of the evaluation report
- Contribute to the development of management responses and key actions to all recommendations addressed to UNDP
- Ensure evaluation terms of reference, final evaluation reports, management responses are publicly available through Evaluation Resource Center within the specified timeframe
- Facilitate, monitor and report on implementation of management responses on a periodic basis

2. Portfolio Manager will have the following functions:

- Establish the Evaluation Reference Group with key project partners when needed
- Ensure and safeguard the independence of the evaluation
- Provide comments and clarifications on the Terms of Reference, Draft Inception Report and Draft Evaluation Reports
- Ensure the Individual Consultant's access to all information, data and documentation relevant to the intervention, as well as to key actors and informants who are expected to participate in interviews, focus groups or other information-gathering methods
- Respond to evaluation recommendations by providing management responses and key actions
- Ensure dissemination of the evaluation report to key stakeholders
- Be responsible for implementation of key actions of the management response

3. The Individual Consultant will conduct the evaluation study by fulfilling his/her contractual duties and responsibilities in line with this ToR, United Nations Evaluation Group (UNEG) norms and standards and ethical guidelines. This includes submission of all deliverables stipulated under Article 11 (Terms and Payments) of this ToR, to the satisfaction of UNDP. Individual Consultant's functions do not include any managerial, supervisory and/or representative functions in UNDP, end beneficiaries and implementing partners. All documents and data provided to the Individual Consultant are confidential and cannot be used for any other purpose or shared with a third party without any written approval from UNDP.

4. Evaluation Reference Group: Ministry of Interior, Land Forces Command, CFCU and EU Delegation to Turkey will function as the evaluation reference group. This group is composed of the representatives of the major stakeholders in the project and will review and provide advice on the quality of the evaluation process, as well as on the evaluation products (more specifically comments and suggestions on the draft report and final report) and options for improvement.

6) EXPECTED DELIVERABLES

The Individual Consultant is expected to submit the following deliverables to the satisfaction of UNDP:

- **Inception Report: (to be submitted within 8 days from the Kick-off meeting)**

This report will be 15 pages maximum in length and will propose the methods, sources and procedures to be used for carrying out the independent evaluation. The report should justify why the said methods are the most appropriate, given the set of evaluation questions identified in the ToR. It will also include a mission programme which indicates proposed timeline of activities and submission of deliverables. This

document will be used as an initial point of agreement and understanding between the Individual Consultant and UNDP. In principle, the report is expected to contain the outline stated in Annex A of this Terms of Reference.

- **Draft Evaluation Report: (to be submitted within 10 days after the completion of the interviews)**

The draft evaluation report will contain the same sections as the final report (described in the next paragraph) and will be approximately 30 pages in length, excluding annexes. It will also contain an executive summary of no more than 5 pages that includes a brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. UNDP will disseminate the draft evaluation report to the evaluation reference group in order to seek their comments and suggestions.

- **Final Evaluation Report: (to be submitted within 7 days after receiving UNDP's comments on the draft report)**

The final evaluation report will be approximately 30 pages in length excluding annexes. The final evaluation report will also contain an executive summary of no more than 5 pages that includes a brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The report should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, questionnaires or participatory techniques following high level of research ethics and impartiality. In addition, the Final Evaluation Report should contain clear recommendations that are concrete, feasible and easy to understand. The Final Evaluation Report will be shared with UNDP to be disseminated to the key stakeholders. In principle, this report is expected to contain the sections stated in Annex B of this Terms of Reference.

Reporting Line

The Individual Consultant will be responsible to the Evaluation Manager (in this case UNDP's Monitoring and Evaluation Analyst) for the completion of the tasks and duties assigned throughout this Terms of Reference. All of the reports are subject to approval from Evaluation Manager, in order for the payments to be affected to the Individual Consultant.

Reporting Conditions

The reporting language will be English. All information should be provided in electronic version in word format. The Individual Consultant shall be solely liable for the accuracy and reliability of the data provided, along with links to sources of information used.

Title Rights

The title rights, copyrights and all other rights whatsoever nature in any material produced under the provisions of this ToR will be vested exclusively in UNDP.

7) TIMING AND DURATION

The Assignment will be non-consecutively undertaken by the Individual Consultant throughout the timeframe below;

Contract Start Date: 1 October 2020

Contract End Date: 20 December 2020

Following the mobilization of the Individual Consultant; submission of the documents, access to reports and archives and briefing on project, the following timeframe will be followed:

Activity of the Implementation Phase	Responsible Party	Due Date
Kick of meeting	Portfolio Manager, Evaluation Manager and Project Team	8 October 2020
Draft Inception Report	Individual Consultant	16 October 2020
Providing the feedbacks to the Draft Inception Report	Portfolio Manager, Evaluation Manager	23 October 2020
Finalized Inception Report based on the feedbacks received from UNDP	Individual Consultant	1 November 2020
Data collection and interviews with UNDP and key stakeholders ³⁹	Individual Consultant	1 – 10 November 2020
Delivery of Draft Evaluation Report	Individual Consultant	20 November 2020
Review the Draft Evaluation Report and provide feedback	Portfolio Manager, Evaluation Manager, Evaluation Reference Group	8 December 2020
Delivery of the Final Evaluation Report by taking into consideration the feedbacks received from UNDP	Individual Consultant	15 December 2020
Total Evaluation Process (days)		70 Days
Estimated Maximum Total Number of Person/Days to be Invested by the IC		20 Days

Expected Interview Schedule

Partners/ Stakeholder(s) to be Interviewed	Location	Estimated Day(s) of Interview
UNDP	Ankara, Turkey	2
Ministry of Interior	Ankara, Turkey	1
Land Forces Command	Ankara, Turkey	1
CFCU	Ankara, Turkey	0.5

Delegation of EU to Turkey	Ankara, Turkey	0.5
ESTIMATED TOTAL		5

8) INSTITUTIONAL ARRANGEMENT

UNDP will provide background materials for the IC's review, reference and use. Neither UNDP nor any of the project partners are required to provide any physical facility for the work of the IC. However, depending on the availability of physical facilities (e.g. working space, computer, printer, telephone lines, internet connection, etc.) and at the discretion of UNDP and/or the relevant project partners, such facilities may be provided at the disposal of the IC. UNDP and/or the relevant project partners will facilitate meetings between the IC and other stakeholders, when needed.

9) Ethical Principles and Premises of the Evaluation

The evaluation of the project is to be carried out according to ethical principles and standards established by the UNEG.

- **Anonymity and confidentiality.** The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- **Responsibility.** The report must mention any dispute or difference of opinion that may have arisen between the Individual Consultant and Project Team in connection with the findings and/or recommendations. The Individual Consultant must corroborate all assertions and disagreements with him/her must be noted.
- **Integrity.** The Individual Consultant will be responsible for highlighting issues not specifically mentioned in the ToR, if this is needed to obtain a more complete analysis of the intervention.
- **Independence.** The Individual Consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
- **Incidents.** If problems arise during the interviews, or at any other stage of the evaluation, they must be reported immediately to UNDP. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by UNDP in this Terms of Reference.
- **Validation of information.** The Individual Consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.
- **Intellectual property.** In handling information sources, the Consultant shall respect the intellectual property rights of the institutions and communities that are under review.
- **Delivery of reports/deliverables.** If delivery of the reports/deliverables is delayed, or in the event that the quality of the reports delivered is lower than of the quality desired by UNDP, the Individual Consultant will not be entitled for any payment regarding that specific report/deliverable, even if s/he has invested person/days for submission of the report/deliverable.

³⁹ (exact interview date(s) will be decided by UNDP and communicated with the Individual Contractor)

10) PLACE OF WORK

Duty Station for the Assignment is Home-based. The Individual Consultant may be requested to travel to Turkey. However, as the COVID-19 pandemic is quickly evolving, field visit to Ankara might not be possible and interviews might be held virtually through telecommuting and online conferencing tools, or any other alternative method to protect the safety of individual consultant, key actors and informants whilst ensuring the successful conduct of evaluation mission. “Interviews” referred in this Terms of Reference comprises such telecommuting and online conferencing tools as well. Nevertheless, if UNDP deems a field visit is necessary, travel, accommodation costs (bed and breakfast) and living costs (terminal expenses, intra-city travel costs, lunch, dinner, etc.) of the missions to Ankara and/or other provinces of Turkey will be borne by UNDP. UNDP will arrange economy class roundtrip flight tickets through its contracted Travel Agency.

Assignment-related travel and accommodation costs outside of the Duty Station, which are pre-approved by UNDP, will be borne by UNDP in line with UNDP’s corporate rules and regulations. The costs of these missions may either be;

- Arranged and covered by UNDP CO from the respective project budget without making any reimbursements to the Consultant, through UNDP’s official Travel Agency or,
- Reimbursed to the Consultant upon the submission of the receipts/invoices of the expenses by the consultant and approval of the UNDP. The reimbursement of each cost item is subject to the following constraints/conditions provided in below table or,
- Covered by the combination of both options.

The following guidance on travel compensation is provided as per UNDP practice:

Cost item	Constraints	Conditions of Reimbursement
Travel (intercity transportation)	Full-fare economy class tickets	1- Approval by UNDP of the cost items before the initiation of travel 2- Submission of the invoices/receipt, etc. by the consultant with the UNDP’s F-10 Form 3- Acceptance and approval by UNDP of the invoices and F-10 Form.
Accommodation	Up to 50% of the effective DSA rate of UNDP for the respective location	
Breakfast	Up to 6% of the effective DSA rate of UNDP for the respective location	
Lunch	Up to 12% of the effective DSA rate of UNDP for the respective location	
Dinner	Up to 12% of the effective DSA rate of UNDP for the location	
Other Expenses (intra city transportations, transfer cost from /to terminals, etc.)	Up to 20% of effective DSA rate of UNDP for the respective location	

11) TERMS AND PAYMENTS

• Contracting Authority

Contracting Authority for this Assignment is UNDP, and the contract amount will be provided through the project budget.

• Contracting Modality

IC – Individual Contract of UNDP.

• Payment Schedule

Payments will be made within 30 days upon acceptance and approval of corresponding deliverables by UNDP on the basis of payment terms indicated below, along with the pertaining Certification of Payment document signed by the Individual Consultant and approved by Evaluation Manager (Monitoring and Evaluation Analyst).

The maximum total amount to be paid to the Individual Consultant within the scope of this assignment cannot exceed equivalent of 20 person/days. The payments will be made according to the below table:

Deliverable	Due Date	Estimated Number of Person/Days to be Invested by the IC*	Payment
Inception Report	1 November 2020	5	N/A
Draft Evaluation Report compiling findings from data collection and interviews with key stakeholders	20 November 2020	12	N/A
Final Evaluation Report after all the revisions and feedback of UNDP have been reflected	15 December 2020	3	Upon submission and approval of all three deliverables (100% of the total contract amount)
Estimated Maximum Total Number of Person/Days to be Invested by the IC		20 Person/Days	

*While the number of days to be invested for each deliverable may change, the total number of days invested by the Individual Consultant cannot exceed 20 days for this assignment (i.e. for submission of the deliverables) as defined in this ToR.

Without submission and approval (by UNDP) of the above listed deliverables in due time and quality, the Consultant shall not be entitled to receive any payment from the UNDP even if he/she invests time in this assignment. While the IC may invest less or more than estimated number of person/days for each deliverable different than the estimated person/days stipulated in the above table, the total amount of payment to be affected to the IC within the scope of this Assignment cannot exceed equivalent of 20 person/days throughout the contract validity.

In cases where the Consultant may need to invest additional person/days to perform the tasks and produce the deliverables listed and defined in this Terms of Reference, the Consultant shall do so without any additional payment.

If any of the deliverables stipulated in this Terms of Reference are not produced and delivered by the IC in due time and to the satisfaction of UNDP, no payment will be made even if the IC has invested person/days to produce and deliver such deliverables.

The IC shall be paid in USD if he/she resides in a country different than Turkey. If he/she resides in Turkey, the payment shall be realized in TRY through conversion of the USD amount by the official UN Operational Rate of Exchange applicable on the date of money transfer.

The amount paid to the consultant shall be gross and inclusive of all associated costs such as social security, pension and income tax, etc. The daily fee to be paid to the Consultant is fixed regardless of changes in the cost components. The daily fee amount should be indicated in gross terms and hence should be inclusive of costs related to tax, social security premium, pension, visa (if needed) etc. UNDP will not make any further clarification on costs related to tax, social security premium, pension, visa etc. It is the applicants' responsibility to make necessary inquiries on these matters.

Tax Obligations: The IC is solely responsible for all taxation or other assessments on any income derived from UNDP. UNDP will not make any withholding from payments for the purposes of income tax. UNDP is exempt from any liabilities regarding taxation and will not reimburse any such taxation to the IC.

12) QUALIFICATION AND SKILLS REQUIREMENTS

	Minimum Qualification Requirements	Assets
General Qualifications	<ul style="list-style-type: none"> • Bachelor's Degree in public administration, law, economics, international relations, development studies, security studies, police/military academy or any other relevant field. • Good command of spoken and written English. 	<ul style="list-style-type: none"> • Master's or Ph.D. Degree in public administration, law, security studies, police/ military academy or any other relevant field.
General Professional Experience	<ul style="list-style-type: none"> • Minimum 7 years of overall professional experience in research design, field work, qualitative, quantitative and mixed-method research strategies, including but not limited to focus groups, surveys and interview techniques 	
Specific Professional Experience	<ul style="list-style-type: none"> • Minimum 5 years of professional international experience in conducting and managing evaluations, assessments, research or review of development projects, programmes or thematic areas either as team leader, sole evaluator or as a team member. • Experience in evaluation of home affairs and/or security sector and/or border management projects/programmes. 	<ul style="list-style-type: none"> • Experience in evaluation of EU funded projects. • Authorship of article(s) / research paper(s) on programme/project evaluation.
<p>Notes:</p> <ul style="list-style-type: none"> • Internships (paid/unpaid) are not considered professional experience. • Obligatory military service is not considered professional experience. • Professional experience gained in an international setting is considered international experience. • Experience gained prior to completion of undergraduate studies is not considered professional experience. 		

13) ANNEXES

Annex A - Outline of the Inception Report

1. **Background and context** illustrating the understanding of the project/outcome to be evaluated.
2. **Evaluation objective, purpose and scope.** A clear statement of the objectives of the evaluation and the main aspects or elements of the initiative to be examined.

3. **Evaluation criteria and questions.** The criteria the evaluation will use to assess performance and rationale. The stakeholders to be met and interview questions should be included and agreed as well as a proposed schedule for field site visits.
4. **Evaluability analysis.** Illustrate the evaluability analysis based on formal (clear outputs, indicators, baselines, data) and substantive (identification of problem addressed, theory of change, results framework) and the implication on the proposed methodology.
5. **Cross-cutting issues.** Provide details of how cross-cutting issues will be evaluated, considered and analysed throughout the evaluation. The description should specify how methods for data collection and analysis will integrate gender considerations, ensure that data collected is disaggregated by sex and other relevant categories, and employ a diverse range of data sources and processes to ensure inclusion of diverse stakeholders, including the most vulnerable where appropriate.
6. **Evaluation approach and methodology,** highlighting the conceptual models adopted with a description of data-collection methods,⁴⁰ sources and analytical approaches to be employed, including the rationale for their selection (how they will inform the evaluation) and their limitations; data-collection tools, instruments and protocols; and discussion of reliability and validity for the evaluation and the sampling plan, including the rationale and limitations.
7. **Evaluation matrix.** This identifies the key evaluation questions and how they will be answered via the methods selected.
8. A revised **schedule of key milestones,** deliverables and responsibilities including the evaluation phases (data collection, data analysis and reporting).
9. Detailed **resource requirements** tied to evaluation activities and deliverables detailed in the workplan. Include specific assistance required from UNDP such as providing arrangements for visiting particular field offices or sites
10. **Outline of the draft/final report** as detailed in the guidelines and ensuring quality and usability (outlined below). The agreed report outline should meet the quality goals outlined in these guidelines and also meet the quality assessment requirements outlined in section 6.

Annex B - Outline of the draft and final reports

1. **Title and opening pages** should provide the following basic information:
 - Name of the evaluation intervention.
 - Time frame of the evaluation and date of the report.
 - Countries of the evaluation intervention.
 - Names and organizations of evaluators.
 - Name of the organization commissioning the evaluation.
 - Acknowledgements.
2. **Project and evaluation information details** to be included in all final versions of evaluation reports (non-GEF) on second page (as one page):
3. **Table of contents,** including boxes, figures, tables and annexes with page references.
4. **List of acronyms and abbreviations.**
5. **Executive summary (four-page maximum).** A stand-alone section of two to three pages that should:

⁴⁰ Annex 2 outlines different data collection methods.

- Briefly describe the intervention of the evaluation (the project(s), programme(s), policies or other intervention) that was evaluated.
 - Explain the purpose and objectives of the evaluation, including the audience for the evaluation and the intended uses.
 - Describe key aspect of the evaluation approach and methods.
 - Summarize principle findings, conclusions and recommendations.
 - Include the evaluators' quality standards and assurance ratings.
6. **Introduction**
- Explain why the evaluation was conducted (the purpose), why the intervention is being evaluated at this point in time, and why it addressed the questions it did.
 - Identify the primary audience or users of the evaluation, what they wanted to learn from the evaluation and why, and how they are expected to use the evaluation results.
 - Identify the intervention of the evaluation (the project(s) programme(s) policies or other intervention—see upcoming section on intervention).
 - Acquaint the reader with the structure and contents of the report and how the information contained in the report will meet the purposes of the evaluation and satisfy the information needs of the report's intended users.
7. **Description of the intervention** provides the basis for report users to understand the logic and assess the merits of the evaluation methodology and understand the applicability of the evaluation results. The description needs to provide sufficient detail for the report user to derive meaning from the evaluation. It should:
- Describe **what is being evaluated, who seeks to benefit** and the **problem or issue** it seeks to address.
 - Explain the **expected results model or results framework, implementation strategies** and the key **assumptions** underlying the strategy.
 - Link the intervention to **national priorities**, UNDAF priorities, corporate multi-year funding frameworks or Strategic Plan goals, or other **programme or country-specific plans and goals**.
 - Identify the **phase** in the implementation of the intervention and any **significant changes** (e.g., plans, strategies, logical frameworks) that have occurred over time, and explain the implications of those changes for the evaluation.
 - Identify and describe the **key partners** involved in the implementation and their roles.
 - Identify **relevant cross-cutting issues** addressed through the intervention, i.e., gender equality, human rights, marginalized groups and leaving no one behind.
 - Describe the **scale of the intervention**, such as the number of components (e.g., phases of a project) and the size of the target population for each component.
 - Indicate the **total resources**, including human resources and budgets.
 - Describe the context of the **social, political, economic and institutional factors**, and the **geographical landscape** within which the intervention operates and explain the effects (challenges and opportunities) those factors present for its implementation and outcomes.
 - Point out **design weaknesses** (e.g., intervention logic) or other **implementation constraints** (e.g., resource limitations).
8. **Evaluation scope and objectives.** The report should provide a clear explanation of the evaluation's scope, primary objectives and main questions.
- **Evaluation scope.** The report should define the parameters of the evaluation, for example, the time period, the segments of the target population included, the geographic area included, and which components, outputs or outcomes were and were not assessed.
 - **Evaluation objectives.** The report should spell out the types of decisions evaluation users will make, the issues they will need to consider in making those decisions and what the evaluation will need to achieve to contribute to those decisions.
 - **Evaluation criteria.** The report should define the evaluation criteria or performance standards used. The report should explain the rationale for selecting the particular criteria used in the evaluation.

- **Evaluation questions** define the information that the evaluation will generate. The report should detail the main evaluation questions addressed by the evaluation and explain how the answers to these questions address the information needs of users.
9. **Evaluation approach and methods.** The evaluation report should describe in detail the selected methodological approaches, methods and analysis; the rationale for their selection; and how, within the constraints of time and money, the approaches and methods employed yielded data that helped answer the evaluation questions and achieved the evaluation purposes. The report should specify how gender equality, vulnerability and social inclusion were addressed in the methodology, including how data-collection and analysis methods integrated gender considerations, use of disaggregated data and outreach to diverse stakeholders' groups. The description should help the report users judge the merits of the methods used in the evaluation and the credibility of the findings, conclusions and recommendations. The description on methodology should include discussion of each of the following:
- **Evaluation approach.**
 - **Data sources:** the sources of information (documents reviewed and stakeholders) as well as the rationale for their selection and how the information obtained addressed the evaluation questions.
 - **Sample and sampling frame.** If a sample was used: the sample size and characteristics; the sample selection criteria (e.g., single women under age 45); the process for selecting the sample (e.g., random, purposive); if applicable, how comparison and treatment groups were assigned; and the extent to which the sample is representative of the entire target population, including discussion of the limitations of sample for generalizing results.
 - **Data-collection procedures and instruments:** methods or procedures used to collect data, including discussion of data-collection instruments (e.g., interview protocols), their appropriateness for the data source, and evidence of their reliability and validity, as well as gender-responsiveness.
 - **Performance standards:** the standard or measure that will be used to evaluate performance relative to the evaluation questions (e.g., national or regional indicators, rating scales).
 - **Stakeholder participation** in the evaluation and how the level of involvement of both men and women contributed to the credibility of the evaluation and the results.
 - **Ethical considerations:** the measures taken to protect the rights and confidentiality of informants (see UNEG 'Ethical Guidelines for Evaluators' for more information).⁴¹
 - **Background information on evaluators:** the composition of the evaluation team, the background and skills of team members, and the appropriateness of the technical skill mix, gender balance and geographical representation for the evaluation.
 - **Major limitations of the methodology** should be identified and openly discussed as to their implications for evaluation, as well as steps taken to mitigate those limitations.
10. **Data analysis.** The report should describe the procedures used to analyse the data collected to answer the evaluation questions. It should detail the various steps and stages of analysis that were carried out, including the steps to confirm the accuracy of data and the results for different stakeholder groups (men and women, different social groups, etc.). The report also should discuss the appropriateness of the analyses to the evaluation questions. Potential weaknesses in the data analysis and gaps or limitations of the data should be discussed, including their possible influence on the way findings may be interpreted and conclusions drawn.
11. **Findings** should be presented as statements of fact that are based on analysis of the data. They should be structured around the evaluation questions so that report users can readily make the connection between what was asked and what was found. Variances between planned and actual results should

⁴¹ UNEG, 'Ethical Guidelines for Evaluation', June 2008. Available at <http://www.uneval.org/search/index.jsp?q=ethical+guidelines>.

be explained, as well as factors affecting the achievement of intended results. Assumptions or risks in the project or programme design that subsequently affected implementation should be discussed. Findings should reflect a gender analysis and cross-cutting issue questions.

12. **Conclusions** should be comprehensive and balanced and highlight the strengths, weaknesses and outcomes of the intervention. They should be well substantiated by the evidence and logically connected to evaluation findings. They should respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to the decision-making of intended users, including issues in relation to gender equality and women's empowerment.
13. **Recommendations.** The report should provide practical, actionable and feasible recommendations directed to the intended users of the report about what actions to take or decisions to make. Recommendations should be reasonable in number. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation. They should address sustainability of the initiative and comment on the adequacy of the project exit strategy, if applicable. Recommendations should also provide specific advice for future or similar projects or programming. Recommendations should also address any gender equality and women's empowerment issues and priorities for action to improve these aspects.
14. **Lessons learned.** As appropriate and/or if requested by the TOR, the report should include discussion of lessons learned from the evaluation, that is, new knowledge gained from the particular circumstance (intervention, context outcomes, even about evaluation methods) that are applicable to a similar context. Lessons should be concise and based on specific evidence presented in the report.
15. **Report annexes.** Suggested annexes should include the following to provide the report user with supplemental background and methodological details that enhance the credibility of the report:
 - TOR for the evaluation.
 - Additional methodology-related documentation, such as the evaluation matrix and data-collection instruments (questionnaires, interview guides, observation protocols, etc.) as appropriate.
 - List of individuals or groups interviewed or consulted, and sites visited. This can be omitted in the interest of confidentiality if agreed by the evaluation team and UNDP.
 - List of supporting documents reviewed.
 - Project or programme results model or results framework.
 - Summary tables of findings, such as tables displaying progress towards outputs, targets and goals relative to established indicators.
 - Code of conduct signed by evaluators.

Annex C – Documents to be Reviewed

Background Documents on Country and UNDP Priorities (will be provided after Contract Signature)

- Summary of the M&E frameworks and common indicators
- Handbook on Planning M&E Evaluation for Development Results
- General thematic indicators
- M&E strategy
- UNDP Guidelines on "Gender Mainstreaming in Practice: A Toolkit"
- UNDP Gender Equality Strategy (2014-2017)
- UNDP Social and Environmental Standards (14 July 2014)
- UNDCS 2016-2020 and UNDP Country Programme Document 2016-2020
- National Programme for the Adoption of the EU Acquis and a National Action Plan for EU Accession (2016-2019).
- Regulation (Eu) 2016/1624 Of The European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European

Parliament and of the Council and repealing Regulation (EC) No 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No 2007/2004 and Council Decision 2005/267/EC

- Chapter 24: Justice, Freedom and Security under the Accession Partnership for Turkey Document adopted by the Council of the European Union (EU)
- EU Agency for Fundamental Rights (FRA), Border Controls and Fundamental Rights at External Land Borders, 2020
- Frontex Common Core Curriculum EU Border Guard Basic Training, 2007
- Law no. 3497 on Protection of Land Borders
- Regulation on the Protection and Security of Land Borders (Official Journal no: 2082, Date: 21.03.1991)
- Prime Ministerial approval on IBM (Official Journal No: 27592, date: 26 May 2010)

Project Documents, which will be provided after Contract Signature

- Project Document
- Grant Agreement and its Annexes (including Description of the Action, budget, communication and visibility plan) as well as Addendum and revised Project Document
- Inception and Progress reports
- Annual WP
- Steering Committee and Management Meeting Minutes
- Independent Evaluation Report of Border Surveillance Capacity between Turkey and the EU - Phase I Project

Annex 2: Evaluation matrix

	Question	Information required and source(s)	Scope and methodology	Limitations	Comments
Relevance	To what extent was the design and strategy of the development intervention relevant to national priorities (including linkage to CPD, UNDCS, EU, international norms)?	Interviews Document review ⁴²	Qualitative interviews Purposively identified participants (with TAT support) Thematic /text analysis, memos, summaries		
Relevance	How much and in what ways did the project contribute to solve the needs and problems identified in the design phase?	Interviews # of people trained Pre-post training data Self-reported changes in knowledge, skills, practice Document review	Qualitative interviews Purposively identified (with TAT support) Thematic /text analysis, memos, summaries	Potential for social desirability bias in qualitative interviews Unable to observe self-reported changes in practice	Using multiple sources of data/approaches to analysing data will reduce influence of social desirability bias
Relevance	To what extent was this project designed,	Interviews	Qualitative interviews	There is no evidence of gender mainstreaming or	Project inherently rights-based

⁴² Refers to documents un Annex C of the ToR for this evaluation

Question	Information required and source(s)	Scope and methodology	Limitations	Comments
implemented, monitored, and evaluated as rights based and gender sensitive?	Document review Progress reports Training materials Project gender profile	Purposively identified participants (with TAT support) Thematic /text analysis, memos, summaries	gender indicators that can be evaluated. The Project document however states: the gender dimension will be extended in all project activities; particularly the training programs and options to mainstream gender into border management will be explored	Evaluation will assess in what ways the trainings have mainstreamed “rights of migrants” in a gender sensitive way and other ways in which the project has integrated gender dimensions into its activities
To what extent does the project create synergy/linkages with other projects and interventions in the country?	Interviews Document review Project document esp. 3.5 Previous EU Grants in view of Strengthening the Same Target Group” in Progress Report whereby synergies with Demining Project and Phase I project are analysed	Qualitative interviews Purposively identified participants (with TAT support) Thematic /text analysis, memos, summaries		This may require document review beyond those in Annex 3

	Question	Information required and source(s)	Scope and methodology	Limitations	Comments
Effectiveness	To what extent did the project contribute to attainment of the development outputs and outcomes initially expected/stipulated in the project document?	Interviews Document review	Review of: Planned activities and outputs Achievement of results Contribution analysis	There is no "Theory of Change" Outcomes is not expressed as an outcome in the Project document/logframe	Evaluation will attempt to retrospectively construct ToC
Effectiveness	What are the key factors contributing to project success or underachievement? How might this be improved in the future?	Interviews Document review	Qualitative interviews Purposively identified participants (with TAT support) Thematic /text analysis, memos, summaries Contribution analysis	Potential for social desirability bias in qualitative interviews Unable to observe the environment in which the Project is implemented	Using multiple sources of data/approaches to analysing data will reduce influence of social desirability bias
Effectiveness	Have any good practices, success stories, lessons learned, or transferable examples been identified?	Interviews Document review	Qualitative interviews Purposively identified participants (with TAT support)	Potential for social desirability bias in qualitative interviews	Using multiple sources of data/approaches to analysing data will reduce influence of social desirability bias

Question	Information required and source(s)	Scope and methodology	Limitations	Comments	
		Thematic /text analysis, memos, summaries	Unable to observe the environment in which the Project is implemented		
		Contribution analysis	Lessons learned may be highly contextual and not transferrable to other contexts		
Effectiveness	To what extent has the project contributed to the advancement and the progress of EU Accession agenda, UNDCS, CPD and SDGs?	Interviews Document review	Qualitative interviews Purposively identified participants (with TAT support)	Subjective assessment of evaluator on potential contribution Not measurable	Requires observational and behavioural data and trend data Contribution analysis will allow a qualitative estimate of the potential to contribute
		Contribution analysis	Timeframe from project start-up to evaluation makes contribution difficult to assess (time-lag)		
Effectiveness	To what extent has the project contributed to well-being/ human rights of vulnerable groups, including irregular migrants, trafficked individuals, women and girls and contributed to effective	Interviews Document review	Qualitative interviews Purposively identified participants (with TAT support)	Subjective assessment of evaluator on potential contribution High potential for social desirability bias in qualitative interviews	Requires observational and behavioural data and trend data Contribution analysis will allow a qualitative estimate of the potential to contribute

Question	Information required and source(s)	Scope and methodology	Limitations	Comments	
<p>combat of human trafficking and smuggling? Did the project effectively contribute to leave no one behind agenda?</p>		<p>Contribution analysis</p>	<p>No interviews with vulnerable group</p> <p>Not measurable</p>		
Effectiveness	<p>Did Covid-19 measures have a positive or negative effect on the achievement of project results?</p>	<p>Interviews</p> <p>Document review</p>	<p>Qualitative interviews</p> <p>Purposively identified participants (with TAT support)</p>	<p>Potential for social desirability bias in qualitative interviews</p>	<p>Using multiple sources of data/approaches to analysing data will reduce influence of social desirability bias</p>
Efficiency	<p>To what extent did the project's management model (i.e. economic, human; technical resources; organizational structure; information flows; management decision-making) efficient</p>	<p>Interviews</p> <p># of people trained</p> <p>Pre-post training data</p>	<p>Contribution analysis</p> <p>Qualitative interviews</p> <p>Purposively identified participants (with TAT support)</p>	<p>Timeframe from project start-up to evaluation makes contribution to development results difficult to assess (time-lag)</p>	<p>Development results will only relate to # of people trained and changes in knowledge</p>

	Question	Information required and source(s)	Scope and methodology	Limitations	Comments
	in comparison to development results attained?	Self-reported changes in knowledge, skills, practice	Thematic /text analysis, memos, summaries		Requires relevant documents related t Greek Border project
		Document review	Contribution analysis		
			Comparison with Greek Border project		
Efficiency	To what extent was the implementation of this project intervention more efficient in comparison to what could have been in the absence of such an intervention?	Interviews # of people trained Pre-post training data Self-reported changes in knowledge, skills, practice	Qualitative interviews Purposively identified participants (with TAT support)	High potential for social desirability bias in qualitative interviews No control group	Development results will only relate to # of people trained and changes in knowledge Using multiple sources of data/approaches to analysing data will reduce influence of social desirability bias
		Document review	Contribution analysis		
Efficiency	What type of work methodologies, financial instruments, and business practices have implementing	Interviews Document review	Qualitative interviews Purposively identified participants (with TAT support)	High potential for social desirability bias in qualitative interviews	Using multiple sources of data/approaches to analysing data will reduce influence of social desirability bias

	Question	Information required and source(s)	Scope and methodology	Limitations	Comments
	partners used to increase efficiency?		Comparison of potential efficiency of using face-to-face or distance learning (esp. in context of COVID-19)		
			Thematic /text analysis, memos, summaries		
Efficiency	What type of (administrative, financial, managerial) obstacles did the project face and to what extent has this affected efficiency?	Interviews Document review	Qualitative interviews Purposively identified participants (with TAT support)		
			Thematic /text analysis, memos, summaries		
Efficiency	What was the progress of the project in financial terms, indicating amounts committed and disbursed (total amounts & as percentage of total) by UNDP?	Financial reports			

Question	Information required and source(s)	Scope and methodology	Limitations	Comments	
Sustainability	To what extent have project decision making bodies/ implementing partners undertaken the necessary decisions and course of actions to ensure sustainability of the effects of the project? What is the risk the level of stakeholder ownership will be insufficient to allow for the project outcomes/benefits to be sustained?	Interviews Document review	Qualitative interviews Purposively identified participants (with TAT support – LFC & Mol) Thematic /text analysis, memos, summaries	High potential for social desirability bias in qualitative interviews	Using multiple sources of data/approaches to analysing data will reduce influence of social desirability bias
Sustainability	Are the legal frameworks, policies and governance structures and processes in place for sustaining project benefits?	Interviews Document review	Qualitative interviews Purposively identified participants (with TAT support – LFC & Mol) Thematic /text analysis, memos, summaries	Potential for social desirability bias in qualitative interviews	Using multiple sources of data/approaches to analysing data will reduce influence of social desirability bias
			Consideration of sustainability of distance learning compared to face-to-face mode		

	Question	Information required and source(s)	Scope and methodology	Limitations	Comments
Sustainability	To what extent will the project be replicable or scaled up?	Interviews Document review	Qualitative interviews Purposively identified participants (with TAT support – LFC & Mol) Thematic /text analysis, memos, summaries	Potential for social desirability bias in qualitative interviews	This may require document review beyond those in Annex 3 Using multiple sources of data/approaches to analysing data will reduce influence of social desirability bias
Sustainability	To what extent will benefits and outcomes continue after external donor funding ends? What is the likelihood of financial and economic resources not being available once the donor assistance ends?	Interviews Reviews of similar interventions elsewhere	Qualitative interviews Purposively identified participants (with TAT support – LFC & Mol) Thematic /text analysis, memos, summaries	Potential for social desirability bias in qualitative interviews	Using multiple sources of data/approaches to analysing data will reduce influence of social desirability bias
Sustainability	What can be done to maximize the likelihood of sustainable outcomes?	Interviews Reviews of similar interventions elsewhere	Qualitative interviews Purposively identified participants (with TAT support – LFC & Mol)		This may require document review beyond those in Annex 3

Question	Information required and source(s)	Scope and methodology	Limitations	Comments	
Cross-cutting issues	To what extent has the project contributed to the advancement and the progress in women's empowerment as well as mainstreaming gender equality?	Interviews Document review Review of training materials Review of training report UNDP Gender Mainstreaming strategies and guidelines, and other relevant strategies and guidelines	Thematic /text analysis, memos, summaries Qualitative interviews Purposively identified participants (with TAT support – LFC & Mol) Thematic /text analysis, memos, summaries	Potential for social desirability bias in qualitative interviews	Cross-cutting issues will be considered across all of the evaluation dimensions

Annex 3: List of individuals or groups interviewed

UNDP

Aleksander Krebl (Chief Technical Advisor)

Evrin Yarımağan (Ex-Project Administrator)

Gözde Ata (IDG Portfolio Manager)

Bahar Erdoğan (Project Associate)

Okşan Çidem (Short term Expert - Component 1 Migrants' Rights Trainer)

Prof. Dr. Kürşat Çağiltay (Short term Expert - Component 2 Distance Learning Training Material Development)

Sevilay Imre (Short term Expert - Component 2 Distance Learning Training Material Development)

Peter Skerbis, Short Term Expert, Component 1

Ministry of Interior

Mehmet Yüzer (Head of Border Management Department)

Mustafa Avcı (Border Management Department Expert - Project Point of Contact – Component 1 training participant - Study Visit participant)

İlayda Simser (Department of EU Affairs)

Land Forces Command

Colonel Volkan Zan (Planning and Operations Division – Component 1 training participant)

Colonel Zülfü Örenç (Training and Doctrines Command – Component 2 activities - Study Visit participant)

First Lieutenant Oğuz Koca (Training and Doctrines Command – Component 2 activities)

Distance Learning Expert Beyza Erdem Çekmegül (Training and Doctrines Command – Component 2 activities - Study Visit participant)

Project officer Vecihe Togo (Training and Doctrines Command – Component 1 and 2 activity planning)

Central Finance and Contracts Unit

Emre Karapınar (Contract Manager)

Delegation of EU to Turkey

Ulrich Rainer (Programme Manager)

Annex 4: Question guides

These questions provide a general plan for the interviews and will be adjusted as the nuances of the Project come to light

Steering Committee

1. Please tell me a little about your work context and role and how it relates to this project
2. What is the purpose of the project (what is it trying to achieve)
3. What problem is the project trying to address?
4. What strategies does the project use to achieve these outcomes? How do you think these strategies will “work”?
5. What factors are needed to be in place for LFC staff to transfer their learning to their work? In what ways can these factors be addressed?
6. What other strategies could have been used to address the same problem?
7. How much and in what ways does the project contribute to (organisational needs, LFC/MoI, UNDP needs/objectives)?
8. What other projects and interventions does the project relate to? In what ways?
9. Can you give me some examples of how gender is incorporated into the project? In what ways are the needs of different population groups (e.g. men, women, girls, boys) included in this project? What are the reasons?
10. What type of (administrative, financial, managerial) obstacles did the project face and to what extent has this affected efficiency?
11. What would happen without this project/training?
12. What kind of further support is needed to maintain the training and transfer of training to work? Who (organisation) is best placed to provide this support? Why? Are there other ways this support could be provided?
13. What kind of further support is needed for the project be replicable or scaled up? Who (organisation) is best placed to provide this support? Why? Are there other ways this support could be provided?
14. What is being done now to ensure benefits and outcomes of this project will continue after external donor funding ends? What else needs to be done?
15. In what ways did COVID-19 affect implementation? What strategies were used to minimise the effect of COVID-19 on the project?

Stakeholders who were involved in developing the training or are trainers

1. Please tell me a little about your work context and role
2. Please describe the training conducted under the project
 - What are the goals of the training?
 - What values underpin the training?
 - What are the expected results (knowledge, attitudes, values and skills)?
 - What teaching methods are used for achieving these results?
 - What is the content/focus?
3. In what ways do you think it will affect the way LFC staff conduct border control?
4. What are some of the key factors that are necessary for LFC staff to transfer their training to their work?
5. In what ways is the training compatible (or otherwise with field operations)?
6. In what ways is gender incorporated into the training (distance/face-to-face)
7. In what ways do you think distance learning gives different outcomes to face-to-face learning?
8. What are some of the potential; benefits /disadvantages of distance learning? What about face-to-face learning?

9. Do you think different learning modes are better suited to some people better than others? Can you explain why or give examples?
10. What would have happened if there were no distant learning modules available during COVID-19?

Additional question – face-to-face instructors

1. In what ways do you change or adapt the training as you teach? What are the main reasons for making these changes? How do you decide when or how to change the material or the way you teach?

Additional questions – training participants

1. What do you think role of this training was?
2. What did you expect to get out of the training? What did you learn? What were the three most important things you learned?
 - Did you enjoy the training?
 - What didn't you like about it?
 - Did you find it useful?
3. How will you make decisions about (work related task) in the future?
4. If you have returned to the border since completing the training, can you give me an example of how you used the training (or observed the training being applied) in practice?

Study visit participants

1. Please tell me a little about your work context and role
2. Please describe the study visit
 - What was the purpose of the visit?
 - What were main things you learned (knowledge, attitudes, values and skills)? In what ways were these results achieved? What helped the results be achieved (or otherwise)?
 - What did you learn? What were the three most important things you learned? Can these things you learned be implemented here (in turkey/your context)?
3. In what ways have the things that were learned been used? Can you give me some specific examples?

Annex 5: Supporting documents reviewed

Summary of the M&E frameworks and common indicators

Handbook on Planning M&E Evaluation for Development Results

General thematic indicators

M&E strategy

UNDP Guidelines on “Gender Mainstreaming in Practice: A Toolkit”

UNDP Gender Equality Strategy (2014-2017)

UNDP Social and Environmental Standards (14 July 2014)

UNDCS 2016-2020 and UNDP Country Programme Document 2016-2020

National Programme for the Adoption of the EU Acquis and a National Action Plan for EU Accession (2016-2019). https://www.ab.gov.tr/files/5%20Ekim/eylem_plani_ing_ic_sirali_internet_icin_tarandi.pdf

Regulation (Eu) 2016/1624 Of The European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No 2007/2004 and Council Decision 2005/267/EC <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32016R1624&from=EN>

Chapter 24: Justice, Freedom and Security under the Accession Partnership for Turkey Document adopted by the Council of the European Union (EU) <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32008D0157&qid=1601895435602&from=EN>

EU Agency for Fundamental Rights (FRA), Border Controls and Fundamental Rights at External Land Borders, 2020

Frontex Common Core Curriculum EU Border Guard Basic Training, 2007

Law no. 3497 on Protection of Land Borders

Regulation on the Protection and Security of Land Borders (Official Journal no: 2082, Date: 21.03.1991) <https://www.mevzuat.gov.tr/mevzuat?MevzuatNo=9007&MevzuatTur=7&MevzuatTertip=5>

Prime Ministerial approval on IBM (Official Journal No: 27592, date: 26 May 2010) <https://www.resmigazete.gov.tr/eskiler/2010/05/20100526-5.htm>

Project Document

Grant Agreement and its Annexes (including Description of the Action, budget, communication and visibility plan) as well as Addendum and revised Project Document

Inception and Progress reports

Annual WP

Steering Committee and Management Meeting Minutes

Independent Evaluation Report of Border Surveillance Capacity between Turkey and the EU - Phase I Project

Annex 6: Learning objectives

The learners completing the distance learning modules are expected⁴³:

- To be knowledgeable about relevant legislation and procedures.
- To act according to the legislation and procedures.
- To refresh and continuous update their existing knowledge about the legislation.
- To know what to do when faced an incident or other situation at the borders, acting and reacting accordingly.
- To learn lessons from the incidents experienced and act in a correct manner in the face of incidents experienced at the borders.
- To apply best practices in the field of IBM and Human Rights in the various activities held at the borders

⁴³ Distance learning training strategy

Annex 7: Project Logical Framework

	Results chain	Indicators	Baseline (incl. reference year)	Current value Reference date	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To contribute to the prevention of irregular migration, human trafficking, cross-border crimes, and smuggling and to ensure further development and implementation of border management and standards in line with EU's IBM policies and strategies through trainings	Reduced number of border security and surveillance related irregular crossings	50.000 irregular crossings (2014) 120.000 irregular crossings (2015) 72.000 irregular crossings (2016)		Positive trends in interdiction of irregular cross border movement.	EU Progress Reports Final Reports of the previous Projects on Institutional Capacity Enhancement and Training of Border Guards Turkey Frontex Risk Analysis network Annual reports	
Specific objective(s): Outcome(s)	To support border security and surveillance through increasing individual and institutional capacity of relevant border units (professional personnel of LFC).	Program Steering Committee in place and is headed by the Undersecretary of the Mol to monitor transition. Updated concepts and approaches that govern IBM in the EU	Trainings on fundamentals of IBM conducted to 100 staff of LFC (Y 2015) Trainings on Risk Analysis in IBM conducted to 250 staff of LFC (Y 2017-Demining Phase II)		100 professional staff at LFC headquarters and field trained through distance learning on advanced level two modules in regard with procedural requirements of border surveillance and control, rights of migrants and combatting human trafficking (Y2020)	Minutes of Steering Committee meetings Attendance sheets for face-to-face trainings Assessment Report on needs of LFC in terms of modern training	Continued commitment of the Government of Turkey to the EU accession process and to adopt IBM

		<p>Institutional capacity of LFC enhanced by the introduction of specific/specialised training modalities such as use of distance learning for border units</p> <p>Number of professional staff of LFC trained on procedural requirements of border surveillance and control and rights of migrants, combatting human trafficking</p> <p>Number of professional staff at LFC headquarters and field trained through distance learning on advanced level two modules in regard with procedural requirements of border surveillance and control, rights of migrants and</p>	<p>517 professional staff of LFC at border regions on procedural requirements of border surveillance and control and rights of migrants, combatting human trafficking (Y2018 – Phase I)</p> <p>An expert group on IBM, which is composed of 100 professional staff at the LFC headquarters and among professional cadres in the field is established and they received advance level trainings on procedural requirements of border surveillance and</p>	<p>200 professional staff of LFC received face-to-face trainings on procedural requirements of border surveillance and control, rights of migrants and combatting human trafficking (Y2019)</p>	<p>tools of border surveillance</p> <p>Reports of distance learning and face-to-face trainings</p> <p>EC Regular Reports on progress</p>	
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		combatting human trafficking	control, rights of migrants and combatting human trafficking (Y2018 – Phase I)				
Outputs	<p>Op 1. EGT on face-to-face Trainings</p> <p>Op 2. Reviewed/Updated Training materials</p> <p>Op 3. 8x3-day tailor made trainings, Training Reports</p> <p>Op 4. Expert group on training capacity development of LFC; Rules and Procedures on the work of TCDEG</p> <p>Op 5. Comparative Assessment Report</p> <p>Op 6. Assessment Report</p>	<p>Establishment of EGT (max. 10 members)</p> <p>Number of professional staff of LFC trained face-to-face on border surveillance and control procedures and migrants' rights</p> <p>Establishment TCDEG</p> <p>Conducting of study visits and</p>	<p>Training needs assessment of the LFC (Y2018 – Phase I)</p>		<p>200 LFC staff primarily serving in the Bulgarian border regions (Y2019)</p> <p>100 LFC staff trained through distance learning on advanced level two topics in the fields of IBM and migrants' rights (Y2020)</p> <p>Distance learning trainings embedded into the training curriculum within orientation package of newly assigned</p>	<p>Project Progress Reports</p> <p>Steering Committee working papers</p> <p>Minutes of meeting</p> <p>Attendance sheets</p> <p>Distance learning training certificates delivered through Kara Ağı</p>	<p>Continued commitment and interest of the LFC to the EU accession process and to adopt IBM.</p>

	<p>Op 7. Training Strategy and training films</p> <p>Op 8. Tailor-made distance learning training material</p> <p>Op 9. Distance Learning Pilot Trainings</p>	<p>developing a comparative assessment on the training capacities and practices of professional staff of border units in selected EU countries</p> <p>Assessment of the needs of LFC in distance learning training</p> <p>Number of professional staff at LFC headquarters and field trained through distance learning trainings on advanced level two modules</p>			<p>professional staff of Border Units (Y2020)</p>		
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Activities	<p>A.1.1.Re-establishing the expert group on trainings (EGT)</p> <p>A.1.2 Review and update the tailor-made training materials</p> <p>A.1.3 Delivery of tailor-made training modules</p> <p>A.2.1 Establishing a Training and Capacity Development Expert Group (TCDEG)</p> <p>A.2.2 Study visits and development of Comparative Assessment Report</p> <p>A.2.3 Assessing the distance learning training needs of LFC Border Units professional staff</p> <p>A.2.4 Developing training strategy for distance learning trainings and operation of the technical infrastructure for distance learning in LFC premises</p> <p>A.2.5 Developing the training material for distance learning</p> <p>A.2.6 Distance Learning Pilot Trainings</p>	<p>Means:</p> <p>Human Resources: Technical Assistance Team, Portfolio Manager, Portfolio Administrator, Short Term Experts</p> <p>Computer equipment and supplies, trainings</p> <p>Study visits</p> <p>Project Office</p> <p>Consultative Meetings</p> <p>Visibility actions</p> <p>Training materials</p> <p>Costs:</p> <p>Including the human resources, travels, equipment and supplies, local office, services and indirect costs details are indicated in the Budget for the Action</p> <p>Total: EUR 1.120.000,00</p>	<p>Government of Turkey and LFC remains committed to the EU accession process and to adopt IBM.</p> <p>Ownership of the Project Beneficiaries ensured.</p> <p>Target number of participants will be reached.</p>
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