

EVALUATION OF THE EUROPEAN UNION EXTERNAL ACTION

Evaluation of DG ECHO's Partnership with the International Organization for Migration 2018–2022

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Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM), 2018-2022.

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ABSTRACT

This is the evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018-2022). The evaluation used evidence from document review, project data, social media analysis, an online survey, interviews, and remote field missions.

In terms of coherence, DG ECHO and IOM were strongly complementary in their humanitarian mandates. The partners showed good alignment in their priorities, strategies, and objectives at different levels, with some differences and areas of improvement identified. Regarding effectiveness, there was structured, strategic, timely and functional dialogue and information exchange between the partners, with, however, room for improvement in terms of the connection between strategic- and operational-level dialogue. The partnership enhanced the quality of each partner's humanitarian response and the humanitarian response system to a varying - yet overall high - degree across different areas. The Strategic Partnership approach positively influenced cooperation at HQ level but less so at field level. While the partnership had positive effects on efficiency, with opportunities for efficiency gains adequately identified and maximised, the evidence did not identify a direct impact on certain areas. Recommendations focused on enhanced communication flows between the strategic and operational levels, strategic technical exchanges, and reinforced cooperation on the operationalisation of the HPDN.

LIST OF ACRONYMS

AAP	Accountability to Affected Populations	IHL	International Humanitarian Law
CBI	Cash-Based Intervention	IOM	International Organization for Migration
CCCM	Camp Coordination and Camp Management	ISCG	Inter-Sector Coordination Group
CBOs	Community-Based Organisations	J-MSNA	Joint Multi-Sector Needs Assessment
DG ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations	JC	Judgement Criterion
DG HOME	Directorate-General for Migration and Home Affairs	KII	Key Informant Interview
DG INTPA	Directorate-General for International Partnerships	LAC	Latin America and the Caribbean
DG NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations	MCOF	Migration Crisis Operational Framework
DGPC	Haitian General Directorate for Civil Protection	MiGoF	Migration Governance Framework
DP	Disaster Preparedness	MFF	Multiannual Financial Framework
DRR	Disaster Risk Reduction	MHPSS	Mental Health and Psychosocial Support
DTM	Displacement Tracking Matrix	MPCT	Multi-Purpose Cash Transfer
ECWG	Ethiopia Cash Working Group	NSAG	Non-State Armed Group
EEAS	European External Action Service	OCHA FTS	OCHA Financial Tracking System
EiE	Education in Emergencies	PSEA	Protection from Sexual Exploitation and Abuse
ERC	Emergency Relief Coordinator	SCF	Strategic Cooperation Framework
EU	European Union	SCPF	Standing Committee on Programmes and Finance
FAFA	Financial and Administrative Framework Agreement	SGBV	Sexual and Gender-Based Violence
GCM	Global Compact for Safe, Orderly, and Regular Migration	SMS	Site Management Support
GOI	Government of Iraq	SNFI	Shelter and Non-Food Items
HAG	Humanitarian Advisory Group	SOM	Senior Officials Meeting
HCT	Humanitarian Country Team	ToC	Theory of Change
HDPN	Humanitarian-Development-Peace Nexus	UN	United Nations
HLD	High-level Dialogue	UNHCR	United Nations High Commissioner for Refugees
HOPE/EVA	DG ECHO Humanitarian Operations Projects and Expenditure Database	USAID	United States Agency for International Development
ICRC	International Committee of the Red Cross	WASH	Water, Sanitation, and Hygiene
IDP	Internally Displaced Person/People	WHO	World Health Organization
IHRL	International Human Rights Law	WFP	World Food Programme

1 INTRODUCTION AND STRUCTURE OF THE REPORT

1.1 Objective and scope of the evaluation

The objective of this evaluation is to provide a retrospective assessment of DG ECHO's partnership with the International Organization for Migration (IOM) – on a global scale – during the period 2018-2022. The assessment focuses on identifying lessons learned and also provides recommendations to support the partnership going forward. Thus, this evaluation is ex post and theoretical at its core; it assesses the past performance of the partnership based on an Evaluation Framework (see Annex 1) and a Theory of Change (ToC) (see Section 2). It nonetheless has strong formative elements since it also seeks to provide recommendations on how to further strengthen the ongoing partnership. The assessment incorporates elements of a process evaluation, which is essential to better capture the causal links between the different elements of the ToC and the factors that explain the partnership's performance.

1.2 Structure of the report

This is the Draft Final Report for the *Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 – 2022)*. The Table below presents the structure and content of this Draft Final Report (main report and annexes).

Table 1. Structure of the report

Item	Section
Description of the methodological approach : (i) evaluation questions, (ii) description of the method and data collection sources, and (iii) key limitations and robustness of the findings	Section 2
Overview of the context : (i) overview of IOM; (ii) overview of the DG ECHO-IOM partnership; and (iii) ToC	Section 3
Evaluation findings , presented per evaluation criterion and evaluation question	Section 4
Conclusions and recommendations	Section 5

The main report is complemented by the following annexes:

- **Annex 1**: Evaluation Framework
- **Annex 2**: List of documents reviewed
- **Annex 3**: List of stakeholders consulted
- **Annex 4**: Results from the online surveys
- **Annex 5**: Portfolio analysis
- **Annex 6**: Additional supporting evidence
- **Annex 7**: Findings from social media analysis
- **Annex 8**: Projects covered by the case studies
- **Annex 9**: Case studies
- **Annex 10**: Terms of Reference

1.3 Methodological approach

1.3.1 Evaluation questions

The evaluation covers three evaluation criteria (coherence, effectiveness and efficiency). Table 2 presents the evaluation questions included under each criterion.

Table 2. Evaluation criteria and questions covered in this evaluation

Coherence
EQ1. How well aligned were DG ECHO and IOM in terms of:

- EQ 1.1. Needs assessments and vulnerability analyses?
- EQ 1.2 Priorities, strategies and objectives?
- EQ 1.3. Advocacy priorities, communication campaigns and visibility efforts?

Effectiveness

EQ2. To what extent did a structured, strategic, timely and functional dialogue take place and by what means?

- EQ 2.1. Did the dialogue contribute to an improved communication and exchange of information on key developments and challenges at different levels?
- EQ 2.2 What has been the impact of this dialogue on funding trends, policy and operational work?
- EQ 2.3 At operational level, how was this partnership understood and put into practice?

EQ3. To what extent did the DG ECHO-IOM partnership contribute to:

- EQ 3.1. Better coordination and information/data sharing with other UN agencies, INGOs, local and national authorities as well as other stakeholders?
- EQ 3.2. Contributing to and influencing the humanitarian response system, e.g., through new tools or approaches?
- EQ 3.3 Strengthening efforts linked to: localisation; needs-based approaches; people centred approaches; multi-purpose cash assistance; and cooperation across the nexus.
- EQ 3.4 Supporting a principled response delivery?

EQ4. To what extent has the Strategic Partnership approach deepened, improved or hindered the overall cooperation between DG ECHO and IOM?

- EQ 4.1 In the spirit of this comprehensive approach, how could the partnership be further strengthened?

Efficiency

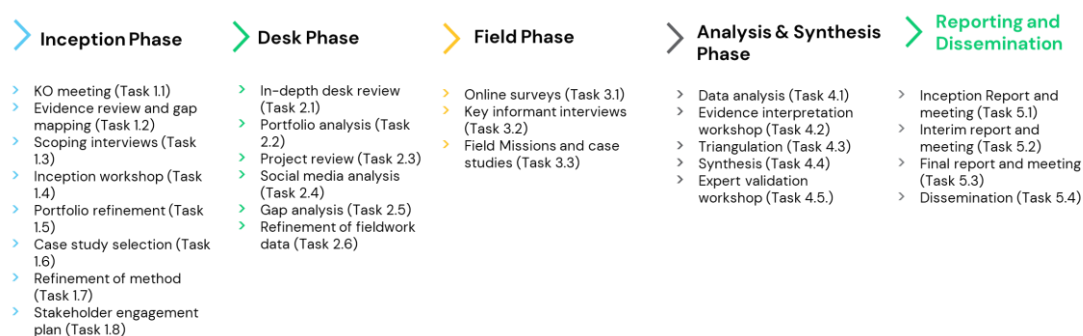
EQ5. To what extent did the DG ECHO-IOM partnership succeed in:

- EQ 5.1. Maximising efficiencies and decreasing management and related costs, including administrative burden?
- EQ 5.2. Improving cost-effectiveness in their response?
- EQ 5.3 Supporting timely and relevant response delivery?

1.3.2 Methodological approach and description of data collection sources

The methodological approach was structured around four main phases (inception, desk phase, field phase and analysis and triangulation phase), each comprising various tasks (see Figure 1). This section summarises the work undertaken during each phase.

Figure 1. Methodological approach: inception, desk, field and analysis phase



Source: ICF elaboration (2023).

During the **Inception phase**, the team conducted a preliminary review and gap mapping of documentation and consultations with key stakeholders. This was used to refine the selection of funded actions in scope, the selection of case study countries, and to update the evaluation's conceptual framework and methodological approach.

During the **Desk phase**, the team reviewed all relevant documents identified during the Inception phase and conducted targeted research to fill in data gaps. As part of the portfolio analysis, the team reviewed and analysed data from DG ECHO HOPE/EVA databases (see Annex 5). The team also carried out a review of documentation of IOM funded actions following a three-step approach: a brief analysis of FichOps for all 108 actions in scope to extract quantitative and qualitative key information (e.g. budget information, strategic relevance of the action, etc.); a more in-depth review to extract relevant qualitative and quantitative data from both Single Forms and FichOps for the 26 selected funded actions, mapped against the evaluation questions and Judgment Criteria (JCs); a further in-depth analysis of IOM actions funded in the countries selected for case studies (i.e. Ethiopia and Iraq), to gather more detailed information. As part of the social media analysis, the evaluation team collected preliminary data on X (formerly Twitter) and Meta over the evaluation period (2018-2022) that referenced the actions within the 108 actions under review, with a focus on the 26 actions chosen for the project mapping.

During the **Field phase**, the evaluation team collected feedback from relevant stakeholders through the following activities:

- An **online survey** for DG ECHO and IOM staff at HQ/regional/country levels. The online survey was open for six weeks (from the 11th of July to the 18th of August). The survey gathered 100 complete responses (69 DG ECHO and 31 IOM). The results from the online survey can be found in Annex 4.
- A total of 35 **Key Informant Interviews (KIIs)**. These took place with DG ECHO and IOM staff in HQ/regional/country offices, other European Union (EU) institutions, and other donors. Annex 3 provides an overview of stakeholders consulted through KIIs.
- Two (remote) **field missions** in Ethiopia and Iraq. These informed two country-focused **case studies** which are included in Annex 9. The field missions encompassed: (i) remote semi-structured interviews with relevant stakeholders (e.g., DG ECHO, IOM, Local implementing partners, EU Delegations, other humanitarian actors, and other donors); (ii) an in-depth review of project documentation of all IOM actions funded by DG ECHO in Ethiopia and Iraq (see also above); and (iii) the review of additional data collected through desk research. At the close of data collection, 25 interviews were conducted for the Ethiopia case study and 12 for the Iraq case study. An overview of stakeholders consulted in the context of the case studies is included in Annex 3.

During the last phase of the evaluation (**analysis and synthesis phase**), the evaluation team analysed the evidence emerging from the various tasks described above, as well as limiting factors, good practices and lessons learned. The results of the different analytical exercises were triangulated and synthesised to provide the answers to the evaluation questions presented in Section 3 of this report.

1.4 Limitations and robustness of the findings

The findings presented in this report were affected by some limitations in terms of breadth and quality of the evidence collected for the evaluation, including:

- A lower response rate to the online survey from IOM staff (n=31) compared to DG ECHO staff (n=69). The imbalance in responses between IOM and DG ECHO in absolute numbers did not, however, adversely impact the robustness of findings. All levels within both organisations were represented in the survey responses (HQ/regional/country). This allowed for comparability across levels and data was triangulated with information from KIIs and field interviews to ensure the robustness of the findings.

- Some stakeholders consulted had limited knowledge of some specific aspects of the DG ECHO-IOM cooperation (e.g., the partnership's contribution to strengthening efforts linked to cash and coordination, (joint) communication and visibility activities and cooperation in the framework of the EU-IOM Strategic Cooperation Framework). This was mitigated through interviews with specific stakeholders with relevant knowledge (e.g., cash experts, staff responsible for communication and visibility, other EU Services). It also included the collection of additional data from desk research and the project mapping to complement primary data gathered through other sources.
- Limited evidence emerging from the social media analysis, as there were relatively few social media tweets related to the partnership. Additional limitations relate to the tool used to collect and analyse the content of social media platforms (Talkwalker) as the accessibility of data varies by platform (i.e., data from Meta was manually extracted).
- In the context of the case studies, national authorities could not be consulted due to political sensitivities. Nonetheless, this did not have a significant impact on the validity and robustness of the findings.
- Beyond the specific mitigation measures mentioned above, the use of complementary research methods enhanced the reliability and validity of data collected and allowed for sufficient triangulation of the results of the evaluation which are overall, valid and robust. Any limitations or weaknesses of the findings are properly highlighted in the respective sections (see Section 3).

2 OVERVIEW OF THE CONTEXT

2.1 Overview of IOM

IOM is the leading UN related organisation in the field of migration. It was established in 1951 with an initial mandate to help European governments identify resettlement countries for people displaced by the Second World War. Since then, it has supported “*people on the move*” and worked closely with governmental, intergovernmental, and non-governmental partners in 175 Member States, providing advice on migration policy and practice as well as building capacity for a better management of the mobility of people and its impacts.¹ IOM joined the United Nations (UN) System in 2016, becoming a Related Organisation to the UN.²

The work of IOM

What? Since its creation, IOM's goal has been to promote the regulated and considerate management of migration. For this, IOM encourages international cooperation on migration issues and helps Member States and partners to search for practical solutions to migration issues and to provide humanitarian assistance to vulnerable people on the move.

IOM's operations are divided into three main areas of intervention: humanitarian assistance, peace building and peace preservation, and sustainable development. This means that its humanitarian mandate is part of a broader one that spans across the Humanitarian-Development-Peace Nexus (HDPN). IOM's humanitarian assistance operations are managed by IOM's Department of Operations and Emergencies. IOM operations are further represented as three objectives, framed under the Migration Governance Framework (MiGoF):

- Objective 1: Good migration governance and related policy should seek to advance the socioeconomic well-being of migrants and society.
- Objective 2: Good migration governance is based on effective responses to the mobility dimensions of crises.
- Objective 3: Migration should take place in a safe, orderly and dignified manner.

Where? IOM has over 180 Country Offices and Sub-offices in over 100 countries. Projects are implemented and supervised by staff in Country Offices. In addition, it has 9 Regional Offices that oversee, plan, and manage activities within the region. These review the projects implemented and provide technical support to Country Offices. Regional Offices are located in Brussels (Belgium), Bangkok (Thailand), Vienna (Austria), Buenos Aires (Argentina), San José (Costa Rica), Cairo (Egypt), Dakar (Senegal), Nairobi (Kenya), and Pretoria (South Africa).

How? IOM's main donors to humanitarian aid activities are the United States of America, followed by DG ECHO, Germany, and the UK. With donors' funding, IOM implements, oversees, plans and supports projects all over the world. DG ECHO's funding was mostly directed to projects in Africa, Europe and Asia with the highest share of funding focused on shelter and settlements, protection, coordination and Water, Sanitation, and Hygiene (WASH).

IOM's principles are established in the **MiGoF** and are as follows: the adherence to international standards and fulfilment of migrants' rights, the formulation of policy using evidence, a whole of government approach, and the engagement with partners to address migration and related issues. The

¹ To assist Member States and partners on migration, IOM drafted the Migration Operational Framework in 2012. It encourages stakeholders to bring together sectors of assistance to achieve long-term goals. It helps crisis-affected populations to better access their fundamental rights (IOM Migration Crisis Operational Framework, 2012)

² On 25/07/2016, Member States of the United Nations (UN), through the General Assembly, unanimously adopted a resolution approving the Agreement to make the International Organization for Migration (IOM) a related organization of the UN. The Agreement outlines a closer relationship between IOM and the UN to strengthen the cooperation and enhance their ability to fulfil their respective mandates in the interest of migrants and Member States. Through the Agreement the UN recognizes IOM as an indispensable actor in the field of human mobility. This includes protection of migrants and displaced people in migration-affected communities, as well as in areas of refugee resettlement and voluntary returns, and incorporates migration in country development plans. The full resolution can be viewed here: <https://digitallibrary.un.org/record/837208?ln=en#record-files-collapse-header>

2018-2022 timeframe that is being evaluated for the purposes of this evaluation, falls under IOM's strategic vision (2019-2023). The priorities for these years are divided into three areas:

- **Resilience:** take a long-term all-inclusive approach to emergency response by considering the reasons for mobility (e.g., exploitation, climate change, instability, poverty) and the specific vulnerabilities of people on the move.
- **Mobility:** engage in innovative approaches to manage migration and mobility of people in a flexible and tailored way.
- **Governance:** support governments and build their capacity to manage migration and aid people on the move. Governance is addressed in the Global Compact for Safe, Orderly, and Regular Migration (GCM), which was adopted in 2018 by most IOM Member States to promote international cooperation on migration and to strengthen states' sovereignty within their own borders. It includes a framework for comprehensive international cooperation on migration and human mobility to help Member States follow-up and review international migration. This framework includes aspects of crisis response such as the patterns of human mobility before, during and after a crisis. Similarly, it included the consequences of these patterns from a humanitarian perspective, from a migration management perspective and from peace and development perspectives. The framework addresses the needs of vulnerable mobile populations that are not adequately covered by existing mechanisms. It is organised in two pillars: phases of a crisis and sectors of assistance. The 2021 addendum updated the sectors of assistance and included operating modalities.³

The **Migration Crisis Operational Framework (MCOF)** is IOM's central reference point for crisis response. Its guiding principles are to uphold human rights and humanitarian principles; promote longer-term development goals; help crisis-affected populations to better access their fundamental rights to protection and assistance through IOM support to States; complement existing humanitarian systems, as well as other systems addressing peace and security and development issues; build on IOM's partnerships with States, international organizations and other relevant actors in the fields of humanitarian response, migration, peace and security, and development. Established in 2012, it was supplemented by an Addendum in 2021 to align with changes to the international context.

At global level, IOM co-leads the Global Camp Coordination and Camp Management (CCCM) Cluster,⁴ together with United Nations High Commissioner for Refugees (UNHCR). Within the context of the Cluster, IOM takes the lead in situations of natural disaster-induced displacements, while UNHCR leads in situations originating in conflicts. IOM also participates in several other global clusters, including Early Recovery, Emergency Shelter, Health, Logistics, Protection, and Shelter. At field level, IOM also leads/co-leads several country and sub-country clusters (e.g., Shelter, NFI, CCCM) and other coordination mechanisms (e.g., the Regional Inter-Agency Coordination Platform for Refugees and Migrants from Venezuela (R4V)).

In 2018, IOM also took up the role as coordinating body and as secretariat of the UN Network on Migration following the UN's GCM.

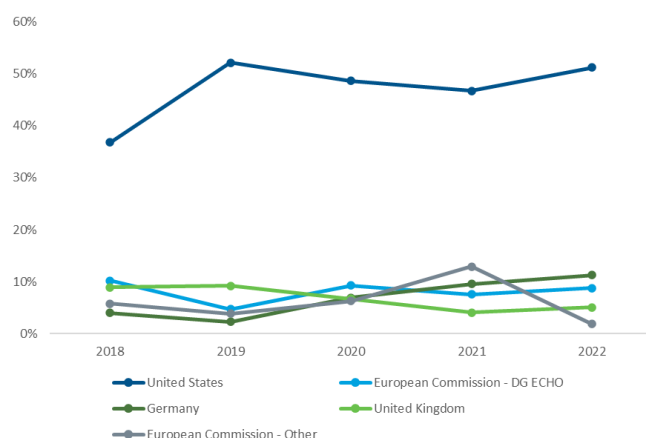
³ It added shelter and settlements sector, WASH sector, mental health and psychosocial support, protection, peacebuilding and social cohesion, livelihoods and economic recovery, basic infrastructure and services, transition justice land and property, disaster risk management, humanitarian border management and services for citizens abroad, movement assistance and camp coordination and management.

⁴ The Global Camp Coordination and Camp Management (CCCM) Cluster is an Inter-Agency Standing Committee coordination mechanism that supports people affected by natural disasters and internally displaced people (IDPs) affected by conflict with the means to live in safe, dignified and appropriate settings. See: [CCCM Cluster](#) | [CCCM Cluster](#)

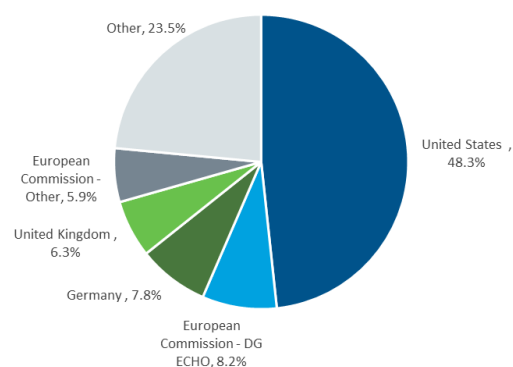
Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Figure 2. Top five donors to IOM (humanitarian aid) in the period 2018-2022

Evolution of funding to IOM in the period



Total funding to IOM in the period

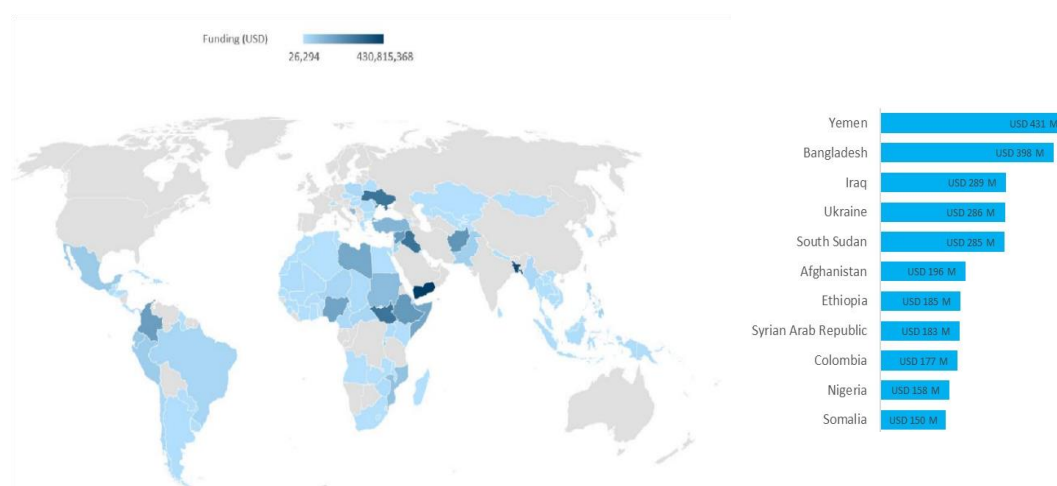


Notes: For the majority of the “European Commission – Other” funding, the source data does not provide further details about the source of funding within the European Commission.⁵ As the evaluation is focused on DG ECHO’s partnership with IOM, it was decided to separate the DG ECHO funding from that of other funding sources within the European Commission.⁶ “Other” includes all other 70 donors (states and private donors) that provided humanitarian funding to IOM in the evaluation period.

Source: ICF analysis of OCHA fts data exported on 14/03 and 15/03 of IOM

Between 2018-2022, IOM operated with a total budget of USD 4.5 billion in the context of humanitarian aid. IOM’s humanitarian aid activities were spread across all continents, with a majority of the budget allocated to Africa (49%) and Asia and Pacific (20%) over the evaluation period. Figure 3 provides an overview of the IOM total budget allocated per country. The five countries that received most humanitarian aid by IOM were Yemen (10%), Bangladesh (9%), Iraq (7%), Ukraine (6%) and South Sudan (6%).

Figure 3. Distribution of IOM humanitarian aid spending worldwide, per top 10 countries between 2018-2022



Source: ICF analysis of OCHA fts data exported on 14/03 and 15/03 of IOM.

⁵ Only 0.6% was allocated to European Commission Directorate-General for International Partnerships.

⁶ As significant share of funding assigned to the European Commission (but not to DG ECHO) in the period related to amounts provided to IOM in the context of the “Protecting vulnerable migrants and stabilizing communities in Libya”.

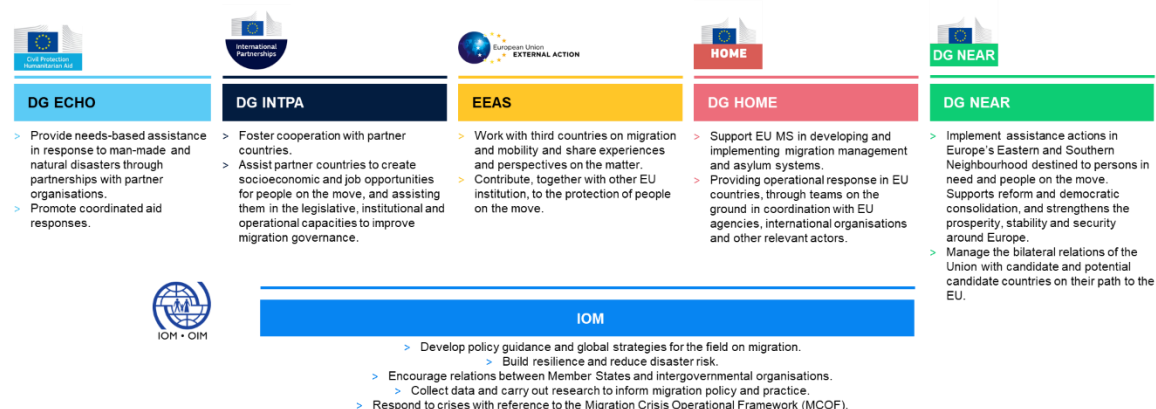
2.2 Overview of DG ECHO-IOM partnership and theory of change

As IOM is an UN-related organisation, its relations with DG ECHO are regulated by the **Financial Administrative Framework Agreement (FAFA)**.⁷ The FAFA acts as a legal framework for all agreements between the EU and the UN since 2003. It was revised in 2014 and 2018.

The partnership between DG ECHO and IOM has evolved (and been reinforced) over the evaluation period. In early 2019, DG ECHO established a dedicated Unit (Unit D1 - Strategic Partnerships with Humanitarian Organisations) with the mandate of building and strengthening partnerships with strategic humanitarian partners, including IOM. This unit is responsible for DG ECHO's relations with IOM, including the organisation of the annual **High-level Dialogue (HLD)** between DG ECHO and IOM at Deputy Director-General level. During the HLDs, DG ECHO and IOM discuss a number of humanitarian and forced displacement-related issues at strategic level (e.g., the humanitarian dimension of the GCM, the greening of humanitarian aid, anticipatory action and disaster preparedness (DP), issues related to internal displacement, mixed migration, climate and disaster related displacement, migration and displacement data, etc.). Following the HLDs, DG ECHO and IOM agree on a common list of "follow up" actions. In addition to the HLDs, DG ECHO and IOM also organise regular **operational exchanges** at Director level (since 2021), geographic unit or field level. A **Directors level meeting** is usually organised twice a year to discuss key humanitarian crises of mutual operational concern. Some examples of crises discussed during DG ECHO-IOM Directors meetings over the evaluation period included humanitarian crises in Yemen, Ethiopia, Nigeria and Afghanistan.

In July 2012, DG ECHO, DG HOME, DG INTPA and the European External Action Service (EEAS) established a framework for strategic cooperation with IOM – the **EU-IOM Strategic Cooperation Framework (SCF)** – to reinforce their collaboration in migration, development, humanitarian response and human rights through regular high-level discussions on key policy aspects.⁸ In 2015, DG NEAR joined the SCF.

Figure 4. DG ECHO, DG INTPA, EEAS, DG HOME, DG NEAR and IOM work in the area of migration



Source: ICF elaboration (2023).

Under this SCF, **Senior Officials Meetings (SOM)** between IOM and the different EU Services were organised on an annual basis to promote dialogue and cooperation on key policy issues, exchange best practices, and discuss legislative and operational initiatives in areas of common interest (e.g., mixed migration, return and reintegration, protection, the nexus, the GCM etc). The chairmanship of the meetings rotates each year among the different EU Services, and DG ECHO hosted it in 2022. Working Groups (i.e., on protection in mixed migration contexts and return and reintegration) were also established in the

⁷ DG ECHO, DG ECHO Partners' website, the FAFA, <https://www.dgecho-partners-helpdesk.eu/io/framework-partnership-agreement/the-fafa>.

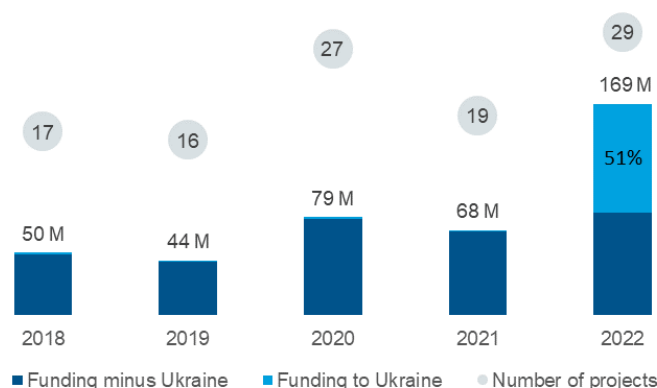
⁸ The framework was preceded by the EU-IOM Framework Agreement in 2011 and the Framework Partnership Agreement for Humanitarian Aid Actions in 1994. Currently this framework includes also DG NEAR.

framework of EU-IOM cooperation to discuss specific thematic areas. Expert meetings and ad-hoc discussions (e.g., on labour migration and migration and climate change) also took place to discuss specific issues in between SOMs.

Additionally, the EU also contributed with **Statements to IOM's Governing Bodies**⁹ where the EU holds an observer status. DG ECHO provided input to the drafting process of the EU Statements. Governing body meetings are attended by the EU Delegation in Geneva.¹⁰

Over the evaluation period, DG ECHO was the second largest donor to IOM's humanitarian aid activities, providing approximately 8% of the humanitarian aid funding to IOM (see Figure 2). Overall, **DG ECHO provided EUR 410 million to 108 IOM actions**.¹¹ In absolute terms, DG ECHO's budget to IOM increased significantly over the evaluation period, as did the contributions of the United States and Germany (which in 2022 replaced DG ECHO as the second largest donor).¹² The yearly DG ECHO funding to IOM particularly increased between the years 2020 and 2022. This increase is partially explained by the need to address the challenges brought about by the COVID-19 pandemic, and the Russian invasion of Ukraine (see Figure 5).

Figure 5. Budget (in EUR) allocated to contracts between DG ECHO and IOM and number of projects implemented (2018-2022)



Source: EVA data, ICF analysis and elaboration

The largest share of DG ECHO funding to IOM in the evaluation period was for actions in Africa (49%), followed by Europe (23%), and Asia (15%). The stark increase in funding in Europe, as shown in Figure 6, was allocated to respond to humanitarian needs in Ukraine in 2022.

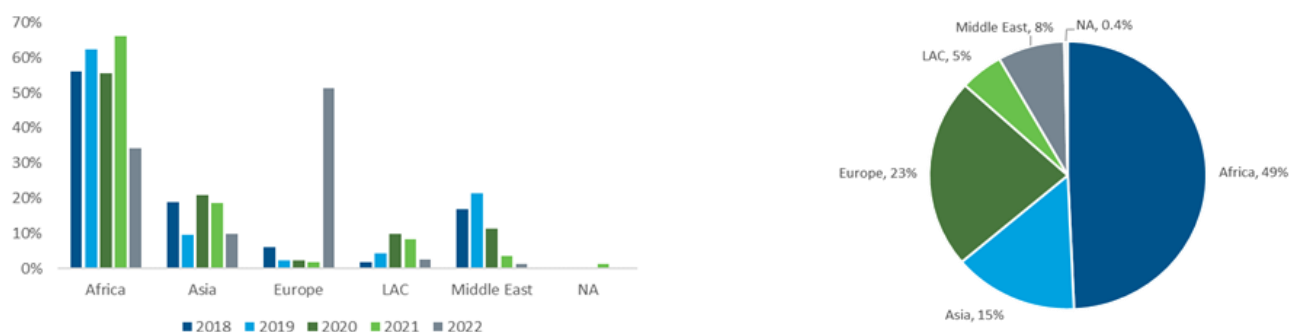
⁹ The Council and the Standing Committee on Programmes and Finance.

¹⁰ ICF. 2023. KIIs.

¹¹ The discrepancy with the data in the ToR is probably due to the use of the initial financial year as available in HOPE instead of financial year.

¹² ICF analysis of OCHA fts data exported on 14/03 and 15/03 of IOM (Figure 2)

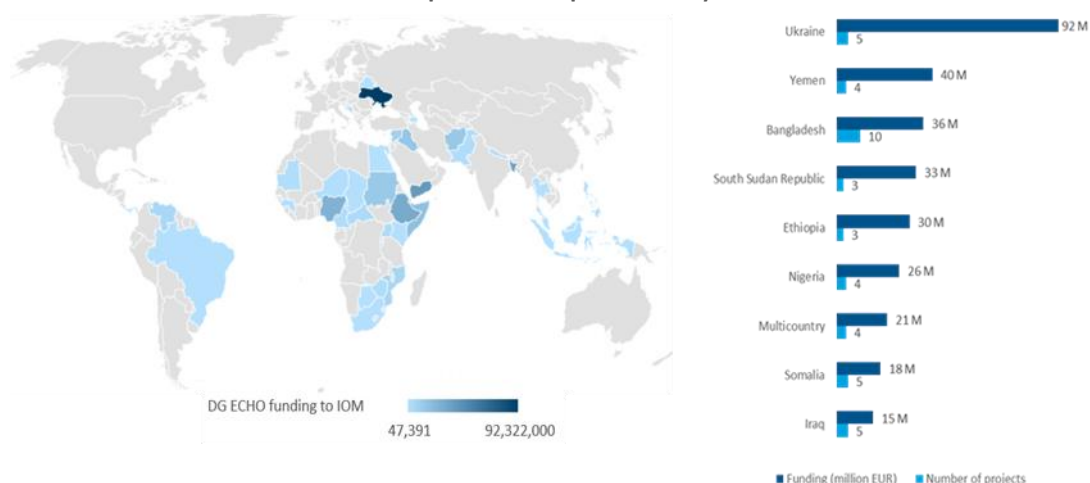
Figure 6. Evolution of the budget allocated to contracts between DG ECHO and IOM per region (2018-2022)



Source: EVA data, ICF analysis and elaboration

During the evaluation period, most of the DG ECHO budget allocated to IOM was for actions in Africa. Yet, the data presented in Figure 7 highlights how funding in Ukraine has sharply increased in light of the Russian invasion of Ukraine in February 2022. Prior to the conflict, IOM would typically receive between EUR 1 to 2 million for actions in Ukraine, whereas in 2022 the figure increased to EUR 86.6 million.

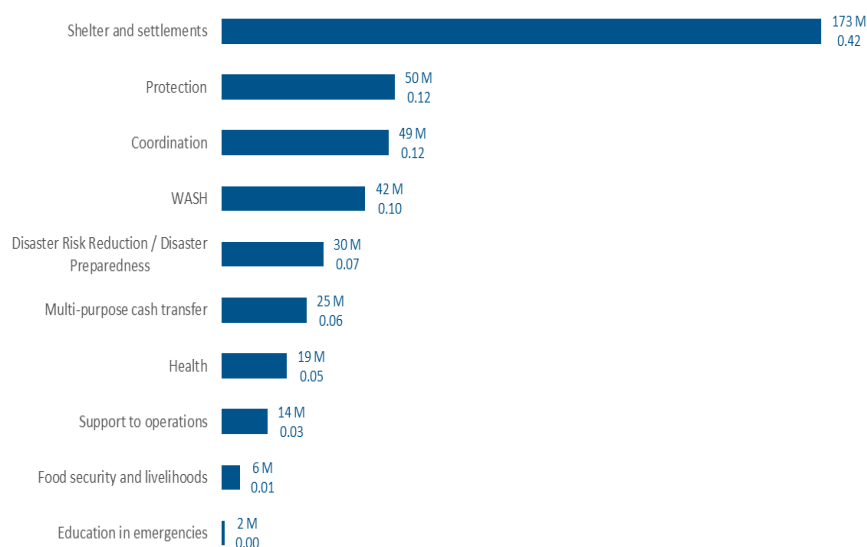
Figure 7. Budget allocated to contracts between DG ECHO and IOM and number of projects implemented per country (2018-2022)



Source: EVA data, ICF analysis and elaboration

The analysis of DG ECHO funding to IOM's actions between 2018-2022 shows a clear emphasis on shelter and settlements, as actions in this sector received 42% of the total funding over that period. Protection (12%), coordination (12%) and WASH (10%) were the next three main sectors in terms of funding (see Figure 8).

Figure 8. Share of DG ECHO funding to IOM per sector, 2018-2022



Source: EVA data, ICF analysis and elaboration

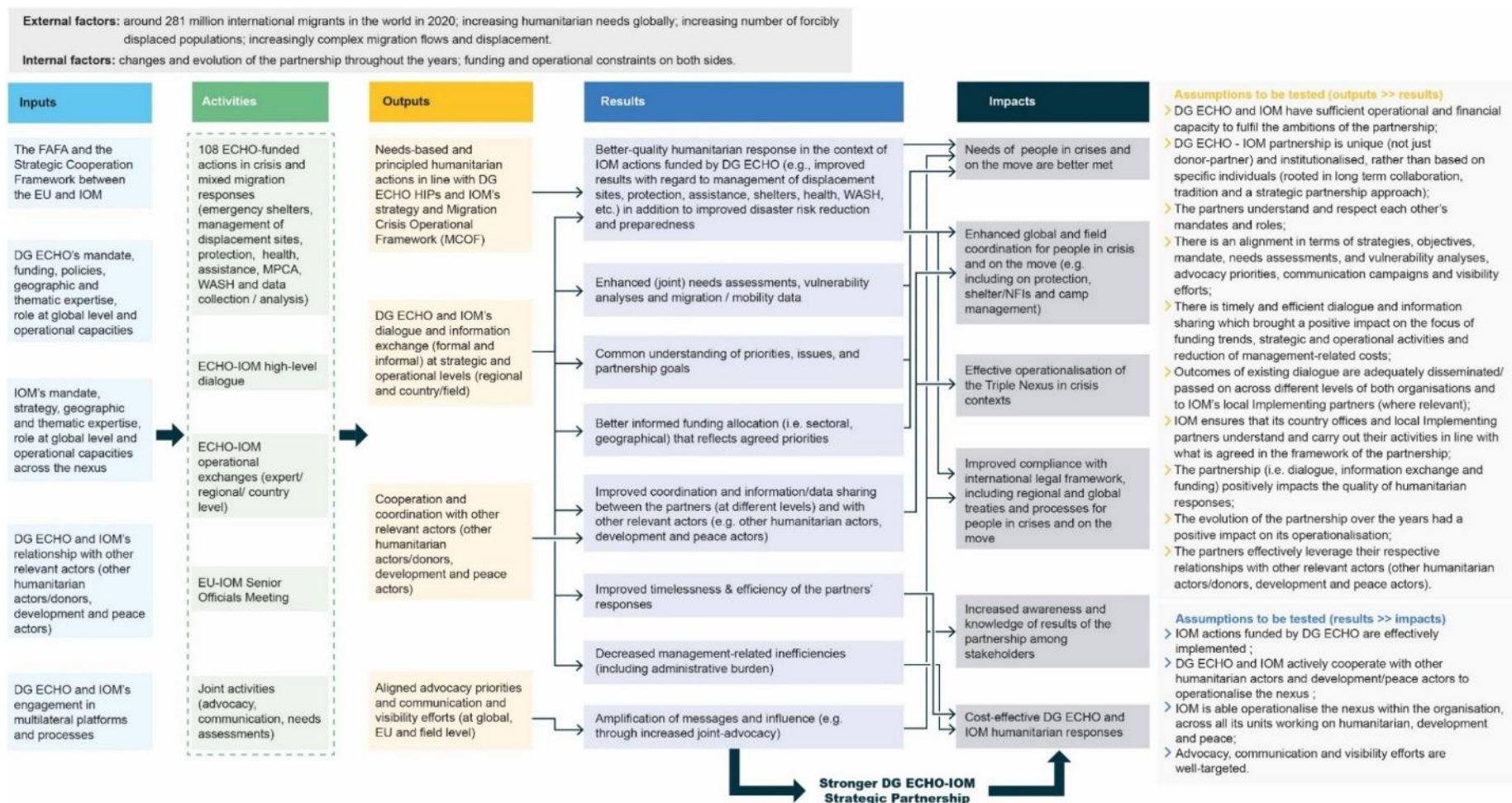
Figure 9 (overleaf) presents the ToC underpinning the evaluation of the DG ECHO-IOM partnership. The ToC is described through a causal chain consisting of the following building blocks (from left to right):

- Inputs – the human, financial and institutional resources that go into the partnership;
- The outputs and expected effects (results and impacts) of the partnership;¹³
- The contextual conditions or external factors that influence the causal pathways and which are fully or partially beyond DG ECHO's and IOM's control;
- Internal factors that are inherent to the partners (or the partnership) and that may influence the causal pathways;
- The underlying assumptions about the causal links i.e. the variables or factors that need to be in place for change to occur at different levels (e.g. for "results" to lead to "impacts").

¹³ Inputs are used to deliver specific outputs >> Outputs produce certain effects (direct results and intermediate outcomes) >> Effects contribute to impacts.

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Figure 9. ToC DG ECHO-IOM partnership



3 EVALUATION FINDINGS

This section presents the findings from the evaluation, structured around the three evaluation criteria – coherence, effectiveness and efficiency and five evaluation questions (EQs) listed in Annex 1 of this report. The quality of the evidence is illustrated using the colour code system detailed in the table below.

Table 3. Ranking of evidence

Ranking of evidence	Reasoning
Strong	<p>High quality body of evidence, large or medium in size, highly or moderately consistent, and contextually relevant.</p> <p>Quality – evidence includes high quality studies and evaluations and/or good quality soft data</p> <p>Size – large or medium</p> <p>Consistency – similar messages emerge from different pieces of evidence. There might be some areas of dissonance / divergence</p>
Medium	<p>Moderate quality studies, medium size evidence body, moderate level of consistency. Studies may or may not be contextually relevant.</p> <p>Quality –good quality soft data</p> <p>Size –medium or low</p> <p>Consistency – similar messages emerge from different pieces of evidence. There might be some areas of dissonance / divergence</p>
Weak	<p>The evidence is limited to a single source of questionable quality (i.e. there is an obvious risk of bias) or, is mainly anecdotal in nature, or there are many sources of evidence but the information they provide is highly contradictory and it is not possible to distinguish their quality.</p>

3.1 Coherence

3.1.1 EQ1. How well aligned were DG ECHO and the IOM in terms of: i) needs assessments and vulnerability analyses? (EQ1.1), ii) priorities strategies and objectives? (EQ 1.2) iii) advocacy priorities (EQ1.3) and communication campaigns and visibility efforts (EQ1.4)?

Judgement criteria	Strength of evidence	Key findings
JC1.1 DG ECHO and IOM's priorities, strategies and objectives (at strategic and operational level) were well-aligned	<ul style="list-style-type: none"> Strong 	<ul style="list-style-type: none"> DG ECHO and IOM were complementary in their mandates and target groups. Some strategic priorities diverged due to the different specific mandates of the two partners (migrants addressed by IOM are part of the broader vulnerable groups addressed in the humanitarian crises by DG ECHO), such as EiE and by country. The partners were also highly aligned in their priorities and objectives at the strategic level and operational level. Both DG ECHO and IOM defined a number of common priority sectors of assistance in the area of humanitarian aid.

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		<ul style="list-style-type: none"> At operational level, IOM actions funded by DG ECHO were highly consistent with HIPs and in-country priorities.
JC1.2 DG ECHO and IOM were well aligned in their approaches to the needs assessments and vulnerability analyses	Strong	<ul style="list-style-type: none"> IOM's needs assessments and targeting strategies were aligned with DG ECHO requirements. However, the quality of needs assessments by IOM differs by country.
JC1.3 DG ECHO and IOM were aligned in their advocacy priorities at global and country level	Strong	<ul style="list-style-type: none"> Both partners were aligned in their advocacy priorities at the strategic and operational level Joint advocacy took place globally and in different countries, but their implementation differed from country to country. This is echoed in the stakeholder consultations in the key informant interviews, field survey and case studies. Many staff in both organisations lacked awareness of the advocacy actions that took place. Joint and coordinated advocacy could be further supported through enhanced activities in this respect.
JC1.4 DG ECHO and IOM were aligned in their visibility and communication efforts	Strong	<ul style="list-style-type: none"> There was enhanced collaboration between DG ECHO and IOM in terms of visibility and communication. The level of alignment of IOM's field visibility with DG ECHO's communication and visibility guidelines was overall in line with the requirements. Many staff in both organisations lacked awareness of the communication and visibility actions that took place. A significant number of DG ECHO stakeholders consulted expressed the need for increased IOM efforts in terms of visibility.

Overall, the evaluation points to strong coherence between DG ECHO and IOM. However, alignment between the partners sometimes depended on the context of the funded actions and key stakeholders underlined room for improvement, especially in terms of advocacy, visibility and communication efforts. The uncertainty reported by staff from both organisations on alignment in terms of advocacy, communication and visibility activities may indicate that information about ongoing (joint) activities in this area is not always disseminated to staff at all levels of operation.

The partners were highly aligned in their priorities and objectives at both strategic and operational levels, although some areas of divergence were identified (JC 1.1.).



At strategic level, DG ECHO's humanitarian mandate¹⁴ and IOM's migration-oriented mandate¹⁵ complement each other in the area of humanitarian assistance in **forced displacement** contexts (as IOM's broader three-pronged mandate also covers the areas of peace and

¹⁴ DG ECHO. Humanitarian Aid. Available at: [Humanitarian aid \(europa.eu\)](https://humanitarian-aid.europa.eu/)

¹⁵ IOM. Strategic Results Framework. Available at [IOM's Strategic Vision: Resilience, Mobility, Governance](#)

development¹⁶). In terms of targeting of population, DG ECHO and IOM align in supporting people in contexts of humanitarian crises arising from forced displacement.¹⁷ While recognising that IOM's mandate was broader than DG ECHO's humanitarian donor's mandate¹⁸, DG ECHO and IOM staff expressed satisfaction with the level of alignment between the partners' mandates, objectives and priorities.¹⁹ This could be explained by the long-lasting nature of the partnership and the fact that DG ECHO funding to IOM has increased over the evaluation period.²⁰

The majority of online survey respondents agreed that DG ECHO and IOM mandates are complementary (97% of IOM respondents strongly agreed or agreed and 81% of DG ECHO respondents strongly agreed or agreed)²¹, with certain DG ECHO staff also acknowledging the two partners' inherently different mandates in their open-ended answers.²²

IOM's principles, as established in the MiGOF, the MCOF and IOM's strategic vision (2019-2023), and DG ECHO's strategic priorities, as guided by DG ECHO Strategic Plans for 2016-2020 and 2020-2024 (and translated into the HIPs)²³, were generally aligned (see Annex 6 for examples of synergies between DG ECHO and IOM strategic priorities over the evaluation period). The partners targeted a number of common sectors of assistance (such as shelter and settlements, water and sanitation, health, protection, logistics and DRR) and were aligned regarding other cross-cutting issues (e.g., gender, age and disabilities, and respect for International Humanitarian Law (IHL), International Human Rights Law (IHRL) and International Refugee law)²⁴. Nevertheless, the two partners also had their own strategic priorities, such as Education in Emergencies (EiE), one of DG ECHO's main strategic priorities which was not treated as a standalone sector of activity by IOM.²⁵ Accordingly, the EiE sector was the smallest amongst all sectors of IOM actions funded by DG ECHO between 2018 and 2022 (1%).²⁶



The high-level of alignment is also reflected at **the** operational level. In both the 26 actions reviewed and stakeholder consultation, DG ECHO positively assessed IOM's alignment with the HIPs and thematic/sectoral priorities.²⁷ Both partners' country-level priorities in the six countries where IOM received most funding from DG ECHO over the evaluation were highly aligned and they supported the same sectors overall (see Annex 6), with some areas of misalignment (such as EiE).²⁸

¹⁶ IOM. Full Mandate. Available at [Full Mandate | International Organization for Migration \(iom.int\)](https://www.iom.int/full-mandate)

¹⁷ DG ECHO. Humanitarian Aid. Available at: [Humanitarian aid \(europa.eu\)](https://europa.eu/eu-external-action/humanitarian-aid/); IOM. Full Mandate. Available at [Full Mandate | International Organization for Migration \(iom.int\)](https://www.iom.int/full-mandate)

¹⁸ ICF. 2023. KIIs (DG ECHO HQ staff 2; DG ECHO field staff 3; IOM HQ staff 2; IOM field staff 4); ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO n=15, 4).

¹⁹ ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO n=36, 23; IOM n=22, 14)

²⁰ ICF. 2023. KIIs (DG ECHO HQ staff 1; DG ECHO field staff 3).

²¹ ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO 56 out of 69; IOM: 30 out of 31)

²² ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO n=15, 4)

²³ IOM. 2018. Migration Governance Framework. Available at [Migration Governance Framework \(MiGOF\) | International Organization for Migration \(iom.int\)](https://www.iom.int/migration-governance-framework); IOM. 2012. Migration Crises Operational Framework. Available at [Addressing the Mobility Dimensions of Crises: IOM's Migration Crisis Operational Framework | International Organization for Migration](https://www.iom.int/migration-crisis-operational-framework); IOM. 2019. Strategic vision 2019-2023. Available at [C/110/INF/1 - IOM Strategic Vision](https://www.iom.int/publications/strategic-vision-2019-2023). DG ECHO. 2016. Strategic Plan 2016-2020. Available at [strategic-plan-2016-2020-dg-echo_march2016_en.pdf \(europa.eu\)](https://europa.eu/eu-external-action/strategic-plan-2016-2020-dg-echo_march2016_en.pdf); DG ECHO. 2020. Strategic Plan 2020-2024. Available at [echo_sp_2020_2024_en.pdf \(europa.eu\)](https://europa.eu/eu-external-action/echo_sp_2020_2024_en.pdf)

²⁴ ICF. 2023. KIIs (DG ECHO HQ staff 4; DG ECHO field staff 5; IOM HQ staff 4; IOM field staff 5).

²⁵ ICF. 2023. Mapping of DG ECHO and IOM strategic priorities 2018-2022.

²⁶ DG ECHO. 2023. Trends regarding DG ECHO's funding to IOM 2018-2022

²⁷ ICF. 2023. Project mapping (26 actions). All 26 actions by IOM were assessed by DG ECHO's field and desk officers as in line with the DG ECHO's HIPs and DG ECHO's strategic priorities for the respective countries, and 25 out of 26 actions were assessed as aligned with DG ECHO thematic/ sectoral guidelines (e.g. protection, food, shelter, nutrition, WASH, DRR, Education in emergencies, cash, gender); ICF. 2023. KIIs (DG ECHO field staff 3); ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO 43 out of 69)

²⁸ ICF. 2023. Analysis of respective HIPs for DG ECHO and IOM's country response plans for years 2018-2020.

DG ECHO and IOM were also aligned in their approaches to needs assessments and vulnerability analyses, but this varied depending on context (JC1.2).

DG ECHO provides needs-based funding following concrete needs assessments that rely on data from international indices (e.g. the INFORM Risk Index and the INFORM Severity Index)²⁹ complemented with the assessment undertaken by DG ECHO's field-based humanitarian experts.³⁰



While alignment on needs assessments and vulnerability analyses seems to have constituted a limited part of the strategic dialogue between the partners between 2018 and 2022³¹, evidence suggests that DG ECHO and IOM were coherent in their approaches in this area. One DG ECHO HQ staff stated that DG ECHO did not have a dedicated discussion with IOM on needs assessments and vulnerability analyses.³² Nevertheless, the partners did express commitment to joint needs assessments³³ and the importance of accurately assessing needs and vulnerabilities to inform the response³⁴ in a few instances. Moreover, **HQ-level stakeholders consulted were largely positive** about overall alignment in terms of needs assessments and vulnerability analyses³⁵, while also acknowledging that this may vary across countries.³⁶ Also, in several HLD meetings, the partners discussed and agreed on the importance of the Displacement Tracking Matrix (DTM) – IOM's system for collecting and analysing data about the mobility, vulnerabilities, and needs of displaced and mobile populations established in 2004³⁷ – as a tool to inform the humanitarian response.³⁸ As pointed out by DG ECHO staff, by funding the DTM, DG ECHO is supporting IOM's data work and thus also supporting needs assessments and vulnerability analyses.³⁹



At operational level, **DG ECHO positively assessed the quality of the needs assessments undertaken by IOM** as well as their alignment with DG ECHO's own analysis and strategy in 25 out of the 26 actions reviewed.⁴⁰ In several instances, DG ECHO staff underlined that the needs assessments were detailed, based on multiple and wide-ranging sources as well as deep knowledge of country context, and consistent with wider views on the needs.⁴¹ For example, in 2021, DG ECHO staff expressed satisfaction with a joint IOM and World Food Programme (WFP) study, LIFE AMIDST A PANDEMIC: Hunger, Migration and Displacement in the East and Horn of Africa, conducted in June 2021, which used both IOM and WFP primary and secondary data sources.⁴² Consulted stakeholders generally aligned with this satisfaction regarding both needs assessments⁴³ and vulnerability analyses⁴⁴, while

²⁹ European Commission. DRMKC – INFORM. INFORM severity. Available at: [INFORM Severity \(europa.eu\)](https://europea.eu/inform-severity)

³⁰ European Commission. DRMKC – INFORM. INFORM severity. Available at: [INFORM Severity \(europa.eu\)](https://europea.eu/inform-severity)

³¹ ICF. 2023. Analysis of High level dialogues. Meeting Minutes. 2019, 2020, 2021, 2023; ICF. 2023. Analysis of Directors meetings 2021 and 2022; ICF. 2023. Analysis of Senior Officials Meetings. Meeting reports. 2018, 2019, 2020, 2021, 2022

³² ICF. 2023. KIIs (DG ECHO HQ staff: 1)

³³ DG ECHO. 2019 and 2020. High Level Dialogues. Meeting Minutes

³⁴ EU. 2020 and 2021. Senior Officials Meetings. Meeting reports.

³⁵ ICF. 2023. KIIs (DG ECHO HQ staff: 5; IOM HQ staff: 1); ICF. 2023. Online survey (DG ECHO: 16 out of 22; IOM: 1 out of 1)

³⁶ ICF. 2023. KIIs (DG ECHO HQ staff: 2; IOM HQ staff: 1)

³⁷ IOM. DTM. Available at [About DTM | Displacement Tracking Matrix \(iom.int\)](https://iom.int/about-dtm)

³⁸ DG ECHO. 2019, 2021 and 2023. High Level Dialogues. Meeting Minutes.

³⁹ ICF. 2023. KIIs (DG ECHO HQ staff 1; DG ECHO field staff 5).

⁴⁰ ICF. 2023. Project mapping (26 actions).

⁴¹ ICF. 2023. Project mapping (26 actions).

⁴² IOM. 2021. IOM-WFP Joint Report — Life Amidst A Pandemic: Hunger, Migration and Displacement in the East and Horn of Africa. Available at [IOM-WFP Joint Report — Life Amidst A Pandemic: Hunger, Migration and Displacement in the East and Horn of Africa \(June 2021\) | Displacement Tracking Matrix](https://iom.int/publications/life-amidst-a-pandemic)

⁴³ ICF. 2023. KIIs (DG ECHO HQ staff 1; DG ECHO field staff 7); ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 51 out of 69; IOM: 24 out of 31)

⁴⁴ ICF. 2023. KIIs (DG ECHO HQ staff 1; DG ECHO field staff 7); ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO 51 out of 69; IOM: 29 out of 31)

flagging that **needs and vulnerability analyses by IOM may vary based on contextual parameters**, such as the level of access that IOM has to populations in need which can differ by country.⁴⁵ For example, in Iraq, IOM's widespread network in the country allowed them to collect and share timely data on the movement of people, through the IOM DTM.⁴⁶

Moreover, while the partners were aligned in their advocacy priorities at strategic and operational levels, joint and coordinated advocacy could be further supported through enhanced activities in this respect (JC1.3).



At strategic level, **DG ECHO and IOM advocacy priorities within the area of humanitarian aid (noting that IOM operates within the broader HDPN) were complementary, in relation to advocating for the delivery of needs-based and principled aid to migrants in humanitarian crises.** DG ECHO's advocacy priorities primarily included the promotion of respect of IHL, and to some extent, IHRL and International Refugee Law⁴⁷ as well as the Guiding Principles on Internal Displacement⁴⁸ while IOM's stem from its mandate as identified in the Strategic Vision 2019-2023⁴⁹. Furthermore, IOM perceives itself as a key advocacy player globally in the field of migration policy, advocating for respect of migrant rights and improving migration management.⁵⁰ IOM staff consulted affirmed that IOM's main advocacy priorities were similar to DG ECHO's, such as the respect of IHL, as well as those of the Grand Bargain.⁵¹

The partners discussed joint advocacy priorities at a strategic level⁵². For example, in the 2021 HLD, DG ECHO and IOM committed to further envisage advocacy for developments in Northeast Nigeria such as the security situation, attempts by state authorities to close some Internally Displaced People (IDPs) sites, and returns.⁵³ Similarly, in the 2022 Directors' Meeting, in regard to Yemen, DG ECHO invited IOM to share key advocacy messages and priorities for the upcoming Senior Officials' Meeting (SOM) IV.⁵⁴

The partners also conducted global-level joint advocacy. For example, throughout the evaluation period, DG ECHO supported the IOM co-led CCCM Cluster's advocacy work for durable solutions.⁵⁵ Stakeholders consulted also reported other joint advocacy examples undertaken throughout the evaluation period. For instance, a DG ECHO stakeholder reported that the two partners took part in a global call-for-action on the topic of gender-based violence in emergency settings from June 2017 to December 2018, bringing together 82 partners, including states and donors, international organisations and NGOs.⁵⁶

At operational level, DG ECHO and IOM generally shared **common advocacy priorities** (e.g., promoting well-coordinated solutions, meeting the core critical needs of IDPs etc.)⁵⁷ and DG ECHO funded several



IOM advocacy activities in several countries (see Figure 10).⁵⁸ Nonetheless, the implementation of advocacy priorities also **differed according to the country context.**⁵⁹ Evidence collected

⁴⁵ ICF. 2023. KIIs (DG ECHO Field staff: 2).

⁴⁶ ICF. 2023. Case study Iraq. Field interviews (3 DG ECHO staff).

⁴⁷ European Consensus on Humanitarian Aid. Available at [C_2008025EN.01000101.xml \(europa.eu\)](https://ec.europa.eu/eu-external/en/eu-consensus-on-humanitarian-aid)

⁴⁸ Available at: [Forced displacement \(europa.eu\)](https://ec.europa.eu/eu-external/en/guiding-principles-on-internal-displacement)

⁴⁹ IOM. 2019. Strategic Vision 2019-2023. Retrieved from C/110/INF/1 - IOM Strategic Vision

⁵⁰ ICF. 2023. KIIs (IOM field staff: 5).

⁵¹ ICF. 2023. KIIs (IOM Field staff: 5)

⁵² DG ECHO. High-level Dialogue. Meeting Minutes. 2019, 2021; DG ECHO. Directors' Meeting. Meeting Minutes. 2022.

⁵³ DG ECHO. High-level Dialogue. Meeting Minutes. 2021.

⁵⁴ DG ECHO. 2022. Directors' Meeting. Meeting Minutes.

⁵⁵ ICF. 2023. KIIs (DG ECHO HQ: 1, IOM HQ: 1), see also CCMC. Available at [CCCM Cluster | CCCM Cluster](https://cccmcluster.org/)

⁵⁶ ICF. 2023. KIIs. (DG ECHO HQ staff: 1); DG ECHO. 2019. Factsheet. Available at [call_to_action_on_protection_from_gender_based_violence_in_emergencies_en.pdf \(europa.eu\)](https://ec.europa.eu/eu-external/en/call-to-action-on-protection-from-gender-based-violence-in-emergencies_en.pdf)

⁵⁷ ICF. 2023. KIIs (DG ECHO Field staff 7; IOM HQ staff 1; IOM Field staff: 3).

⁵⁸ ICF. 2023. Project mapping (26 actions). 18 out of the 26 actions reviewed had advocacy actions funded by DG ECHO.

⁵⁹ ICF. 2023. KIIs (DG ECHO field staff 3). The three DG ECHO staff cited the country context as well as IOM country team priorities as important factors.

also provided some examples of **country-level joint advocacy efforts**.⁶⁰ For example, in Iraq, DG ECHO supported IOM by raising the issue of the presence of armed actors in camps with the government and the other donors, as well as in advocating for a structured and organised response in informal settlements, which were not recognised by the government. Other instances reported⁶¹ included successful joint advocacy toward the Government in Bangladesh to obtain answers and mitigating measures in regard to risks associated with a proposition by the government to have the Rohingya people stay on a specific island.⁶² **However, several stakeholders consulted expressed the need for improvement.**⁶³ In Ethiopia for example, DG ECHO and IOM staff reported that there was still room to further reinforce cooperation on advocacy in the country (both bilateral and in the context of multilateral platforms).⁶⁴

Moreover, the significant proportion of respondents that stated they did not have an opinion on the matter at both strategic⁶⁵ and operational levels⁶⁶ indicates that **staff in both organisations may not be sufficiently aware of concrete (joint) advocacy actions.**

⁶⁰ ICF. 2023. Project mapping (26 actions). Five actions identified joint advocacy activities between DG ECHO. and IOM.; CCMC. Available at [CCCM Cluster | CCCM Cluster](#); ICF. 2023. KIIs (DG ECHO field staff 7; IOM field staff: 5)

⁶¹ ICF. 2023. KIIs (DG ECHO Field staff: 5; DG ECHO HQ staff: 1; IOM Field staff: 5)

⁶² ICF. 2023. KIIs (DG ECHO Field staff: 1)

⁶³ ICF. 2023. KIIs (DG ECHO HQ: 4; Field staff: 3; IOM HQ: 2, Field staff: 3).

⁶⁴ ICF. 2023. Ethiopia Case study. Field interviews (DG ECHO staff: 2, 3 IOM staff: 3).

⁶⁵ ICF. 2023. Online survey of DG ECHO and IOM (DG ECHO: 44 out of 69; IOM: 14 out of 31).

⁶⁶ ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 31 out of 69; IOM: 6 out of 31).

Figure 10. Examples of IOM advocacy activities financially supported by DG ECHO

 Ethiopia	A total of 40 advocacy products have been produced and disseminated targeting the government. These include updates on forced migrant returns from Saudi Arabia developed and disseminated through the IOM Regional Data Hub website and weekly IOM-produced updates on the response to Covid-19. IOM targeted the cash partners to provide technical support, coordination, capacity building and advocacy for considering cash as an assistance modality
 Iraq	Advocacy efforts for well-planned and coordinated camp closure process and facilitate coordination for the joint efforts between IOM, the Government of Iraq (GoI) and partners to find solutions to protracted displacement. Advocacy for durable solutions on displacement, facilitation of voluntary return or local integration, better planning and respect of humanitarian principles following camp closure/consolidation, with the Government of Iraq as well as local authorities.
 Haiti	Advocacy with government actors in the context of CCCM sector activities Advocacy with government and local actors as well as international and national humanitarian partners to ensure that the critical needs of the targeted population were met
 Bangladesh	Created a platform (HAG) for advocating and coordinating humanitarian access issues IOM took a lead role in the Inter Sectoral Coordination Groups (ISCG) platform for broader coordination and advocacy.
 South Sudan	Advocacy for the achievement of durable solutions for the affected population Advocacy seminars at local and national level for implementation of standardised agreed Boma DRR model, with the target population of DRR, local authorities, and key stakeholders
 Nigeria	Results of the Intention of Return Survey were used for key advocacy with the government Land advocacy efforts were made in order to obtain authorisation to build additional facilities needed after a significant influx of IDPs in camps due to attacks from NSAGs
 Yemen	Advocacy with the relevant authorities to ensure water sources are certified

Source: ICF elaboration (2023). Project mapping (26 actions).⁶⁷

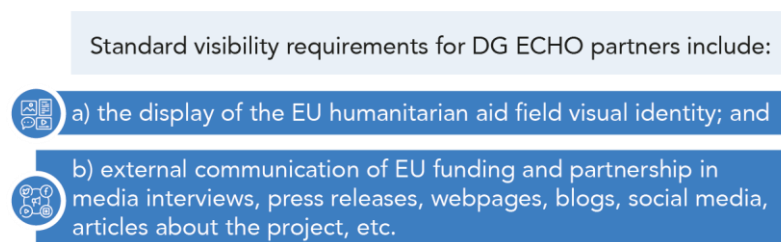
Finally, DG ECHO and IOM were aligned on visibility and communication efforts overall, but a significant share of DG ECHO staff expressed the need for improvement from IOM in this regard (JC1.4).

⁶⁷ The examples of advocacy activities are provided from actions in 7 countries. In total, 18 actions had funded advocacy actions. For example, in Ethiopia,



DG ECHO requires all its partners to publicise the relevance and impact of the funding provided both at EU and field level.⁶⁸ Figure 11 below shows DG ECHO's Standard visibility requirements. DG ECHO partners can also undertake "above-standard visibility" actions on specific humanitarian issues.⁶⁹ The FAFA further requires UN agencies to provide visibility to DG ECHO funding, with the possibility for a derogation in cases where the requirements could jeopardise the UN organisations' privileges and immunities and the safety and security of staff.⁷⁰ In line with this, IOM's X (former Twitter) account regularly referred directly to the partnership between 2021 and 2023 (Annex 7.).⁷¹

Figure 11. Standard requirements for DG ECHO partners



Source: DG ECHO. Visibility. Main requirements. Available at DGECHO Website (dgecho-partners-helpdesk.eu)



At operational level, evidence suggests that IOM implemented visibility and communication activities in different contexts and informed DG ECHO when such activities could not be implemented (see Figure 12 and Figure 13 below).⁷² In Iraq, in the context of three actions (which were conducted in 2018, 2019, and 2020 respectively), IOM consistently informed DG ECHO that DG ECHO logos would only be displayed if the security context allowed it and DG ECHO appeared satisfied with IOM's efforts throughout the actions.⁷³ The context in which funded actions were carried out was indeed underlined by consulted stakeholders as a factor that could impede IOM's alignment with DG ECHO's requirements in terms of visibility.⁷⁴

Figure 12. Overview of the implementation of the standard visibility requirements in DG ECHO funded actions at IOM

Source: ICF elaboration (2023). Project mapping (26 actions)

⁶⁸ DG ECHO. Visibility. Main requirements. Available at [DGEcho WebSite \(dgecho-partners-helpdesk.eu\)](https://dgecho-partners-helpdesk.eu)

⁶⁹ DG ECHO. Visibility Above Standard Requirements. Available at [DGEcho WebSite \(dgecho-partners-helpdesk.eu\)](https://dgecho-partners-helpdesk.eu)

⁷⁰ Article 11, FAFA. Available at [DGEcho WebSite \(dgecho-partners-helpdesk.eu\)](https://dgecho-partners-helpdesk.eu)

⁷¹ ICF. 2023. Social media analysis.

⁷² ICF. 2023. Project mapping (26 actions). Two of 26 mapped actions implemented above-standard visibility activities, in Bangladesh and Ukraine.

⁷³ ICF. 2023. Project mapping (26 actions).

⁷⁴ ICF. 2023. KIIs (DG ECHO HQ staff: 2; DG ECHO Field staff: 2; IOM Field staff: 2)

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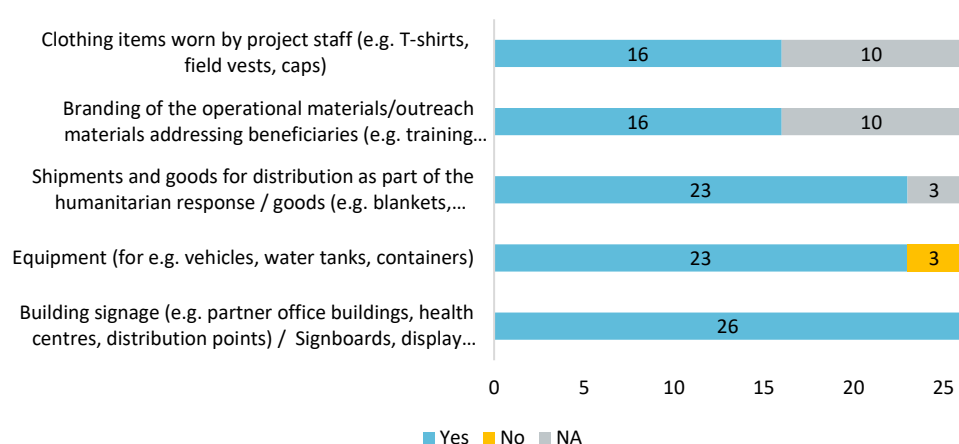
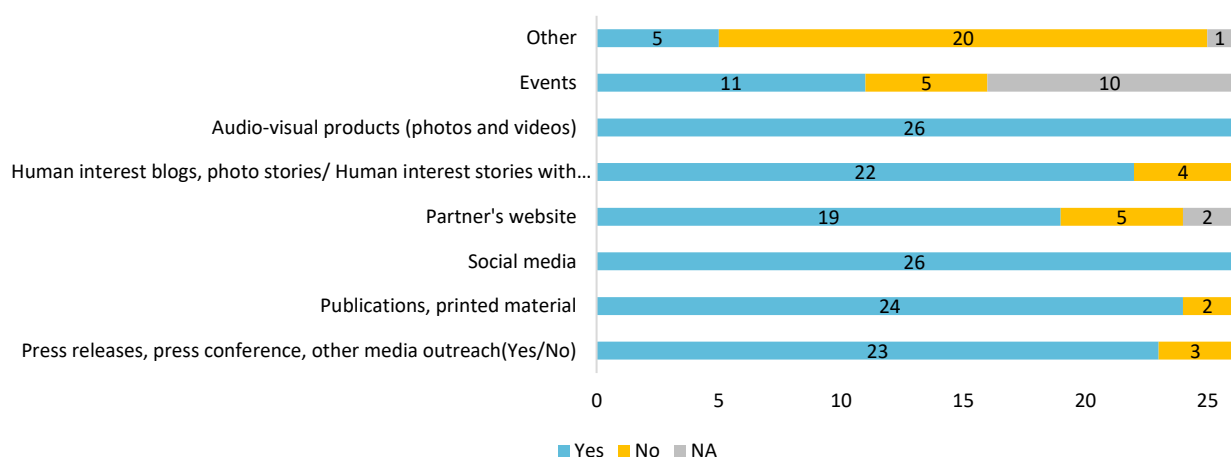


Figure 13. Overview of IOM communication activities in DG ECHO funded actions



Source: ICF elaboration (2023). Project mapping (26 actions).

The project mapping also indicates that **the level of alignment of IOM field visibility with DG ECHO requirements (as assessed by DG ECHO during monitoring visits and/or after the submission of interim/final reports) was high**. In 23 out of 26 mapped actions, the visibility was assessed as adequate and following DG ECHO requirements. In three actions, issues identified with the visibility requirements were identified at the initial stages of implementation and subsequently remedied by IOM. Security concerns were noted in two actions funded in Iraq, where IOM displayed DG ECHO logos at distribution sites and on goods and equipment if security conditions permitted; otherwise, they were not displayed, and IOM informed DG ECHO when certain sites were too sensitive for visibility activities). There were no formal derogations from field visibility obligations applied in 26 actions mapped.

Overall, while DG ECHO and IOM stakeholders considered that DG ECHO and IOM were aligned in terms of communication and visibility efforts⁷⁵, a significant proportion of consulted DG ECHO stakeholders highlighted the need for improvement from IOM.⁷⁶ Several stakeholders pointed to good results in this area⁷⁷, with IOM staff highlighting the clarity of DG ECHO's requirements in

⁷⁵ ICF. 2023. KIIs (IOM HQ staff: 1; IOM Field staff: 5); ICF. 2023. Online survey of DG ECHO and IOM (IOM: 17 out of 31); ICF. 2023. Online survey of DG ECHO and IOM (IOM: 28 out of 31)

⁷⁶ ICF. 2023. KIIs (DG ECHO HQ staff 1; DG ECHO field staff 3); ICF. 2023. Online survey of DG ECHO and IOM.

⁷⁷ ICF. 2023. KIIs (IOM HQ staff: 1; IOM Field staff: 5); ICF. 2023. Online survey of DG ECHO and IOM (IOM: 17 out of 31); ICF. 2023. Online survey of DG ECHO and IOM (IOM: 28 out of 31)

this regard.⁷⁸ However, stakeholders from DG ECHO also expressed the need to ensure the visibility of DG ECHO funding. **The findings from the survey further illustrate this view from DG ECHO.** Indeed, less than half or 45% of DG ECHO staff surveyed agreed or strongly agreed with the statement that DG ECHO and IOM were well aligned in their visibility and communication efforts at EU level (55% of IOM staff). Similarly, less than half (48%) of DG ECHO staff considered DG ECHO and IOM well-aligned in their visibility and communication efforts at field level, however, this was the case for 90% of IOM staff surveyed. The field survey also asked about the extent of the joint communication activities. A third of DG ECHO staff surveyed agreed or strongly agreed with the statement that joint communication actions were pursued where possible (49% of IOM staff shared this view). Half of DG ECHO staff surveyed considered that IOM visibility, communication and information activities (at EU and field level) were of high quality (IOM staff were not asked to comment on this). One IOM field staff highlighted that a stronger strategic communication plan could improve communication and allow the partners to constitute more of a united front.⁷⁹

Similarly to advocacy activities, the high number of stakeholders unable to express an opinion on visibility and communication⁸⁰ could indicate that the level of awareness on visibility and communication needs to be improved.

3.2 Effectiveness

3.2.1 EQ 2. To what extent did a structured, strategic, timely and functional dialogue take place and by what means? (i) Did the dialogue contribute to an improved communication and exchange of information on key developments and challenges at different levels? (EQ 2.1), ii) What has been the impact of this dialogue on funding trends, policy and operational work? (EQ 2.2) and iii) At operational level, how was this partnership understood and put into practice? (EQ 2.3)

Judgement criteria	Strength of evidence	Key findings
JC 2.1 There was regular, timely and solution-focused dialogue and information exchange (formal and informal) between DG ECHO and IOM at different levels: HQ, regional and country/field level	Strong	<ul style="list-style-type: none"> There was a structured, strategic, timely and functional dialogue and information exchange (formal and / or informal) at all levels. There are improvements possible to the dissemination of strategic-level dialogue outcomes to the field level / to the impact of strategic-level dialogue on the field level (HQ) (see also 3.2.3, EQ4).
JC 2.2 The partnership contributed to improved communication and exchange of information on key developments and challenges between DG ECHO and IOM regional and national offices	Strong	<ul style="list-style-type: none"> The partnership contributed to improved dialogue on key developments and challenges between the partners at regional and country level. This led amongst other results to better designed and implemented actions. There could be a more coordinated / structured approach to the flow of information in the context of strategic discussions – from field to strategic level and vice-versa.
JC 2.3 Trends in budget allocation to IOM (i.e. geographical and sectoral) reflected the outcomes of dialogue	Medium	<ul style="list-style-type: none"> Trends in budget allocation to IOM are broadly in line with dialogue and information exchange between partners.

⁷⁸ ICF. 2023. KIIs (IOM Field staff: 4)

⁷⁹ ICF. 2023. KIIs (IOM field staff: 1)

⁸⁰ ICF. 2023. Online survey of DG ECHO and IOM (DG ECHO: 37 out of 69; IOM: 10 out of 31).

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and information exchange between the partners		<ul style="list-style-type: none"> It is not possible to establish a direct causal relationship between dialogue and geographical or sectoral allocation of funds. Strategic discussions can indirectly influence the allocation trends.
JC 2.4 Regular and timely dialogue between DG ECHO and IOM (at different levels) improved the partners' understanding of their respective policy and operational priorities	Strong	<ul style="list-style-type: none"> Regular and timely dialogue between DG ECHO and IOM has improved their understanding of each other's policy and operational priorities. Staff experiences reflecting this are consistently positive at HQ level, but less so at field level.
JC 2.5 At country/field level, DG ECHO and IOM officers shared a common understanding of how to operationalise the partnership	Strong	<ul style="list-style-type: none"> There was an overall alignment in the operationalisation of the partnership at field level. HLD and meetings at strategic levels have a limited impact on the cooperation on the ground.

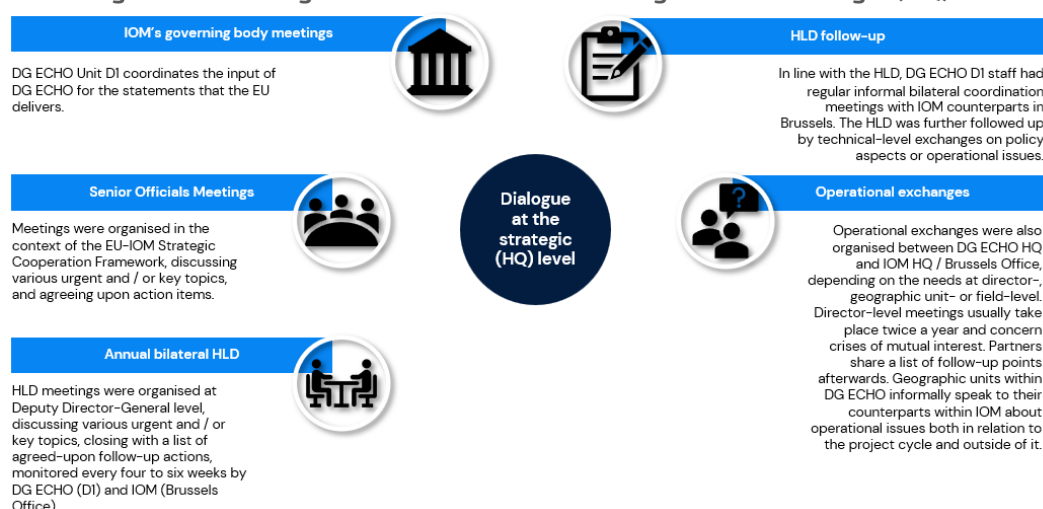
Overall, a structured, strategic, timely and functional dialogue took place at all levels, formally and informally. This dialogue contributed both to an improved communication and exchange of information on key developments and challenges, establishing better designed / implemented actions, and to mutual understanding of policy and operational priorities, especially at strategic level. In turn, trends in budget allocation to IOM were broadly in line with dialogue and information exchange, and discussions at the strategic level may indirectly shape allocation trends. Staff shared a common understanding of how to operationalise the partnership at country/field level. At the same time, there are ongoing issues with the connection between strategic-level and field-level dialogue.

Throughout the evaluation period, **there was regular, timely and solution-focused dialogue and information exchange (formal and informal) between DG ECHO and IOM at different levels (JC2.1).**



At the strategic level (HQ), DG ECHO and IOM regularly partook in structured, strategic, timely and functional dialogue and information exchange (formal and / or informal).⁸¹ Figure 14 below provides an overview of dialogue at strategic level.

Figure 14. Dialogue and information exchange at the strategic (HQ) level



Source: ICF elaboration (2023).

⁸¹ ICF. 2023. Ethiopia Case Study; ICF. 2023. Iraq Case Study; ICF. 2023. KIIs (DG ECHO HQ staff: 5; IOM HQ staff: 2); ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 22 out of 69; IOM: 16 out of 31)

DG ECHO and IOM staff overall noted that the dialogue taking place at HQ level was open and frank, and at least of moderate, if not of high or very high quality.⁸² Among DG ECHO HQ staff in Brussels, the majority considered that there was a structured, strategic, timely and functional dialogue and information exchange at the strategic level, although more than half reported that this was only the case to a limited extent.⁸³ Further evidence suggests that these **stakeholders were not always satisfied with the impact of the strategic-level dialogues on the field level** (see also EQ4).⁸⁴ **Others were less positive about the dissemination of outcomes of existing dialogue between the partners at HQ/regional level on to the country/field level.** DG ECHO and IOM field staff reported that they received minutes from strategic dialogues⁸⁵ – in particular the HLD – but considered that they were not very informed of what was being discussed at the strategic level⁸⁶ and that their focus was to provide input to said meetings.⁸⁷



There was also a structured, strategic, timely and functional dialogue and information exchange (formal and/or informal) between DG ECHO and IOM staff at field (regional and country) level.⁸⁸ DG ECHO and IOM organised missions and visits to exchange information on a specific region / country / action.⁸⁹ DG ECHO and IOM continuously exchanged information both formally (for example, through the Cluster system, the HCT, Donor Groups, and the project cycle, including monitoring visits) and informally (for example, at the regional level⁹⁰, in the case of the Rohingya crisis and operational issues encountered in the field, and at country level⁹¹, in-person, via phone, WhatsApp, or Teams⁹²). Project mapping shows that monitoring visits were organised in the context of all 26 actions analysed. Most actions (42.31%, 11 actions) comprised of one visit, others saw two (38.46%, 10 actions) or three (19.23%, 5 actions) visits.

The institutionalisation of cooperation at field level

Evidence on whether or not cooperation mechanisms at operational (field) level were institutionalised is mixed. Most surveyed DG ECHO and IOM HQ staff (strongly) disagreed that they were⁹³, but most surveyed DG ECHO and IOM country and sub-country office staff (strongly) agreed⁹⁴, whereas several interviewees did not⁹⁵. Possible explanations for the mixed picture include different country dynamics and / or the interpretation of institutionalisation in the context of contracts, as well as HQ staff's limited experience of institutionalisation at field level. In countries with high staff turnover, it might be more complicated to set up institutionalisation. In any case, DG ECHO and IOM staff overall consider that the dialogue taking place at regional level and field / country level is open and frank, and at least of moderate, if not of high or very high quality.⁹⁶

⁸² ICF. 2023. KIIs (DG ECHO HQ staff: 4); ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 30 out of 69; IOM: 21 out of 31)

⁸³ ICF. 2023. Online survey of DG ECHO and IOM staff (20 out of 22 responses)

⁸⁴ ICF. 2023. KIIs (DG ECHO HQ staff: 2)

⁸⁵ ICF. 2023. Field interviews (DG ECHO (3), IOM (1); ICF. 2023. KIIs (DG ECHO field staff: 5; IOM field staff: 2)

⁸⁶ ICF. 2023. Field interviews (DG ECHO (2), IOM (2)); ICF. 2023. KIIs (IOM field staff: 4)

⁸⁷ ICF. 2023. KIIs (DG ECHO field staff: 1; DG ECHO HQ staff: 2; IOM field staff: 3)

⁸⁸ ICF. 2023. Ethiopia Case Study; ICF. 2023. Iraq Case Study; ICF. 2023. KIIs (DG ECHO field staff: 9; IOM field staff: 8); ICF.

2023. Online survey of DG ECHO and IOM staff (DG ECHO: 19 out of 69; IOM: 11 out of 31 (regional level)), (DG ECHO: 47 out of 69; IOM: 25 out of 31 (country level))

⁸⁹ OM. 2022. EU and IOM Make Temporary Homes More Comfortable for Displaced Ukrainians. <https://ukraine.iom.int/news/eu-and-iom-make-temporary-homes-more-comfortable-displaced-ukrainians>

IOM. 2020. IOM, European Union and the Government of Ethiopia Strengthen Partnership to Support Migrants during COVID-19. <https://eea.iom.int/news/iom-european-union-and-government-ethiopia-strengthen-partnership-support-migrants-during-covid-19>.

⁹⁰ ICF. 2023. KIIs (DG ECHO field staff: 4)

⁹¹ ICF. 2023. Field interviews (DG ECHO (1); ICF. 2023. KIIs (DG ECHO field staff: 2; IOM field staff: 3)

⁹² ICF. 2023. KIIs (DG ECHO field staff: 2; IOM field staff: 1)

⁹³ ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 11 out of 22; IOM: 3 out of 6)

⁹⁴ ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 26 out of 36; IOM: 12 out of 22)

⁹⁵ ICF. 2023. Ethiopia Case Study; ICF. 2023. Iraq Case Study; ICF. 2023. KIIs (DG ECHO field staff: 2; DG ECHO HQ staff: 2; IOM field staff: 7)

⁹⁶ ICF. 2023. KIIs (DG ECHO field staff: 2; IOM field staff: 4); ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 24 out of 69; IOM: 13 out of 31 (regional)), (DG ECHO: 50 out of 69; IOM: 26 out of 31 (country level))

With the existence of this dialogue, **the partnership contributed to improved communication and exchange of information on key developments and challenges** between DG ECHO and IOM regional and national offices (JC2.2). DG ECHO and IOM staff stated they witnessed this, and it allowed for, amongst other actions, joint advocacy (see EQ1), better coordination with other humanitarian partners (see EQ3), and further alignment of strategies.⁹⁷

Impact of dialogue on advocacy efforts

According to project mapping and KIIs, in 2019, following dialogue between DG ECHO and IOM, DG ECHO advocated on certain topics regarding Yemen on behalf of IOM as the latter was not best placed to do so. Advocacy covered initiating activities in the north of Yemen where needs were, according to IOM, not being met. At the time, DG ECHO was the main donor in Yemen, so the donor community relied on them for ground analysis and prioritisation.

In some instances, partners at the country level reported having escalated potential issues (for example, related to budget, planned activities, access) to the regional level (and above) through the organisation of meetings, for example in Ethiopia, Kenya and Bangladesh.⁹⁸ At the same time, **a more coordinated / structured approach to the flow of information in the context of strategic discussions – from field to strategic level and the other way around – could be beneficial**, identifying common challenges in the cooperation between IOM and DG ECHO among countries and reflecting operational issues/realities in strategic discussions (see also EQ4).⁹⁹ Nevertheless, 14 out of 26 IOM actions explicitly resolved issues identified at proposal or monitoring stage, and only three still mentioned lingering problems at the final stage.¹⁰⁰ Issues identified covered, among others, target results,

beneficiary numbers, and problems with the implementation of actions (e.g., delays, adaptation of activities due to changing circumstances).¹⁰¹ Furthermore, 19 IOM actions analysed incorporated lessons learnt and recommendations provided by DG ECHO in previous projects, indicating that dialogue and information exchange has influenced the design of actions in a positive manner.¹⁰² Most DG ECHO and IOM staff at regional offices (strongly) confirmed that there was space for open and honest dialogue¹⁰³ and that there were effective ways to deal with issues such as disagreements or sensitive cases¹⁰⁴. The same applies to DG ECHO and IOM staff at country and sub-country offices.¹⁰⁵ The Ethiopia Case Study highlighted these positive elements as well.

*DG ECHO staff is particularly appreciative of the fact that IOM has relevant on-the-ground information that it shares – for example through the DTM – with DG ECHO, including on recent security issues and developing needs.*¹⁰⁶

The **regular and timely dialogue between DG ECHO and IOM also improved their understanding of each other's policy and operational priorities (JC2.4)**. Since 2020, discussions between DG ECHO and IOM have increasingly featured geographical and sectoral priorities.¹⁰⁷ Furthermore, almost half of stakeholders from both organisations mentioned that the dialogue included discussion of priorities or of strategic and operational issues.¹⁰⁸ This type of dialogue seems to be more common at HQ level, but

⁹⁷ ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO 32 out of 69; IOM 22 out of 31)

⁹⁸ ICF. 2023. Ethiopia Case Study; ICF. 2023. Project mapping (26 actions)

⁹⁹ ICF. 2023. Ethiopia Case Study

¹⁰⁰ Desk review data suggests that DG ECHO had no further comments on the remaining actions during the final stage, implying the resolution of issues identified earlier, or that said actions are not yet finalised.

¹⁰¹ ICF. 2023. Project mapping (26 actions); ICF. 2023. KIIs (DG ECHO HQ staff: 2)

¹⁰² ICF. 2023. Project mapping (26 actions)

¹⁰³ ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 5 out of 11; IOM: 1 out of 2)

¹⁰⁴ ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 4 out of 11; IOM: 2 out of 2)

¹⁰⁵ ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO n=36, 27; IOM n=22, 19)

ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO n=36, 23; IOM n=22, 14)

¹⁰⁶ KIIs (DG ECHO field staff: 3; DG ECHO HQ staff: 2)

¹⁰⁷ ICF. 2023. Analysis of EU-IOM Senior Officials Meetings reports (2018-2023).

¹⁰⁸ ICF. 2023. KIIs (DG ECHO HQ: 5, DG ECHO Field staff: 2, IOM HQ: 1, IOM Field staff: 5).

there is also evidence of dialogue on policy and strategic priorities at the regional/country level.¹⁰⁹ The EU-IOM Joint Initiative in the Horn of Africa¹¹⁰ is an example of dialogue on priorities at the field level. **When asked whether dialogue and exchanges between the partners contributed to a better understanding of each other's policy and operational priorities, most consulted staff members from both organisations agreed that it had**, with some differences between the HQ and field level.¹¹¹



At HQ level, all interviewees indicated that the strategic dialogue helped to align priorities and improve mutual understanding.¹¹² Survey respondents from both partners who elaborated on this aspect report a generally good quality of the dialogue, which has improved in recent years, leading to mutual understanding and alignment of priorities.



The views expressed at field level were also generally positive, although somewhat more nuanced, suggesting that the positive impact of dialogue on mutual understanding has not been evenly spread across regions and countries. Among field-level respondents to the online survey, 74% of DG ECHO and 88% of IOM staff report that the dialogue has improved the partners' understanding of each other's policy and operational priorities to some extent.¹¹³ Seven mentioned areas where dialogue has enhanced mutual understanding.¹¹⁴ Similarly, eight interviewees provided examples of successes achieved through discussions on policy and operational priorities.¹¹⁵ Notably, the dialogue has improved the partners' ability to understand each other's priorities in different ways (see boxes below).¹¹⁶ On the other hand, five interviewees¹¹⁷ and 10 respondents to the online survey who elaborated on their answers either expressed doubt that strategic dialogue could influence understanding of each other's priorities at the field level, or mentioned their negative experiences.

The dialogue enabled IOM to better understand and adapt to DG ECHO's strategic priorities and reporting requirements.

The dialogue at HQ and field level enabled DG ECHO staff to better understand IOM's policies, priorities and approaches, including the challenges it faces in the field, and sometimes incentivised DG ECHO to adapt its strategy accordingly.

Evidence collected also shows that the **trends in budget allocation to IOM are broadly in line with dialogue and information exchange between partners (JC2.3)**. Although stakeholders agreed that **communication and dialogue in the context of the strategic partnership did not directly cause the geographical and sectoral allocation of funding**,¹¹⁸ DG ECHO (51%) and IOM (65%) provided **overall positive views** in the survey¹¹⁹ when asked about the **impact of strategic and operational dialogue and information exchange on budget allocation trends to IOM**. Stakeholders gave examples of **indirect ways in which the partnership could have influenced or informed allocations**.¹²⁰

¹⁰⁹ ICF. 2023. Iraq Case study.

¹¹⁰ IOM. 2023. Capacity Building on Migrant Protection, Return and Reintegration. EU-IOM Joint Initiative for Migrant Protection and Reintegration.

¹¹¹ ICF. 2023. KIIs (DG ECHO HQ: 5, DG ECHO Field staff: 7, IOM HQ: 1, IOM Field level: 6).

¹¹² See also ICF. 2023. Online survey of DG ECHO staff (63 out of 100).

¹¹³ ICF. 2023. ICF. 2023. Online survey of DG ECHO staff (69) and IOM staff (31).

¹¹⁴ MHPSS, data protection, the response to COVID-19, DG ECHO PM indicator guidelines, HIP proposals and proposals by IOM

¹¹⁵ ICF. 2023. KIIs (DG ECHO Field staff: 5, IOM Field staff: 3). Better alignment on DP, WASH activities or in the response to an unspecified event of civil unrest, as well as better understanding of IOM's operational priorities by DG ECHO and of DG ECHO's contractual requirements by IOM.

¹¹⁶ ICF. 2023. KIIs (DG ECHO Field staff: 2, IOM Field staff: 1) and ICF. 2023. Online survey of DG ECHO and IOM staff (2); ICF. 2023. KIIs (DG ECHO HQ: 1, IOM Field staff: 1) and ICF. 2023. Online survey of DG ECHO and IOM staff (4).

¹¹⁷ ICF. 2023. KIIs (DG ECHO Field staff: 2, IOM Field staff: 3).

¹¹⁸ ICF. 2023. KIIs (DG ECHO HQ: 5, DG ECHO Field staff: 9, IOM HQ: 1, IOM Field staff: 8).

¹¹⁹ ICF. 2023. Online survey of DG ECHO staff (69) and IOM staff (31). 22% (DG ECHO) and 10% (IOM) responded 'Don't know/can't say'.

¹²⁰ ICF. 2023. KIIs (DG ECHO HQ: 3, DG ECHO Field staff: 5, IOM Field staff: 5). ICF. 2023. Online survey of DG ECHO and IOM staff (specific references added).



Ongoing dialogue on priorities and areas of interest strengthened trust and understanding of each other's approaches and priorities. In turn, DG ECHO's knowledge of IOM's activities can facilitate funding processes, while IOM's awareness of DG ECHO's funding preferences can influence choices of actions.¹²¹



As the dialogue enhanced DG ECHO's confidence in IOM as a reliable partner, IOM's particularly strong position as a provider of data on which funding decisions are made could contribute to DG ECHO's geographical and sectoral allocation of resources.¹²² This was also reported in the Ethiopia case study, where IOM's DTM data was found to have contributed to the development of the HIPs and funding decisions, while information provided by DG ECHO helped to improve programming in the country.¹²³



While there are no significant differences in the views of respondents working at different levels (HQ/regional/country), **the type of dialogue mentioned¹²⁴ as having the most potential to influence budget allocation has been at a strategic level.** However, there is uncertainty as to how effectively higher-level discussion cascaded to colleagues in the field, as noted previously.

Further evidence of the extent to which the (geographical and sectoral) budget allocation to IOM reflected the outcomes of dialogue and information exchanges is provided by comparing the latter to the results of portfolio analysis.¹²⁵ As noted previously, the analysis of DG ECHO-IOM HLD shows that discussions have become more specific and focused on geographical and sectoral priorities.¹²⁶ In addition, compared to previous years, the 2022 SOM report focused more on the details of the priorities for future action and the resources committed.¹²⁷ **Of the 13 countries that have been mentioned in HLD between DG ECHO and IOM, Directors Meetings, and SOM, seven¹²⁸ are among the 10 countries that received the most funding between 2018 and 2022** (see Figure 7). For some of these, such as Ukraine, Yemen and Afghanistan, the allocation of funds reflects the timing of strategic dialogue to some extent, while the trends in Ethiopia, Bangladesh and Nigeria do not seem to do so. The correlation coefficient between the total number of mentions and the funds allocated is 35.9%. On the sector of intervention, **the evolution of the allocation to IOM in the areas of protection, DRR/DP, and shelter and settlements matches the exchanges between the partners at the strategic level** on relevant priorities, such as climate change and forced displacement.



Finally, **at field level, DG ECHO and IOM staff were aligned in their understanding of ways to operationalise their partnership (JC2.5).**¹²⁹ This common understanding was facilitated by several factors including, as largely discussed above, the formal and informal discussions; the open, frank, and consistent exchange of information on priorities on the ground; flexibility in discussing issues and adaptability in addressing them; the physical presence of DG ECHO in the field; and coordination in monitoring visits to address emerging on-site challenges.¹³⁰

¹²¹ As examples of cases where dialogue may have influenced sectoral allocation of funding, two interviewees mentioned DG ECHO's shift towards the Nexus approach and to increasing resilience, two others mentioned the increased focus on migration and displacement, while another mentioned the inclusion of clean/solar energy in WASH. See also ICF. 2023. Online survey of DG ECHO and IOM staff (10 out of 56).

¹²² ICF. 2023. KIIs (DG ECHO Field staff: 1, IOM Field staff: 2). ICF. Online survey of DG ECHO and IOM staff (5 out of 56).

¹²³ ICF. 2023. Ethiopia Case study.

¹²⁴ ICF. 2023. KIIs (DG ECHO HQ: 2, DG ECHO Field staff: 1, IOM Field staff: 2).

¹²⁵ ICF. 2023. Portfolio analysis (data extracted from HOPE/EVA databases).

¹²⁶ ICF. 2023. Analysis of DG ECHO-IOM meetings minutes (2018-2023).

¹²⁷ ICF. 2023. Analysis of EU-IOM Senior Officials Meetings reports (2018-2023).

¹²⁸ Ukraine, Yemen, Bangladesh, Ethiopia, Nigeria, Iraq, Afghanistan.

¹²⁹ ICF. 2023. Online survey DG ECHO staff and IOM staff (72 out of 100).

¹³⁰ ICF. 2023. Iraq Case study..

Despite an overall common understanding on how to operationalise the partnership, sharing views and information between different levels has also proved challenging in the context of operationalisation.¹³¹

3.2.2 EQ 3. To what extent did the DG ECHO-IOM partnership contribute to i) Better coordination and information/data sharing with other UN agencies, INGOs, local and national authorities as well as other stakeholders? (EQ 3.1), ii) Contributing to and influencing the humanitarian response system, e.g., through new tools or approaches? (EQ 3.2), iii) Strengthening efforts linked to: ■ Localisation; ■ Needs-based approaches; ■ People centred approaches; ■ Multi-purpose cash assistance; ■ Cooperation across the nexus (EQ 3.3) and iv) Supporting a principled response delivery? (EQ 3.4)

Judgement criteria	Strength of evidence	Key findings
JC3.1 The partnership contributed to better coordination and information/data sharing with other UN agencies, INGOs, local and national authorities as well as other stakeholders	Strong	<ul style="list-style-type: none"> DG ECHO's financial support to IOM's coordination activities and advocacy towards key stakeholders contributed to better coordination and information/data sharing with other stakeholders, notably through coordination mechanisms and its DTM. The extent of the contribution was however difficult to assess.
JC 3.2 The partnership facilitated DG ECHO and IOM cooperation towards developing/sharing tools (e.g. information management tools) and approaches that influenced the humanitarian response	Strong	<ul style="list-style-type: none"> Stakeholders consulted considered that one major/moderate benefit of the partnership was the enhanced availability of displacement and migration data (by IOM) for the humanitarian community. Through funding, advocacy, and dialogue at operational and strategic level the partnership contributed to the development and adoption of the DTM and other IOM efforts to improve the (quality of) available data on mobility, vulnerabilities, and needs of displaced and mobile populations during the evaluation period for IOM, DG ECHO and all other humanitarian actors. Continuous cooperation to further develop, expand and promote DTM was seen as highly beneficial by both partners.
JC3.3 IOM actions funded by DG ECHO were based on robust needs assessments, included localisation activities and targeted the most vulnerable groups JC 3.4 DG ECHO and IOM cooperation and information exchange under the partnership contributed to enhancing their	Strong	<ul style="list-style-type: none"> IOM actions funded by DG ECHO were based on robust needs assessments and targeted the most vulnerable groups, particularly through DG ECHO funding to DTM and the exchange of information, both at strategic and field level. The DG ECHO-IOM partnership also contributed to strengthening the respective needs-based and people-centred approaches of each partners. The impact of the partnership on localisation was rather limited. Nevertheless, staff from both partners acknowledged that often DG ECHO and

¹³¹ ICF. 2023. KIIs (DG ECHO Field staff: 4).

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respective needs-based and people centred approaches		IOM worked together to build capacity/train local respondents and to involve local implementing partners in certain contexts/areas.
JC 3.5 The partnership contributed to strengthening DG ECHO and IOM responses in relation to multi-purpose cash assistance (MPCT)	Strong	<ul style="list-style-type: none"> The contribution of the partnership during the evaluation period to strengthening MPCT assistance was limited. Nevertheless, there were increasing efforts by the partners to strengthen their joint work on cash-based assistance, in particular in the context of the response to the humanitarian crisis in Ukraine.
JC3.6 The partnership contributed to strengthening DG ECHO and IOM's HDPN approach	Medium	<ul style="list-style-type: none"> Overall, while DG ECHO and IOM expressed their commitment to the HDPN approach, it did not lead to concrete actions towards operationalisation of the HDPN. DG ECHO's humanitarian mandate limits its ability to contribute to the HPDN and the fragmentation of funding within the donor system limits IOM's ability to apply its three-pronged mandate. The possibility to adopt a HPDN approach is limited by the context in which actions take place.
JC3.7 The partnership fostered the delivery of assistance in line with humanitarian principles	Strong	<ul style="list-style-type: none"> Overall, DG ECHO and IOM were aligned in the delivery of assistance complying with humanitarian principles. The strong commitments and high standards required by DG ECHO as a donor contributed to improve IOM's level of compliance to humanitarian principles.

The DG ECHO-IOM partnership **enhanced the quality of each partner's humanitarian response as well as contributed to reinforcing the humanitarian response system**. This was highlighted by the majority of the surveyed DG ECHO staff and IOM staff (see Figure 15)¹³² and further confirmed by the results of the project mapping, which showed that during the evaluation period almost all of the concluded DG ECHO funded IOM actions either fully or partially achieved their expected results.¹³³ There were various elements that contributed to the positive impact of the partnership, both the humanitarian responses of the partners and on the humanitarian response system, including the development and sharing of tools and approaches, strengthening efforts linked to needs-based approaches, people centred approaches, and better coordination and information/data sharing with other stakeholders. On the other hand, evidence suggests that the impact of the partnership was limited in aspects related to localisation, multi-purpose cash assistance, cooperation across the nexus and supporting a principled response delivery.

¹³² ICF 2023. Online survey of DG ECHO and IOM staff (69 or 56% DG ECHO responses and 31 or 75% IOM respondents).

¹³³ ICF 2023. Project mapping (108 actions). Of the 108, only 72 had been given the final assessment by DG ECHO in the system. Of those 64% fully achieved and 33% partially achieved their expected results.

Figure 15. To what extent did the partnership contribute to enhancing the quality of each partner's humanitarian response

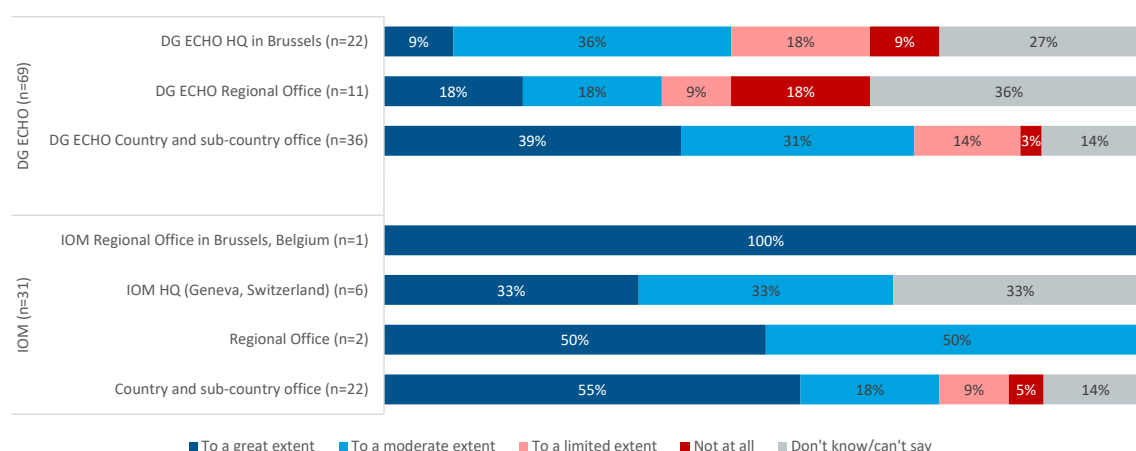
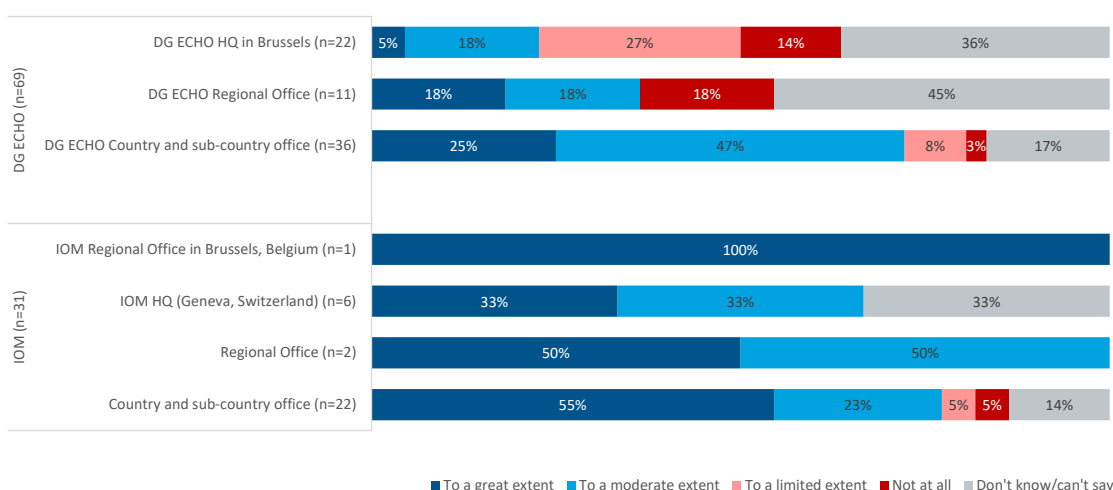


Figure 16. To what extent did the partnership contribute to reinforcing the humanitarian response system



Source: ICF elaboration (2023) based on results of survey to DG ECHO and IOM representatives

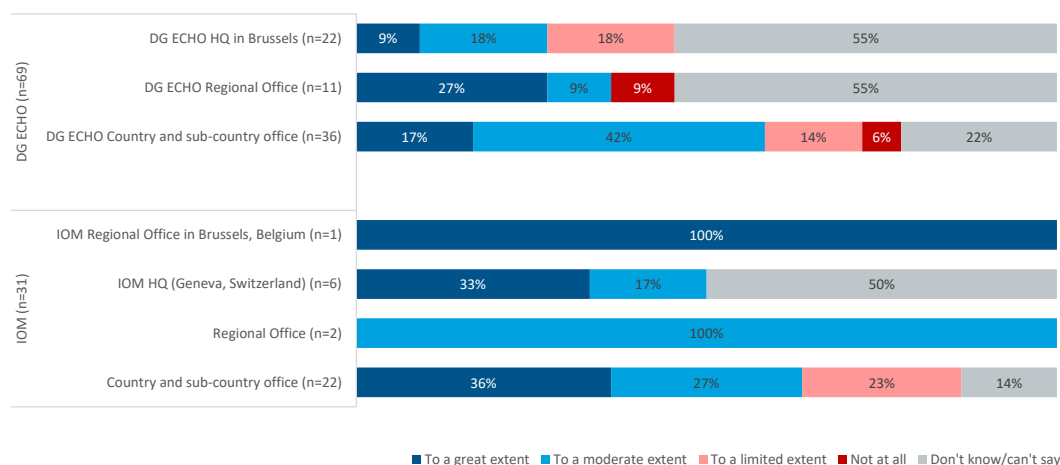
One of the key reasons for the positive impact of the partnership, regarding both the humanitarian responses of the partners and on the humanitarian response system, was the contribution of the partnership in developing/sharing tools and approaches (JC 3.2).¹³⁴ 81% of DG ECHO staff consulted and 90% of IOM staff consulted considered that one major/moderate benefit of the partnership was the enhanced availability of displacement and migration data (by IOM) for the humanitarian community (see Figure 17).¹³⁵ In particular, consulted stakeholders and the reviewed documentation highlighted the contribution of the partnership to the development and adoption of the DTM and other IOM efforts to improve the (quality of) available data on mobility, vulnerabilities, and the needs of displaced and mobile populations during the evaluation period for IOM, DG ECHO and all other humanitarian actors.¹³⁶

¹³⁴ ICF 2023. Online survey of DG ECHO and IOM staff (69 DG ECHO responses and 31 IOM respondents).


¹³⁵ ICF 2023. Online survey of DG ECHO and IOM staff (69 DG ECHO responses and 31 IOM respondents).


¹³⁶ ICF 2023. Online survey of DG ECHO and IOM staff (open ended questions); ICF. 2023. DG ECHO staff and IOM staff.



Figure 17. To what extent did the partnership contribute to developing/sharing tools and approaches that positively influenced the humanitarian response (Q14)



Source: ICF elaboration (2023) based on results of survey to DG ECHO and IOM representatives

 Information and data management was a topic of substantive discussions in all DG ECHO – IOM HLDs¹³⁷ with DG ECHO and IOM agreeing from the start (i.e. 2019) to pursue joint work related to data, including data security and ensuring to do no digital harm. In those meetings, IOM updated DG ECHO on ongoing developments and needs (including funds) related to the DTM tool in specific countries and across the world, and the partners discussed ways in which the partnership could contribute to DG ECHO's and IOM's common objective of improving data management tools, methodology and interoperability as well as the coordination on the ground to strengthening data quality and analysis. Ethical considerations were also discussed, including DG ECHO's and IOM's concerns with data protection and the risk of misuse of data by some governments. Follow-up technical discussions on data collection and analysis were also agreed in each high-level dialogue meeting, highlighting the commitment of each partner to work together on this topic both at strategic and operational level.

 At operational level, the contribution of the partnership to the development and widespread use of the DTM (also by other humanitarian actors) mainly materialised through:

-  funding (e.g., of the 26 actions reviewed, 42% included funding to DTM related activities);
-  exchanges of information at field level (e.g., during monitoring visits or ad hoc exchanges on the activities of funded actions¹³⁸); and

Examples from the project mapping and case studies of the impact of funded DTM-related activities:

In **South Sudan**, DG ECHO co-funded the expansion of the coverage of the DTM (in terms of geographical areas and type of data) which provided vital data to humanitarian partners (including WFP) to manage complex humanitarian operations.¹

In **Nigeria**, DG ECHO co-funded the strengthening and development of the DTM system already in place as well as to expanding it to include new data types, which allowed for immediate and up-to-date information to be provided on sudden displacements to the humanitarian community, and to rapidly respond to emerging needs.¹

In **Ethiopia**, DG ECHO support to IOM DTM activities improved the availability and quality of displacement data, allowing for a better understanding of people movements, existing needs, and displacement trends over time, thus supporting the development of the Humanitarian Response Plan (HRP) in Ethiopia and the design of humanitarian actor responses and the humanitarian response system in the country.¹

¹³⁷ ICF. 2023. Analysis of minutes of the DG ECHO – IOM High-level Dialogue, between 2019 and 2023.

¹³⁸ The project mapping identified three occasions in which issues related to DTM activities were discussed between DG ECHO and IOM to explore solutions/mitigations measures. In the interviews, DG ECHO staff highlighted a few examples from the field, including where IOM presented the challenges they were facing with the DTM (for example, lack of funding in Yemen) and DG ECHO and IOM worked together to find ways to address it (including increase of funds).

-  promotion/advocacy (e.g., towards other EU bodies, UN actors and humanitarian actors).¹³⁹

These positive effects of the partnership on the evolution of DTM were acknowledged by most of DG ECHO¹⁴⁰ and IOM¹⁴¹ staff consulted, even if they expressed difficulties in assessing the extent of those effects. This is showcased by the case study 1- Ethiopia which concluded that DG ECHO's promotion for the implementation of DTM in Ethiopia in 2016 and its continuous financial, dissemination and advocacy support was critical in order for the DTM in Ethiopia to reach a broader coverage, a higher frequency, and a wider audience (i.e., humanitarian actors).¹⁴²

Evidence suggests that the DTM had a positive impact on the availability and quality of displacement data used by all humanitarian actors, contributing to improving the quality of the humanitarian response, in particular in the areas of intervention of IOM actions funded by DG ECHO.¹⁴³ Some consulted IOM staff¹⁴⁴ mentioned that while some factors that have hindered the impact of DTM such as lack of access are not in the realm of the partnership, in the future the partnership may further contribute to expanding the development, use and impact of the DTM through further funding and advocacy¹⁴⁵ in regions currently less/not covered by the DTM (which will ensure good worldwide coverage to support evidence-based funding allocation¹⁴⁶ and anticipatory actions¹⁴⁷) as well as by funding data analytics¹⁴⁸ and working together on enhancing data literacy and promoting data-driven responses.¹⁴⁹

IOM actions funded by DG ECHO were based on robust needs assessments and targeted the most vulnerable groups, particularly through DG ECHO funding to DTM and the exchange of information, both at strategic and field level (JC3.3 & JC3.4). This was acknowledged by the majority of the stakeholders consulted, who considered that, to a great or moderate extent, the partnership contributed to strengthening risk-informed and needs-based responses and to targeting the most vulnerable groups (see Figure 18).¹⁵⁰



The analysis of the project documentation shows that all the 26 actions analysed were based on robust needs assessments and that the majority carried out joint needs assessment. In 22 actions, DG ECHO positively appraised the quality of the needs assessments supporting the design of the actions. IOM carried out these assessments through primary and secondary data collection methodologies, with the DTM playing an important role as a data source in more than half of the actions. For one case, the initial needs assessment resulted as being not satisfactory, but IOM addressed the gaps highlighted by DG ECHO at proposal stage and presented an improved assessment of high quality. The project review also showed that the beneficiary targeting approach was generally assessed as adequate by DG ECHO field, however in eight actions DG ECHO raised concerns regarding the lack of clarity on the targeting criteria. Stakeholders from both DG ECHO and IOM highlighted that regular dialogue under the partnership allowed for the continuous improvement of the assessments and the timely adjustment of targeting approaches in light of changing contexts. However, several stakeholders from DG ECHO highlighted opportunities for improvement in terms of strengthening the needs-based targeting approach as in a few contexts the targeting adopted by IOM was, in their view, status-based.¹⁵¹

¹³⁹ ICF. 2023. DG ECHO staff (12 of 14).

¹⁴⁰ ICF. 2023. IOM staff (10 of 11).

¹⁴¹ ICF. 2023. IOM staff (highlighted by 4 respondents).

¹⁴² ICF 2023. Case study 1 Ethiopia – DG ECHO-IOM partnership in a context of overlapping (acute) humanitarian crises.

¹⁴³ ICF. 2023. DG ECHO staff (13) and IOM staff (11).

¹⁴⁴ ICF. 2023. IOM staff (highlighted by 3 respondents).

¹⁴⁵ ICF. 2023. Online survey of DG ECHO and IOM staff (2 DG ECHO responses and 2 IOM respondents).

¹⁴⁶ ICF. 2023. IOM staff (highlighted by 1 respondents).

¹⁴⁷ Also mentioned in the DG ECHO. 2021. Minutes of the DG ECHO – IOM High-level Dialogue, 16 December 2021.

¹⁴⁸ ICF. 2023. IOM staff (highlighted by 1 respondents).

¹⁴⁹ ICF. 2023. IOM staff (highlighted by 1 respondents).

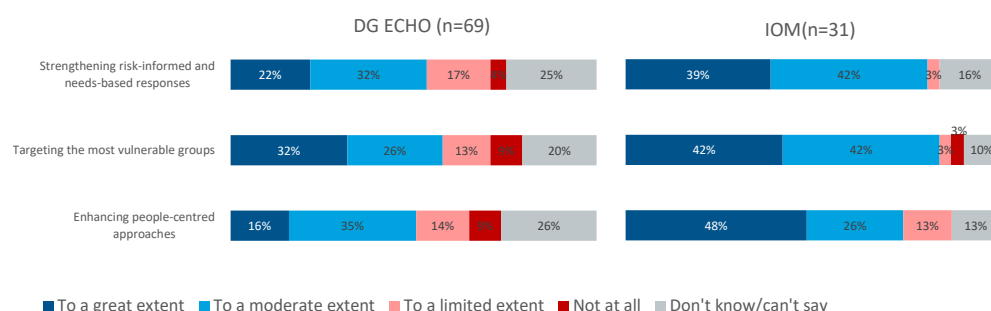
¹⁵⁰ ICF 2023. Online survey of DG ECHO and IOM staff (69 DG ECHO responses and 31 IOM respondents).

¹⁵¹ ICF. 2023. Online survey of DG ECHO and IOM staff (3 DG ECHO responses).



At strategic level, the partners acknowledge the importance of robust needs and vulnerability assessments and discussed the importance of DTM in this regard. No issues related to the quality of needs assessment surfaced during the HLDs nor during DG ECHO-IOM Director meetings.¹⁵² Furthermore, in three of the HLDs the partners also reiterated the importance of targeting beneficiaries based on vulnerability and not on status, in particular in the challenging context of mixed migration flows.¹⁵³

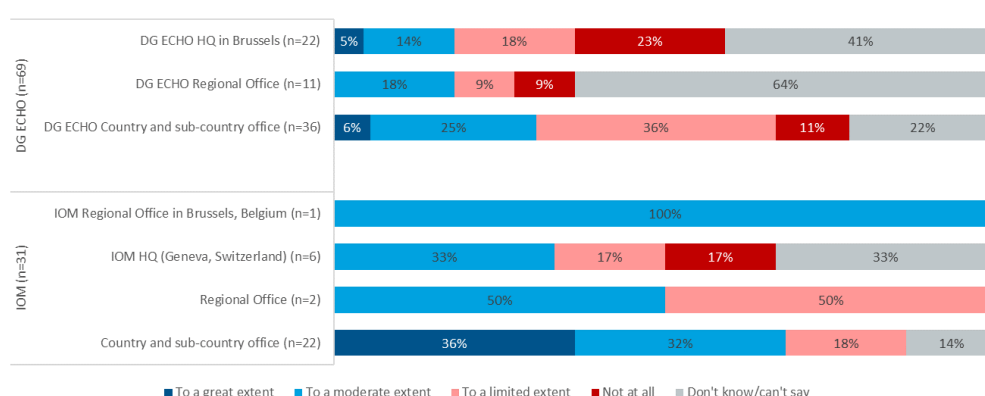
Figure 18. To what extent did the partnership contribute to the following (Q13)



Source: ICF (2023) based on results of survey to DG ECHO and IOM representatives

The DG ECHO-IOM partnership also contributed to strengthening the respective needs-based and people-centred approaches of each partner (JC 3.5). When consulted on the impact of the partnership on enhancing their respective needs-based and people-centred approaches, both partners were generally positive with 51% of DG ECHO staff and 74% of IOM staff considering that the partnership greatly or moderately contributed to enhancing people-based approaches. Furthermore, 67% of DG ECHO respondents and 90% of IOM respondents indicated that one of the moderate/major benefits of the partnership was enhancing needs-based and people-centred approaches in the delivery of humanitarian aid.¹⁵⁴ The project review also showed that all actions involved the beneficiaries and/or communities in their needs assessment through participatory processes, which included surveys (6 actions), KIIs (6 actions), focus groups and targeted discussions (11 actions) and community-based assessments (2 actions).

Figure 19. To what extent did the partnership contribute to strengthening efforts linked to localization (Q13)



Source: ICF elaboration (2023) based on results of survey to DG ECHO and IOM representatives

¹⁵² ICF. 2023. Analysis of minutes of the DG ECHO – IOM High-level Dialogue, between 2019 and 2023.; ICF. 2023. Analysis of minutes of the DG ECHO – IOM Directors Meeting, between 2019 and 2023.

¹⁵³ ICF. 2023. Analysis of minutes of the DG ECHO – IOM High-level Dialogue, between 2019 and 2021.

¹⁵⁴ ICF 2023. Online survey of DG ECHO and IOM staff (69 DG ECHO responses and 31 IOM respondents).

On the implementation of the **localisation agenda**, the impact of the partnership was, however, rather limited. Stakeholders consulted expressed mixed views regarding the impact of the partnership on the localisation agenda, with around 30% (particularly in DG ECHO HQ and regional offices) indicating that they did not know what the impact was (see Figure 19).¹⁵⁵ DG ECHO staff were generally less positive than IOM staff, with the main reasons listed below.¹⁵⁶

- IOM tended to directly implement actions, involving implementing partners less than other DG ECHO partners.
- The challenges faced in many areas of intervention due to a lack of relevant local partners with for example the required qualifications/expertise and access to beneficiaries in light of restrictions imposed by governments.

Nevertheless, staff from both partners acknowledged that often DG ECHO and IOM worked together to build capacity/train local respondents and to involve local implementing partners in certain contexts/areas.¹⁵⁷ Indeed, evidence suggests that at operational level the impact of the partnership on the localisation agenda was strongly influenced by the specific context of the areas of intervention and the characteristics of the intervention itself. At strategic level, however, the cooperation and exchange of information between the partners was limited.

In relation to multi-purpose cash assistance, the contribution of the partnership during the evaluation period, was also limited, but evidence shows increasing efforts by the partners in strengthening their joint work on cash-based assistance, in particular in the context of the response to the humanitarian crisis in Ukraine.¹⁵⁸

In the evaluation period, the share of DG ECHO funding to IOM that was allocated to the MPCT sector and to cash transfers increased significantly (see Figure 20). The number of actions in the MPCT sector also more than doubled between 2018 and 2022.

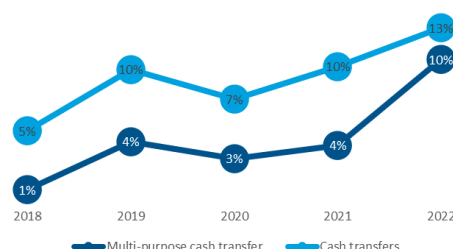
¹⁵⁵ ICF 2023. Online survey of DG ECHO and IOM staff (69 DG ECHO responses and 31 IOM respondents).

¹⁵⁶ ICF. 2023. DG ECHO staff (highlighted by 6).

¹⁵⁷ ICF. 2023. KIIs DG ECHO staff (highlighted by 4), IOM staff (highlighted by 6).

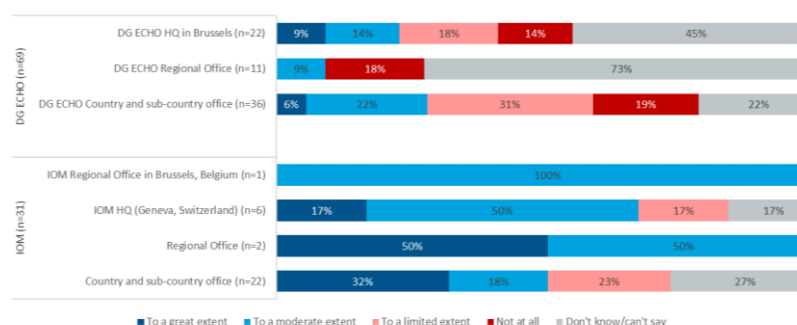
¹⁵⁸ ICF. 2023. KIIs DG ECHO staff (highlighted by 2), IOM staff (highlighted by 1).

Figure 20. Share of DG ECHO funding to IOM allocated to MPCT sector and to cash transfers, 2018-2022



Source: ICF (2023) Portfolio analysis.

Figure 21. To what extent did the partnership contribute to strengthening responses linked to multi-purpose cash assistance (Q13)



Source: ICF (2023) based on results of survey to DG ECHO and IOM representatives

Consulted IOM staff were generally positive about the impact of the partnership on strengthening responses linked to multi-purpose cash assistance (see Figure 21),¹⁵⁹ highlighting the importance of DG ECHO funding, the fruitful exchanges in the field with experts, and DG ECHO's promotion of IOM as a player in the context of MPCT in certain contexts/situations (e.g., Ukraine).¹⁶⁰ On the other hand, only a minority of DG ECHO respondents to the survey agreed, indicating that MPCT was not a key area of cooperation between the partners in many contexts, even if acknowledging that IOM had become an increasingly important partner in terms of providing MPCT in some crisis (e.g., Yemen and Ukraine).¹⁶¹

Further evidence suggests that that.¹⁶²



- **At strategic level MPCT/Cash-Based Intervention (CBI) was not a main topic of discussion** during the DG ECHO – IOM High-level Meetings and Director meetings up until the last HLD, in 2023, when cash was discussed between the partners.¹⁶³ ¹⁶⁴ DG ECHO involved IOM on the discussions around its cash policy. Consulted IOM and DG ECHO cash experts highlighted that regular information exchanges at global level are beneficial and should be promoted.¹⁶⁵



- **At field level, the DG ECHO-IOM joint work on MPCT/CBI was greatly influenced by the socioeconomic and political context of the areas of intervention, needs of the beneficiaries and the humanitarian aid landscape.** Consequently, while in some areas the partners did not engage in funding and discussions related to MPC/CBI,¹⁶⁶ in other areas of intervention DG ECHO pushed for (and funded) the use of MPCT by IOM, promoted discussions with the IOM field staff around challenges and opportunities of MPCT/CBI (e.g., scaling up cash assistance

¹⁵⁹ ICF. 2023. survey of DG ECHO and IOM staff (58% of the respondents to the survey considered that the partnership greatly or moderately contributed to strengthening those responses and 77% indicated that this was one of the major/moderate benefits of the partnership).

¹⁶⁰ ICF. 2023. KIIs IOM staff (highlighted by 1); ICF. 2023. Online survey of DG ECHO and IOM staff (4 IOM respondents).

¹⁶¹ ICF. 2023. KIIs IOM staff (highlighted by 1); ICF. 2023. Online survey of DG ECHO and IOM staff (5 DG ECHO respondents).

¹⁶² ICF. 2023. DG ECHO staff (10), IOM staff (5).

¹⁶³ The 2023 HLD was planned for 2022 but postponed to early 2023.

¹⁶⁴ ICF. 2023. Analysis of minutes of the DG ECHO – IOM High-level meetings, between 2019 and 2023.; ICF. 2023. Analysis of minutes of the DG ECHO – IOM Directors Meeting, between 2019 and 2023.

¹⁶⁵ ICF. 2023. KIIs IOM staff (highlighted by 1), DG ECHO staff (highlighted by 1).

¹⁶⁶ ICF. 2023. Online survey of DG ECHO and IOM staff (5 DG ECHO respondents).

in Yemen) and even advocated for a more prominent role of IOM in cash working groups/clusters (e.g., Ukraine).¹⁶⁷

Stakeholders from both partners generally agreed that it is difficult to assess the extent to which improvements to the IOM / DG ECHO response in relation to MPCT/CBI were attributable to the partnership, and some mentioned that there is room for improvement in the context of the partnership both at strategic and operational level, in particular, in relation to harmonisation, coordination, risk mitigation (e.g., fraud).

Through dialogue at strategic and operational level and funding, the partnership contributed to improve coordination and information/data sharing with other UN agencies, INGOs, local and national authorities, nexus actors as well as other stakeholders (JC 3.1). While this was generally acknowledged by consulted stakeholders, it was not possible to ascertain the extent of this contribution with evidence revealing a non-negligible level of uncertainty as to the concrete impact of the partnership in this area.



Coordination and information/data sharing with other actors and stakeholders have held a recurrent and important place in the discussions that took place at strategic level between DG ECHO and IOM. For example, the partners recurrently discussed coordination in regard to Mixed Migration Flows, with IOM highlighting its efforts in this area, including cooperation with the UNHCR and OCHA and the production of written works and guidance on the topic.¹⁶⁸ In 2021, a follow-up meeting to the HLD was organised gathering DG ECHO, IOM, and the UNHCR to discuss data sharing and progress towards reducing competition between UN agencies in displacement data collection.¹⁶⁹



DG ECHO allocated 7.25% of its overall funding to IOM to coordination activities (EUR 12.2 million) during the evaluation period, becoming IOM's second main donor for this sector in 2021 and 2022.¹⁷⁰ Using DG ECHO's funding, IOM consistently played an important coordinating role, often as lead or co-lead of thematic clusters/sectors, among which the CCCM, S-NFI, and WASH. The organisation also participated in a variety of coordination mechanisms and platforms including working groups and HCTs.¹⁷¹ Information/data sharing, notably in relation to the DTM, constituted a significant part of IOM's coordination activities in the field, notably a means to inform the humanitarian community and facilitate programming.¹⁷² For example, in 2018 in South Sudan, IOM coordinated with REACH in regard to flow monitoring activities and developed a Data Access and Sharing Agreement. In 2021 in Ethiopia, DG ECHO reported IOM's DTM products to be widely shared and contributing to coordination and decision-making.¹⁷³

Beyond funding, DG ECHO and IOM had regular exchanges related to coordination and information/data sharing among key stakeholders, where IOM reported on its activities, and the partners discussed challenges (such as uncooperative authorities) and opportunities for improvement.¹⁷⁴ This was acknowledged by stakeholders consulted (from both DG ECHO and IOM) which highlighted DG ECHO's role in for example:

- bringing humanitarian actors together and facilitating IOM's access to discussion forums with other DG ECHO partners

¹⁶⁷ ICF. 2023. KIIs IOM staff (highlighted by 1), DG ECHO staff (highlighted by 1).

¹⁶⁸ DG ECHO-IOM High Level Dialogue 2019, 2020, 2021; DG ECHO-IOM Directors meeting 2021.

¹⁶⁹ DG ECHO-IOM-UNHCR Minutes technical exchange ECHO-IOM-UNHCR (Follow-up High-level Dialogue) – exchange on data 2021.

¹⁷⁰ DG ECHO. 2023. Trends regarding DG ECHO's funding to IOM 2018-2022

¹⁷¹ ICF. 2023. Project mapping (26 actions); ICF. 2023. Online survey of DG ECHO and IOM staff.

¹⁷² ICF. 2023. Online survey of DG ECHO and IOM staff. Respondents who considered that the partnership contributed to a great or moderate extent to coordination and data sharing activities often mentioned the DTM (as well as other tools and data sharing activities) as an illustrative example.

¹⁷³ ICF. 2023. Ethiopia Case study.

¹⁷⁴ ICF. 2023. Project mapping (26 actions)

- mitigating identified lack of communication or tensions between IOM and other UN Agencies.¹⁷⁵

IOM's coordination role was regularly recognised by consulted DG ECHO staff and over the evaluation period by DG ECHO-field at the various stages of project monitoring.¹⁷⁶ However, some stakeholders did not explicitly link it to the partnership,¹⁷⁷ while a few stakeholders indicated difficulties in establishing the link.¹⁷⁸ For example, without questioning IOM's role in the Clusters and coordination mechanisms, consulted stakeholders expressed doubts as to the partnership's contribution to this. Nevertheless, the staff consulted as part of the case study of the partnership's functioning in Ethiopia provided positive examples in this regard, attesting notably to DG ECHO's support to IOM's cluster coordination activities.¹⁷⁹

The consultations also highlighted that, in some cases, competition (for funding¹⁸⁰ or leadership¹⁸¹) between DG ECHO partners¹⁸², notably between IOM and the UNHCR, in the area of coordination and information sharing, hindered the impact of the partnership on improving coordination and shared information/data with other key stakeholders.¹⁸³

During the evaluation period, DG ECHO and IOM were committed to the HDPN approach, however the collected evidence does not allow to substantiate the contribution of the DG ECHO-IOM partnership in strengthening this approach (JC 3.6).



HDPN was a consistent point of discussion in HLD (and in other fora) between DG ECHO and IOM over the evaluation period, mainly in relation to issues regarding IDPs,¹⁸⁴ with both partners consistently expressing their commitment to promote a HDPN approach in their strategic dialogues. The extent to which these commitments translated into concrete steps towards the HDPN approach at the strategic level is however unclear, with some of the consulted stakeholders within DG ECHO and IOM stating that, while the HDPN approach was regularly and increasingly addressed in the dialogue between the partners, it did not necessarily lead to concrete actions in the field.¹⁸⁵



At operational level, a few consulted stakeholders considered that DG ECHO's funding helped IOM to engage in HPDN-related activities (such as coordination with HDPN actors),¹⁸⁶ however most stated not having witnessed concrete HPDN work or impact of the partnership on the partner's HDPN efforts.¹⁸⁷ The project mapping also shows that HDPN and its operationalisation were seldom mentioned or reported on for the reviewed actions,¹⁸⁸ with only a few actions reporting efforts towards the HDPN approach. The context in which IOM funded actions were conducted constituted a determining factor in the possibility to adopt a HDPN approach.¹⁸⁹ Country-specific factors such as the severity of the humanitarian situation or political constraints were mentioned as barriers to HDPN considerations, while, although in fewer instances, other contexts were reported to offer stronger

¹⁷⁵ ICF. 2023. KIIs (DG ECHO Field staff: 2; IOM Field staff: 1); ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 4 out of 32; IOM: 1 out of 18)

¹⁷⁶ ICF. 2023. Project mapping (26 action). Out of the 26 reviewed funded actions, DG ECHO only expressed dissatisfaction with IOM's coordination activities for two actions - one in Bangladesh in 2018 and one in Djibouti in 2020.

¹⁷⁷ ICF. 2023. KIIs (DG ECHO HQ staff: 1; DG ECHO Field staff: 3); Online survey of DG ECHO and IOM staff.

¹⁷⁸ ICF. 2023. KIIs (DG ECHO Field staff: 1; IOM Field staff: 3); ICF. 2023. Online survey of DG ECHO and IOM staff.

¹⁷⁹ ICF. 2023. Ethiopia Case study.

¹⁸⁰ ICF. 2023. KIIs (ECHO Field staff: 1; IOM Field staff: 1)

¹⁸¹ ICF. 2023. KIIs (ECHO Field staff: 1; IOM Field staff: 3); ICF. 2023. Online survey of DG ECHO and IOM staff.

¹⁸² ICF. 2023. KIIs (ECHO Field staff: 3; IOM HQ staff: 1); ICF. 2023. Online survey of DG ECHO and IOM staff. (DG ECHO: 4 out of 31)

¹⁸³ ICF. 2023. KIIs (ECHO Field staff: 3; ECHO HQ staff: 2; IOM Field staff: 3); ICF. 2023. Online survey of DG ECHO and IOM staff.

¹⁸⁴ ICF. 2023. Analysis of DG ECHO-IOM High-level dialogue minutes 2019, 2020, 2021, 2023

¹⁸⁵ ICF. 2023. KIIs (DG ECHO Field staff: 2; DG ECHO HQ staff: 1; IOM Field staff: 3)

¹⁸⁶ ICF. 2023. KIIs (DG ECHO Field staff: 2; IOM Field staff: 1)

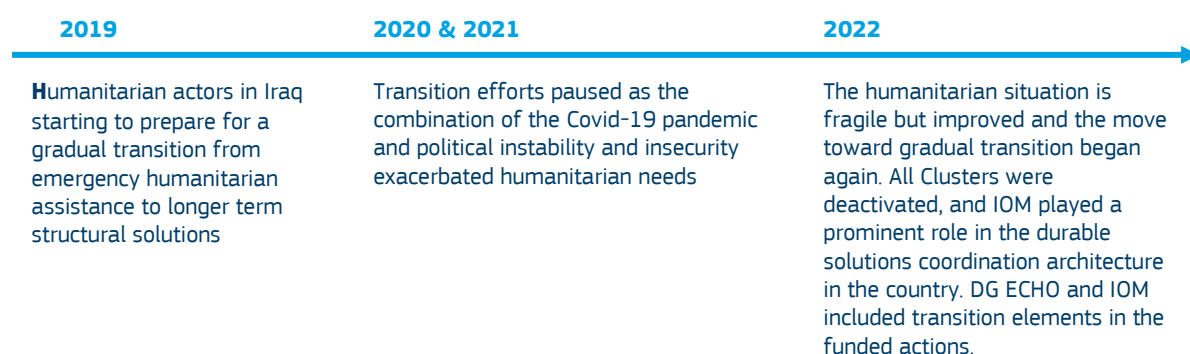
¹⁸⁷ ICF. 2023. KIIs (DG ECHO Field staff: 4; DG ECHO HQ staff: 4; IOM Field staff: 6; IOM HQ staff: 1); ICF 2023. Online survey of DG ECHO and IOM staff

¹⁸⁸ ICF. 2023. Project mapping (26 actions)

¹⁸⁹ ICF. 2023. Project mapping (26 actions); ICF. 2023. KIIs (DG ECHO HQ staff: 2; DG ECHO Field staff: 2; IOM Field staff: 3); ICF 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 2 out of; IOM: 2 out of);

perspectives for the implementation of a HDPN approach. The Iraq Case Study constitutes an illustrative example of this (Figure 22).¹⁹⁰

Figure 22. Context as a determining factor in the HDPN approach – Iraq Case Study¹⁹¹



Source: ICF elaboration

Furthermore, DG ECHO, as a humanitarian donor, directed its funding at humanitarian actions limiting the impact of the partnership on HDPN.¹⁹² This was acknowledged by both DG ECHO and IOM stakeholders (mainly IOM field staff) consulted, which identified the division between the humanitarian and development sectors, within both the UN and the EU systems, and DG ECHO's mandate as a humanitarian organisation as obstacles to the HDPN approach.¹⁹³

Overall, DG ECHO and IOM were very much aligned in the delivery of assistance complying with humanitarian principles but the contribution of the partnership to each partner's approach was limited JC 3.7). Evidence highlights an overall commitment, by both organisations, to uphold humanitarian principles. The majority of staff consulted, both from DG ECHO and IOM, expressed that the partnership has positively contributed to the delivery of assistance in line with humanitarian principles.¹⁹⁴

Over the evaluation period, consulted DG ECHO staff were satisfied overall with the approach IOM has adopted when it comes to humanitarian principles,¹⁹⁵ highlighting the high humanitarian standards upheld in the actions funded by DG ECHO.

Upholding humanitarian principles was a critical factor in funding decisions,¹⁹⁶ and **DG ECHO's commitment has contributed to improving the way IOM, as an organisation, committed to providing humanitarian assistance and operating on the ground.**¹⁹⁷ Consulted IOM staff indicated that the organisation has benefitted from the high standards that DG ECHO required from its partners as they prompted internal developments at IOM.¹⁹⁸ Examples of such developments include a more robust use of specific humanitarian terms typically required by DG ECHO when developing proposals, and finding

¹⁹⁰ ICF. 2023. Iraq Case study

¹⁹¹ ICF. 2023. Iraq Case study

¹⁹² IOM. 2022. Evaluation of IOM's Institutional Approach to the Implementation of the Humanitarian Development Peace Nexus

¹⁹³ ICF. 2023. KIIs (DG ECHO Field staff: 2, IOM Field staff: 5); ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 1 out of 17; IOM: 1 out of 9); ICF. 2023. Online survey of DG ECHO and IOM staff (DG ECHO: 1 out of 8; IOM: 2 out of 17)

¹⁹⁴ ICF. 2023. KIIs (DG ECHO HQ: 2, DG ECHO Field staff: 3, IOM Field staff: 4). Online survey of DG ECHO and IOM staff (65 out of 100 responses).

¹⁹⁵ ICF. 2023. KIIs (DG ECHO HQ: 5, DG ECHO Field staff: 8).

¹⁹⁶ ICF. 2023. KIIs (DG ECHO HQ: 5, DG ECHO Field staff: 8)

¹⁹⁷ ICF. 2023. KIIs (IOM HQ: 1, IOM Field staff: 7); ICF. 2023. Online survey of DG ECHO and IOM staff (61 out of 100 responses).

¹⁹⁸ ICF. 2023. KIIs (IOM Regional staff: 2, IOM Field staff: 3).

new ways through which IOM demonstrate the adoption of its strong protection angle and its people-centred approach.¹⁹⁹



At operational level, the project mapping shows that IOM aimed to design and implement its actions in line with humanitarian principles. 22 of the 26 actions reviewed made explicit reference to the action being implemented in full compliance with the humanitarian principles,²⁰⁰ and 19 included awareness raising activities and/or advocacy promoting the humanitarian principles. Evidence shows that dialogue (in the context of field missions) between the partners helped identifying risks and explore solutions to mitigate challenges faced by IOM (or its implementing partners) in specific contexts, such as Ethiopia and Iraq.^{201 202} Instances of joint advocacy also contributed to addressing challenges and ensuring the continuity of humanitarian assistance by safeguarding adherence to humanitarian principles.²⁰³ Finally, monitoring missions and field visits jointly conducted by DG ECHO and IOM provided an opportunity to ensure that implementing partners provided humanitarian assistance in line with humanitarian principles.²⁰⁴

Evidence collected highlighted that the partnership can, to some extent, continue to support IOM in addressing the following key challenges when delivering humanitarian assistance:

- Perceptions of humanitarian actors: while IOM is a neutral and apolitical organisation,²⁰⁵ the required cooperation with national governments, especially when adopting long-term approach solutions, can lead to misperceptions.²⁰⁶
- Advocacy towards governments and other entities: IOM activities that require cooperation with governments and other entities may benefit from strong advocacy to negotiate effective solutions while making clear that compliance with humanitarian principles is mandatory.²⁰⁷
- As IOM cooperates with government on long-term and durable solutions, there are some disagreements between the partners on adherence to humanitarian principles. Both case studies provide illustrative examples of such disagreements: in Iraq, the function of camps where displaced persons were detained after being brought back from Syria,²⁰⁸ in Ethiopia, pressure from the national authorities to influence displacement figures prevented IOM from publishing data for certain locations.²⁰⁹

3.2.3 EQ 4. To what extent has the Strategic Partnership approach deepened, improved or hindered the overall cooperation between DG ECHO and IOM? I) In the spirit of this comprehensive approach, how could the partnership be further strengthened? (EQ 4.1)

Judgement criteria	Strength of evidence	Key findings
JC4.1 The DG ECHO-IOM Strategic Partnership approach positively influenced the overall cooperation at	Strong	<ul style="list-style-type: none"> • The Strategic Partnership approach positively influenced cooperation at HQ/Brussels, particularly through the establishment of the Strategic

¹⁹⁹ ICF. 2023. KIIs (DG ECHO Field staff: 2, IOM Field staff: 1).

²⁰⁰ ICF. 2023. Project mapping (26 actions). 22 out of 26.

²⁰¹ ICF. 2023. KIIs (DG ECHO Field staff: 2, IOM Field staff: 2).

²⁰² ICF. 2023. Project mapping (26 actions).

²⁰³ ICF. 2023. KIIs (DG ECHO Regional staff: 1, DG ECHO Field staff: 2, IOM Field staff: 2).

²⁰⁴ ICF. 2023. KIIs (DG ECHO Field staff: 3, IOM Field staff: 2).

²⁰⁵ ICF. 2023. KIIs (DG ECHO HQ: 1).

²⁰⁶ ICF. 2023. KIIs (DG ECHO Field staff: 2).

²⁰⁷ ICF. 2023. KIIs (IOM Field staff: 2).

²⁰⁸ ICF. 2023. Iraq Case study.

²⁰⁹ ICF. 2023. Ethiopia Case study.

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

all levels of both organisations (e.g. information sharing and communication at different levels, etc.)		<p>Partnership Unit (D1) and the role of an IOM contact point for relations with DG ECHO.</p> <ul style="list-style-type: none"> Although the HLDs and Directors Meetings provided opportunities to discuss issues of common interest to the partners at strategic level, there were divergent views as to whether the HLDs positively impacted the DG ECHO-IOM cooperation. The Strategic Partnership approach had a rather limited impact on DG ECHO-IOM cooperation at field level (regional and country level) which was determined by the quality of interactions between DG ECHO and IOM staff on the ground.
JC4.2 The EU-IOM Strategic Cooperation Framework positively influenced the DG ECHO-IOM partnership	Medium	<ul style="list-style-type: none"> There is limited evidence of the impact of the SCF on the DG ECHO-IOM partnership. A majority of stakeholders consulted (at different levels) did not know, whether the EU-IOM SCF positively influenced the DG ECHO-IOM partnership. Those who were able to provide insights on this aspect were divided as to the extent to which the EU-IOM SCF positively impacted the partnership. Some examples of positive impacts of the SFC on DG ECHO-IOM cooperation – primarily at strategic level – were also identified e.g., better understanding of what other EU Services work on together with IOM which allowed to identify synergies in their cooperation and ensured a more coherence response across EU Services.
JC4.3 There is room to further improve and strengthen the DG ECHO-IOM partnership (at strategic and operational level)	Medium	<ul style="list-style-type: none"> In spite of the overall good cooperation between DG ECHO and IOM at different levels, there is still room to further improve and strengthen the DG ECHO-IOM partnership at different levels. At HQ level some of the identified ways to reinforce the partnership by DG ECHO and IOM staff include organising more regular technical exchanges (e.g., on specific policy/thematic aspects); enhancing the links across different levels of cooperation (HQ-regional-country); and better defining and communicating the objectives of the partnership. At operational level, some ways to further strengthen the partnership as identified by DG ECHO and IOM staff include further enhancing operational dialogue and making the partnership more strategic (in certain countries); introducing improvements related to the submission of proposals and reporting; and pursuing more opportunities for joint advocacy.

The DG ECHO-IOM Strategic Partnership approach positively influenced cooperation at HQ/Brussels level but had a limited impact on cooperation at field level (both country and regional levels) (JC 4.1)

Over the evaluation period, both partners were committed to the partnership across all levels.²¹⁰ However, while most IOM staff consulted through the survey (87%) stated that their commitment to the

²¹⁰ ICF. 2023. Online survey of DG ECHO and IOM staff (90% IOM staff agree or strongly agree (n=31); 73% of DG ECHO staff agree or strongly agree (n=69))

partnership increased over time, only half of DG ECHO staff (51%) reported a higher commitment to the partnership over the evaluation period. **The reinforcement of the Strategic Partnership approach** over the years (i.e., establishment of DG ECHO Unit D1, organisation of HLDs and related technical follow-up exchanges, and organisation of Directors Meetings twice a year) reflects – at least to some extent – the partners' commitment to enhancing their cooperation (see also EQ 2).

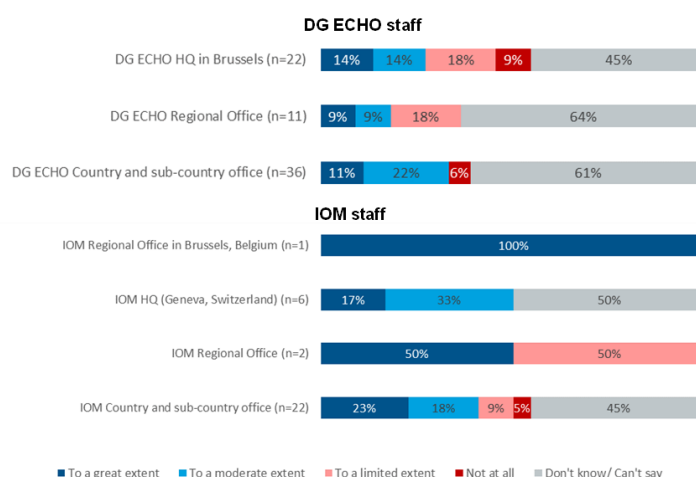


DG ECHO and IOM staff consulted generally agreed that the Strategic Partnership approach strengthened cooperation between the partners at HQ/Brussels level,

particularly through the establishment of the Strategic Partnership Unit (D1) and the role of an IOM contact point for relations with DG ECHO.²¹¹ One of the main impacts of the Strategic Partnership approach was the facilitation of information sharing among the partners.²¹² DG ECHO and IOM staff consulted reported that having fixed focal points at IOM and DG ECHO to discuss aspects related to their cooperation facilitated their exchanges on e.g., recent policy developments, upcoming events, DG ECHO's requirements (e.g., for reporting, visibility etc.), and challenges in cooperation (e.g., DG ECHO's concerns around the quality/timeliness of IOM's reporting). The Strategic Partnership approach also facilitated exchanges between the partners on specific policy/thematic areas (e.g., coordination and information management, Mental Health and Psychosocial Support (MHPSS), anticipatory action and emergency preparedness, disaster and climate related displacement, mixed migration, localisation, the Nexus, greening of humanitarian aid, etc.) and contributed to enhancing mutual understanding and awareness of each other's policies and strategic priorities.²¹³

The HLDs provided opportunities to discuss issues of common interest to DG ECHO and IOM at the strategic level and to identify action points for follow-up discussions at the technical level (see also EQ 2).²¹⁴ Nonetheless, only a minority of DG ECHO staff at HQ level (28%) and half of IOM HQ staff (50%) consulted through the survey considered that the HLDs positively impacted cooperation between the partners. A high percentage of the respondents did not know whether the HLD had a positive impact on DG ECHO-IOM cooperation (see Figure 23).

Figure 23. To what extent has the annual High-level dialogue between DG ECHO and IOM positively impacted cooperation between the partners?



Source: ICF elaboration (2023) based on results of Survey to DG ECHO and IOM staff (DG ECHO, N=69, IOM, N= 31).

²¹¹ ICF. 2023. KIIs (DG ECHO HQ staff: 5, IOM HQ staff: 3).

²¹² ICF. 2023. KIIs (DG ECHO HQ staff: 4, IOM HQ staff: 3).

²¹³ ICF. 2023. KIIs (DG ECHO HQ staff: 3, IOM HQ staff: 2).

²¹⁴ ICF. 2023. KIIs (DG ECHO HQ staff: 2, IOM HQ: 1).

Some stakeholders consulted²¹⁵ stated that the fact that the HLDs meetings are designed to be very “high-level in nature” i.e., attended by DG ECHO Deputy Director General and the IOM Deputy Director General for Operations, did not allow for “real discussions” but rather very general discussions and more political exchanges that sometimes did not address key operational issues. It should be noted nonetheless, that the HLDs were regularly followed up by technical-level exchanges that allowed for discussion of relevant policy and more technical aspects in further detail (see also JC 2.1).



The Strategic Partnership approach had a rather limited impact on DG ECHO-IOM cooperation at field level (regional and country level).²¹⁶

Most DG ECHO and IOM field staff consulted reported having received the minutes of strategic meetings organised at Brussels level (i.e., HLDs, Directors Meetings).²¹⁷ Nonetheless, data collected also pointed to some differences in the level of awareness across DG ECHO and IOM field staff depending on their role, e.g., Heads of Office/ Chiefs of Mission were normally aware of the outcomes of HLD and Directors meetings while more technical staff were less aware overall. Some IOM field staff consulted explained that while information on strategic discussions was normally received by the Chief of Mission, this was only passed on to other field staff where relevant for their work.²¹⁸

In spite of the above, **most DG ECHO and IOM field staff considered that the Strategic Partnership approach and exchanges in that context did not have a significant impact on cooperation at field level**, which was rather primarily determined by the quality of interactions between DG ECHO and IOM staff on the ground (see also JC 2.5).²¹⁹ Most DG ECHO field staff who replied to the survey did not know whether the HLD positively influenced cooperation between DG ECHO and IOM²²⁰ and only a minority of IOM field staff considered that those dialogues reinforced their cooperation (see Figure 23 above).²²¹ Most DG ECHO²²² and IOM field staff²²³ consulted through the survey also could not tell whether recent structural/operational changes within DG ECHO (e.g., establishment of D1) contributed to strengthening the partnership.

The Strategic Partnership approach was also designed to be informed by aspects related to operational cooperation and discussions between DG ECHO and IOM at field level.²²⁴ The Directors Meetings, for instance, offered a space to discuss more operational issues in countries of mutual interest thus elevating – to some extent – some field aspects to the strategic level (see also EQ 2). DG ECHO field staff were given the possibility to contribute to the agenda of the HLDs and Directors Meetings (through information provided to DG ECHO Geographical desks). Similarly, IOM field staff were also asked to contribute to the preparation of speaking points for some strategic

Examples of positive impact of Strategic Partnership approach at field level

Contributing to setting the overall framework for the DG ECHO-IOM cooperation which was then adapted to the different country realities

Informing advocacy priorities to be pursued by the partners

Better identifying common priorities

Source: ICF. 2023. KIIs.

²¹⁵ ICF. 2023. KIIs (DG ECHO HQ staff: 2, IOM Field staff: 1); ICF. 2023. Survey of DG ECHO and IOM staff (4 DG ECHO HQ staff (n=6).

²¹⁶ ICF. 2023. KIIs (DG ECHO HQ staff: 3, DG ECHO Field staff: 5, IOM HQ staff: 1, IOM Field staff: 5). ICF. 2023. Field interviews.

²¹⁷ ICF. 2023. KIIs (DG ECHO field staff: 6, IOM field staff: 6); ICF. 2023. Ethiopia Case Study; ICF. 2023. Iraq Case Study.

²¹⁸ ICF. 2023. KIIs (IOM field staff: 3).

²¹⁹ ICF. 2023. KIIs (DG ECHO Field staff: 5, IOM Field staff: 5); ICF. 2023. Ethiopia Case Study; ICF. 2023. Iraq Case Study.

²²⁰ ICF. 2013. Survey of DG ECHO and IOM staff (64% DG ECHO regional staff, n=11, 61% DG ECHO country staff, n=36).

²²¹ ICF. 2023. Survey of DG ECHO and IOM staff (50% IOM regional staff, n=2, 41% IOM country staff, n=22).

²²² ICF. 2013. Survey of DG ECHO and IOM staff (45% DG ECHO regional staff, n=11, 64% DG ECHO country staff, n=36).

²²³ ICF. 2023. Survey of DG ECHO and IOM staff (50% IOM regional staff, n=2, 77% IOM country staff, n=22).

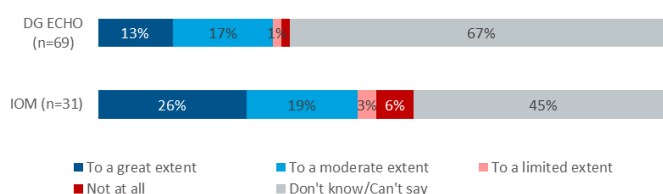
²²⁴ ICF. 2023. KIIs.

meetings where relevant.²²⁵ Nonetheless, some DG ECHO and IOM field staff consulted considered that **there is still space to better reflect field discussions and operational aspects in strategic exchanges.**²²⁶ In some stakeholders' view, to increase the added value of the Strategic Partnership approach at all levels, strategic exchanges should be more anchored in field realities (see also JC 4.3 below). Despite the limited impact of the Strategic Partnership approach on operational cooperation, a few stakeholders consulted provided some examples of positive impacts on cooperation at field level (See Figure above).

Over the evaluation period, DG ECHO and IOM also cooperated in the context of the EU-IOM Strategic Cooperation Framework (SCF) (see Section 2). Within DG ECHO, the Strategic Partnership Unit (D1) was the focal point for the EU-IOM cooperation. The establishment of D1 and the additional resources allocated to the Strategic Partnership with IOM led to a greater involvement of DG ECHO in the EU-IOM cooperation framework over the evaluation period.²²⁷ **A majority of stakeholders consulted (at different levels) did not know however, whether the EU-IOM SCF positively influenced the DG ECHO-IOM partnership.**²²⁸ Those who were able to provide insights on this aspect were divided as to the extent to which the EU-IOM SCF positively impacted the partnership (JC 4.2).

Most DG ECHO staff (67%) consulted through the survey did not know to what extent the EU-IOM SCF positively influenced the DG ECHO-IOM partnership. IOM staff who replied to the survey were slightly more positive than DG ECHO on this regard, although 45% of the respondents within this group also did not know if the EU-IOM SCF positively influenced the partnership (see Figure 24). This was also confirmed by the KIIs, as most DG ECHO and IOM staff interviewed did not know whether the EU-IOM SCF had any impact on their cooperation.²²⁹ Some stakeholders interviewed also stated that the EU-IOM SCF had a rather limited impact on the DG ECHO-IOM partnership mostly due to the fact that humanitarian aspects were only covered in SOM and related thematic exchanges to a limited extent.²³⁰

Figure 24. To what extent has EU-IOM Strategic Cooperation Framework positively influenced the DG ECHO - IOM partnership?



Source: ICF elaboration (2023) based on results of Survey to DG ECHO and IOM staff (DG ECHO, N=69, IOM, N= 31).

A few stakeholders consulted, nonetheless, highlighted some positive impacts of the EU-IOM cooperation on the DG ECHO-IOM partnership – primarily at strategic level – including for example: the identification of common policy/operational priorities across the different EU Services;²³¹ and a better understanding of what other EU services work on together with IOM which allowed to identify synergies in their cooperation (e.g. protection, the HDPN, etc.)²³² and to ensure a more coherent response across EU Services.²³³ Some stakeholders consulted highlighted, in particular, the positive impact of discussions in the framework of Thematic Working Groups.²³⁴ The participation of field staff (e.g., staff at EU

²²⁵ ICF. 2023. KIIs.

²²⁶ ICF. 2023. KIIs (DG ECHO HQ staff: 2, IOM HQ staff: 1, IOM Field staff: 1). ICF. 2023. Field interviews; ICF. 2023. Survey of DG ECHO and IOM staff.

²²⁷ ICF. 2023. KIIs.

²²⁸ ICF. 2023. KIIs; ICF. 2023. Survey of DG ECHO and IOM staff (DG ECHO, N=69, IOM, N= 31).

²²⁹ ICF. 2023. KIIs (DG ECHO HQ staff: 2, DG ECHO field staff: 7, IOM field staff: 4)

²³⁰ ICF. 2023. KIIs (DG ECHO HQ staff: 2, DG ECHO Field staff: 3).

²³¹ ICF. 2023. KIIs (IOM HQ staff: 1, Other EU Services: 3).

²³² ICF. 2023. KIIs (DG ECHO HQ staff: 1, IOM HQ staff: 1, Other EU Services: 2).

²³³ ICF. 2023. KIIs (IOM HQ staff: 1, Other EU Services: 1).

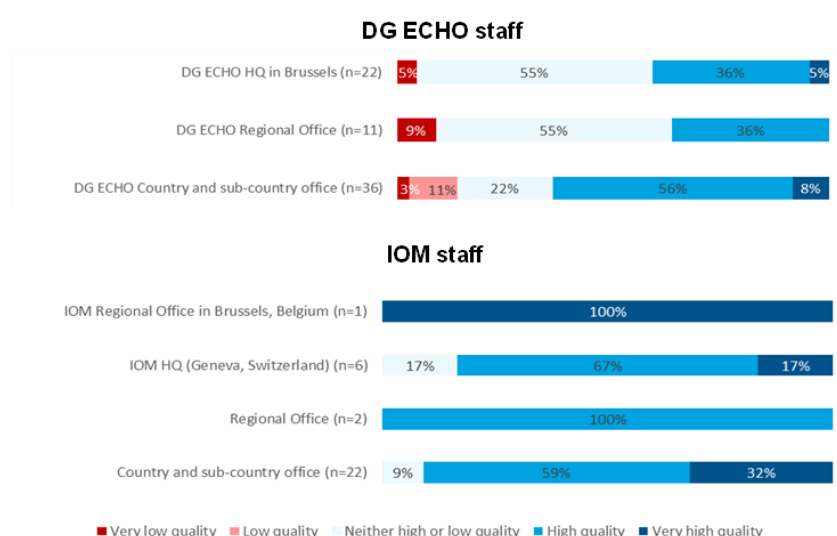
²³⁴ ICF. 2023. KIIs (IOM HQ staff: 1, Other EU Services: 2); ICF. Field interviews.

Delegations, DG ECHO field staff, IOM staff in regional and country offices) in some of the groups was reported as one of the main added values of the EU-IOM cooperation framework as it allowed for the operational perspective to be raised during strategic discussions.

In spite of the overall good cooperation between DG ECHO and IOM at different levels, evidence collected shows that there is still room to further improve and strengthen the DG ECHO-IOM partnership (JC 4.1).

IOM staff who responded to the survey were generally more positive on the overall quality of the partnership than DG ECHO staff, and different perceptions across levels were also identified. Most DG ECHO (64%) and IOM country staff (91%) consulted through the survey considered the partnership to be of high/very high quality. On the other hand, while most IOM HQ staff (including staff at the Brussels Regional Office) regarded the partnership to be of high/very high quality, a minority of DG ECHO HQ staff (41%) rated the quality of the partnership as high/very high quality (see Figure 25) (see also EQ 2).


Figure 25. How do you rate the DG ECHO-IOM partnership?



Source: ICF elaboration (2023) based on results of Survey to DG ECHO and IOM staff (DG ECHO, N=69, IOM, N= 31).

Most DG ECHO and IOM staff consulted considered that there is still room to further strengthen the partnership (both at global and field level). Table 4 below presents some of DG ECHO and IOM staff's suggestions on how to further reinforce their cooperation.

Table 4. Examples of ways in which the partnership could be further strengthened

 At HQ/global level
<ul style="list-style-type: none"> Organising more regular technical exchanges (e.g., on specific policy/thematic aspects) at HQ level.²³⁵ This would allow to have deeper discussions on technical issues that are of interest for both partners and to further promote mutual understanding on specific topics. Enhancing the links across different levels of cooperation (HQ-regional-country) by improving information flow from HQ to the field and from the field to HQ (see also EQ 2).

²³⁵ ICF. 2023. KIIs (DG ECHO HQ staff: 2, IOM HQ staff: 1); ICF. 2023. Survey of DG ECHO and IOM staff (2 DG ECHO HQ staff (n=15)).

- **Better trickle-down (in a more structured way) of the outcomes of high-level discussions to the field.**²³⁶ A few IOM staff and one DG ECHO staff consulted reported that the results of discussions at HQ/Brussels level could be better communicated to field staff.
- **The Strategic Partnership could be better anchored in field realities.**²³⁷ Some DG ECHO and IOM staff reported that the partnership could be reinforced by better reflecting at strategic level, operational issues and field discussions/exchanges between DG ECHO and IOM staff on the ground. This way, thematic discussions happening at field level could better inform thematic/policy discussions happening at global level (e.g., on forced displacement, advocacy priorities etc.). In some stakeholders' view, better elevating "voices from the field" to the strategic level would allow for the identification of trends in cooperation with IOM as well as common priorities and any challenges that are common to several countries. In this context, it was suggested that having discussions that are in the middle between high-level meetings and purely operational dialogue, involving stakeholders at various levels, could be a way to reinforce the partnership.
- **Better defining the objectives of the partnership and communicating those to relevant actors (at different levels).**²³⁸



At field/operational level

- **Further enhancing operational dialogue in certain countries** (e.g., through more transparent and proactive information sharing, more regular exchanges, etc.)²³⁹ and **organising more joint field missions.**²⁴⁰
- **Introducing improvements related to the submission of proposals and reporting:**
 - Some IOM staff consulted suggested that **the partnership could benefit from less administrative burden/more simplified procedures** in the context of the submission of proposals, modifications requests and reporting.²⁴¹ These requirements are however independent from the DG ECHO-IOM partnership, as they apply equally to all DG ECHO partners.
 - DG ECHO staff consulted, on the other hand, suggested that the **improvement of the quality and timeliness of IOM reporting** would further reinforce the partnership.²⁴² In several cases, DG ECHO staff reported concerns around the quality of IOM reports and/or issues with the timely submission of reports.
- **Making the partnership more strategic at field level in some countries** (e.g., having more strategic discussions not related to the funded actions) (see also EQ 2).²⁴³ This would allow to reinforce the partnership at country level by e.g., identifying common strategic

²³⁶ ICF. 2023. KIIs (IOM HQ staff: 1, IOM Field staff: 3); ICF. 2023. Survey of DG ECHO and IOM staff (1 DG ECHO HQ staff (n=15), 1 IOM HQ staff (n=4), 2 IOM country staff (n=20)); ICF. 2023. Ethiopia Case Study; ICF. 2023. Iraq Case Study.

²³⁷ ICF. 2023. KIIs (DG ECHO HQ staff: 2, IOM HQ staff: 1, IOM Field staff: 1); ICF. 2023. Survey of DG ECHO and IOM staff (1 DG ECHO HQ staff (n=15), 1 DG ECHO Regional staff (n=9); ICF. 2023. Ethiopia Case Study; ICF. 2023. Iraq Case Study.

²³⁸ ICF. 2023. KIIs (IOM Field staff: 1); ICF. 2023. Survey of DG ECHO and IOM staff (2 DG ECHO HQ staff (n=15), DG 1 ECHO Regional staff (n=9)).

²³⁹ ICF. 2023. Survey of DG ECHO and IOM staff (7 DG ECHO Country staff (n=30), 2 DG ECHO HQ staff (n=15), 2 IOM Country staff (n=18)).

²⁴⁰ ICF. 2023. Survey of DG ECHO and IOM staff (2 DG ECHO Country staff (n=30), 3 IOM Country staff (n=18)).

²⁴¹ ICF. 2023. KIIs; ICF. 2023. Survey of DG ECHO and IOM staff (3 IOM Country staff (n=18)); ICF. 2023. Ethiopia Case Study.

²⁴² ICF. 2023. KIIs; ICF. 2023. Survey of DG ECHO and IOM staff (3 DG ECHO HQ staff (n=15), 1 DG ECHO Regional staff (n=9); ICF. 2023. Ethiopia Case Study.

²⁴³ ICF. 2023. Survey of DG ECHO and IOM staff (2 DG ECHO Country staff (n=30), 2 IOM Country staff (n=18)); ICF. 2023. Ethiopia Case Study.

- priorities and ways to achieve them, innovative ways to cooperate, common advocacy priorities, etc.
- **Pursuing more opportunities for joint advocacy at field level (in some countries).**²⁴⁴
Some IOM and DG ECHO staff consulted reported that joint advocacy actions were not always pursued where possible at field level.²⁴⁵

3.3 Efficiency

3.3.1 EQ 5. To what extent did the DG ECHO-IOM partnership succeed in: (i) maximising efficiencies and decreasing management and related costs, including administrative burden? (EQ 5.1), and ii) improving cost-effectiveness in their response? (EQ 5.2) and iii) Supporting timely and relevant response delivery? (EQ 5.3)

Judgement criteria	Strength of evidence	Key findings
JC 5.1 Opportunities for efficiency gains were adequately identified and maximised at global and country level	Strong	<ul style="list-style-type: none"> • Opportunities for efficiency gains were evident in the regular bi-lateral discussions at the HLD meetings, supported by the six week follow up as well as the regional level technical meetings and Operational meetings with the D1 Strategic Partnership Unit. • Communication between the partners was good; there was alignment in discussion points and commitment to shared understanding of efficiency and collaboration and a desire to maximise efficiency.
JC 5.2 The partnership succeeded in decreasing management-related costs (including administrative burden)	Weak	<ul style="list-style-type: none"> • There is little concrete evidence to show that the partnership directly succeeded in decreasing management-related costs (including administrative burden). The complexity of the Single Form was cited as challenging and additional training in the specificity of the form could be beneficial. • Indirect benefits from longer-term (multi-annual) funding could be beneficial. • The majority of DG ECHO and IOM staff consulted, indicated that the partnership did not contribute to decreasing management related costs, including administrative burden.
JC 5.3 The partnership contributed to improving the cost-effectiveness, timeliness and relevance of the partners' humanitarian responses	Medium	<ul style="list-style-type: none"> • Synergy between the partners, flexibility of the partnership, good communication and information exchange between DG ECHO and IOM was directly cited as increasing the timeliness and relevance of the response. • Projects that are assessed as higher cost-effectiveness tend to have much greater downward

²⁴⁴ Survey of DG ECHO and IOM staff (1 DG ECHO Country staff (n=30), 1 IOM Country staff (n=18)); ICF. 2023. Ethiopia Case Study.

²⁴⁵ Survey of DG ECHO and IOM staff (13% IOM staff (n=31) and 16% DG ECHO staff (n=69) disagree/strongly disagree with the statement that joint advocacy actions were pursued where possible at field level).

adjustments from initial to final budget on average and show good alignment on strategic priorities, needs and good operational implementation.



Opportunities for efficiency gains through the partnership were **adequately identified and maximised at global and country level (JC 5.1)**. This included bilateral discussions at the HLD²⁴⁶ meetings, at regional level technical meetings focused on, for example, DTM coordination, and, to a lesser extent at the annual Senior Officials Meeting focused on wider EU priorities, policy and strategic issues. The high-level meetings showcase a substantive atmosphere of shared collaboration²⁴⁷ and discussions included:

- flexible funding,
- having more, regular strategic dialogue to ensure follow up,²⁴⁸
- strengthening Partnerships in the field and promoting an integrated approach,²⁴⁹
- alignment between the cash policies of DG ECHO and IOM,²⁵⁰
- importance of synergising efforts and partnerships on migration and displacement data,²⁵¹
- better interoperability of the DTM to strengthen consistency between partners on improving the DTM role in assessing vulnerabilities (e.g. stability index) and ensuring information and analysis is of use to support decision-making,²⁵²
- enabling programmatic partnerships under agreement of the new Multiannual Financial Framework (MFF),²⁵³ increased communication and coordination efforts among other UN agencies,²⁵⁴ and
- approaches to DP that put greater focus on anticipatory action.²⁵⁵

Ensuring a strong collective response in partnership with the EU (reducing duplication and a possible opportunity to increase efficiency) was also noted in both minutes from the Standing Committee on Programmes and Finance (SCPF), a sub sector of the IOM Council, as well as in EU-IOM Coordinated

²⁴⁶ ICF 2023. KII (DG ECHO HQ staff 3, IOM Regional staff 2, IOM Field staff 1)

²⁴⁷ Meeting Minutes. High-Level Dialogue DG ECHO – IOM Strategic Dialogue, 21 May 2019

²⁴⁸ Meeting Minutes. HLD 2019. HLDs have follow up meetings every four to six weeks to support discussion and action as needed; both in relation to current discussion points and over the coming year. ICF 2023. KII (DG ECHO HQ staff 2, IOM Regional staff 2, IOM Field staff 1)

²⁴⁹ Meeting Minutes. EU-IOM Strategic Cooperations. Ninth Senior Officials Meeting. 7 October 2022.

²⁵⁰ Close alignment between the cash policies of DG ECHO and IOM, highlighting the 2022-2026 strategy to build on IOM institutional capacity (HLD 2023)

²⁵¹ including Trilateral dialogue with other UN agencies as well as possible DG ECHO participation on IOM-BE workshop on risks and vulnerabilities (HLD 2021). SOM EU-IOM Strategic Cooperations. Fifth Senior Officials Meeting. 4 April 2018; EU-IOM Strategic Cooperations. Sixth Senior Officials Meeting. 4 June 2019; EU-IOM Strategic Cooperations. Seventh Senior Officials Meeting. 13 October 2020; EU-IOM Strategic Cooperations. Seventh Senior Officials Meeting. 12 October 2021.

²⁵² Evidence from the field data suggests that strengthening analysis of DTM data may result indirectly in gains toward greater efficiency and cost effectiveness through reducing duplication and increasing the timeliness of a response. For example, strengthened coordination between agencies and greater use of analysis for the DTM could increase a harmonised approach, would reduce expenditure by multiple agencies on same data collection and may result in clearer understanding within the partnership of needs and vulnerability analysis, as well as related funding requests and modifications. The importance of increasing interoperability, harmonisation, and consistency of the DTM between partners was also noted in minutes from HLD meetings. (ICF 2023. KII (DG ECHO staff 3, Regional Staff 2; Country staff 4, IOM HQ staff 2, Regional staff 3, Country staff 4; Meeting Minutes. DG ECHO-IOM High-level Dialogue – 16 December 2021.)

²⁵³ Meeting Minutes. DG ECHO-IOM High-level Dialogue 16 November 2020.

²⁵⁴ Meeting Minutes. DG ECHO-IOM High-level Dialogue – 16 December 2021

²⁵⁵ Meeting Minutes. DG ECHO-IOM High-level Dialogue 16 November 2020; 16 December 2021, 7 March 2023 (but in scope for 2022 period of study).

Statements.^{256 257} **The discussions at global level (SOM and HLD) alongside bilateral meetings provide evidence that partners had a shared understanding of efficiency** requirements and a desire to maximise efficiency. The flexibility of the partnership, synergy between the partners, and the extent to which dialogue and information exchange between DG ECHO and IOM facilitated the identification of potential inefficiencies/opportunities for efficiency gains was repeatedly mentioned throughout the interviews with both IOM and DG ECHO staff at all levels.²⁵⁸ Indeed, when asked if dialogue and information exchange between DG ECHO and IOM facilitated the identification of potential inefficiencies and opportunities for efficiency gains, 45% of DG ECHO staff²⁵⁹ and 58% of IOM staff²⁶⁰ said they strongly agree or agree with this statement.



Operational dialogues at the level of the IOM emergency director and DG ECHO geographic directors in discussion with the D1 Strategic Partnership Unit supported cooperation.²⁶¹ In addition, the input of DG ECHO for the statements that the EU delivers for the governing body of IOM also showcased collaboration between the partners.²⁶² Of the 26 actions under review, 19 undertook a joint needs assessment or joint reporting²⁶³ and collaboration with other organisations was encouraged by DG ECHO and discussed in the High-Level Meetings. Joint needs assessment and reporting are opportunities for efficiency gains by ensuring partners have a shared understanding of efficiency requirements and a commitment to strengthening the partnership. Dialogue and information exchanges between DG ECHO and IOM facilitated the identification of potential inefficiencies. However, data provided through interviews and the online survey highlights that the operational dialogue could be **strengthened at the country and field level**. Findings from the online survey and KIIs cite that exchanges at regional level are not happening with enough frequency²⁶⁴ and that dialogue can be stratified between levels.²⁶⁵ Partnership dialogue, for example HLD, and operational and technical meetings, provide a good basis for operational exchanges and increasing dialogue has the possibility for efficiency gains if this results in collaboration and discussion that supports action.

In terms of the extent to which the partnership contributed to **maximising efficiency gains** at operational and/or programmatic level this was cited as positive by both DG ECHO (45%)²⁶⁶ and IOM staff (64%).²⁶⁷ Generally, benefits relate to the **flexibility of the partnership**²⁶⁸, **funding predictability**

²⁵⁶ 2019 IOM Council EU Coordinated Statement, 110th Session of the IOM Council (26 Nov – 29 Nov 2019). Item 11 – Panel discussions: Building peace and creating conditions for development.

²⁵⁷ Standing Committee on Programmes and Finance European Union Statement. IOM 31st SCPF (1–2 November 2022).

²⁵⁸ ICF 2023. KII (DG ECHO HQ staff 3, Regional staff 2, Country staff 4, IOM HQ staff 2, Regional staff 4, Country staff 4). This included the openness of dialogue between the partners and the role this played in facilitating the identification of potential inefficiency, the flexibility of DG ECHO when responding to IOM and communication between partners.²⁵⁸

²⁵⁹ ICF 2023. Online Survey. DGECHO (N=69); 3% strongly agree, 42% agree, 6% disagree, 7% strongly disagree and 42% have no opinion

²⁶⁰ ICF 2023. Online Survey. IOM (N=31); 29% strongly agree, 29% agree, 13% disagree, 3% strongly disagree and 26% have no opinion

²⁶¹ ICF 2023. KII (DG ECHO HQ, 1)

²⁶² ICF 2023. KII (DG ECHO HQ, 1)

²⁶³ Haiti (Action 2021/000597 IOM information management and protection teams working jointly with the Haitian General Directorate for Civil Protection (DGPC) ; Bangladesh (Action 2020/00384 and Action 2021/00606) Joint Multi-Sectoral Need Assessment with the Inter-Sector Coordination Group (ISCG); Ethiopia (Action 2019/00442) Joint multi-Agency Emergency Need Assessment Report of Konso and Alle (Dec 2020); Djibouti, Ethiopia, Somalia and Kenya (Action 2022/00606) joint study with UN World Food Programme (WFP). *Life Amidst a Pandemic: Hunger, Migration and Displacement in the East and Horn of Africa*, June 2021

²⁶⁴ ICF 2023 Online survey open ended data (DG ECHO 2 (n=4)

²⁶⁵ ICF 2023 KII (IOM Country field 2/IOM Regional Office staff

²⁶⁶ ICF 2023. Online Survey. DG ECHO (N=69); 3% strongly agree, 42% agree, 6% disagree, 7% strongly disagree and 42% citing no opinion

²⁶⁷ 2023. Online Survey. IOM (N=31); 32% strongly agree, 32% agree, 19% disagree, and 16% citing no opinion

²⁶⁸ ICF 2023. KII (DG ECHO HQ staff 1, Regional staff 3, Country staff, 3; IOM HQ staff 3; Regional staff 5; Country staff 4)

(cited by 68% of IOM staff),²⁶⁹ the opportunity to provide a crisis modifier,²⁷⁰ the flexibility and timely response of DG ECHO when modifications are needed (including the possibility for funding top-ups and no-cost extensions)²⁷¹ and in-country relationships (regular communication, open dialogue) between IOM and DG ECHO field staff, which can differ between countries. Further, in the Ethiopia Case Study it was cited that DG ECHO's support in terms of enhancing coordination in the IOM SNFI Cluster pipeline²⁷² (in relation to NFI and shelter) which supported the preposition of humanitarian aid materials may be seen as contributing to efficiency gains by ensuring a timely response and distribution of aid materials. This could also be seen in the Iraq Case Study whereby the possibility of pre-positioning items in camps allowed for greater contribution to the response in IDP camps than would otherwise have been the case.²⁷³ There was, however, limited evidence directly related to funding flexibility and predictability under the SCF and the FAFA.²⁷⁴

Despite the positive response to the partnership overall, there is limited evidence, however, to show that the partnership directly succeeded in decreasing management related costs, including administrative burden (JC 5.2). In evidence collected from the online survey (Q17) 38% of DG ECHO staff and 29% of IOM staff stated that they 'disagree' or 'strongly disagree' that the partnership was a contributing factor to decreasing management-related costs (including administrative burden) and for both partners, 'no opinion' was the most common response (42% for DG ECHO and 48% for IOM).²⁷⁵ This may also point to the extent to which management costs and administrative burdens are contextual and dependent on the operating costs and teams in place for a specific crisis. Specific administrative burdens were stated in relation to the complexity of the Single Form.²⁷⁶ It was suggested by IOM staff²⁷⁷ that more visible training in this area, for example, through biannual or annual training courses would help increase efficiency by increasing awareness of how to complete the form and by extension, the time needed to complete it. In terms of decreasing administrative burden, evidence from the KII and open ended responses to the survey cited **possible benefits from longer-term collaborations, by, for example,** reducing the administrative costs of approving annual HIPs.²⁷⁸ For instance, between 2016-2018 there was a DG ECHO ERC-funded project with IOM with a multi-year funding stream that allowed partners the opportunity to work together over a longer period and adjust priorities as needed.²⁷⁹

In comparison, collected evidence shows, that to **a good extent, the partnership contributed to improving the cost-effectiveness, timeliness, and relevance of the partners' humanitarian responses (JC.5.3).** Evidence from the online survey responses indicates positive responses when asked directly if the partnership **contributed to enhancing the relevance, timeliness and flexibility of**

²⁶⁹ ICF 2023. Online Survey. 68% of IOM staff citing this as a major (26%) or moderate (42%) benefit,

²⁷⁰ ICF 2023. KII (IOM HQ, 1) "We have a crisis modifier foreseen in the contract and we have been able to shift budgets around in coordination with DG ECHO team based on changing needs on the ground".²⁷⁰

²⁷¹ ICF 2023. KII (DG ECHO HQ staff 1, DG ECHO Country staff 1, IOM Regional Staff 2, Country staff 1)

²⁷² ICF 2023. IOM co-led the CCCM and SNFI clusters (Ethiopia Case Study)

²⁷³ As cited in the Iraq Case Study: *IOM had three primary warehouse facilities in place for emergency response: the main one in Erbil, and additional ones in Basra and Baghdad. To guarantee quick reactions to emergencies on the ground, IOM also set up four strategic storage locations in Ninewa, Anbar, and Salah al-Din.*

²⁷⁴ ICF 2023 Online Survey IOM staff (n=31) stated the FAFA contributed to decreasing management-related costs, including administrative burden, with 19% stating they disagree, 3% strongly disagree and 52% stating no opinion. This was also reflected in the response from DG ECHO (n = 69) whereby 17% said it contributed to decreasing management related costs, with 22% disagreeing, 7% strongly disagreeing and 54% stating no opinion.

²⁷⁵ ICF 2023. Online Survey. Q 17 DG ECHO (N=69) 20% agree; IOM (N=31) 3% strongly agree, 19% agree

²⁷⁶ ICF 2023. KII (IOM HQ staff, 1, Regional Staff, 1, Country Staff 3)

²⁷⁷ ICF 2023. KII (IOM Regional staff 2, Country staff 4)

²⁷⁸ ICF 2023. Online Survey. Open ended responses (DG ECHO HQ staff 1; IOM Country staff 2)

²⁷⁹ ICF 2023. KII (IOM Country staff 1)

the humanitarian response, answers to this question were generally positive with 40%²⁸⁰ of DG ECHO and 64%²⁸¹ of IOM staff saying they strongly agree or agree. The increased use of MPCT/CBI by IOM may also point, indirectly, to strategic alignment on how the partnership contributed to the relevance of the partners' humanitarian response;²⁸² the use of CBI by IOM over the evaluation period increased from 56 countries in 2020 to 119 in 2021, with a 17% increased reach to beneficiaries.²⁸³ Further, as previously discussed, the flexibility of the partnership, synergy between the partners, and open dialogue and information exchange between DG ECHO and IOM was important in facilitating the identification and enabling a more timely and relevant response.²⁸⁴ The specific mandate of DG ECHO funding in relation to development aid, however, was seen as limiting to an extent. Interviews with IOM staff highlighted that support from DG ECHO during the transfer from emergency aid to transitional, recovery and development aid would be beneficial and would increase the timeliness of the partners' humanitarian response. This could be seen in the Iraq Case Study whereby the partners made an effort towards integrative and linked transition elements in their humanitarian programming.



A focus on cost effectiveness, timeliness and relevance was evident in the mapped actions; of the in-depth review of 26 actions, 20 were marked as Medium (8) or High (12) in relation to 'cost effectiveness, efficiency and transparency' (with all 26 seen as strategically relevant).²⁸⁵

Moreover, of the 26 actions, the 19 budget modification requests were all approved as relevant or aligned with DG ECHO and IOM discussions or priorities. Of the 19 timeline modification requests there was only one rejection (as not in line with DG ECHO priorities), and of the 21 operational modification requests, again only one was rejected as not in line with DG ECHO priorities.²⁸⁶ The high approval rate arguably reflects an **alignment of understanding of needs** (for the types of budget, timeline and operational modifications likely to be approved) between both DG ECHO and IOM. As indicated by the charts below which includes all 108 actions in focus over the evaluation period, the variation between revised and final budgets was minimal.

²⁸⁰ ICF 2023 Online survey DG ECHO N=69; 7% strongly agree, 33% agree, 6% disagree, 10% strongly disagree and 43% citing no opinion

²⁸¹ ICF 2023 Online survey IOM N=31; 45% strongly agree, 19% agree, 19% disagree, 0% strongly disagree and 16% citing no opinion

²⁸² The use of cash transfers is the preferred transfer modality for DG ECHO, as it is deemed to be more efficient, dignified, flexible and a preferred option for recovery and resilience. [Cash transfers \(europa.eu\)](https://europe.europa.eu). Multi-purpose cash transfer was the key priority for the six countries that received the most funding over the evaluation period (Bangladesh, Ethiopia, Iraq, Ukraine, South Sudan and Yemen).

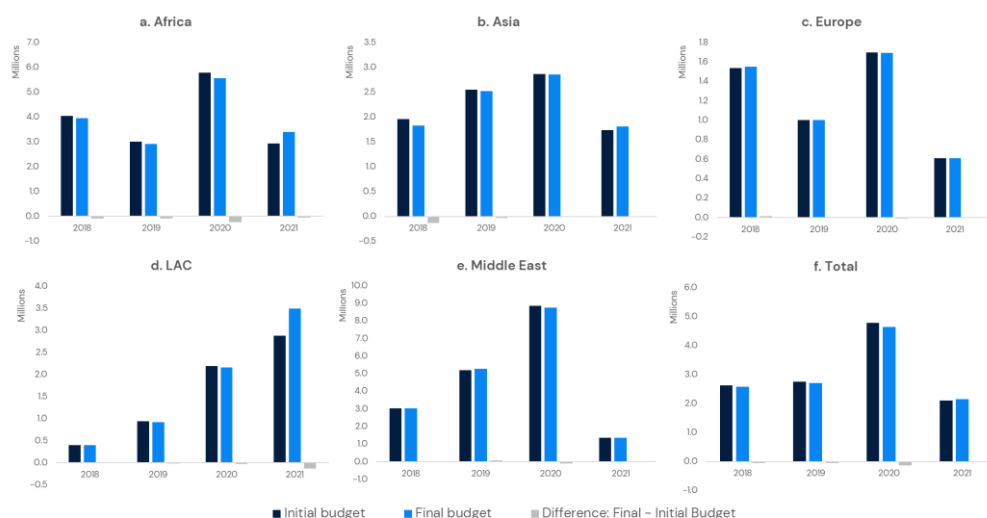
²⁸³ IOM. 2021. Annual Report. (Abridged); over the evaluation period, the share of funding to IOM for cash transfers showed a generally steady increase. In the project mapping cash was cited as a priority area for four of the 26 actions in the following countries, Yemen, Iraq and Ukraine.

²⁸⁴ ICF 2023. KIIs (DG ECHO and IOM HQ, regional and field staff: (9)

²⁸⁵ Looking at the available data for all actions (79) only 8 were marked as 'low' with 38 marked as 'High' and 33 marked as 'Medium'.

²⁸⁶ The timeline and operational modification rejection related to the same project (action ID 2018/00896) whereby the proposed WASH activities were not seen to be in line with ECHO priorities.

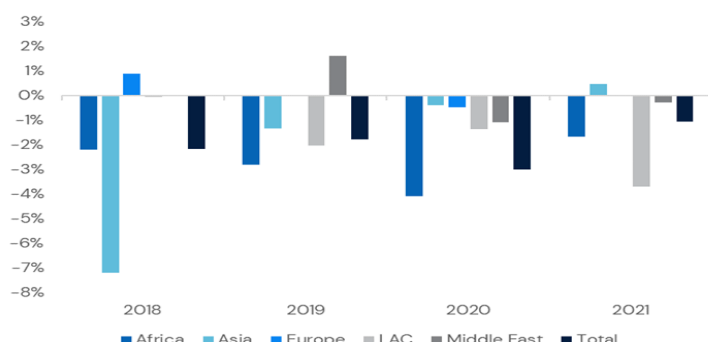
Figure 26. Total direct eligible costs of DG ECHO funded actions. Average difference between revised budgets and final budgets (absolute values), by region. 2018-2022²⁸⁷



Source: DG ECHO Project Mapping Data. ICF elaboration (2023).

Indeed, in some cases, the revised budget indicated a downward adjustment as shown in the figure below.

Figure 27. Total direct eligible costs of DG ECHO funded actions. Average difference between revised and final budgets (% of value in final budget), by region.



Source: DG ECHO Project Mapping Data. ICF Elaboration (2023).

In consideration of the graphs above, the table below showcases that projects that are assessed as higher in cost-effectiveness tend to have much greater downward adjustments from revised to final budget on average.²⁸⁸ Evidence from the project mapping shows that projects rated as 'high' show that the action is relevant, has good alignment and synergy between the partners in terms of an understanding of strategic priorities and needs, communication, and good operational performance.

²⁸⁷ Note: data for 2022 is not included as final reports were not yet available for most projects. (For all projects, 6.4% is the share of indirect costs in the total costs, both at initial and final report phase)

²⁸⁸ In some cases, this is due to savings / efficiency gains, and not only to planned activities that are not carried out because of unforeseen difficulties.

Table 5. Total direct eligible costs of DG ECHO funded actions. Average difference between revised and final and budgets (absolute values), by assessment of “Cost-effectiveness / efficiency / transparency” in HIP²⁸⁹

Cost-effectiveness / efficiency / transparency assessment	2019	2020	2021	Total (2019-2021)
High	21,532.18	-261,374.30	-13,959.10	-142,459.88
Medium	-71,603.33	-3,161.62	-27,804.43	-24,055.35
Low	N/A	-14,832.49	+17,692.06	+1,429.78

Source: DG ECHO Project Mapping Data. ICF Elaboration (2023).

The evidence collected for efficiency indicates that while the partnership contributed to adequately identifying and maximising **opportunities for efficiency gains at global and country level** and **improving the cost-effectiveness, timeliness and relevance of the partners’ humanitarian responses**, there is less direct evidence of the partnership decreasing management related costs, including administrative burden.

²⁸⁹ Note, data from 2018 is not included as this information was not available for the 2018 reporting period.

3.4 Conclusions and lessons learned

Coherence

DG ECHO and IOM were highly complementary in their humanitarian mandates. This complementarity facilitated alignment in terms of priorities, strategies, and objectives at different levels. At strategic level, there was a good degree of alignment in terms of priorities between DG ECHO and IOM although some strategic priorities diverged due to the specificities of the partners' mandates (e.g., EiE). At operational level, DG ECHO and IOM were also generally well aligned in their priorities and objectives although some differences in prioritisation were also identified in some countries.

Overall, the evaluation also points to good alignment in terms of needs assessments and vulnerability analyses, with regular strategic discussions on the DTM (as a key source of data for needs assessments) and DG ECHO consistently expressing satisfaction with IOM's efforts in this area at all levels. Nonetheless, the degree of alignment also varied according to the context in which the funded actions were implemented (e.g., depending on the level of humanitarian access).

In terms of advocacy priorities, DG ECHO and IOM were generally well aligned both at strategic and operational levels. At strategic level, some common advocacy priorities included promoting IHL, the Guiding Principles on Internal Displacement, and the Grand Bargain commitments. At operational level, DG ECHO and IOM also generally shared common advocacy priorities and DG ECHO funded some IOM advocacy efforts in some countries. Nonetheless, some stakeholders consulted reported that there is still room to reinforce joint (and coordinated) advocacy efforts at field level.

DG ECHO and IOM were also generally aligned on visibility and communication efforts, although a significant share of DG ECHO staff expressed the need for improvement from IOM in this regard.

Effectiveness

Over the evaluation period, there was structured, strategic, timely and functional dialogue and information exchange (formal and/or informal) between DG ECHO and IOM at all levels.

The partnership contributed to improved dialogue between the partners on key developments and challenges at regional and country level leading, among other things, to better designed and implemented actions. Nonetheless, the links between strategic-level and field-level dialogue could be improved. Dialogue under the partnership also contributed to mutual understanding of each other's policy and operational objectives (particularly at HQ level).

Although patterns in budget allocation to IOM were also consistent with dialogue and information exchange between partners over the evaluation period, it was not possible to establish a definitive causal link between discussions and the allocation of funds to specific regions and/or sectors. Nonetheless, the qualitative findings indicate that discussions at strategic level may have indirectly shaped trends in funding allocation.

Moreover, the high quality of dialogue and information exchange between DG ECHO and IOM at field level as well as DG ECHO's presence on the ground, also contributed to a common understanding between the partners on how to operationalise their cooperation. On the other hand, evidence collected suggests that HQ-level meetings did not have a significant impact on cooperation on the ground.

In addition to the above, evidence collected shows that the DG ECHO-IOM partnership enhanced the quality of each partner's humanitarian response and contributed to reinforcing the humanitarian response system. Over the evaluation period, there were various elements that contributed to this positive impact of the partnership.

The development and sharing of tools and approaches was one of the main benefits of the partnership. Through funding and dialogue at operational and strategic level, the partnership contributed to the

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development and implementation of the DTM and other IOM efforts to improve the (quality of) available data on mobility, vulnerabilities, and needs of displaced and mobile populations. Continuous cooperation to further develop, expand and promote DTM was seen as highly beneficial by both partners.

The partnership also strengthened the efforts linked to needs-based approaches, people centred approaches, and better coordination and information/data sharing with other stakeholders. IOM actions funded by DG ECHO were based on robust needs assessments and targeted the most vulnerable groups, particularly through DG ECHO funding to the DTM and the exchange of information, both at strategic and field level. The DG ECHO-IOM partnership also contributed to strengthening the respective needs-based and people centred approaches of each partner.

The impact of the partnership on localisation and on MPCA was rather limited and very much context-dependent. In spite of increasing efforts by the partners in strengthening their joint work on cash-based assistance (in particular in the context of the response to the humanitarian crisis in Ukraine) and on building capacity, training and involving local respondents in certain geographical areas, both partners considered that there is room for further cooperation on those aspects.

DG ECHO's financial (and advocacy) support to IOM's coordination efforts contributed to better coordination and information/data sharing with other relevant stakeholders (including through the support provided to DTM). When it comes to the partnership's contribution to the HDPN approach, even though both partners were committed to the HDPN and this was the object of regular discussions between them, evidence collected shows that exchanges in this context did not always lead to concrete actions to operationalise the Nexus. The existing political and humanitarian context in some countries as well as the division between the humanitarian and development sides of both the EU and UN systems, were reported as some of the main obstacles hampering the partnership's contribution to the HDPN.

Both DG ECHO and IOM were committed to the delivery of humanitarian assistance in full compliance with the humanitarian principles. Evidence collected shows that, over the evaluation period, the partnership contributed – at least to some extent – to ensuring principled humanitarian responses (e.g., through dialogue to identify risks to the humanitarian principles, advocacy, exchanges in the context of monitoring visits etc.).

The Strategic Partnership approach positively influenced cooperation at HQ/Brussels, particularly through the establishment of the Strategic Partnership Unit (D1) and the role of the IOM contact point for relations with DG ECHO. Even though the HLDs and Directors Meetings provided opportunities to discuss issues of common interest to the partners at strategic level, there were divergent views as to whether those positively impacted the DG ECHO-IOM cooperation. Evidence collected also shows that the Strategic Partnership approach had a rather limited impact on DG ECHO-IOM cooperation at field level which was mostly rather determined by the quality of interactions between DG ECHO and IOM staff on the ground.

Over the evaluation period, DG ECHO and IOM also cooperated in the context of the SCF. A majority of stakeholders consulted (at different levels) did not know, however, whether the EU-IOM SCF positively influenced the DG ECHO-IOM partnership. Those who were able to provide insights on this aspect were divided as to the extent to which the EU-IOM SCF positively impacted the partnership. Despite the limited impact, some examples of positive contributions of the SCF on DG ECHO-IOM cooperation – primarily at strategic level – were also identified e.g., better understanding of what other EU Services work on together with IOM which allowed to identify synergies in their cooperation and to ensure a more coherence response across EU Services.

Despite the overall good cooperation between DG ECHO and IOM at different levels, evidence collected shows that there is still room to further improve and strengthen the DG ECHO-IOM partnership at (and between) different levels. At HQ/global level, some of the identified ways to reinforce the partnership include organising more regular technical exchanges (e.g., on specific policy/thematic aspects); enhancing the links across different levels of cooperation (HQ-regional-country); and better defining and communicating the objectives of the partnership. At operational level, DG ECHO and IOM staff consulted reported that their cooperation could be further strengthened by reinforcing operational dialogue and

making the partnership more strategic in certain countries, introducing improvements related to the submission of proposals and reporting, and pursuing more opportunities for joint advocacy.

Efficiency

The evidence collected for efficiency indicates that while the partnership contributed to adequately identifying and maximising opportunities for efficiency gains at global and country level and improving the cost-effectiveness, timeliness and relevance of the partners' humanitarian responses, there is less direct evidence of the partnership decreasing management related costs, including administrative burden.

With regard to maximising efficiency gains, the regular communication between DG ECHO and IOM in relation to the HLD provided an opportunity for substantive operational dialogue that ensured alignment in discussion and priority areas, such as increased interoperability to strengthen consistency, anticipatory integrated approaches, alignment over cash policies, system-wide responses, and the importance of collective responses. Generally, the partnership supported maximising efficiency through flexibility of the partnership, funding predictability, the opportunity to provide a crisis modifier in the Single Form and the flexibility and timely response of DG ECHO when modifications are needed (including the possibility for funding top-ups and no-cost extensions).

In-country relationships that included regular communication and open dialogue between IOM and DG ECHO field staff and Joint needs collaboration and coordination also supported efficiency of response through greater coherence with other organisations including national organisations and ensuring a shared understanding of the current situation in country. The EU-wide strategic dialogue at the SOM meetings was also helpful in ensuring alignment in discussions. However, regional level exchanges were not as frequent and increasing dialogue across all staff levels from field to HQ level would enable more opportunities for follow through of actions and cooperation which can support efficiency of implementation.

Collected evidence also shows, that to a good extent, the partnership contributed to improving the cost-effectiveness, timeliness, and relevance of the partners' humanitarian responses. Of the 26 actions in focus for this evaluation there was high approval rate (actions marked as high in relation to cost effectiveness, efficiency, and transparency) and there was minimal variation between revised and final budgets. However, there is limited evidence, to show that the partnership directly succeeded in decreasing management related costs, including administrative burden; and which may point to differences between countries and the extent to which management costs and administrative burdens are reflective of the operating costs in a specific country. Opportunities to reduce administrative burden may include increasing visibility (and regularity) of training regard to completing the Single Form therefore reducing the time to complete it.

3.5 Recommendations

1. DG ECHO should engage with IOM to: 1) enhance the links across different levels of cooperation (HQ-regional-country); 2) define common objectives of the Strategic Partnership, assess their progress and communicate them across the organisations.

Despite the fact that DG ECHO and IOM field staff were generally given the possibility to contribute to the agenda of the HLDs and Directors Meetings where relevant, the evaluation concluded that there is still space to better reflect field discussions and operational aspects in strategic exchanges between the partners. Moreover, while outputs of strategic meetings were regularly shared within the two organisations (e.g. minutes from HLDs and Directors meetings), there is still room for DG ECHO to work with IOM to better trickle-down the outcomes of strategic discussions to the field and, ideally, increase the involvement of field staff in strategic discussions with operational focus. Furthermore, it was found that there is a need to better communicate, within both organisations, what the Strategic Partnership approach entails and what it aims to achieve.

In this context, DG ECHO should further:

- **Promote the active involvement of field colleagues (both in DG ECHO and IOM)** in the discussions on operational and technical aspects at HQ level. This could be done for example, through the direct participation of field staff in meetings (e.g., Directors meetings and/or technical/policy discussions) where relevant (see also recommendation 2 below). The participation of field staff in relevant discussions at HQ level could take a similar format to the one used in the context of some of the Working Groups organised under the EU-IOM cooperation framework. Some of these Working Groups (e.g., Working Group on Protection in Mixed Migration Contexts) included a session on “voices from the field” where field staff were invited to share inputs on specific thematic/operational aspects from their regional /country perspective. A greater involvement of field colleagues in this context could allow for discussions at HQ level to be better anchored on field realities and to identify common challenges/good practices in cooperation with IOM across different countries;
- **Promote the definition of short-term Strategic Partnership objectives and communicate them across all levels within both organisations.** The definition of common short-term objectives could be beneficial to:
 - Ensure clarity on the expected effects of the partnership: clearly defined short-term objectives ensure that both partners are working towards the same goals, reducing the likelihood of misalignment or misunderstandings;
 - Assess progress of the partnership: monitoring progress towards short-term objectives provides a tangible assessment of achievements, allowing both organisations to see how effective their collaboration is, what has been achieved, and what areas may need more attention or resources;
 - Foster flexibility: monitoring progress would also allow both partners to adapt their strategies and approaches (e.g. in certain regions, sectors, etc.) in response to new information or changing circumstances.

In order to keep them as close as possible to the contextual reality in which the partners collaborate, the objectives should **take the form of action points**, particularly during HLD meetings, and their definition should be followed by **regular discussions** (e.g. during each strategic meetings, bilaterally throughout the year) on the progress of both partners, and complemented by a **regular monitoring** of the action points through shared monitoring tables consistently updated on both sides.

- **Promote ways to improve information sharing with Regional, Country, and Field offices** to reduce knowledge gaps between strategic and operational levels. Information on the strategic cooperation shared with field colleagues could potentially include not only meeting minutes but also,

whenever relevant, specific action points/guidance that help translating strategic objectives and commitments at operational level.

2. DG ECHO should engage with IOM to organise more regular and structured technical exchanges on specific thematic/policy issues at HQ level.

The evaluation concluded that there is space to further strengthen the partnership, for example by organising more regular technical exchanges (e.g., on specific policy/thematic aspects) at HQ level. While such exercises are already being implemented to a certain level (e.g. recently on cash assistance and localisation), evaluation findings suggest that a more regular use of technical discussions could be beneficial to provide opportunities to learn from other colleagues working in specific thematic/ policy areas, discuss good practices from the field and potentially use them in other contexts and to reflect on how to operationalise the cooperation in those areas (e.g., identify challenges, reflect on lessons learned, etc.) and monitor progress.

In this context, DG ECHO should further **promote the organisation of regular and structured technical exchanges on specific thematic/policy issues (e.g. cash, climate and disaster-related displacement, humanitarian principles, etc.)**, both as a follow-up to strategic meetings (e.g. when specific technical elements are identified and could benefit from a deeper/ specific conversation involving field colleagues from one or more country offices) or when thematic/ sectoral issues (e.g. with a cross-cutting nature, having potential political consequences, etc.) arise in the field. These technical discussions should ideally involve policy/thematic experts at different levels within both organisations, as well as relevant staff from field offices.

3. DG ECHO should reinforce its cooperation with IOM on the operationalisation of the HDPN approach (i.e. in countries where the humanitarian and political context allow for this).

The evaluation found that the increased prevalence of protracted crisis made the need to work towards the operationalisation of the HDPN increasingly relevant in order to better address the needs of people on the move. IOM's three-pronged mandate covering humanitarian, development and peace aspects and its strong field presence puts the organisation in a unique position to contribute to the HDPN.

While both DG ECHO and IOM are committed to the HDPN approach and regularly discussed it HLDs and SOMs, there is still room to better work together towards more concrete Nexus efforts at operational level.

In this context, DG ECHO should further:

- **Engage with IOM to better define common objectives and priorities in relation to the operationalisation of the HDPN.** Discussions on HDPN objectives and priorities, particularly on countries which do not present factors constituting strong barriers for HDPN considerations (e.g. political constraints, severe humanitarian emergency, etc.), could draw from lessons and examples of successful implementation of the nexus (e.g. the transition in Iraq) and aim to identify a common solution in order to define concrete actions to operationalise the nexus;
- **Seek ways to improve coordination with other EU actors (e.g., DG INTPA, DG NEAR, EU Delegations) to identify entry points for opportunities towards transitional funding for IOM and stronger advocate to mobilise resources from the development side of the EU.** DG ECHO could aim to further facilitate the collaboration and cooperation between IOM and other relevant Commission services on the implementation of the HDPN, particularly by promoting a

stronger and more unified EU dialogue and collaboration with IOM and, to the extent possible considering the limitations of the mandates of different EU services, align funding opportunities.

ANNEXES

ANNEX 1 EVALUATION FRAMEWORK

Evaluation question (EQ)	Judgement criteria (JC)	Examples of indicators
Coherence		
<p>EQ1. How well aligned were DG ECHO and the IOM in terms of:</p> <p>EQ 1.1. Needs assessments and vulnerability analyses?</p> <p>EQ 1.2 Priorities, strategies and objectives?</p> <p>EQ 1.3. Advocacy priorities, communication campaigns and visibility efforts?</p>	<p>JC1.1 DG ECHO and IOMs priorities, strategies and objectives (at strategic and operational level) were well-aligned</p> <p>JC1.2 DG ECHO and IOM were well aligned in their approaches to needs assessments and vulnerability analyses</p> <p>JC1.3 DG ECHO and IOM were aligned in their advocacy priorities at global and country level</p> <p>JC1.4 DG ECHO and IOM were aligned in their visibility and communication efforts</p>	<p>Quantitative indicators</p> <p>Number and type of IOMs visibility and communication activities</p> <p>Qualitative indicators</p> <p>Degree of alignment (qualitative assessment) between DG ECHO and IOM's strategic and operational objectives and priorities (i.e. global, regional and country level)</p> <p>Evidence of references to IOM data and policies in DG ECHO documents (e.g. HIPs and DG ECHO sectoral policies)</p> <p>Degree of alignment (qualitative assessment) between DG ECHO and IOM's approaches to needs assessments and vulnerability analysis</p> <p>Degree of alignment (qualitative assessment) between DG ECHO and IOM's advocacy priorities at global and country level</p> <p>Evidence of processes (e.g. meetings, written exchanges, guidelines) to ensure alignment between:</p> <p>the objectives and priorities;</p> <p>needs assessments and vulnerability analyses;</p> <p>advocacy and communication of both organisations;</p> <p>Extent to which any existing misalignments negatively impacted the well-functioning of the partnership</p> <p>Where misalignments were identified, factors explaining these and evidence of partners' efforts to address them</p> <p>Evidence of joint-advocacy and joint-communication efforts and processes to achieve alignment</p> <p>Evidence of other ways in which the partners sought to further achieve/reinforce complementarities.</p> <p>Opinion-based indicators</p> <p>DG ECHO and IOM views on the alignment of visibility efforts, communication and information activities and on reasons for potential quality issues (e.g. quality of communication campaigns, visibility activities in the field, etc.)</p> <p>Stakeholder views on the level of alignment of DG ECHO and IOM strategies, priorities and objectives (at strategic and operational level) and reasons for potential misalignments</p>

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		<p>Stakeholder views on the level of alignment of DG ECHO and IOM approaches to needs assessments and vulnerability analyses</p> <p>Stakeholder views on the level of alignment of DG ECHO and IOM's advocacy priorities, and reasons for potential misalignments</p> <p>Stakeholder views on the alignment between DG ECHO and IOM visibility and communication efforts, and reasons for potential misalignments</p>
Effectiveness		
<p>EQ 2. To what extent did a structured, strategic, timely and functional dialogue take place and by what means?</p> <p>EQ 2.1. Did the dialogue contribute to an improved communication and exchange of information on key developments and challenges at different levels?</p> <p>EQ 2.2 What has been the impact of this dialogue on funding trends, policy and operational work?</p> <p>EQ 2.3 At operational level, how was this partnership understood and put into practice?</p>	<p>JC 2.1 There was regular, timely and solution-focused dialogue and information exchange (formal and informal) between DG ECHO and IOM at different levels: HQ, regional and country/field level</p> <p>JC 2.2 The partnership contributed to improved communication and exchange of information on key developments and challenges between DG ECHO and IOM regional and national offices</p> <p>JC 2.3 Trends in budget allocation to IOM (i.e. geographical and sectoral) reflected the outcomes of dialogue and information exchange between the partners</p> <p>JC 2.4 Regular and timely dialogue between DG ECHO and IOM (at different levels) improved the partners' understanding of their respective policy and operational priorities</p> <p>JC 2.5 At country/field, DG ECHO and IOM's officers shared a common understanding of how to operationalise the partnership</p>	<p>Quantitative indicators</p> <p>Evolution of DG ECHO funding to IOM (per sector, at regional and country level)</p> <p>Qualitative indicators</p> <p>Frequency, type (formal/ informal, strategic/operational) and scope of dialogue taking place between DG ECHO and IOM at different levels</p> <p>Extent to which dialogue was time-responsive in view of changes in needs/humanitarian context</p> <p>Evidence that trends in the focus of DG ECHO funding (i.e. geographically and sectoral) reflected / were informed by the outcomes of high-level, strategic and operational dialogue and exchanges between the partners (e.g. agreed policy and operational priorities)</p> <p>Extent to which the outcomes of existing dialogue between the partners at HQ/regional level were adequately disseminated/passed on to the country/field level</p> <p>Extent to which dialogue (at different levels, including in the context of the EU-IOM strategic partnership) led to changes in policy and/or common operational priorities</p> <p>Extent to which dialogue (at different levels) contributed to the operationalisation of both partners' policy/strategic priorities</p> <p>Extent to which dialogue and exchanges between DG ECHO and IOM (at different levels) led to changes in the design and implementation of funded actions</p> <p>Evidence of the quality of IOM reporting to DG ECHO, and reasons for possible quality issues</p> <p>Evidence of factors facilitating/hindering dialogue at different levels and how those were maximised/addressed</p> <p>Extent to which feedback and lessons learned processes were put in place in the framework of the partnership, and evidence of adjustments made as a result of these</p> <p>Opinion-based indicators</p> <p>DG ECHO and IOM views on the quality and timeliness of their dialogue (at different levels), reasons for possible quality issues, and potential ways to enhance it</p> <p>DG ECHO and IOM views on the results of their dialogue at strategic and operational level (e.g. on funding, policy priorities, operational priorities, funded actions, cooperation between the</p>

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		<p>partners etc.), and reasons for possible difficulties encountered as well as solutions found</p> <p>DG ECHO and IOM views on the extent to which regular dialogue improved the understanding of their respective policy and operational priorities</p> <p>DG ECHO and IOM views on the extent to which cooperation mechanisms were institutionalised i.e. not dependent on specific individuals</p> <p>DG ECHO and IOM views on whether there was space to discuss “thorny” issues in the framework of the partnership and if not, why and how could this be improved</p> <p>DG ECHO and IOM views on whether (the evolution of) the partnership has helped improving and deepening their cooperation at different levels (strategic and operational)</p> <p>DG ECHO and IOM Country/Field Officers’ understanding of how the partnership should be operationalised in terms of strategy (e.g. reflecting the outcomes of High-level dialogue) and processes (e.g. exchange of information, dialogue, reporting requirements, visibility and communication, etc.)</p> <p>DG ECHO and IOM views on lessons learned from the partnership and potential ways to further strengthen their cooperation</p>
Effectiveness		
<p>EQ 3. To what extent did the DG ECHO – IOM partnership contribute to:</p> <p>EQ 3.1. Better coordination and information/data sharing with other UN agencies, INGOs, local and national authorities as well as other stakeholders?</p> <p>EQ 3.2. Contributing to and influencing the humanitarian response system, e.g., through new tools or approaches?</p> <p>EQ 3.3 Strengthening efforts linked to:</p> <p>Localisation;</p> <p>Needs-based approaches;</p> <p>People centred approaches;</p> <p>Multi-purpose cash assistance;</p> <p>Cooperation across the nexus.</p> <p>EQ 3.4 Supporting a principled response delivery?</p>	<p>JC 3.1 The partnership improved coordination and fostered information/data sharing with other UN agencies, INGOs, local and national authorities, nexus actors as well as other stakeholders (e.g. sharing of DTM information)</p> <p>JC 3.2 The partnership facilitated DG ECHO and IOM cooperation towards developing/sharing tools (e.g. information management tools) and approaches that influenced the humanitarian response</p> <p>JC3.3 IOM actions funded by DG ECHO were based on robust needs assessments, included localisation activities and targeted the most vulnerable groups</p> <p>JC 3.4 DG ECHO and IOM cooperation and information exchange under the partnership contributed to enhancing their respective needs-based and people centred approaches</p> <p>JC 3.5 The partnership contributed to strengthening DG ECHO and IOM responses in relation to multi-purpose cash assistance</p> <p>JC 3.6 The partnership contributed to strengthening DG ECHO and IOM’s HDPN approach</p>	<p>Quantitative indicators</p> <p>Share of DG ECHO funding to IOM coordination activities</p> <p>Number and type of operational coordination meetings and other forms of coordination/information exchange with other humanitarian actors and donors</p> <p>Qualitative indicators</p> <p>Evidence of efforts made to strengthen field coordination between relevant actors</p> <p>Evidence of ways in which the partnership contributed to better coordination among relevant actors at different levels (e.g. through funding, through the support to joint-needs assessments, joint participation in coordination meetings, joint advocacy, support to the cluster system etc.) and potential obstacles encountered</p> <p>Evidence of DG ECHO’s support to IOM’s coordination role (including as lead/co-lead role in the cluster system) and success factors and obstacles encountered</p> <p>Evidence of DG ECHO and IOM efforts to reinforce their cooperation and approach towards the Triple Nexus (at strategic and operational level)</p> <p>References/coverage of the Nexus and links with development and peace actors in IOM action design and implementation</p> <p>Evidence of inclusion of exit strategies in IOM action design</p> <p>Evidence of dialogue and cooperation between DG ECHO and IOM and other UN agencies, INGOs, local and national authorities and other stakeholders</p> <p>Evidence of dialogue and cooperation between DG ECHO, IOM and development actors as well as other humanitarian actors</p>

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JC3.7 The partnership fostered the delivery of assistance in line with humanitarian principles	<p>Evidence of how DG ECHO and IOM's approaches to humanitarian response (e.g. multi-sector approach, the gender and age approach, the European Commission approach to forced displacement, etc.) contributed to and influenced the humanitarian response system (e.g. in different types of crises / providing different types of response)</p> <p>Type and quality of needs assessments, vulnerability analyses and targeting criteria included in funded actions, and reasons for possible quality issues</p> <p>Evidence of results from IOM actions funded by DG ECHO actions</p> <p>Evidence of DG ECHO using IOM data/information for their needs assessments and people centred approaches and multi-purpose cash assistance, and vice versa</p> <p>Evidence of changes in funded actions to better respond to existing humanitarian needs as a result of DG ECHO-IOM information exchanges and dialogue (e.g. in the context of monitoring visits)</p> <p>Extent to which the partnership contributed to enhancing the quality of IOM and DG ECHO responses and how (e.g. through funding, exchanges at proposal and monitoring stages, regular dialogue and information exchange, DG ECHO and IOM geographic, thematic and sectoral expertise etc.)</p> <p>Extent to which the partnership contributed to enhancing the partners' needs assessments and vulnerability analysis and how (e.g. through funding, exchanges at proposal and monitoring stages, regular dialogue and information exchange, DG ECHO and IOM geographic, thematic and sectoral expertise etc.)</p> <p>Evidence of cooperation across the nexus (internally and externally) in IOM actions funded by DG ECHO</p> <p>Evidence of compliance with humanitarian principles in DG ECHO funded actions implemented by IOM (e.g. IOM's Principles for Humanitarian Action),</p>
	Opinion-based indicators
	Stakeholder views on the extent to which (and how) the partnership contributed to reinforcing the humanitarian response system
	Stakeholder views on the extent to which (and how) the partnership enhanced communication and exchanges of information
	Stakeholder views on the main factors facilitating/hindering the partnership contribution and information /data sharing with other UN agencies, INGOs and local and national authorities
	Stakeholder views on the main factors facilitating/hindering DG ECHO and IOM cooperation and influence regarding new tools and approaches
	Stakeholder views on the extent to which (and how) the partnership contributed to strengthening needs-based responses, identifying main success factors and obstacles
	DG ECHO and IOM views on the extent to which (and how) the partnership contributed to enhancing the quality of their responses, identifying main success factors and obstacles

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		<p>DG ECHO and IOM views on the extent to which IOM actions funded by DG ECHO were based on robust needs assessments</p> <p>DG ECHO and IOM views on the extent to which IOM actions funded by DG ECHO targeted the most vulnerable groups</p> <p>Stakeholder views on the extent to which IOM adequately ensured that its local Implementing Partners carried out their activities in line with the outcomes of dialogue/discussions under partnership (where relevant)</p> <p>DG ECHO and IOM views on efforts made by both partners to ensure adherence of humanitarian principles</p>
Effectiveness		
<p>EQ 4. To what extent has the Strategic Partnership approach deepened, improved or hindered the overall cooperation between DG ECHO and IOM?</p> <p>EQ 4.1 In the spirit of this comprehensive approach, how could the partnership be further strengthened?</p>	<p>JC4.1 The DG ECHO-IOM Strategic Partnership approach positively influenced the overall cooperation at all levels of both organisations (e.g. information sharing and communication at different levels, etc.)</p> <p>JC4.2 The EU-IOM Strategic Cooperation Framework positively influenced the DG ECHO-IOM partnership</p> <p>JC4.3 There is room to further improve and strengthen the DG ECHO-IOM partnership (at strategic and operational level)</p>	<p>Qualitative indicators</p> <p>Evidence of topics discussed, and issues raised/resolved during DG ECHO -IOM High-level and Directors' meetings</p> <p>Extent to which there was a shared commitment to the partnership throughout all levels of the organisations</p> <p>Extent to which both organisations had a common understanding of the objectives of the partnership</p> <p>Evidence of efforts made by both partners to improve the relationship and/or address any issues encountered</p> <p>Evidence of lessons learned identified in strategic (e.g. EU-IOM), High-level (e.g. DG ECHO-IOM) and bilateral meetings and how these were addressed by the partners</p> <p>Opinion-based indicators</p> <p>DG ECHO and IOM views on whether the Strategic Partnership approach influenced the overall cooperation (e.g. at HQ, regional, country and field level)</p> <p>DG ECHO and IOM views on whether their commitment to the effectiveness of partnership increased/decreased over the evaluation period</p> <p>DG ECHO and IOM views on the extent to which the strategic partnership enhanced their understanding and respect of each other mandates</p> <p>DG ECHO and IOM opinion on potential actions (at strategic and operational level) which could help to further strengthen the partnership</p> <p>EU stakeholders' opinion on whether EU-IOM strategic meetings contributed to a better cooperation between the EU and IOM as well as between DG ECHO and IOM</p>
Efficiency		
<p>EQ 5. To what extent did the DG ECHO-IOM partnership succeed in:</p> <p>EQ 5.1. Maximising efficiencies and decreasing management and related costs, including administrative burden?</p>	<p>JC 5.1 Opportunities for efficiency gains were adequately identified and maximised at global and country level</p> <p>JC 5.2 The partnership succeeded in decreasing management-related costs (including administrative burden)</p>	<p>Qualitative indicators</p> <p>Extent to which inefficiencies were management-related and main factors contributing to these</p> <p>Evidence of efforts and achievements related to administrative simplification, funding timeliness, flexibility and predictability, and how these were achieved</p> <p>Extent to which the FAFA decreased management-related costs, including administrative burden</p>

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EQ 5.2. Improving cost-effectiveness in their response?	JC 5.3 The partnership contributed to improving the cost-effectiveness, timeliness and relevance of the partners' humanitarian responses	Extent to which both partners had a shared understanding of efficiency requirements
EQ 5.3 Supporting timely and relevant response delivery?		Extent to which dialogue and information exchange between DG ECHO and IOM facilitated the identification of potential inefficiencies/opportunities for efficiency gains
		Evidence of follow up measures and actions to mitigate inefficiencies/opportunities for efficiency gains identified
		Extent to which DG ECHO influenced the cost-effectiveness of the design and implementation of IOM actions funded by DG ECHO
		Evidence of DG ECHO and IOM efforts to engage in alternative funding/operational agreements
		Opinion-based indicators
DG ECHO and IOM views on the specific impact of the partnership on administrative and operational costs, funding predictability, timeliness and flexibility of the response		
DG ECHO and IOM views on the extent to which the partnership contributed to enhancing the cost-effectiveness and timeliness of the response		
DG ECHO and IOM perceptions on the amount of time spent on administrative-related aspects under the partnership		
DG ECHO and IOM views on ways to further reduce management-related costs		

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ANNEX 2 LIST OF DOCUMENTS REVIEWED

Author	Year	Title
EU Documents		
DG ECHO	2019	DG ECHO – IOM Strategic Dialogue, 21 May 2019 (11:00 to 16:30 hrs)
DG ECHO	2020	DG ECHO-IOM High-level Dialogue (12 November 2020): summary
DG ECHO	2021	DG ECHO-IOM High-level Dialogue – 16 December 2021, 09:30-12:15
DG ECHO	2023	DG ECHO-IOM High-level Dialogue – 7 March 2023, 09:30-12:45
DG ECHO	2021	DG ECHO – IOM Exchange on Emergency Preparedness
DG ECHO	2021	Minutes technical exchange ECHO-IOM-UNHCR (Follow-up High-level Dialogue)
DG ECHO	2021	Summary DG ECHO-IOM Directors Meeting – 19 March 2021 (14h00 to 15h15 hrs)
DG ECHO	2022	Summary DG ECHO-IOM Directors Meeting – 2022
DG ECHO	2020	ECHO Visibility Report (SN.0060)
DG ECHO	2021	Annex – Communications and Visibility Report
DG ECHO	2022	Annex – Communications and Visibility Report
DG ECHO	2023	IOM Facts and Figures 2021-2023 and Summary of Commission funding to IOM
DG ECHO	2022	IOM Factsheet
DG ECHO	2021	DG ECHO 2021 Dashboards' analysis International Organization for Migration (IOM)
DG ECHO	2022	DG ECHO 2022 Dashboards' analysis International Organization for Migration (IOM)
DG ECHO	2022	Trends regarding DG ECHO's funding to IOM 2018-2022
DG ECHO	2022	Strategic Partnership with IOM
DG ECHO	2018-2022	Humanitarian Response Plans (covering Bangladesh, Ethiopia, Iraq, South Sudan, Ukraine and Yemen).

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Author	Year	Title
DG ECHO	2016	Strategic Plan 2016-2020
DG ECHO	2020	Strategic Plan 2020-2024
DG ECHO	2023	Policy guidelines
EU	2019	Item 11 – Panel discussions: Building peace and creating conditions for development: internal displacement, stabilization and reintegration
EU	2019	110th Session of the IOM Council (26 November – 29 November 2019) EU Statement: Item 13 - General Debate
EU	2021	IOM 112th Council (29 November – 1 December 2021) EU Speaking elements - Item 12 - General Debate
EU	2022	IOM 113th Council (29 November – 2 December 2022) EU Speaking elements - Item 12 - General Debate
EU	2018	EU - IOM Strategic Cooperation: 5th Senior Officials Meeting
EU	2019	EU - IOM Strategic Cooperation: 6th Senior Officials Meeting
EU	2020	EU - IOM Strategic Cooperation: 7th Senior Officials Meeting
EU	2021	EU - IOM Strategic Cooperation: 8th Senior Officials Meeting
EU	2022	EU - IOM Strategic Cooperation: 9th Senior Officials Meeting
EU	2019	How IOM can assist States in implementing migrant protection and assistance measures
EU	2019	Skill-based migration and partnership: elements and essential prerequisites
EU	2022	EU SPEAKING ELEMENTS – Item 4 Presentation by the Director General
EU	2022	Exchange of views on items proposed by the membership: (a) Update on displacement, migration and climate action: promoting innovative approaches to prevention, preparedness, response and solutions
EU	2022	Exchange of views on items proposed by the membership: (a) Update on displacement, migration and climate action: promoting innovative approaches to prevention, preparedness, response and solutions
EU	2022	EU SPEAKING ELEMENTS – Item 4 Presentation by the Director General
EU	2022	Exchange of views on items proposed by the membership: (a) The criticality of humanitarian access to assistance and protection work

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Author	Year	Title
EU	2022	Exchange of views on items proposed by the membership: (b) Enabling human mobility as part of resilient pandemic preparedness and response
EU	2020	EU-IOM Strategic Cooperation: Working group on Protection in Mixed Migration Contexts
EU	2021	EU-IOM Strategic Cooperation: Working group on Protection in Mixed Migration Contexts
EU	2020	EU - IOM Strategic Cooperation: Expert Meeting on Protection in Mixed Migration Contexts
EU and UN	2018	Financial and Administrative Agreement between EU and UN
IOM Documents		
IOM	2018	IOM Annual Report
IOM	2019	IOM Annual Report
IOM	2020	IOM Annual Report
IOM	2021	IOM Annual Report
IOM	2019	IOM Strategic Vision: Setting a Course for IOM
IOM	2023	IOM Strategic Results Framework (SRF)
IOM	2023	Addressing the mobility dimensions of crises: IOM's Migration Crisis Operational Framework
IOM	2019	IOM Global WASH Strategic Plan 2019-2022
IOM	2018	Institutional Framework for addressing Gender-based Violence in Crises
IOM	2017	Mainstreaming gender-based violence prevention and risk mitigation: institutional developments in IOM's emergency preparedness and response programmes
IOM	2019	Cash Based Interventions. Emergency Manual.
IOM	2020	IOM CBI Annual Report and Case Studies
IOM	2021	IOM CBI Annual Report and Case Studies
IOM	2022	IOM CBI Strategy 2022-2026

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Author	Year	Title
IOM	2020	Adopting a comprehensive approach to humanitarian action: Operationalizing the Triple Nexus
IOM	2020	IOM Alignment with the Humanitarian-Development-Peace Nexus (HDPN)
IOM	2020	Regional Strategy East and Horn of Africa 2020-2024
IOM	2021	Institutional strategy on Environment, Migration and Climate Change 2021-2030
IOM	2020	Migration Data Strategy in Brief 2020-2025
IOM	2023	Iraq Response Plan (2022-2023)
IOM	2022	IOM Iraq Strategy Priorities Overview (2022-2023)
IOM	2022	Deaf People in Iraq, a Cultural-linguistic Minority: Their Rights and Vision for Inclusion
IOM	2022	IOM Strategy for Iraq (2022-2024)
IOM	2022	Assessment of Civil Society Organizations' Role in the Health Sector in Post-Emergency Iraq
IOM	2022	A Climate of fragility - Household profiling in the South of Iraq: Basra, Thi-Qar, and Missan
IOM	2022	Migration, Environment, and Climate Change in Iraq
IOM	2022	Obstacles to Returnee Reintegration in Iraq: Livelihoods and Economic Security
IOM	2022	"What We Do" Iraq Report (Overview)
IOM	2022	Livelihoods Policy Brief No.2 - Conditional Cash Grants During the COVID-19 Pandemic in Iraq, January 2022
IOM	2021	IOM History in Iraq
IOM	2021	MHPSS and Livelihood Integration 2021 - One year of Implementation
IOM	2022	Mission Overview - IOM Iraq
IOM	2022	Local Peace Processes Toolkit
IOM	2021	Migration into a Fragile Setting: Responding to Climate-induced Informal Urbanisation and Inequality in Basra, Iraq

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Author	Year	Title
IOM	2022	Livelihood Policy Brief No.4 - Women Doing Business in Iraq: Insights from IOM's Field Experience
IOM	2020	MHPSS Programme: Activities Overview
IOM	2021	COVID-19 Response Overview
IOM	2018	Ethiopia: Gedeo and West Guji Crisis - Situation Report 5
IOM	2018	DTM Round 12: July-August 2018
IOM	2018	DTM Overview East Hararge Zone (Oromia)
IOM	2020	A Study on Child Migrants from Ethiopia
IOM	2022	Community-Based Reintegration Assistance in the Horn of Africa
IOM	2021	Migration Response Centre - Nairobi (Ethiopia)
IOM	2021	Capacity Building on Migrant Protection, Return and Reintegration
IOM	2023	Shelter and NFI Operations
IOM	2022	IOM Recommendations to the Czech Presidency of the Council of the EU
IOM	2023	IOM's Humanitarian Policy - Principles for Humanitarian Action
IOM	2020	Border and Migration Management Policy
IOM	2023	Capacity Building on Migrant Protection, Return and Reintegration
IOM	2023	IOM's Humanitarian Policy - Principles for Humanitarian Action (PHA)
IOM	2022	World Migration Report 2022
IOM	2018 - 2022	Crisis Response Plans (covering Bangladesh, Ethiopia, Iraq, South Sudan, Ukraine and Yemen).
IOM	2018	IOM Global Report – Operations and Emergencies
IOM	2019	IOM Global Report – Operations and Emergencies
IOM	2020	IOM Global Report – Operations and Emergencies
IOM	2021	IOM Global Report – Operations and Emergencies

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Author	Year	Title
IOM	2022	IOM Global Report – Operations and Emergencies
Other documents		
MOPAN	2019	MOPAN 2017-2018 Assessments IOM

ANNEX 3 LIST OF STAKEHOLDERS CONSULTED

A3.1.1 Key informant interviews

Stakeholder group	Stakeholder (role)	Consultation method
DG ECHO HQ	Desk Officer	Interview
DG ECHO HQ	Head of Unit	Interview
DG ECHO HQ	Desk Officer	Interview
DG ECHO HQ	Desk Officer	Interview
DG ECHO HQ	Thematic Policy Officer	Interview
DG ECHO HQ	Thematic Policy Officer	Interview
DG ECHO HQ	Thematic Expert	Interview
DG ECHO Regional Office	Thematic Expert	Interview
DG ECHO Regional Office	Thematic Expert	Interview
DG ECHO Regional Office	Programme Officer	Interview
DG ECHO Field	Communication and Visibility Officer	Interview
DG ECHO Field	Head of Office	Interview
DG ECHO Field	Country Technical Assistant	Interview
DG ECHO Field	Head of Office	Interview
DG ECHO Field	Programme Officer	Interview
DG ECHO Field	Country Technical Assistant	Interview
DG ECHO Field	Programme Officer	Interview
Other EU Institution	Desk Officer	Interview
Other EU Institution	Desk Officer	Interview

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Stakeholder group	Stakeholder (role)	Consultation method
Other EU Institution	Desk Officer	Interview
IOM HQ	Head of Preparedness and Response Division	Interview
IOM HQ	Senior DTM Coordination Manager	Interview
IOM Regional Office	Regional Coordinator	Interview
IOM Regional Office	Contact point for DG ECHO	Interview
IOM Field	Senior Emergency Coordinator	Interview
IOM Field	Head of Programme and Support Unit	Interview
IOM Field	Deputy Chief of Mission during the evaluation period	Interview
IOM Field	Chief of Mission	Interview
IOM Field	Chief of Mission	Interview
IOM Field	Chief of Mission	Interview
IOM Field	Emergency Coordinator	Interview
IOM Field	Head of Programme and Support Unit	Interview
IOM Field	Solar Energy & WASH manager	Interview
IOM Field	Thematic Expert	Interview
Other IOM Donor	Deputy Team Lead	Interview

A3.1.2 Field interviews

A3.2 Interviews Ethiopia Case Study

Stakeholder group	Stakeholder (role)	Consultation method
DG ECHO Field	Country Technical Assistant	Interview
DG ECHO Field	Head of Regional Office (former Head of Country Office)	Interview
DG ECHO Field	Country Technical Assistant	Interview
DG ECHO Field	Programme Officer	Interview
DG ECHO Field	Thematic Expert	Interview
DG ECHO HQ	Desk Officer	Interview
DG ECHO HQ	Desk Officer	Interview
DG ECHO HQ	Contact point for IOM	Interview (KII)

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Stakeholder group	Stakeholder (role)	Consultation method
IOM Field	Senior Regional Emergency & Post Crisis Specialist	Interview
IOM Field	Emergency & Post Crisis Programme Coordinator	Interview
IOM Field	Programme Manager (EPC Grants)	Interview
IOM Field	SNFI Cluster Coordinator	Interview
IOM Field	DTM Programme Manager	Interview
IOM Field	Programme Support Officer	Interview
IOM Field	Site Management Senior Assistant	Interview
IOM HQ	Contact point for DG ECHO	Interview (KII)
IOM HQ	Senior DTM Coordinator	Interview (KII)
EU Delegation	Migration and Social Protection section	Interview
EU Delegation	Budget Support section	Interview
Local Implementing Partner	Development for Peace Organization	Group interview (5 participants)
Local Implementing Partner	Positive Action for Development	Group interview (2 participants)
Other humanitarian actors	UNHCR – CCCM Cluster	Interview
Other humanitarian actors	UNHCR – Protection Cluster	Written answer
Other IOM donors	USAID	Interview
Research institutions/Think Tanks	Mixed Migration Centre	Interview

A3.3 Interviews Iraq Case Study

Stakeholder group	Stakeholder (role)	Consultation method
DG ECHO Field	Country Technical Assistant (TA)	Interview
DG ECHO Field	Head of Office (HoO)	Interview
DG ECHO Field	Programme Officer	Interview
DG ECHO HQ	Desk Officer	Interview
DG ECHO Field	Country Technical Assistant (TA)	Interview
DG ECHO HQ	Contact point for IOM	Interview (KII)

Stakeholder group	Stakeholder (role)	Consultation method
IOM Field	Chief of Mission	Interview
IOM Field	Programme Manager	Interview
IOM Field	Programme Support Coordinator	Interview
IOM Field	Head of Programmes	Interview
IOM HQ	Contact point for DG ECHO	Interview (KII)
EEAS/INTPA Iraq	Head of Cooperation	Interview

ANNEX 4 ONLINE SURVEY RESULTS

An online survey was conducted as part of the fieldwork and consultation process with the purpose of collecting primary quantitative and qualitative data on the DG ECHO-IOM partnership. This report analyses the responses to the online survey regarding DG ECHO and IOM views on the design, implementation and functioning of the DG ECHO-IOM partnership over the evaluation period 2018-2022.

In total, the survey received 100 responses: 69 responses from DG ECHO and 31 from IOM which were analysed by the project team. The survey was launched on 11 July 2023 and closed on 18 August 2023. This report presents a full overview of results and used to inform the evaluation questions. As detailed in the report limitations, open ended data analysis has not yet been carried out and will be incorporated into the findings for the Draft Final Report.

Table 6. Overview of stakeholders consulted through online surveys

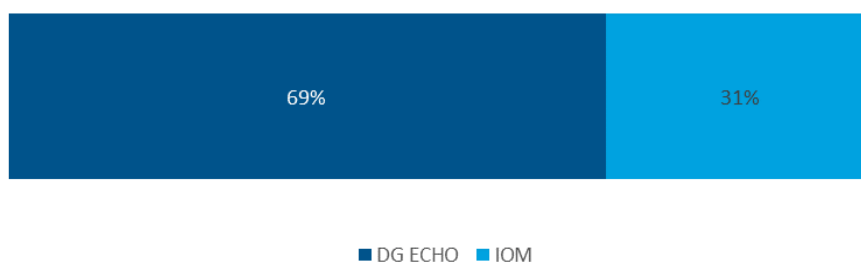
Stakeholder	Main focus	Survey dissemination
DG ECHO HQ staff	To understand the coordination and implementation of DG ECHO's actions in cooperation with IOM in various regions from a strategic perspective. Examples include: - Selected Country Desk Officers - Desk Officer for relations with the IOM - Team Leader for Sectoral Policies	Dissemination via email by ICF, based on the list of contacts suggested by DG ECHO.
DG ECHO Field staff and thematic experts	To understand the main features of the DG ECHO-IOM partnership, in particular on the ground (project level). Examples include: - All Heads of Regional Office (HoROs) - Heads of Office (HoO) in countries where the IOM operates with DG ECHO funding - Country Technical Assistants in countries where IOM operates with DG ECHO funding - Relevant thematic experts (for example: shelter, protection, nexus)	Dissemination via email by ICF, based on the list of contacts suggested by DG ECHO.
IOM HQ and RO staff	To understand the main features of the DG ECHO-IOM partnership. Examples include: - Staff of the Regional Office in Brussels - Thematic Specialists - Operations Officers	Dissemination via email by ICF or IOM, based on the list of contacts suggested by the IOM
IOM field staff	To understand the main features of the DG ECHO-IOM partnership. Examples include: - Regional Directors	Dissemination via email by ICF or IOM, based on the list of contacts suggested by the IOM

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Stakeholder	Main focus	Survey dissemination
	<ul style="list-style-type: none"> - Regional Thematic Experts - Field Officers 	

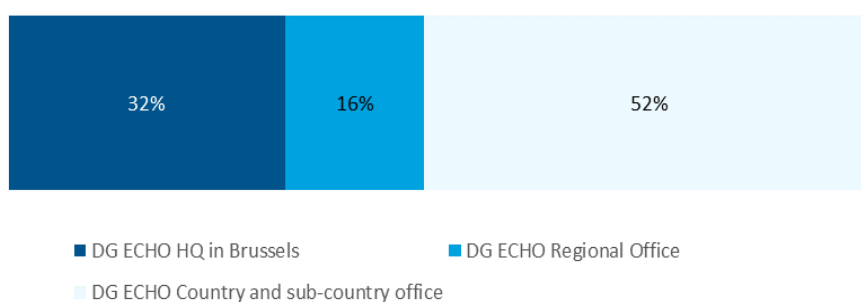
A4.1 Section I: General background information

Figure 28. Q1 Which organisation do you represent? N=100



Source: ICF elaboration (2023) based on results of survey to DG ECHO framework partners.

Figure 29. Q2 Where are you based? N=69



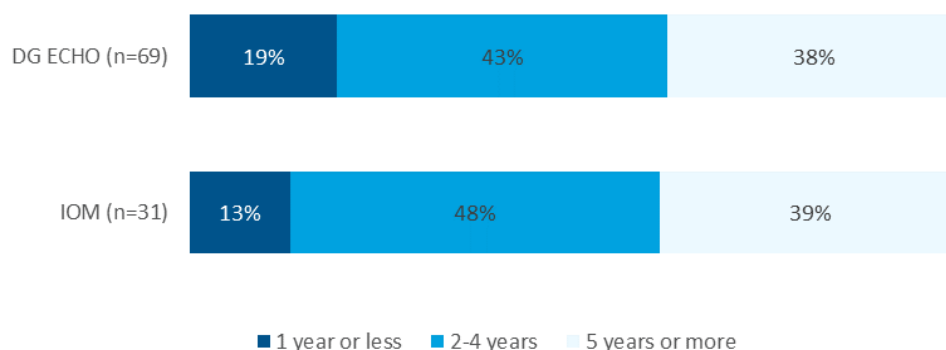
Source: ICF elaboration (2023) based on results of survey to DG ECHO framework partners.

Figure 30. Q3 Where are you based? N=31



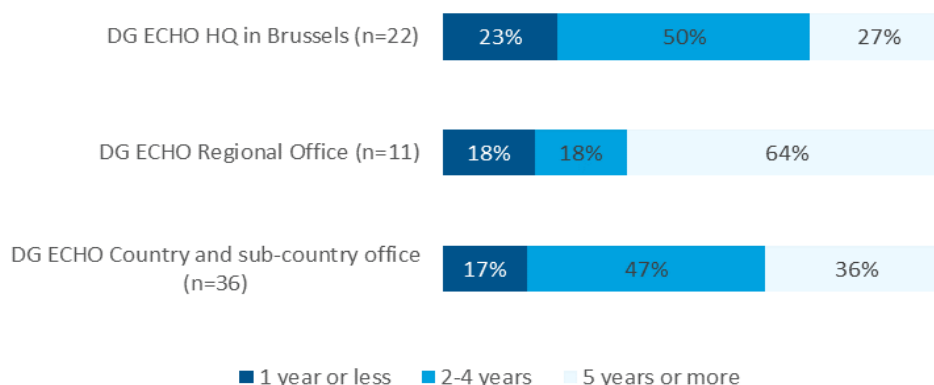
Source: ICF elaboration (2023) based on results of survey to DG ECHO framework partners.

Figure 31. Q4 How long have you been at your position? N=100



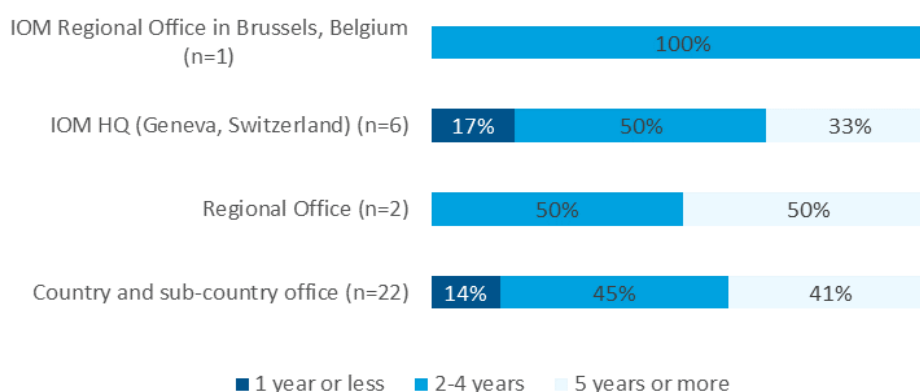
Source: ICF elaboration (2023) based on results of survey to DG ECHO framework partners.

Figure 32. Q4 (A) How long have you been at your position? Where are you based? DG ECHO N=69



Source: ICF elaboration (2023) based on results of survey to DG ECHO framework partners.

Figure 33. Q4 (B) How long have you been at your position? Where are you based? IOM N=31



Source: ICF elaboration (2023) based on results of survey to DG ECHO framework partners.

A4.2 Section II: Alignment between DG ECHO and IOM (Coherence)

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Figure 34. Q5 (A) To what extent do you agree or disagree with the following statement? DG ECHO N=69

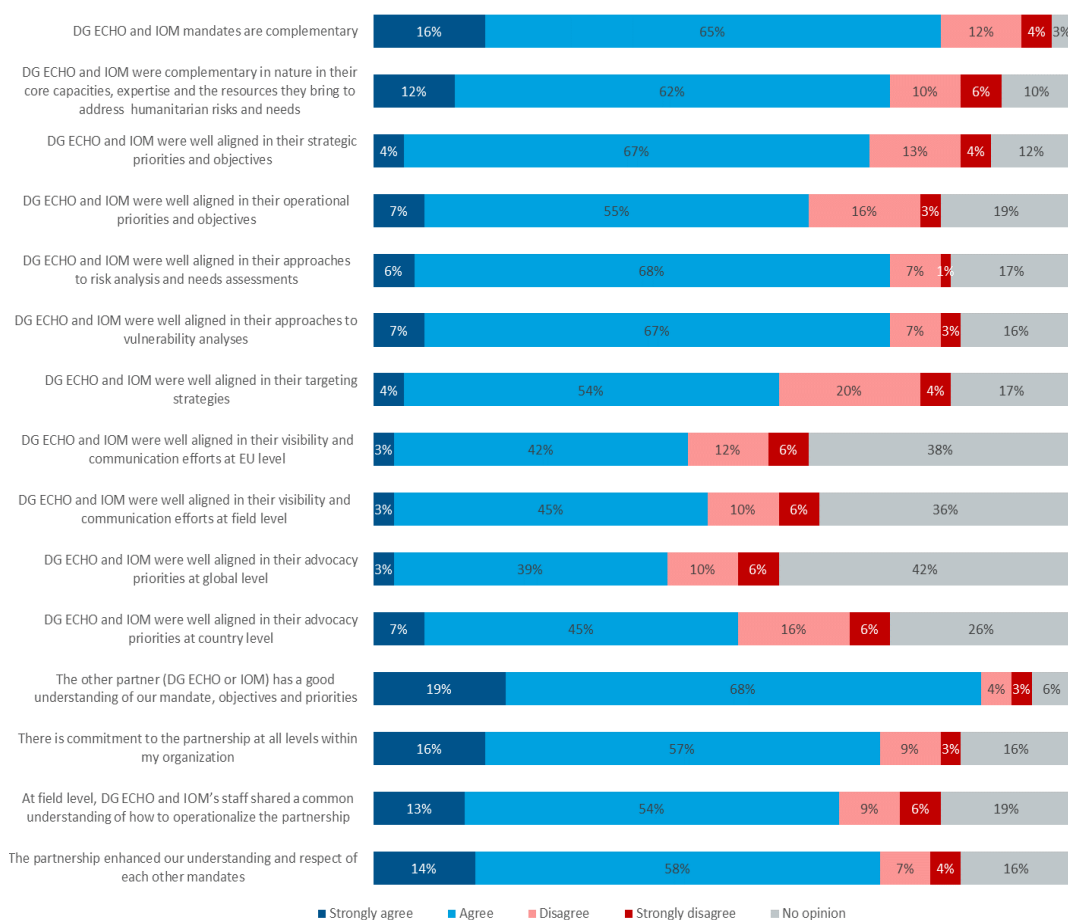
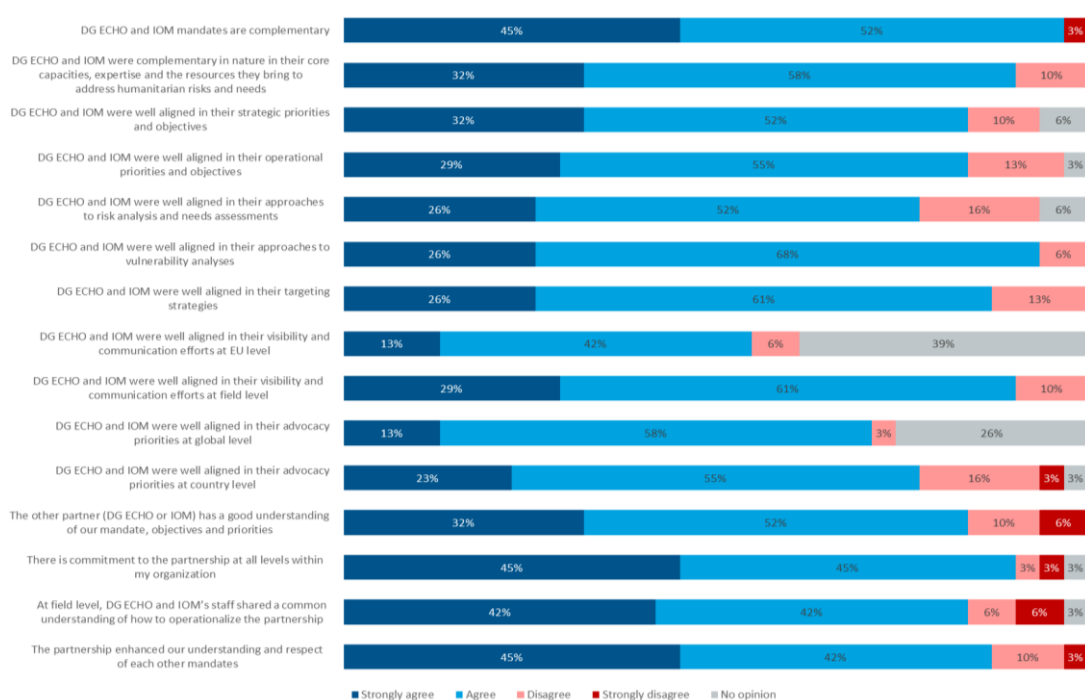


Figure 35. Q5 (B) To what extent do you agree or disagree with the following statement? IOM N=31



Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Key area	Agreements	Disagreements
DG ECHO and IOM mandates are complementary	DG ECHO and IOM shared a humanitarian purpose, working to provide life-saving assistance and protection	The mandates are different from the point of view that DG ECHO is a donor whereas IOM is an implementing partner with a specific mandate
DG ECHO and IOM were complementary in nature in their core capacities, expertise and the resources they bring to address humanitarian risks and needs	IOM implemented DG ECHO-funded activities that match DG ECHO priorities and are therefore complimentary	None
Alignment on strategic priorities and objectives	There was an overall alignment in priorities and objectives, especially in DG-ECHO-funded projects	There were some situational differences (e.g., in some contexts, IOM works in non-humanitarian areas contrary to DG ECHO)
Alignment on risk analysis and needs assessments	There was alignment in the vast majority of cases.	HIPs were not always aligned with IOM Country Response Plans
Alignment on vulnerability analysis	DG ECHO and IOM were mostly aligned as they both prioritised vulnerabilities of displaced people	None
Alignment on targeting strategies	Alignment was particularly evident on the mobility dimension of crises	IOM targeting can be improved, as the targeting was not always clear. Additionally, each partner had specific groups on which they focused on
Alignment on visibility and communication	Partners were mostly aligned	Sometimes, it was difficult for IOM to meet DG ECHO's visibility expectations
Alignment on advocacy priorities (country and global level)	There was alignment on advocacy priorities, especially at global level	At field level, alignment was not always evident. IOM tends to be less vocal on advocacy, in order not to create conflict with national authorities/government
Good understanding of the partner's mandate and objectives	Understanding has been increasing over the past few years	Some DG ECHO staff still seemed unaware of the broader scope of IOM's mandate, and vice versa
Commitment to the partnership at all levels	Both partners were committed to the partnership	The level of commitment could vary based on the specific country
Operationalisation of the partnership	Partners shared a common understanding of the operationalisation	None
The partnership enhanced understanding and respect of the mandates	The partnership created a good level of familiarity with the partner's mandate	None

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Figure 36. Q6 (A) To what extent do you agree or disagree with the following statement? DG ECHO N=69

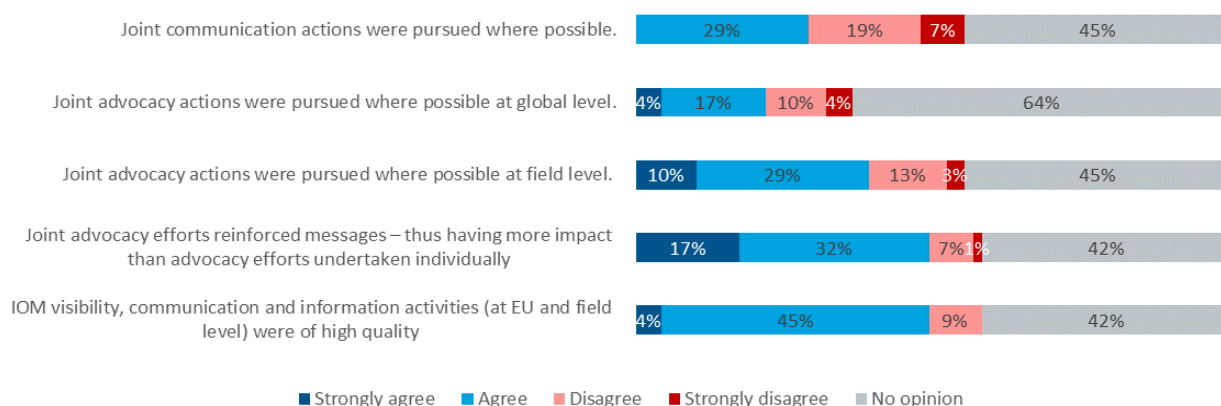
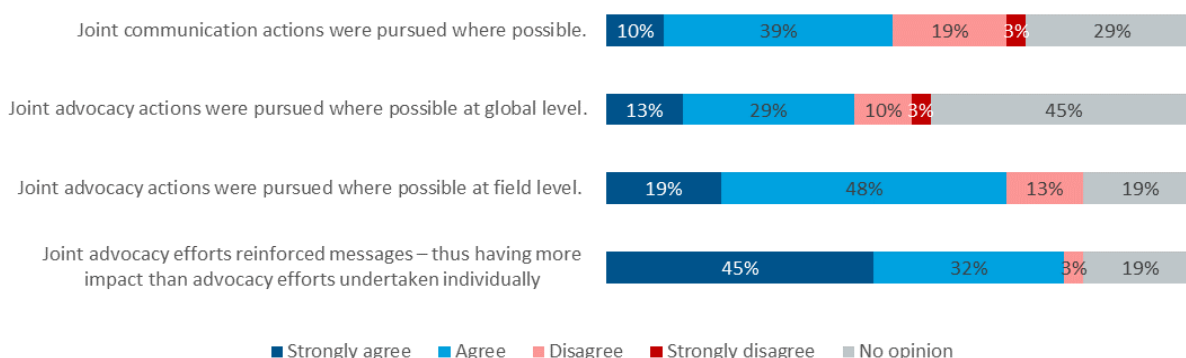


Figure 37. Q6 (B) To what extent do you agree or disagree with the following statement? IOM N=31



Key area	Agreements	Disagreements
Joint advocacy opportunities were pursued where possible	Joint field visits, joint project-monitoring and joint communication were examples of good practices. Visibility and communication guidelines for DG ECHO's partners were also helpful	None
Joint advocacy actions at global level	Joint advocacy actions were undertaken in various contexts, such as DTM, shelter and protection, impartiality of assistance, and fundraising for assistance to displaced populations	None

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Joint advocacy actions at field level	Joint advocacy on the respect for refugees' rights and displaced people. DG ECHO and IOM developed common advocacy points at field level, prompting other UN bodies to contribute.	None
Joint advocacy actions creating a bigger impact when compared to advocacy undertaken by each partner individually	Partners agreed on this point	None
IOM visibility and communication activity were of high level	In most cases, DG ECHO staff was satisfied with the quality of IOM communication activity	Some DG ECHO staff regarded IOM's visibility, communication and information activities not very present at field level

A4.3 Section III: Dialogue, communication and cooperation

Figure 38. Q7 (A) To what extent was there a structured, strategic, timely and functional dialogue and information exchange (formal and/or informal) between DG ECHO and IOM staff? Where are you based? DG ECHO N=69

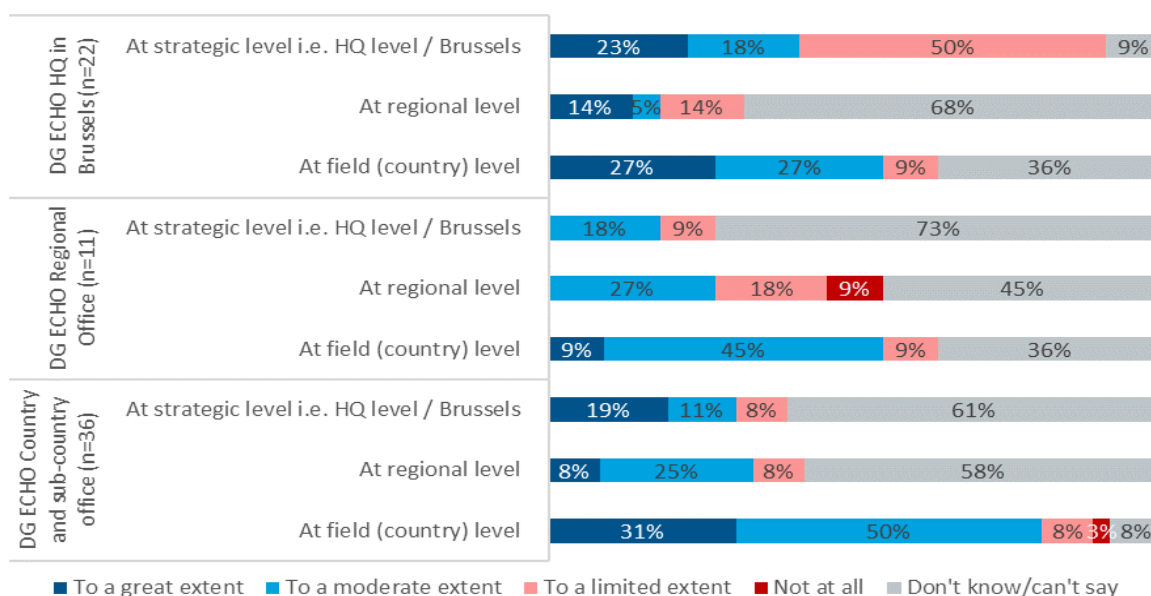


Figure 39. Q7 (B) To what extent was there a structured, strategic, timely and functional dialogue and information exchange (formal and/or informal) between DG ECHO and IOM staff? Where are you based? IOM N=31

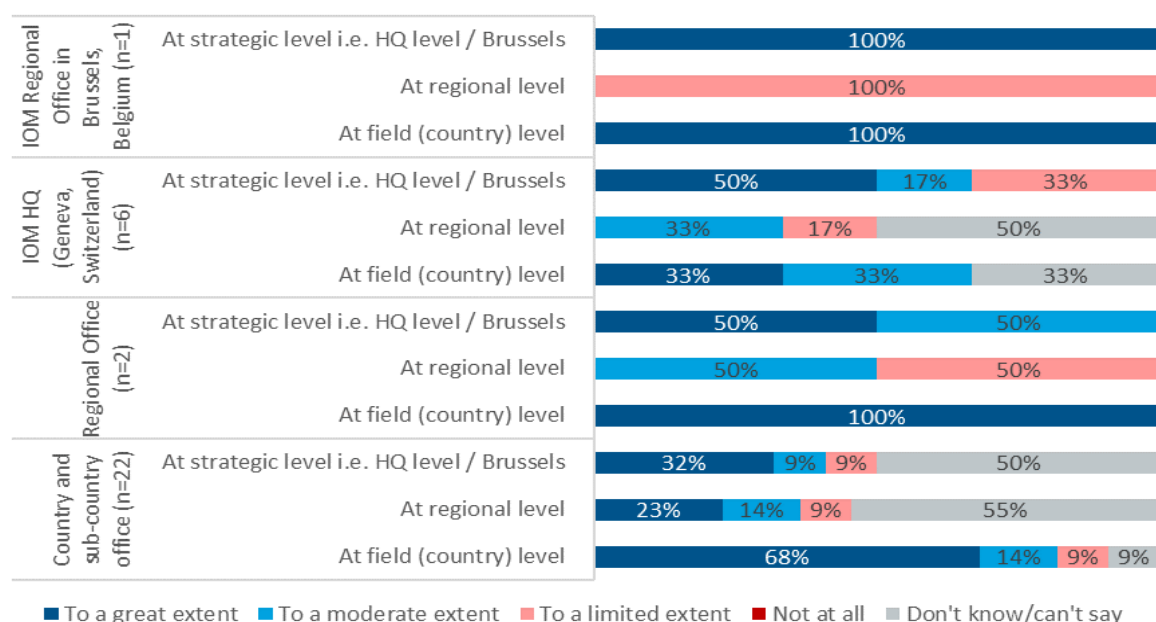


Figure 40. Q8 (A) How would you rate the quality of the dialogue taking place between DG ECHO and IOM? DG ECHO N=69

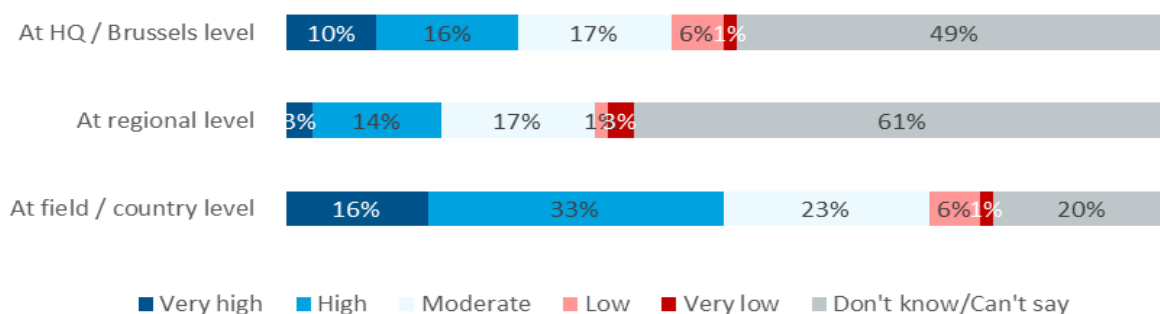
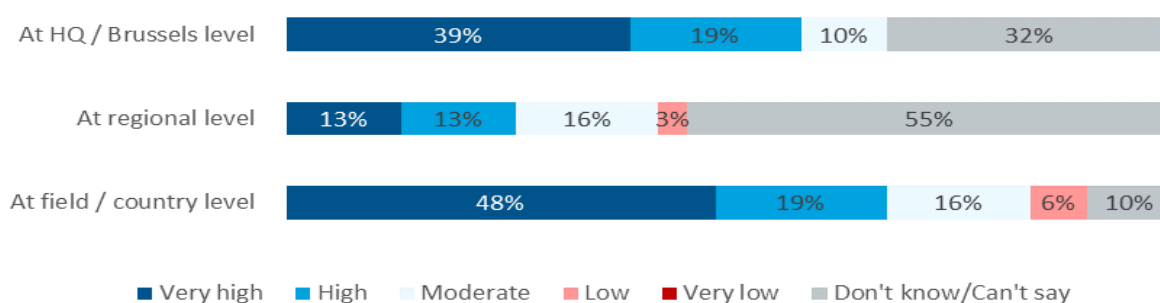


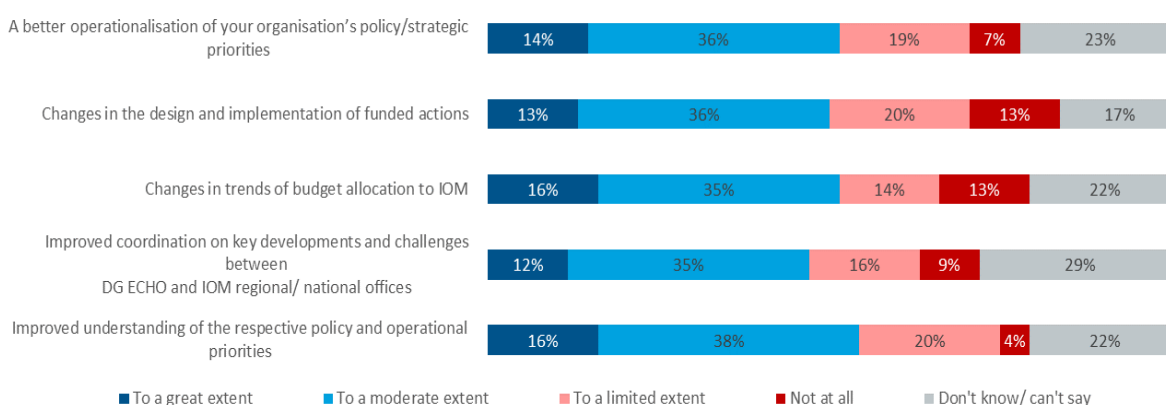
Figure 41. Q8 (B) How would you rate the quality of the dialogue taking place between DG ECHO and IOM? IOM N=31

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)



Key area	HQ level	Regional level	Country/Field level
Reasons for low quality of the dialogue	Limited strategic clarity on the aim of the dialogue; diversification of IOM interventions with limited common aim/view/direction; lack of clarity on DG ECHO main strategic priorities and alignment with IOM	Very limited exchange between sectorial experts and offices at regional level	Hard to implement what is lengthily discussed at field level; Needs assessment not always accurate and creating overlaps in IOM activity; frequent changes in IOM at coordination level
How to improve the quality of the dialogue	Clarity of purpose on both sides, having open and frank discussions between the partners, and timely submission of reports	Having more regular and frequent exchange between regional offices	Having more senior level IOM officers involved in the dialogue and conducting more joint field visits

Figure 42. Q9 (A) To what extent did strategic and operational dialogue and information exchange between DG ECHO and IOM lead to? DG ECHO N=69



Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Figure 43. Q9 (B) To what extent did strategic and operational dialogue and information exchange between DG ECHO and IOM lead to ? IOM N=31

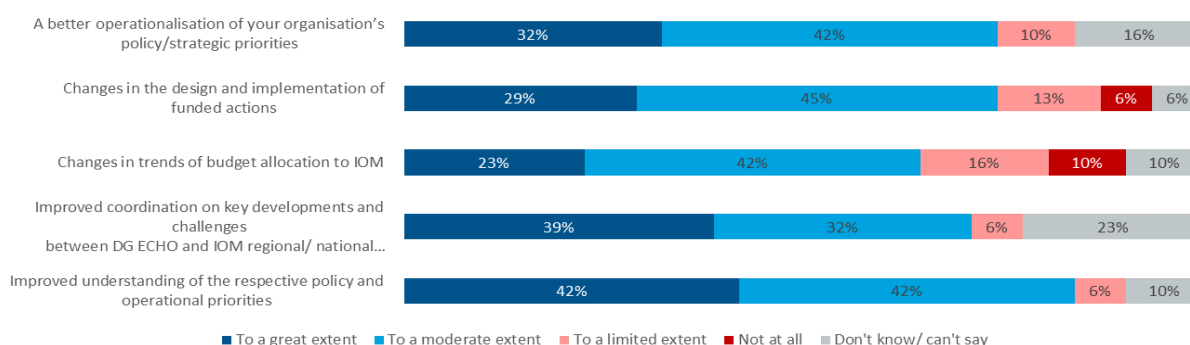
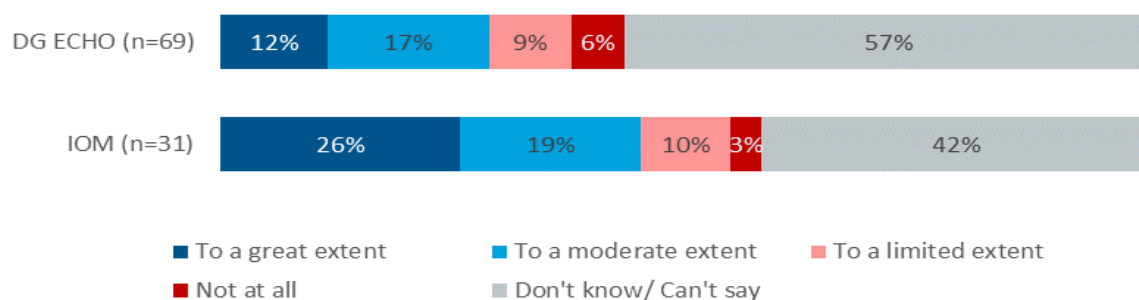


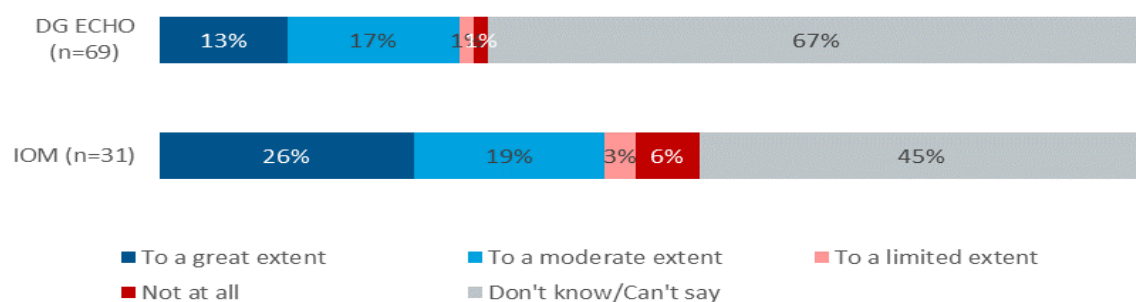
Figure 44. Q10 To what extent has the annual High-level dialogue between DG ECHO and IOM positively impacted cooperation between the partners? N=100



Key area	Remarks
Impact of HLD on the cooperation between partners	The annual HLD was too high-level to have an impact (operational) on cooperation between partners and address key issues. HLDs did not benefit from inputs from the field and rarely resulted in operational commitment that could be followed up at field level

Figure 45. Q11 To what extent has EU-IOM Strategic Cooperation Framework positively influenced the DG ECHO - IOM partnership? N=100

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)



Key area	Remarks
Impact of the Strategic Cooperation Framework on the cooperation between partners	The impact at regional and field level was rather limited, although there has been improvement of DG ECHO's awareness of IOM's strengths and operational advantages

Figure 46. Q12 (A) To what extent do you agree or disagree with the following statements? DG ECHO N=69

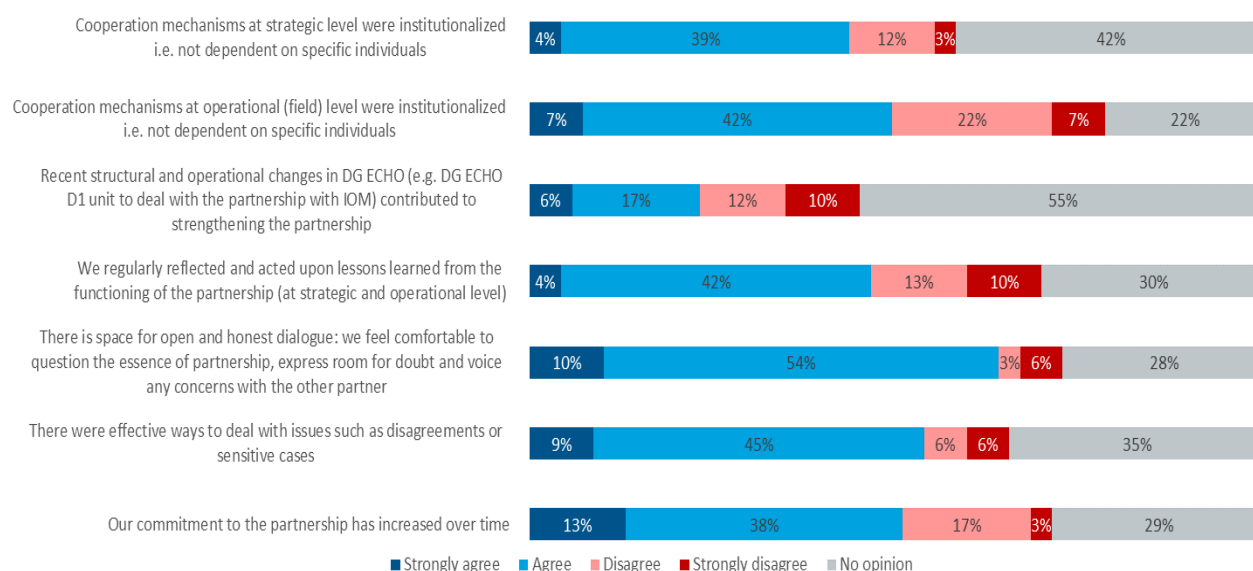
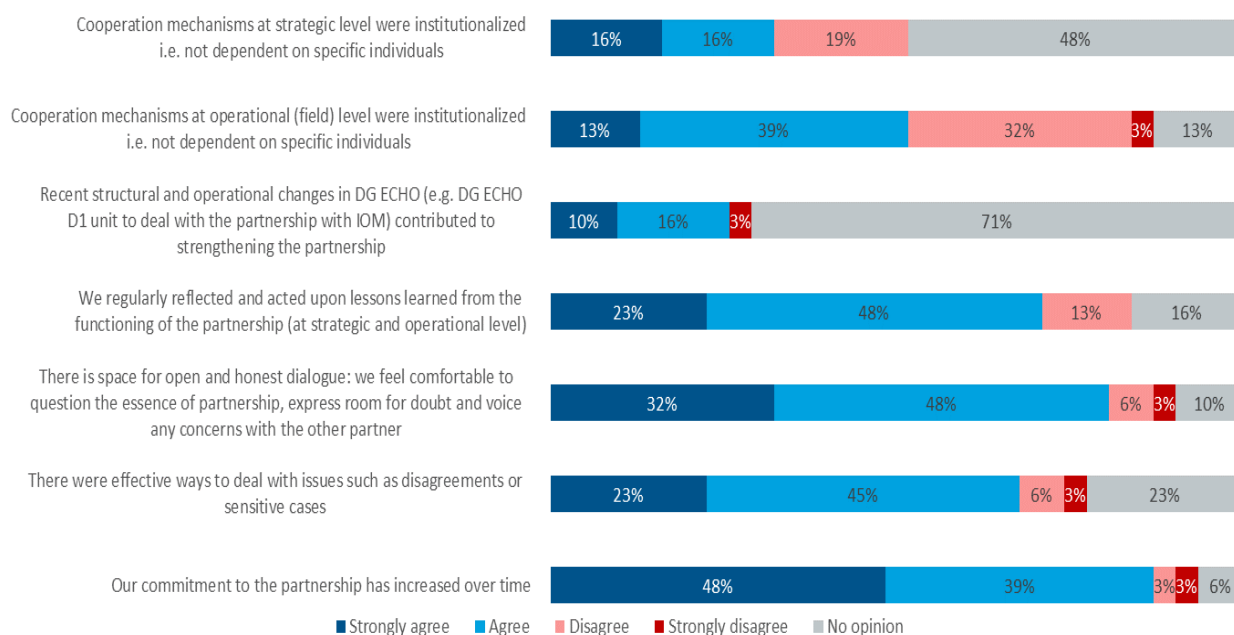


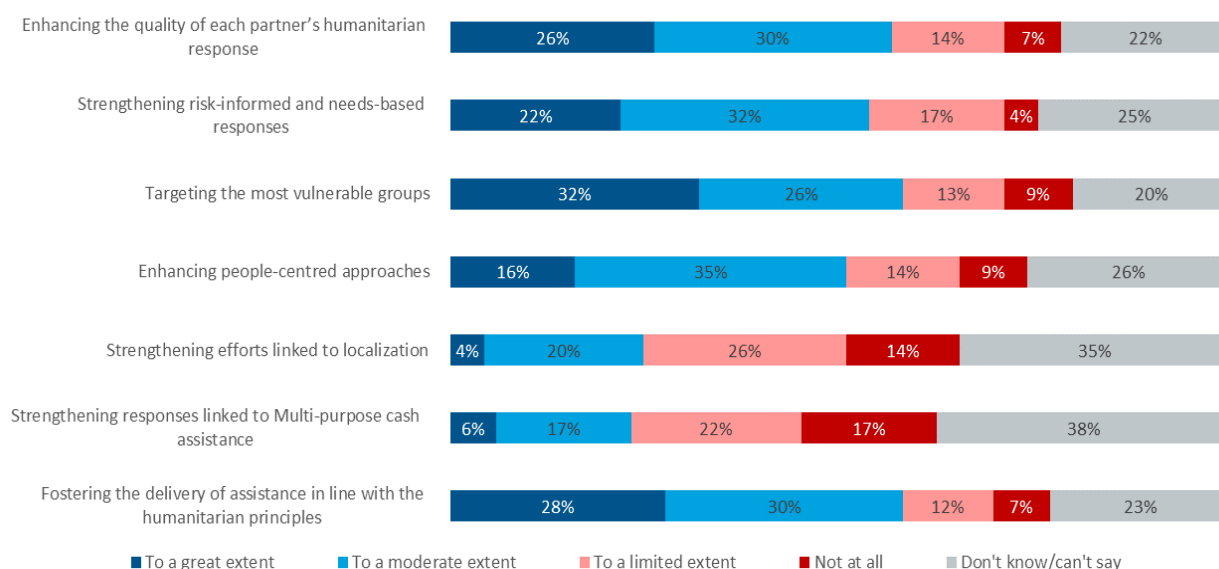
Figure 47. Q12 (B) To what extent do you agree or disagree with the following statements? IOM N=31

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)



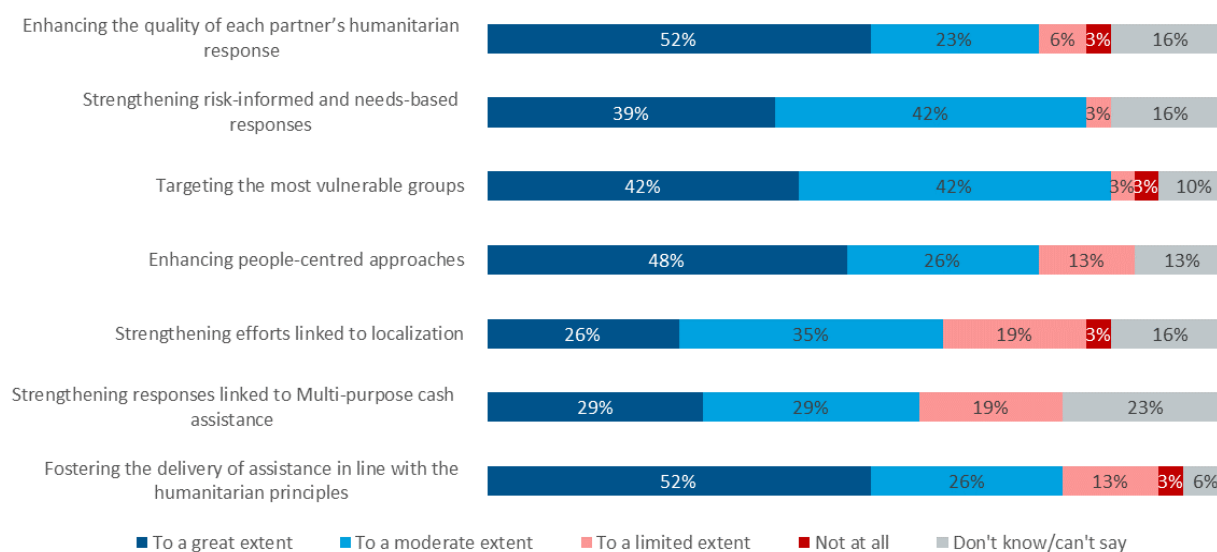
A4.4 Section IV: Benefits and impact of the partnership

Figure 48. Q13 (A) To what extent did the partnership contribute to the following: Where are you based? DG ECHO N=69



Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Figure 49. Q13 (B) To what extent did the partnership contribute to the following: Where are you based? IOM N=31



Key area	Agreements	Disagreements
How the partnership contributed to an enhanced humanitarian response for each partner	DG ECHO and IOM respectively have an important role in humanitarian response. DG ECHO is an experienced and prepared donor, while IOM is an expert partner, very aware of the situation on the ground (including through the DTM) and plays an important role in various clusters. The partnership has brought these strengths together	The operational impact of the partnership should not be overstated; room for improvement on quality programming
How the partnership contributed to strengthening risk-informed and needs-based responses	Needs assessments and risk assessments strengthening risk-informed and needs-based responses have taken place, or were strengthened under the partnership; critical role of the DTM in identifying needs-based responses	Respondents unable to confirm whether it was the partnership itself that led to strengthened risk-informed and needs-based responses, or if these responses would have been established through for example in-country cooperation without the existence of the partnership
How the partnership contributed to targeting	IOM's DTM, supported by DG ECHO, was instrumental in targeting most vulnerable	Some respondents could not say for certain if it was the partnership itself that led to cooperation in targeting (the

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

the most vulnerable groups	groups; needs-assessments carried out before DG ECHO-funded actions also facilitate the targeting of the most vulnerable groups	most vulnerable groups) at field level; some DG ECHO officers also noted a perceived continuing imbalance between needs-based targeting and status-based targeting, with IOM having a (broader) mandate focusing on migrants
How the partnership contributed to enhancing people-centred approaches	People-centred approach is important for both organisations, thus both partners value it greatly; IOM adherence to the AAP framework also contributed to this	Some respondents indicated that the partnership did not contribute to enhancing this type of approach
How the partnership contributed to strengthening localisation	DG ECHO's support has enabled IOM to strengthen its localisation efforts and its work with local partners	Some respondents do not see any relevant impact of the partnership on localisation, as IOM mostly implement activities directly
How the partnership contributed to strengthening MPCT	MPCT was a strong component in the partnership and DG ECHO funding has enabled MPCT activities where possible (e.g. Bangladesh and Ukraine)	There is still room for improvement: IOM remains more focused on in-kind assistance; external factors tend to complicate MPCT activities
How the partnership contributed to a humanitarian-principled delivery of assistance	Humanitarian principles play a key role within the partnership and IOM is a very principled partner on the ground	A few respondents noted that it could not be established that the partnership itself directly influenced fostering the delivery of assistance in line with the humanitarian principles

Figure 50. Q14 (A) To what extent did the partnership contribute to the following: DG ECHO
N=69

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

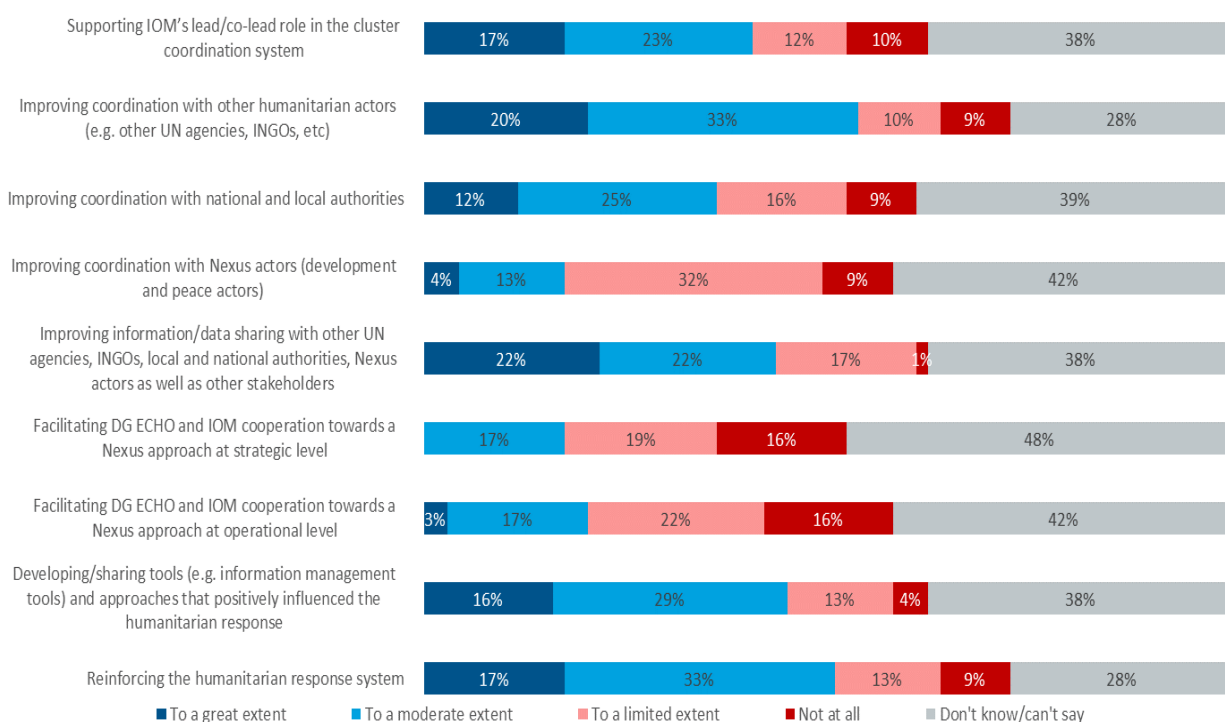
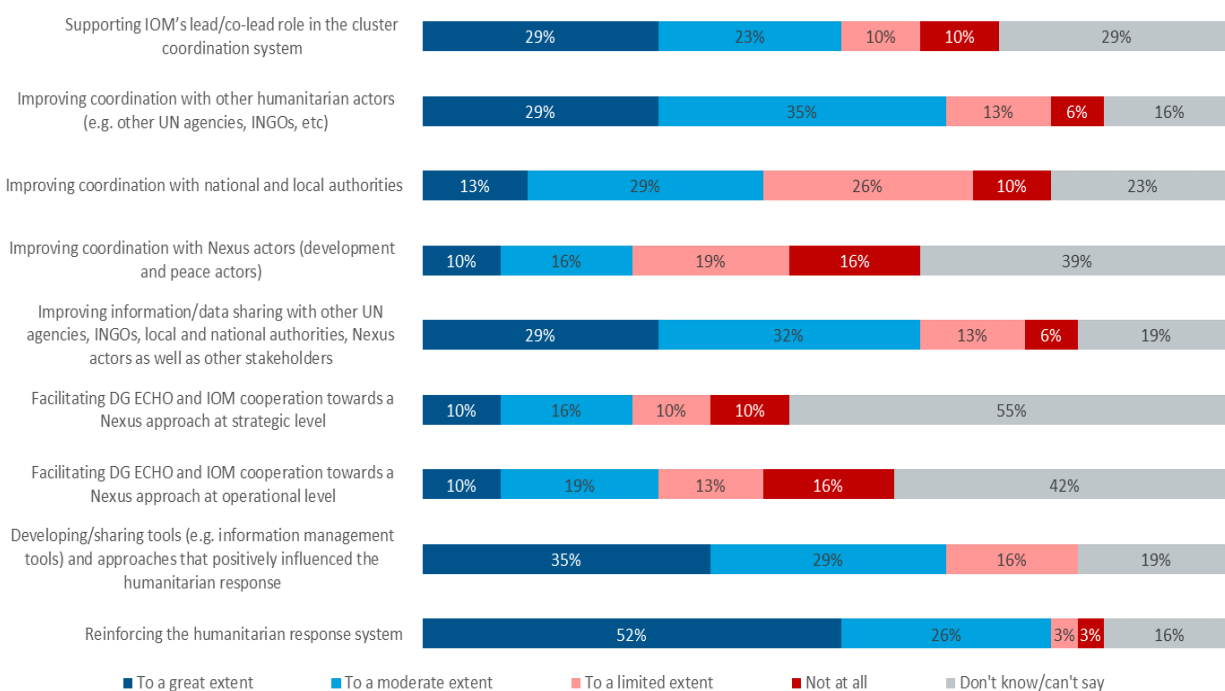


Figure 51. Q14 (B) To what extent did the partnership contribute to the following: ? IOM N=31



Key area	Agreements	Disagreements
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Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Extent to which the partnership contributed to supporting IOM's lead/co-lead role in the cluster coordination system	examples of DG ECHO's areas of support to IOM: the CCCM, Shelter, and the NFI pipeline, among others; country examples of DG ECHO's areas of support to IOM's lead/co-lead role in the cluster coordination system: Cox's Bazar (Bangladesh), Turkey (Temporary Settlement Support Sector), and South Sudan	IOM was supported in sectors where IOM did not lead/co-lead the coordination system; DG ECHO is not as focused on supporting IOM's role in (co-)leading clusters because other partners are (also) doing this already; they were not sure about the partnership's direct role in (increasingly) supporting IOM's lead/co-lead role in the cluster coordination system
How the partnership contributed to strengthening risk-informed and needs-based responses	Needs assessments and risk assessments strengthening risk-informed and needs-based responses have taken place, or were strengthened under the partnership; critical role of the DTM in identifying needs-based responses	Respondents unable to confirm whether it was the partnership itself that led to strengthened risk-informed and needs-based responses, or if these responses would have been established through for example in-country cooperation without the existence of the partnership
How the partnership contributed to targeting the most vulnerable groups	IOM's DTM, supported by DG ECHO, was instrumental in targeting most vulnerable groups; needs-assessments carried out before DG ECHO-funded actions also facilitate the targeting of the most vulnerable groups	Some respondents could not say for certain if it was the partnership itself that led to cooperation in targeting (the most vulnerable groups) at field level.
How the partnership contributed to enhancing people-centred approaches	People-centred approach is important for both organisations, thus both partners value it greatly; IOM adherence to the AAP framework also contributed to this	Some respondents indicated that the partnership did not contribute to enhancing this type of approach
How the partnership contributed to strengthening localisation	DG ECHO's support has enabled IOM to strengthen its localisation efforts and its work with local partners	Some respondents do not see any relevant impact of the partnership on localisation, as IOM mostly implement activities directly
How the partnership contributed to strengthening MPCT	MPCT was a strong component in the partnership and DG ECHO funding has enabled MPCT activities where possible (e.g. Bangladesh and Ukraine)	There is still room for improvement: IOM remains more focused on in-kind assistance; external factors tend to complicate MPCT activities
How the partnership contributed to a humanitarian-principled delivery of assistance	Humanitarian principles play a key role within the partnership and IOM is a very principled partner on the ground	A few respondents noted that it could not be established that the partnership itself directly influenced fostering the delivery of assistance in line with the humanitarian principles

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Figure 52. Q15 What have been the main benefits of the partnership with IOM? DG ECHO
N=69

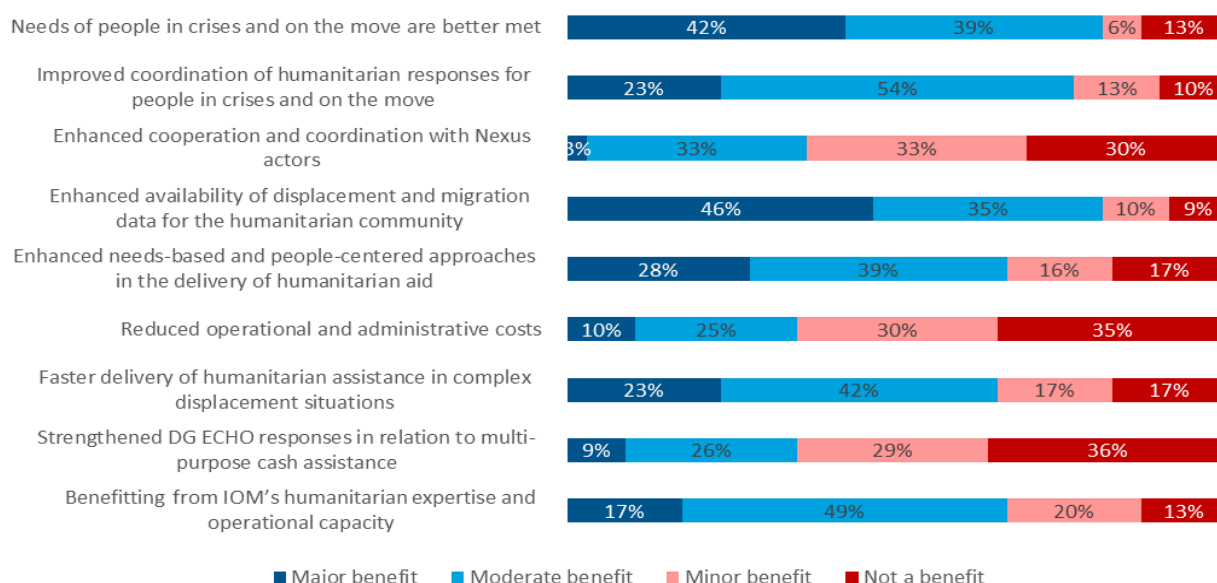
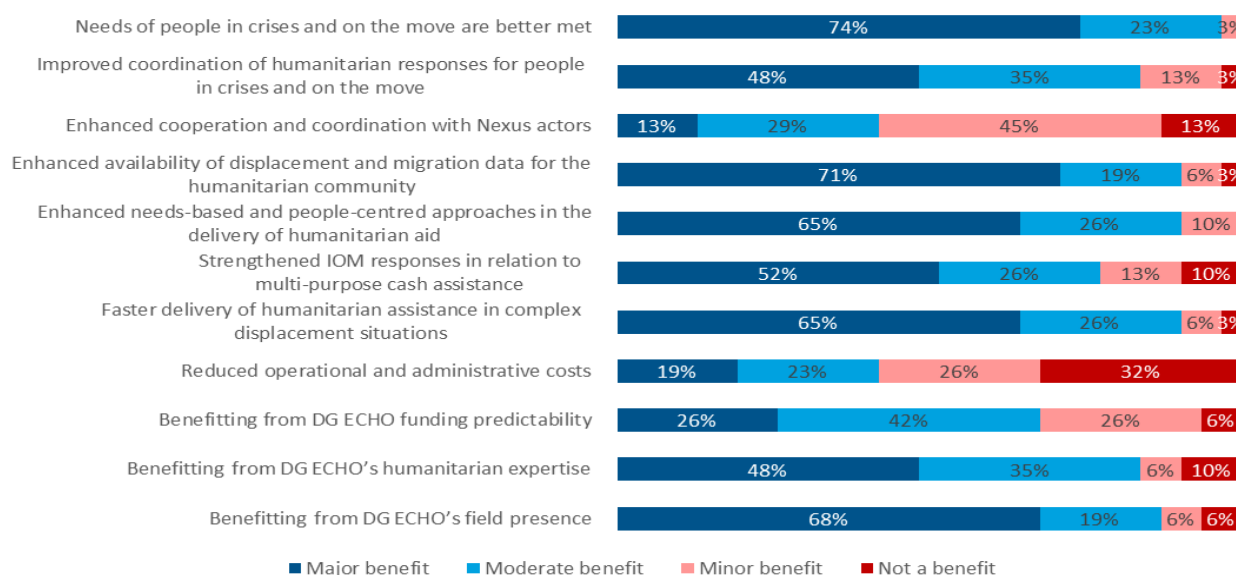


Figure 53. Q16 What have been the main benefits of the partnership with DG ECHO? IOM
N=31



Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Figure 54. Q17 (A) To what extent do you agree with the following statements? DG ECHO N=69

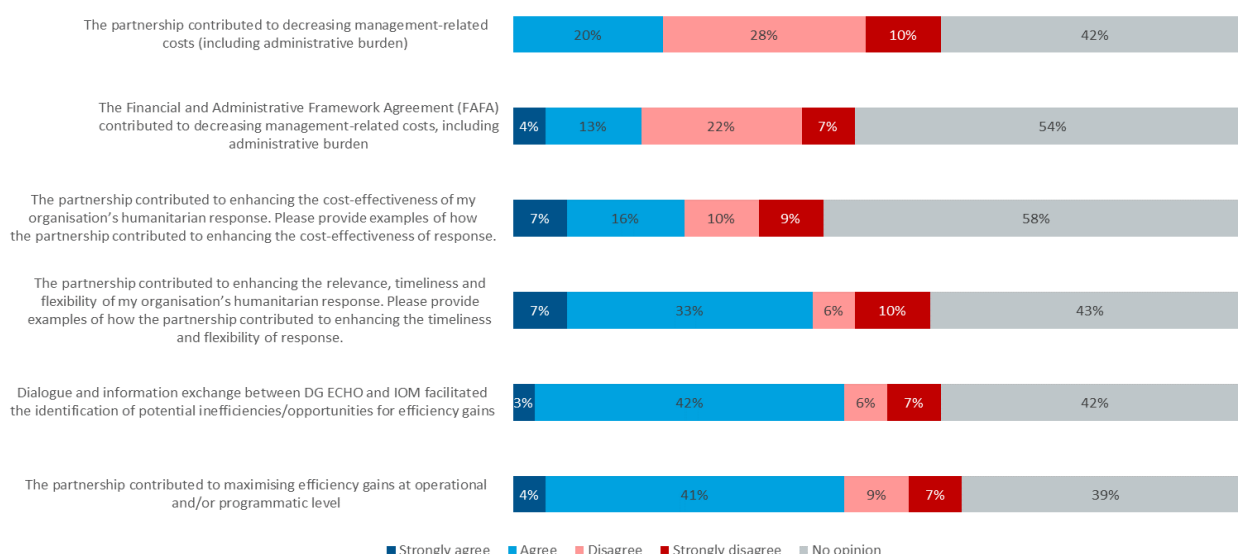
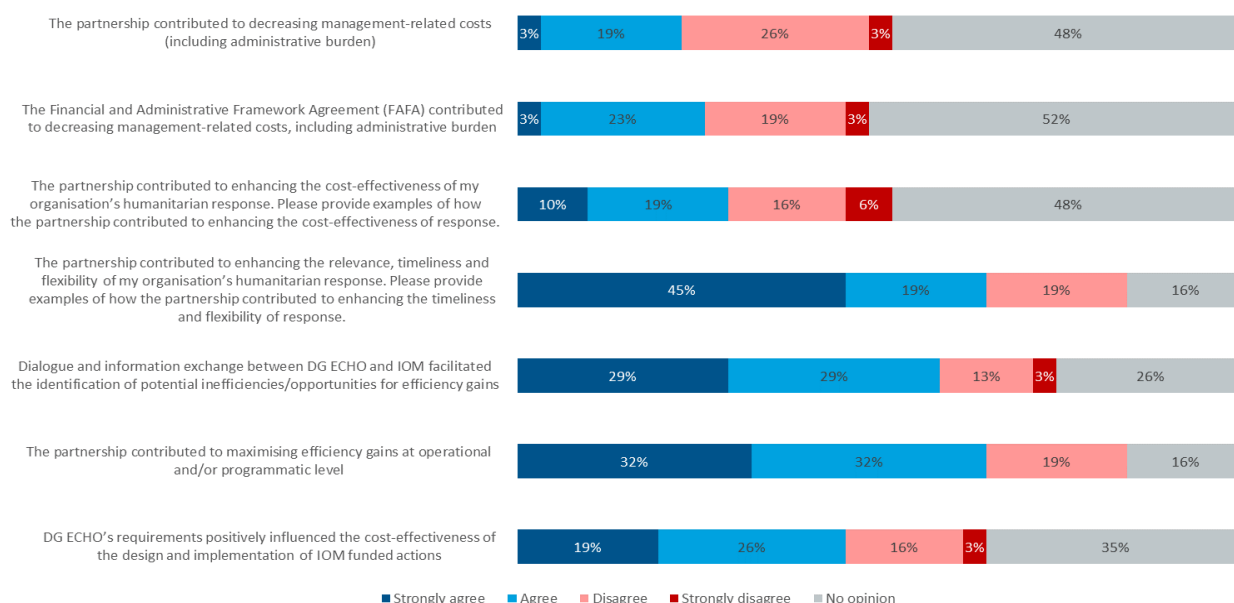


Figure 55. Q17 (B) To what extent do you agree with the following statements? IOM N=31



A4.6 Section VI: Closing questions

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Figure 56. Q18 Overall, how do you rate the DG ECHO-IOM partnership? N=100

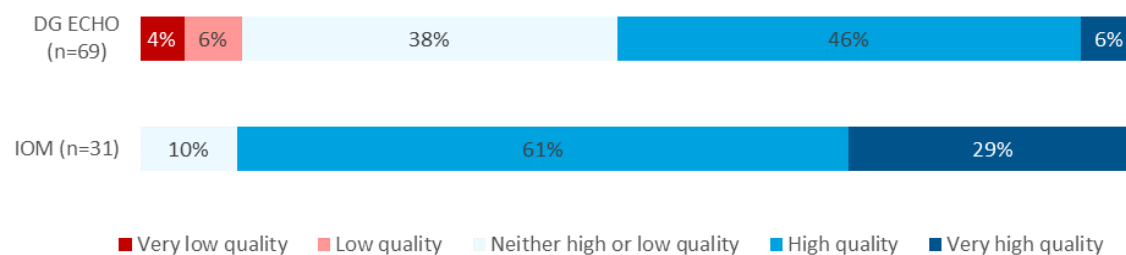
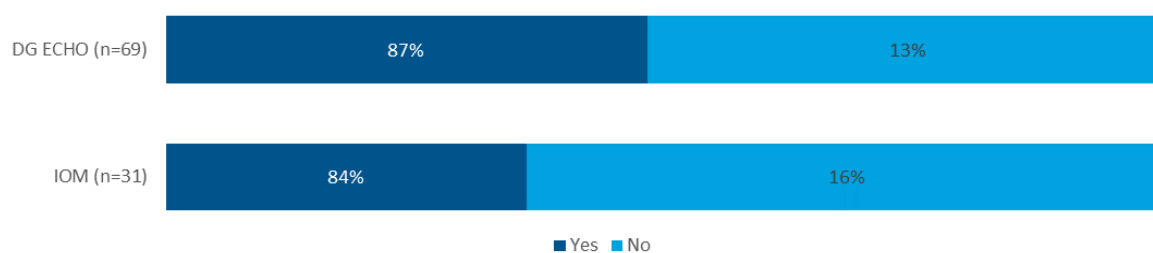


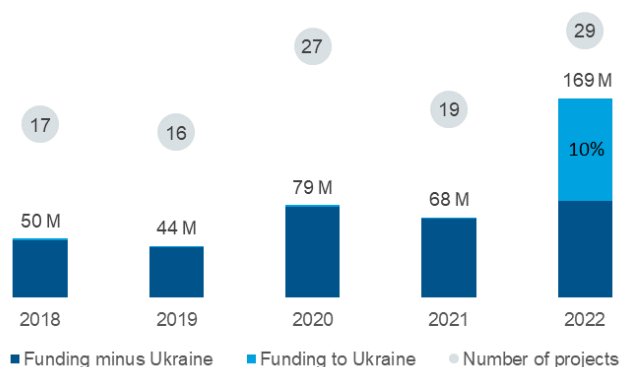
Figure 57. Q19 Is there room to further strengthen the partnership? N=100



ANNEX 5 PORTFOLIO ANALYSIS

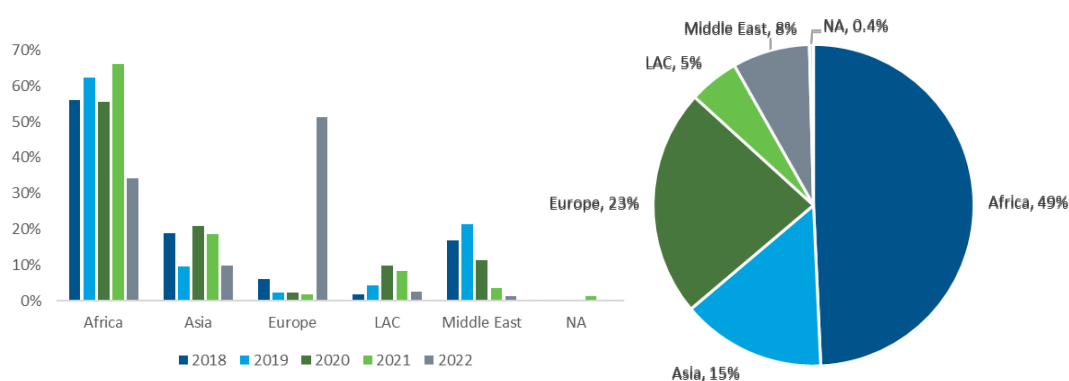
A5.1.1 Source: ICF analysis of OCHA fts data exported on 14/03/2023 and 15/03/2023 of IOM

Figure 58. Budget (in EUR) allocated to contracts between DG ECHO and IOM and number of projects implemented (2018-2022)



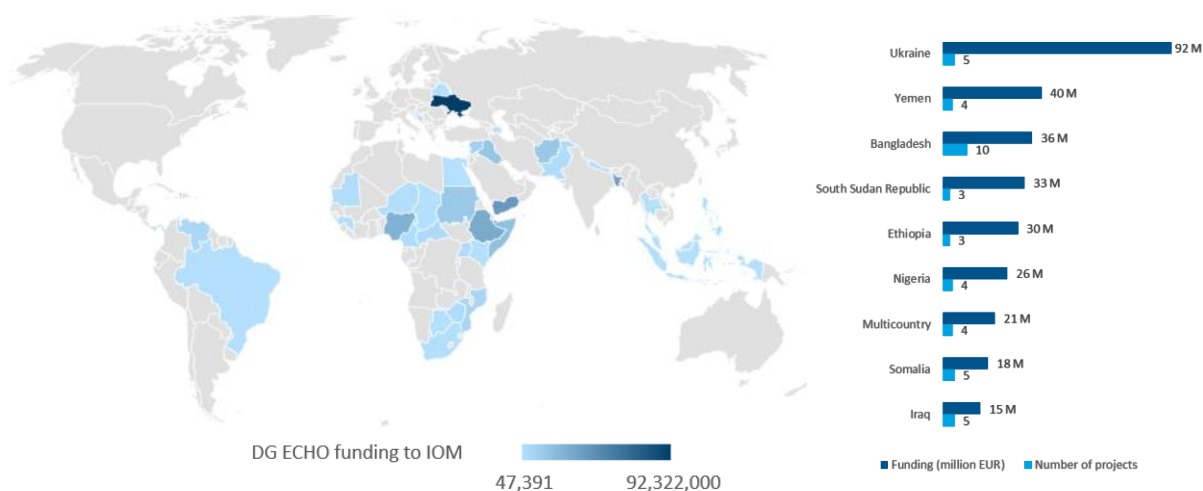
Source: EVA data, ICF analysis and elaboration

Figure 59. Evolution of the budget allocated to contracts between DG ECHO and IOM per region (2018-2022)



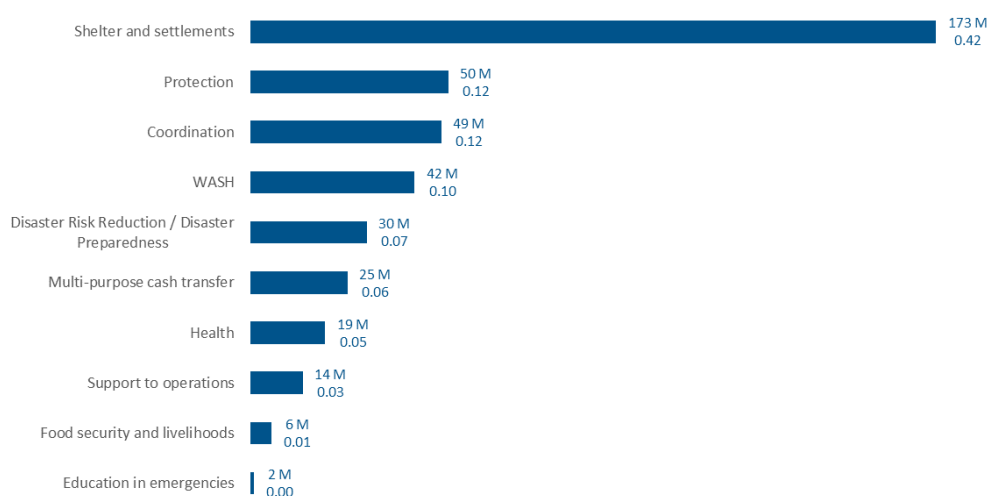
Source: EVA data, ICF analysis and elaboration

Figure 60. Budget allocated to contracts between DG ECHO and IOM and number of projects implemented per country (2018-2022)



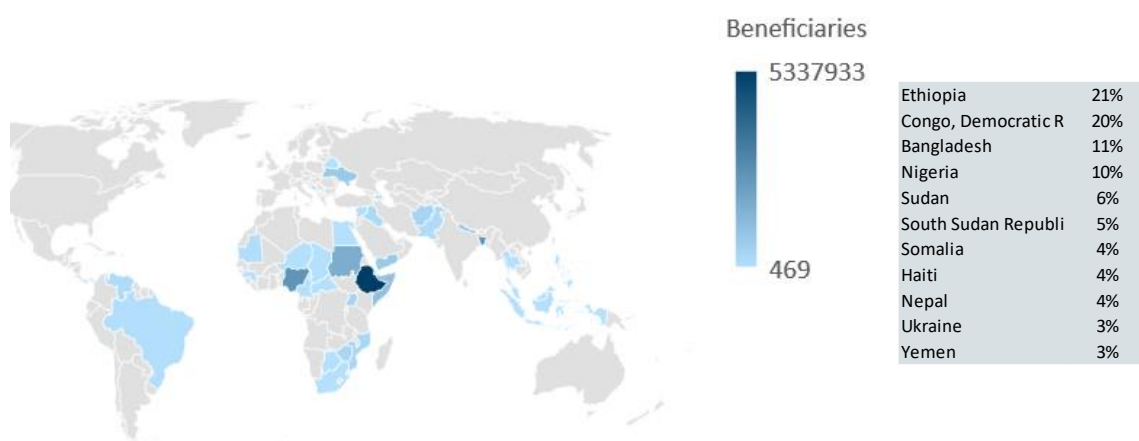
Source: EVA data, ICF analysis and elaboration

Figure 61. Share of DG ECHO funding to IOM per sector, 2018-2022



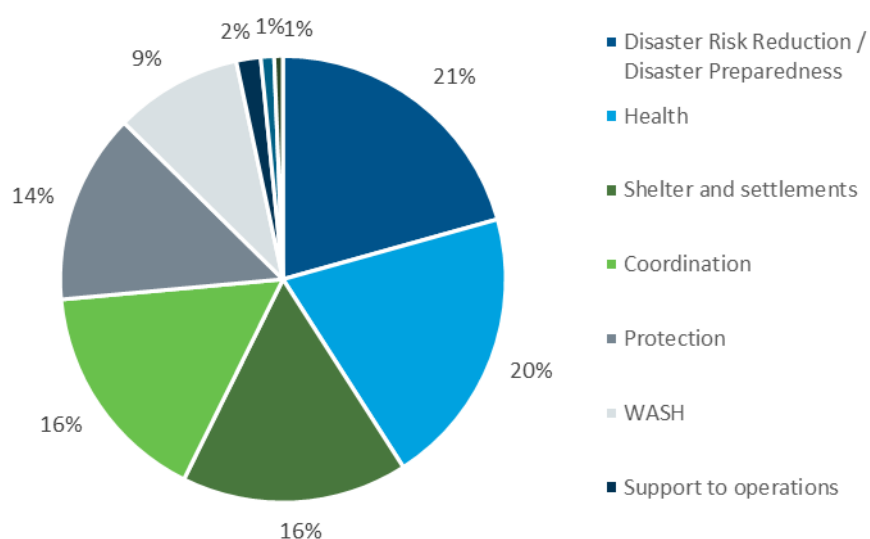
Source: EVA data, ICF analysis and elaboration

Figure 62. Beneficiaries covered by IOM funded actions per area of intervention, 2018- 2022



Source: EVA data, ICF analysis and elaboration

Figure 63. Share of beneficiaries covered by IOM funded actions per sector, 2018-2022



Source: EVA data, ICF analysis and elaboration

Figure 64. Share of beneficiaries covered by IOM funded actions per sector, 2018-2022

	2018	2019	2020	2021	2022	2018-2022
In camp or camp like	0%	0%	0%	15%	22%	8%
Internally displaced	0%	12%	1%	39%	34%	21%
Local population	0%	0%	1%	24%	18%	12%
Others	0%	0%	1%	3%	8%	2%
Refugees/asylum seekers	0%	0%	0%	4%	13%	3%

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

Returnees	0%	0%	8%	15%	6%	7%
Mixed profiles	100%	88%	88%	0%	0%	47%

Source: EVA data, ICF analysis and elaboration

Note: the requirement to report on number of unique beneficiaries by profile was only added in the 2021 Single Form and for this reason, data for previous years is not available.

ANNEX 6 ADDITIONAL SUPPORTING EVIDENCE

Table 7. Mapping of strategic priorities

Mapping of strategic priorities	
DG ECHO strategic priorities	IOM strategic priorities
<p><u>Strategic priorities 2016-2020 (humanitarian aid)</u></p> <p><u>Cross-cutting priorities</u></p> <ul style="list-style-type: none"> • Coordination with other Commission services. • Humanitarian-development nexus (rapid response measure in crisis situations and more medium and long-term development action). This requires increased coordination - leading to joint humanitarian-development approaches and collaborative implementation, monitoring and progress tracking. • In the same vein, protracted displacement must be seen not only as a humanitarian challenge but also as a development, political and economic one. <p><u>A stronger global actor</u></p> <ul style="list-style-type: none"> • People and countries in need are provided with adequate and effective humanitarian and civil protection assistance. The humanitarian response targets the most vulnerable, takes place alongside development, stabilisation and/or state-building interventions, is laid down in close partnership with other humanitarian actors, and it is constantly adapted to changes in needs. Humanitarian aid should reach as many vulnerable people as possible, while ensuring that the assistance delivered is adequate (i.e. it is needs-based, efficient and timely). Education in Emergencies is considered a key priority, in line with an increase in the target of funding (from 1.8% to 4% of the humanitarian aid budget). DG ECHO aims to increase the share of its funded operations that integrate gender and age considerations. • People and communities at risk of disasters are resilient. Shift in the policy approach from disaster management to disaster risk management, so as to prevent new risks and reduce existing disaster risk. The main interventions are national risk 	<p><u>Strategic Results Framework (humanitarian aid)</u></p> <p><u>Cross-cutting priorities</u></p> <ul style="list-style-type: none"> • Humanitarian-Development-Peace Nexus (HDPN) • Gender Mainstreaming • Disability Inclusion • Prevention of and Response to Sexual Exploitation and Abuse and Sexual Harassment (PSEAH) • Youth • Accountability to the Affected Populations (AAP) <p><u>Programmatic Objectives: Humanitarian Assistance and Protection</u></p> <p>Life-saving response and humanitarian assistance.</p> <ul style="list-style-type: none"> • <i>Long-term outcome:</i> human suffering is alleviated while the dignity and rights of people affected by crises are upheld. <i>Short-term outcome:</i> Crisis-affected populations have their basic needs met and have minimum living conditions with reduced barriers to access for marginalized and vulnerable individuals. <i>Outputs:</i> crisis-affected populations have access to shelter and settlement support, cash and market-based interventions (whenever appropriate), WASH programming, quality health services (including mental health and psychosocial support), movement assistance; people in displacement sites have equitable access to assistance, protection, and services; empowering of government and local actors to ensure equitable assistance; empowering of health service providers; improved living conditions and wellbeing for victims of human rights violations. • <i>Short-term outcome:</i> Humanitarian assistance is provided in a manner that actively contributes

assessments by IPA II and EU neighbourhood countries, the EU Aid Volunteers initiative to provide practical support in the provision of humanitarian aid and contribute to the strengthening of local capacity, and the increase of the share of its funded operations that integrate resilience.

Towards a new policy on migration

- **The humanitarian needs of the most vulnerable people in refugee crises are met.** DG ECHO's strategic priorities are centred around addressing the humanitarian needs of the most vulnerable people caught in refugee crises, with a focus on addressing the consequences of the global refugee crisis in Europe. The focus is on providing life-saving assistance to refugees and IDPs in countries of origin and transit, particularly in Syria, Iraq, and Afghanistan; strengthening EU cooperation with countries of origin and transit at a local level to address the root causes of displacement and migration, and supporting host communities that are already struggling with poverty and hardship; supporting humanitarian projects in Afghanistan and facilitating access for humanitarian organizations to reach people in need in the country.

Strategic priorities 2020-2024

Cross-cutting priorities

- Increase in budget for DG ECHO's humanitarian partners by 30% due to global health threats and increasing man-made crises.
- Reinforce advocacy work for the respect of IHL.
- Policy work to improve the quality and the conditions of aid delivery notably by ensuring greener humanitarian aid.
- Flexible and needs-based intervention and funding.

A stronger Europe in the world

- **The EU remains a leading humanitarian donor by providing adequate and effective humanitarian assistance to populations affected by humanitarian crises.** The objective is to improve the chances of survival of people affected by or vulnerable to disasters or crises. Humanitarian aid should reach as many vulnerable people as possible, while ensuring that the assistance delivered is adequate (i.e. it is needs-based, efficient and timely). The Grand Bargain approach and Programmatic Partnership are part of the efforts to reach as many beneficiaries as possible. EiE remains a key priority, with a 10% budgetary commitment. Gender and age considerations are integrated in the humanitarian action. Action relates to several areas (protection, health, food, nutrition, water and sanitation, shelter, disability, cash transfers) as well as new areas such as humanitarian logistics.
- **Humanitarian space is preserved and respect for International Humanitarian Law is ensured.** Advocacy and policy and financial support on IHL.

to immediate and longer-term response.

Outputs: Humanitarian actors at all levels have knowledge and tools to formulate interventions that address both the immediate and longer-term needs of affected populations; Local stakeholders have capacity to actively contribute to the immediate and longer-term response.

- *Short-term outcome:* Decision makers and responders responsibly use data and its analysis to inform the delivery of assistance to crisis-affected populations.
Outputs: Guidelines on data and information collection, sharing and management are in place that adhere to data protection standards, principles of confidentiality and a defined purpose, to protect the individuals and groups providing information from harm; Robust data on mobility and displacement is available, disaggregated by age, sex and disability using appropriate methodologies.

Humanitarian protection

- *Long-term outcome:* Threats and vulnerabilities are reduced or mitigated through humanitarian protection.
- *Short-term outcome:* Governments and humanitarian actors work with crisis-affected populations to understand the vulnerabilities and evolving needs that are context specific.
Output: Governments and humanitarian actors have improved access to timely disaggregated data on the specific vulnerabilities and needs of all crisis-affected populations to inform evidence-based response, and have strengthened protection monitoring systems at all levels to understand the potential barriers to protection and the needs of diverse populations; crisis-affected populations participate meaningful in decision-making for the design, planning and implementation of humanitarian [and self - protection] programming.
- *Short-term outcome:* Governments and humanitarian actors at all levels design [and implement] activities that reduce risks and threats associated with humanitarian crises.
Output: Governments, humanitarian actors, and local organizations have the necessary knowledge, tools, and capacity to implement protection measures that respect the rights and dignity of crisis-affected populations, including vulnerable groups, across all sectors of humanitarian response, while also establishing accessible and secure feedback mechanisms for affected populations, and providing training for immigration and border authorities on gender- and protection-sensitive humanitarian border management to address vulnerabilities and protection needs in crisis situations.
- *Short-term outcome:* Governments and humanitarian actors ensure that vulnerable groups who face exacerbated protection risks

- **The EU remains a global humanitarian donor by providing an adequate and effective humanitarian assistance in countries affected by humanitarian crises.** DG ECHO aims to confirm the EU's role as a main, influential humanitarian actor, promoting a swift, efficient, comprehensive and principled response. Focus is on the quality and coherence of humanitarian aid, and to continue developing ways to best address the basic needs of the most vulnerable in the following areas: food, nutrition, health, WASH (water, sanitation and hygiene), shelter (with cash as preferred delivery mode whenever feasible), forced displacement (refugees, migrants and IDPs), as well as social protection safety nets. The humanitarian-development nexus remains a key part of this approach, alongside the design of exit strategies.

A European Green Deal

- **People and communities at risk of disasters are resilient and prepared.** DRR and DP, in the vein of climate change adaptation, are priorities of humanitarian aid and are within the broader context of the beneficiaries' resilience and sustainable development (nexus). COVID-related vulnerabilities are particularly examined.
- **The environmental impact of humanitarian aid operations is reduced.**

Promoting our European way of life

- **The needs of the most vulnerable people in times of crises are met.** Delivery of civil protection assistance in the immediate aftermath of a disaster, fostering cooperation to avoid duplication and meet the real needs of the affected population. This is an instrumental to projecting EU solidarity beyond the Union borders.

Sectors of assistance (humanitarian aid)

- **Cash transfers:** preferred transfer modality as it is deemed more efficient, more dignified, more flexible and better for recovery and resilience.
- **Climate change and environment:** support to the most vulnerable people affected by crises caused or worsened by climate change; aim to reduce the environmental impact of humanitarian work.
- **Disability Inclusion:** consider the specific needs of persons with disabilities to ensure their full participation in humanitarian action.
- **Disaster Preparedness:** strengthening the resilience of governments, organisations, communities or individuals and their ability to better respond and cope with the aftermath of disaster, hence reducing the loss of life and livelihoods.

and threats have meaningful access to humanitarian protection.

Output: Increase knowledge and awareness of available protection services among populations affected by crises, particularly vulnerable groups, and provide quality healthcare and psychosocial support to survivors of GBV and other at-risk individuals, while enhancing coordination and referral mechanisms among governments and humanitarian actors to ensure access to services and assistance, and promoting the sustained and meaningful participation of vulnerable groups in humanitarian protection.

- **Enhanced assistance and response systems.** *Long-term outcome:* The quality of humanitarian assistance and response systems are enhanced.
- *Short-term outcome:* Robust systems are in place to effectively support humanitarian operations and cope with operational needs. *Output:* Mechanisms for the procurement and movement of quality and cost-effective supplies are established/maintained; humanitarian actors have the knowledge and capacity to remove the obstacles that are impeding or hindering equitable access to goods and services
- *Short-term outcome:* The quality of humanitarian assistance is enhanced through interagency coordination, including IOM Cluster leadership and partnership. *Output:* Establish and strengthen humanitarian coordination mechanisms, enhance the capacity and resources of humanitarian actors for engaging in joint initiatives, and develop updated standards and guidance to improve crisis response efficiency and effectiveness.
- *Short-term outcome:* Humanitarian programming is guided by clear, transparent and consistent standards, that adhere to shared [humanitarian] principles and respond to the needs of affected populations. *Output:* Humanitarian actors are empowered to implement IASC standards and principles, enhance programmes through evaluations and learning, and ensure inclusive participation of affected populations and local actors.

Migration Crisis Operational Framework (MCOF)

1st Ring: Cross-cutting issues

- **Protection mainstreaming**
- **Gender equality**
- **Law and policy**
- **Disaster risk / climate change**
- **Data and evidence**

2nd Ring: Sectors of assistance

- | | |
|---|---|
| <ul style="list-style-type: none"> • Disaster risk management: tackle disaster risks through preventive, preparedness, response, and recovery actions. • Education in Emergencies: through education in emergencies and protracted crises, the aim is to minimise the impact of crises on children's learning, by supporting teachers with training, coaching and protection actions. • Food assistance: providing food assistance in anticipation of, during, and in the aftermath of a humanitarian crisis to avert widespread hunger and save lives and livelihoods. It is one of the main sectors of humanitarian aid. • Forced displacement: refugees, asylum seekers and IDPs: meeting the most urgent needs in situations of forced displacement, including through cash transfers (35% of aid) and EiE. • Gender- and age-sensitive aid: protection, capacity building and advocacy to take into account disproportionate gender and age effect of crises. • Health: provide high-quality humanitarian health assistance in fragile contexts including emergency medical assistance, outbreak preparedness and response, vaccination, hygiene promotion, and screening for malnutrition. It is one of the main sectors of humanitarian aid. • Localisation: empowering local responders in affected countries to lead and deliver humanitarian aid, strengthening the capacity and resources of local organisations to respond to crises and promote long-term sustainability. • Logistics: achieve greater access to vulnerable people, cost savings, a more efficient response including in emergencies, and a significantly greener delivery of humanitarian aid. • Nutrition: addressing acute malnutrition through an integrated multi-sectoral approach, which combines (i) the assessment of nutritional status of children, (ii) the treatment of acute malnutrition, and (iii) the prevention of all forms of malnutrition. It is one of the main sectors of humanitarian aid. • Protection: prevent, reduce, and respond to the risks and consequences of violence, coercion, deliberate deprivation and abuse in humanitarian crises; targeted protection actions and protection mainstreaming are the sector and cross-cutting approaches to protection, respectively. It is one of the main sectors of humanitarian aid. • Shelter and Settlements: ensure that vulnerable people's shelter needs are met in an optimal and efficient way; it is key for safety, | <ul style="list-style-type: none"> • Camp coordination and camp management: To improve the interim living conditions of displaced persons by facilitating the effective provision of assistance and protection in camps and camp-like settings, advocating durable solutions and ensuring organised closure and phase-out of camps as soon as possible. • Displacement tracking: To collect and disseminate critical multi-layered information on the mobility, vulnerabilities and needs of crisis-affected populations, enabling decision makers and responders to provide context-appropriate assistance. • Shelter and settlements: To provide quality shelter at scale, responding to expressed needs, in coordination with partners. • Water, sanitation and hygiene: To deliver high-quality, comprehensive and sustainable water, sanitation and hygiene interventions at scale, ensuring the human right to water and sanitation and empowering affected populations to meet their needs. • Health: To reduce the mortality, morbidity and human suffering of crisis-affected individuals by ensuring access to and the availability of life-saving health care, while supporting the recovery and rebuilding of resilient health systems. • Mental health and psychosocial support: To promote, protect and support the well-being of crisis-affected populations through activities aimed at reducing psychosocial vulnerabilities, promoting community resilience and ownership and supporting aid that takes into account psychosocial and cultural diversity issues. • Protection: To reduce risks to and/or vulnerabilities of crisis-affected populations while strengthening capacities, including those of duty bearers. • Peacebuilding and social cohesion: To support cohesive communities, accountable leadership and peaceful dialogue, addressing instability and providing an alternative to conflict. • Livelihoods and economic recovery: To equitably restore and strengthen the capabilities, assets and productive infrastructure required for crisis-affected individuals and communities to achieve a sustainable means of living and inclusive growth. • Basic infrastructure and services: To mobilize communities to take collective action to address needs and improve equitable access to services, with infrastructure often a tangible community-wide benefit of dialogue and engagement processes. • Transitional justice: To contribute to broader transitional justice and peace goals, enabling |
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<p>health and socioeconomic needs. It is one of the main sectors of humanitarian aid.</p> <ul style="list-style-type: none"> • Water Sanitation and Hygiene: providing access to safe drinking water in sufficient quantities in crises, alongside basic sanitation and hygiene education. It is one of the main sectors of humanitarian aid. 	<p>the provision of fair reparations, facilitating recovery and preventing future human rights violations.</p> <ul style="list-style-type: none"> • Land and property: To support the restoration of housing, land and property rights which play a prominent role in reconciliation, peacebuilding and reconstruction efforts. • Disaster risk management: To strengthen resilience and reduce disaster losses by preventing new risks and reducing and preparing responses to existing risks, in alignment with with the Sendai Framework for Disaster Risk Reduction 2015–2030. • Humanitarian border management and services for citizens abroad: To improve the preparedness and response of border and consular authorities, ensuring that crisis-affected migrants are appropriately protected and assisted, and that their human rights and interests are guaranteed, while respecting national sovereignty and maintaining security. • Movement assistance: To provide protection through the provision of humane and orderly transport assistance to individuals or groups who are going, either temporarily or permanently, to a place of origin, transit or destination within one country or across an international border. <p>3rd Ring: Response systems</p> <ul style="list-style-type: none"> • Refugee Coordination Model • United Nations Development System • United Nations Network on Migration • Inter-Agency Standing Committee <p>4th Ring: Overarching objectives</p> <ul style="list-style-type: none"> • Addressing the mobility dimensions of crisis. • Reduce needs and vulnerabilities and risk. • Build resilient and peaceful societies. • Towards sustainable development
<p>Sources</p>	
<p>European Civil Protection and Humanitarian Aid Operations. (2020). Strategic Plan 2020-2024. Retrieved from https://commission.europa.eu/system/files/2020-10/echo_sp_2020_2024_en.pdf</p> <p>European Civil Protection and Humanitarian Aid Operations. (2016). Strategic Plan 2016-2020. Retrieved from: https://commission.europa.eu/publications/strategic-plan-2016-2020-european-civil-protection-and-humanitarian-aid-operations_en</p> <p>European Civil Protection and Humanitarian Aid Operations. (2023). Policy guidelines. Retrieved from</p>	<p>International Organization for Migration. (2023). IOM Strategic Results Framework (SRF). Retrieved from https://www.iom.int/strategic-results-framework</p> <p>International Organization for Migration. (2023). Addressing the mobility dimensions of crises: IOM's Migration Crisis Operational Framework. Retrieved from: https://www.iom.int/mcof</p>

Evaluation of DG ECHO's partnership with the International Organization for Migration (IOM) (2018 - 2022)

https://civil-protection-humanitarian-aid.ec.europa.eu/resources-campaigns/policy-guidelines_en	
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Table 8. Mapping of in-country priorities (Bangladesh, Ethiopia, Iraq, South Sudan Ukraine and Yemen)

Bangladesh	
DG ECHO priorities	IOM priorities
<p>Humanitarian Assistance:</p> <p>Humanitarian aid mostly targets the most vulnerable Rohingya and host communities in Cox's Bazar, under the following sectors:</p> <ol style="list-style-type: none"> 1. Protection as standalone and/or cross cutting the above interventions. Key elements are case management, legal assistance, Sexual and Gender Based Violence (SGBV) response, child protection, access to justice, Housing, Land and Property (HLP), detention, border monitoring, protection monitoring, advocacy. 2. Health, including sexual and reproductive health, medical response to SGBV, mental health, and surveillance and response. 3. Education in Emergencies (EiE): Actions to increase access to primary and secondary education for refugees. This may include formal or non-formal education responses, and responding to the barriers children face in (re-)entering education. Child protection includes psycho-social support and referral and response pathways where possible. Education response includes lifesaving and life-sustaining skills relevant to children (e.g., WASH, DRR). 4. Nutrition: targeted food assistance in makeshift camps, especially for children and vulnerable mothers. 5. WASH in makeshift camps and host communities. 6. Shelter and NFI contingent on needs. 7. Cash: unconditional cash-based assistance, through multipurpose platform, is preferred and advocated for. 8. Accountability to Affected Populations (AAP): explicitly mentioned from 2020 onwards. 9. COVID-19 affected and aggravated most of these sectors, and hence it became a cross-cutting priority. <p>Disaster Risk Reduction (DRR) & Disaster Preparedness (DP)</p> <ul style="list-style-type: none"> • Defining institutional and policy frameworks, policy dialogue, information management, and strengthening coordination. These relate both national response systems and local service delivery. From 2021 the approach became more comprehensive and inclusive, considering the interaction with different hazards (e.g., epidemics), risk analysis, forecast-based actions, and linkages to social protection programming. Emergency safety nets, based on cash transfers, are also considered. • Earthquake preparedness. The geographical focus is both on urban areas such as Dhaka and vulnerable areas such as Cox's Bazar. 	<p>Humanitarian Assistance:</p> <ul style="list-style-type: none"> • Humanitarian aid mostly targets the most vulnerable Rohingya and host communities in Cox's Bazar, under the following sectors: • Protection: general protection and counter-trafficking, GBV, child protection, community safety and peaceful co-existence. • Health: quality life-saving health services, health systems strengthening, community engagement, emergency preparedness and response for outbreaks and disasters, mental health and psychosocial support. • WASH: water supply, sanitation and waste management, hygiene promotion and epidemic control. • Shelter, settlements and NFI: transitional shelter assistance, mid-term shelters, NFI assistance, emergency preparedness and response, two-storey steel frame shelters, alternative construction materials, support to host communities, appointment of catchment focal points, LPG refills in camps and host communities, LPG cooking stove replacement, fire safety training. • Cash-based interventions • Multi-sectoral support <p>Disaster risk management</p> <ul style="list-style-type: none"> • Disaster preparedness • Multi-purpose cyclone shelters • Vulnerability capacity assessment • Evacuation plans and drills • Naf river-based interventions <p>Coordination and effectiveness</p> <ul style="list-style-type: none"> • Camp coordination and camp management: site management and site development, site management engineering project, communication with communities. • Accountability to the Affected Population. • Needs and population monitoring. • IOM is hosting the sector-based coordination structure for the Rohingya. • Contribute to an evidence based and efficient crisis response system.

- **Cyclone/floods preparedness.** The geographical focus is in high refugee concentration areas (i.e., Cox's Bazar).

Coordination and effectiveness

- Prioritisation of coordinated, comprehensive and transparent programming ensuring potential for scalability, cost efficiency and effectiveness, as well as safety and protection of beneficiaries. Humanitarian advocacy is addressed through coordinated and evidence-based advocacy.

Ethiopia	
DG ECHO priorities	IOM priorities
<p>DG ECHO's strategic priorities for Ethiopia focus on three types of crises and related affected populations:</p> <ul style="list-style-type: none"> • Internal conflict, to ensure rapid life-saving humanitarian response to new conflicts and clashes across the country. • Refugees, asylum-seekers and deportees. • Natural shocks including drought, floods, epidemic outbreaks and pests. <p>The targets of intervention have not significantly changed since the outbreak of the Tigray crisis, although the scope has enlarged starting from 2019-2020. DG ECHO's sectoral priorities in Ethiopia are:</p> <ul style="list-style-type: none"> • Principled Humanitarian Approach: (since 2020) in-depth gender-informed conflict and protection analysis identifying the conflict dynamics and proposing ways to reduce identified risks. • Life-saving programmes aimed at urgent needs. • Geographical prioritisation & Targeting: focus on all potential conflict hot-spots and disaster-prone areas and needs-based targeting. • Refugees, with focus on new influxes, and inclusion of the host community, to avoid fuelling tensions. • Strengthening Emergency Preparedness and Early Response through three mechanisms: Crisis Modifiers, Rapid Response Mechanisms, and Disaster Preparedness. • Early Recovery, prioritising the same populations affected by shocks. • Multi-purpose and unconditional cash transfer as preferred modalities. • Protection, focusing on critical protection concerns, building of local capacities, quality assistance. Protection will target persons affected by conflict, refugees and asylum seekers. • Food assistance and livelihoods. • Shelter/NFI. 	<p>IOM targets displacement affected communities and vulnerable returnees. The targets of intervention have not significantly changed since the outbreak of the Tigray crisis, as the focus is mostly on refugees and IDPs. IOM's humanitarian assistance priorities in Ethiopia are:</p> <ul style="list-style-type: none"> • Displacement tracking for humanitarian response: developing and evidence base to enable planning, advocacy, and response. • Basic needs, including food (2021-2022) lifesaving humanitarian assistance through multi-purpose cash transfers and emergency food. • Shelter, settlements, and NFI: focus on supporting the emergency-recovery nexus, and providing critical assistance for displaced populations. Efforts include emergency shelter and non-food item provision, participatory shelter repairs, addressing housing and land issues, and exploring cash assistance options. IOM also supports NGOs through sub-granting mechanisms and conducts coordination and information management at national and sub-national levels. • WASH: expanding emergency response capacities, incorporating cash-based interventions, rehabilitating water supply systems, constructing sanitation facilities, promoting hygiene, and providing hygiene kits. It also supports NGOs, ensures compliance with COVID-19 preventive measures, and includes activities for stabilizing areas such as water point rehabilitation, sanitation facility construction, and hygiene promotion. • Camp coordination and camp management • Movement assistance: relocation assistance and protection for refugees, including timely, safe and dignified transportation, medical support and basic needs. • Protection: especially of returnees, through registration, family tracing, safe return options, monitoring, and training of key stakeholders on key issues such as child protection, counter-trafficking and smuggling, and GBV risk mitigation. • Health: emergency health and nutritional support to communities affected by conflict and disaster related displacements. Establishment of mobile and static

- **WASH** with the following specificities: emergency response/dynamic response to cover 3 months needs and includes people on the move, post-emergency response (static response) to cover slow onset disasters.
 - **Nutrition:** prioritizing high-risk areas affected by shocks with fast deteriorating nutritional status.
 - **Health:** response to epidemic outbreaks (including COVID-19 since 2020) through vaccination; setting-up mobile clinics.
 - **Education in Emergencies:** focus on forced displacement, increasing safe access to quality formal and non-formal education services. Efforts include improving enrolment, retention measures, accelerated programs, language skills, and transitioning to lower secondary school.
 - **Coordination & Advocacy:**
 - Independent timely assessments, information management, data collection, targeting and verification
 - Strategic advocacy plan
 - Strategic and operational coordination
- clinics, recruitment of mobile health teams, and coordination with the governmental health system. Activities include rehabilitating health facilities, strengthening the referral system, providing essential health services, outbreak preparedness and response including deploying rapid response teams, conducting health promotion, offering vaccinations (including for COVID-19), and supporting returnee migrants. Additional focus on **mental health and psychosocial support in humanitarian response**.
- **Multi-sectoral support.**
- Strengthen preparedness and reduce disaster risk** (since 2021): disaster prevention, outbreak preparedness at points of entry, health components of preparedness and risk reduction, system strengthening for mental health and psychosocial support.

Iraq

DG ECHO priorities

DG ECHO intervention strategy in Iraq focused on the most urgent unmet humanitarian needs, and on the following priorities: (i) displaced populations unable to/prevented from returning to their areas of origin; and (ii) persons deprived of their liberty, and (since 2021), (iii) displaced persons living in under-served camp settings.

- **Protection.** Documentation, Status and Protection of Individuals; Rights of Detainees and Conditions of Detention; Monitoring and Information Management; Advocacy; Dissemination and promotion of respect of International Humanitarian Law; programmes to assist victims of all kinds of conflict related violence and abuse; child protection; gender sensitivity in COVID-19 prevention measures (since 2020).
- **Health.** Basic, good quality essential life-saving services; monitor and report on the utilization of basic health services; provide medical and mental health support for victims of violence, including GBV; coordination with existing systems, especially in the context of COVID-19. With exception for COVID-19 response, DG ECHO no longer supports PHCs and other fixed medical points in out of camp settings since 2021, given the commitment to transition facilities to the Government of Iraq.
- **Food assistance / food security** (until 2020)
- **Multi sector action for integrated Camp Co-ordination and Camp Management, Shelter/NFIs and WASH.** Until 2020, focus on protracted

IOM priorities

IOM's humanitarian support targeted (i) populations who remain in displacement, (2) vulnerable host communities in areas of displacement and communities of return, (3) IDPs who have returned, but are facing severe conditions. IOM's **humanitarian assistance's priorities** in Iraq are:

- **Protection.** Case management, risk assessment, awareness-raising, community engagement, preventing sexual exploitation and abuse, mainstreaming protection, and addressing protection risks through livelihood programmes.
- **Health.** Provision of comprehensive primary health care services and referrals to crisis-affected IDPs, returnees and host communities in camps, in informal displacement sites and in areas of return. Response to the COVID-19 outbreak.
- **Mental health and psychosocial support in humanitarian response.**
- **Basic needs, including food** through multi-purpose cash assistance and emergency cash support.
- **Shelter, settlements and non-food items.** Critical shelter upgrades, in-kind and cash assistance, rehabilitation of war damaged shelters.
- **Camp coordination and camp management** including information management and coordination with governmental and other partners.

displacement in camps and collective sites, durable upgrades of private housing for IDPs, returnees, HLP, standalone out of camp WASH. New formulation after 2021: priority on under-served camps and informal settlements in critical shelter condition areas.

- **Education in Emergencies.** Prioritisation of formal education in camps, with the possibility of supporting non-formal or other type of education when the first is not possible.
- **Multi-purpose cash assistance**
- **Disaster Preparedness and Disaster Risk Reduction.** Focus on coordination and engagement with local and national authorities.

- **WASH** (until 2020, then moved under "strengthen preparedness and reduce disaster risk").
- **Movement assistance.**
- **Displacement tracking for humanitarian response.**
- **Multi-sectoral support.**

Strengthen preparedness and reduce disaster risk: disaster prevention; emergency preparedness; health components of preparedness and risk reduction; points of entry; system strengthening for mental health and psychosocial support; WASH.

Long term impacts and durable solutions:

Assistance to survivors of human rights violations; health system strengthening; mental health and psychosocial support; addressing the socio-economic impacts of health crises and strengthening national laboratory systems (linked to COVID-19); provision of WASH in transitional and post-crisis situations; peacebuilding and peace preservation; reparations; restoring housing, land and property rights; community stabilisation.

Durable solutions (until 2020 mostly linked to humanitarian actions, but then progressively more comprehensive): access to good housing; access to services and rehabilitation of key infrastructure; increased sustainable livelihood opportunities; reintegration services to respond to the needs of returnees, IDPs and affected communities; facilitation of the returns and adherence to international human rights law; support thematic research on durable solutions; robust advocacy, coordination and strategy development; inclusive and accessible Accountability, Information, Feedback and Referral Mechanisms.

South Sudan

DG ECHO priorities

IOM priorities

DG ECHO's **sectoral priorities** in South Sudan are:

- **Protection:**
 - Advocacy, IHL, information management, and humanitarian access.
 - Address protection needs of displaced populations.
 - Protection coupled with material assistance, including cash.
 - Static and/or mobile protection assistance, as part of a multi-sectoral response.
 - Child protection, including family tracing and reunification for separated, unaccompanied and missing children and prevention of SGBV.
- **Health:**
 - Improved access to basic health services in situations of high risks of morbidity and mortality.
 - Since 2020, specific COVID-19 related activities.

IOM's humanitarian support targets (i) IDPs who remain in displacement sites and (ii) IDPs who have returned. IOM's **humanitarian assistance priorities** in South Sudan are:

- **Protection:** standalone protection activities as well as mainstream protection, including GBV risk mitigation, across programming, and maintain close coordination with key protection partners and relevant clusters and technical working groups
- **Health:**
 - Static, mobile, rapid response team, and comprehensive care and treatment strategy.
 - Focus on integrated emergency lifesaving primary health care, and routine immunization for IDPs, returnees, and host communities.
 - Since 2022, includes COVID-19 vaccination.
- **Mental health and psychosocial support in humanitarian response:** focused non-specialized MHPSS services, aimed at reducing vulnerability and strengthen individual coping capacity and support community resilience.

- **Food assistance and nutrition:**
 - Save lives and protect productive assets as a response to severe, transitory food insecurity due to natural and/or man-made disasters. Area-based if household-level targeting is not possible.
 - Nutrition programmes addressing acute malnutrition.
 - **Shelter/Settlement solutions and NFI** in new emergencies and critical gaps in protracted situations (in 2018-2019). Since 2021, interventions as emergency response.
 - **WASH.** In 2018-2019, actions responding to acute needs linked to conflicts, outbreak prevention and response. Since 2021, interventions as emergency response.
 - **Education in Emergencies.** Establish or re-establish protective learning opportunities for children affected by shocks and conflicts and to immediately respond to children's protection. The focus is on primary education, but it expands to reaching newly displaced and out-of-school boys and girls with relevant primary formal or non-formal education from 2020 onwards.
 - **Emergency Preparedness and Response.** Multi-sectoral response and effective coordination.
 - **Shelter, settlements and non-food items.**
 - **Camp coordination and camp management:** Co-lead CCCM Cluster, manage camps, enhance communication and community engagement, maintain presence in IDP sites, respond to displacements, and strengthen community governance.
 - **WASH:** enable provision of safe water, sanitation and hygiene services (since 2022 additional focus on health facilities and schools in areas of return); mobilise WASH emergency preparedness and response teams; (since 2022) support cash-for-work for community members engaged in the rehabilitation of WASH facilities and promote community engagement and ownership.
 - **Displacement tracking and monitoring:** analyse displacement trends and drivers and provide reliable, timely information to support frontline responders and affected populations.
 - **Support services for humanitarian partners** (in 2020-2021) in the following areas of intervention: agriculture and food security, nutrition, health, protection, shelter / CCCM, WASH, logistics/ NFI, humanitarian coordination / information management.
 - **Humanitarian assistance to survivors of human rights violations** (since 2022): assistance to survivors of human rights violations, including those arising from the conflict.
 - **Multi-sectoral support.**
- Strengthen preparedness and reduce disaster risk:** (in 2020-21) health components of preparedness and risk reduction; system strengthening for mental health and psychosocial support; water, sanitation and hygiene in preparedness and risk reduction; (additionally, in 2022) disaster prevention; emergency preparedness; points of entry.

Ukraine

DG ECHO priorities

In 2018, DG ECHO prioritised the following sectors by ranking order: Humanitarian Food Assistance, Health (excluding MHPSS), Shelter/NFI. The priorities expanded over the years 2019-2021 and especially in 2022. The **sectoral priorities** in Ukraine are:

- **Health/ Mental Health and Psycho-Social Support (MHPSS):** Provision of emergency and primary health services to most vulnerable population located in areas affected by the hostilities and in NGCA. Also, interventions for the availability of reproductive health services, for GBV, and for MHPSS. Capacity building increasingly important over the years. Intervention on logistics and health infrastructure have become a priority with the 2022 war.
- **Shelter & NFIs (winterisation):** Until 2021, enhancing housing conditions of the conflict-affected population, particularly along the contact line, supplying NFI if cash assistance is not feasible. In 2019, support

IOM priorities

In Ukraine, IOM targets vulnerable populations, especially in conflict areas. Since the 2022 war, IDP and other types of migrants have become a priority, and efforts to dynamically adjust targets have increased. IOM's **humanitarian assistance's priorities** in Ukraine are:

- **Shelter, settlements and NFIs:** focus on winterisation NFIs, especially for IDPs and vulnerable people in conflict-affected areas.; this includes emergency shelter provision, repairs at collective and individual household level, rehabilitation of social institutions, rental assistance, provision of heated spaces, and heating fuel.
- **WASH:** WASH and infrastructure rehabilitation in social institutions and key community sites in NGCAs. Since the 2022 war, enhancement of WASH NFI and infrastructure logistics, capacity development, coordination and technical assistance.

to GCA was phased out in support of NGCA. Since the 2022 war, shelter/NFIs became a crucial priority, with mostly in-kind support.

- **Basic needs** assistance through cash, vouchers, in-kind assistance, or technical support. Livelihood support on an ad hoc basis. Since the 2022 war, focus on Emergency Assistance and Emergency Livelihood, and efforts towards needs-based, efficient, and flexible assistance.
- **Education in Emergencies**
- **Protection:** Addressing protection risks and violations in an integrated manner notably to address increasingly compounded vulnerabilities. Since the 2022 war, priority has been given to conflict affected areas, for the provision of life-saving protection assistance, such as focused psychosocial support, case management, referrals, support to unaccompanied minors, separated children and children in institutions, family tracing and reunification, alternative care (family – based) and the provision of essential information. Countrywide protection monitoring remains a priority.
- **WASH:** Ensuring adequate and sustained access to WASH in conflict-affected areas along the contact line. Since the 2022 war, efforts have expanded to restore/strengthen disrupted WASH infrastructure. Integrated planning with Health, shelter and protection.
- **DRR and DP:** In 2018, 2019 and 2021, focus on (i) monitoring of industrial/environmental risks linked to the conflict in Donbass, (ii) coordinated response to disaster in eastern Ukraine, (iii) enhancement of technical capacity building in eastern Ukraine. No interventions were prioritised in 2020 and 2022.
- **Multi-purpose cash transfers.**

- **Basic needs, including foods:** multi-purpose cash transfer and self-sustenance grants for food security and access to essential services. Since 2022, **food security, livelihoods and resilience** have addressed the immediate needs in conflict-affected areas, and enhancement of information management and coordination to sustain resilience and livelihoods.
- **Protection:** Identification and referral of victims; victims' rehabilitation and reintegration assistance; prevention measures and awareness-raising; coordination with local authorities; strengthening access to basic goods and services of vulnerable remote populations or populations in conflict-affected locations. Since 2022, protection has become more integrated with other sectors.
- **Health / Mental health and psychosocial support in humanitarian response** (since 2021): efforts to improve access to health care services, including sexual and reproductive health, clinical care of GBV survivors and mental health, services following conflicts and COVID-19. In areas impacted by conflict and return, support to health infrastructure rehabilitation.
- **Multipurpose cash assistance** focused on basic needs (before 2020 and then since the 2022 war).
- **Site management support** (2022) to enhance local capacities in hosting refugees: supporting site management, including through basic care and maintenance of site infrastructure, distributing items, and developing capacity of local partners.
- **Humanitarian border management** (2022)
- **Humanitarian movement assistance and emergency transport** (2022)
- **Multi-sectoral support.**

Strengthen preparedness and reduce disaster risk: emergency preparedness in 2020; disaster preventions, health components of preparedness and risk reduction, points of entry, system strengthening for mental health and psychosocial support, and water, sanitation and hygiene in preparedness and risk reduction in 2021. No interventions were prioritised in 2022.

Yemen

DG ECHO priorities

Since 2019, DG ECHO has structured its intervention in Yemen around two main priorities: (i) populations directly affected by active conflict (health, nutrition, WASH, shelter, CCCM, protection, emergency assistance), and (ii) populations most affected by health, nutrition, and food security crises (health, nutrition, WASH, food assistance / security, EiE, other).

Humanitarian assistance

- **Health and Nutrition:** focus on areas with acute malnutrition and prioritisation of emergency health care and curative treatment, integrating services for

IOM priorities

In Yemen, IOM targets internal migrant (in 2022), IDPs, international migrants, local population / community.

IOM's **humanitarian assistance's priorities** in Yemen are:

- **Health:** provision of life-saving health services, including malnutrition screening for displaced communities, migrants, and host communities, including integrated preventive and curative care services. Address mental health and psychosocial needs, and epidemics (including cholera and COVID-19). Focus on strengthening health systems, coordinated

SGBV, child protection and MHPSS. Ensuring continuity of care and epidemic response and programming.

- **Food assistance / security:** Improve access to a basic food basket for severely food insecure households, especially families with malnourished children and IDPs, making use of the most appropriate transfer modality.
- **WASH/Shelter/CCCM:** small-scale rehabilitation of WASH infrastructure, provision of WASH NFIs, and hygiene promotion; CCCM actions (fixed or mobile). In areas of acute malnutrition, high focus on link with health (cholera) and nutrition.
- **Protection:** promotion and monitoring of IHL, education and psychosocial support; common service points for protection and assistance in community centres or informal displacement sites. Link of protection with Health/WASH/nutrition for community / households with high risk of acute malnutrition.
- **Emergency assistance:** multi-purpose cash assistance or in-kind assistance in emergencies to cover basic needs.
- **Education in Emergencies:** primary education for displaced and conflict-affected children; integrated responses, temporary learning spaces, protection and life-saving skills.

Horizontal priorities

- **Coordination:** Enhance humanitarian coordination, prioritise gap filling, promote partnerships with local actors, and prioritise joint needs assessments for effective and complementary responses.
- **Disaster Risk Reduction / Disaster preparedness:** Enhance community-based early warning systems and rapid response mechanisms to mitigate risks, strengthen disaster preparedness, and improve coordination among stakeholders for effective and timely multisectoral interventions.
- **Nexus:** coordinate humanitarian and development actions to address root causes of vulnerability, fragility, and conflict while meeting immediate needs and strengthening resilience, focusing on collective outcomes and collaboration across sectors and institutions.
- **Other:** logistics, security and safety, advocacy, rapid response mechanism, resilience (in 2019)

health response efforts with partners, information management and monitoring.

- **Basic needs, including food** (not in 2020): rapid cash-based interventions to improve the basic needs of IDPs, migrants and host communities in camps and urban settings.
- **WASH:** immediate, scalable, and sustainable interventions aimed at reducing morbidity and mortality rates and providing equal and sustained access to safe and appropriate water and sanitation services in displaced, host, and migrant communities.
- **Shelter, settlements, and NFIs:** providing safe, dignified and sustainable living conditions and shelter solutions in IDP settlements. Providing NFI kits, emergency shelter kits (ESK), shelter/collective centre upgrades and transitional shelter solutions
- **CCCM:** community mobilization and capacity-building; site care and maintenance; and coordination and service monitoring.
- **Protection:** enhance the protection environment and referral pathways for the most vulnerable individuals, including those most at risk of harm and excluded from support system. SGBV and child protection are a priority. Protection activities are centred on improving living conditions for migrants, IDPs and conflict-affected communities in the country, through the delivery of lifesaving aid and protection assistance.
- **Movement assistance:** providing safe, voluntary and dignified return solutions for stranded migrants and refugees in Yemen, also providing health and protection support. Increase awareness about dangers of irregular migration.
- **Multi-sectoral support.**

Strengthen preparedness and reduce disaster risk (in 2020, no evidence for 2019): displacement tracking for preparedness and risk reduction, disaster prevention.

Sources

European Civil Protection and Humanitarian Aid Operations. (2018-2022). Financing Decisions - Humanitarian Implementation Plans (HIPs) (covering Bangladesh, Ethiopia, Iraq, South Sudan, Ukraine, Yemen).

International Organization for Migration. (2018-2022). Crises Response Plans (covering Bangladesh, Ethiopia, Iraq, South Sudan, Ukraine, Yemen).

Table 9. Examples of common DG ECHO/IOM strategic priorities and objectives between 2018-2022

Priority/objective	Explanation
Providing an adequate and effective humanitarian assistance to the most vulnerable and as many as possible	This is a key strategic objective for both DG ECHO and IOM. Both partners focused on ensuring that the humanitarian aid reached as many people as possible, with both focussed on the most vulnerable populations in their mandates. DG ECHO's 2016-2020 Strategic Plan included a general objective centred around a migration policy in terms of addressing the humanitarian needs of the most vulnerable people caught in refugee crises, with a focus on addressing the consequences of the global refugee crisis in Europe. IOM has developed a MCOF. This seeks to be people focussed with regard to complex migration and mobility crises and to address the wide-ranging and wide-reaching impacts on the people affected. It offers a framework to organise IOM's response in a flexible manner reflecting the different types of vulnerability and prioritising the sectors of assistance accordingly. It also aims to ensure that the needs of vulnerable migrant populations are adequately reflected in the response.
Mainstreaming humanitarian protection	Ensuring that protection is central to all humanitarian aid interventions was a priority for both partners. DG ECHO's Strategic Plans 2016-2020 and 2020-2024 refer to the need for mainstreaming protection as key to the humanitarian response. The IOM MCOF calls for protection mainstreaming as a 1 st ring issue (within cross-cutting approaches). Humanitarian Protection is a second programmatic objective of IOM in its Strategic Results Framework (humanitarian aid).
Ensuring the effective delivery of humanitarian aid	This is a key priority for both partners. DG ECHO's Strategic Plans 2016-2020 and 2020-2024 point out the importance of an effective and efficient system for the delivery of humanitarian aid. IOM's Strategic Results Framework emphasises the importance of effective knowledge, robust data and effective tools to formulate and implement humanitarian aid interventions. There is also a specific programmatic objective on enhanced assistance and response systems.
Supporting the greening of humanitarian aid	One of DG ECHO's strategic priorities was to reduce the environmental impact of humanitarian aid and enhance the DRR capabilities. This is also one of the 1 st ring priorities in the IOM's MCOF. This is an area also discussed in the DG ECHO-IOM High Level Dialogues, for example in 2021.
Enhancing preparedness and resilience of affected populations	Enhancing DP (with a resilience objective) was one of the main DG ECHO strategic priorities for the evaluation period. Similarly, ensuring effective preparedness for displacement emergencies and building the preparedness and response capacity of local actors were also among IOM strategic priorities for the evaluation period.

Sources²⁹⁰

²⁹⁰ European Civil Protection and Humanitarian Aid Operations. (2020). Strategic Plan 2020-2024. Retrieved from https://commission.europa.eu/system/files/2020-10/echo_sp_2020_2024_en.pdf; European Civil Protection and Humanitarian Aid Operations. (2016). Strategic Plan 2016-2020. Retrieved from: https://commission.europa.eu/publications/strategic-plan-2016-2020-european-civil-protection-and-humanitarian-aid-operations_en; European Civil Protection and Humanitarian Aid Operations. (2023). Policy guidelines. Retrieved from https://civil-protection-humanitarian-aid.ec.europa.eu/resources-campaigns/policy-guidelines_en; International Organization for Migration. (2023). IOM Strategic Results Framework (SRF). Retrieved from <https://www.iom.int/strategic-results-framework>; International Organization for Migration. (2023). Developed in relation to the Strategic Vision (2019-2023) Addressing the mobility dimensions of crises: IOM's Migration Crisis Operational Framework. Retrieved from: <https://www.iom.int/mcof>; IOM. 2015. IOM'S Humanitarian Policy – Principles for Humanitarian Action, C/106/CRP/20, 2015, www.iom.int/sites/g/files/tmzbd486/files/2018-07/IOM-Humanitarian-Policy-Principles-on-Humanitarian-Action.pdf

Table 10. Areas of alignment and misalignment between in-country priorities of DG ECHO and IOM in top 6 countries (with DG ECHO funding to IOM in the evaluation period)

Country	Areas of alignment	Areas of misalignment ²⁹¹
Ukraine	Shelter, settlements and NFIs Health WASH Basic needs including food Protection Multipurpose cash assistance Disaster Risk Reduction / Disaster preparedness Multi sectoral support	DG ECHO: Education in emergencies IOM: Humanitarian border management (2022)
Yemen	Health Food and basic needs WASH Protection Disaster Risk Reduction / Disaster preparedness Multi sectoral support Emergency assistance Coordination Nexus	DG ECHO: Education in emergencies IOM: no misalignment
Bangladesh	Protection Health WASH Shelter, settlements and NFI Cash based interventions Disaster Risk Reduction / Disaster preparedness Accountability to affected populations Multi sectoral support	DG ECHO: Education in emergencies Nutrition IOM: no misalignment
South Sudan	Protection Health Shelter/Settlement solutions and NFI	DG ECHO: Food and nutrition Education in emergencies

²⁹¹ In this analysis, we refer to those areas that fall under IOM's remit of humanitarian aid, recognising the three-pronged mandate of IOM (development-humanitarian-peace). For example, the areas of movement assistance, capacity building are under IOM's peace and development work and should not be expected to align with DG ECHO - as DG ECHO funds one of the three mandates of IOM.

	WASH Emergency Preparedness and Response Displacement tracking (needs assessment) Humanitarian assistance to survivors of human rights violations	IOM: no misalignment
Ethiopia	Protection Food Shelter Health WASH Displacement tracking (needs assessment)	DG ECHO: Education in emergencies IOM: no misalignment
Iraq	Protection Health Food Multi sector action for integrated Camp Co-ordination and Camp Management (CCCM), Shelter/NFIs and WASH Multi-purpose cash assistance Disaster Preparedness and Disaster Risk Reduction	DG ECHO: education in emergencies IOM: no misalignment

Sources: ICF analysis of respective HIPs for DG ECHO and IOM's country response plans for years 2018-2020.

ANNEX 7 FINDINGS FROM THE SOCIAL MEDIA ANALYSIS

A7.1 Overview

Using the Talkwalker social media listening tool, we extracted comments from Twitter which contained pre-identified keywords and hashtags. The social media listening analysis has mostly informed EQ1 (Coherence).

The extracted content was posted from institutional accounts or from accounts of individuals affiliated with IOM, organisations operating in the field (e.g. Red Cross), and IGOs (such as WHO). Analysis focused on the level of engagement with posts illustrating IOM's work on the ground, that capture reactions and sentiments from individuals affected by the crisis and who may have benefitted from DG ECHO funded actions.

A7.2 Analysis

Most of the extracted comments were information-based.

This task has focused on the use of social media listening analysis to monitor and track trends in information shared on social media platforms by DG ECHO and IOM to collect evidence on joint statements and communication efforts

Data from Talkwalker only highlighted a very few relevant tweets for the period under evaluation. Some examples of the most used hashtags included #WorldMentalHealthDay,

#COVID-19, #HaitiEarthquake and #WASH. The preliminary analysis only showed 13 tweets that mentioned the DG ECHO-IOM partnership directly, specifying the country in which the cooperation was taking place (Yemen, Poland, Iraq and Bangladesh). In the rest of the analysed cases (65), the partnership was not mentioned in the tweet. In the relevant tweets, convergence is high.

Table 11. Analysis of IOM tweets in 2021-2023

Number	%	Type of tweet
13	17%	Tweets that mention any of the key countries analysed in the evaluation (Yemen, Somalia, etc.) and also mention the partnership between DG ECHO and IOM
8	10%	Tweets that do not mention any key country but do mention the partnership directly
15	19%	Tweets in which the organisation mentions a key country but not the partnership
10	13%	Tweets of individuals mentioning the key country but not the partnership
32	41%	Tweets that do not mention any key country nor the partnership.
78	100%	Total

Source: ICF elaboration (2023). Social media analysis.

The table below summarises the total number of social media posts from the country-specific IOM accounts. As shown, IOM Yemen and IOM Ukraine accounted for the largest and second largest number of posts that mentioned DG ECHO, respectively. As data shows, no posts referencing DG ECHO could be located for IOM Kenya and IOM Nigeria.

Table 12. Distribution of posts across country-specific IOM accounts

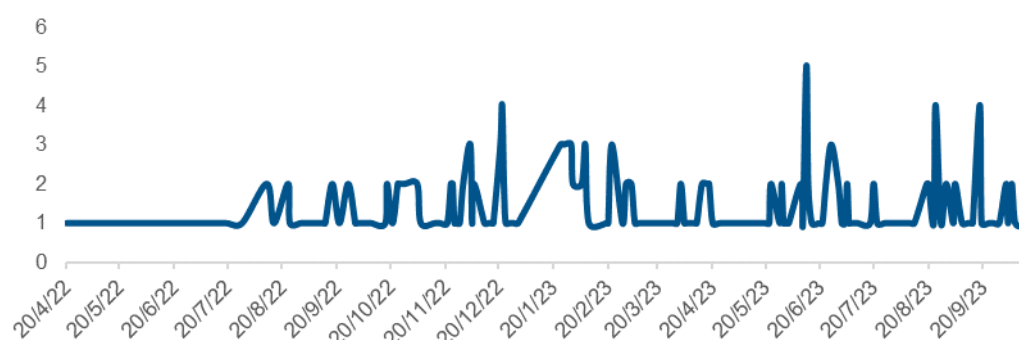
Country-specific account	Facebook posts	Tweets	Total posts
IOM Yemen	81	13	94
IOM Ukraine	40	7	47
IOM Somalia	7	12	19
IOM Haiti	14	0	14
IOM Djibouti	13	0	13
IOM Ethiopia	12	0	12
IOM Bangladesh	11	0	11
IOM Iraq	11	0	11

IOM South Sudan	8	0	8
IOM Kenya	0	0	0
IOM Nigeria	0	0	0

Source: ICF elaboration (2023) based on results of social media analysis.

The graph shown below shows how the social media posts were distributed between October 2021 and October 2023. It is worth noting that no social media posts referencing DG ECHO could be located for the period from October 2021 to March 2022.

Figure 65. Distribution of posts over time



Source: ICF elaboration (2023) based on results of social media analysis.

As highlighted in DG ECHO's 2020-2021 Communications and Visibility Report, DG ECHO generally views acknowledgement of EU-funded actions in partners' posts and tweets to be a minimum expectation.²⁹² DG ECHO also expects to be tagged and mentioned in the post. This includes sharing pictures from the project itself.

An example of good practice is the case of a cooperative initiative between IOM and DG ECHO. An illustrator was asked to produce a series of six illustrations about project beneficiaries (three about medical facilities renovation and three about providing coal to vulnerable population). The drawings illustrate the activities carried out and provide a distinctive style for the project communication, telling personal stories and evoking sympathy. All the stories were published on the Facebook page that IOM has for Ukraine. Six posts were published in Ukrainian, English and Russian. In total, publications gained about 10K organic reach.²⁹³

In addition, IOM collaborated with a media agency for targeting services with the purpose of engaging with IOM and DG ECHO potential supporters. The promoted posts were published in German, French and Spanish with corresponding language and geographical targeting. The promoted publications received about 6K reactions (likes, comments and shares) and about 23K clicks. The number of impressions was above 2 million. In total the publications gained 1,046,617 of paid and 1,258,700 of overall reach.²⁹⁴

A7.3 Findings by Country-specific account: IOM Ethiopia

²⁹² DG ECHO. 2021. Communications and Visibility Report.

²⁹³ ECHO Visibility Report (SN.0060).

²⁹⁴ ECHO Visibility Report (SN.0060).

Posts made by IOM Ethiopia accounted for 5% (12) of the social media posts from mapped country-specific accounts during the period under review. All of these posts were made on Facebook.

Some posts made reference to IOM's efforts to provide access to clean water, sanitation and hygiene services, particularly to those affected by drought. A few social media posts mentioned programmes to provide shelter to displaced communities. There was also discussion of providing immediate assistance to vulnerable migrants located along the country's main migration route.

A7.4 Findings by Country-specific account: IOM Iraq

Posts made by IOM Iraq represented 5% (11) of the social media posts from mapped country-specific accounts during the period under review. All of these posts were made on Facebook.

Some posts made reference to students at Erbil Polytechnic University undertaking training to map the dangers of floods, with the expectation that they would then assist IOM and the authorities in assessing situations and setting up preliminary notices and a flood strategy. A few posts referred to sessions held by IOM aimed at raising awareness of desertification, while two others referred to the refurbishment of a water treatment plant serving 3000 residents in Anbar. One post mentioned IOM's blacksmithing workshop as part of its work to help internally displaced persons access lifesaving assistance.

ANNEX 8 PROJECTS COVERED BY THE CASE STUDIES

A8.1 IOM actions funded by DG ECHO in Ethiopia between 2018-2022

Action ID	Action title	Financial Year	CV Theme Contracted Amount	Country	Sectors
2022/00606	Strengthening the Evidence Base on Human Mobility Along the Eastern Corridor Under the Migrant Response Plan (MRP)	2022	1000000	Djibouti, Ethiopia, Somalia, Kenya	Coordination
	Specific objective of the action: The Migrant Response Plan coordination, planning and response efforts are supported by a strong evidence base along the Eastern corridor				
2021/00449	Life-saving, multi-sectoral emergency assistance and protection to vulnerable displaced persons in Ethiopia	2022	6220000	Ethiopia	WASH, Shelter and settlements, protection and coordination
	Specific objective of the action: The objective of this action is to contribute to preventing, reducing and mitigating protection threats for persons affected by crisis in Ethiopia through the provision of multisector lifesaving humanitarian assistance. The action will provide material assistance, such as water and site care and maintenance through integrated protection programming as well as including post-arrival services to forced returnees from KSA. IOM will further strengthen the capacity of the humanitarian aid system to provide timely and targeted humanitarian assistance through information management, assessing and disseminating multi-sectoral information on displacement and protection needs, cluster coordination and capacity building on PSEA and complaints and feedback mechanisms.				
2019/00442	Emergency life-saving assistance and protection to displacement affected populations in Ethiopia	2020	13918000	Ethiopia	Food security and livelihoods, WASH, Shelter and settlements,

Action ID	Action title	Financial Year	CV Theme Contracted Amount	Country	Sectors
					protection and coordination
	Specific objective of the action: To improve the living conditions and safety of displaced persons in Ethiopia and the availability of timely and accurate information on the needs of IDPs through provision of life-saving shelter, NFI, WASH, and SMS assistance, and through assessing and disseminating multi-sectoral information on displacement and protection needs and including post-arrival services to forced returnees from KSA.				
2017/00273	Protection and Life-Saving Assistance for Disaster-Affected Internally Displaced Persons in Ethiopia	2018	10000000	Ethiopia	WASH, Shelter and settlements, protection and coordination
	Specific objective of the action: Provide life-saving humanitarian assistance and protection to internally displaced persons by assessing and disseminating multi-sectoral information on displacement, providing life-saving Shelter, NFI, Site Management Support (SMS), WASH and Hygiene/Dignity Kit assistance and Dignity Kit assistance, and sharing information / reporting on the protection needs of IDPs.				

A8.2 IOM actions funded by DG ECHO in Iraq between 2018-2022

Action ID	Action title	Financial Year	CV Theme Contracted Amount	Country	Sectors
	Integrated multi-sector assistance and improved access to basic services for Internally Displaced Persons (IDPs) living in protracted displacement in Iraq	2022	2500000	Iraq	Shelter and settlements, Disaster Risk Reduction / Disaster Preparedness, MPCT
2022/00579	Specific objective of the action: IOM will implement multi-sector CCCM response in remote or underserved informal settlements hosting vulnerable IDPs in protracted displacement, unable or prevented to return in the short term. Integrated interventions will aim at improving the living conditions of beneficiaries, specifically through critical shelter interventions, while providing IDPs with the means to access essential services through MPCT. Through its mobile presence in those sites, IOM will play a key role in collecting data on IDPs' conditions, including protection risks, as well as on their intentions and barriers to return, integrate locally or relocate. IOM will be able to increase the evidence base for advocacy and programming, while referring cases to other humanitarian, transition and durable solutions actors.				
	Integrated humanitarian assistance to protracted Internally Displaced Persons (IDPs) in Iraq	2021	2400000	Iraq	Shelter and settlements and MPCT
2021/00874	Specific objective of the action: IOM will implement an integrated multi-sector CCCM, emergency Shelter/NFI and cash-based intervention to contribute to improved living conditions and access to basic items for protracted IDPs unable to or prevented from returning, with a focus on those in secondary displacement following camp consolidation and closure processes or affected by sudden events such as conflict or natural disasters. For IDPs living in formal camps this will include direct camp management and camp management support for capacity building of camp management actors, increasing the standards in those camps that will remain in place and risk mitigation/care and maintenance. This will also include advocacy for well-planned and coordinated camp consolidation and closure processes, and facilitating coordination for the joint efforts between IOM, the GoI and partners to find solutions to protracted displacement for facilitated voluntary returns. Vulnerable				

Action ID	Action title	Financial Year	CV Theme Contracted Amount	Country	Sectors
	protracted IDPs residing in informal settlements or out-of-camp settings will be assisted through mobile camp management and risk reduction repairs, critical shelter upgrades, NFI and Emergency Cash or MPCA provision.				
2020/00288	Integrated support to improve living conditions and access to basic items for protracted Internally Displaced Populations (IDPs) in Iraq	2020	2500000	Iraq	Shelter and settlements and coordination
	<p>Specific objective of the action:</p> <p>IOM will implement an integrated multi-sector CCCM, emergency Shelter/NFI and cash intervention to contribute to improved living conditions and access to basic items for protracted IDPs unable to or prevented from returning, with a special focus on those in secondary displacement following camp consolidation and closure processes.</p> <p>For IDPs living in formal camps this will include camp management support for capacity building of camp management actors, increasing the standards in those camps that will remain in place and risk mitigation/care and maintenance as well as advocacy for well-planned and coordinated camp consolidation and closure processes. Vulnerable protracted IDPs residing in informal settlements or out-of-camp settings will be assisted through mobile camp management and risk reduction repairs, critical shelter upgrades, NFI and cash provision.</p>				
2019/00214	Improving living conditions and access to basic items for protracted internally displaced populations and returnees in Iraq	2019	5000000	Iraq	Shelter and settlements, coordination and WASH
	<p>Specific objective of the action:</p> <p>IOM will contribute to improved living conditions in selected camps by providing direct site management and indirect camp management through capacity building support to local partners (NGOs and government), risk mitigation as well as care and maintenance in underserved camps, advocacy for well-planned and coordinated camp consolidation and closure processes, increasing the capacity in those camps that will remain in place and distribution of NFI kits, replacement items and cash assistance to protracted cases and recent returnees living in camp and out of camp settings.</p>				
2018/00627	Protecting access to minimum standards of living for protracted and new IDPs in selected formal sites in Iraq	2018	2800000	Iraq	Shelter and settlements and coordination
	<p>Specific objective of the action:</p> <p>IOM will contribute to the upholding of sectoral minimum standards in selected camps by providing direct site management and indirect camp management through capacity building support to local partners (NGOs and government) and care and maintenance in underserved camps with low capacity in camp management, support to the development and implementation of the GOI camp consolidation, phase out and closure strategy and distribution of seasonal NFI kits and replacement items to not-yet-covered or new displaced populations and protracted cases.</p>				

ANNEX 9 CASE STUDIES

A9.1 Case Study – Ethiopia

A9.1.1 Objectives and scope of the case study

The objective of the case study is to assess the functioning of the partnership at operational level in Ethiopia, a country with overlapping crises (e.g., conflict, natural hazards, epidemics, protracted vs acute) and a rapidly changing humanitarian context. The case study aims to assess how the partnership was understood and put in practice at operational level while covering also the DG ECHO-IOM cooperation at strategic and regional level to address humanitarian needs in Ethiopia. The case study also allows to better understand how the partnership responded to the eruption and evolution of the Northern conflict as well as the extent to which DG ECHO's support to IOM data management activities contributed to improving the quality displacement data and its availability for the humanitarian community and other relevant actors.

The case study specifically answers the following research questions:

Criteria	Research questions
Coherence	<ol style="list-style-type: none"> 1. To what extent were DG ECHO and IOM aligned in their understanding of existing humanitarian needs in Ethiopia? 2. To what extent were DG ECHO and IOM aligned in their objectives and priorities in Ethiopia?
Effectiveness	<ol style="list-style-type: none"> 3. Did DG ECHO and IOM share a common understanding of how to operationalise their partnership in Ethiopia? 4. To what extent did existing coordination and cooperation structures between DG ECHO and IOM at different levels (HQ/regional/national/field) allow to effectively respond to existing humanitarian needs in Ethiopia? 5. Did the partnership allow for a timely response to the eruption (and evolution) of the conflict in northern Ethiopia over the evaluation period? 6. To what extent and how did the partnership contribute to strengthening displacement data and its dissemination to humanitarian and development partners to support humanitarian responses in Ethiopia (and in the Horn of Africa (HoA))?

A9.1.2 Methodological approach

The case study primarily relies on primary data collected through remote semi-structure interviews with relevant stakeholders at different levels (HQ/regional/country/field). The table below provides an overview of the types of stakeholders consulted. Annex 3 provides the full list of stakeholders consulted in the context of the case study.

Type of stakeholder	Number of stakeholders consulted
DG ECHO	8
IOM	9

Type of stakeholder	Number of stakeholders consulted
Other EU Services	2
Local Implementing partners	2
Other relevant stakeholders (i.e., other humanitarian actors, other IOM donors, research institutions/think tanks)	4
Total	25

In addition to data collected through the stakeholder consultation, the case study also relies on data collected through desk research (e.g., for the analysis of the context, DG ECHO and IOM priorities, strategies, objectives etc.) as well as on an in-depth review of all IOM projects (FichOp and Single Form) funded by DG ECHO in Ethiopia over the evaluation period (see Annex 8).

A9.1.3 Data limitations and methodological challenges

Due to the very politically sensitive context in Ethiopia, national authorities were not consulted and therefore their views on e.g., impact of IOM capacity building activities funded by DG ECHO and IOM's DTM could not be gathered. Compared to DG ECHO and IOM staff, a smaller number of other stakeholders was consulted (due to lack of responses) and therefore their views are not as widely represented as those of the former. This however did not have a significant impact on the robustness of the findings.

A9.1.4 Context

National context and main humanitarian needs in Ethiopia

Over the evaluation period (2018-2022), Ethiopia suffered from multiple and overlapping crises both acute and protracted due to conflicts, natural hazards, and epidemic outbreaks.

The humanitarian situation in the country considerably deteriorated towards the end of the evaluation period. At the beginning of 2022, more than 20 million people were estimated to be in need of humanitarian assistance in the country²⁹⁵ as compared to 8.4 million people in 2020.²⁹⁶ The humanitarian situation in the country particularly worsened following the eruption of the conflict in the Tigray region in November 2020 (and its escalation to other areas in northern Ethiopia) which triggered a critical humanitarian situation and massive population displacements both inside and across the borders. In addition to the conflict in northern Ethiopia, over the evaluation period, eastern and southern regions of the country suffered from prolonged droughts after five consecutive failed rainy seasons. In 2022, around 12 million people were estimated to be in need of humanitarian assistance in drought-affected areas.²⁹⁷

²⁹⁵ OCHA, Humanitarian Response Plan Ethiopia 2022 – July 2022, <https://reliefweb.int/report/ethiopia/ethiopia-humanitarian-response-plan-2022-july-2022>.

²⁹⁶ OCHA, Humanitarian Needs Overview, Ethiopia – 2020, https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/ethiopia_2020_humanitarian_needs_overview.pdf.

²⁹⁷ DG ECHO, Ethiopia, https://civil-protection-humanitarian-aid.ec.europa.eu/where/africa/ethiopia_en.

Ethiopia has one of the largest internally displaced populations in the world.²⁹⁸ In 2022, there were around 5.5 million IDPs in the country²⁹⁹ with conflict being the primary driver for internal displacement.³⁰⁰ The conflict in northern Ethiopia alone, was estimated to have resulted in over 2.4 million people internally displaced.³⁰¹

Over the evaluation period, State authorities in Ethiopia implemented a forced return policy that pushed many IDPs into premature and unsafe return. The forced return process also triggered secondary displacements for those who were unable to return to their areas of origin due to insecurity. In 2021, there were close to 1.4 million forcibly returned IDPs in Ethiopia.³⁰²

Since 2017, Ethiopia has also been facing a high number of deportations of Ethiopian migrants from the Kingdom of Saudi Arabia (KSA). Between 2017 and 2022, 519,000 migrants were returned to Ethiopia.³⁰³ Even though the number of deportations considerably decreased in 2020 (mostly due to Covid-19 movement restrictions), the last two years of the evaluation saw a sharp increase in the number of KSA deportees (over 93,000 in 2022 as compared to over 36,000 in 2020). These groups were exposed to extreme hardship and violence during the deportation process and received only limited support from the Government upon arrival.³⁰⁴ Moreover, in 2021, more than 30% of the KSA deportees were originally from the Tigray region and due to the active conflict in that area of the country, these groups were not able to return home.³⁰⁵

In addition to the above, Ethiopia also hosts one of the highest refugee populations in Africa. In 2022, the country hosted around 874,000 refugees (from South Sudan, Somalia, Eritrea, and Sudan).³⁰⁶ Ethiopia is also an important departure, transit and destination country for mixed migration flows in the region.³⁰⁷ To respond to mixed-migration challenges, IOM has been supporting the establishment and running of Migration Response Centres in Ethiopia since 2014.³⁰⁸

With the intensification of the conflict in northern Ethiopia, humanitarian access shrunk heavily hampering the delivery of humanitarian assistance in conflict affected areas.³⁰⁹ The conflict also resulted in serious human rights abuses and violations of International Humanitarian Law.³¹⁰ Local authorities in some areas of the country were reported to have been denying access to

²⁹⁸ IOM, Ethiopia Crisis Response Plan 2022, <https://crisisresponse.iom.int/response/ethiopia-crisis-response-plan-2022>.

²⁹⁹ IOM, DTM, Ethiopia, <https://dtm.iom.int/ethiopia#:~:text=In%20December%202022%2C%20a%20total.movements%20per%20day%20were%20observed>.

³⁰⁰ IOM, Ethiopia Crisis Response Plan 2022, <https://crisisresponse.iom.int/response/ethiopia-crisis-response-plan-2022>.

³⁰¹ IOM, IOM DTM, <https://dtm.iom.int/ethiopia>.

³⁰² DG ECHO, Horn of Africa HIP 2022, https://ec.europa.eu/echo/files/funding/hip2022/echo_hf_bud_2022_91000_v4.pdf.

³⁰³ IOM, Return of Ethiopian Migrants from the Kingdom of Saudi Arabia, Annual Overview 2022, https://eastandhornofafrica.iom.int/sites/g/files/tmzbd1701/files/documents/IOM_RDH_KSA_Annual_Overview_2022.pdf

³⁰⁴ DG ECHO, Horn of Africa HIP 2021, https://ec.europa.eu/echo/files/funding/hip2021/echo_hf_bud_2021_91000_v5.pdf.

³⁰⁵ IOM, Regional Migration Response Plan for the Horn of African and Yemen – 2022, https://eastandhornofafrica.iom.int/sites/g/files/tmzbd1701/files/documents/iom_nairobi_mrp2022_english_digital_rev3.pdf.

³⁰⁶ DG ECHO, Greater Horn of Africa HIP 2023, https://ec.europa.eu/echo/files/funding/hip2023/echo_hf_bud_2023_91000_v3.pdf.

³⁰⁷ IOM, Ethiopia Crisis Response Plan 2022, <https://crisisresponse.iom.int/response/ethiopia-crisis-response-plan-2022>.

³⁰⁸ IOM, Migration Response Centres, <https://eastandhornofafrica.iom.int/migration-response-centres>.

³⁰⁹ Ethiopia: Humanitarian Access Snapshot (July - December 2022), <https://reliefweb.int/report/ethiopia/ethiopia-humanitarian-access-snapshot-july-december-2022>.

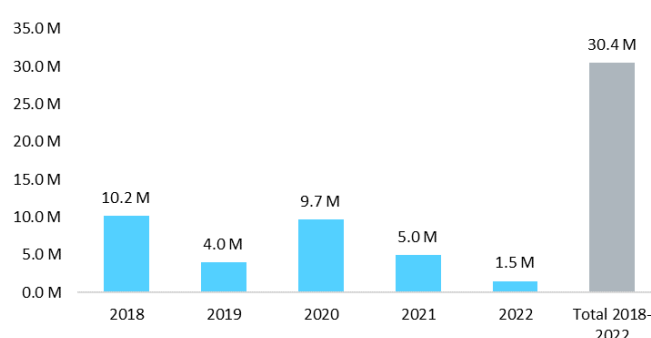
³¹⁰ DG ECHO, Greater Horn of Africa HIP 2023, https://ec.europa.eu/echo/files/funding/hip2023/echo_hf_bud_2023_91000_v3.pdf.

humanitarian assistance to IDPs (especially people in secondary displacement and those coming from politically sensitive areas).³¹¹

DG ECHO's support to IOM in Ethiopia

Ethiopia is the fifth largest IOM operation funded by DG ECHO between 2018-2022 (€30.4 million). DG ECHO funding to IOM actions in Ethiopia oscillated considerably over the evaluation period (see Figure 66).

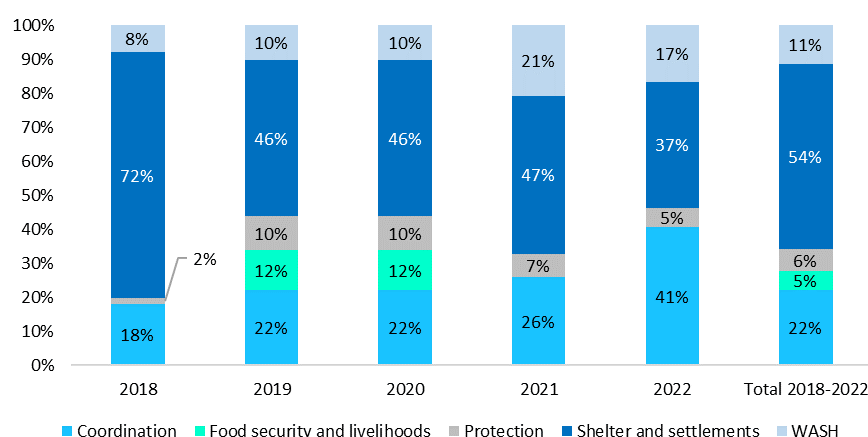
Figure 66. DG ECHO funding to IOM projects in Ethiopia between 2018-2022



Source: ICF. Based on HOPE/EVA Extracted on 16 May 2023.

DG ECHO funded four IOM projects in Ethiopia over the evaluation period (including one regional project). The full list of IOM projects funded by DG ECHO between 2018-2022 can be found in Annex 8. As shown in Figure 67, the main sectors where IOM received DG ECHO funding in Ethiopia over the evaluation period were shelter and settlements (54% of the total funding) and coordination (22% of the total funding).

Figure 67. DG ECHO funding to IOM in Ethiopia per sector between 2018-2022



Source: ICF. Based on HOPE/EVA Extracted on 16 May 2023.

IOM's activities in Ethiopia financially supported by DG ECHO between 2018-2022 included, for example:³¹²

- **IOM's DTM** data collection and dissemination activities.
- **Shelter and Non-Food Items (SNFI) activities** (e.g., emergency shelter solutions, shelter repairs and rehabilitation, NFI assistance (kits and cash), support to SNFI Cluster Pipeline).

³¹¹ DG ECHO, Horn of Africa HIP 2022, https://ec.europa.eu/echo/files/funding/hip2022/echo_hf_bud_2022_91000_v4.pdf.

³¹² ICF. 2023. Project Mapping (4 actions).

- **Support to ES/NFI and CCCM Cluster coordination** (e.g., support coordination meetings, workshops, trainings, field monitoring missions, dissemination of cluster information products, etc.).
- **WASH activities** (e.g., Water scheme rehabilitation and construction, water trucking, construction of sanitation facilities, hygiene promotion and awareness, distribution of WASH NFIs, institutional latrine construction or rehabilitation).
- **Site Management Support (SMS) / Camp Coordination and Camp management (CCCM)** (e.g., support government with site management coordination, undertake site maintenance, improvements, rehabilitation, delivery of support for rehabilitation of closing IDP sites, enhancing authorities', humanitarian actors' and IOM staff' knowledge and understanding of CCCM/SMS concepts and best practices etc.).
- **Support to migrants forcibly returned from KSA** (i.e., registration and profiling, post-arrival assistance, child protection, Family Tracing and Reunification).
- **Protection activities** (e.g., Provision of sexual and gender-based violence (SGBV) case management for survivors and those at-risk of SGBV, provision of individual protection assistance, capacity building of IOM staff and partners on protection mainstreaming and SGBV approaches and standards, awareness campaigns on protection and SGBV).
- **Food Security and livelihoods**³¹³ (e.g., MPCT to ensure food security and support the livelihoods of locust affected populations, supporting the development of a market price monitoring system).

³¹³ ECHO/-HF/BUD/2019/91019.

A9.1.5 Case study findings

Coherence

RQ1: To what extent were DG ECHO and IOM aligned in their understanding of existing humanitarian needs in Ethiopia?

Over the period 2018-2022, DG ECHO and IOM were **generally aligned in their understanding of humanitarian needs in Ethiopia** (albeit with few exceptions), and the **needs assessments** carried out in the context of DG ECHO-funded projects implemented by IOM were mostly **in-line with set requirements**.

In all funded actions in Ethiopia between 2018-2022, IOM presented recent needs assessments that were generally in line with DG ECHO's requirements.³¹⁴ IOM used different methodologies to undertake needs assessments, including: **primary data collection activities** – e.g., through DTM (i.e., data on location, vulnerabilities, demographic breakdown and needs of displaced and mobile populations), multi-sectoral needs assessments, rapid needs assessments, sector-specific assessments (e.g. shelter/NFI, WASH, cash feasibility assessments, etc.), Global Positioning System (GPS) data for mapping affected areas, etc.; as well as a **review of secondary data collected by other humanitarian actors** – e.g., cluster-led needs assessments, UNOCHA and other UN partner reports, etc.³¹⁵

Stakeholders consulted agreed that DG ECHO and IOM were generally well aligned in their understanding of existing humanitarian needs in Ethiopia³¹⁶ both in terms of locations and affected populations as well as sectors. IOM staff consulted highlighted the fact that DG ECHO was one of the very few donors who recognised the humanitarian needs of KSA deportees. DG ECHO's field presence and technical expertise were highlighted by IOM staff consulted as key factors for their good understanding of existing humanitarian needs in Ethiopia.

Despite a general alignment in terms of understanding of existing humanitarian needs, **there is also evidence of some discrepancies in the way DG ECHO and IOM understood the humanitarian context and needs** in connection to the Northern Ethiopia crisis. Some DG ECHO staff consulted reported that IOM was not fully aligned in the way they saw humanitarian needs in Tigray i.e., IOM did not sufficiently recognise the scale of the crisis, particularly when it came to the specific protection risks faced by Tigrayan KSA deportees.³¹⁷ These differences in understanding of existing humanitarian needs led to different opinions among DG ECHO staff (HQ, regional and field) as to whether IOM's activities with KSA deportees should continue to be funded.³¹⁸ One DG ECHO staff member consulted also reported that DG ECHO and IOM were not fully aligned in their understanding of existing humanitarian needs in relation to the Government's establishment of some IDP sites in Northern Ethiopia. This was for example the case for an IDP site established in Gondar to host family members of soldiers involved in hostilities in Tigray. DG ECHO opposed the opening of this site and considered that not all people represented humanitarian cases and argued that they fell under the responsibility of the Ministry of Defence while IOM considered the families in the camp to be in need of humanitarian assistance.

³¹⁴ ICF. 2023. Field interviews (DG ECHO staff: 4, IOM staff:4); ICF. 2023. Project Mapping (4 actions).

³¹⁵ ICF. 2023. Project Mapping (4 actions); ICF. 2023. Field interviews.

³¹⁶ ICF. 2023. Field interviews (DG ECHO staff: 5, IOM staff: 6).

³¹⁷ ICF 2023. Field interviews (DG ECHO staff: 3). ICF. 2023. Project mapping (4 actions).

³¹⁸ ICF. 2023. Field interviews; ICF. 2023. Project mapping (4 actions).

Evidence collected shows that overall, **IOM's targeting approaches were in line with DG ECHO's requirements** (see Figure 68 on targeting criteria used by IOM).³¹⁹ DG ECHO and IOM staff consulted highlighted several **challenges** linked to the Government's pressure to influence the selection of beneficiaries for humanitarian assistance in Ethiopia.³²⁰ As evidenced by the stakeholder consultation and the project mapping, in this challenging context, IOM was one of the few humanitarian partners that in several cases refused to provide humanitarian assistance under the conditions established by the Government. This was for instance the case when – in the context of the Gedeo/Guji crisis – the Government required that NFI kits were only to be distributed to people who agreed to be returned.³²¹ To overcome the above-mentioned challenges, IOM also implemented verification procedures to ensure independent and adequate targeting based on existing humanitarian needs.³²²

Figure 68. Targeting criteria used by IOM in Ethiopia between 2018-2022

 SHELTER / NFI, SMS/CCCM AND WASH	 KSA DEPORTEES	 DTM LOCATIONS
<p>The selection of locations / beneficiaries was done in coordination with Cluster members following Cluster targeting criteria. In the WASH sector, in particular, targeting criteria used included locations affected by conflict and locations with a large number of IDPs</p>	<p>Beneficiaries were selected based on IASC vulnerability criteria: unemployed status and duration of stay at prison; age, sex and other vulnerabilities (including those at risk of GBV, exploitation); general health conditions and disabilities; experiences of abuse including trafficking; security situation in place of origin.</p>	<p>The selection of DTM locations was informed by continuous implementation of DTM nation-wide, as well as through the Event Tracking Tool (ETT) updates, and coordination with humanitarian / Government partner.</p>

Source: ICF. Based on Field interviews and project mapping (4 actions).

RQ2: To what extent were DG ECHO and IOM aligned in their objectives and priorities in Ethiopia?

DG ECHO and IOM were generally well aligned in their objectives and priorities in Ethiopia. Nonetheless, evidence collected also provided examples of different priorities.

DG ECHO and IOM staff interviewed agreed that overall, the partners had aligned priorities and objectives in Ethiopia.³²³ The main priority for both organisations' humanitarian response in the country was to ensure rapid life-saving humanitarian aid to people displaced by conflict and/or climatic shocks as well as returnees.³²⁴ The provision of humanitarian assistance and protection to KSA deportees (particularly the most vulnerable ones including unaccompanied children) were also among DG ECHO and IOM priorities in the country. Both organisations' strategies also recognised the importance of addressing the needs of host populations in places of displacement and return.

³¹⁹ ICF. 2023. Field interviews (DG ECHO staff: 4, IOM staff: 5); ICF. 2023. Project mapping (4 actions).

³²⁰ ICF. 2023. Field interviews; ICF. 2023. Project mapping (4 actions).

³²¹ ICF. 2023. Field interviews.

³²² ICF. 2023. Field interviews (IOM staff: 2); ICF. Project mapping (4 actions).

³²³ ICF. 2023. Field interviews (DG ECHO staff: 7, IOM staff: 7).

³²⁴ ICF. 2023. Field interviews; DG ECHO HIPs for the Horn of Africa 2018-2022, available at: https://civil-protection-humanitarian-aid.ec.europa.eu/funding-evaluations/funding-humanitarian-aid/financing-decisions-hips-2021_en#h; IOM, Crisis Response Plans for Ethiopia, 2020-2022, available at: [Ethiopia Crisis Response Plan 2021 | Global Crisis Response Platform \(iom.int\)](https://www.iom.int/sites/g/files/tmzbdl486/files/country_appeal/file/appeal-2019-iom-ethiopia.pdf); IOM, IOM Appeal. Ethiopia Emergency and Recovery Response, 2019, available at: https://www.iom.int/sites/g/files/tmzbdl486/files/country_appeal/file/appeal-2019-iom-ethiopia.pdf; IOM, Regional Migrant Response Plan for the Horn of Africa and Yemen 2018-2020, https://www.iom.int/sites/g/files/tmzbdl486/files/country/docs/regional_migrant_response_plan_for_the_h_a_yemen.pdf.

In terms of geographical priorities, both partners also had similar key locations of interest for the provision of assistance that varied over the evaluation period with the evolution of the humanitarian situation (e.g. Northern Ethiopia (i.e. Tigray, Amhara and Afar regions), border between Oromia and Somali regions as well as in the Gedeo and Guji regions).³²⁵ Some IOM staff consulted stated however that, following the eruption of the Tigray conflict in November 2020, DG ECHO primarily focused its response on Tigray and new displacements in that region with less attention given to other regions of the country where humanitarian needs were also high (e.g., Oromia region).

In their respective strategies in Ethiopia, DG ECHO and IOM prioritised a multi-sectoral response to address the needs of displaced populations and returnees. Some of the sectors prioritised by both organisations for their humanitarian responses over the evaluation period included.³²⁶

- **Shelter/NFI** focused on addressing emergency needs of displaced populations and returnees;
- **WASH** including e.g., emergency response, rehabilitating water supply systems, constructing sanitation facilities, promoting hygiene, providing hygiene kits, etc;
- **Coordination**, which was a key element of both DG ECHO and IOM's responses in Ethiopia. Some common priorities included enhancing coordination in the context of the cluster system (IOM co-led the CCCM and the SNFI clusters), CCCM as well as information management, data collection, targeting and verification (e.g., through DTM);
- **Protection**, including protection monitoring and identification of vulnerabilities, protection mainstreaming and capacity building on SGBV approaches;
- **Health**, including the provision of essential lifesaving primary health care and integrated nutrition services to crisis-affected communities and returning IDPs (e.g., through the establishment of mobile clinics);
- The use of **Multi-purpose Cash Transfers (MPCT)** to meet basic needs.

Both partners also prioritised establishing **Rapid Response Mechanisms (RRMs)** to swiftly respond to emerging humanitarian needs. IOM implemented the Rapid Response Fund (RRF)³²⁷ that was partially supported by DG ECHO (through DG ECHO's funding to the SNFI pipeline). Moreover, DG ECHO also funded other RRM in the country such as IRC Emergency Response Mechanism. Other cross-cutting aspects prioritised by both DG ECHO and IOM over the evaluation period included **gender mainstreaming and disability inclusion**.³²⁸

³²⁵ ICF. 2023. Field interviews; DG ECHO HIPs for the Horn of Africa 2018-2022, available at: https://civil-protection-humanitarian-aid.ec.europa.eu/funding-evaluations/funding-humanitarian-aid/financing-decisions-hips-2021_en#h; IOM, Crisis Response Plans for Ethiopia, 2020-2022, available at: [Ethiopia Crisis Response Plan 2021 | Global Crisis Response Platform \(iom.int\)](https://www.iom.int/sites/g/files/tmzbdl486/files/country_appeal/file/appeal-2019-iom-ethiopia.pdf); IOM, IOM Appeal. Ethiopia Emergency and Recovery Response, 2019, available at: https://www.iom.int/sites/g/files/tmzbdl486/files/country_appeal/file/appeal-2019-iom-ethiopia.pdf; IOM, Regional Migrant Response Plan for the Horn of Africa and Yemen 2018-2020, https://www.iom.int/sites/g/files/tmzbdl486/files/country/docs/regional_migrant_response_plan_for_the_h_a_yemen.pdf

³²⁶ ICF. 2023. Field interviews; DG ECHO HIPs for the Horn of Africa 2018-2022, available at: https://civil-protection-humanitarian-aid.ec.europa.eu/funding-evaluations/funding-humanitarian-aid/financing-decisions-hips-2021_en#h; IOM, Crisis Response Plans for Ethiopia, 2020-2022, available at: [Ethiopia Crisis Response Plan 2021 | Global Crisis Response Platform \(iom.int\)](https://www.iom.int/sites/g/files/tmzbdl486/files/country_appeal/file/appeal-2019-iom-ethiopia.pdf); IOM, IOM Appeal. Ethiopia Emergency and Recovery Response, 2019, available at: https://www.iom.int/sites/g/files/tmzbdl486/files/country_appeal/file/appeal-2019-iom-ethiopia.pdf; IOM, Regional Migrant Response Plan for the Horn of Africa and Yemen 2018-2020, https://www.iom.int/sites/g/files/tmzbdl486/files/country/docs/regional_migrant_response_plan_for_the_h_a_yemen.pdf

³²⁷ IOM, Rapid Response Fund, available at: <https://ethiopia.iom.int/rapid-response-fund>.

³²⁸ ICF. 2023. Field interviews; DG ECHO HIPs for the Horn of Africa 2018-2022, available at: https://civil-protection-humanitarian-aid.ec.europa.eu/funding-evaluations/funding-humanitarian-aid/financing-decisions-hips-2021_en#h; IOM, Crisis Response Plans for Ethiopia, 2020-2022, available at: [Ethiopia Crisis Response Plan 2021 | Global Crisis Response Platform \(iom.int\)](https://www.iom.int/sites/g/files/tmzbdl486/files/country_appeal/file/appeal-2019-iom-ethiopia.pdf); IOM, IOM Appeal. Ethiopia Emergency and Recovery Response, 2019, available at: https://www.iom.int/sites/g/files/tmzbdl486/files/country_appeal/file/appeal-2019-iom-ethiopia.pdf; IOM, Regional Migrant Response Plan for the Horn of Africa and Yemen 2018-2020, https://www.iom.int/sites/g/files/tmzbdl486/files/country/docs/regional_migrant_response_plan_for_the_h_a_yemen.pdf

Despite a general alignment in terms of priorities and objectives, **evidence collected also provided some examples of differences in prioritisation in some sectors/contexts**. For instance, although information management and data collection under DTM was a priority for both partners in Ethiopia, over the evaluation period, DG ECHO pushed for DTM to be used to undertake **individual registration of IDPs** while this was not pursued by IOM. IOM staff consulted reported that one of the main reasons why they did not advocate for DTM to be used for individual registration was the lack of adequate data protection legislation/standards in the country.³²⁹

Over the evaluation period, IOM supported implementing the **Durable Solutions Initiative** for IDPs in Ethiopia (i.e., integration, return, relocation). DG ECHO initially supported operational engagement in durable solutions but as of 2021, became more cautious in supporting those initiatives due to some concerns around the respect of the basic principles to achieve durable solutions (i.e., voluntary, dignified, informed and sustainable), i.e., durable solutions were in some cases linked to forced returns imposed by the Government.³³⁰

As mentioned above, the provision of assistance to **KSA deportees** was a priority for both DG ECHO and IOM. However, following the eruption of the conflict in Tigray and considering the scale and severity of humanitarian needs in that context, the provision of humanitarian assistance to KSA deportees was eventually deprioritised by DG ECHO. DG ECHO staff consulted argued that this was mostly because: DG ECHO wanted to focus their response on addressing the needs of IDPs which they saw as being more in line with their mandate; and because they considered that needs of KSA deportees could also be addressed by development donors, especially in view of the difficulty to implement an exit strategy.³³¹ Moreover, DG ECHO and IOM also had some differences in the way they approached the provision of Family Tracing and Reunification assistance to unaccompanied children from Tigray deported from KSA, with DG ECHO opposing the return of these children to Tigray due to existing protection risks in the region. This issue and the need to reinforce the protection response for these groups (e.g., through strengthening referral pathways and direct service provision) were discussed between the partners at different levels (field, regional and HQ), including in the context of monitoring visits. Some of DG ECHO's recommendations on how to approach the issue were incorporated by IOM in their funded actions.³³²

³²⁹ ICF. 2023. Field interviews.

³³⁰ ICF. 2023. Field interviews; DG ECHO, HIPs Horn of Africa, 2018-2022.

³³¹ ICF. 2023. Field interviews (DG ECHO staff: 3).

³³² ICF. 2023. Field interviews; ICF. 2023. Review of DG ECHO documentation; ICF. Project mapping (ECHO/-HF/BUD/2021/91042).

Effectiveness

RQ3: Did DG ECHO and IOM share a common understanding of how to operationalise their partnership in Ethiopia?

In most cases, **DG ECHO and IOM shared a common understanding on how to operationalise their partnership in Ethiopia.** Regular discussions between the partners helped in identifying common objectives (see also RQ 4)

Most DG ECHO and IOM staff consulted reported that the partners generally agreed on how to operationalise their cooperation in Ethiopia.³³³ DG ECHO supported most components of IOM's multi-sectoral response in the country (see Figure 67).³³⁴ Nonetheless, over the evaluation period, IOM requested financial support from DG ECHO for their health response in Ethiopia and this was not granted. DG ECHO staff consulted explained that this was mostly due to the fact that DG ECHO was funding other humanitarian

Good practice

Over the evaluation period, DG ECHO organised briefings on the HIPs to present their priorities for the year to partners (including IOM). Those briefings offered space for partners to comment to the HIPs, ask questions and discuss the identified priorities. This was reported by IOM staff to be very useful to understand DG ECHO's strategy and identify common priorities.

Room for improvement

Several stakeholders consulted stated that DG ECHO and the EU Delegation could further enhance their cooperation to work towards the operationalisation of the Nexus with IOM in Ethiopia. This was considered to be particularly relevant to respond to protracted crises in the country and to work towards finding durable solutions in the context of long-term displacement. Stakeholders consulted provided as an example of good practice of cooperation between DG ECHO, the EU Delegation and IOM, recent exchanges in the context of the launch of an early recovery project in the Amhara and Afar regions that will be funded by DG INTPA.

partners with better capacity/expertise in this sector and also due to some misalignments between IOM's health response and DG ECHO's health policy (e.g., lack of referral mechanisms in the context of mobile clinics). Similarly, IOM would have also liked to receive funding from DG ECHO for their Mental Health, Psychosocial Response (MHPSS) programme while this was not a priority for DG ECHO in their cooperation with IOM.

RQ4: To what extent did existing coordination and cooperation structures between DG ECHO and IOM at different levels (HQ/regional/national/field) allow to effectively respond to existing humanitarian needs in Ethiopia?

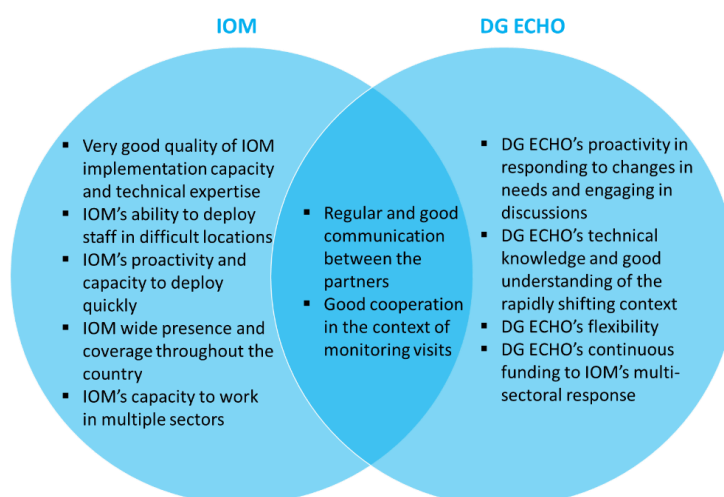
Over the evaluation period, **DG ECHO and IOM had a strong cooperation in Ethiopia that was based on good communication and exchange of information at different levels** (country, regional and HQ) **and continuous funding** from DG ECHO to IOM's multi-sectoral response in the country. Nonetheless, some issues hindering the partners' effective cooperation in the country were also identified.

Figure 69 below provides some examples of factors that facilitated DG ECHO-IOM cooperation in Ethiopia and the partnership's contribution to effectively respond to existing humanitarian needs in the country between 2018-2022.

³³³ ICF. 2023. Field interviews (DG ECHO staff: 3, IOM staff: 3).

³³⁴ ICF. 2023. Project mapping (4 actions); ICF. 2023. Field interviews.

Figure 69. Examples of factors that facilitated DG ECHO-IOM cooperation in Ethiopia



Source: ICF. Based on field interviews with DG ECHO and IOM staff.

Dialogue and exchanges between DG ECHO and IOM happened regularly both at regional and field level. The partners continuously discussed and exchanged information in the context of **formal cooperation structures** at country and regional level (e.g., in the context of the project cycle, monitoring visits, the Cluster system, the Humanitarian Country Team (HCT), or Donor Groups) as well as **informally**, on an ad-hoc basis to exchange information on e.g., existing humanitarian needs, the humanitarian context, key developments, policies, challenges, etc. In Ethiopia, DG ECHO also had regular interactions with IOM in the context of the latter role as co-lead of the SNFI and CCCM Clusters. Cooperation in the context of the Clusters was considered of very high quality and key for the effective exchange of information on the humanitarian context and needs.³³⁵

DG ECHO and IOM staff consulted described the quality of their cooperation in Ethiopia (and at regional level) as very good.³³⁶ DG ECHO staff reported that IOM in Ethiopia was very proactive and responsive³³⁷ and highlighted the very good collaboration in the context of monitoring visits.³³⁸ IOM staff also positively valued exchanges with DG ECHO and the feedback during monitoring visits which helped improve their programming (e.g., in terms targeting, approaches, etc.). One IOM staff consulted reported that *"DG ECHO staff in Ethiopia brought a lot of information beyond the technical/project level e.g., on the context, existing discussions, approaches etc., aspects that went beyond the usual donor-implementer exchanges"*.

DG ECHO and IOM staff consulted considered that they had enough opportunities to discuss technical and operational issues both at country and regional level. The partnership in Ethiopia offered enough space for open and honest dialogue and to deal with disagreements.³³⁹ Some examples of issues that were discussed between DG ECHO and IOM in Ethiopia over the evaluation period included: the partners' disagreement with regard to the support to the Jara site in Mahara and DG ECHO's protection concerns around the location of the camp; the Government's establishment of a detention site for civilian population in the Afar region and differences in how to approach advocacy on the issue; challenges for compliance with

³³⁵ ICF. 2023. Field interview.

³³⁶ ICF. 2023. Field interviews (DG ECHO staff: 6, IOM staff: 6).

³³⁷ ICF. 2023. (DG ECHO staff: 3).

³³⁸ ICF. 2023. (DG ECHO staff: 3).

³³⁹ ICF. 2023. (DG ECHO staff: 5, IOM staff: 5).

humanitarian principles; and issues around the need for better coordination of the different RRM in the country.³⁴⁰ On the other hand, there was one instance where DG ECHO considered that IOM could have been more open and proactive in communicating challenges. This was the case in the context of one of the funded actions (ECHO/-HF/BUD/2019/91019) where IOM ended up with a €400,000 underspend (3% of DG ECHO's contribution to the action) without previous discussion with DG ECHO. DG ECHO would have liked IOM to raise any difficulties in meeting targets and using available budget (e.g., due to access and security constraints, Covid 19, etc.) earlier in the implementation of the action so they would have been able to jointly find solutions (e.g., redirect the budget to other activities).³⁴¹

Over the evaluation period, IOM also experienced leadership challenges in Ethiopia following the leak of some statements made by the IOM Chief of Mission in connection to the Northern crisis which hindered the perception of neutrality and independence of the organisation – particularly in relation to the Northern crisis and the KSA deportee response. This event raised concerns among some DG ECHO staff around IOM's role in the response to the Tigray crisis hampering to some extent, strategic cooperation in the country.³⁴² This issue, however, did not have a significant impact on operational cooperation. Some DG ECHO staff consulted reported that IOM took the issue very seriously and implemented immediate measures to address it, informing DG ECHO (and other donors) of the decisions taken. One DG ECHO staff member stated however, that they would have liked to receive more information on e.g., whether/how this impacted IOM's operational independence in the country.

Room for improvement

Evidence collected shows that there were different levels of awareness among DG ECHO and IOM field staff on the outcomes of strategic discussions between DG ECHO and IOM at Brussels level. While most DG ECHO staff and a few IOM staff reported having received information on the outcomes of the High-Level Dialogues and Directors Meetings, strategic discussions in Brussels were reported to have had limited impact on cooperation on the ground which was rather determined by the (good) quality of exchanges between DG ECHO and IOM field staff. Two DG ECHO field staff consulted suggested that having a more coordinated/structured approach to information flow between HQ and field levels (i.e., both from the field to HQ and from HQ to the field) in the context strategic discussions could help e.g., mainstreaming strategic priorities and identifying common challenges in the DG ECHO-IOM cooperation across countries. DG ECHO field staff in Ethiopia were asked to provide inputs that could feed into the High-Level Dialogue discussions and Directors Meetings (through DG ECHO geographic units). Two DG ECHO staff consulted considered nonetheless that operational issues were not sufficiently reflected in strategic discussions (at Brussels level) which could be better anchored in field realities. In this context, one DG ECHO staff suggested that what is missing is something in between the high-level discussions and operational exchanges to be able to discuss field issues at HQ level (potentially including field staff in the discussions).

In spite of a very good collaboration at country level, some DG ECHO and IOM staff interviewed reported that cooperation on the ground was largely dependent on individuals³⁴³ and suggested that **the partnership in Ethiopia could benefit from more institutionalised dialogue and additional strategic exchanges**.³⁴⁴ Although some strategic discussions happened at country level, some DG ECHO staff consulted considered that having more structured strategic discussions (e.g., on common goals, strategic directions, innovative ways to cooperate and deliver aid, etc.) could reinforce the partnership. DG ECHO staff suggested that this could be done, for instance, by organising periodic strategic meetings (e.g., twice a year) between the DG ECHO

³⁴⁰ ICF. 2023. Field interviews.

³⁴¹ ICF. 2023. Field interviews; ICF. 2023. Review of DG ECHO documentation.

³⁴² ICF. 2023. Field interviews (DG ECHO staff: 3, IOM staff: 1).

³⁴³ ICF. 2023. Field interviews (DG ECHO staff: 2, IOM staff: 2).

³⁴⁴ ICF. 2023. Field interviews (DG ECHO staff: 4, IOM staff: 1)

Head of Office and IOM Country Representative. This would also allow the relationship to be more institutionalised and less dependent on individuals and on the quality of the relationship between DG ECHO and IOM field staff.³⁴⁵

Over the evaluation period, DG ECHO was seen by IOM as a key donor and a key pillar for the continuity (and scale-up) of their humanitarian interventions in Ethiopia. One IOM staff consulted stated that *“although in terms of volume of funding there were other donors bigger than DG ECHO, in terms of ability to bring messages and guide the response, DG ECHO was one of the main ones”*. Through the funding provided by DG ECHO to some IOM's core activities in Ethiopia, the partnership contributed to addressing existing humanitarian needs in key sectors in the context of different humanitarian crises (e.g., the Oromia/Somali clashes, the Gedeo/Guji conflict, Wollega/Kemashi regional border conflict, the northern Ethiopia crisis, crisis triggered by climate shocks).

One of main results of the DG ECHO-IOM cooperation in Ethiopia as reported by stakeholders consulted was its contribution to **enhancing the availability and quality of displacement data** and its dissemination to the humanitarian community – through the support provided by DG ECHO to DTM (see RQ 6).³⁴⁶

DG ECHO's funding provided to IOM in Ethiopia also allowed it to **respond to the needs of KSA deportees** including through registration and profiling of migrants arriving at Bole International Airport, the provision of emergency post-arrival assistance to the most vulnerable as well as Family Tracing and Reunification of unaccompanied children.³⁴⁷ IOM was one of the few humanitarian partners responding to the needs of KSA deportees and DG ECHO was one of the very few donors who funded IOM's response to this group.³⁴⁸

DG ECHO-IOM cooperation in Ethiopia also contributed to strengthening **CCCM and SNFI Cluster coordination** in the country both through the funding provided to IOM in its roles as co-lead of those Clusters³⁴⁹ (e.g., financial support for the position of cluster coordinators and organisation of coordination meetings, capacity building and training sessions, field monitoring visits, development and dissemination of information management products, etc.) as well as through the support provided to the Clusters' advocacy efforts (e.g., for resource mobilisation; raising concerns around forced relocation and returns of IDPs, etc.). IOM staff consulted highlighted that DG ECHO's financial support to the SNFI cluster allowed for instance, to decentralise Cluster coordination in Ethiopia through the establishment of sub-national clusters (e.g., in Tigray they managed to establish two sub-national Clusters).³⁵⁰ Moreover, over the evaluation period, DG ECHO also partially funded the **SNFI cluster pipeline** thus contributing to some extent to ensuring the availability of shelter and NFI kits to be distributed by cluster partners.³⁵¹

The results of IOM's **SMS/CCCM activities** funded by DG ECHO were also reported as one of the main contributions of the partnership to respond to humanitarian needs in Ethiopia.³⁵² Thanks in part to DG ECHO funding, IOM was able to contribute to improving the living conditions of affected populations in sites where IOM provided assistance, including for example, by

³⁴⁵ ICF. 2023. Field interviews.

³⁴⁶ ICF. 2023. Field interviews (DG ECHO staff: 4, IOM staff: 2).

³⁴⁷ ICF. 2023. Field interviews (DG ECHO staff: 2, IOM staff: 3).

³⁴⁸ ICF. Field interviews.

³⁴⁹ ICF. 2023. Field interviews (DG ECHO staff: 2, IOM staff: 2, Other relevant stakeholders: 1); ICF. 2023. Project mapping (4 actions).

³⁵⁰ ICF. 2023. Field interviews (IOM staff: 1).

³⁵¹ ICF. 2023. Field interviews; ICF. 2023. Project mapping (4 actions).

³⁵² ICF. 2023. Field interviews (DG ECHO staff: 3, IOM staff: 2, Other relevant stakeholders: 1).

supporting the Government's site management coordination role and providing capacity building to relevant actors (e.g. on CCCM/SMS best practices). DG ECHO's support allowed, for example, to install solar lightening to strength protection (prevention of SGBV) in several IDP sites (i.e., in Oromia, Somali, and Northern Ethiopia).³⁵³ One IOM staff member consulted also mentioned that DG ECHO's support allowed IOM to expand the number of sites (formal and informal) that they could cover and that without that support IOM might not have been able to cover all four strategic pillars of CCCM in Ethiopia.³⁵⁴

Results of the DG ECHO-IOM cooperation in the **WASH** sector³⁵⁵ (e.g., water scheme rehabilitation/construction, construction of sanitation facilities, water trucking, hygiene promotion, etc.) were also highlighted by stakeholders consulted as an important contribution of the partnership to addressing humanitarian needs in Ethiopia. DG ECHO staff consulted emphasised the high quality of IOM's activities implemented in this sector. One DG ECHO staff consulted mentioned that over the evaluation period, IOM implemented a disability inclusive WASH response that was used as an example of good practice for other partners.

In addition to the funding provided, IOM staff consulted stated that **DG ECHO's support also helped them to raise funding from other donors**. Over the evaluation period, DG ECHO facilitated spaces for IOM to present their data (e.g., from DTM) and response to other donors (e.g., in the context of the Humanitarian and Resilience Donor Group (HRDG)) to gather support. One IOM staff consulted mentioned that *"DG ECHO's consistent support to IOM program in Ethiopia acted as catalyst for additional resources from other donors to expand their program"*.³⁵⁶

The influence of the partnership on the humanitarian response through (joint) advocacy was however very limited mostly due to the highly sensitive political context in the country – especially in the context of the northern crisis – which did not allow for many opportunities for joint (bilateral) advocacy.³⁵⁷ Evidence collected provided nonetheless some examples of joint advocacy efforts undertaken in the context of multilateral platforms like the HCT and the Cluster system, including for example: advocacy for humanitarian access and humanitarian space;³⁵⁸ advocacy towards the Government to stop forced and premature return/relocation of IDPs and ensure that returns were voluntary;³⁵⁹ advocacy to reinforce the CCCM response and the CCCM cluster;³⁶⁰ and advocacy to ensure that the locations chosen for IDP sites were close to basic services. Moreover, in the context of the Cash Working Group (ECWG) (led by IOM and supported by DG ECHO), the partners also jointly advocated for the use of cash as preferred assistance modality.

Evidence collected also provided some examples of differences in terms of advocacy approaches. Some DG ECHO staff considered for example, that IOM was not vocal enough in challenging the Government on the severity of needs as well as on access issues in the context of the Northern Ethiopia crisis – particularly in Tigray.³⁶¹

³⁵³ ICF. 2023. Field interviews (IOM staff: 1, Other relevant stakeholders: 1); ICF. 2023. Project mapping (4 actions).

³⁵⁴ Camp Planning and Development/Improvement; Coordination and Information Management; Capacity Building; Community Participation and Self-Governance.

³⁵⁵ ICF. 2023. Field interviews (DG ECHO staff: 1, IOM staff:1).

³⁵⁶ ICF. 2023. Field interviews.

³⁵⁷ ICF. 2023. Field interviews.

³⁵⁸ ICF. 2023. Field interviews (DG ECHO staff: 3, IOM staff: 2).

³⁵⁹ ICF. 2023. Field interviews (DG ECHO staff: 2, 3 IOM staff: 3).

³⁶⁰ ICF. 2023. Field interviews (Other relevant stakeholders: 1).

³⁶¹ ICF. 2023. Field interviews; ICF. 2023. Review of DG ECHO documentation; ICF. 2023. Project mapping (4 actions).

RQ5: Did the partnership allow for a timely response to the eruption (and evolution) of the conflict in northern Ethiopia over the evaluation period?

The partnership allowed for enough flexibility to timely respond to the eruption (and evolution) of the conflict in Northern Ethiopia. Nonetheless, significant access challenges hindered IOM's capacity to effectively respond to the crisis, particularly during the first few months of the conflict.

In November 2020, a conflict broke out in the Tigray region of Ethiopia between the Ethiopian Government and the Tigray People's Liberation Front (TPLF) forcing millions into displacement. It was estimated that in 2021, more than 3 million Ethiopians were displaced or returned due to the conflict.³⁶² Since July 2021, the conflict spread into the neighbouring regions of Afar and Amhara significantly increasing humanitarian needs in northern Ethiopia. Following two years of armed confrontations, a cessation of hostilities agreement was signed between the parties to the conflict in November 2022.

Since the eruption of the conflict, humanitarian actors faced significant access constraints to deliver aid to respond to humanitarian needs in Tigray (e.g., bureaucratic impediments including delays in clearance for humanitarian staff, little to no access to cash, fuel, telecommunication, or electricity, etc.).³⁶³ In 2021, despite relative improvement in access within Tigray, humanitarian access into the region was still limited to one entry point via the border city of Abala (Afar Region).³⁶⁴ In the second half of 2022, humanitarian access to Tigray shrunk again as the conflict intensified (particularly in bordering areas with Eritrea, Amhara and Afar). Even after the peace agreement, border areas with Eritrea remained hard-to-reach for humanitarian actors.³⁶⁵

Stakeholders consulted considered that DG ECHO was flexible enough to allow IOM to timely respond to the eruption of the Tigray conflict and its expansion to other Northern regions.³⁶⁶ To adapt its response to this new humanitarian context, DG ECHO introduced several top ups to the HoA HIPs (2020 and 2021) to make additional funding available for partners (including IOM) to respond to new humanitarian needs associated with the Tigray conflict. The first HIP top up was approved within a month of the eruption of the conflict, making available additional €18.8 million to respond to humanitarian needs in Tigray. The following HIP top ups (a total of €41 million for the 2021 HoA HIP) allowed to further scale-up the response in Tigray and to address the needs arising from the expansion of the conflict to neighbouring Afar and Amhara (see Table 13).

Table 13. Overview HIPs top ups in connection to the northern Ethiopia crisis

HIP	Date of Top Up	Amount	Aim/priorities
2020 HoA HIP	10 December 2020	€18.8 million	To urgently replenish and preposition lifesaving goods to enable rapid response; to respond, as soon as access is granted to Tigray in accordance with IHL, to protection needs (Restoring Family Links, child protection, SGBV) and vital needs through life-saving assistance (access to medical services, war surgery, ambulance services, treatment for malnutrition, etc.) as well as response to

³⁶² DG ECHO, HoA HIP 2021, https://ec.europa.eu/echo/files/funding/hip2021/echo_-hf_bud_2021_91000_v5.pdf.

³⁶³ ICF. 2023. Field interviews; ICF. 2023. Project mapping (4 actions); ICF. 2023. Desk review.

³⁶⁴ DG ECHO, HoA HIP 2021, https://ec.europa.eu/echo/files/funding/hip2021/echo_-hf_bud_2021_91000_v5.pdf.

³⁶⁵ OCHA, Ethiopia – Humanitarian Access Snapshot, December 2022, https://reliefweb.int/attachments/8b7f6553-8fc8-4b2d-8c99-c793e22a798f/ocha-eth_230111_access_snapshot_july_december_2022_final.pdf.

³⁶⁶ ICF. 2023. Field interviews (DG ECHO staff: 6, 5 IOM staff: 5).

			acute humanitarian needs in regions affected by the spill-over effect of the Tigray crisis.
2021 HoA HIP	8 April 2021	€11 million ³⁶⁷	To scale-up the humanitarian response in Tigray to address the acute needs of people affected by the conflict in the region.
2021 HoA HIP	15 September 2021	€30 million ³⁶⁸	<p>To scale-up the humanitarian response to the Tigray conflict to address the most acute needs of people affected by the conflict in the region and in other areas directly affected by the spread of the Northern Ethiopia conflict with particular focus on bordering regions (Afar and Amhara). Priority areas included:</p> <ul style="list-style-type: none"> • Emergency life-saving responses: protection, food assistance, nutrition, health, WASH, shelter, NFIs and mine awareness / action. • Support services: coordination (general, civ-mil coordination, nutrition), security, logistics, transportation (including emergency air/ cargo services), information management and analysis. Enhanced data collection and analysis.

Source: ICF. Based on DG ECHO HoA HIPs 2020-2022.

DG ECHO offered partners (including IOM) the possibility to submit **Modification Requests (MRs)** to adapt the funded actions to changes in needs and to overcome existing challenges in the response (e.g., access and security challenges). IOM staff consulted reported that through the submission of MRs – and thanks to DG ECHO's flexibility in granting those – they were able to adapt their programs (e.g., change locations, reposition stocks, move staff, etc.) to start responding to the new crisis as soon as possible. In response to the first HIP top up, IOM was granted a MR for additional €4 million under their 2019 funded action³⁶⁹ in order to respond to the humanitarian needs arising from the conflict in Tigray. This top up allowed IOM to expand their multi-sector response to address the needs of IDPs and returnees in Northern Ethiopia and to adapt the DTM result to the new context³⁷⁰ (i.e., regular DTM activities were maintained but with a higher frequency and adapted methodology, see Figure 70 below).³⁷¹

Over the evaluation period, IOM submitted four additional MRs (under the 2021 funded action³⁷²) three of which were granted by DG ECHO (see Table 14). In one instance, IOM requested a no-cost extension of four months to be able to finalise activities that were delayed due to the escalation of the conflict in Tigray in 2022 which led to further access constraints and closure of the humanitarian space.

Table 14. Overview of Modification requests granted to IOM in connection to the northern Ethiopia crisis under the action ECHO/-HF/BUD/2021/91042

Submission date	Rationale and scope
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³⁶⁷ From DG ECHO's Operational Reserve.

³⁶⁸ From the EU Solidarity and Emergency Aid Reserve.

³⁶⁹ ECHO/-HF/BUD/2019/91019.

³⁷⁰ See ECHO/-HF/BUD/2019/91019.

³⁷¹ The Emergency Site Assessment (ESA) in Tigray and in neighbouring zones in Afar and Amhara on a monthly basis. DTM deployed its first ESA in December 2020 to evaluate the multisectoral needs of IDPs displaced due to the northern Ethiopia Crisis.

³⁷² ECHO/-HF/BUD/2021/91042

- 13/10/2021 Following 2021 HoA HIP top up (€30 million), IOM requested a top up of funds (€2 million) and a time extension to allow wider reach to populations in need and additional response in Tigray region, as well as Amhara and Afar regions (€1.6 million for actions within Tigray region and € 0.4 million for actions within Amhara and Afar regions). Activities expanded through the MR included:
- Expansion DTM – support 1 more Mobility Tracking rounds. Conduct one more Site Assessment and Village Assessment Survey round and an additional Household Level Intention Survey in the Tigray Region.
 - Continue CCCM sites in locations already covered, with a focus on strengthening activities inside Tigray region. The MR included an increase in sites targeted with improvements from 25 to 40.
 - Support the Cash Working Group with technical support, coordination, capacity building and advocacy for considering cash as assistance modality.
 - Support SNFI Cluster pipeline partners by providing ES and NFI kits (in-kind) as well as funds to distribute the kits to support the vulnerable IDP households impacted by the northern Ethiopia conflict, focusing mainly on Tigray region, as well as some IDPs in Amhara and Afar regions.
- 11/04/2022 In response to the publication of HoA HIP 2022, IOM requested a top up (€720,000) to enhance its WASH response and add new interventions, i.e., in protection (with an emphasis on the prevention of gender-based violence (GBV) and awareness raising in Northern Ethiopia); additional coverage of IDP sites that lacked CCCM activities; and two additional months of water trucking.
- 27/10/2022 IOM requested a no-cost extension (4 months) to finalise activities that were delayed due to the resumption of the conflict (e.g., delays in procurement, delay in relocation of IDPs to Mai Dimu site in Shire, installation of solar lights put on hold, IDPs returning to urban areas which required additional assistance, disruption of cash supplies, etc.).

Source: Project Mapping (2021/00449).

In spite of the good flexibility provided by the MRs, some IOM staff consulted also reported that the process for the submission and approval of those was quite long, and even if they were backdated, this sometimes put a lot of pressure on IOM as they have “less core funding” as compared to other UN Agencies.

Stakeholders consulted agreed that IOM showed good flexibility in timely adapting its response to arising (and changing) humanitarian needs in the context of the Northern Ethiopia crisis.³⁷³ Nonetheless, DG ECHO staff consulted reported that IOM was a bit slow to become operational in Tigray at the outset of the conflict, mostly due to access constraints (which also affected other humanitarian partners and especially UN Agencies).³⁷⁴ At the beginning of the crisis, IOM provided aid to Tigrayans IDPs in the border region of Amhara but IDPs in Tigray, remained inaccessible for around three months. Access issues in Tigray were regularly discussed between DG ECHO and IOM field staff as well as at the 2021 and 2022 DG ECHO-IOM Directors meetings.³⁷⁵ DG ECHO staff consulted reported that after the first three months into the conflict, IOM managed to establish themselves in Tigray and to very quickly scale-up their response becoming one of the most functional and operational partners in the region and one of the key actors in responding to the Northern Ethiopia crisis.³⁷⁶ Thus, following the first few months of the crisis, IOM showed agility, flexibility, and capacity to deliver rapid responses to IDPs in a changing context.³⁷⁷ IOM Local Implementing partners consulted in the

³⁷³ ICF. 2023. Field interviews (DG ECHO staff: 6, IOM staff: 5, Implementing Partners: 2).

³⁷⁴ ICF. 2023. Field interviews (DG ECHO staff: 2); ICF. 2023. Project mapping (4 actions).

³⁷⁵ ICF. 2023. Field interviews; ICF. 2023. Review of DG ECHO documentation.

³⁷⁶ ICF. 2023. Field interviews; ICF. 2023. Project mapping (4 actions).

³⁷⁷ ICF. 2023. Field interviews; ICF. 2023. Project mapping (4 actions).

context of the case study also highlighted IOM's flexibility in adapting projects to changes in needs (e.g., changing locations, activities, adding new sectors and/or activities, etc.) and following cluster recommendations. Some of the factors that facilitated IOM's ability to timely respond to the northern Ethiopia crisis included:

- IOM's operational capacity and strong presence in Ethiopia which allowed to quickly deploy staff from other regions to Tigray;³⁷⁸
- Despite difficulties in recruiting staff for Tigray, IOM was able to recruit additional staff and to deploy international staff to respond to the northern crisis;³⁷⁹
- IOM's staff experience in large-scale conflict crisis in the Middle East and Africa (where access issues and strong Government' influence also existed) and expertise in key sectors like CCCM and Shelter/NFI and cluster coordination;³⁸⁰
- IOM's ability to swiftly shift from contractor services to direct implementation;³⁸¹ and
- IOM's work with the DTM which allowed them to quickly understand changes in the humanitarian context.³⁸²

RQ6: To what extent and how did the partnership contribute to strengthening displacement data and its dissemination to humanitarian and development partners to support humanitarian responses in Ethiopia (and in the HoA)?

The funding and advocacy support provided by DG ECHO to IOM DTM in Ethiopia contributed to enhancing the quality of displacement data and its dissemination to humanitarian (and development) partners to support the humanitarian response in Ethiopia (and the HoA).

IOM's DTM is a system that monitors human mobility to provide insights into the location, vulnerabilities, demographic breakdown and needs of displaced and mobile populations.³⁸³ DTM was launched in Ethiopia in 2016 and considerably expanded over the evaluation period eventually covering all twelve regions of the country. Figure 70 below provides an overview of the main components of DTM in Ethiopia.

³⁷⁸ ICF. 2023. Field interviews.

³⁷⁹ ICF. 2023. Field interviews; ICF. 2023. Project mapping (4 actions); ICF. 2023. Review of DG ECHO documentation.

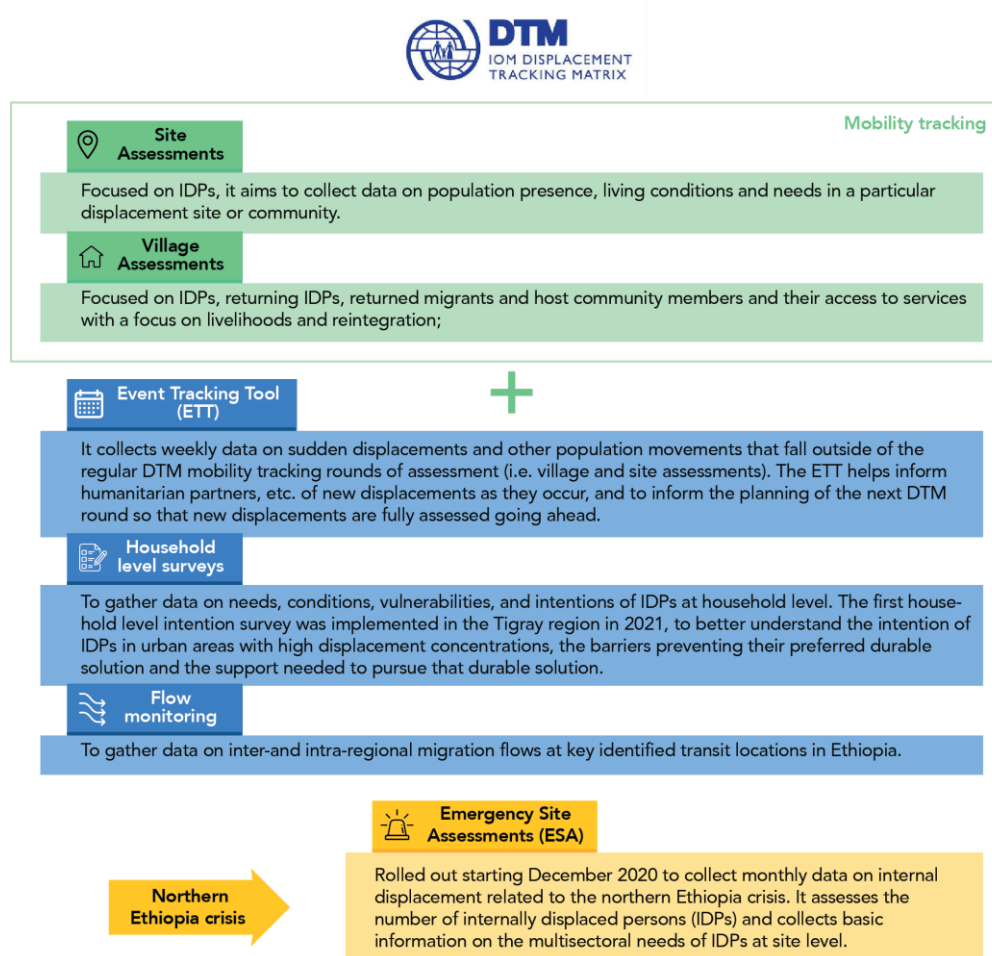
³⁸⁰ ICF. 2023. Project mapping (4 actions).

³⁸¹ ICF. 2023. Project mapping (4 actions).

³⁸² ICF. 2023. Field interviews.

³⁸³ IOM, DTM – Ethiopia, <https://dtm.iom.int/ethiopia>.

Figure 70. Overview of DTM components in Ethiopia



Source: ICF. Based on IOM, DTM – Ethiopia, <https://dtm.iom.int/ethiopia>.

DG ECHO was one of the main promoters for the establishment of DTM in Ethiopia back in 2016.³⁸⁴ Over the evaluation period, DG ECHO provided financial support to all components of DTM (see Figure 70), including data collection activities as well as the production of reports and data dissemination among key stakeholders (e.g., OCHA / Cluster Coordinators, HCT partners, NGOs, etc.).

DG ECHO's support to DTM was highlighted by several stakeholders consulted as one of the main results of the partnership in Ethiopia.³⁸⁵ Even though DG ECHO was not the main DTM donor in the country – in terms of volume of funding – IOM staff reported that their continuous financial and advocacy support to DTM was critical to keep it running at scale. **Without DG ECHO's support, the frequency and geographical coverage of DTM would have been reduced** which would have negatively impacted the quality of displacement data available for humanitarian and development actors in Ethiopia.³⁸⁶

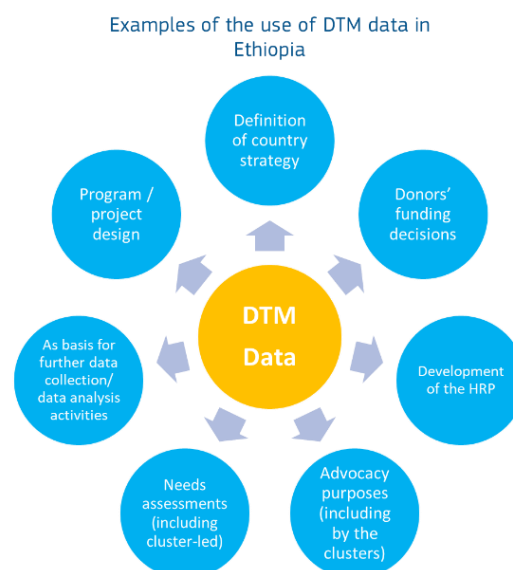
All stakeholders consulted agreed on the critical role that DTM played in informing the humanitarian response in the country. Stakeholders consulted considered that DTM highly improved the availability and quality of displacement data as it was the only data source that provided country-wide information on displacement and allowed to compare displacement

³⁸⁴ ICF. 2023. Field interviews (DG ECHO staff: 2, IOM staff: 1).

³⁸⁵ ICF. 2023. Field interviews (DG ECHO staff: 4, IOM staff: 2).

³⁸⁶ ICF. 2023. Field interviews (DG ECHO staff: 1, IOM staff: 2).

trends over time. Information gathered from DTM mobility tracking (Village Assessment and Site assessments) was the primary data source for the development of the Humanitarian Response Plan (HRP) in Ethiopia. Most stakeholders consulted (i.e., donors, the EU Delegation, the clusters, local NGOs, and other relevant actors) stated having used DTM data in the design of their strategies, programs, projects or for advocacy purposes (see Figure on the right).³⁸⁷ In the 2021 DTM feedback survey, 87% of the respondents reported having used DTM data to inform their responses, including for operational planning and decision making.³⁸⁸ Some stakeholders interviewed stated that DTM data contributed to better humanitarian programming, targeting and prioritisation in Ethiopia.



DG ECHO was also the first donor to fund IOM's Household Level Intention Surveys in Ethiopia

(Tigray region). These surveys facilitated the collection of information on IDPs' intentions, barriers preventing their preferred durable solution and the support needed to pursue that durable solution.³⁸⁹ One IOM staff member consulted reported that data collected in this context helped IOM advocating for better use of funding, and for a specific course of action in the context of durable solutions that took into consideration the preferred options of affected populations.

In spite of the positive impact of DTM on the humanitarian response, stakeholders consulted also highlighted some factors that hindered the full effectiveness of DTM in Ethiopia, including:

- **Delays in the publication of round outputs primarily due to lengthy Government endorsement processes.**³⁹⁰ One stakeholder consulted mentioned that, in some cases, delays in the publication of DTM data had a major impact on the humanitarian response which was designed based on DTM figures.³⁹¹ This was particularly an issue in the context of the Northern Ethiopia crisis. IOM was not able to publish DTM data for the Tigray region (as a whole) in 2022 due to lack of endorsement from the Government. To minimise the impact of this issue, IOM disconnected Northern response from regular data collection activities in the rest of the country (so the latter could continue with normality) and diversified DTM activities to allow for rapid alerts on displacement in a simplified way (i.e., through ETT).³⁹²
- **The Government's pressure to influence displacement figures** was also a challenge faced by IOM when operating DTM in Ethiopia.³⁹³ One IOM staff member consulted reported that in some cases, pressure from the Government to influence displacement figures (and lack from Government's endorsement) prevented them from publishing data for some locations in Ethiopia.

³⁸⁷ ICF. 2023. Field interviews.

³⁸⁸ ICF. 2023. Project mapping (4 actions).

³⁸⁹ IOM, Household Level Intention Survey, Tigray Region, Ethiopia, July 2021, <https://dtm.iom.int/reports/ethiopia-household-level-intention-survey-tigray-region-july-2021>.

³⁹⁰ ICF. 2023. Field interviews (DG ECHO staff: 6, IOM staff: 2, Local Implementing partners: 1, Other relevant stakeholders: 3); ICF. 2023. Project mapping (4 actions).

³⁹¹ ICF. 2023. Field interviews (Other relevant stakeholders: 1)

³⁹² ICF. 2023. Field interviews (IOM staff: 1).

³⁹³ ICF. 2023. Field interviews (DG ECHO staff: 2, IOM staff: 1)

- **Access constrains and insecurity in northern Ethiopia and particularly in Tigray** (e.g., lack of fuel, cash and access to telecommunications)³⁹⁴ considerably hampered IOM's ability to collect displacement data in that part of the country. Some locations in Tigray remained inaccessible for the whole evaluation period.³⁹⁵ With the intensification of the conflict in 2022, IOM was not able to implement ESA in any locations within Tigray. Two stakeholders consulted suggested that to overcome access challenges, IOM could have relied more on local partners for data collection.³⁹⁶

Challenges with DTM were regularly discussed between DG ECHO and IOM staff in Ethiopia (and at regional level). Over the evaluation period, DG ECHO financially supported IOM's advocacy efforts towards Government institutions such as National Disaster Risk Management Commission (NDRMC) for the timely endorsement of DTM reports (e.g., through organisation of workshops to explain DTM methodologies, findings and to streamline the endorsement process).³⁹⁷ To minimise the negative impact of delays in endorsement from the Government on the quality of data, IOM shared DTM datasets informally with DG ECHO (and other humanitarian partners) before Government endorsement. DG ECHO also advocated with IOM to illustrate on DTM maps included in the reports, data limitations and challenges (e.g., lack of access) to present a more accurate picture of the displacement situation. DG ECHO staff reported that IOM was always very open to feedback to improve DTM.³⁹⁸

In addition to the support provided to national DTM in Ethiopia, over the evaluation period, **DG ECHO also funded IOM regional flow monitoring and analysis program** thus contributing to some extent to enhancing the understanding of mixed migration flows (and related humanitarian consequences) in the HoA region. DG ECHO was the only donor of this regional program (with a small contribution from the United States Bureau of Population, Refugees, and Migration (PRM) at the beginning of the project). The program was initially funded by DG INTPA and later taken over by DG ECHO after funding from DG INTPA was discontinued. Without DG ECHO's support, IOM would not have been able to continue these activities as there were no other sources of funding.³⁹⁹ Funding provided under that program contributed to the operation of flow monitoring points in Ethiopia (and other countries in the HoA i.e., Djibouti, Somalia and Kenya) and to the collection and dissemination of data under IOM Flow Monitoring Registry (FMR) and Flow Monitoring Survey (FMS). It helped creating a common understanding of movements at regional level and to monitor trends over time. One IOM staff member consulted reported that the added value of this regional approach to data collection became very evident following the eruption of the crisis in Sudan (in 2023) as data collected became key to understand people movements in the region and mobilise resources for the humanitarian response.⁴⁰⁰

³⁹⁴ ICF. 2023. Field interviews (DG ECHO staff: 2, IOM staff: 4, Other relevant stakeholders: 3, Local Implementing partners: 2). ICF. 2023. Project mapping (4 actions).

³⁹⁵ IOM, DTM – Ethiopia, <https://dtm.iom.int/ethiopia>.

³⁹⁶ ICF. Field interviews (Local implementing partners: 1, Other relevant stakeholders: 1).

³⁹⁷ ICF. 2023. Field interviews; ICF. 2023. Project mapping (4 actions).

³⁹⁸ ICF. 2023. Field interviews.

³⁹⁹ ICF. 2023. Field interviews (DG ECHO staff: 3, IOM staff: 3)

⁴⁰⁰ ICF. 2023. Field interviews (IOM staff: 1).

A9.2 Case Study – Iraq

A9.2.1 Objectives and scope of the case study

This case study assesses the operationalisation of the partnership in Iraq, a post-conflict context with protracted displacement. The case study looks at how the partnership was understood and put in practice at operational level while covering also the DG ECHO-IOM cooperation at strategic and regional level to address humanitarian needs in Iraq. Moreover, the case study also assesses how effectively the partnership responded to a changing humanitarian context i.e. the Iraqi Government camp closure/consolidation policy and derived changes in humanitarian needs/humanitarian context as well as the progressive transition out of humanitarian assistance (including the ending of the cluster system) in Iraq.

The case study specifically answers the following research questions:

	Criteria	Research questions
Coherence		<ol style="list-style-type: none"> 1. To what extent were DG ECHO and IOM aligned in their understanding of existing humanitarian needs in Iraq? 2. To what extent were DG ECHO and IOM aligned in their objectives and priorities in Iraq?
Effectiveness		<ol style="list-style-type: none"> 3. Did DG ECHO and IOM share a common understanding of how to operationalise their partnership in Iraq? 4. To what extent did existing coordination and cooperation structures between DG ECHO and IOM at different levels (HQ/regional/national/field) allow to effectively respond to existing humanitarian needs in Iraq? 5. To what extent was partnership able to timely adapt to changes in the humanitarian context and humanitarian needs following the Government's camp closure / consolidation campaign? 6. To what extent did the partnership effectively contribute to a transition from emergency assistance to durable solutions?

A9.2.2 Methodological approach

The case study relies on primary data collected through remote semi-structure interviews with relevant stakeholders at different levels (HQ/regional/country/field). Annex 3 provides an overview of stakeholders consulted in the context of the case study.

In addition to data collected through the stakeholder consultation, the case study also relies on data collected through desk research (e.g. for the analysis of the context, DG ECHO and IOM priorities, strategies, objectives etc.) as well as on an in-depth review of all IOM projects (FichOp and Single Form) funded by DG ECHO in Iraq over the evaluation period (see Annex 8).

A9.2.3 Data limitations and methodological challenges

In the context of the case study, mostly due to unresponsiveness of stakeholders, it was not possible to gather inputs from the following stakeholder groups:

- National and/or local authorities;
- Other humanitarian actors;
- Other IOM donors;
- Development actors.

Furthermore, the data collection activities allowed to collect only partial evidence on the partnership's contribution towards a transition from emergency assistance to durable solutions. This was mainly due to the fact that some of the stakeholders interviewed were working for DG ECHO or IOM in Iraq prior to 2022, therefore the transition activities were not yet implemented in full.

A9.2.4 Context

National context and main humanitarian needs in Iraq

The 2014-2017 conflict with the Islamic State in Iraq resulted in more than 6.1 million internally displaced people⁴⁰¹ and 8.7 million people in need of humanitarian assistance.⁴⁰² Several years since the end of the conflict, the humanitarian situation in Iraq remains fragile. Even though the overall number of people in need of humanitarian assistance in Iraq considerably decreased over the evaluation period, OCHA estimates that in 2022, there were still around 2.5 million people in need in the country.⁴⁰³

In 2022, four years after the end of the conflict, there were still around 1.1 million Internally Displaced Persons (IDPs) in Iraq the vast majority of whom were living outside formal camps.⁴⁰⁴ According to the 2022 Humanitarians Needs Overview, 324 thousand IDPs in camps and 788 IDPs outside formal camps were in need of humanitarian assistance.⁴⁰⁵

With the end of the conflict in early 2018, IDPs started to return to their places of origin. Nevertheless, insecurity, lack of livelihoods and basic services as well as destroyed housing prevented many IDPs from returning to their areas of origin forcing them into protracted displacement. In 2019, the Iraqi government started to implement a camp closure/consolidation process that resulted in forced returns or secondary/tertiary displacement (often to informal settlements) and forced many to live in dire conditions.⁴⁰⁶ It is estimated that camp closures affected over 100 thousand IDPs in 2020 and 2021.⁴⁰⁷

As of December 2022, there were around 4.9 million returnees in Iraq. According to IOM, by the end of 2022, there were more than 598 thousand returnees facing severe living conditions in the country (Figure 71).

⁴⁰¹ DG ECHO, Iraq HIP, [echo_irq_bud_2023_91000_v1.pdf](https://ec.europa.eu/echo/files/funding/hip2023/echo_irq_bud_2023_91000_v1.pdf) (europa.eu).

⁴⁰² OCHA, Iraq, <https://www.humanitarianresponse.info/en/operations/iraq/document/2018-iraq-humanitarian-response-plan>.

⁴⁰³ OCHA, Iraq Humanitarian Needs Overview 2022, <https://reliefweb.int/report/iraq/iraq-humanitarian-needs-overview-2022-march-2022>.

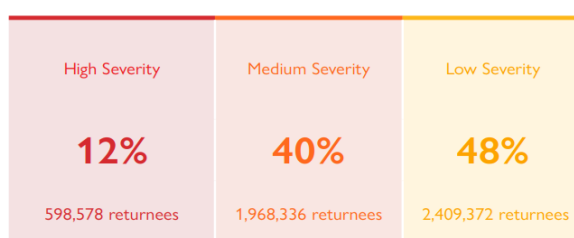
⁴⁰⁴ DG ECHO, Iraq HIP 2023, https://ec.europa.eu/echo/files/funding/hip2023/echo_irq_bud_2023_91000_v1.pdf.

⁴⁰⁵ OCHA, Iraq Humanitarian Needs Overview 2022, <https://reliefweb.int/report/iraq/iraq-humanitarian-needs-overview-2022-march-2022>.

⁴⁰⁶ UNHCR, Returning Iraqis face dire conditions following camp closures, <https://www.unhcr.org/news/stories/returning-iraqis-face-dire-conditions-following-camp-closures>.

⁴⁰⁷ DG ECHO, Iraq HIP 2023, https://ec.europa.eu/echo/files/funding/hip2023/echo_irq_bud_2023_91000_v1.pdf.

Figure 71. Proportion of returnees by category of severity



Source: IOM, Iraq Displacement Tracking Matrix – Return Index, July – September 2022, https://iraqdtm.iom.int/images/ReturnIndex/20221254444395_dtm_return_index_round16_Sep2022.pdf.

Note: The index ranges from 0 (all essential conditions for return are met) to 100 (no essential conditions for return are met). Higher scores denote more severe living conditions for returnees. The scores of the severity index are grouped into three categories: low, medium and high (which also includes very high).

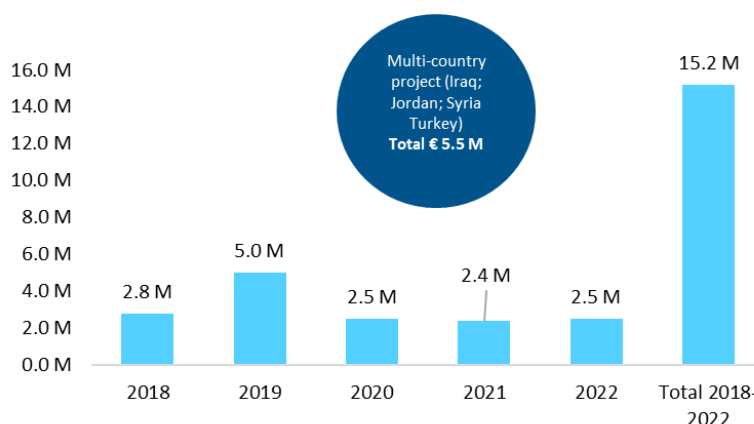
In addition to a complex internal displacement situation, over the evaluation period, Iraq was also a host country for Syrian refugees (primarily in the Northern Region). In 2022, there were over 260 thousand Syrian refugees in Iraq most of whom (60%) were living in urban areas.⁴⁰⁸

At the end of 2019, the international humanitarian system in Iraq started to prepare for a gradual transition from emergency humanitarian assistance to longer term structural solutions. Consequently, the humanitarian response in the country started to scale down. However, the consequences of the COVID-19 pandemic coupled with political instability and insecurity exacerbated existing vulnerabilities and humanitarian needs and hampered the implementation of a transition strategy.

DG ECHO's support to IOM in Iraq

Over the evaluation period, IOM received € 15.2 million⁴⁰⁹ from DG ECHO to implement humanitarian actions in Iraq (4% of the total DG ECHO funding to IOM over that period). Funding to IOM projects in Iraq has been relatively stable over the years with a peak in funding in 2019 (€ 5 million) (see Figure 72).

Figure 72. DG ECHO funding to IOM actions in Iraq between 2018-2022



Source: ICF. Based on HOPE/EVA Extracted on 16 May 2023.

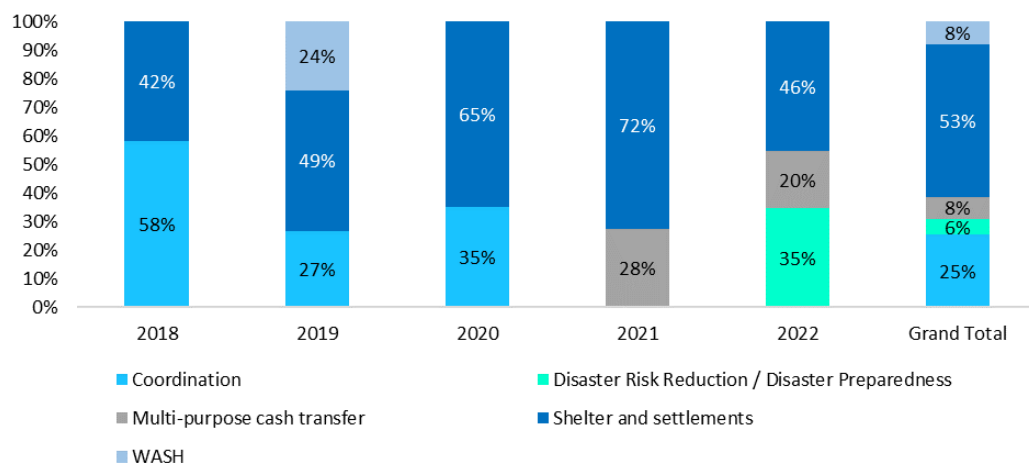
A total of five IOM actions (including one regional project) were funded by DG ECHO in Iraq over the evaluation period (the full list of actions funded in Iraq is included in Annex 8). The funded actions focused on the provision of integrated support to improve living conditions and access to basic

⁴⁰⁸ UNHCR, Iraq Factsheet – September 2022, <https://reliefweb.int/report/iraq/unhcr-iraq-factsheet-september-2022#:~:text=Iraq%20generously%20hosts%20over%20300%2C000,camps%20and%20one%20transit%20centre.>

⁴⁰⁹ This amount does not include funding provided under the multi-country project.

services of IDPs and returnees in the country. Actions focused on the Coordination, Multi-purpose cash transfer, WASH, Shelter and settlements and Disaster Risk Reduction/ Disaster Preparedness sectors, with the highest shares of funding allocated to Shelter and settlements (53%) and Coordination (25%) activities (see Figure 73).

Figure 73. DG ECHO funding to IOM per sector 2018-2022



A9.2.5 Case study findings

Coherence

RQ1: To what extent were DG ECHO and IOM aligned in their understanding of existing humanitarian needs in Iraq?

Within the period 2018–2022, DG ECHO and IOM were **generally aligned in their understanding of humanitarian needs in Iraq**, and the **needs assessments** carried out in the context of DG ECHO-funded projects implemented by IOM were **in-line with set requirements**.

The review of project documentation shows that, each year, IOM presented a detailed needs assessment in each proposal sent to DG ECHO, and that no remarks or requests for additional information were raised, thus suggesting that the assessments were carried out in-line with DG ECHO requirements.⁴¹⁰ IOM used a variety of methodologies to assess humanitarian needs in Iraq, including: **primary data collection activities** – e.g. through the Emergency Tracking (ET), the Displacement Tracking Matrix (DTM) Integrated Location Assessment (ILA), Rapid Vulnerability Assessment (RVA), DTM IDP and Returnee Master lists, Formal Site Monitoring Tool (FSMT); and, **secondary data collected by partner organisations or other humanitarian actors** – e.g. REACH intentions surveys in camps, Multi-Cluster Needs Assessment (MCNA), REACH Camp Profiling assessment, etc.

Stakeholders consulted **unanimously agreed that DG ECHO and IOM were aligned in their understanding of existing humanitarian needs in Iraq** throughout the evaluation period.⁴¹¹ However, two IOM officers reported some discrepancies in the interpretation of the humanitarian needs, particularly in the context of the HDP Nexus.⁴¹² In particular, IOM reported that DG ECHO (particularly at HQ level) did not agree to fund transition activities, as they were not fully in-line with DG ECHO's humanitarian mandate.⁴¹³ Also, IOM generally reported that *"donors in Iraq made arbitrary distinctions between activities such as early recovery, durable solutions, transition, preparedness, resilience, and that it was difficult for IOM to programme according to the parameters of each donor"*.⁴¹⁴ While this discrepancy could be explained by IOM's broader mandate compared to DG ECHO's one,⁴¹⁵ project documentation shows that, towards the end of the evaluation period, IOM included transition-related aspects into DG ECHO funded actions, or actively sought to link the action with its broader transition response across Iraq⁴¹⁶ (see RQ 6).

Evidence also shows that, overall, targeting strategies adopted by IOM were in line with DG ECHO's requirements,⁴¹⁷ although one IOM officer reported that, towards the end of the period, then partners were not fully aligned in terms of response to camp closures, particularly targeting of eligible population group, with DG ECHO requesting to focus activities on IDPs rather than returnees.⁴¹⁸ The criteria used by IOM for the selection of beneficiaries included.⁴¹⁹

⁴¹⁰ ICF. 2023. Project Mapping (5 actions).

⁴¹¹ ICF. 2023. Field interviews (6 DG ECHO staff, 4 IOM staff).

⁴¹² ICF. 2023. Field interviews (2 IOM staff).

⁴¹³ ICF. 2023. Field interviews (1 IOM staff).

⁴¹⁴ ICF. 2023. Field interviews (1 IOM staff).

⁴¹⁵ ICF. 2023. Field interviews (3 DG ECHO staff).

⁴¹⁶ ICF. 2023. Project Mapping (2 actions).

⁴¹⁷ ICF. 2023. Project Mapping (5 actions), Field interviews (6 DG ECHO staff, 4 IOM staff).

⁴¹⁸ ICF. 2023. Field interviews (1 IOM staff).

⁴¹⁹ ICF. 2023. Project Mapping (2 actions).

- For Camp Co-ordination and Camp Management (CCCM) activities, IOM targeted families (IDPs) who needed CCCM support and/or who had not received prior non-food item (NFI) support, or who required urgent replacement support and were living in targeted camps/settlements;
- For NFI activities, IOM coordinated with camp management to conduct a full camp sweep and assess displaced households in need of basic NFI kits or replacement items. Standard vulnerability indicators that were used including: Female-Headed Households (FHH), Pregnant and Lactating Women (PLW), Youth-Headed Households (YHH), households with a member with a chronic disease/disability, households with no fixed income, households with inadequate shelter conditions, and households with a large number of dependents (i.e. more than four dependents). Vulnerable men were also targeted (due to being vulnerable to recruitment into armed groups, losing their jobs and status in the community, attempting irregular and dangerous migration journeys, and the psychosocial distress associated with the above).

RQ2: To what extent were DG ECHO and IOM aligned in their objectives and priorities in Iraq?

Overall, **DG ECHO and IOM were aligned in their objectives and priorities in Iraq** across the evaluation period. In particular, IOM's presence in the country and data collection activities were reported as factors **enabling an aligned planning of the response and contributing to define DG ECHO's strategy in Iraq**.

Both partners' priorities focused on addressing humanitarian needs of the most vulnerable populations and reducing vulnerability.⁴²⁰ As outlined in Table 15, there was a general alignment of humanitarian sectors prioritised by the partners in the country, with IOM also focusing on actions related to long term impacts and durable solutions (as provided for by its broader mandate). Between 2018 and 2022, DG ECHO funded IOM's actions in the shelter and settlements, coordination, WASH, multi-purpose cash transfer and Disaster Risk Reduction / Disaster Preparedness sectors, although IOM's activities touched upon other sectors (e.g. protection, health, education, etc.), particularly due to its role in CCCM.⁴²¹

Stakeholders consulted confirmed that **priorities and objectives of the two organisations were aligned**, and that the **combined expertise of the partners ensured a coherent response in sectors which were prioritised by both**.⁴²² For example DG ECHO field officers mentioned that one of the DG's main priorities in Iraq was the camp-based approach (e.g. camp coordination, shelter, etc.) and IOM had the necessary presence in the country and expertise to quickly respond to the massive internal displacement and consequential need to set up and coordinate camps.⁴²³

⁴²⁰ ICF. 2023. DG ECHO Iraq HIPs 2018, 2019, 2020, 2021, 2022; IOM Iraq 2018 – 2020 Strategic

Priorities And Plans, available at

https://crisisresponse.iom.int/sites/g/files/tmzbd11481/files/appeal/documents/IOM%204%20Pillar%20Strategic%20Priorities%20and%20Plans_O.pdf, IOM Iraq Crisis Response Plan 2022-2023, available at https://crisisresponse.iom.int/sites/g/files/tmzbd11481/files/appeal/pdf/2023_Iraq_Crisis_Response_Plan_20222023.pdf

⁴²¹ ICF. 2023. Project Mapping (5 actions).

⁴²² ICF. 2023. Field interviews (2 DG ECHO staff, 1 IOM staff).

⁴²³ ICF. 2023. Field interviews (2 DG ECHO staff).

Table 15. Mapping of DG ECHO and IOM priorities in Iraq (2018-2022)

DG ECHO priorities	IOM priorities
<p>DG ECHO intervention strategy in Iraq focused on the most urgent unmet humanitarian needs, and on the following priorities: (i) displaced populations unable to/prevented from returning to their areas of origin; and (ii) persons deprived of their liberty, and (since 2021), (iii) displaced persons living in under-served camp settings.</p> <p>Protection. Documentation, Status and Protection of Individuals; Rights of Detainees and Conditions of Detention; Monitoring and Information Management; Advocacy; Dissemination and promotion of respect of International Humanitarian Law; Programmes to assist victims of all kinds of conflict related violence and abuse; Child protection; Gender sensitivity in COVID-19 prevention measures (since 2020).</p> <p>Health. Basic, quality essential life-saving services; monitor and report on the utilization of basic health services; provide medical and mental health support for victims of violence, including GBV; coordination with existing systems, especially in the context of COVID-19. With exception for COVID-19 response, DG ECHO no longer supported PHCs and other fixed medical points in out of camp settings since 2021, given the commitment to transition facilities to the Government of Iraq.</p> <p>Food assistance / food security (until 2020).</p> <p>Multi sector action for integrated CCCM, Shelter/NFIs and WASH. Until 2020, focus on protracted displacement in camps and collective sites, durable upgrades of private housing for IDPs, returnees, HLP, standalone out of camp WASH. New formulation after 2021: priority on under-served camps and informal settlements in critical shelter condition areas.</p> <p>Education in Emergencies. Prioritisation of formal education in camps, with the possibility of supporting non-formal or other type of education when the first is not possible.</p> <p>Multi-purpose cash assistance.</p> <p>Disaster Preparedness and Disaster Risk Reduction. Focus on coordination and engagement with local and national authorities.</p>	<ul style="list-style-type: none"> IOM's humanitarian support targeted (i) populations who remain in displacement, (2) vulnerable host communities in areas of displacement and communities of return, (3) IDPs who have returned, but are facing severe conditions. IOM's humanitarian assistance's priorities in Iraq were: Protection. Case management, risk assessment, awareness-raising, community engagement, preventing sexual exploitation and abuse, mainstreaming protection, and addressing protection risks through livelihood programs. Health. Provision of comprehensive primary health care services to conflict-affected IDPs, returnees and host communities in camps, in informal displacement sites and in areas of return. Response to the COVID-19 outbreak. Mental health and psychosocial support in humanitarian response. Basic needs, including food through multi-purpose cash assistance and emergency cash support. Shelter, settlements and non-food items. Critical shelter upgrades, in-kind and cash assistance, rehabilitation of war damaged shelters. CCCM including information management and coordination with governmental and other partners. WASH (until 2020, then moved under "strengthen preparedness and reduce disaster risk"). Movement assistance. Displacement tracking for humanitarian response. Multi-sectoral support. Strengthen preparedness and reduce disaster risk: Disaster prevention; emergency preparedness; health components of preparedness and risk reduction; points of entry; system strengthening for mental health and psychosocial support; WASH. Long term impacts and durable solutions: Assistance to survivors of human rights violations; health system strengthening; mental health and psychosocial support; address the socio-economic impacts of health crises and establish national laboratory systems (linked to COVID-19); provision of WASH in transitional and post-crisis situations; peacebuilding and peace preservation; reparations; restoring housing, land and property rights; community stabilisation. Durable solutions (until 2020 mostly linked to humanitarian actions, but then progressively more comprehensive): access to good housing; access to services and rehabilitation of key infrastructure; increased sustainable livelihood opportunities; reintegration services to respond to the needs of returnees, IDPs and affected communities; facilitation of the returns and adherence to international human rights law; support thematic research on durable solutions; robust advocacy, coordination and strategy development; inclusive and accessible Accountability, Information, Feedback and Referral Mechanisms.

Source: DG ECHO Iraq HIPs 2018, 2019, 2020, 2021, 2022; International Organization for Migration. (2018). IOM Iraq. 2018 – 2020 Strategic Priorities and Plans. Available at https://crisisresponse.iom.int/sites/g/files/tmzbd1481/files/appeal/documents/IOM%204%20Pillar%20Strategic%20Priorities%20and%20Plans_0.pdf; International Organization for Migration. (2020). Iraq Crisis Response Plan 2020. Available at

<https://crisisresponse.iom.int/response/iraq-crisis-response-plan-2020>; International Organization for Migration. (2021). *Iraq Crisis Response Plan 2021*. Available at <https://crisisresponse.iom.int/response/iraq-crisis-response-plan-2021>; International Organization for Migration. (2022). *Iraq Crisis Response Plan 2022-2023*. Available at <https://crisisresponse.iom.int/response/iraq-crisis-response-plan-2022-2023>

IOM presence in Iraq dates back to 2003, when the organisation established offices anticipating significant humanitarian requirements due to impending military operations and subsequent conflict. Apart from the main offices in Baghdad, Erbil and Basra, IOM had 29 satellite sites throughout Iraq,⁴²⁴ which allowed them to implement DG ECHO-funded CCCM activities in the following camps: **Anbar**: Amyriat Al-Fallujah and Bzebiz camps; **Ninewa**: Haj Ali and Jad'ah camps; **Baghdad**: Al Ahel, Zayouna, and Nabi Younis camps; **Salah-al-Din**: Al Alam and Basateen camps; **Kirkuk**: Laylan camp. Furthermore, within DG ECHO-funded actions, IOM implemented activities in informal settlements in the Anbar, Baghdad, Dahuk, Diyala, Erbil, Kerbala, Kirkuk, Ninewa, Salah al-Din and Sulaymaniyah governorates, particularly during and after the Iraqi government's camp closure and consolidation campaign (see RQ 5).⁴²⁵ Furthermore, DG ECHO stakeholders reported that IOM's widespread network within Iraq allowed them to collect and share timely data on the movement of people, through the IOM Displacement Tracking Matrix (DTM), which was considered as an "essential tool collecting important information which informed DG ECHO's humanitarian response and strategy".⁴²⁶

Effectiveness

RQ3: Did DG ECHO and IOM share a common understanding of how to operationalise their partnership in Iraq?

Generally, **both partners shared a common understanding of how to operationalise their partnership, and the communication and information exchange between DG ECHO and IOM contributed to reinforce mutual understanding**. Nevertheless, some disagreements at both field and strategic level were reported.

Most of the stakeholders consulted highlighted that there was clarity in terms of DG ECHO and IOM's roles in the response as well as in how to operationalise it in the field.⁴²⁷ This was mainly due to the frequent exchanges and communication between the two organisations at field level, with both formal (e.g. in the context of cluster meetings) and informal (e.g. bilateral) exchanges. Both DG ECHO and IOM officers praised the cooperation in Iraq (in comparison with other partners/donors) and highlighted some factors which contributed to facilitate the operationalisation of the partnership (see Figure 74). Notably, both partners praised the **flexibility to discuss issues and challenges** as well as the **presence in country of both organisations**. On one side, IOM reported that:

- DG ECHO's presence in the country was unique (i.e. no other IOM donor had such strong presence in Iraq);
- The high-number of monitoring visits performed by DG ECHO contributed to share the challenges that IOM was facing on a daily basis in the camps;
- The yearly briefings organised by DG ECHO to present the HIPs and priorities for the year were useful and provided an opportunity for partners to raise questions and discuss potential changes to be made;

⁴²⁴ ICF. 2023. Project Mapping (5 actions).

⁴²⁵ ICF. 2023. Project Mapping (5 actions).

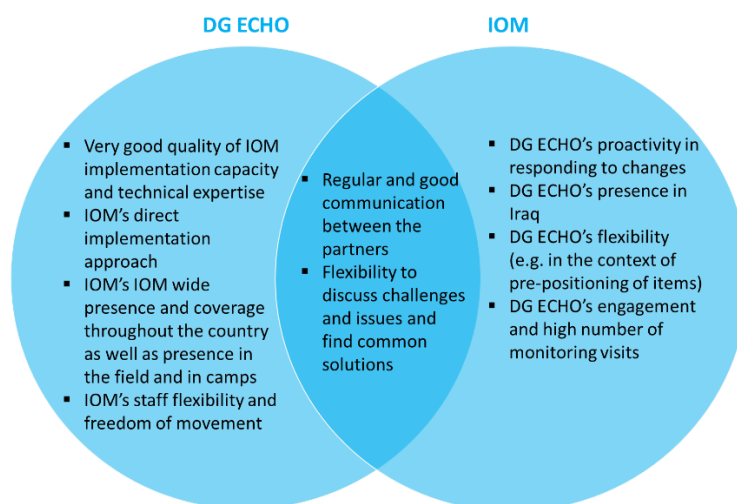
⁴²⁶ ICF. 2023. Field interviews (3 DG ECHO staff).

⁴²⁷ ICF. 2023. Field interviews (4 DG ECHO staff, 3 IOM staff).

- In terms of flexibility, the possibility given by DG ECHO of pre-positioning⁴²⁸ items in camps was essential (and not allowed by every donor) and gave a substantial contribution to the response in IDP camps.⁴²⁹

Similarly, DG ECHO highlighted the **presence of IOM staff in the camps** (thanks to the direct implementation approach), the **work of IOM in informal sites** as well as the **freedom of movement that IOM staff** had in the country (thanks to the contractual typologies adopted).⁴³⁰

Figure 74. Examples of factors which contributed to facilitate the operationalisation of the partnership in Iraq



Source: ICF. 2023. Field interviews

Nevertheless, some challenges were raised by both organisations. DG ECHO reported that, in some locations, there were **disagreements related to the assistance to people who were brought back from Syria** and perceived as affiliated with ISIL, who were ultimately detained in camps, raising concerns about the nature of those camps (i.e. humanitarian response vs. detention camps).⁴³¹ DG ECHO also mentioned that, in some cases, IOM preferred to focus on **immediate local recruitment of international staff** (e.g. from NGOs already working in Iraq) to timely respond to the emerging needs, which might have brought some challenges in terms of lack of expertise (e.g. lack of experience in similar contexts at international level).⁴³² On the other hand, IOM reported a disagreement on durable solutions, with DG ECHO affirming that IOM should not have coordinated this work.⁴³³

⁴²⁸ IOM had three primary warehouse facilities in place for emergency response: the main one in Erbil, and additional ones in Basra and Baghdad. To guarantee quick reactions to emergencies on the ground, IOM also set up four strategic storage locations in Ninewa, Anbar, and Salah al-Din.

⁴²⁹ ICF. 2023. Field interviews (2 IOM staff).

⁴³⁰ ICF. 2023. Field interviews (2 DG ECHO staff).

⁴³¹ ICF. 2023. Field interviews (2 DG ECHO staff).

⁴³² ICF. 2023. Field interviews (1 DG ECHO staff).

⁴³³ ICF. 2023. Field interviews (1 IOM staff).

Overall, most stakeholders reported that the results of the partnership's activities in Iraq were considerable. Both partners highlighted that DG ECHO's CCCM funding enabled IOM to implement very comprehensive camp management, to provide better living conditions compared to other camps, as well as the possibility to rapidly respond to emerging needs through pre-positioning.⁴³⁴

Notably, DG ECHO particularly praised IOM's results related to the DTM, which allowed them to regularly report on movement of people (e.g. both new displacement and when people returned to places of origin or other locations), give regular updates on the camp population (e.g. how many camps were active, if the population decreased/ increased, etc.), and contributed to inform DG ECHO's humanitarian response and strategy.⁴³⁵

Lastly, as outlined in Table 16., the analysis of project documentation highlighted that IOM consistently achieved the planned objectives and, through DG ECHO funding, was able to provide humanitarian assistance to IDPs and, particularly towards the end of the evaluation period, link the assistance with a transition to more durable solutions (see EQ 6).

Good practice

DG ECHO particularly praised the ability of IOM to grow as an organisation during the past years, particularly in terms of building internal capacity and addressing different emergency sectors. One of the main advantages reported is that IOM generally prefers direct implementation rather than subcontracting most of the work to partners. This has allowed IOM staff to maintain full control of the activities implemented in their Programmes, which in turns contributes to build capacity and expertise.

⁴³⁴ ICF. 2023. Field interviews (1 DG ECHO staff, 3 IOM staff).

⁴³⁵ ICF. 2023. Field interviews (1 DG ECHO staff).

Table 16. Overview of results achieved between 2018 and 2022

Year	Result
2018	<ul style="list-style-type: none"> IOM's CCCM initiatives impacted 23,490 internally displaced person (IDP) families across 10 camps in various governorates. IOM provided coordination and management in different camps, collected monthly data on population movements in various regions, and enhanced community representation in camps through meetings and discussions. IOM managed the Haj Ali camp, provided trainings and tools to partners in multiple camps, and maintained infrastructure in several camps across regions like Anbar, Baghdad, and Ninewa. IOM extended NFI support to 56,539 individuals, with distributions including basic NFI kits, winter kits, mattresses, and plastic sheets. IOM raised awareness about the proper use of items and related concerns, and established channels like complaint desks and a toll-free hotline for addressing concerns or questions.
2019	<ul style="list-style-type: none"> The project assisted around 23,984 families (or 102,111 individuals) across 40 camps. Activities included direct camp management, aid to formal camps, and capacity-building. Life-saving aid was given to 42,219 individuals, which encompassed basic items and cash for NFI. This assistance benefited those affected by camp changes, newcomers, and individuals with missing or ruined items. The feedback from the beneficiaries was overwhelmingly positive. Flood risks in the Jad'ah 4&5 camps in Ninewa were mitigated. Camp infrastructure was strengthened to withstand winter and seasonal rains, thus prolonging the camp's longevity and making it a potential resettlement area for Iraqi returnees from Syria. Cash support was given to 27,471 individuals impacted by camp alterations. This aid, disbursed in areas like Anbar and Ninewa, addressed immediate seasonal necessities, especially for winter.
2020	<ul style="list-style-type: none"> IOM extended its formal CCCM assistance to 20 official sites across Ninewa, Baghdad, and Anbar, and also supported 32 informal sites in the mentioned regions. IOM's efforts benefited about 6,011 households (around 28,026 individuals). Noteworthy changes in 2020 included the closure and transition of some camps and IOM's takeover of the Qayyarah Jeddah 5 camp's management. IOM intervened in 122 shelters in Ninewa, aiding 193 households. Additionally, NFI voucher initiatives were rolled out for 250 households in Rambosy and Sinjar Center. In total, 326 distinct households (about 1,982 individuals) benefited from both shelter and NFI interventions. IOM distributed emergency one-time unconditional cash to 1,892 households (around 11,014 individuals). Most beneficiaries were from the 19 camps closed in late 2020. Others received emergency funds due to displacement caused by violence or secondary movements before the camp closures.
2021	<ul style="list-style-type: none"> IOM delivered CCCM assistance to two formal sites and 14 informal sites across Ninewa and Baghdad, aiding approximately 3,196 households (16,645 individuals). Addressing shelter and NFI necessities, IOM assisted 1,372 households (7,494 individuals). Critical shelters were upgraded in Ninewa and Kirkuk, benefitting 403 households (2,253 individuals). Furthermore, 556 households received Shelter and Occupancy Kits (SOKs), and 413 households were supported with NFI vouchers in Mosul-Ninewa and Diyala, specifically focusing on those experiencing secondary displacement. IOM distributed one-time emergency cash aid to 424 households (2,141 individuals) due to displacement from violent incidents or evictions in Diyala and Tikrit.
2022	<ul style="list-style-type: none"> IOM provided support for returning households in the reclassified AAF informal site, implemented risk reduction measures in locations such as Hay Al Nedaa and Youssifiyah, and facilitated a consolidation plan for remaining households. IOM executed population and skills mapping in 12 sites, with pending Cash for Work (CfW) activities. Training for site care committees occurred in Kirkuk. IOM carried out SEVAT assessments for 326 households, focusing on acute needs. These households also received Multi-Purpose Cash Assistance (MPCA). IOM coordinated partner meetings in chosen sites, built referral pathways with teams from varied sectors, and ensured site representation in broader development schemes. IOM, in collaboration with the government, identified safe locations for long-term IDPs in Baghdad and Kirkuk and completed topographical studies for flood-prone regions.

- IOM empowered IDP communities in Abu Ghraib and Hay Al Nedaa by establishing site committees and conducted capacity-building sessions in Kirkuk.
- Disaster risk reduction (DRR) workshops were rolled out nationwide, fostering coordination discussions among government entities.

RQ4: To what extent did existing coordination and cooperation structures between DG ECHO and IOM at different levels (HQ/regional/national/field) allow to effectively respond to existing humanitarian needs in Iraq?

Throughout the evaluation period, **DG ECHO and IOM put in place strong coordination and cooperation structures at all levels, with dialogue happening regularly at both HQ and field level.**

In the field, most of DG ECHO and IOM stakeholders reported that there were regular exchanges and meetings, both formally and informally, at different levels (e.g. at Head of Office/Chief of Mission, Programme Managers, field staff) and that, with the exception of the weekly HTC meetings, **the dialogue was not organised in the context of a formal coordination structure, but rather happened mostly informally and on a need basis.**⁴³⁶ This was due to several factors: firstly, restrictions due to the Covid-19 emergencies hampered the organisation of regular in-person meetings as well as monitoring visits; furthermore, both organisations had operational offices in Erbil, which was reported as a “*small international humanitarian community allowing Programme Managers to be in touch directly and often meet informally*”. Despite the absence of a formal structure, stakeholders noted the high quality of the dialogue and reported that **informal communication means (e.g. WhatsApp) were particularly effective in order to timely discuss updates and find shared solutions** (e.g. during the camp flooding in 2018).⁴³⁷

In parallel, bilateral discussions on more strategic and politically sensitive issues (e.g. returnees from Syria, focus of funding, etc.) between the DG ECHO Head of Office and IOM Chief of Mission (sometimes joined by field officers and technical experts as well) were held often throughout the evaluation period (more than once a year), however it is not clear the extent to which the results of these discussions were cascaded to other colleagues in the field.⁴³⁸

With regard to the DG ECHO-IOM annual High-level Dialogue held in Brussels, all stakeholders consulted reported to be aware of it,⁴³⁹ however there were differing opinions on the extent to which the results of such dialogue reached the field level. For example, while two DG ECHO stakeholders confirmed that they contributed to the HLD with information from the field (e.g. through country briefings), only one of them was satisfied with the way in which information on the results of the dialogue was cascaded down from HQ. Similarly, two IOM officers reported that they were regularly asked to provide input to the HLD on the relationship between the partners at field level, and that they received an update after the HLD meeting.⁴⁴⁰

Room for improvement

One stakeholder suggested that, in the context of the preparation of the DG ECHO-IOM High-level Dialogue, representatives of field offices could organise a joint preparatory (formal) meeting to discuss “hot topics”, particularly the ones on which they have a different opinion, and try to find common lines which could then be passed on and discussed at the more strategic level in Brussels.

The good coordination and cooperation between the partners in Iraq also translated into **work towards joint advocacy and mutual support to advocacy actions**, as reported by the majority of stakeholders consulted.⁴⁴¹ In this context, IOM highlighted the strong support received from DG ECHO, which was able to pass messages to the donor community as well as the Iraqi

⁴³⁶ ICF. 2023. Field interviews (3 DG ECHO staff, 3 IOM staff).

⁴³⁷ ICF. 2023. Field interviews (1 IOM staff).

⁴³⁸ ICF. 2023. Field interviews (2 DG ECHO staff, 2 IOM staff).

⁴³⁹ ICF. 2023. Field interviews (6 DG ECHO staff, 4 IOM staff).

⁴⁴⁰ ICF. 2023. Field interviews (2 DG ECHO staff, 2 IOM staff).

⁴⁴¹ ICF. 2023. Field interviews (5 DG ECHO staff, 2 IOM staff).

government.⁴⁴² For example, DG ECHO supported IOM by raising the issue of the presence of armed actors in camps with the government and the other donors, as well as in advocating for a structured and organised response in informal settlements, which were not recognised by the government. Similarly, both partners were very active in engaging with the humanitarian community and with the Iraqi government during the camp closure campaign, particularly to ensure that it was done in coordinated manner and to prevent evictions without giving people an alternative accommodation.⁴⁴³ Lastly, in 2018 the partners organised a joint event in Basra to raise the attention on the water shortage crisis, bringing together the government, academics as well as the private sector to discuss opportunities for investment.⁴⁴⁴

RQ5: To what extent was the partnership able to timely adapt to changes in the humanitarian context and humanitarian needs following the Government's camp closure / consolidation campaign?

The policy of camp consolidation and closure, initiated by the Iraqi government in August 2019, has forced numerous camps to shut down. Only between August and October 2019, approximately 16,875 households left the camps to settle in other locations. This decision caused many IDPs to prematurely return to regions marred by internal violence. Those returnees believed to have had ties to extremist groups (e.g. ISIL) risked facing harassment and revenge attacks, potentially triggering further communal unrest.⁴⁴⁵ The campaign continued in 2020 and 2021, and the Iraqi government's decision put more displaced households at risk of facing harsh living conditions and secondary displacement. The Covid-19 pandemic further exacerbated the challenges, limiting the quality and access to services for IDPs. Lockdown measures hindered assistance delivery and reduced income avenues for the population, negatively impacting socio-economic conditions, mental health, and leading to increased protection challenges such as Gender-Based Violence (GBV). As of December 2020, over 1.2 million individuals (210,863 households) were displaced in Iraq, with 205,350 IDPs in 31 formal camps and another 104,000 in 575 informal sites, lacking adequate humanitarian services. In 2021 the government decided to move toward the closure and reclassification of IDP camps as informal sites in all affected governorates, with the exception for the Kurdistan Region (KRI).⁴⁴⁶

Stakeholders generally reported that **DG ECHO adequately supported IOM in responding to changes in needs deriving from the Government's camp closure and consolidation campaign.**⁴⁴⁷ DG ECHO officers highlighted that IOM was one of the main actors responding to camp closures, and that IOM often succeeded in convincing the government to delay the camp closure processes and spread it across a longer period.⁴⁴⁸ Furthermore, the flexibility brought by the partnership to timely react to changes in needs and the humanitarian context was considered of utmost importance.⁴⁴⁹ DG ECHO provided IOM with the necessary contractual flexibility to shift activities from a camp-based response to activities in informal settlements (mainly after 2019),⁴⁵⁰

⁴⁴² ICF. 2023. Field interviews (2 IOM staff).

⁴⁴³ ICF. 2023. Field interviews (3 DG ECHO staff, 1 IOM staff).

⁴⁴⁴ ICF. 2023. Field interviews (1 DG ECHO staff).

⁴⁴⁵ IOM, Iraq Crisis Response Plan 2020, available at <https://crisisresponse.iom.int/response/iraq-crisis-response-plan-2020>

⁴⁴⁶ ICF. 2023. Project Mapping (5 actions).

⁴⁴⁷ ICF. 2023. Field interviews (2 DG ECHO staff, 2 IOM staff).

⁴⁴⁸ ICF. 2023. Field interviews (2 DG ECHO staff).

⁴⁴⁹ ICF. 2023. Field interviews (3 DG ECHO staff, 3 IOM staff).

⁴⁵⁰ ICF. 2023. Field interviews (1 DG ECHO staff, 1 IOM staff).

and allowed IOM to use funding to move assets to other camps as well as to cover camp closure procedures.⁴⁵¹

The high flexibility of the partnership was also confirmed by the literature review. To directly address the humanitarian needs emerging from the camp closure and consolidation campaign, DG ECHO introduced one top up to the Iraq 2022 HIP (€4 Million), linked to the fact that one million vulnerable displaced and returnees residing in informal sites had been disproportionately affected by the increase in prices of essential food commodities, directly impacting their food security conditions and further hindering their ability to achieve durable solutions to displacement or reintegration.⁴⁵² Previously, DG ECHO had introduced top ups in 2019 (due to the influx of Syrian refugees in northern Iraq and the arrival of a large number of Iraqis from areas previously controlled by the ISIL in Syria), 2020 and 2021 (to address the additional needs brought by Covid-19). Furthermore, DG ECHO provided partners with the opportunity to apply for Modification Requests (MRs) in order to adjust the funded activities based on emerging/ evolving needs. Overall, among others, IOM applied for two MRs directly related to the camp closure and consolidation campaign (see Table 17).

Table 17. Overview of Modification requests granted to IOM in connection to the Iraqi government's camp closure and consolidation campaign

Submission date	Rationale and scope
15/11/2019	<ul style="list-style-type: none"> The 2019 camp consolidation and closure initiatives in Ninewa, Anbar, and Salah-al-Din had reshaped the humanitarian needs in Iraq. As a consequence, IOM adjusted its activities, including discontinuing all operations in the Haj Ali camp and shifting road and drainage rehabilitations in Jad'ah camps. These modifications resulted in leftover funds. The camp consolidation and closure processes also affected NFI activities, as the remaining camps were saturated with NFIs. This led IOM to reallocate funds, focusing on supporting underserved informal settlements like Shams, Kilo 7, and Bzebiz. IOM planned to utilise these funds to offer cash assistance to out-of-camp populations affected by the 2019 camp closures, in the form of a one-time cash package of USD 230/EUR 207 per household, targeting 28,350 unique beneficiaries. They prioritised locations with a dense concentration of IDPs and returnees affected by 2019 camp changes. Furthermore, IOM redirected the distribution of 1,420 basic NFI kits initially intended for Haj Ali and Jad'ah camps to support informal settlements, benefiting 8,520 unique individuals.
28/01/2021	<ul style="list-style-type: none"> The concerns about sudden displacements due to camp consolidation rounds starting October 2020 prompted IOM to expand its support scope to address the needs of these displaced populations. In Baghdad, camps previously supported by IOM have either closed or transitioned into informal sites. Hence, IOM continued to support sites such as Zayouna and aim to assist other informal sites with IDPs in secondary displacement. IOM took over camp management duties at the Qayyarah-Jad'ah 5 camp in Ninewa from December 2020, focusing on better assessment and coordination. Due to increased IDP secondary displacements and unsafe and non-dignified living conditions, IOM planned to enhance its support for critical shelter rehabilitation for the most vulnerable households.

Source: ICF. 2023. Project Mapping.

Despite the successful cooperation in response to the camp closure and consolidation campaign, the partners faced challenges to respond to emerging humanitarian needs, for example:⁴⁵³

⁴⁵¹ ICF. 2023. Field interviews (2 IOM staff).

⁴⁵² DG ECHO Iraq HIP 2022

⁴⁵³ ICF. 2023. Field interviews (3 IOM staff); Project Mapping (5 actions).

- Some individuals did not always want to return to their places of origin or, if they wanted to, the areas did not have the necessary conditions for a safe return (e.g. lack of jobs, lack of personal security, safety and security, fears of attacks on them, etc.);
- Access: some of the IDPs returned to areas difficult to reach, with limited humanitarian presence, which made access for IOM difficult.
- IOM's capacity to track IDPs: in some cases, it was not clear where some IDPs were sent, particularly within cities, which limited the capacity of the organisation to effectively track them;

To overcome these challenges, IOM developed an information management system which allowed it to survey IDPs before camp closures to assess where people were planning to move to.⁴⁵⁴

RQ6: To what extent did the partnership effectively contribute to a transition from emergency assistance to durable solutions?

In 2022, under the guidance of the Humanitarian Coordinator, in light of the improvement of the humanitarian situation and decrease of humanitarian funding, the international humanitarian system in Iraq started to prepare for a gradual transition from emergency humanitarian assistance to longer term structural solutions.⁴⁵⁵ Consequently, the humanitarian response in the country started to scale down. While the 2020 HRP was expected to be the last, due to the unexpected challenges of the COVID-19 pandemic, economic downturns, and Iraq's political climate, HRPs were drafted for 2021 and 2022. By February 2022 each Cluster began drafting a transition strategy, and by March it was officially decided that the international humanitarian response in Iraq would transition throughout 2022, wrapping up most activities by the end of the year. This included the transition/deactivation of all Clusters (including the CCCM cluster co-led by IOM).⁴⁵⁶ Together with UNDP, IOM co-led the Durable Solutions Task Force (DSTF) in Iraq.⁴⁵⁷

A coordination mechanism was set up to support the resolution of protracted displacement in Iraq. Its goals are to unify different stakeholders from various sectors, organise and integrate their activities towards durable solutions (DS), and develop context-specific frameworks adhering to international standards. This mechanism is meant to work together with the government both nationally and locally. Figure 75 provides an overview of the durable solutions coordination architecture in Iraq, in which IOM has a prominent role as: co-lead (with UNDP) of the development of a national durable solutions strategy, co-lead (with UNDP and NRC) of the Durable Solutions Technical Working Group (DSTWG), co-lead of the Returns Working Group (RWG).⁴⁵⁸

⁴⁵⁴ ICF. 2023. Field interviews (1 IOM staff).

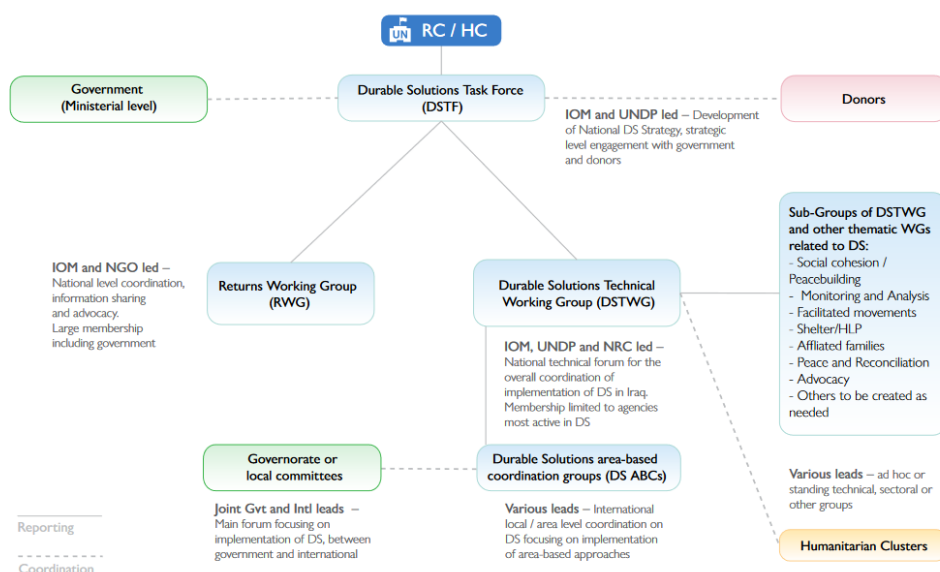
⁴⁵⁵ CCCM Cluster Iraq Transition Strategy - Update: August 2022, available at <https://data.unhcr.org/en/documents/download/94779>

⁴⁵⁶ CCCM Cluster Iraq Transition Strategy, <https://reliefweb.int/report/iraq/cccm-cluster-iraq-transition-strategy-update-august-2022>.

⁴⁵⁷ IOM, Iraq Crisis Response Plan 2022-2023, <https://crisisresponse.iom.int/response/iraq-crisis-response-plan-2022-2023#:~:text=IOM%20Iraq%20focuses%20on%20addressing,drivers%20of%20instability%20and%20conflict>.

⁴⁵⁸ Resolving Internal Displacement in Iraq: Inter-Agency Durable Solutions Strategic and Operational Framework, available at <https://iraqdurablesolutions.net/Uploads/static/DS%20Operational%20and%20Strategic%20Framework%20Iraq.pdf>

Figure 75. Durable solutions coordination architecture in Iraq



Source: Resolving Internal Displacement in Iraq: Inter-Agency Durable Solutions Strategic and Operational Framework, available at

<https://iraqdurablesolutions.net/Uploads/static/DS%20Operational%20and%20Strategic%20Framework%20Iraq.pdf>

Evidence collected did not allow the evaluation to provide a conclusion on the extent to which the ECHO-IOM partnership effectively contributed to a transition from emergency assistance to durable solutions. Nevertheless, data suggests that, towards the end of the evaluation period, **DG ECHO and IOM made efforts to pave the way towards the integration and linking of transition elements into their humanitarian programming.**

Stakeholders reported that DG ECHO worked closely with DG INTPA (which was already providing funding to IOM) to assess where the respective programmes could align or complement one another, and that the fact that IOM was already a common partner was useful, particularly due to the awareness of both DGs of IOM's quality of work.⁴⁵⁹ After 2022, DG ECHO changed its strategy in Iraq by limiting funding of certain sectors such as shelter, health, etc., and focusing on protection, Multi-Purpose Cash Assistance (MPCA), CCCM and tracking of population.⁴⁶⁰ Furthermore, DG ECHO contributed to the development of DG INTPA's Iraq Multi-annual Indicative Programme 2021-2027, particularly by asking to include IDPs and other durable solutions, paving the way for some organisations working on humanitarian aid and development to access INTPA funds in the framework of durable solutions.⁴⁶¹

The analysis of project documentation also highlighted that, in 2021 and 2022, DG ECHO and IOM agreed to include transition-related aspects in its DG ECHO-funded actions, for example:

- **2021:**
 - With the move towards humanitarian transition in 2021-2022 – DG ECHO engaged with IOM on how their durable solutions approaches incorporate issues such as informal settlements but also advocated that IOM retain an emergency capacity in Iraq and that emergency programming is not deprioritised;
 - With IOM Transition and Recovery Division colleagues and ACTED, IOM's Cluster Co-Coordinator led the development of a tool to profile the durable solutions-related

⁴⁵⁹ ICF. 2023. Field interviews (3 DG ECHO staff).

⁴⁶⁰ ICF. 2023. Field interviews (1 DG ECHO staff), DG ECHO Iraq HIP 2023

⁴⁶¹ ICF. 2023. Field interviews (1 DG ECHO staff).

preferences of IDPs in CCCM-targeted informal sites. The tool and data from two critical informal displacement areas were presented to the Durable Solutions Technical Working Group (DSTWG) and Returns Working Group (RWG) fora in February 2022, and discussions continued also at local level to identify practical opportunities to link CCCM data with durable solutions coordination and programming;

- **2022:**

- The DG ECHO field office recommended that for the majority of sites supported, IOM's action should be linked to a final transition out of humanitarian assistance;
- The action was part of IOM's broad humanitarian and transition response across Iraq. In an informal settlement in Anbar, IOM continued to work with existing site committees in identifying site risks and addressing population needs. In the site that is currently hosting 243 HHs (1,144 individuals), CCCM teams collaborated with IOM Transition and Recovery Division to facilitate the access of IDPs to a voluntary and dignified return process through the Facilitated Voluntary return program.⁴⁶²

Nevertheless, despite the official deactivation of the clusters system in Iraq, stakeholders highlighted that humanitarian needs are still there (after 2022), particularly in the 25 camps still running in the Kurdistan Region. While the government of Iraq should be able to pay for its citizens (as a middle-income country)⁴⁶³ the capacity to address humanitarian needs is not there, and the willingness among the Iraqi authorities to invest funds to address this issue is unclear.⁴⁶⁴ There are still elements suggesting that humanitarian assistance should continue, particularly in terms of support to specific vulnerable populations (e.g. Yazidi) and to address needs brought by climate change, droughts as well as displacement caused by water shortage.⁴⁶⁵

⁴⁶² ICF. 2023. Project Mapping (2 actions).

⁴⁶³ World Bank, Data for Iraq, available at <https://data.worldbank.org/?locations=IQ-XT>

⁴⁶⁴ ICF. 2023. Field interviews (1 DG ECHO staff).

⁴⁶⁵ ICF. 2023. Field interviews (1 IOM staff).

ANNEX 10 TERMS OF REFERENCE

Terms of Reference for the evaluation of DG ECHO's partnership with the International Organization for Migration (IOM), 2018-2022

A10.1 EU HUMANITARIAN INTERVENTIONS

A10.1.1 Framework

The **legal base** for Humanitarian Aid is provided by Article 214 of the Treaty on the Functioning of the European Union, and the Humanitarian Aid Regulation (HAR). The objectives of European Union (EU) humanitarian assistance are outlined there and could – for evaluation purposes – be summarized as follows: From a donor perspective and in coordination with other main humanitarian actors, ***to provide the right amount and type of aid, at the right time, and in an appropriate way, to the populations most affected by natural and/or manmade disasters, in order to save lives, alleviate suffering and maintain human dignity.***

The **European Consensus on Humanitarian Aid** (the Consensus) – which has been jointly endorsed by the Council, the EU Member States, the European Parliament and the Commission – provides a reference for EU humanitarian aid, and outlines the common objectives, fundamental humanitarian principles and good practices that the European Union as a whole pursues in this domain. The aim is to ensure an effective, high-quality, needs-driven and principled EU response to humanitarian crises. It concerns the whole spectrum of humanitarian action: from preparedness and disaster risk reduction to immediate emergency response and life-saving aid for vulnerable people in protracted crises, or to situations of transition to recovery and longer-term development. The Consensus has thus played an important role in creating a vision of best practice for principled humanitarian aid by providing an internationally unique, forward-looking and common framework for EU actors. It has set out high-standard commitments and has shaped policy development and humanitarian aid approaches both at the European Union and Member State level. Furthermore, with reference to its overall aim, the Consensus has triggered the development of a number of humanitarian **sectoral policies**.

The humanitarian aid budget is implemented through annual funding decisions adopted by the Commission, which are directly based on Article 15 of the HAR. The World Wide Decisions (WWD) define inter alia the total budget, and budget available for specific objectives, mechanisms of flexibility and for humanitarian operations in each country/region. The funding decision also specifies potential partners, and possible areas of intervention. The operational information about crises and countries for which humanitarian aid should be granted is provided through the General Guidelines on Operational Priorities for Humanitarian Aid and the 'Humanitarian Implementation Plans' (HIPs). They are a reference for humanitarian actions covered by the WWD and contain an overview of humanitarian needs in a specific country or region at a specific moment of time.

DG ECHO has more than 200 partner organisations for providing humanitarian assistance throughout the world. **Humanitarian partners** include non-governmental organisations (NGOs), international organisations such as ICRC and IFRC and the United Nations agencies and specialised Member States agencies. Having a diverse range of partners is important for DG ECHO because it allows for comprehensive coverage of the ever-expanding needs across the world – and in increasingly complex situations. DG ECHO has developed increasingly close working relationships with its partners at the level of both policy issues and management of humanitarian operations.

DG ECHO has a worldwide network of **field offices** that ensure adequate monitoring of projects funded, provide up-to-date analyses of existing and forecasted needs in a given country or region, contribute to the development of intervention strategies and policy development, provide technical support to EU-funded humanitarian operations, and facilitate donor coordination at field level.

DG ECHO has developed a two-phase framework for assessing and **analysing needs** in specific countries and crises. The first phase of the framework provides the evidence base for prioritisation of needs, funding allocation, and development of the HIPs. The first phase is a global evaluation with two dimensions:

- Index for Risk Management (INFORM) is a tool based on national indicators and data which allows for a comparative analysis of countries to identify their level of risk to humanitarian crisis and disaster. It includes three dimensions of risk: natural and man-made hazards exposure, population vulnerability and national coping capacity. The INFORM data are also used for calculating a Crisis Index that identifies countries suffering from a natural disaster and/or conflict and/or hosting a large number of uprooted people.
- The Forgotten Crisis Assessment (FCA) identifies serious humanitarian crisis situations where the affected populations do not receive enough international aid or even none at all. These crises are characterized by low media coverage, a lack of donor interest (as measured through aid per capita) and a weak political commitment to solve the crisis, resulting in an insufficient presence of humanitarian actors.

The second phase of the framework focuses on context and response analysis:

- The Funding Information Tool (FIT) is the IT tool for the Humanitarian Aid Funding Allocation Exercise, helping to provide evidence-based decision making. To start this process, an Expert Survey is launched yearly for its completion by the Field Experts, which is then validated by their hierarchy through a workflow. The validated feedback will be used to provide data for the funding allocation proposals algorithm.

In 2016, the Commission endorsed the **Grand Bargain**, which is an agreement between more than 30 of the biggest donors and aid providers, with the aim to close the humanitarian financing gap and get more means into the hands of people in need. To that end, it sets out 51 commitments distilled into 10 thematic work streams, including e.g. gearing up cash programming, improving joint and impartial needs assessments, and greater funding for national and local responders.

A10.1.2 Scope & Rationale

The European Union aims at being a **reference humanitarian donor**⁴⁶⁶, by ensuring that its interventions are coherent with the **humanitarian principles**⁴⁶⁷, are relevant in targeting the most vulnerable beneficiaries, are duly informed by needs assessments, and promote resilience building to the extent possible. The Commission also takes the role of – when necessary – leading, shaping, and coordinating the response to crises, while respecting the overall coordination role of the UN OCHA.

Interventions have a focus on **funding critical sectors and addressing gaps** in the global response to the needs of the most vulnerable populations, mobilising partners and supporting the overall capacity of the humanitarian system. As a consequence of the principled approach

⁴⁶⁶ I.e., a principled donor, providing leadership and shaping humanitarian response.

⁴⁶⁷ Humanity, Impartiality, Neutrality and Independence.

and addressing gaps in overall response, the EU intervenes in **crises**⁴⁶⁸ where needs and vulnerability of affected people are the highest, i.e., severe, protracted humanitarian crisis situations where affected populations are receiving no or insufficient international aid and where there is little possibility or no political commitment to solve the crisis. This refers primarily to protracted conflict and violence situations but can also refer to crises resulting from the cumulative effect of recurring natural disasters, or, a combination of different factors.

Actions funded comprise **assistance, relief and protection operations** on a non-discriminatory basis to help people in developing countries, particularly the most vulnerable among them, victims of natural disasters, man-made crises, such as international and non-international armed conflicts, violence and outbreaks of fighting, or exceptional situations or circumstances comparable to natural or man-made disasters. The actions should extend the time needed to meet the humanitarian requirements resulting from these different situations. Protection mainstreaming in all projects, regardless of the sector, is key. This implies incorporating protection principles and promoting meaningful access, safety and dignity, accountability, and participation and empowerment for all gender, age and diversity groups in humanitarian aid.

Health is a core sector of humanitarian aid interventions and the main reference for measuring overall humanitarian response. With the global trends of climate change and food insecurity a growing and ageing population, together with the increasing frequency and scale of disasters and the persistency of conflicts, humanitarian health needs are continuing to increase. Given the significance of Commission humanitarian health assistance for the health sector in emergencies, and of the sector for Commission humanitarian health assistance, the Commission developed a set of Guidelines to support an improved delivery of affordable health services, based on humanitarian health needs.

The poorest people carry the greatest exposure to the consequences of disasters such as **food insecurity and under-nutrition**. Insufficient food production or an inability of vulnerable people to purchase enough nutritious food leads to malnutrition and under-nutrition. Moreover, dramatic interruptions in food consumption heighten risks of morbidity and mortality. Addressing under-nutrition requires a multi-sector approach and a joint humanitarian and development framework. Humanitarian food assistance aims to ensure the access to and consumption of sufficient, safe and nutritious food in anticipation of, during, and in the aftermath of a humanitarian crisis. The European Commission is a member of the Food Assistance Convention and commits to provide a minimum of €350 million annually to alleviate food insecurity. The EU has largely exceeded its commitment in 2020 allocating in total €500 million for humanitarian food assistance and nutrition.

Protection is a core sector and it is embedded in DG ECHO's mandate as defined by the HAR and confirmed by the European Consensus on Humanitarian Aid. The purpose of EU-funded protection interventions is to prevent, reduce and respond to the risks and consequences of violence, deprivation and abuse. The Staff Working Document Humanitarian Protection: improving protection outcomes to reduce risks for people in humanitarian crises, released in May 2016, outlines the definition and objectives of the European Commission's humanitarian protection work. It provides guidance for the programming of protection work in humanitarian crises, for measuring the impact of sectoral interventions and for planning related technical activities.

Education in emergencies is crucial for both the protection and socio-emotional development of girls and boys affected by crises. It can rebuild their lives; restore their sense of normality and safety, and provide them with important life skills. It helps children and adolescents to be self-

⁴⁶⁸ See also https://civil-protection-humanitarian-aid.ec.europa.eu/what/humanitarian-aid/needs-assessment_en

sufficient and to have more influence on issues that affect them. It is also one of the best tools to invest in their long-term future, and in the peace, stability and economic growth of their countries. Yet it has traditionally been one of the least funded humanitarian sectors. With the level of funding at 1% of its annual humanitarian budget still in 2015, the European Commission increased this share to 8% in 2018 and reached 10% in 2019, with an unprecedented funding target of 164 million euros. Globally, less than 3% of global humanitarian funding is allocated to education. Nearly 12 million girls and boys have benefited from EU-funded educational projects *between 2015 and 2021*.

Urban areas are complex settings to implement humanitarian assistance and are different from rural areas in terms of needs and vulnerabilities of the affected people. Furthermore, capacities, methods, and preparedness of local actors, institutions, and partners vary considerably between cities. Humanitarian actors, including DG ECHO, have developed an extensive range of policies, practices, standards and tools for humanitarian work that are often adapted to rural areas, but far less to urban areas. In the past few years, a number of studies have been conducted to explore the drivers of urbanization and its consequences and implications to humanitarian aid. Some of these studies have formulated suggestions on how international humanitarian aid can best engage with the changing settlement patterns. Following these recommendations and field evidence, DG ECHO guidance note on Disaster Preparedness released in 2021 specifically addresses preparedness in urban settings, where certain characteristics may make affected populations more vulnerable to the impact of hazards and/or threats.

Water, sanitation and hygiene (also known as WASH) are closely connected sectors and essential for good public health. In emergencies and crises, providing access to safe drinking water in sufficient quantities is paramount. Basic sanitation and hygiene education are important for a healthy living environment. Lack of access to clean water and basic sanitation, and low hygiene standards increase the vulnerability to epidemic outbreaks. According to the United Nations, over 700 children under 5 years die of diarrhoea every day, brought about by unsafe water or poor sanitation. WASH, therefore, represents one of the core sectors of humanitarian operations provide a lifeline for millions of people who are caught up in humanitarian emergencies.

Natural disasters and human-made crises are not gender neutral — they have a different impact on women, girls, boys and men. Strengthening the **gender** and age approach within the EU humanitarian aid is a commitment made in the European Consensus on Humanitarian Aid. It highlights the need to meaningfully integrate gender and age considerations, to promote the active participation of women, girls, boys, men and LGBTIQ+ groups in humanitarian aid and to incorporate protection strategies against sexual and gender-based violence. A Commission Staff Working document has been established to address this issue.

Disability Inclusion in humanitarian action remains insufficient. Due to discrimination and environmental, physical, economic and social barriers, people with disabilities are more likely to be excluded in emergency responses and humanitarian services. They also face 7 additional threats and vulnerabilities. The European Union is party to the United Nations Convention on the Rights of Persons with Disabilities (2010) and has endorsed the World Humanitarian Summit's Charter on Inclusion of Persons with Disabilities in Humanitarian Action (2016). In 2019, the EU Civil Protection and Humanitarian Aid department published operational guidelines on disability inclusion with the purpose to ensure that the specific needs of disabled people are taken into consideration in all projects supported by EU humanitarian aid.

The **cash thematic policy** (See DG ECHO Thematic Policy document no 3) ensures humanitarian aid reaches directly those with the greatest need in a timely manner. The policy marks a step-change in linking cash transfers and social protection, and synergies with key reforms on digitalisation, localisation and greening of humanitarian assistance. It is complemented by the Large-scale Cash Guidance Note (Annex 1), which contains specific considerations for larger

scale cash programmes. DG ECHO uses cash – either physical currency or e-cash and other alternative forms of humanitarian assistance only after thoroughly evaluating all options. The cash transfers modality provides affected people with the means and flexibility to decide and prioritise their recovery. In many contexts, cash assistance allows more aid to reach the beneficiaries directly. In March 2015, the EU developed 10 common principles for multi-purpose cash-based assistance to guide donors and humanitarian partners on how best to work with multi-purpose assistance.

Each year millions of people are forced to leave their homes and seek refuge from conflicts, violence, human rights violations, persecution, climate change or natural disasters. The number of **forcibly displaced persons** has continued to rise in 2017, calling for increased humanitarian assistance worldwide. The majority of today's forced displaced populations live in the developing world, which means that they flee to countries already struggling with poverty and hardship. In April 2016, the European Commission adopted a new approach to forced displacement, aimed at harnessing and strengthening the resilience and self-reliance of both the forcibly displaced and their host communities. The new approach stipulates that political, economic, development and humanitarian actors should engage from the outset of a displacement crisis, and work with third countries towards the gradual socio-economic inclusion of the forcibly displaced.

The EU attaches great importance to the link between humanitarian aid, as a rapid response measure in crisis situations, and more medium and long-term development action. The **humanitarian-development-peace Nexus** is complex and requires increased coordination – leading to joint humanitarian-development-peace approaches and collaborative implementation, monitoring and progress tracking. In order to address crisis situations, humanitarian, development and peace actors need to work from the early stage of a crisis – or, in case of slow onset events, before a crisis occurs. The common humanitarian-development-peace agenda has long been referred to as Linking Relief, Rehabilitation and Development (LRRD). The need to further invest in this approach was reaffirmed in the Agenda for Change in 2011 and reinforced by the 2016 World Humanitarian Summit. The Council Conclusions on Operationalising the Humanitarian-Development Nexus of 19 May 2017 welcomed cooperation between EU humanitarian and development actors, including in the framework of the EU approach to forced displacement and development. The Council encourages the Commission and the Member States to take forward humanitarian and development work in a number of pilot countries, starting with joint analysis and leading, where possible, to joint planning and programming of humanitarian and development partners. The response should address not only the humanitarian needs in a country (deriving from an environmental crisis (prolonged drought), a natural disaster or a conflict) 8 but also the improvement of resilience with a view to better managing different types of risks. In a number of countries Joint Humanitarian and Development Frameworks (JHDF) have been developed as a basis for humanitarian and development planning and programming.

A10.2 CONTEXT OF THE EVALUATION

A10.2.1 DG ECHO-IOM Partnership

Established in 1951, the International Organization for Migration (IOM) is the leading intergovernmental organization in the field of migration and is committed to the principle that humane and orderly migration benefits migrants and society. Since 2016 IOM is part of the United Nations system, as a related organization. IOM supports migrants across the world, developing effective responses to the shifting dynamics of migration and, as such, is a key source of advice on migration policy and practice. The organization works in emergency situations, developing the resilience of all people on the move, and particularly those in situations of vulnerability, as well as building capacity within governments to manage all forms and impacts of mobility. The Organization is guided by the principles enshrined in the Charter of the United Nations, including upholding human rights for all. Respect for the rights, dignity and

well-being of migrants remains paramount. IOM's work is guided by several core frameworks. The **12-point strategy**, adopted by the IOM Council in 2007, outlines the core objectives of the Organization, and provides an effective description of the scope of IOM's work. In 2015, IOM Member States endorsed the **Migration Governance Framework (MiGOF)**, which sets out overarching objectives and principles which, if fulfilled and enacted, form the basis for an effective approach to migration governance. In 2019, at the request of Director General António Vitorino, a five-year **Strategic Vision** was elaborated to support the overall strategic planning and direction of IOM. This document represents the Organization's reflection on its needs and priorities, based on a landscape assessment of what the next decade of mobility will bring, and how IOM as an organization needs to develop over the five-year period – from 2019 to 2023 – in order to meet new and emerging responsibilities.

IOM's Strategic vision 2019–2023 sets out three main pillars of work:

- **Resilience:** IOM will need to prepare for higher numbers of people moving in and out of vulnerable situations, stemming from a range of complex drivers, including climate change, instability, poverty and exploitation. IOM will endeavour to take a long-term and holistic approach to emergency response, integrating development objectives, and acknowledging changing drivers and vulnerabilities.
- **Mobility:** The ways in which people move are constantly changing. As migration dynamics evolve, so must the tools that manage movement, whether relating to selection, identification, entry, stay or return. In this regard, IOM will pursue innovative approaches to design and implementation of systems to manage migration, based on its existing knowledge of what works, where, and for whom, and specific regional and political contexts.
- **Governance:** IOM is already an important partner for Member States in terms of delivering services to migrants that governments cannot deliver themselves.

With the advent of the Global Compact for Migration, there is a new opportunity for IOM to support governments to build capacity for the governance of migration, support for migrants, and to build stronger cooperation with other United Nations agencies. This requires stronger partnership with a broad range of stakeholders and partners, and the development of strong research and data collection capacities, to support decision making in an often-difficult space.

The 2012 Migration Crisis Operational Framework and 2021 **Addendum** is the Organization's central reference point for its engagement on the mobility dimensions of crisis, outlining efforts for comprehensive, holistic and inclusive crisis response, through its own operations, in coordination with Member States and stakeholders and in line with existing response systems.

Finally, IOM's humanitarian programming strictly abides by humanitarian principles, codified in the Principles for Humanitarian Action endorsed by IOM's Council in 2015.

The IOM Regional Office for the EEA, the European Union and NATO (RO Brussels) was established in September 2011 at a time when the Treaty of Lisbon (2009), European Union (EU) enlargement, and deeper cooperation had reinforced the centrality of migration and asylum policy. Prior to 2011, the IOM office in Belgium had both country and regional functions. In this context, the RO Brussels set out to advance IOM's global objectives through strategic partnership with the European Union institutions, EU Member States and other countries in the region to promote a migrant-centred, rights-based migration management approach and work with states to respond to migration issues including complex crises, socio-economic challenges, and mixed movements. The RO Brussels supports policies, programmes and operations that pursue the well-being of migrants and societies through a rights-based approach to the governance of human mobility, to, from and within the region, which is coherent, holistic and balanced. The office supports **28 IOM Country Offices in the region** and IOM Offices worldwide on EU-related policy, programmes, legislation and cooperation and resource management.

IOM is a main strategic partner of the EU in the field of migration, including with regard to the Global Approach to Migration and Mobility.

The EU-IOM strategic partnership provides for a regular exchange of views on comprehensive migration policies and related operational matters and further strengthens the IOM-EU policy dialogue. It is governed by the Strategic Cooperation Framework between four European Commission services (DG HOME, DG INTPA, DG ECHO, DG NEAR), the European External Action Service (EEAS) and IOM. The framework builds on a shared interest in bringing the benefits of well managed international migration to migrants and society.

In addition, IOM is one of DG ECHO's strategic partners. As part of this bilateral partnership, DG ECHO organises an annual High-Level Dialogue with IOM as well as other frequent exchanges at different levels. These provide an opportunity to discuss issues of common interest and concern, exchange views on strategic priorities, review challenges and opportunities and explore ways to reinforce the mutual cooperation.

The cooperation is based on the Financial and Administrative Framework Agreement (FAFA) that was signed by the EU and the United Nations with the most recent revision in 2018 to streamline contractual and administrative matters.

The EU, through DG ECHO, is a main humanitarian donor and key partner to IOM. From 2018 to 2022 (financial years) an initial analysis of DG ECHO's humanitarian project database recorded more than 120 actions carried out by IOM, with financial contributions from DG ECHO for a total value of over EUR 400 million globally – figures to be confirmed in the course of the evaluation.

DG ECHO's support to IOM includes different sectors and initiatives, including IOM's Displacement Tracking Matrix (DTM), an information system and set of tools developed to gather and analyse data to disseminate critical multilayered information on the mobility, vulnerabilities, and needs of displaced and mobile populations.

Figure 1
Contract Amount signed by Partner

Partners	2018	2019	2020	2021	2022
IOM	EUR 50 million	EUR 44 million	EUR 79 million	EUR 68 million	EUR 166 million

A10.3 PURPOSE AND SCOPE OF THE EVALUATION

A10.3.1 Purpose and general scope

Based on Art. 30(4) of the Financial Regulation and Regulation (EC) 1257/96, the purpose of this Request for Services is to have an independent evaluation, covering the period of **2018- 2022** of the **DG ECHO's partnership** with the **International Organization for Migration**.

The specific purpose of the combined evaluation is to provide:

- a retrospective assessment of DG ECHO's partnership with IOM globally, with a focus on identifying lessons learned; and
- a maximum of **5 prospective, strategic recommendations to support DG ECHO's partnership with IOM**. These strategic recommendations could possibly be supported by further, related, operational recommendations. Successful 'de-facto' models/approaches should be identified – based on good practice – for possible, wider application in the region.

The main users of the evaluation report include inter alia DG ECHO and IOM staff at HQ, regional and country/field level.

A10.3.2 Evaluation questions

The conclusions of the evaluation will be presented in the report in the form of evidence-based, reasoned answers to the evaluation questions presented below. These questions should be further tailored by the Evaluator, and finally agreed with the Steering Group in the inception phase.

How well aligned were DG ECHO and the IOM in terms of

- needs assessments and vulnerability analyses?
- priorities, strategies and objectives?
- advocacy priorities, communication campaigns and visibility efforts?

To what extent did a structured, strategic, timely and functional dialogue take place between the two partners, and by what means? What has been the impact of this dialogue on funding trends, policy and operational work? At operational level, how was this partnership understood and put into practice?

To what extent did the DG ECHO-IOM partnership succeed in:

- maximising efficiencies and decreasing management and related costs, including administrative burden?
- improving cost-effectiveness in their response?
- supporting timely, relevant, and principled response delivery?
- strengthening efforts linked to localisation and needs-based and people centered approaches, multi-purpose cash assistance and cooperation with development actors?

To what extent did the DG ECHO-IOM partnership contribute to

- an improved communication and exchange of information on key developments and challenges at different levels?
- better coordination and information/data sharing with other UN agencies, INGOs, local and national authorities as well as other stakeholders?
- Contributing to and influencing the humanitarian response system, e.g., through new tools or approaches?

To what extent has the Strategic Partnership approach deepened, improved or hindered the overall cooperation between DG ECHO and IOM? In the spirit of this comprehensive approach, how could the partnership be further strengthened?

A10.3.3 Other tasks under the assignment

The Contractor should:

- Reconstruct the intervention logic for the DG ECHO-IOM partnership.
- Define and analyse DG ECHO's global portfolio of actions during the evaluation period, for actions implemented by IOM.
- Identify the main lessons learnt, for the DG ECHO-IOM partnership.
- Provide a **statement about the validity** of the evaluation results, i.e. to what extent it has been possible to provide reliable statements on all essential aspects of the intervention examined. Issues to be referred to may include scoping of the evaluation exercise, availability of data, unexpected problems encountered in the evaluation process, proportionality between budget and objectives of the assignment, etc.;
- Provide an **abstract** of the evaluation of no more than 200 words.

A10.4 MANAGEMENT AND SUPERVISION OF THE EVALUATION

The evaluation function of DG ECHO in DG ECHO.E.2 is responsible for the management and the monitoring of the evaluation together with the DG ECHO Unit responsible for the evaluation subject, i.e. DG ECHO.D1. Other DG ECHO Units and field offices will also be involved on an ad hoc basis during the course of the evaluation to facilitate the consultation process and information gathering. A Steering Committee, made up of Commission and IOM staff involved in the activity evaluated, will provide general assistance to and feedback on the evaluation exercise, and discuss the conclusions and recommendations of the evaluation.

A10.5 SPECIFIC REQUIREMENTS

A10.5.1 Methodology

The bidders will describe in their offer the detailed methodological approach to address the evaluation questions and additional tasks listed above. This will include indicative judgment criteria⁴⁶⁹ that they may consider appropriate for addressing each evaluation question. The judgement criteria, as well as the information sources to be used in addressing these criteria, will be discussed with the Commission and IOM during the Inception phase at a workshop facilitated by the Evaluator. This workshop will also give the evaluation team the opportunity to refine the evaluation questions, which will have to be included in the inception report, discuss the intervention logic, and analyse external factors at play. The methodology should to the extent possible promote the involvement of the main actors concerned, when relevant and feasible. The conclusions of the evaluation must be presented in a transparent way, with clear references to the sources on which they are based.

A10.5.2 Evaluation Team

In addition to the general requirements of the Framework Contract, it is recommended that the team should have experience assessing institutional partnerships and a solid knowledge of IOM.

A10.6 CONTENT OF THE OFFER

7. The administrative part of the bidder's offer must include:
 - the tender submission form (annex C to the model specific contract); and
 - a signed Experts' declaration of availability, absence of conflict of interest and not being in a situation of exclusion (annex D to the model specific contract).
8. The technical part of the bidder's offer should be presented in a maximum of **30 pages** (excluding CVs and annexes), and must include:
 - A description of the understanding of the Terms of Reference, their scope and the tasks covered by the contract. This should include the bidder's understanding of the evaluation questions, and a first outline for an evaluation framework that provides judgement criteria and the information sources to be used for answering the questions. The final definition of judgement criteria and information sources will be agreed with the Commission during the inception phase.
 - The methodology the bidder intends to apply for this evaluation for each of the phases involved, including a draft proposal for the number of case studies to be carried out during the field visit, the regions to be visited, and the reasons for such a

⁴⁶⁹ A judgement criterion specifies an aspect of the evaluated intervention that will allow its merits or success to be assessed. E.g., if the question is "To what extent has DG ECHO assistance, both overall and by sector been appropriate and impacted positively the targeted population?", a general judgement criterion might be "Assistance goes to the people most in need of assistance". In developing judgment criteria, the tenderers may make use of existing methodological, technical or political guidance provided by actors in the field of Humanitarian Assistance such as HAP, the Sphere Project, GHD, etc.

choice. The methodology will be refined and validated by the Commission during the desk phase.

- A description of the distribution of tasks in the team, including an indicative quantification of the work for each expert in terms of person/days.
- A detailed proposed timetable for its implementation with the total number of days needed for each of the phases (Desk, Field and Synthesis).

9. The CVs of each of the experts proposed.

10. The financial part of the offer (annex E to the model specific contract) must include the proposed total budget in Euros, taking due account of the maximum amount for this evaluation. The price must be expressed as a lump sum for the whole of the services provided. The expert fees as provided in the Financial Offer for the Framework Contract must be respected

A10.7 AMOUNT OF THE CONTRACT

The maximum budget allocated to this study is **EUR 170 000**.

A10.8 TIMETABLE

The indicative duration of the evaluation is **7 months**. The duration of the contract shall be no more than **8 months**.

The evaluation starts after the contract has been signed by both parties, and no expenses may be incurred before that. The main part of the existing relevant documents will be provided after the signature of the contract.

In their offer, the bidders shall provide a schedule based on the indicative table below (T = contract signature date):

Timing	Event
April 2023	Kick-off
April 2023	Inception workshop
May 2023	Draft Inception Report
May 2023	Inception meeting
July 2023	Interim report
July 2023	Interim Report Meeting
September 2023	Draft Final Report
September 2023	Draft Final Report meeting
November 2023	Final Report published

A10.9 PROVISIONS OF THE FRAMEWORK TENDER SPECIFICATIONS

Team composition: The Team proposed by the Tenderer for assignments to be contracted under the Framework Contract must comply with Criterion T4 (see Section 3.2.3 of the Tender Specifications for the Framework Contract).

Procedures and instructions: The procedures and instructions to the Tenderer for Specific Contracts under the Framework Contract are provided under Section 5 of the Tender

Specifications for the Framework Contract. However, those provisions relating to meetings and reports could be modified in a Request for Services or discussed and agreed during the Inception Phase under a Specific Contract.

EU Bookshop Format: For easy reference, the official template for evaluation reports is attached to these ToR. Reports produced by external contractors do not need the official font of the Commission (EC Square Sans Pro) or professional graphic design.

GETTING IN TOUCH WITH THE EU

In person

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The European Civil Protection and Humanitarian Aid Operations - ECHO

ECHO Mission

The primary role of the Directorate-General for Civil Protection and Humanitarian Aid Operations (DG ECHO) of the European Commission is to manage and coordinate the European Union's emergency response to conflicts, natural and man-made disasters. It does so both through the delivery of humanitarian aid and through the coordination and facilitation of in-kind assistance, specialist capacities, expertise and intervention teams using the Union Civil Protection Mechanism (UCPM)



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