



FUNDO  
ASILO, MIGRAÇÃO  
E INTEGRAÇÃO



SGMAI  
SECRETARIA  
GERAL

MINISTÉRIO DA ADMINISTRAÇÃO INTERNA



# **Evaluation of the National Programme of the Asylum, Migration and Integration Fund (AMIF) and of the financed actions within the framework of the national programme for the period 2014 – 2017**

N.º de procedimento - 58/DSUMC/17

## **EXECUTIVE SUMMARY**

21 th December 2017





FUNDO  
ASILO, MIGRAÇÃO  
E INTEGRAÇÃO



SGMAI  
SECRETARIA  
GERAL

MINISTÉRIO DA ADMINISTRAÇÃO INTERNA



## Introduction

This report corresponds to the Executive Summary of the Evaluation of the National Programme of Asylum, Migration and Integration Fund (AMIF) and of the operations co-financed by the National Programme in the period 2014-2017, reported to 30th June 2017. The objectives of the evaluation are: (i) analyse the implementation of the operations financed by the AMIF in the period 2014-2017 and (ii) evaluate its relevance, effectiveness, efficiency, sustainability, coherence and complementarity and EU added value.

## Context

The evaluation study was particularly aware of the implementation context of the programme in the targeted period, particularly concerning the late beginning of the programme implementation and the strong intensification of the flows of refugees arriving in Europe and the corresponding effects in Portugal. The implementation of the programme begun with the AMIF support to the special cases of resettlement and reinstallation of refugees regarding the commitment assumed by the Portuguese government concerning the reception of refugees (support under the lump sums modality). Besides that, the late beginning of programme's implementation and the consequent implications in terms of commitment, execution and implementation rates (see the synthesis table reported to 30.06.2017) tended to produce effects in the completion state of the indicators in which the evaluation should be based. So, it had been necessary to work with expected results of the approved projects and not with results effectively achieved. The work with stakeholders leading these projects has been crucial.

## Organisation model

AMIF is based on a model characterised by:

- A Responsible Authority associated to the Secretary General of the Internal Administration Ministry and the creation of a Delegated Authority for the specific objective "migration and legal integration", assumed by the Alto Comissariado para as Migrações (ACM);
- The strong relevance of the role played by a group of entities that may be considered as benefitting from AMIF and as partners in its implementation, such as SEF (External Frontiers Service) (Asylum, Return and Special Cases of Resettlement and Reinstallation), the OIM (International Organisation for Migrations) (Return) and CPR (Portuguese Centre for Refugees) (Asylum);
- A vast group of institutions and entities benefitting from the programme, particularly concerned with the objective Migration and Integration, in which municipalities, social-based institutions integrated in local societies and institutions significantly acknowledged at international level such as Portuguese Red Cross have a prominent presence;
- A universe of target group persons including candidates to international protection, refugees, legal and illegal migrants.

## **Methodology**

The evaluation study has been conducted with the support of a multimethod approach, organised by a global theory of change-based methodology generated by the support of AMIF in terms of asylum, legal migration and integration and return. The multi-method approach encompassed: (i) analysis and treatment of indicators; (ii) semi-directive interviews to a representative set of beneficiaries; (iii) 4 case studies, in which the contact with beneficiaries and target group of persons has been tried; (iv) 1 discussion panel with entities engaged with legal migrants integration; (v) an electronic survey addressed to institutions having benefitted from the programme; (vi) the use and the access to the Programme's WEB platform to consult technical forms submitted by the approved projects, approval conditions, payment procedures, etc; (vii) desk-research of documents considered as strategic frameworks supporting the design of the programme.

The methodological roadmap has been conceived using the following strategy of gathering primary and secondary information:

- The theory of change generated by the operations programmed under the specific objectives of asylum, migration and integration and return has been used as a transversal support to all the evaluation questions, although with a stronger emphasis on the analysis of AMIF's global effectiveness;
- The achieved commitment rates (till 30-06-2017), the implementation levels that can be estimated without a major risk and the contents and quality of projects approved have been used to calibrate the changes induced by the actions (activities) programmed and approved.

To each evaluation question, we explored a pertinent mix of the multi-method instruments previously identified, taking into account the magnitude of its contribution to support the concrete answer to the evaluation question. AMIF is organised under a theory of change that is complex following the design of the National programme, which is simplified working with projects and their typologies of activities. That means that expecting a more advanced implementation of the programme the change will be more complex. The period covered by the evaluation is comprised between the beginning of implementation and 30.06-2017.

**Table 1 – AMIF 2014-2020: Commitment, execution and implementation rates reported to 30.06.2017**

| Specific Objective/ National Objective | Programmed 2014-2020 (PR) | Approvals (AP)              |                        |                        | Execution (EX)        | Paid European Fund to beneficiaries | Financial Indicators (Fund) % |                        |                          |
|--|---------------------------|-----------------------------|------------------------|------------------------|-----------------------|-------------------------------------|-------------------------------|------------------------|--------------------------|
|  | European Funding          | Number of projects approved | Eligible investment    | European Funding       | European Funding      |                                     | Commitment rate (AP/PR)       | Execution rate (EX/PR) | Realization rate (EX/AP) |
| SO1. NO1 Reception/Asylum              | 3.312.400,00 €            | 8                           | 2.935.199,74 €         | 2.201.399,81 €         | - €                   | 267.382,80 €                        | 66%                           | 0%                     | 0%                       |
| SO1.NO2 Evaluation                     | 16.300,00 €               |                             |                        |                        | - €                   |                                     | 0%                            | 0%                     |                          |
| EO1.NO3 Resettlement                   | 3.226.587,00 €            | 1                           | 948.937,60 €           | 711.703,00 €           | - €                   |                                     | 22%                           | 0%                     | 0%                       |
| EO2NO1 Legal Migration                 | 3.665.480,00 €            |                             |                        |                        | - €                   |                                     | 0%                            | 0%                     |                          |
| OE2ON2 Integration                     | 8.599.500,00 €            | 60                          | 1.758.047,73 €         | 1.318.535,85 €         | - €                   | 236.010,87 €                        | 15%                           | 0%                     | 0%                       |
| OE2ON3 Capacity                        | 6.656.195,00 €            | 2                           | 104.184,00 €           | 78.138,00 €            | - €                   | 35.162,10 €                         | 1%                            | 0%                     | 0%                       |
| EO3.NO1 Accompanying Measures          | 1.592.500,00 €            | 2                           | 895.701,22 €           | 671.755,92 €           | - €                   | 134.355,18 €                        | 42%                           | 0%                     | 0%                       |
| EO3.NO2 Return Measures                | 1.592.500,00 €            | 1                           | 1.432.682,12 €         | 1.074.511,59 €         | - €                   | 483.530,22 €                        | 67%                           | 0%                     | 0%                       |
| EO3.NO3 Cooperation                    | 682.225,00 €              |                             |                        |                        | - €                   |                                     | 0%                            | 0%                     |                          |
| Special cases - Resettlement           | 2.810.000,00 €            | 1                           | 2.810.000,00 €         | 2.810.000,00 €         | 390.000,00 €          | 390.000,00 €                        | 100%                          | 14%                    | 14%                      |
| Special cases - Relocation             | 25.824.000,00 €           | 2                           | 25.824.000,00 €        | 25.824.000,00 €        | 6.174.000,00 €        | 6.198.000,00 €                      | 100%                          | 24%                    | 24%                      |
| EO4.NO1 Solidarity                     | 630.000,00 €              |                             |                        |                        | - €                   |                                     | 0%                            | 0%                     |                          |
| Technical Assistance                   | 2.802.690,00 €            | 2                           | 811.300,96 €           | 811.300,96 €           | 13.146,30 €           | 94.546,40 €                         | 29%                           | 0%                     | 2%                       |
| <b>Total</b>                           | <b>61.410.377,00 €</b>    | <b>79</b>                   | <b>37.520.053,37 €</b> | <b>35.501.345,13 €</b> | <b>6.577.146,30 €</b> | <b>7.838.987,57 €</b>               | <b>58%</b>                    | <b>11%</b>             | <b>19%</b>               |



FUNDO  
ASILO, MIGRAÇÃO  
E INTEGRAÇÃO



SGMAI  
SECRETARIA  
GERAL

MINISTÉRIO DA ADMINISTRAÇÃO INTERNA



## Results

The evaluation study results are generated by the answer to a set of questions and sub-evaluation questions, covering the 7 criteria previously identified. As far as the effectiveness criteria is concerned, the evaluation questions and sub-questions are segmented for the themes of asylum, legal migration and integration and return. The dimension of special cases of resettlement and reinstallation of refugees arrived from Greece and Italy and ACNUR camps to Portugal within the framework of the Portuguese government's commitment has been also analysed. As it has been already mentioned, the low implementation level of AMIF operations till 30.06.2017 and its implications regarding the physical and financial implementation of projects and of the degree of completion of the indicators generated the need to project results from the approved programming values.

The evaluation study conclusions are organised in two great groups, transversal conclusions not linked with specific evaluation questions and conclusions generated by the answers to evaluation questions and sub-questions.

### Transversal conclusions

Among the first group, the following conclusions deserve attention:

- Considering the late start of the programme's implementation, monitoring procedures that should be led by the Responsible Authority are crucial in order to assess the effective ability to close the projects, avoiding problems concerning the full utilisation of available resources;
- Evaluation concluded that the AMIF information system and its WEB platform supporting procedures, particularly of payment demands, have a vast potential to be improved, turning into a more friendly application and reducing transaction and administrative costs;
- The system of indicators, in its actual configuration, only allows the comparison between programme goals and tender values, in a situation in which the low implementation level penalises information regarding implementation results and make uneasy the follow-up and monitoring of the programme, albeit not ignoring the efforts already achieved by the RA in improving those indicators;
- AMIF observes a relevant participation of entities such as SEF, ACM, CPR and OIM as institutions charged of the implementation of public policies in line with the AMIF intervention fields, not ignoring the existence of over expectations concerning the capacity of AMIF finance these public policies due to the magnitude of programme's resources;
- The AMIF activity is also influenced by a significant context change observed as the result of the arrival of refugees to Europe, generating consequences not only in the so-called special cases supported by lump sums modality, but also concerning the effects on the number of individuals looking for international protection in Portugal. The answer to this change of context has been achieved without adjustments in the human resources endowment, revealing the ability to adapt to new situation;

- Finally, the AMIF programme will be necessarily associated to the dissemination along the mainland territory of Portugal of initiatives creating reception networks of refugees and migrants, involving municipalities and the local civil society. The contribution of the Programme to an improved knowledge of Portuguese society regarding the phenomena of refugees and migration inflows should be underlined.

#### **Conclusions generated by the answers to the evaluation questions:**

A synthesis of the second group of conclusions may be found in the following notes:

- **Effectiveness-asylum:** the significant levels of commitment suggest a good capacity to adapt to the new conditions of inflow of refugees and migrants, particularly in terms of procedures and reception infrastructures, with interrogations concerning the contribution to the application of Asylum Conditions Directive;
- **Effectiveness – legal migration and integration:** the evaluation registers the territorial institutional dynamics concerning the integration of refugees and the no contribution regarding legal migration; the low level of awareness of SME concerning the integration of migrants should be stressed;
- **Effectiveness-return:** the number of refugees returning in voluntary terms is still significantly lower than the programmed target, being dependent upon factors not controlled by AMIF, within a context in which the cooperation between SEF and OIM prevails in the implementation process, requiring the monitoring of the reception infrastructure proposed by SEF;
- **Effectiveness-Special Cases:** the evaluation registered a good capacity to adapt to the emergency situation and to the modality of lump sums support, although the lower number of refugees resettled and reinstalled relatively to the goals established by the Portuguese government is explained by the fact of Portugal not being at the top of the refugees preferences;
- **Efficiency:** although without indicators segmenting the AMIF and ISF activities, the values concerning the technical assistance activities, when reported to the approved programming, don't suggest technical assistance costs significantly different from the known values regarding PT 2020 operations; the evaluation estimates that the improvement in the WEB platform supporting administrative procedures and the interaction between the RA and beneficiaries will allow for a more substantial reduction of administrative costs of institutions benefitting from AMIF;
- **Pertinence/relevance:** although with no ex-ante evaluation supporting the design of the programme, the preparation and negotiation conditions with EC and the existence of frameworks such as the Strategic Plan for Migrations allowed for a good identification of national needs; the answer to the emergency situation determined by the refugees inflow revealed capacity to adapt to the new context;
- **Coherence and complementarity:** Although with no mobilisation of ex-ante evaluations, the evaluation concluded that the majority of stakeholders engaged in the AMIF implementation developed different interpretations about coherence and complementarity of interventions;

complementarities between projects submitted to different specific objectives of AMIF; with interventions co-financed by Structural Funds (particularly ESF), with the Strategic Plan for Migrations, with EU programmes like URBACT are examples of these different interpretations;

- **EU Added Value:** the evaluation concluded that AMIF represents a high contribution in terms of EU added value: through the leverage of funding, achieving projects that we will be not implemented without AMIF support, improving the implementation of projects, fostering cooperation networks are examples of this contribution. Although we can say that there is an over assessment of the ability of asylum, integration and return public policies be financed by AMF resources, the inexistence of AMIF support would have devastating effects in some areas;
- **Sustainability:** considering the impossibility of conduction sustainability tests due to the late implementation of the programme, sustainability analysis is practically limited to the prerequisites of demonstration results imposed in submission phase of the projects;
- **Administrative simplification:** no conclusive evidence about the existence of results in this field has been gathered by evaluation; with the exception of utilisation of simplified costs in lump sums support, in which Portugal has been a pioneer. However, there is a potential to increase the use of this simplified modality by the beneficiaries.

## **Recommendations**

Based on evaluation conclusions, the study elaborated a set of 20 recommendations, identifying the institutions to whom the recommendations are addressed, the needed conditions to put them in practice, the resources to be mobilised and the time schedule to implement them.

The recommendations concern issues such as: (i) the need to monitor the state of art of implementation of approved projects; (ii) completing the system of indicators and eliminating some of its shortcomings reported to 30.06.2017; (iii) the need to overcome human resources constraints in some of the most representative project promoters; (iv) induce the submission of projects concerning legal migration activities with no projects approved till June 2017; (v) the upgrading of the Information and Management System of Community Funds (SIGFC), enabling it to a more friendly utilisation and reducing costs and time-consuming of procedures; (vi) improving the operative dimension of economic integration measures of migrants, increasing the awareness of firms regarding migrants problems and, through the DA intervention, monitoring the projects supporting entrepreneurship; (vii) generating the favourable context to implement sustainability tests to a representative sample of projects; (viii) clarifying the possibility of the DA to be financed in order to promote the improvement of organisational capabilities of the most fragile local institutions; (ix) to establish the network initiatives created to improve the reception of refugees and migrants at local level with the participation of municipalities and of the local civil society as a good practice to be disclosed and disseminated.

## **Annexes**

The evaluation study is closed with a set of annexes in which the instruments used to gather and analyse data and the case studies are presented.