



PRAGUE PROCESS  
ПРАЖСКИЙ ПРОЦЕСС

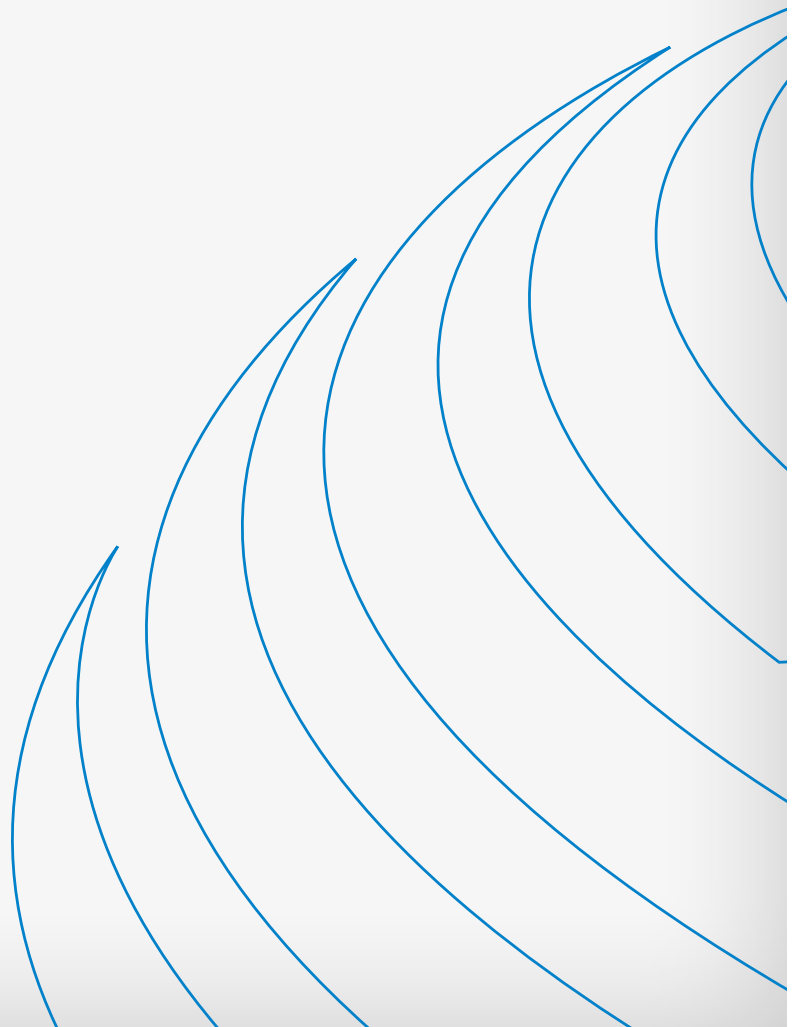
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# Evaluation of the Implementation

of the Prague Process Action Plan 2012–2016

October 2015



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## ACRONYMS

AP	Action Plan
CIS	Commonwealth of Independent States
EaP	Eastern Partnership
EC	European Commission
EU	European Union
GAMM	Global Approach to Migration and Mobility
ICMPD	International Centre for Migration Policy Development
IOM	International Organization for Migration
MARRI	Migration, Asylum, Refugees Regional Initiative
NCP	National Contact Points
PP	Prague Process
PP 1-7	Pilot Project 1-7
PP TI	Prague Process Targeted Initiative
RCP	Regional Consultative Process
SOM	Senior Officials' Meeting
UNHCR	United Nations High Commissioner for Refugees

## EXECUTIVE SUMMARY

The aim of this midterm evaluation is to assess the **Prague Process Action Plan 2012-2016 implementation (PP AP)**, its quality, impact and added value and to establish causal links between existing activities and their effects, and finally to develop recommendations allowing to increase the usefulness and effectiveness of the process' functioning in the future. This report is a result of an analysis of the outcomes of the questionnaires distributed in March 2015 among all PP participating states and partner organisations as well as an effect of desk research. The evaluation team consisted of both internal experts from the Ministry of Interior of Poland as well as invited external experts.

The first chapter outlines the features of the **Prague Process as a Regional Consultative Process** on the migration-related issues since its inception in 2009, the migration overview of 50 Participating States including the European Union and the Schengen Area states, Eastern Partnership countries, Western Balkans, Central Asia, Russia and Turkey, as well as the main priorities set in the Prague Process Action Plan 2012-2016 endorsed during the 2<sup>nd</sup> Prague Process Ministerial Conference in Poznan, 4<sup>th</sup> of November 2011. It also sheds some light on the activities within the Prague Process Targeted Initiative and projects implemented under the so-called Prague Process umbrella.

The second chapter describes the **evaluation methodology**, its **purpose**, and **framework**, and most importantly the **five evaluation criteria** that have been set forth to evaluate the PP AP implementation, namely: **relevance, impact, effectiveness, efficiency and external coherence**. Those criteria were applied during the analysis of the responses to the questionnaire distributed among the 50 Prague Process States (14 questions, both open-ended and close-ended), European Commission and partner organizations (5 questions). There were 39 answers to the questionnaires received in total.

The third, main chapter of the report discusses the **Prague Process Action Plan evaluation findings**. In general, the participating states find **the six Cooperation Areas set out in the Action Plan as coherent with and complementary to** their national migration policies and other existing international forums. Some suggestions proposing possible changes in the PP AP were presented, notably aiming to further improve the tangibility of the results and to involve new actors. Due to the Prague Process character as a 'soft' form of international cooperation with a focus on its dialogue functions, it was difficult to assess the direct, practical impact of the PP Action Plan. Therefore it has been challenging for the Participating States to intercept and measure the impact of the interventions they were involved in. In general, the PP AP impact was perceived as direct mostly by non-EU participating states to which the Prague Process activities gave **an important stimulus for modifications of their migration management systems** and provided a

useful toolkit. Meanwhile the impact for the EU states has been rather indirect – via **enhancement of the cooperation with non-EU states (non-traditional, geographically distant partners)**, creating possibilities to exchange best practices, experiences and allowing maintaining contacts after certain projects' closure.

The existing implementation structures and flexible forms have contributed to the positive assessments of specific initiatives, e.g. the Pilot Projects. The evaluation has pointed out a necessity to introduce several modifications with regard to the channels of communication amidst various PP stakeholders. Moreover, it became evident that more emphasis should be put on the outcomes, which could be found useful and sustainable after the relevant projects' closure. It must be noted simultaneously that, in context of the Pilot Projects, the activities carried out were more relevant for non-EU countries, being the most involved beneficiaries.

As far as the **Prague Process internal structure**, administrative management and current system of financing are concerned, the following can be concluded:

- Senior Officials' and Core Group Meetings** were generally considered to be an **important platform facilitating the implementation of concrete Prague Process activities**,
- the Prague Process **leadership**, as well as the **work of its Secretariat**, have been **assessed positively**,
- the participating states do **not indicate any deficiencies** when assessing the financing framework of the Prague Process and its activities in general, although **concerns** were raised when it comes to **ensuring financial stability** of the on-going and intended activities.

The evaluation has also shown that involving less active stakeholders of the Prague Process may facilitate better sustainability to the PP AP **outputs** whereas involving other actors, such as civil society organisations, could contribute to better **promotion of the Prague Process and its activities**, also via awareness raising campaigns. Currently, as the evaluation results prove, such involvement was not a priority in the majority of the participating states. While the Prague Process is regarded as coherent with other regional processes in the area of migration, there nevertheless is still a need to take into account the risk of potential overlapping with such initiatives as for instance the Budapest Process.

From the partner organisations and institutions' point of view, the **Prague Process has significantly contributed to the enhancement of international cooperation in the migration area**. Organizations/institutions in general have appreciated the initiatives carried out under the Prague Process auspices, indicating simultaneously some areas where certain modifications would further improve the results, such as better promotion of the Knowledge Base or introducing regu-

lar monitoring for the activities undertaken. By creating new possibilities for cooperation with state stakeholders, the Prague Process is being assessed by relevant entities as an important dialogue platform. Since a significant number of migration-related initiatives exist in the region, caution is advisable to avoid overlapping

and retain the Prague Process as a coherent and complementary instrument of migration-related processes, as outlined in the Global Approach to Migration and Mobility (GAMM).

The findings end with a recapitulation of seven main conclusions.

## PRAGUE PROCESS OVERVIEW

### Brief outline of the changing migration situation

In its geographical scope the Prague Process encompasses as many as 50 countries from Europe and Asia. They represent diverse migration profiles: from emigration to immigration countries; from countries where migration is an important public issue to countries where this phenomenon barely exists. This migration-related diversity is one of the most important features of the Prague Process. However, one of the significant common patterns that unites the region is the fact that the majority of migration flows from the PP states is directed towards other states in the region. Within the region, the migrant population differs widely according to their legal status, ethnicity, socio-education profile, etc., which creates diverse challenges for migration policies of the respective countries. At the same time, the Prague Process as a migratory area is getting ever more inter-connected with other migration routes like the North African and sub-Saharan migration route, the Middle East migration route or finally the Central-Asia-Silk or Arabic routes. Since migration movements to/from the Prague Process countries to the neighbouring regions are becoming more dynamic, enhancing the synergies with other regional migration consultative processes. May represent a crucial task for the future.

Some Prague Process states are traditionally characterized by a high level of immigration and pursue an active immigration policy (e.g., many of the EU Member States and Russia). Others, like Ukraine, Western Balkans, or Southern Caucasus countries, grapple with the problem of continuous emigration and important challenges such as brain drain or population shrinking. States like Turkey and Russia are simultaneously countries of intensive immigration and emigration movements; meanwhile the Central European states, which previously mainly characterised by emigration, are gradually changing into net immigration states. Central Asia is another diverse region, with Kazakhstan playing an important role as a destination country for migrants coming from the region and other states consistently experiencing high levels of emigration. Unfortunately, the Prague Process region is not free from security challenges, including armed conflicts and related forced migration. Particularly current migration dynamics related to the war in Syria and other Middle Eastern and North African locations forced the EU MS to face unprecedented migration inflows and rethink its current migration policies. Some countries in the region have to deal with part of their population being internally displaced. The Prague Process countries have also witnessed an increasing number of asylum seekers, coming from other PP states or outside, with Germany, Sweden, Italy, Russia and Turkey showing the highest numbers of asylum applications received. South European countries are also challenged by higher than ever numbers of irregular migrants and asylum seekers attempting to get to the EU through the Mediterranean Sea.

In terms of migration cooperation, EU Member States are most advanced, featuring certain common migration standards (in particular Common European Asylum System) pertaining to foreigners' admission, stay and return, and the so-called Schengen Area without internal border controls in place (however with many derogations) as well as single sets of rules for external border checks. There are as well migration-related cooperation mechanisms operating in the framework of Commonwealth of Independent States, Eurasian Economic Space that other PP states would like to learn more about, and association and visa liberalisation agreements that EU concluded with Western Balkan and Eastern European and Caucasus states.

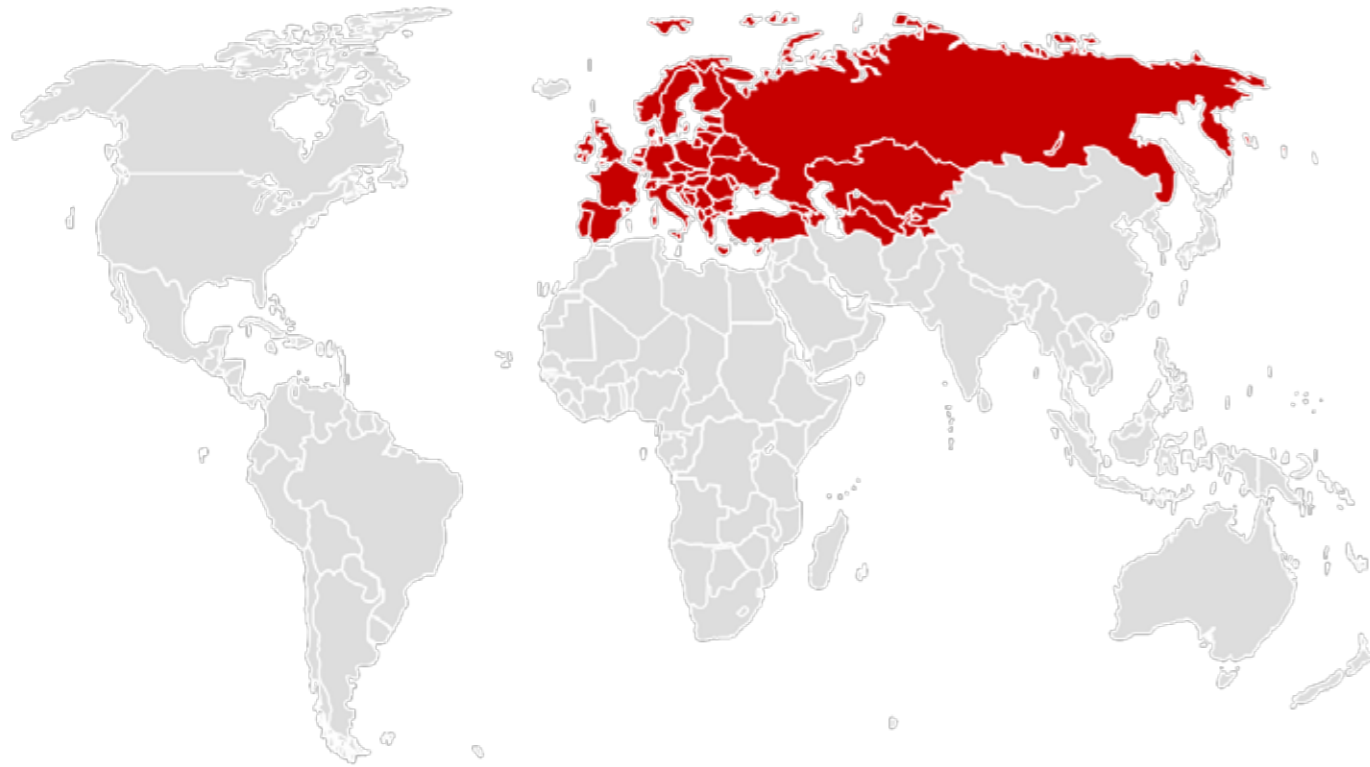
### Overall goal and specific objectives of the Process

The Prague Process is an intergovernmental dialogue on policy and practice in the area of migration and asylum – sustainable cooperation and experience sharing among partners. Its primary goal is to set a forum for political peer-to-peer discussion on those subjects. Its aim is to develop broad partnerships between the participating countries, promote cooperation and exchange of information and deepen mutual trust, among others, through the joint implementation of concrete projects in the area of migration and asylum. Our common aim is to understand and learn from each other bearing in mind the welfare of migrants – our citizens or guests.

### History of the Prague Process

The Prague Process is a relatively young Regional Consultative Process at the age of six. It was launched with the **Ministerial Conference “Building Migration Partnerships” on 28-29<sup>th</sup> of April 2009** organized by the Leading State and at the same time Presidency to the Council of the European Union – the Czech Republic. The Ministers holding main responsibility in migration management from the European Union, Norway, Iceland and Switzerland, Western Balkan, the Commonwealth of Independent States, Georgia and Turkey, together with representatives of the EU institutions and agencies as well as international organisations dealing with migration and asylum issues adopted a Joint Declaration with the five areas as the basis for cooperation.

The Global Approach to Migration and Mobility (GAMM) is, since 2005, the overarching framework of the EU external migration and asylum policy. (definition by EC)



Map 1. Prague Process participating states (see Annex I for a detailed list)

Currently, the Prague Process involves 50 countries, making it one of the largest Regional Consultative Processes in the world. The beginning of the Prague Process should be linked, on the one hand to the advances in the Global Approach to Migration within the enlarged European Union, and on the other hand with rapid changes in the migration situation and legal orders in the other Prague Process states. All Parties at this stage met in the need of forming a forum for an enhanced cooperation in the field of migration, where countries would be partners, sharing their practices and learning from each other. At its inception the Prague Process could take examples from the already successfully functioning Budapest Process and Rabat Process, though this particular Process has paved its own way in many aspects. The present evaluation is one example of its distinctiveness.

A Regional Consultative Process on Migration (RCP) is a restricted information-sharing and discussion forum for states with an interest in promoting cooperation in the field of migration (definition by IOM)

**From the perspective of the European Union's Global Approach to Migration and Mobility (GAMM), the Prague Process is a key regional process towards the East and South-East and aiming at building a genuine dialogue on migration. The evaluation of the other RCPs and GAMM itself may take into consideration the lessons learnt from this evaluation.**

The new Leading State, also in its capacity of the Presidency to the Council of the EU – Republic of Poland – organised the **“Building Migration Partnerships in Action” Ministerial Conference in Poznań on 4th of November 2011** not only as a logical consequence of the former conference. It was also a new quality in the endeavour of running the cooperation one step higher, setting specific actions to be taken within the period of 5 years.

#### Joint Declaration's areas:

- preventing and fighting illegal migration;
- integration of legally residing migrants,
- readmission, voluntary return and sustainable reintegration,
- migration, mobility and development,
- legal migration with a special emphasis on labour migration.

Additional area added in Prague Process Action Plan 2012-2016

- strengthening capacities in the area of asylum and international protection

#### Main principles and areas for cooperation (listed in the PP Action Plan 2012-2016)

The Prague Process Action Plan for 2012-2016 listed six main areas of cooperation that included altogether 22 actions to be implemented in five years' time.

#### I. Preventing and fighting illegal migration

1. To support awareness-raising campaigns in countries of origin on the risks of illegal migration, including smuggling of migrants and trafficking in human beings.

2. To promote cooperation between migration-related agencies and state authorities, including by signing working arrangements, with a particular focus on:

- a) the exchange of relevant analytical methods focused on illegal migration channels, and of best practices on combating organised crime networks involved in the smuggling of migrants and trafficking in human beings;
- b) the promotion and development of Integrated Border Management through the development of a comprehensive training strategy on border management, including on mechanisms to ensure access to international protection for those in need, the setting up of an inventory of existing border security technologies and the identification of technological needs;
- c) the exchange of best practices on establishing the identity and/or nationality of irregular migrants;
- d) the exchange of best practices on implementation of international standards regarding security of travel documents, visas and other relevant documents including on the use of biometrics.

3. To promote the exchange of best practices in identification and in providing adequate protection and assistance for vulnerable groups, in particular unaccompanied minors and victims of trafficking in human beings, including through the strengthening of partnerships between government and non-government organisations.

#### II. Promoting readmission, voluntary return and sustainable reintegration

1. To promote cooperation in the area of readmission with a view to establishing an area of functioning readmission agreements through:

- a) assisting the Parties by providing technical support for the preparation and negotiation of readmission agreements between themselves as well as between the Parties and countries of origin and/or transit,
- b) the exchange of experiences and best practices on practical and operational implementation of such agreements.

2. To strengthen practical cooperation in the area of voluntary return through supporting the establishment of related programmes in particular in countries that do not have any such programmes.

3. To support sustainable reintegration through building up appropriate infrastructure that facilitates the access of returnees to information on employment offers in their countries of origin, e.g. by dedicated websites, databases of job vacancies and vocational training courses, and CV databases.

4. To share best practices related to return, readmission and reintegration of vulnerable persons such as victims of trafficking in human beings and unaccompanied minors.

#### III. Addressing legal migration and mobility with a special emphasis on labour migration

1. To strengthen the capacities of employment services and authorities to manage labour migration in order to better respond to national labour market needs, and to better inform potential migrants on the possibilities of legal migration.

2. To share experiences and best practices in organising labour migration.

3. To share experiences and best practices on social protection schemes and to encourage negotiations and the conclusion of agreements on social security.

4. To create support programmes aimed at the reintegration of migrants into labour markets in their countries of origin, taking into account proper use of their skills and competences acquired abroad.

5. To strengthen cooperation on assessment of migrants' skills and competences between countries of origin and destination in order to avoid “brain waste”, including through reinforcing the comparability of professional profiles.

6. To promote an exchange of students and researchers between higher education institutes of the Parties.

#### IV. Promoting integration of legally residing migrants in their host societies

1. To exchange information and experiences on integration policies and the instruments of the receiving countries, in order to provide recommendations on ways of involving central and local governments, civil society and diaspora communities in the integration process, among others.

2. To strengthen capacity and to share best practices and experiences in integration practices among authorities responsible for the integration of migrants.

#### V. Making migration and mobility positive forces for development

1. To bring together representatives of diaspora communities and governments of countries of origin and destination for round-table debates on sharing best practices and to discuss the role of diasporas in development and investment in countries of origin.

2. To carry out a comprehensive study of the relevant policies and legislation (on migration, taxes, the recognition of diplomas etc.) of countries of origin and destination in order to identify successful practices and focus on the possibilities of facilitating circular migration.

3. To examine the possibility of developing a framework for disseminating information on channels for remittances and their cost, especially with the aim of facilitating investment in countries of origin.

4. To exchange information about the social consequences of migration for migrants' families and to identify best practices to address the issue.

#### **VI. Strengthening capacities in the area of asylum and international protection**

1. In collaboration with UNHCR, to assist the Parties in developing and strengthening their asylum systems, including national asylum legislation, to ensure compliance with international standards.

2. To support asylum authorities of the Parties in:  
a) strengthening reception capacities for people in need of international protection,  
b) strengthening their capacities in gathering and analysing information on asylum seekers' countries of origin in the context of the overall strengthening of asylum systems.

3. To promote the development of training programmes for law enforcement bodies and the judiciary on international protection standards and on the principle of non-refoulement.

#### **Activities implemented within the framework of the Process (including the PP TI Pilot Projects, Knowledge Base and the projects under the PP Umbrella);**

The Prague Process embraces various activities aimed to achieve goals in accordance with its Action Plan. The aforementioned activities are being implemented with the support of different financing instruments, within the currently evaluated time framework, mainly through the **Prague Process Targeted Initiative** and projects under the PP Umbrella (see Annex V. Financing table).

PP TI is aimed to enhance the cooperation in the area of migration according to three main objectives: political meetings at different level (from practitioners to senior officials and policy-makers), Knowledge Base and concrete projects. Within the framework of **Pilot Projects 1-7** (4 completed, 3 currently on-going, see Annex VI for details) seminars and thematic workshops are being organised, as well as study visits and expert missions. The Projects' outcomes and recommendations are summarised in handbooks or guidelines.

#### **Handbook on Concluding Readmission Agreements and Organising Returns**

#### **Handbook on Managing Labour and Circular Migration**

#### **Guidelines on Training in the Asylum Process – Approaches to Achieve Quality**

#### **Handbook on establishing identity and/or nationality of irregular migrants**

#### **Handbook on Students' cross-border mobility**

#### **Handbook on Quality in Decision-making in the Asylum Process**

Furthermore, PP TI emphasises the need to elaborate and develop migration profiles of the PP Participating States (which constitute the basis of the PP Knowledge base, see Annex VII for details), containing the following information: socio-economic situation, migration flows analysis and description of the states' policy in the area of migration. The PP Umbrella actually covers two important projects described below, aimed to be complementary to the activities carried out under the PP TI and to realize the selected PP Action Plan actions.

#### **Development of joint principles, procedures and standards on integration policies between the Russian Federation and European partners (ERIS) – implemented by use of the agreed common format and standardised procedures for implementing the PP Action Plan. It shall result in a manual on principles, procedures and standards on integration policies.**

#### **Eastern Partnership cooperation in the fight against irregular migration – Supporting the implementation of the Prague Process Action Plan (EaP – SIPPAP) – it aims to enhance the cooperation between EU-EaP and EaP-EU countries, both in the bilateral and multilateral dimension, in line with border management concepts. It also contributes to support of training programmes for migration/law enforcement training entities in the EaP countries.**

#### **Assessment of the involvement of Participating States in the implementation of the Action Plan;**

Within the framework of the PP, the involvement of particular participating states can be assessed on the basis of their participation in its dialogue and practical activities, in particular the implementation of PP TI Pilot Projects 1-7 and the PP Umbrella Projects (a full list of participation in the Prague Process events can be found in Annex IV, participation in the Pilot Projects – in Annex VI, and partners in all the realized projects – in Annex V). Therefore, the most committed countries are those responsible for the maintenance and implementation of the initiatives taken under the PP's auspices, especially the Prague Process Targeted Initiative (Czech Republic, Germany, Hungary, Poland, Romania, Slovakia, and Sweden). Simultaneously, the afore mentioned states are interested in obtaining concrete results (in particular in the Pilot Projects they lead), which enable enhancement of the migration management processes in general – partially due to their geographical localization. Other EU Member States only occasionally participate more deeply into the PP implementation. The evaluation's outcomes prove that the Prague Process

participating States acting actively in matters relating to a number of activities under the PP, have not only contributed most to the implementation of the PP's goals (as indicated in the PP Action Plan), but are also more engaged in finding better solutions for further cooperation. The involvement of each country is rarely equal throughout the time (with a few exceptions, especially in the case of the Eastern Partnership States, but also

to a certain extent Western Balkans and Turkey) since the beginning of the Process. Taking into account that the Prague Process is a Regional Consultative Process, one of its main characteristics is a flexible approach that allows countries to participate in selected activities when they decide so or such a need arises. The scope of participation and activities undertaken is remarkably high compared to similar initiatives worldwide.

## EVALUATION PURPOSE AND METHODS

The following section presents the **main principles, purposes, scope and methods** of the evaluation as stipulated by the Prague Process Action Plan 2012–2016 adopted during the 2nd Prague Process Ministerial Conference “Building Migration Partnerships in Action” held in Poznan on 4 November 2011. During the conference the 50 participating states agreed to “commit themselves to monitor and evaluate activities and the implementation of the Action Plan on an annual basis at the Senior Officials’ Meetings”. Furthermore, the Action Plan states that “a mid-term and final review of the implementation of the Action Plan will take place at the Ministerial Conferences”. The results of such review (evaluation) should be taken into account while drafting of the document to be adopted during the 3<sup>rd</sup> Ministerial Conference planned to take place in 2016.

**The purpose** of the evaluation of the Prague Process Action Plan was agreed during a Senior Officials’ Meeting, which took place in Berlin in November 2014. The main assumptions were proclaimed in the *Terms of Reference for the evaluation of the implementation of the Prague Process Action Plan 2012–2016*: “Firstly, the Prague Process participating states should verify whether the results of evaluation justify that the Action Plan has been implemented. Secondly, the evaluation outcomes should be used as input for a future Prague Process programme document to be adopted during the Ministerial Conference in the second half of 2016. Thirdly, the evaluation should help to improve the implementation of the Action Plan 2012–2016 and, finally, its conclusions should be used in future actions of the Prague Process”. In view of the forthcoming 3<sup>rd</sup> Prague Process Ministerial Conference to be held in Bratislava in 2016, the evaluation should focus on **accountability, planning, improvement and utilization of the gained knowledge**.

**The main objective** of the evaluation of the Prague Process Action Plan is to analyse and assess the performance of the Action Plan based on few selected criteria outlined below and identify recommendations for the further initiatives of the Prague Process.

The evaluation process was based on **the following guiding principles**.

**Firstly**, as envisaged in the *Terms of Reference* cited above, the Action Plan outcomes achieved so far (2012–2014) should be evaluated with regard to their impact. It means that the evaluation focuses on investigating whether any changes, both intended and unintended ones, related to the Action Plan implementation have occurred. In other words, the evaluation attempts to assess whether any cause-and-effect exists between the intervention (Action Plan implementation) and positive changes in the migration policies, external cooperation and migration situation of the states involved as well as supporting international organizations.

**Secondly**, as recommended by SOM, the evaluation has taken a form of self-evaluation, which implies that it was based on the data provided by the stakeholders.

The process of evaluation was conducted by the Polish Ministry of Interior in cooperation with the Core Group states and ICMPD, and with external evaluators’ methodological assistance.

**Thirdly**, due to its mid-term character, but also organisational constraints, the following evaluation has a limited scope and depth in comparison to more standard, theory-based evaluations. It mainly aims at giving policy-makers on time information relevant to their needs and tasks.

**Finally**, this a mid-term evaluation, conducted in the course of the Prague Process Action Plan implementation, aimed to establish whether the intervention goes in the originally planned direction, what the best practices and lesson learnt are, and how the Action Plan implementation may be improved during the remaining implementation period.

The evaluation focused on „the impact of activities and the implementation of the Action Plan, their direct effects on further strengthening cooperation in priority areas listed in the Action Plan” (according to *Terms of Reference*). In practice this means that the evaluation concentrated on the six main Cooperation Areas as well as various initiatives undertaken within the Prague Process Targeted Initiative, projects under Prague Process umbrella and outputs achieved within the implementation of the Prague Process. **The time scope** encompasses the period 2012–2014 (mid-term evaluation).

For the evaluation purposes, **the methodology** used the following assessment criteria: impact, relevance, effectiveness, efficiency and external coherence. Where possible, the criteria’s definitions were developed with the recognition of the Evaluation Methods for the European Union’s External Assistance<sup>1</sup> as well as EVALSED<sup>2</sup> glossary provided by the DG Regional Policy of the European Commission. Moreover, due to the fact that the Prague Process involves as many 50 participating states, the evaluation also took the recommendations of more universal evaluation approaches, such as the recommendations of the United Nations Evaluation Group<sup>3</sup>.

**The evaluation criteria** were defined as follows: **Relevance** assesses the selection of the activities undertaken within the Prague Process Action Plan in terms of achievement of the goals of the Prague Process, as well as their feasibility and coherence with stakeholders’ requirements, needs and priorities. The assessment included the commitment of the stakeholders to the Action Plan, verification of the stakeholders’ opinion on particular Prague Process activities and possible modifications.

- 1 European Communities, Evaluation methods for the European Union’s External Assistance, 2006.
- 2 DG Regional Policy, EVALSED: the resource for the evaluation of Socio-Economic Development, 2013.
- 3 United Nations Evaluation Group, Standards for Evaluation in the UN System, April 2005.

**Impact** reviews the effects of the Prague Process Action Plan (positive and negative, short – and long-term, direct and indirect), the degree of implementation of the Action Plan goals and the likelihood that the Action Plan brought a real change to the stakeholders and the wider environment.

**Effectiveness** examines whether the objectives outlined in the Action Plan were achieved so far or are expected to be achieved by identification of the most and least effective actions and initiatives undertaken within the Prague Process, by recognising the difficulties and barriers that accrued during the implementation of the Action Plan, and by capturing the potential added value (e.g., in the form of good practices).

**Efficiency** assesses the implementation of the Action Plan assumptions (undertaken activities and initiatives) in relation to the committed resources (financial, human, administrative, etc.)

**External coherence** evaluates the correlation and degree of complementarity between the goals of the Prague Process Action Plan and those of other international processes and initiatives operating in the same area (e.g., Eastern Partnership and Budapest Process).

The applied **research methods** included:

The most important original source was a feedback questionnaires technique. The questionnaire is a popular tool used to obtain information from a significant number of stakeholders to learn about their opinions, perceptions and attitudes regarding a programme/project; it allows gathering descriptive data on a large number of topics at low cost. Anonymity of respondents may help to get honest answers and to gain general understanding of the situation. The questionnaire was prepared in two versions. The longer version (consisting of 14 questions) was addressed to 50 participating states and the shorter one (five questions) – to eight cooperating international organizations and institutions. The questionnaire structure was discussed

within the Prague Process Core Group and Prague Process Secretariat, and disseminated among all the participating states and selected organizations. The questionnaire included two types of questions: open-ended (where a descriptive answer was requested) and closed-ended (where a rating scale was provided). In all questions respondents were asked to give additional justification/comments.

(2) Quantitative and qualitative analysis of collected questionnaires.

(3) Desk research and documents (as secondary sources).

As was outlined, the questionnaires were distributed to the 50 Prague Process States, the European Commission and partner organizations. The special status of the European Commission as a participant of the Process should be emphasised – EC is not only responsible for the EU funded projects implemented under the Prague Process Action Plan, it also takes part as a formal participant of the Process, and its representative signs Ministerial Conference documents. The answers given by the EC to the same questions as partner organizations/institutions shall be presented separately from the ones evaluated for the Prague Process Participating States. The questionnaire was sent to UNHCR and IOM. Both organizations refrained from returning replies with official statements:

*IOM believes it is appropriate for participating states to respond to the evaluation of the process.*

*UNHCR did not participate in this evaluation since it is an observer rather than a key participant in the Prague process, the process extending broadly to many issues outside UNHCR’s mandate. However, UNHCR continues to follow the process with interest and to offer its expertise where appropriate.*

Due to the anonymity rule, all citations in the report will have concealed personal information to prevent identification of the responding state/entity.

**Table I. Criteria and benchmarks applied**

Criterion	Benchmarks	Key questions in the questionnaire
Relevance	Whether PP AP Cooperation Areas stipulated in AP correspond to the policy priorities and needs of key stakeholders? Are any modifications required?	Questions for Prague Process Participating States: 1, 2, 3&13 Questions for partner organizations: 1 & 5
Impact	Can there any direct impact on the stakeholders be observed? Was it positive or negative, planned or unexpected?	Questions for Prague Process Participating States: 4 (2&3 subsidiary) Question for partner organizations: 2
Effectiveness	Whether intended results were achieved?	Questions for Prague Process Participating States: 5, 6 & 7
Efficiency	Whether outputs from the intervention were maximized? How is the cooperation assessed?	Questions for Prague Process Participating States: 10, 11, 12 & 14 Questions for partner organizations: 3
External coherence	Whether intervention was coherent with relevant migration initiatives in the region?	Questions for Prague Process Participating States: 8 & 9 Question for partner organizations: 4



**Table II. Questionnaires’ distribution**

Questionnaire	Date of distribution and deadline for sending forms	Number of questions	Replies	No replies
Prague Process participating states	18 <sup>th</sup> of March 2015 – 15 <sup>th</sup> of April 2015	14	36/50 Armenia, Austria, Azerbaijan, Belarus, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Denmark, Former Yugoslav republic of Macedonia, Finland, Georgia, Germany, Hungary, Italy, Kosovo (UNSCR 1244/1999), Kyrgystan, Lithuania, Luxembourg, Moldova, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, Russia, Serbia, Slovakia, Slovenia, Spain, Sweden, Tajikistan, Turkey, Ukraine	14/50 Albania, Cyprus, Estonia, France, Greece, Ireland, Kazakhstan, , Latvia, Liechtenstein, Malta, Switzerland, Turkmenistan, United Kingdom, Uzbekistan
Prague Process partner organizations	18 <sup>th</sup> of March 2015 – 15 <sup>th</sup> of April 2015	5	5/8 Council of the EU, EASO, European Commission, ICMPD, MARRI	3/8 , EEAS, IOM, UNHCR

The most important **risks and constraints** taken into account during designing the evaluation methodology were as follows: 1) possible limited willingness of some participating states to contribute to the evaluation, 2) insufficient information available, 3) presenting by some PP states feedback on activities not resulting directly from the Action Plan. Moreover, taking into account the fact that the Prague Process is a “process”, not a “project”, with concrete/tangible results planned beforehand to be achieved in the end, it occurred to be a serious limitation to use traditional methods of project evaluation.

To mitigate those risks, the developed questionnaire was aimed to be as simple and precise as possible, requiring only little time on giving mandatory information. Moreover, the respondent could choose whether to only answer or also provide for additional comments. The designed methodology also promoted

inter-agency consultations to get the fullest picture – as respondent were asked to name all the consulted institutions. All the questions were discussed in detail with the Core Group members and the Prague Process Secretariat. When sending out the questionnaires, the respondents were given approximately one month for their response. Moreover, when analysing their answers to the questionnaire, the assessment of whether a certain criterion was fulfilled, was undertaken based on the analysis of the whole questionnaire received from a certain state, and not only based on specified questions assigned to that criterion. Such approach allowed grasping all the potential impact of PP AP implementation since some respondents gave practical information on their cooperation under the Prague Process only when answering the first few questions of the questionnaire.

## FINDINGS FROM THE EVALUATION

### Relevance

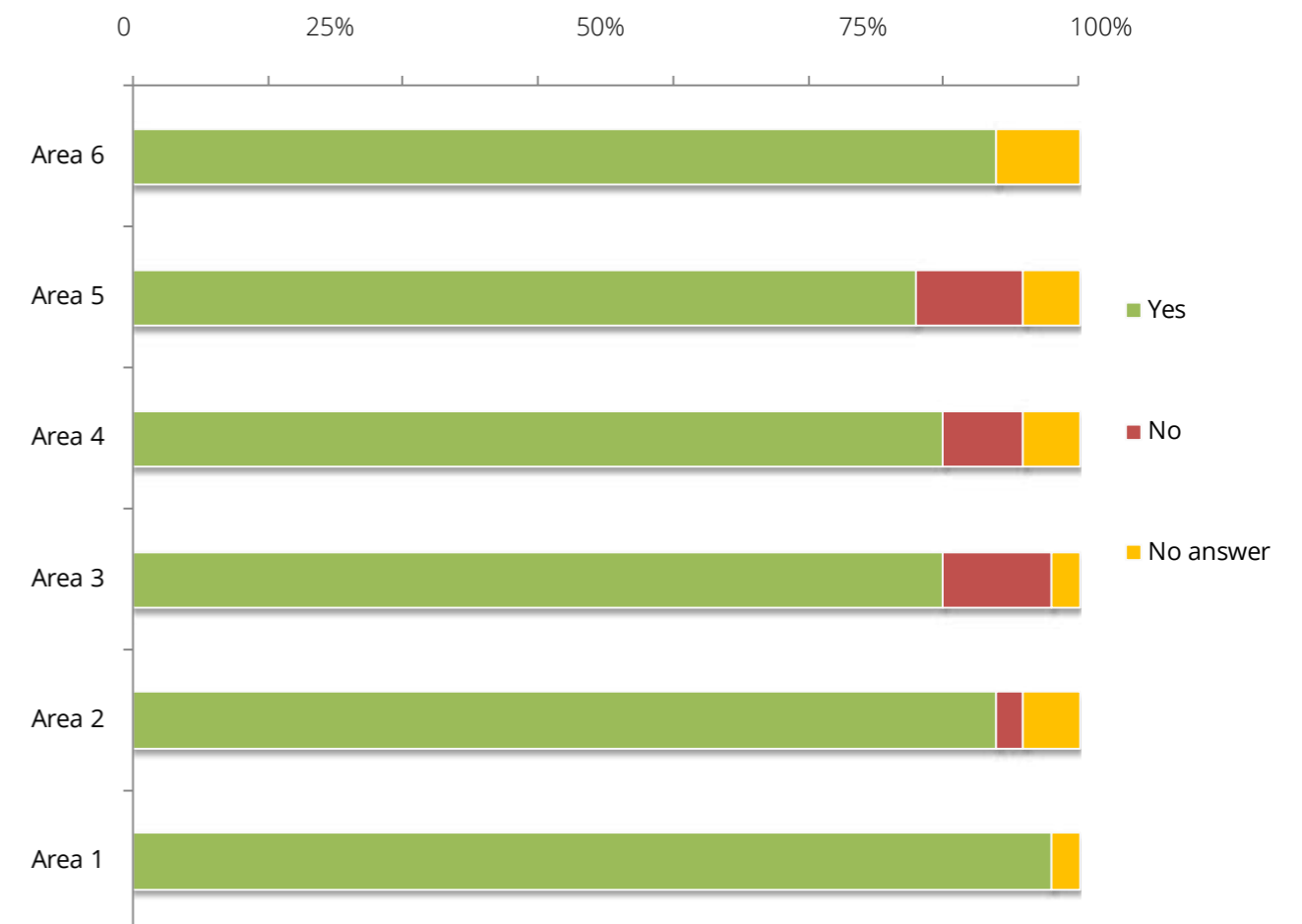
The first criterion, as described in the methodology of the analysis, was set to review the accuracy of the activities chosen within the Prague Process Action Plan 2012-2016. This criterion was introduced in both the questionnaire for the participating states and the one distributed among the partner organisations (to be discussed in separate section). The evaluation of the Prague Process Action Plan relevance included in particular assessment of: 1) coherence of the six Cooperation Areas goals with the policies of the participating countries, 2) the relevance of the Cooperation Areas to countries’ needs, and 3) the need for modifications of any Cooperation Areas of the Prague Process Action Plan.

Therefore, the PP states were first asked if the actions set in 2011 within the six Cooperation Areas were coherent to their own policies. Responses shown in the chart below and selected side comments clearly demonstrate that the countries participating in the evaluation stated overwhelmingly that all the six cooperation areas were complementary to their states’ policies, especially in the area of preventing and fighting illegal/irregular migration, and only slightly less in the area covering asylum and international protection.

*The Prague Process action plan goals are in full compliance with the policy of our country in the relevant Cooperation Areas.*

*These priorities are consistent with those established under the GAMM, which [our country] fully supports. Areas 1 and 2 are implemented successfully as our state policies. Areas 3, 4, 5, and 6 as foreseen as state policies in our migration strategy and action plan, but practical implementation has to be strengthened.*

**Chart I. Prague Process Action Plan goals (Question 1, please see Annex II)**



In the case of illegal migration, only one state abstained from giving an answer to the question, and there were no negative answers. Similar situation can be observed in the second area on promoting readmission, voluntary return and sustainable reintegration. There is to some extent less homogeneity when it comes to the assessment of complementarity in the areas concerning legal migration, integration of migrants and migration and development. Still, a vast majority of the states (approx. 90% of the answers) claim to have coherent and complementary policies with those areas declared in the PP AP. In their comments, state representatives often gave examples of harmonisation of their legal systems with the one of the EU as well as of similar approaches, principles, and concepts regarding the study of the phenomenon of irregular migration and defining migration policies.

Countries outlined their strategic political documents. Moreover EU states mentioned the Global Approach to Migration and Mobility as an overarching framework of the EU external migration and asylum policy, highlighting well managed projection of the 4 GAMM pillars.

One of the received comments showed that countries see the Prague Process Action Plan in a broad perspective:

*Migration affects all regions of the world, and many countries today are simultaneously countries of origin, transit and residence. Thus every state aims to defend its interests, always striving to manage migration: to stimulate the inflow of labour force, when it is not enough to create effective barriers to illegal immigration, to promote the mobility of the population in general for development.*

*We note that throughout the world, the important role of migration management both at the state level and at the level of international organizations and interstate associations. Particular attention is paid to the development of programs of adaptation and integration of migrants. [...] All of these factors undoubtedly enhance the role and importance of international and national regulation of migration processes, raises the status of the migration policies of a new, higher level.*

To further examine the Action Plan relevance to the national policy needs, the States were asked to assess their satisfaction with the Action Plan implementation.

*Existing areas of cooperation should not be changed, but it would be necessary to extend certain areas and topics that are part of this issue.*

*All the respective Articles of the Prague Process Action Plan are in full compliance with the State Policy [...]. Hence, there is no need for modification in any field. The only suggestion is, that it would be useful to make more accents in the future projects, on specific examples from the practices introduced in concrete PP participated states.*

*The six cooperation areas are comprehensive, covering all four GAMM pillars, and embrace all main aspects of migration. There are still objectives within the six areas which haven't been addressed in detail yet, and there is still work to do in several of them.*

*What is more, the Knowledge base should be made more effective in line with the suggestions discussed during the Lisbon WS on PP Knowledge base.*

*As a general remark, the PP should be aimed at ensuring concrete and specific added value, given the existence of other frameworks in the East.*

*EEAS involvement in cooperation with PP states would be a good change to the actual practice.*

*In case of organization of workshops in field of Prague Process, we suggest to discuss more specific/practical issues (e.g. identification of persons from disputed territories).*

*It's not so much a modification but rather an extension of the area to a new topic.*

The Prague Process participating states found the implementation of the Action Plan as generally relevant to their needs, particularly in the first two cooperation areas. However, there is a gap for some countries. The majority of the respondents rated the area of asylum as excellent. Taking into account additional comments and regional aspects, no correlation can be found when it comes to either excellent or only satisfactory perception of the actions' relevance. The evaluation results show that the implementation of concrete measures within the framework of the Prague Process, in particular when it comes to PP TI, is more relevant to non-EU countries, to whom the implemented projects' outcomes seem to bring the most benefits.

*In area 4, our country will advance its legal framework and institutional capacities to promote integration of legally residing migrants.*

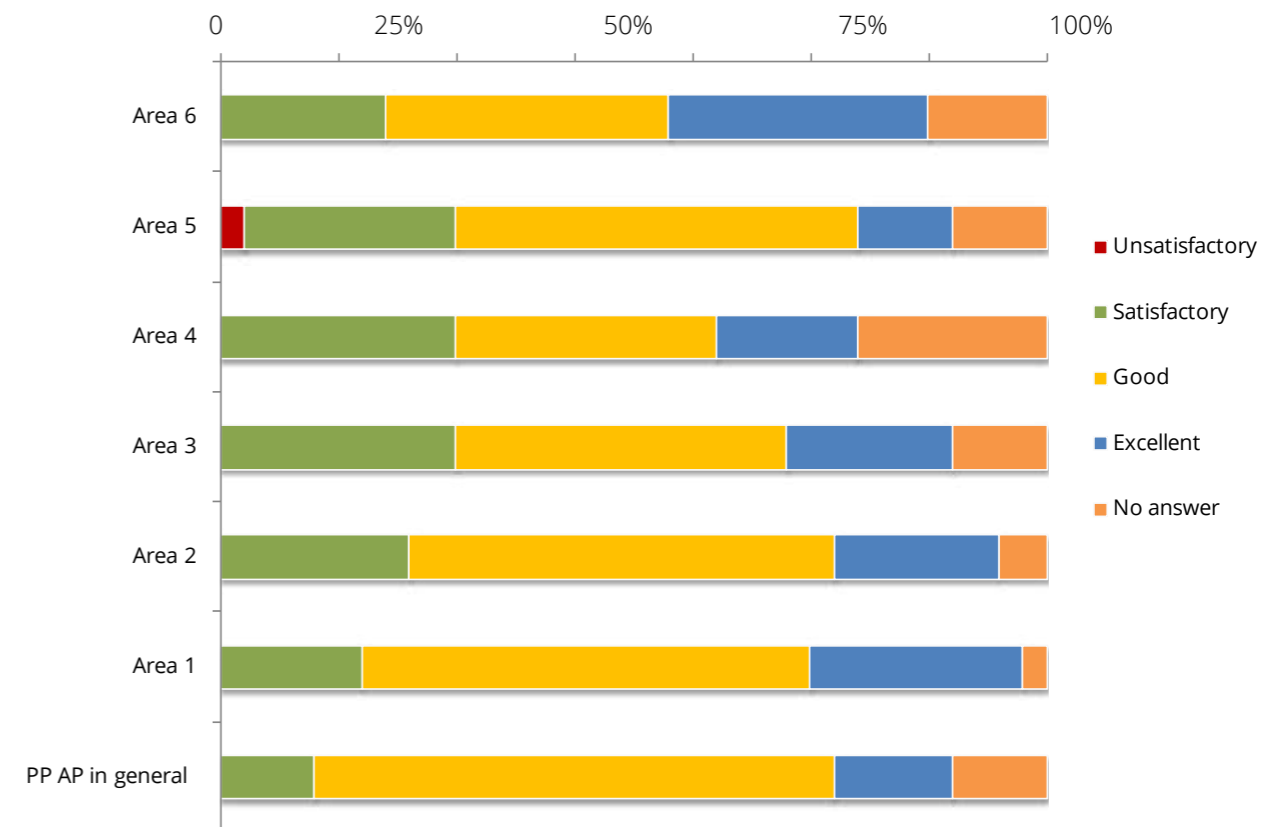
When it comes to the assessment of Area 5 "Making migration and mobility positive forces for development", there are least "excellent" answers and there is also one "unsatisfactory" answer, which shows certain deficiency in adapting the actions to the needs of the states. There is also a tendency not to assess Area 4 at all.

**These findings could be further analysed with an additional short questionnaire** for the purpose of adjusting the Action Plan to the realities and needs of the Prague Process States.

**Only one participating state provided for more in-depth comments** regarding the most essential areas of cooperation.

The PP states were also asked to suggest modifications to all six Cooperation Areas as well as to the Prague Process Knowledge base. The overwhelming majority of respondents do not see a need for changes in this matter. Some countries proposed only minor improvements. They requested the organisation of more workshops and pilot projects, as well as more active involvement of certain actors (mostly EU agencies)

Chart II. Relevance of respective areas (Question 2, see Annex II)



1. Holding awareness-raising campaigns concerning the risks of illegal migration;

2. Cooperation between migration-related agencies and state authorities (...)

3. Cooperation in the area of readmission with a view to establishing an area of functioning readmission agreements;

4. To strengthen practical cooperation in the area of voluntary return through supporting the establishment of related programs;

5. To support sustainable reintegration through building up appropriate infrastructure that facilitates the access of returnees to information on employment offers.

6. Sharing best practices related to identification, return, readmission and reintegration of vulnerable persons;

7. Sharing experiences and best practices in facilitating labour migration.

8. Strengthening capacity and sharing best experiences in integration practices among the authorities and member states responsible for the integration of migrants;

9. In collaboration with UNHCR, developing and strengthening asylum system, including national asylum legislation, to ensure compliance with international standards;

10. Promoting the development of training programs for law enforcement bodies and the judiciary on international protection standards and on the principle of non-refoulement;

11. Identifying relevant fields for future cooperation with international partners;

12. Exchanging experience in migration data management issues.

to bring more external expertise. Please find below in a table some of the suggested modifications.

**These suggestions can be further discussed within the SOM to learn if they are supported by other Prague Process States.**

The Prague Process mid-term evaluation proves that the activities undertaken within the framework of the Action Plan are an important factor contributing to the enhancement of the migration cooperation in the region. Thus, it is desirable to continue the implementation. As indicated by the participating states, some cooperation areas are of crucial importance and have

particularly significant outcomes. Therefore, the aforementioned states demonstrate their readiness to participate in other actions in correlation with these areas (answers to Question No. 13, please see Annex II), i.e. preventing and fighting illegal migration (area 1), promoting readmission, voluntary return and sustainable reintegration (area 2), and strengthening capacities in the area of asylum and international protection (area 6). Most of the beneficiaries outline their will to participate in future activities as project partners and hosting states for certain type of activities foreseen e.g. expert meetings or exchange of the best practices in selected areas. Only few participating states would like to cooperate within the potential future project as leaders.

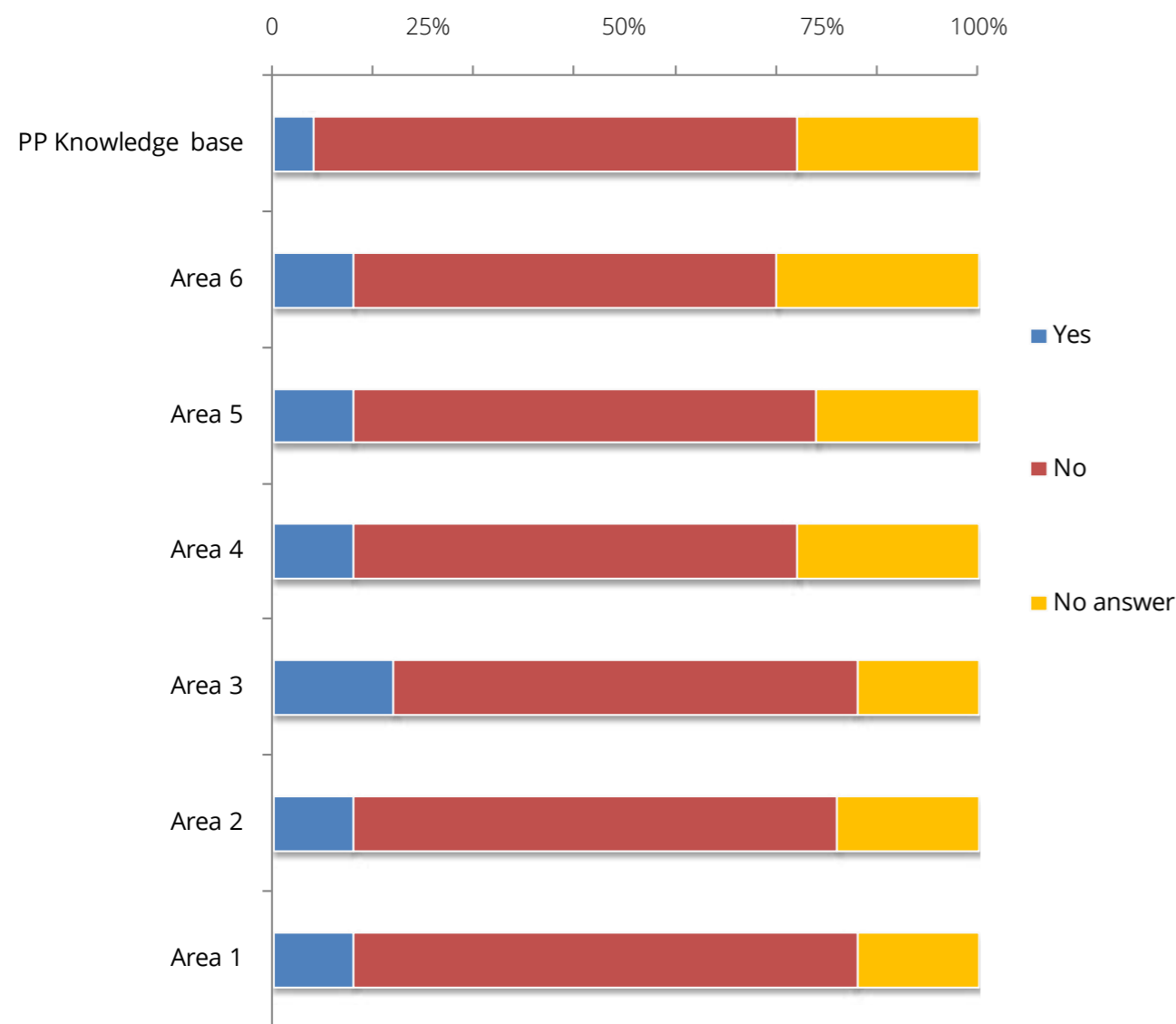
**Impact**

Impact is the second criterion chosen to evaluate the implementation of the Prague Process Action Plan 2012–2016. It shall be used mainly with reference to

the question No. 4 (please see Annex II) of the questionnaire addressed to the participating states. Questions 2 and 3 are not inseparably connected with the impact criterion, while Question 4 refers to the Prague Process' impact explicitly. However also some answers received for Questions 2 and 3 also indicate the impact in certain areas. Thus, to duly assess the impact of the Prague Process on participating states' migration policies, the emphasis should be put on the result of question 4, with the other two questions (2 and 3) only playing a subsidiary role. One has to take into account the described nature of the Prague Process, which is neither a project nor an international organisation, but the Regional Consultative Process, and the resulting difficulties for the participating states to intercept and measure the concrete impact of the Process that they are involved in.

Having regard to the above, the participating states were asked if the Action Plan facilitated long-term changes and to provide relevant examples.

**Chart III. Potential modifications in the Cooperation Areas (Question 3)**



**Assessment of influence**

Cooperation Areas	Character of influence (please mark "X" next to one of the options)		The examples of the long-term changes in your State	Assessment of the change <i>(e.g. development of intra-agency, inter-agency and international cooperation, impact (if any) on the legal basis, bilateral or multilateral agreements signed, building upon established networks in Prague Process, etc.)</i>
	Positive	Negative		
Area 1: Preventing and fighting illegal migration	Positive	16	No answer: 6	Enhanced knowledge and better understanding of policies and practices on illegal migration of the Eastern Partnership and CIS countries, promotion of best practices within these countries.  Readmission agreements signed  Arrangements on integrated border – agreements on police cooperation  Cooperation agreements establishing partnership on migration  Technical agreements on cooperation to facilitate the access of persons in need for international protection in the territory and asylum procedures, with the United Nations High Commissioner for Refugees (UNCHR). – Detention Centers set  Practical cooperation in a mutual understanding and trust between Prague Process countries. Development of intra-agency, inter-agency and international cooperation.  Network contacts on collection and analysis of migration information.  Plans to establish comprehensive system to identify irregular migrants.
	Negative			
Area 2: Promoting readmission, voluntary return and sustainable reintegration	Positive	14	No answer: 4	Development of legislation in the area of sustainable reintegration of returned migrants.  Agreements on the readmission and their successful implementation.  Significant influence on the reintegration strategies -Regulation on reintegration of repatriated persons and management of the reintegration programme  Prague Process actions facilitated creation of working contacts, useful for executing tasks in field of returns and readmission, that helped to enhance readmission proceedings. Development of intra-agency, inter-agency and international cooperation.
	Negative			
Area 3: Addressing legal migration and mobility with a special emphasis on labour migration	Positive	12	No answer: 5	Bilateral agreements drafted and signed  In terms of promotion legal migration, PP pilot projects have been beneficial, in terms of creating an opportunity of exchanging existing practices with other PP participated states. Moreover, PP handbooks also are relevant tool for such an exchange.  Enhanced knowledge and better understanding of policies and practices on legal and labour migration of the Eastern Partnership and CIS countries, promotion of best practices within these countries, and building upon established networks of the Prague Process.  Strategy on Migration and Action Plan  Setting working group on law on labour migration
	Negative			
	Positive	19		
	Negative			

Cooperation Areas	Character of influence (please mark "X", next to one of the options)		The examples of the long-term changes in your State	Assessment of the change <i>(e.g. development of intra-agency, inter-agency and international cooperation, impact (if any) on the legal basis, bilateral or multilateral agreements signed, building upon established networks in Prague Process, etc.)</i>
	Positive	No change		
Area 4: Promoting integration of legally residing migrants in their host societies	Positive	10	No answer: 6	Integration is one of the directions, which needs further fine-tuning. That's why it has been important to share the experience of EU Member States countries in this respect and identify needs and goals for national policy in this respect.  Integration of foreigners to be one of the parts of Migration Strategy.  -Regulation for Integration of Foreigners  Development of intra-agency, inter-agency and international cooperation.
	Negative			
Area 5: Making migration and mobility positive forces for development	No change	20	No answer: 6	Mobility Partnerships  Drafting of documents listed in the Migration Strategy Action Plan  The process of implementing Visa Liberalization Action Plan with the EU  Better understanding of the relevant policies and practices of the PP States  Diaspora Register  Strategy and Action Plan on Diaspora  Development of intra-agency, inter-agency and international cooperation.
	Positive	11		
Area 6: Strengthening capacities in the area of asylum and international protection	No change	19	No answer: 6	Development of intra and inter-agency cooperation  Regular office meetings with respect to certain cases and in parallel working on staff training. Plans on projects that could help reception trained new employees in the field of asylum  Reinforcing the capacities in the asylum and international protection since it was devoted to the inspection and resolution of the existing challenges in the respective area  Impact on the development of national policy regarding the problematic issues of asylum and international protection.  Better understanding of the relevant policies and practices of the PP States, promotion of best practices  Law on Asylum  Strategy on Migration and Action Plan  Centre for Asylum seekers  Cooperation with non-governmental organisation, UN-CHR, etc.  Closer cooperation with one of the PP States was established. Development of intra-agency, inter-agency and international cooperation  In-service training and training of trainers have been provided within the process of International Protection Determination in the Pilot Project 4. New areas of cooperation can be included by means of providing continuance in the Process.
	Positive	15		

Analysis of the responses given by the participating states clearly shows that the Prague Process outcomes were not received equally by the stakeholders involved. A significant number of the participating states did not observe any impact of the activities carried out under the Prague Process, in particular when it comes to the following areas of cooperation:

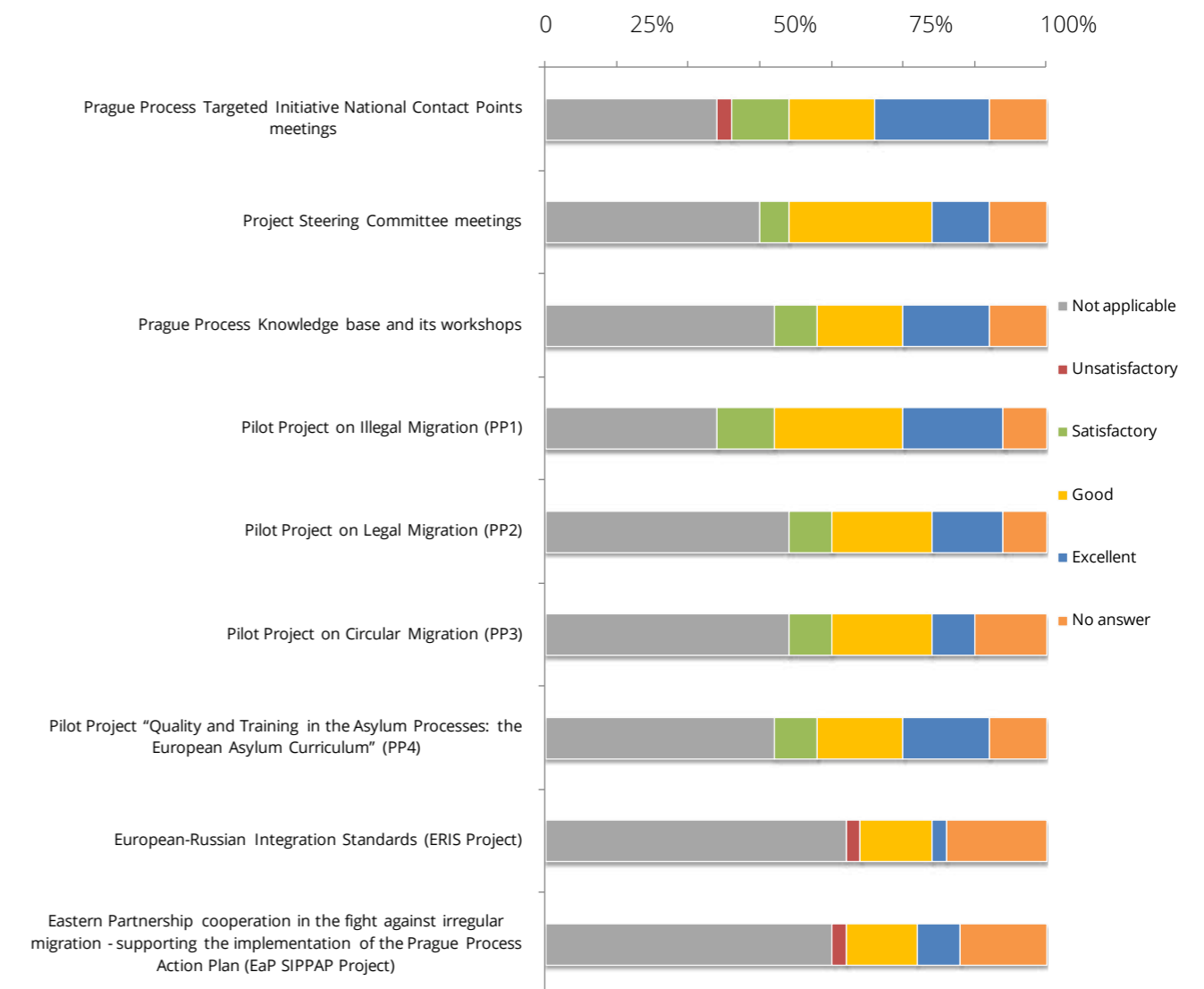
- a) Area 3: Addressing legal migration and mobility with a special emphasis on labour migration (11 positive and 19 no change responses out of 36),
- b) Area 4: Promoting integration of legally residing migrants in their host societies (10 positive and 20 no change responses), and
- c) Area 5: Making migration and mobility positive forces for development (11 positive and 19 no change responses).

When assessing the positive impact it is important to note its diversification. The outcomes of the Prague

Process had direct impact on the national migration policies and other relevant mechanisms mostly for non-EU participating states. As an example, states indicate capacity reinforcing in asylum protection, carrying out professional trainings for the migration-services officials and contribution of the Prague Process to a number of modifications of national legislation, e.g. laws on asylum.

The second axis of positive impact (which can be described as indirect) is enhancement of cooperation with non-EU participating states (non-traditional, geographically distant partners), creating possibilities to exchange best practices, experiences and allowing maintaining contacts after the Prague Process' projects closure. This dimension of impact was outlined by the EU participating states. Nonetheless, most of the EU states perceive the Prague Process as relevant, in particular with reference to the non-EU beneficiaries, and not devised for the EU Member States.

Chart V. Particularly effective initiatives



**Effectiveness**

The following sub-section presents the evaluation's results related to the Prague Process Action Plan implementation effectiveness, i.e. the way PP Action Plan achieved its planned goals. To assess the effectiveness of the **Prague Process Action Plan, the subject of evaluation concerned in particular: 1) initiatives already implemented within the Prague Process Action Plan, 2) the outputs achieved within the implementation of the Prague Process Action Plan, and 3) obstacles or problems (internal and external) that might negatively affect the implementation of the Prague Process Action Plan.**

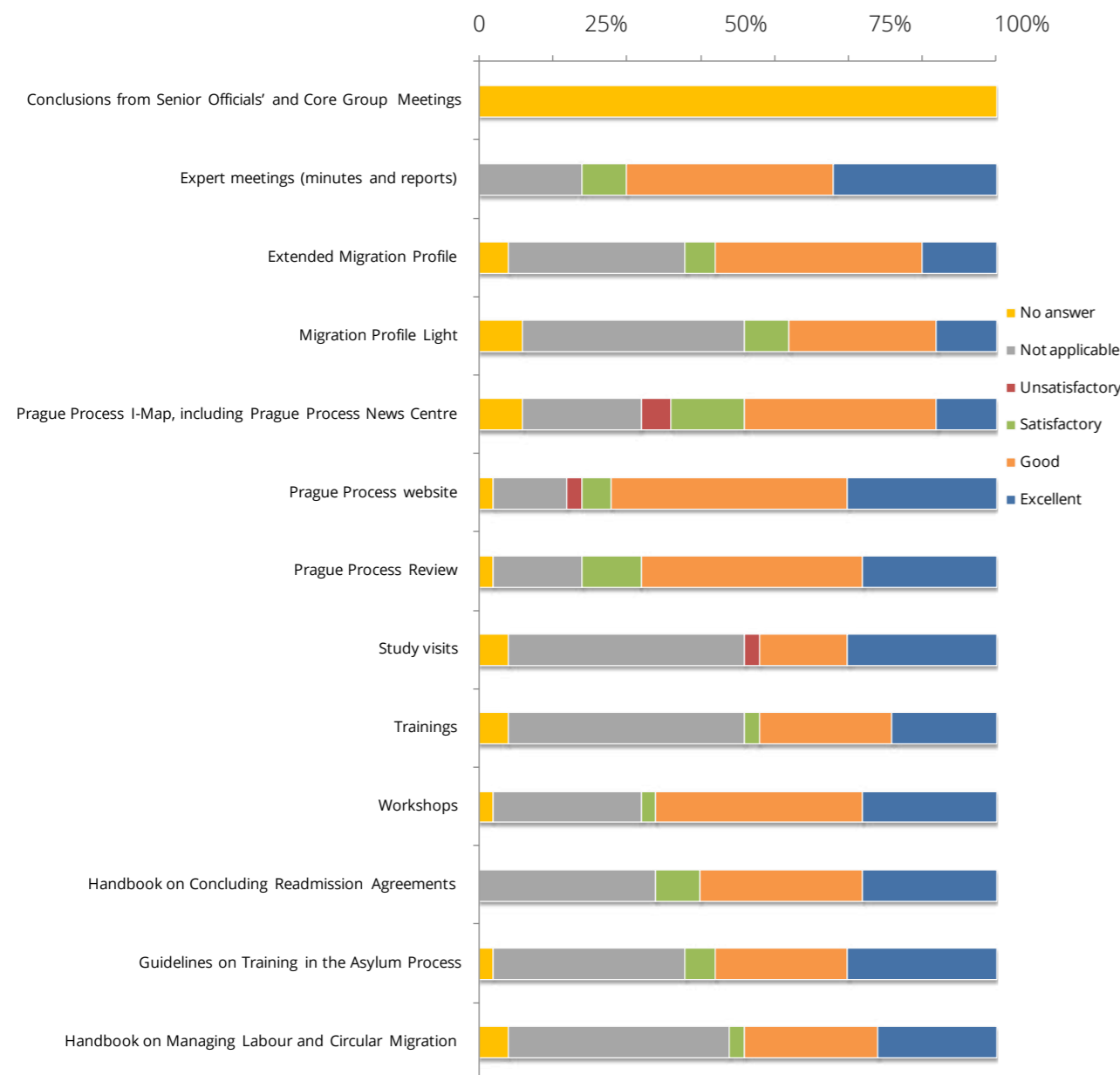
*The Prague Process Action Plan made a significant contribution to the development of [our State] legislation as well as implementing supporting*

*activities in the areas of promoting readmission, voluntary return, sustainable reintegration and strengthening capacities in the area of asylum and international protection, identifying main directions for integration of legally residing foreigners, creating favourable conditions for legal migration, strengthen capacities [...], providing relevant information to the beneficiaries.*

*Enhanced knowledge and better understanding of policies and practices on illegal migration of the Eastern Partnership and CIS countries, promotion of [our] best practices within these countries.*

*For [our State], the Prague Process is a fora in which we can share knowledge and experiences with partner countries*

**Chart VI. Assessment of outputs of the Prague Process**



As indicated above, the evaluation clearly showed that the Prague Process had facilitated the political dialogue on different topics related to migration. The Prague Process activities also resulted in bilateral discussions between the states and the cooperating organizations. Evaluation also demonstrated that some participating states regard the Prague Process as a venue for information sharing and networking. The Prague Process Action Plan, often unintentionally, brought about or stimulated substantive legislative or practical transformations in the migration policy of the participating states, for instance with regard to implementation of readmission agreements, best practices in asylum standards and procedures, issues pertaining to the conclusion of visa facilitation/liberalisation agreements or mobility partnerships.

*Actions taken within the framework of the Prague Process an opportunity to:*

- Familiarize yourself with the acquis and international best practices, resulting in an opportunity to deepen their knowledge and develop practical skills in the area of migration and asylum,
- Discuss with countries of destination issues of common interest.
- The use of recommendations, developed in pilot projects.

*The 1<sup>st</sup> Workshop of PP1 held within the Prague Process was very beneficial for [our State] in the area of return and readmission of foreigners.*

*The 2<sup>nd</sup> Joint Workshop on Pilot Project 2 contributed a lot in the development of [our State] legislation in the area of sustainable reintegration of returned migrants.*

*Project Steering Committee meetings are generally a good platform of sharing information about the Pilot Projects and preparations to the SOMs.*

*The purpose of the meetings for the National Contact Points has been somewhat unclear. With a clearer objective the outcome of the meetings could have been more beneficial for the participants. From [our] perspective it is important to streamline all processes and ensure that there are clear objectives for every meeting in order to improve the effectiveness of the implementation.*

The main questions to assess the effectiveness of the PP AP implementation were Questions 5, 6 & 7 in the questionnaire for the PP States, however the information on the more strategic, general assessment of the Prague Process outputs could also be found in other questions (particularly those related to relevance and impact).

The aim of this question was to assess how effective the participating states perceive the selected forms

of cooperation and concrete initiatives of the Prague Process, including the Prague Process Targeted Initiative, Knowledge Base, four Pilot Projects and two projects implemented outside the Targeted Initiative, and whether they find the general scope and character of those initiatives useful.

The PP TI National Contact Points' meetings were assessed as "good" or "excellent" by 13 states; however the majority of the respondents (16) stated that this initiative is not applicable in their case or gave no answer. This may indicate that PP States are divided more or less equally – half of the states perceive PP only as a platform for general migration dialogue, and half – also a platform for more practical discussion. No geographically related patterns could be found in this regard.

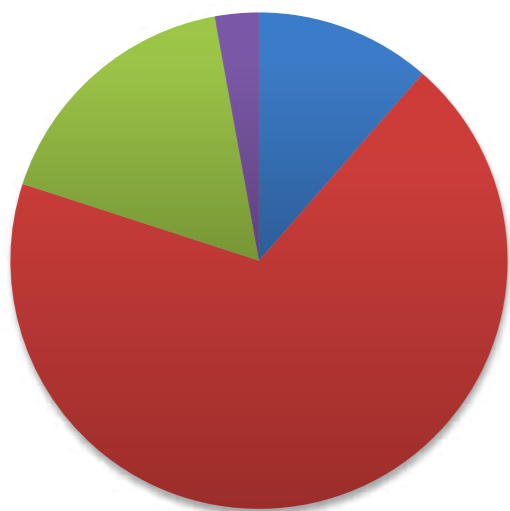
When it comes to assessing Pilot Projects (1-4), the Pilot Project on Illegal Migration (PP 1) is seen as the most effective. Nine respondents assessed this project as "good", six as "excellent" and four as "satisfactory". As almost equally efficient was assessed the Pilot Project "Quality and Training in the Asylum Processes: the European Asylum Curriculum" (PP4) with six answers "good", seven "excellent" and four "satisfactory". It should be emphasised, however, that since the majority of the PP States do not participate in the pilot projects and even more do not participate in ERIS or EaP SIPPAP projects, the very efficiency of a particular project should be rather assessed through in-depth interviews with the implicated project stakeholders, and not by a general evaluation questionnaire as in the following report.

As indicated above, states involved in the implementation of the Prague Process activities perceive its outputs positively. Nevertheless, some of them simultaneously indicate certain modifications, which could be introduced in order to improve the maintained processes, in particular putting more emphasis on promotion of the Prague Process itself and introducing necessary modifications on migration profiles and I-map. There were also suggestions concerning the need for more follow-up actions, as well as voices bringing up the issue of usefulness of the toolkit provided, notably handbooks, which can be used for the purposes of training programmes for officials/staff in the relevant national agencies responsible for migration policy implementation.

*In terms of promotion legal migration, PP pilot projects have been beneficial, in terms of creating an opportunity of exchanging existing practices with other PP participated states. Moreover, PP handbooks also are relevant tool for such an exchange.*

Most states did not notice any important obstacles negatively affecting PP AP implementation. There are, however, some issues which may be regarded as factors impeding proper implementation of the Prague Process activities. Some participating states indicate costs-related matters as having a negative impact on the effectiveness of implemented actions, others emphasise language barriers and cultural differences. Another barrier that was signaled was a lack of commitments towards PP AP implementation on the side of

Chart VII. Obstacles



■ Yes ■ No ■ No answer ■ Non applicable

some PP states as well as diverse visions whether PP can be used as a tool for internal reforms.

**Efficiency**

To assess the efficiency of the Prague Process Action Plan implementation, it was necessary to evaluate the institutional structure of the Prague Process and its budget scheme. The subject of evaluation concerned

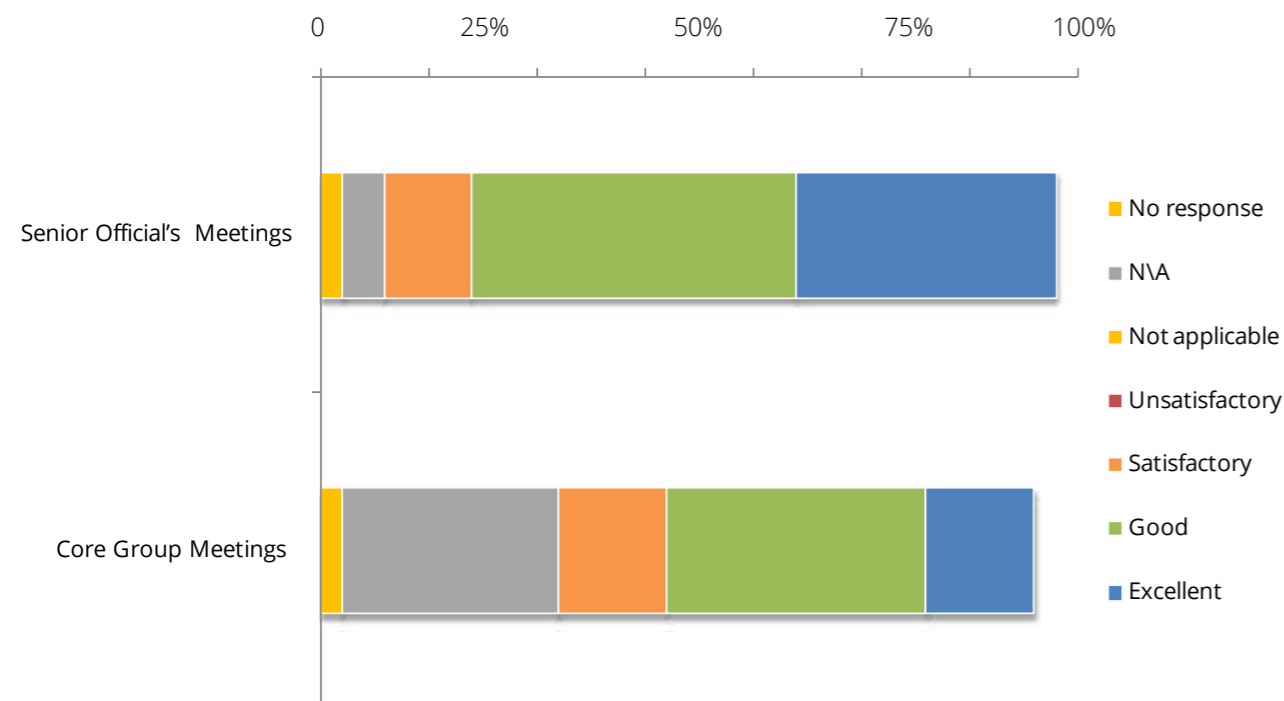
in particular 1) the internal implementation structure (Senior Officials Meeting and Core Group Meetings), 2) the general administrative management (the role of Poland as a leading country of the Prague Process and the International Centre for Migration Policy Development (ICMPD) as the Secretariat of the Prague Process), and 3) the current system of financing of the Prague Process activities.

The overwhelming majority of the participating countries assessed the efficiency of the Prague Process implementation structure favourably. Out of 36 countries, the Senior Official Meetings were considered as “good” by 15 countries, and as “excellent” by next 13 countries. The Core Group Meetings were also reviewed approvingly. Out of 17 countries, which responded to the question related to the Core Group Meetings, 12 evaluated their efficiency as “good” and 6 more as “excellent” (other five countries’ evaluation was at “satisfactory” level). Please note that nine countries marked the question related to the Core Group Meetings as “not applicable”, as most of the participating states are not members of the Core Group.

Both – Senior Officials’ and Core Group Meetings – were generally considered to be an important platform facilitating the implementation of concrete Prague Process activities, however one of the countries suggested that the added value of the Core Group as well as the risk of duplication of Core Group and SOM actions should be discussed at one of the upcoming SOMs.

The respondents were asked to propose modifications to the current Prague Process implementation structure. Among the comments, some are worth to be mentioned and should be treated as recommendations for further discussion. Possible modifications suggested by the respondents are as follows:

Chart VIII. Assessment on the implementation structure



- to limit the load of relevant documents, as well as to improve the information exchange by more frequent use of electronic means of communication,
- to consider limiting the number of meetings and organizing them only during the final phase of the official documents preparation process,
- to ensure more “active” dimension of the meetings by stimulating more operational and strategic discussions and interactions among the participants during the meetings.

A vast majority of participating states confirms their positive opinion of the leadership role of Poland in the Prague Process: 32 countries out of 36 evaluated it as “good” (10 answers) or “excellent” (22 answers). Also the cooperation with the ICMPD as the Prague Process Secretariat and its capacity were highly assessed by the participating states: out of 36 countries, 14 evaluated it as “good” and 17 as “excellent”. Those participating

states that commented Poland’s and ICMPD’s management role underlined the true commitment to successful implementation of the Prague Process Action Plan and transparency of the undertaken actions.

The participating countries were asked to evaluate the current financing system of three Prague Process activities separately: Prague Process Targeted Initiative, Projects under Prague Process umbrella and Core Group meetings. A majority of participating states assessed them as “good” (18, 13 and 16 countries respectively), few of them as “satisfactory” (6, 5 and 4 countries respectively), and a minority of countries as “excellent” (5, 7 and 7 respectively). A considerable number of countries did not respond to the question related to the Prague Process financing system at all (6, 10 and 7 respectively). Moreover, only few countries made additional comments, by mentioning generally that the current financing of the Prague Process activities should be considered as adequate.

Chart IX. Assessment of the leadership role of Poland in the Prague Process and the cooperation with the International Centre for Migration Policy Development (ICMPD) as the Secretariat of the Prague Process

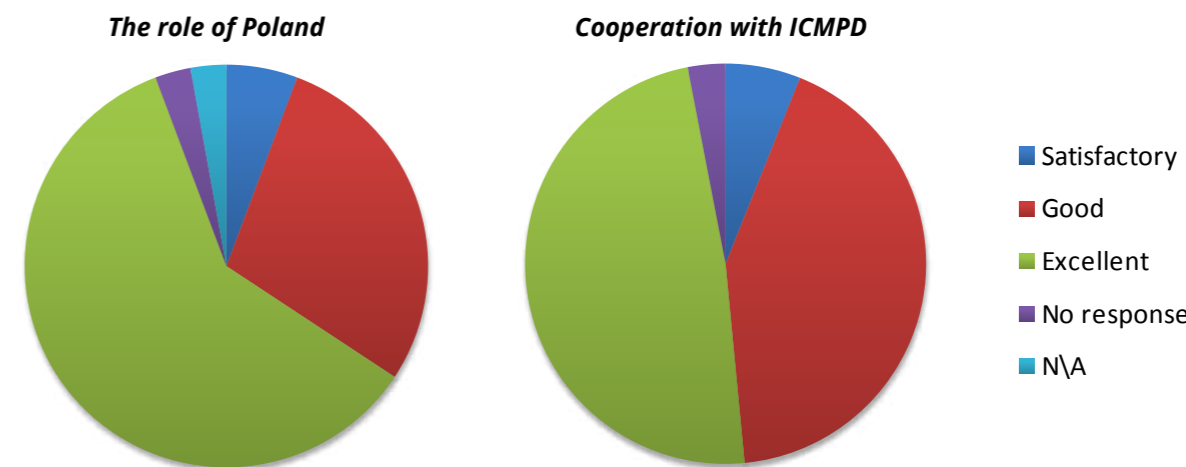
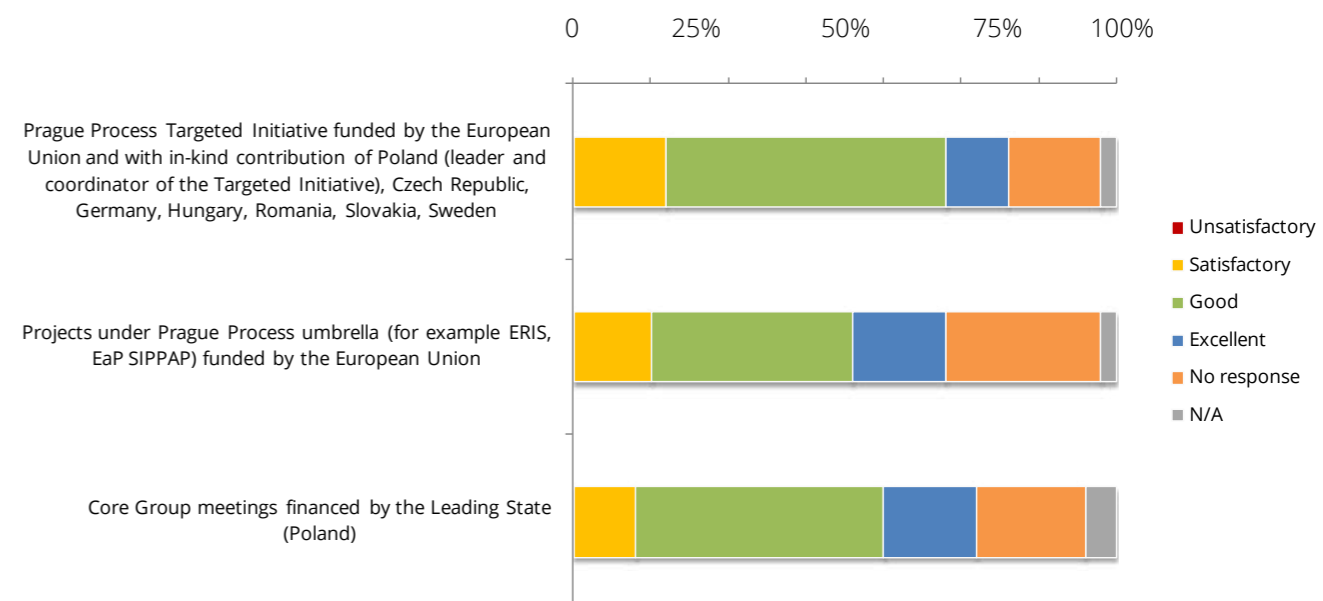


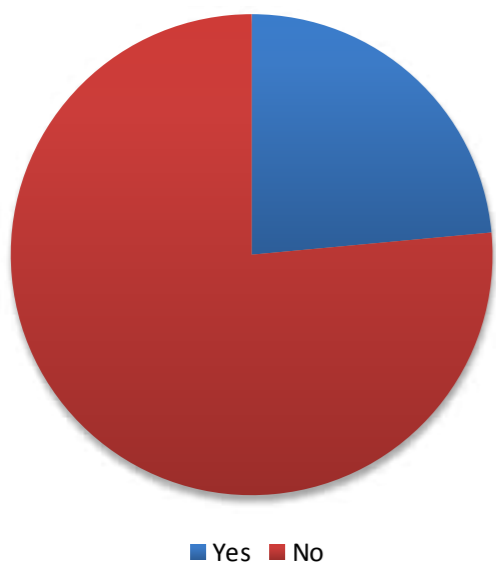
Chart X. Assessment of the current financing of the Prague Process activities (2012-2014)



**External coherence**

The external coherence criterion assesses the relations between the goals and initiatives of the Prague Process Action Plan and other activities and actors operating in the same geographic region and in similar thematic area. The subject of evaluation concerned in particular 1) the engagement of external institutions (such as regional and local authorities, and civil society organizations operating in the Prague Process participating countries) in the activities undertaken within the Prague Process, and 2) the cohesion between the Prague Process Action Plan and other migration-related initiatives implemented in the region (for instance Eastern Partnership, Budapest Process, Mobility Partnership).

**Chart XI. Participation of regional/local authorities and/or civil society organizations**



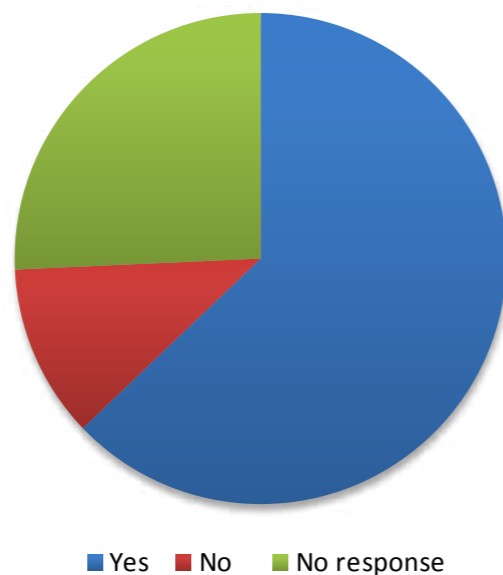
<sup>4</sup>The overwhelming majority of states (26 countries out of 36) did not mention any participation of non-government participants in the activities implemented within the Prague Process. Those which noted this kind of participation (8 countries) pointed out an important of advisory/expert role of the civil society organisation (discussion, presentation). Some states gave examples of previous engagement of NGO's participation in Prague Process meetings. The lack of involvement of non-governmental participants may be explained by two important factors. First of all, the Prague Process focuses on inter-governmental cooperation, aiming at enhancing the effectiveness and efficiency of national migration policies in the areas enumerated in the Action Plan. It assumes that national actors – in particular non-government organisations – may play a key role, for example, in monitoring of the Prague Process's results after its conclusion. In order to achieve it, more actions aimed at promoting the Prague Process Action plan may be necessary. And secondly, in some participating states local and regional authorities as well as

4 No response: 2

civil society organisations may not play yet a significant role in influencing the processes in the area of migration policies. Hence, they are not involved in the implementation of concrete Prague Process activities. It is, nonetheless, important to take into account the potential of these organisations and entities. Non-government stakeholders could be involved in, e.g., awareness-raising campaigns in the context of migration policies, including also the EU initiatives and outputs in this scope – such as the Prague Process; however, this would require an emphasis on the Prague Process promotion at the level of participating states.

*The Prague Process has worked well with the other different processes, at the same time it is always important to constantly evaluate and continue the dialogue with the other processes in order to avoid overlaps and instead create synergies to ensure a comprehensive approach to migration.*

**Chart XII. Coherence vis-à-vis other migration-related initiatives implemented in the region**



<sup>5</sup>A vast majority of participating states (23 out of 36) confirm that the Prague Process operates in a coherent and complementary manner vis-à-vis other migration-related initiatives implemented in the region, such as the Eastern Partnership, Budapest Process, Mobility Partnership – The Global Forum on Migration and Development (GFMD). The evaluation proves that the Prague Process, as an Eastern European-oriented process, functions properly within the framework of EU's international cooperation processes, as outlined in GAMM, and is considered by participating states as an important factor influencing the migration policies in relevant countries. Nonetheless, due to a number of actions towards non-EU states involved, some participants outline the risk of overlapping with other regional processes, in particular with the Budapest Process.

5 Responses (33): YES – 23, NO – 4, No response – 9

Therefore, in order to avoid potential overlapping, the emphasis should be put on the exchange of information on the processes activities' outputs.

**Evaluation from the perspective of partner organizations and institutions**

As the Prague Process is a forum where international organizations and institutions are often very active, their representatives were also asked to assess the relevance in each area of the Action Plan. Their assessment is presented in a table below.

It is worth mentioning that the organizations/institutions involved in initiatives within the framework of the Prague Process Action Plan and the areas of co-operation indicated therein, evaluate them positively. However, some suggestions aiming to further improve the initiatives' outputs *pro futuro* were made. It was outlined that the projects' outcomes could be used as a basis to carry out professional trainings in the participating states, which should be regarded as a measure to make the Prague Process initiatives sustainable and practical to the greatest extent possible. In this context, in order to ensure "broader" use of the outputs, actions to enhance and promote the potential of Knowledge Base should be taken into consideration, as well as actions to further enhance integration in the Prague Process dimension. According to the comments, the process, to be truly successful, needs to benefit from political commitment to push the agenda forward from both the EU and partner countries, as well as the ability to demonstrate concrete achievements, which can build trust and confidence amongst stakeholders. One way to achieve dynamism is when a group of dedicated States take joint responsibility for driving a dialogue forward which is the case of the Prague Process.

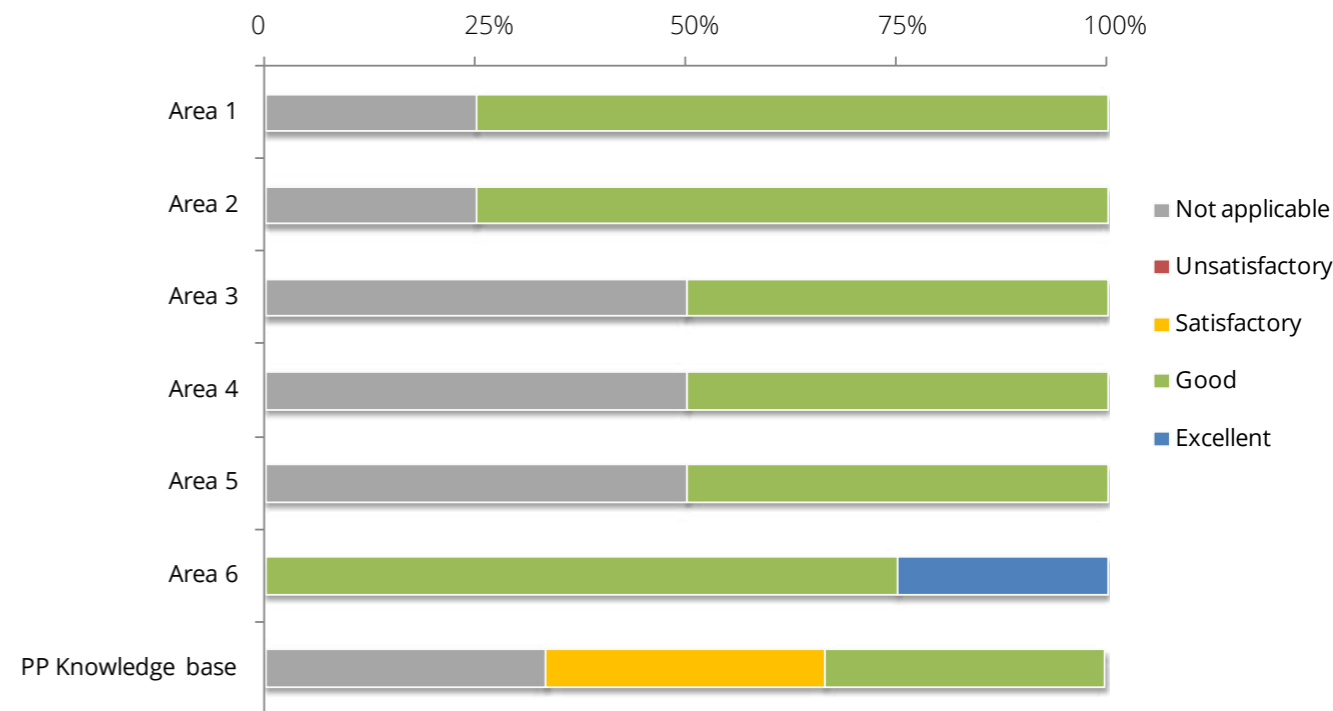
Further efforts are required to ensure tangible operational results, including by strengthening efforts to plan and implement activities in the priority areas and by regularly monitoring the actions undertaken. Dialogue processes should be managed with sufficient flexibility to respond to changing priorities and to ensure that meetings correspond to genuine priorities on both the EU and third country – partner countries side.

*The implementation of the Prague Process Action Plan should continue. Though many actions listed in the AP were addressed, but there are still many that remain untouched. The changing political and economic realities create new challenges in the Prague Process region (Eurasia). This requires new approaches and adjustments. The results reached so far need to be utilised in trainings and complemented, where applicable. The topics can be viewed from the new perspectives and involve other or more states than those which took part in the Pilot Projects of the PP TI. Full-fledged initiatives should be prepared and implemented. The expertise exchange should be intensified with a focus on education and training addressing not only non-EU countries. Mutual experience sharing in a form of educative programmes (study visits, expert missions, internships, summer schools, e-learning etc.) should be encouraged.*

...

*The implementation of the Action Plan should continue on both the policy (senior level, decision maker level) and expert levels. The Knowledge base shall build a basis for better understanding of migration*

**Chart XIII. Cooperation assessment**



*sation and provide with objective description, as well as descriptions of legislations and migration flows in the countries of the Prague Process. The findings thereof should be regularly updated and presented using the i-Map, which is a subject of further improvement and maintenance.*

Among the most important factors which could be crucial in developing the Prague Process Action Plan and its outcomes, as outlined by organisations/institutions, the relevant are:

1. Political commitment – both on national and EU level – perceived as a will to take concrete actions facilitating the implementation of the priorities of the agenda, setting out a platform for various activities under the Prague Process Umbrella.

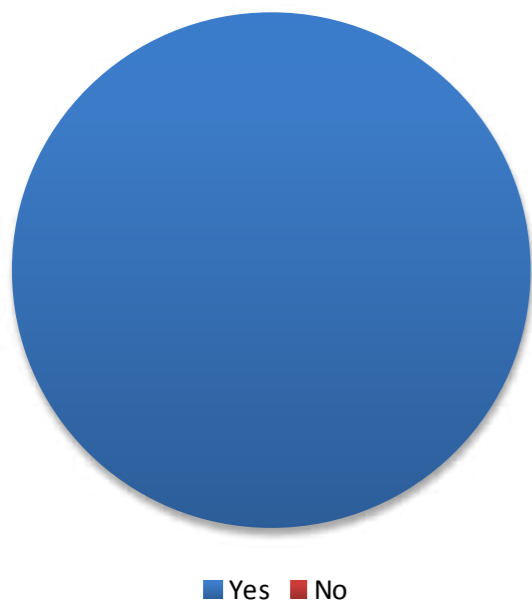
2. Putting more emphasis on obtaining concrete outcomes of the activities taken. The outcomes should be regarded simultaneously as:

a) a factor contributing to building trust and confidence between the stakeholders involved, and, in the long term, enhancing cooperation between the participating countries,

b) consistent basis/useful toolkit, which can be used by national institutions within the purview in the migration area to carry out trainings for relevant officials.

As far as the impact criterion is concerned, analysis of the responses of the organizations/institutions allows a conclusion that these entities perceive the Prague Process' impact in a manner highly similar to that of the European Union Member States taking part in the Prague Process. More specifically, the organisations/institutions were asked if the Prague Process implementation had any impact on their objectives and/or their activities (see: chart below).

**Chart XIV. Impact of Prague Process on organizations/institutions**



As evaluation results prove, organizations/institutions indicate, first and foremost, that involvement in the Prague Process and its initiatives creates a possibility to contribute to the exchange of experiences and best practices in the migration area, enhancing cooperation between various stakeholders. Participation in concrete projects implemented under the PP auspices may also influence the outcomes of the organisations/institutions' activities in the migration area, which are not connected with the Prague Process.

The evaluation shows that there was a positive impact on the organizations/institutions which took part in different categories of activities of the Prague Process. It consisted, in particular, in a possibility to make use of new channels of communications, exchange experiences and practices in the migration area, and, therefore, better assess the needs and expectations of the participating states when it comes to, e.g., providing effective support in this domain by international organizations. In spite of the fact that it may be difficult to evaluate whether the impact was expected, in some cases, inevitably, it was planned – in particular with regard to the organizations/institutions involved in the Prague Process institutional organigram or as concrete project partners.

One of the organisations/institutions involved underscored that the Prague process didn't have an impact on its own objectives, putting into emphasis simultaneously the fact that it had a " (...) positive impact on the general EU relations vis-à-vis its Western Balkans and Eastern partners, in terms of a better mutual understanding and of reinforced cooperation in the area of migration"

In order to assess the efficiency from the organizations/institutions' point of view, they were asked how they perceive the cooperation with the participating states of the Prague Process, as well as with the leading states of the Prague Process Targeted Initiative and the International Centre for Migration Policy Development (ICMPD) as the Secretariat of the Prague Process (see chart below).

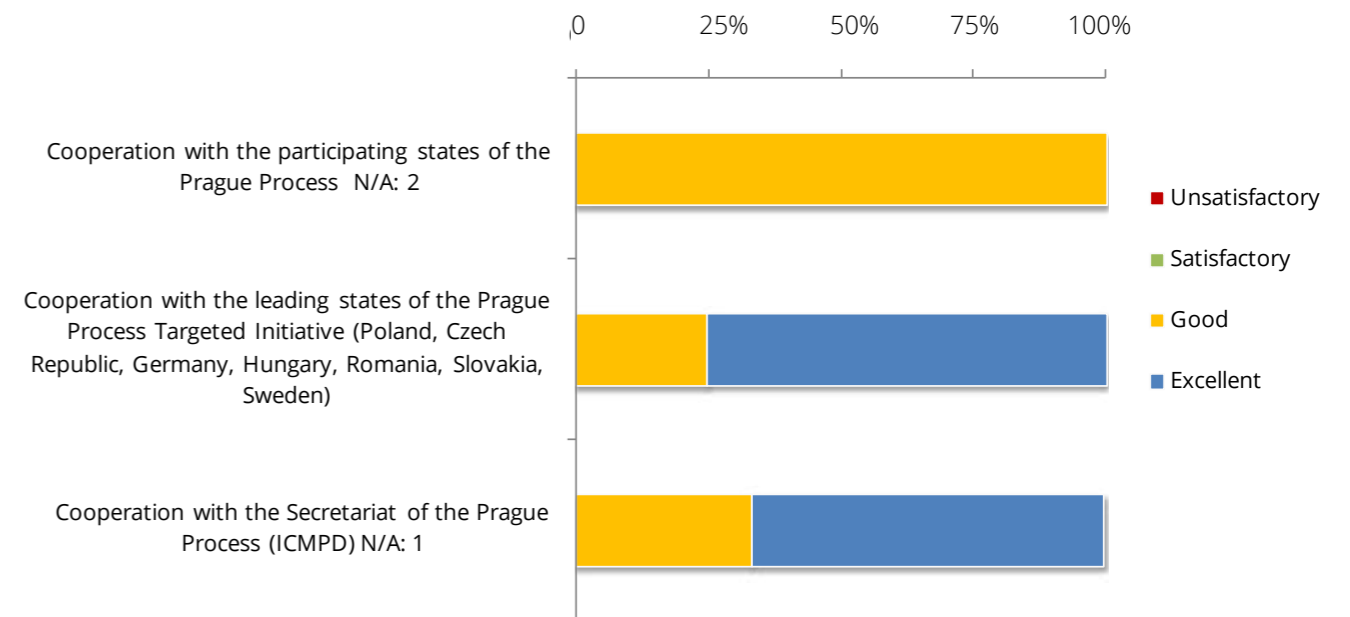
Organizations/institutions involved in the Prague Process assess the cooperation with different stakeholders, in particular with the Prague Process Targeted Initiative leading states, in most of cases, as excellent. Nevertheless, some aspects of the cooperation could be improved in order to further enhance the effectiveness and coordination, e.g. putting more emphasis on regular meetings on technical/expert level.

Despite the fact that the cooperation with the Prague Process' participating states, including the leading states and the Secretariat, has been well assessed (no "unsatisfactory" marks were indicated), the analysis of relevant responses allows to reach a conclusion that the outputs could be even more significant, as far as the cooperation's efficiency is concerned. It is partially due to a high number of participating states whose commitment to the implementation of the Prague Process Action Plan varies, depending e.g. on states' different priorities in the migration policies area. This factor has an impact, *inter alia*, on how efficient the relevant platforms of cooperation within the Prague Process framework are, and to what extent the outputs meet the needs of the stakeholders involved. Nevertheless, having regard to

the above-mentioned, and taking into account highly political aspect of the international cooperation (also in the context of the Prague Process), it seems that maximising the outputs achieved would be exceptionally difficult.

With reference to the external cohesion criterion, the organisations/institutions were asked if they find the Prague Process coherent with and complementary to other migration-related initiatives implemented in the region.

**Chart XV. Assessment of cooperation**



Yes	No	Examples of migration-related initiatives
		The Prague Process provides interesting complementary actions to the existing actions and initiatives, albeit limited to EaP countries, such as the EaP Migration and Asylum Panel. The deliverables vary from support for the development of Migration Profiles, to guidelines on various policies such as labour migration and readmission, and specific trainings for government officials e.g. in the field of asylum.
		Within the Quality Initiative in Eastern Europe and the South Caucasus (QIEE) project led by UNCHR the modules on Interview Techniques, Drafting and Decision Making and module on Evidence Assessment were translated into Russian.
5		Budapest Process, SIPPAP
		The Prague Process actively participates in and/or consults with Budapest Process; Eastern Partnerships Panel on Migration and Asylum; meetings of the Regional Consultative Processes; EaP SIPPAP; ERIS; BOMCA programme; High-level Security Dialogue EU – Central Asia; EU-RF Dialogue; regional cooperation with the Commonwealth of Independent States (Council of Heads of Migration Services); High-level Working Group on Migration and Asylum.
		<i>It might be worth exploring how to ensure a better coherence among the two processes [Prague and Budapest], also in terms of streamlining and harmonising their objectives, as well as the activities to be undertaken. This could also have a positive impact on a more efficient use of the available human and financial resources. The fact that the secretariat of the two processes is ensured by ICMPD could facilitate this task.</i>

According to the responses of the organisations/institutions, the Prague Process is perceived as coherent with and complementary to other initiatives in the migration area, implemented in the region. It should be noted, however, that the risk of overlapping with other activities taken under the umbrella of various regional

processes in the migration area still exists and must be taken into consideration when implementing the Prague Process Action Plan.

The Prague Process, according to the responses provided by the organisations/institutions participating in the evaluation, should be regarded as coherent with



other initiatives in the migration area covering a similar geographical dimension. Due to a number of the aforementioned initiatives led by different actors, not only under the aegis of the EU, it is very difficult to avoid the

risk of duplication or overlapping. The evaluation in this respect, taking into account the opinions expressed by the organisations/institutions involved, proves however that such deficiencies do not occur frequently.

## CONCLUSIONS

The key findings stemming from the analysis of the answers for the selected criteria are as follows:

1. The Action Plan is in accordance with relevant stakeholders' policies in the area of migration. Its objectives and results may be regarded as an impulse towards migration policies harmonisation, having a positive impact on the processes aimed to improve the effectiveness and efficiency of the migration management of the participating states.

2. The Prague Process undoubtedly has fostered regional networks between individuals and institutions, and it was emphasized repeatedly by its participants how much easier it made the exchange of information and the completion of concrete activities. It has also brought some *de facto* harmonization of positions of certain states.

3. The majority of States does not see a need for major modifications in the Action Plan, which proves to be relevant despite a changing migratory situation. However some States propose minor changes that could be taken into consideration when managing the Process actions and making decisions about its future.

4. The outputs of the activities carried out within the Prague Process Action Plan implementation are generally seen as useful and relevant to the participating states' needs. Nevertheless, it would be desirable to make the outputs more tangible and visible.

5. The majority of states did not notice any important obstacles negatively affecting PP AP implementation. There are, however, some issues which may be regarded as factors impeding proper implementation of the Prague Process activities. Some participating states indicate costs-related matters as having a negative impact on the effectiveness of the implemented actions, others put emphasis on differences of various nature (e.g. language barriers). As evaluation results show, not all project-targeted countries contribute to the implementation of the Process activities and do not show their commitment – what may be assessed, for instance, on the basis of the participation and activity during Pilot Projects' implementation.

6. The involvement of the Prague Process Participating States is unequal. The fact of diversified interests on the side of the EU Member States can be considered natural because of their different geographical priorities. It should also be noted that there is varied involvement on the part of non-EU countries – as they have different access to other tools and support instruments from the EU that meet their needs. Finding a formula for action, which would encourage greater commitment of majority of states is still a challenge for every regional consultative process. In the case of

the Prague Process, the number of instruments within the Prague Process Targeted Initiative and two projects under Prague Process umbrella (to be concluded shortly) is limited.

As far as the future Prague Process priorities are concerned, some participating states point out the need to focus on asylum and international protection issues. Such an approach seem to respond to the increasing refugee problem which the EU must face in the near future, and – last but not least – could be regarded as a stimulus for non-active participants to reassess their positions and, potentially, to join the Prague Process implementation in this particular framework. In addition, there are also voices bringing up such issues as e.g. employment of foreign nationals, which could be contained in the future implementation agenda.

Considering the limited involvement of PP Participating states and the resulting evaluation assessment of the results achieved, it seems that two areas of cooperation described in the PP AP – namely IV. *Promoting integration of legally residing migrants in their host societies* and V. *Making migration and mobility positive forces for development* – require changes that would contribute to a better implementation of PP AP.

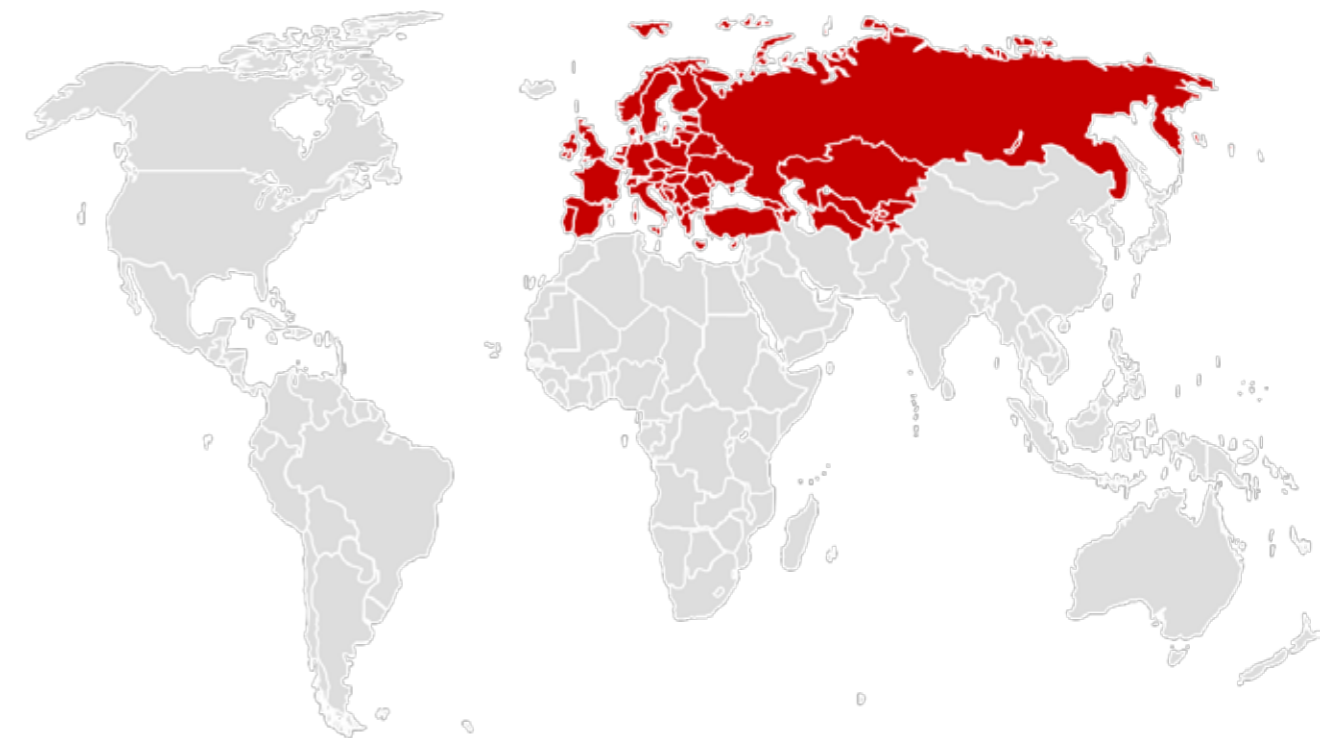
7. The evaluation demonstrated that the participating states often underline the importance of promoting the Prague Process both on the international and the national levels, among different stakeholders, such as non-government organisations.

**Findings of the evaluation point to the key conclusion that no major modifications should be adapted in the Prague Process Action Plan 2012-2016 at this stage as well as general mode of its implementation. States are also very satisfied with the efforts of the actual Leading State and the Secretariat of the Prague Process. The Participating States are active and perceive the Process as a vehicle in realization of their policies on the national and regional level, stimulating the culture of cooperation, making consultations and exchange of opinions among states a more habitual trait of the governance process. States are also willing to further participate in the Prague Process, and in some cases even increase their involvement and contribution.**

## ANNEX I. LIST OF THE PRAGUE PROCESS PARTICIPANTS

Albania, Armenia, Austria, Azerbaijan, Belarus, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Ireland, Italy, Kazakhstan, Kosovo (UNSCR 1244/1999), Kyrgyzstan, Latvia, Liechtenstein, Lithuania, Luxembourg, the for-

mer Yugoslav Republic of Macedonia, Malta, Moldova, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Tajikistan, Turkey, Turkmenistan, Ukraine, United Kingdom, Uzbekistan and the European Commission.



## ANNEX II. EVALUATION QUESTIONNAIRES

### Target group: Participating States

#### Respondent data:

Name:  
 Country:  
 Institution:  
 Title / Position:  
 Contact details:  
 Institutions consulted:

#### Questionnaire

**1. Do you find the following goals of the Prague Process Action Plan coherent with and complementary to the policy of your State in the relevant Cooperation Areas?**

Prague Process Action Plan goals	Yes	No
Area 1. Preventing and fighting illegal migration		
Area 2. Promoting readmission, voluntary return and sustainable reintegration		
Area 3. Addressing legal migration and mobility with a special emphasis on labour migration		
Area 4. Promoting integration of legally residing migrants in their host societies		
Area 5. Making migration and mobility positive forces for development		
Area 6. Strengthening capacities in the area of asylum and international protection		

Please justify your opinion / provide additional comments:

.....

**2. To what extent is the Prague Process Action Plan implementation relevant to your State's needs? Please, rate the general implementation of the Action Plan and each Cooperation Area separately.**

Prague Process Implementation	Unsatisfactory	Satisfactory	Good	Excellent
Prague Process Action Plan in general				
Area 1. Preventing and fighting illegal migration				
Area 2. Promoting readmission, voluntary return and sustainable reintegration				
Area 3. Addressing legal migration and mobility with a special emphasis on labour migration				
Area 4. Promoting integration of legally residing migrants in their host societies				
Area 5. Making migration and mobility positive forces for development				
Area 6. Strengthening capacities in the area of asylum and international protection				

Please justify your opinion / provide additional comments:

.....

**3. In your opinion, are there any Cooperation Areas of the Prague Process Action Plan which would need to be modified? If yes, please specify the Areas concerned and the modifications needed.**

Cooperation Areas	Yes	No	Suggested modifications
Area 1. Preventing and fighting illegal migration			
Area 2. Promoting readmission, voluntary return and sustainable reintegration			
Area 3. Addressing legal migration and mobility with a special emphasis on labour migration			
Area 4. Promoting integration of legally residing migrants in their host societies			
Area 5. Making migration and mobility positive forces for development			
Area 6. Strengthening capacities in the area of asylum and international protection			
Prague Process Knowledge base			

Please justify your opinion / provide additional comments:

.....

**4. What was the impact of the Prague Process Action Plan on your State? Did the Prague Process Action Plan facilitate the introduction of long-term changes in your State? If so, please, provide concrete examples of legal, institutional, social and economic changes in the relevant Cooperation Areas.**

Cooperation Areas	Character of influence (please mark "X" next to one of the options)		The examples of Prague Process contribution to the long-term changes in your State	Assessment of the change (e.g. development of intra-agency, inter-agency and international cooperation, impact (if any) on the legal basis, bilateral or multilateral agreements signed, building upon established networks in Prague Process, etc.)
	Positive	Negative		
Area 1: Preventing and fighting illegal migration	Positive			
	Negative			
	No change			
Area 2: Promoting readmission, voluntary return and sustainable reintegration	Positive			
	Negative			
	No change			
Area 3: Addressing legal migration and mobility with a special emphasis on labour migration	Positive			
	Negative			
	No change			
Area 4: Promoting integration of legally residing migrants in their host societies	Positive			
	Negative			
	No change			
Area 5: Making migration and mobility positive forces for development	Positive			
	Negative			
	No change			
Area 6: Strengthening capacities in the area of asylum and international protection	Positive			
	Negative			
	No change			

Please justify your opinion / provide additional comments:

.....

**5. Which initiatives implemented within the Prague Process (listed below) proved to be particularly effective for your State and produced the desired outputs during the first 3 years of the Action Plan implementation (2012-2014)? In case your State did not participate in the particular initiative, please mark "X" in column "Not applicable".**

Initiatives	Not applicable	Unsatisfactory	Satisfactory	Good	Excellent
<b>Prague Process Targeted Initiative</b>	Prague Process Targeted Initiative National Contact Points meetings				
	Project Steering Committee meetings				
	Prague Process Knowledge base and its workshops				
	Pilot Project on Illegal Migration (PP1)				
	Pilot Project on Legal Migration (PP2)				
	Pilot Project on Circular Migration (PP3)				
<b>Projects under Prague Process umbrella</b>	Pilot Project "Quality and Training in the Asylum Processes: the European Asylum Curriculum" (PP4)				
	European-Russian Integration Standards (ERIS Project)				
	Eastern Partnership cooperation in the fight against irregular migration – supporting the implementation of the Prague Process Action Plan (EaP SIPPAP Project)				
	Others (please specify)				

Please justify your opinion / provide additional comments:

.....

**6. How do you assess the outputs achieved within the implementation of the Prague Process Action Plan (listed below)? In your opinion, are there any modifications needed? In case your State did not participate in the particular initiative, please mark "X" in column "Not applicable".**

Outputs	Not applicable	Unsatisfactory	Satisfactory	Good	Excellent	Suggested modifications
Conclusions from political meetings (Senior Officials' Meetings, Core Group meetings)						
Documents from expert meetings (minutes and reports)						
Extended Migration Profile						
Migration Profile Light						
Prague Process I-Map, including Prague Process News Centre						
Prague Process website						
Prague Process Review						
Study visits						
Trainings						
Workshops						
Handbook and Guideless on Concluding Readmission Agreements and Organising Returns						
Guidelines on Training in the Asylum Process – Approaches to Achieve Quality						
Handbook on Managing Labour and Circular Migration						
Other <i>(please specify)</i>						

Please justify your opinion / provide additional comments:  
 .....

**7. In your opinion, were there any important obstacles or problems (internal and/or external) that negatively affected the implementation of the Prague Process Action Plan (e.g. cultural differences, language barriers, financial problems, organizational deficiencies, etc.)? If yes, please describe the most important ones.**

Yes	No	Obstacles / Problems

Please justify your opinion / provide additional comments:  
 .....

**8. Did regional/local authorities and/or civil society organizations of your country take part in certain activities of the Prague Process (e.g. participation in workshops, meetings, etc.)? If yes, please provide concrete examples of such participation.**

Yes	No	Examples of participation

Additional comments:  
 .....

**9. Does the Prague Process operate in a coherent and complementary manner vis-à-vis other migration-related initiatives implemented in the region (for instance Eastern Partnership, Budapest Process, Mobility Partnership, others)? Please provide concrete examples.**

Yes	No	Examples of migration-related initiatives

Additional comments:  
 .....

**10. How do you assess the efficiency of the Prague Process implementation structure (listed below)? In your opinion, does the implementation structure require modifications of any sort? In case your State did not participate in the particular initiative, please mark "X" in column "Not applicable".**

Implementation structure	Not applicable	Unsatisfactory	Satisfactory	Good	Excellent	Suggested modifications
Senior Official's Meetings						
Core Group Meetings						

Please justify your opinion / provide additional comments:

.....

**11. How would you assess the leadership role of Poland in the Prague Process?**

	Unsatisfactory	Satisfactory	Good	Excellent
Assessment of the leadership role of Poland in the Prague Process				

Please justify your opinion / provide additional comments:

.....

**12. What is your assessment of the cooperation with the International Centre for Migration Policy Development (ICMPD) as the Secretariat of the Prague Process?**

	Unsatisfactory	Satisfactory	Good	Excellent
Assessment of the cooperation with the Secretariat of the Prague Process				

Please justify your opinion / provide additional comments:

.....

**13. In which Cooperation Areas of the Prague Process would your State like to participate in future? Please specify the character of the intended participation (e.g. co-funding, leading a project, hosting selected activities, providing organizational support, participating as a partner state in a project, others)? Please choose from the list below (multiple answers possible).**

Cooperation Areas	Yes	No	Character of participation
Area 1. Preventing and fighting illegal migration)			
Area 2. Promoting readmission, voluntary return and sustainable reintegration			
Area 3. Addressing legal migration and mobility with a special emphasis on labour migration			
Area 4. (Promoting integration of legally residing migrants in their host societies			
Area 5. (Making migration and mobility positive forces for development):			
Area 6. (Strengthening capacities in the area of asylum and international protection			
Knowledge Base			
Others (please specify)			

Please justify your opinion / provide additional comments:

.....

**14. Do you think that the current financing of the Prague Process activities (2012-2014) is adequate?**

Financing of the Prague Process activities	Unsatisfactory	Satisfactory	Good	Excellent	Suggested modifications
Prague Process Targeted Initiative funded by the European Union and with in-kind contribution of Poland (leader and coordinator of the Targeted Initiative), CzechRepublic, Germany, Hungary, Romania, Slovakia, Sweden					
Projects under Prague Process umbrella (for example ERIS, EaP SIPPAP) funded by the European Union					
Core Group meetings financed by the LeadingState (Poland)					

Please justify your opinion / provide additional comments:

.....

**Target group: Partner Organisations and Institutions**

**Respondent data:**

Name:  
Country:  
Institution:  
Title / Position:  
Contact details:  
Institutions consulted:

**Questionnaire**

**15. Do you find the cooperation in the following areas of the Prague Process Action Plan satisfactory? Please specify the areas where cooperation should be continued and intensified in the future. In case your Organization/Institution did not participate in the particular initiative, please mark "X" in column "Not applicable".**

Cooperation Areas	Not applicable	Unsatisfactory	Satisfactory	Good	Excellent	Recommendations for further cooperation
Area 1. Preventing and fighting illegal migration						
Area 2. Promoting readmission, voluntary return and sustainable reintegration						
Area 3. Addressing legal migration and mobility with a special emphasis on labour migration						
Area 4. Promoting integration of legally residing migrants in their host societies						
Area 5. Making migration and mobility positive forces for development						
Area 6. Strengthening capacities in the area of asylum and international protection						
Prague Process Knowledge base						

Please justify your opinion / provide additional comments:  
.....

**16. In your opinion, did the Prague Process implementation have any impact on the objectives and/or activities of your Organization/Institution? If yes, please provide concrete examples.**

Yes	No	Examples of the impact

Please justify your opinion / provide additional comments:  
.....

**17. How do you assess the cooperation between your Organization/Institution and the participating states of the Prague Process, as well as with the leading states of the Prague Process Targeted Initiative and the International Centre for Migration Policy Development (ICMPD) as the Secretariat of the Prague Process? In your opinion, are there any modifications needed?**

	Unsatisfactory	Satisfactory	Good	Excellent	Recommendations for further cooperation
Cooperation with the participating states of the Prague Process					
Cooperation with the leading states of the Prague Process Targeted Initiative (Poland, Czech Republic, Germany, Hungary, Romania, Slovakia, Sweden)					
Cooperation with the Secretariat of the Prague Process (ICMPD)					

Please justify your opinion / provide additional comments:  
.....

**18. Do you find the Prague Process coherent with and complementary to other migration-related initiatives implemented in the region? Please provide concrete examples.**

Yes	No	Examples of migration-related initiatives

Please justify your opinion / provide additional comments:  
.....

**19. What are your recommendations for further development of the Prague Process Action Plan? Please provide concrete suggestions.**

Recommendations suggested:  
.....  
.....  
.....







## ANNEX V. MAIN FINANCING SOURCES OF THE ACTIVITIES WITHIN THE PRAGUE PROCESS

### Overview of Prague Process and Prague Process umbrella projects

Project title	Leading state(s)	Partner states	Period	Donor	Budget (€)	Support team
<b>Support to development of i-Map Eastern Migration Route (i-Map East)</b>	Poland	All Prague Process states	12/2008 – 06/2011	Poland	90 000	ICMPD
<b>Building Migration Partnerships – A platform for applying the Global Approach to Migration to the Eastern and South-Eastern Regions Neighbouring the European Union (BMP)</b>	Czech Republic, Hungary, Poland, Romania, Slovakia	All Prague Process states	05/2009 – 06/2011	European Commission	1 434 422	ICMPD
<b>Building Migration Partnerships Transitional (BMP Transitional)</b>	Czech Republic, Hungary, Poland, Romania, Slovakia	All Prague Process states	06/2011 – 07/2012	Czech Republic, Hungary, Poland, Romania, Slovakia	258 000	ICMPD
<b>Polish Prague Process Support (POPSS)</b>	Poland	All Prague Process states	12/2011 – 12/2013	Poland	96 000	ICMPD
<b>Prague Process Targeted Initiative (PP TI)</b>	Poland, Czech Republic, Germany, Hungary, Romania, Sweden, Slovakia	All Prague Process states	08/2012 – 01/2016	European Commission	3 600 000	ICMPD
<b>European Russian Integration Standards (ERIS)</b>	Czech Republic, Austria, Russian Federation	Czech Republic, Austria, Russian Federation	02/2013 – 01/2015	European Commission	625 117	ICMPD
<b>Eastern Partnership Cooperation in the fight against illegal migration – Support to the Prague Process Implementation (EaP SIPPAP)</b>	Hungary, Latvia, Poland, Romania, Slovakia	Eastern Partnership states	04/2013 – 04/2015	European Commission	1 014 398	ICPMD
Overall funding in 2008–2016:					<b>7.117.937</b>	

## ANNEX VI. PRAGUE PROCESS TARGETED INITIATIVE PILOT PROJECTS PARTICIPATING STATES AND IMPLEMENTATION PERIODS.

Pilot Project	Participating states and partners	Implementation
PP1 on Illegal Migration (on Concluding Readmission Agreements and Organising Returns)	Armenia, Austria, Azerbaijan, Belarus, Bosnia and Herzegovina, Croatia, Denmark, Georgia, Hungary, Kosovo*, Liechtenstein, Moldova, Poland, Romania, Russia, Serbia, Slovakia, Turkey and Ukraine; Frontex, ICMPD and IOM	August 2012 – July 2014
PP2 on Legal Migration (on Managing Labour Migration)	Albania, Armenia, Belarus, Bosnia and Herzegovina, Croatia, Finland, Georgia, Hungary, Kosovo*, Kyrgyzstan, Moldova, Russia, Sweden, Tajikistan, Ukraine; IOM, ICMPD	August 2012 – October 2014
PP3 on Migration and Development (on Managing Circular Migration)	Albania, Armenia, Belarus, Bosnia and Herzegovina, Croatia, Czech Republic, Finland, former Yugoslav Republic of Macedonia, Georgia, Kosovo*, Kyrgyzstan, Moldova, Russia, Slovenia, Tajikistan, Ukraine; ICMPD, IOM	August 2012 – October 2014
PP4 on Training in the Asylum Process – Approaches to Achieve Quality.	Albania, Armenia, Belarus, Belgium, Bosnia and Herzegovina, Germany, Georgia, Hungary, Kosovo*, Kyrgyzstan, Liechtenstein, France, former Yugoslav Republic of Macedonia, Moldova, the Netherlands, Poland, Russia, Serbia, Sweden, Turkey, Ukraine, United Kingdom; UNHCR and EASO	August 2012 – March/December 2014
PP5 on establishing identity and/or nationality of irregular migrants	Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Georgia, Hungary, Kosovo*, Kyrgyzstan, former Yugoslav Republic of Macedonia, Moldova, Poland, Portugal, Romania, Russia, Turkey, Ukraine; Frontex, ICMPD	November 2014 – December 2015
PP6 on students' cross-border mobility	Albania, Armenia, Belarus, Czech Republic, Georgia, Hungary, Kosovo*, Kyrgyzstan, Moldova, Portugal, Russia, Turkey; ICMPD	November 2014 – December 2015
PP7 on Quality in Decision-making in the Asylum Process – Focus on Evidentiary Assessment, Due Process and Jurisprudence	Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Georgia, Germany, Kosovo*, Kyrgyzstan, former Yugoslav Republic of Macedonia, Moldova, Poland, Portugal, Sweden, Russia, Turkey, Ukraine; ICMPD	November 2014 – December 2015

## ANNEX VII. KNOWLEDGE BASE. MIGRATION PROFILES

<i>Extended Migration Profiles (15)</i>	<i>Migration Profiles Light (8)</i>
Albania (2010)	<b>Armenia</b> (2013; submitted in May 2014)
Armenia (2011)	<b>Belarus</b> (2013; submitted in March 2014)
Azerbaijan (2010)	<b>Germany</b> (2013)
Bosnia and Herzegovina (2013)	<b>Hungary</b> (2014)
Czech Republic (2010)	<b>Kazakhstan</b> (2013; submitted in November 2014)
Georgia (2011, updated in 2013)	<b>Kyrgyzstan</b> (2013; submitted to migration authorities in April 2014)
Hungary (2010)	<b>Russia</b> (2013; submitted in March 2014)
Kazakhstan (2010)	<b>Tajikistan</b> (2013; submitted in July 2014)
Kosovo(UNSCR 1244/1999) (2012, 2013)	<b>Uzbekistan</b> (in progress)
Kyrgyzstan (2011)	
Poland (2010)	
Romania (2010)	
Slovakia (2010)	
Tajikistan (2010)	
Ukraine (2011, updated in 2013)	

## ANNEX VIII. EVALUATION TEAM. NOTES ON EXPERTS

### **Dawid Grochowski** (internal Leading State expert)

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### **Marta Jaroszewicz, PhD** (external expert)

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