

**PPMi**

**Final Evaluation of the EU-IOM  
Joint Initiative for migrant protection  
and reintegration in the Horn of Africa**

Final Evaluation Report, 17 March 2023

**EU-IOM**  
Joint Initiative for  
Migrant Protection  
and Reintegration



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This Final Evaluation Report was commissioned by IOM and developed by the evaluation team of PPMI Group, including: Loes van der Graaf, Rimantas Dumcius, Radvilė Bankauskaitė, Anna Kiss-Pal and Laura Daukšaitė, as well as by external expert Anthony Roger Plant. The evaluation team is grateful to all IOM staff and stakeholders to the JI-HoA for their time taken to participate in interviews. The team is especially grateful to the returnees, migrants, and community members who participated in Focus Group Discussions.

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# Abbreviations and terminology

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ABBREVIATION	FULL TERM
AU	African Union
AUC	African Union Commission
AVR	Assisted Voluntary Return
AVRR	Assisted Voluntary Return and Reintegration
CBI	Cash-based intervention
CBR	Community-based reintegration
CLS	COVID-19-linked shock
CMD	Common mental disorder
CSO	Civil society organisation
DFID	Department for International Development (UK)
DRC	Danish Refugee Council
DTM	Displacement Tracking Matrix
ECC	Ethiopian Community Centre
EEAS	European External Action Service
EU	European Union
EUTF	European Union Emergency Trust Fund for Africa
FAO	Food and Agriculture Organization of the United Nations
GIZ	German Corporation for International Cooperation (Deutsche Gesellschaft für Internationale Zusammenarbeit)
HR	Human resources
IGAD	Intergovernmental Authority on Development
INSTAD	Djibouti National Institute of Statistics
IOM	International Organisation for Migration
IPs	Implementing partners
IPCC	Intergovernmental Panel on Climate Change
EU-IOM JI-HoA	EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa
MiMOSA	Migrant Management Operational System Application

<b>M&amp;E</b>	Monitoring and evaluation
<b>MMTF</b>	Mixed Migration Task Force
<b>MoMo</b>	Mobile Money
<b>MPRR</b>	Migrant Protection, Return and Reintegration Programme
<b>MRC</b>	Migrant Response Centre
<b>MRP</b>	Migrant Response Plan
<b>NDRA</b>	National Displacement and Refugee Agency
<b>NFI</b>	Non-food items
<b>NGO</b>	Non-governmental organisation
<b>NRC</b>	Norwegian Refugee Council
<b>NSO</b>	National statistics office
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>OHCHR</b>	Office of the United Nations High Commissioner for Human Rights
<b>ONARS</b>	The National Office for Assistance to Refugees and Disaster Victims in Djibouti.
<b>RCU</b>	Regional coordination unit
<b>RDH</b>	Regional Data Hub
<b>RMPF</b>	Regional Migration Policy Framework
<b>SO</b>	Specific Outcome
<b>SOP</b>	Standard Operating Procedure
<b>SSWA</b>	Secretariat of Sudanese Working Abroad
<b>TVET</b>	Technical and vocational education and training
<b>UASC</b>	Unaccompanied and separated children
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNIDO</b>	United Nations Industrial Development Organization
<b>UNODC</b>	United Nations Office on Drugs and Crime

## Key terminology

For the purposes of this evaluation, the team uses concepts related to migration in accordance with the definitions contained in the IOM's glossary.<sup>1</sup>

**TABLE 1. KEY EVALUATION TERMINOLOGY**

CONCEPT	DEFINITION
Assisted Voluntary Return and Reintegration	Administrative, logistical or financial support, including reintegration assistance, to migrants unable or unwilling to remain in the host country or country of transit and who decide to return to their country of origin.
Migrant	An umbrella term, not defined under international law, reflecting the common lay understanding of a person who moves away from his or her place of usual residence, whether within a country or across an international border, temporarily or permanently, and for a variety of reasons. The term includes a number of well-defined legal categories of people such as migrant workers; persons whose particular types of movements are legally defined, such as smuggled migrants; as well as those whose status or means of movement are not specifically defined under international law, such as international students.
Migrant in an irregular situation	A person who moves or has moved across an international border and is not authorised to enter or to stay in a state pursuant to the law of that state and to international agreements to which that state is a party
Return migration	The act of going back from a country of presence (either transit or host) to the country of origin or habitual residence. Subcategories of return can describe the way in which the return is implemented (e.g. voluntary, forced, assisted or spontaneous return), or describe who is participating in the return (e.g. repatriation for refugees).
Returnee	A migrant who has returned to the country of origin. Used interchangeably with return migrant and returned migrant.
Reintegration	The re-inclusion or re-incorporation of a person into a group or process, for example, of a migrant into the society of his or her country of origin or habitual residence.
State of transit	Any state through which a person passes on any journey to their state of destination, or from the state of destination to the state of origin or of habitual residence.

<sup>1</sup> IOM's glossary on migration. 2019. [https://publications.iom.int/system/files/pdf/iml\\_34\\_glossary.pdf](https://publications.iom.int/system/files/pdf/iml_34_glossary.pdf)

<b>Sustainable reintegration</b>	<p>Reintegration can be considered sustainable when returnees have reached levels of economic self-sufficiency, social stability within their communities, and psychosocial well-being that allow them to cope with (re)migration drivers. Having achieved sustainable reintegration, returnees are able to make further migration decisions as a matter of choice rather than of necessity.</p> <p><i>Social reintegration</i> implies access by a returning migrant to public services and infrastructures in his or her country of origin, including access to healthcare, education, housing, justice and social protection schemes.</p> <p><i>Psychosocial reintegration</i> is the reinsertion of a returning migrant into personal support networks (friends, relatives, neighbours) and civil society structures (associations, self-help groups and other organisations). This also includes re-engagement with the values, mores, way of living, language, moral principles, ideology, and traditions of the society in the country of origin.</p> <p><i>Economic reintegration</i> is the process by which a returning migrant re-enters the economic life of his or her country of origin and is able to sustain a livelihood.</p>
<b>Individual reintegration Assistance</b>	Assistance provided to individual returning migrants. Such assistance is traditionally delivered in the context of Assisted Voluntary Return and Reintegration.
<b>Collective reintegration Assistance</b>	Assistance provided to several returning migrants as a group.
<b>Community reintegration Assistance</b>	Individual or collective reintegration assistance directly involving local communities and/or directly addressing their needs.
<b>Vulnerability within the context of migration</b>	Vulnerability is the limited capacity to avoid, resist, cope with, or recover from harm. This limited capacity is the result of the unique interaction of individual, household, community and structural characteristics and conditions.

# Executive summary

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## Background

In 2016, the EU and the International Organization for Migration (IOM) launched the EU-IOM Joint Initiative for Migrant Protection and Reintegration, with its overall objective being “To contribute to facilitating orderly, safe, regular and rights-based migration through the facilitation of dignified voluntary return and the implementation of development-focused and sustainable reintegration policies and processes.”

The EU-IOM Joint Initiative in the Horn of Africa (JI-HOA)<sup>2</sup> commenced in March 2017 in the Khartoum Process countries, with a focus on Djibouti, Ethiopia, Somalia, and Sudan.<sup>3</sup> Through a top-up system, the final budget amounted to EUR 64,702,979 over 66.5 months. In accordance with the programme’s planning, the JI-HoA underwent a Mid-Term Evaluation in 2019, as well as a Final Independent Evaluation in 2022/2023, covering the 2017-2022 period.

The overarching framework for the JI-HoA is the IOM’s “**integrated approach to reintegration**”. The aim of this approach is to better connect various interventions that support reintegration, to provide a holistic package of support to returnees and their host communities. This integrated approach targets three societal levels<sup>4</sup>:

- *Individual level*: initiatives to address the specific needs and vulnerabilities of returnees and returning family members.
- *Community level*: initiatives that respond to the needs, vulnerabilities, and concerns of the communities to which migrants return, including returnee families and the non-migrant population.
- *Structural/system level*: initiatives that promote the good governance of migration through engagement with local and national authorities and stakeholders, and which supports continuity of assistance through adequate local public services.

Aside from these three vertical levels, the integrated approach addresses reintegration through three horizontal dimensions:

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<sup>2</sup> Formal title: *Facility on Sustainable and Dignified Return and Reintegration in Support of the Khartoum Process*.

<sup>3</sup> As per the project’s description of the action, some limited activities mainly involving assisted voluntary return and reintegration (AVRR) were also carried out in other Khartoum Process countries (Eritrea as conditions allowed, Kenya, South Sudan, and Uganda), and from countries along the Southern migration route (notably Malawi, Mozambique, Zambia, Zimbabwe, South Africa and Tanzania)

<sup>4</sup> IOM *Reintegration Handbook*, complemented with Inception Interviews and JI-HoA project document Annex I: Description of the Action.



Source: *IOM Reintegration Handbook*.

Each result was expected to be achieved through a variety of supporting activities linked to the three main outcome areas, and to the five pillars of action.

## Methodology

The evaluation was carried out in accordance with the **Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) evaluation criteria** and quality standards. It was built on a mixed-methods data collection approach, including primary and secondary quantitative and qualitative data.

Given the volume of data collected and compiled by the IOM, **desk research** constituted a first and important step in the data collection.

- **Initial desk research** was carried out during the inception phase, to help the evaluation team to better understand the initiative.
- **Desk research for data collection and analysis** was carried out during the structured fieldwork stage.

To gather insights from key stakeholders in the JI, the evaluation team conducted **interviews** at country level (led by national experts), as well as with regional and global stakeholders, IOM staff and donors (led by the core evaluation team).

- **Eight inception interviews** were carried out, including four with regional IOM staff and group interviews with each of the four IOM country teams.
- **52 interviews were carried out with a total of 78 stakeholders**, comprising six interviews with regional stakeholders, and 46 interviews involving 72 national-level stakeholders (in Ethiopia, most interviews were group interviews).
- **21 interviews were implemented with 30 IOM staff** at national and regional level.

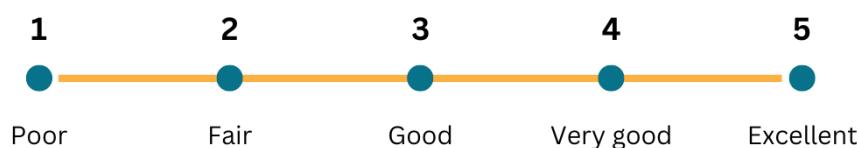
To gather more comprehensive, in-depth qualitative insights on the experiences of beneficiaries (migrants, returnees and community members), the evaluation team organised **focus group discussions (FGDs)** in each country. The composition of these focus groups differed by country, due to

differing activities and migration flows (e.g. only seven returnees were found in Djibouti). Four FGDs were carried out in Ethiopia, Sudan and Somalia, and one FGD was held in Djibouti.

The final debriefing workshop, which focused on disseminating the findings and conclusions of the evaluation, helped the evaluation team to validate the findings of the evaluation and to collect valuable reflections from IOM staff. Findings from the debriefing workshop were integrated into the final evaluation report.

## Findings

As part of the Final Independent Evaluation of the EU-IOM Joint Initiative on Migrant Protection and Reintegration in the Horn of Africa, the evaluation team provides a score for the performance of the initiative against each of the evaluation criteria. The grading system assigns scores ranging from 1 to 5, corresponding to the following levels of performance:



In addition, the evaluation allocated scores for the robustness of the data and evidence on which the score was based, for which a similar scoring system from 1 to 5 was used. Robustness encompasses the following components:

- Quantity of data sources
- Number of cases observed/measured
- Extent to which the results across different cases from different data sources are in alignment

### Relevance



Desk research and interviews confirm that the programme responded to the most pressing needs of migrants. The JI-HoA enabled them to return from dangerous environments, such as detention, where no other support was available. The evaluation concluded that JI-HoA had provided them with much-needed emergency assistance.

The JI-HoA responded to a large extent to the needs of returnees in terms of their reintegration. While the economic, social and psychosocial support provided by the IOM was intended to give them a start

in rebuilding their lives, some returnees indicated that the overall value of the economic assistance was not enough, and that the micro-business assistance given did not always correspond to the knowledge of the recipient or to the local context.

The interviews and the desk research analysis revealed that **the JI-HoA programme addressed many of the priorities of communities in terms of reintegration and supporting their livelihood**. The creation of economic opportunities within the community reduced the risk of social conflict (e.g. negative attitudes to returnees who receive financial support), while simultaneously addressing key drivers of (irregular) migration among community members. However, the evaluation revealed that a few communities felt insufficiently consulted in relation to community-based projects.

**The governments of participating countries were highly interested in the JI-HoA and committed to its objectives**, although urgent problems such as the COVID-19 pandemic, security issues and economic crises prevented them from treating return migration as a priority throughout the implementation of the JI-HoA. Interviews revealed that the efforts of the JI-HoA regarding migration data were of particular relevance and importance to the stakeholders.

In terms of cross-cutting concerns, **the current evaluation finds clear examples of enhanced attention to the needs of women and persons with disabilities**, although the programme lacked a dedicated strategy or approach to address their needs in a coherent way. In essence, **the JI-HoA placed a strong focus on protection**, identified as part of a rights-based approach. However, the available project and programme documentation did not address the issue of protection in any real depth.

Desk research and interviews showed that various activities were organised and multiple community-based reintegration projects were developed that **contributed to environmental sustainability** and encouraged long-term changes in behaviour. While multiple examples were found, no coherent strategy or approach to mainstreaming environmental sustainability could be seen across the various projects.

## Coherence



Overall performance score for coherence



Robustness score for the evidence

According to the analysis of legal and policy documents, as well as interviews with IOM staff and EU delegations in the project countries, **the programme was aligned with the vision and mission of the IOM and the EU**. The IOM's international norms and standards with regard to AVRR centre around protecting migrants' rights (to a safe and dignified return) and achieving sustainable reintegration.

The JI-HoA also corresponds to existing **EU foreign policy** documents and political trajectories. The EU-IOM JI-HoA responded to the EU Trust Fund for Africa objectives, which emphasise greater economic and employment opportunities and the improved management of migration in countries of origin and transit. The JI-HoA also contributed to the objectives of the European Agenda on Migration – namely, to track and eliminate the causes of irregular migration by developing regional cooperation frameworks such as the Khartoum Process.

The JI-HoA programme also aligned well with the objectives of key regional actors such as **IGAD and African Union**, and their frameworks and activities. The IOM fosters synergies with Regional Consultative Processes on Migration such as IGAD-RCP and the AU-Horn of Africa Initiative on Human Trafficking and Smuggling of Migrants

Analysis of interviews with IOM staff and stakeholders, as well as desk research, reveals that the **IOM put sufficient efforts into mapping the activities of different actors in each country to avoid duplication**. Overall, no examples were found of duplication between different projects; rather, there were examples of complementary support initiatives. Interviewees mostly agreed that duplication is barely possible, due to the scope of support needed for return migration and the fact that the JI-HoA programme has a unique integrated approach to return and reintegration processes.

## Effectiveness



The programme has generally met its targets in relation to specific objectives and their associated results, and has at times even surpassed those associated targets<sup>5</sup>. The full list of indicators, targets and achievements is included in Annex 2.

### Specific Outcome 1:

This evaluation has found various examples of the **increased use of data in policymaking, strategies, processes and plans for return and reintegration**. In recent years, as supported by the JI, some governments have designed and in some cases already adopted new policies to work on return and reintegration.

However, **various challenges** were found that hinder stakeholders from benefitting optimally from increased data and capacity. Government turnover and changes in priorities due to COVID-19 and armed conflict have prevented some governments from making active use of their increased capacities for policymaking.

### Specific Outcome 2:

The desk review of project documents, interviews with IOM staff, stakeholders, and the returnees themselves, confirmed that the **JI-HoA allowed the safe, humane and dignified return of migrants while taking into consideration their needs and vulnerabilities**. Returnees involved in the focus groups noted specifically that “their return would not have been possible without the IOM”.

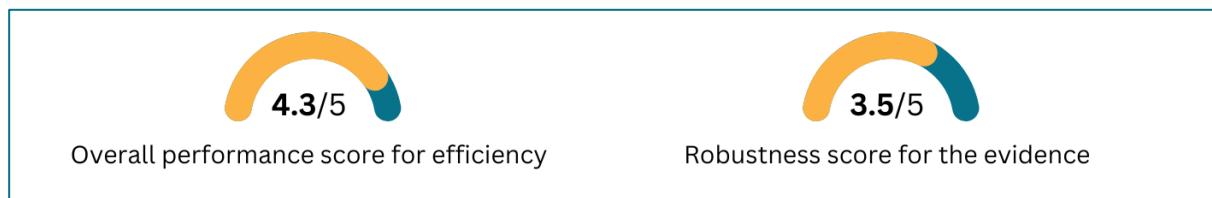
<sup>5</sup> Except for the indicator on satisfaction with reintegration assistance.

However, it is important to note that the JI-HoA staff (and JI-funded staff) were the main actors responsible for facilitating the return process. **It is therefore unclear whether return processes have actually become safer, more humane and more dignified in general, irrespective of support from the IOM.** In addition, the lessons learned meeting with key partners noted persisting gaps in coordination mechanisms and referral partners for specialised services.

### Specific Outcome 3:

By September 2022, **at least 89% of returnees in all countries (with an overall average of 93%) reported sufficient levels of economic self-sufficiency, social stability and psychosocial well-being** in their community of return (also exceeding the target of 70%). The JI-HoA therefore provided added value for returnees to support their reintegration. At the same time, **community members** who attended the FGDs noted that CBR projects contributed positively to economic and employment opportunities in the community.

#### Efficiency



**The programme's financial resources were sufficient to meet its objectives in terms of achieving the project outcomes and results.** In comparison to initiatives that were present in the region at the time of implementation, the *per capita* budget allocated to the JI-HoA can be considered high.

Based on the material evaluated, **human resources were mostly sufficient to meet the objectives of the programme.** The present evaluation has found that over the years, improvements were made to allocate additional qualified staff to the programme of more qualified staff. Most of the staff at MRCs believed that the human resources provided were sufficient to meet their objectives.

**Although there were delays to certain activities, almost all of the final results were met by the end of the programme" implementation period.** Although some challenges during implementation had caused planned activities to be postponed, this had not significantly affected the final results.

The JI-HoA operated in a cost-effective manner, meaning that **it used made good use of resources to achieve its results.** Furthermore, its operations and activities could rely on the programme's integrated approach, which allowed synergies to be created between pillars, increasing the efficiency of the programme. Due to the **significant growth in the number of local IPs and stakeholders engaged** (such as state organisations), reintegration assistance services increased and were able to reach many people even during challenging times.

Although the JI-HoA was effective in forming partnerships with service providers, **additional capacity-building measures are needed to ensure the stability and financial independence of these actors to increase the efficiency gains created.**

## Sustainability



Overall performance score for sustainability



Robustness score for the evidence

The sustainability of the JI's results will depend, to a large extent, on the ability of key stakeholders – mostly governments – to maintain the tools and mechanisms put in place by the JI-HoA, and to continue building on its results. Achievements related to capacity building and policymaking indicate that, despite the challenges presented below, **relevant stakeholders do possess improved abilities and tools (such as SOPs) to continue working on return and reintegration.**

Even though the programme has managed to strengthen the financial and institutional capacity of local stakeholders, **the current capacities and sense of ownership on the part of governments do not appear sufficient for those governments to be able to work on return and reintegration without support from the IOM.** A lack of operational and financial capacity and resources among governments remain some of the main barriers to achieving the sustainable capacity of governments to work on migrant protection and reintegration. It is important to keep in mind that the programme is implemented in countries with a lack of the resources necessary to provide optimal services. Hence, without the international support and provision of resources, it is difficult for these governments to continue the activities of the programme and sustain its results, even if they improve their capacities.

As the fragility of existing governance systems in the Horn of Africa prevented the programme from being sustainable and this could not be expected at this stage, the low score should not be considered a failure of the IOM.

## Conclusions and recommendations

The EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa was a **unique effort to support return and reintegration in a highly complex political and economic context.** The scope of the support provided (taking into account all the dimensions of the integrated approach) required an extensive investment of resources by the IOM and stakeholders, but created valuable – even life-saving – benefits for beneficiaries.

Despite the challenges, **the JI-HoA has achieved important results and had an impact at individual level.** Desk research, interviews and the FGDs all indicate that the EU-IOM Joint Initiative has been of crucial importance in addressing the needs of migrants and returnees facing dire situations (including abuse, violence and exploitation) in their host countries.

Similarly, **community-based reintegration** projects have been helpful in creating business and employment opportunities (although their impact has still been affected by overall economic decline). Various community members noted this support as an important factor in reducing their need to migrate for economic reasons.

Furthermore, the JI-HoA has made important contributions to the availability of data and research on migration trends in the region. Stakeholders explicitly appreciated the work of the Regional Data Hub in terms of data production and capacity-building, but also the research carried out by the JI-HoA itself as part of its monitoring and evaluation, which has provided important evidence for programming.

The complexity of the JI-HoA and its integrated approach, as well as the fragility of existing systems within countries in the Horn of Africa, leads to the conclusion that ownership and the sustainability of the programme cannot be expected after five years of implementation. Important progress has been made, but continued support is needed in terms of capacity-building, but also for wider socio-economic development and security in the four countries in general.

Based on the conclusions of the evaluation, the evaluation team has designed the following recommendations towards programming in the area of migrant protection, return and reintegration.

1. Enhance efforts with national, regional and local stakeholders to build capacity and ownership (while continuing the provision of funding).
2. Strengthen community-based reintegration efforts to address drivers of irregular migration, and provide economic opportunities that reduce the necessity to migrate.
3. Increase attention on building partnerships with service providers who can function without (significant) funding channelled by IOM.
4. Explore opportunities for the continued (co-)funding of key, effective, and relevant activities in line with those supported under the JI-HoA. These activities include direct and specialized assistance in transit, including AVR assistance for migrants along all key migration routes from the HoA (including the Eastern, Southern, and Northern Route), an integrated approach to reintegration (individual reintegration support, CBR projects, structural level interventions) as well as support to the Regional Data Hub.
5. Explore opportunities to extent the scope of support provided to returnees, with a focus on longer-term integration.
6. Continue supporting and strengthening safe, humane and orderly migration pathways by providing direct support to migrants in distress, and engaging and building the capacities of key stakeholders involved in the process.
7. Build on the results of the IMPACT evaluation conducted under the JI-HoA by continuing to test and adjust the tools used to measure the sustainability of reintegration and by conducting additional impact evaluations on key elements of AVRR.

# 1. Introduction

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In 2016, the EU and IOM launched the *EU-IOM Joint Initiative for Migrant Protection and Reintegration*, with its overall objective being “To contribute to facilitating orderly, safe, regular and rights-based migration through the facilitation of dignified voluntary return and the implementation of development-focused and sustainable reintegration policies and processes.” The EU-IOM Joint Initiative in the Horn of Africa (JI-HOA)<sup>6</sup> commenced in March 2017 in the Khartoum Process countries, with a focus on Djibouti, Ethiopia, Somalia and Sudan.<sup>7</sup> The programme was coordinated by a Regional Coordination Unit (RCU) based at the IOM Regional Office for the East and Horn of Africa region (Nairobi, Kenya).

In accordance with the programme planning, the JI-HoA underwent a Mid-Term Evaluation in 2019 and a **Final Independent Evaluation** in 2022/2023, covering the 2017-2022 period, commissioned by IOM and conducted by PPMI Group. The evaluation covered the four JI-HoA core countries in the HoA – namely, Ethiopia, Somalia, Sudan and Djibouti – as well as the RCU based in Kenya, given its regionally implemented and coordinated activities. It looked at all pillars of the action<sup>8</sup> (migration data, capacity building, awareness-raising, protection and voluntary assisted return, and individual and community-based reintegration).

The final evaluation assessed the relevance, effectiveness, efficiency, coherence and sustainability of the programme, with an eye to informing future programming. To this end, the evaluation assessed the achievements of the programme against its key objectives, which included a re-examination of the relevance of the programme’s objectives and of its design. The evaluation also identified factors that have facilitated or impeded the achievement of the programme’s objectives.

To gather the necessary data, the evaluation relied on desk research, interviews with stakeholders, focus groups with beneficiaries, and a validation workshop. In addition, a range of monitoring and evaluation activities had already been implemented under the JI-HoA. The results of these M&E activities formed an important source of data for the current evaluation.

The present report presents findings in relation to the evaluation criteria, and provides holistic conclusions and recommendations to build on the achievements of the JI-HoA and improve future programming.

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<sup>6</sup> Formal title: Facility on Sustainable and Dignified Return and Reintegration in Support of the Khartoum Process

<sup>7</sup> As per the project’s description of the action, some limited activities – mainly involving assisted voluntary return and reintegration (AVRR) – were also carried out in other Khartoum Process countries (Eritrea as conditions allowed, Kenya, South Sudan and Uganda) and from countries along the Southern migration route (notably Malawi, Mozambique, Zambia, Zimbabwe, South Africa and Tanzania)

<sup>8</sup> In line with EU external policy and migration priorities, the IOM and the EU have jointly developed the following programmes focusing on migrant protection, dignified voluntary return and sustainable reintegration: the Joint Initiative in Sahel and Lake Chad, North Africa and the Horn of Africa; Pilot Action on Voluntary Return and Sustainable, Community-Based Reintegration; Improving Reintegration of Returnees in Afghanistan (RADA); and Sustainable Reintegration and Improved Migration Governance (Prottasha), in Bangladesh

# **Part 1: Background and methodology**

## 2. Background to the JI-HoA

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### 2.1. Context and design of the JI-HoA

According to data from the migration database of the African Union Institute for Statistics (STATAFRIC), Africa's migrant population increased significantly between 2010 and 2019, from 17.2 million to 26.3 million. In the IGAD<sup>9</sup> region, the migrant population grew from 3.1 million to 6.5 million during this time, which means migration more than doubled.<sup>10</sup>

Both historically and at the present time, the Horn of Africa has witnessed significant flows of migration, both regular and irregular; voluntary and forced; temporary and permanent. Various factors affect migration, including economic development, conflicts, degradation of the environment, disasters and poverty. Most emigrants remain within the IGAD region.<sup>11</sup> Fewer data are available on irregular migration, even though irregular migration is widespread in the region.

Over the past decade, the EU, as well as regional governing bodies, have developed and supported migration policies and frameworks aimed at better coordinating migration flows in the IGAD regions.

The **Khartoum Process**, set up in 2014, is an established regional dialogue for enhanced cooperation on migration, mobility and regional collaboration between countries of origin, transit and destination on migration routes between the Horn of Africa and the European Union (EU).

The IGAD region is governed by the **Regional Migration Policy Framework**, adopted in 2012. The objective of the RMPF is to ensure the well-being and protection of migrants including Internally Displaced Persons and refugees in all IGAD member states and to realise the developmental potential of migration.

In addition, the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (EUTF for Africa) was created in 2015 to address the root causes of instability, forced displacement and irregular migration, and to contribute to better migration management. Funded under the EUTF, the EU-IOM Joint Initiative for Migrant Protection and Reintegration aims to protect and save migrants' lives and to strengthen the governance of migration, giving full respect to international human rights standards and in particular the principle of non-refoulement. The EU-IOM Joint Initiative covers and closely cooperates with 26 African countries in the Sahel and Lake Chad, the Horn of Africa, and North Africa.

The EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa, launched in March 2017, assists countries in the region participating in the Khartoum Process (focusing in particular on Djibouti, Ethiopia, Somalia and Sudan) to facilitate orderly, safe and regular migration

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<sup>9</sup> Intergovernmental Authority on Development.

<sup>10</sup> IGAD (2021) IGAD Migration Statistics Report.

<sup>11</sup> IGAD (2021) IGAD Migration Statistics Report.

through the development and implementation of rights-based, development-based and sustainable return and reintegration policies and processes.

The five activity pillars of the EU-IOM Joint Initiative include<sup>12</sup>:



The initial budget of the programme was EUR 25 million, funded by the EU through the Emergency Trust Fund for Africa (EUTF) – Horn of Africa Window, for a period of 36 months. Through a system of top-ups, the budget increased five times to reach a final total of EUR 64,702,979 over 66.5 months. This budget covered activities in Djibouti, Ethiopia, Somalia and Sudan, as well as regional activities. While other projects, both prior to and in parallel with the JI-HoA, have addressed return and reintegration, this project was one of the first in terms of:

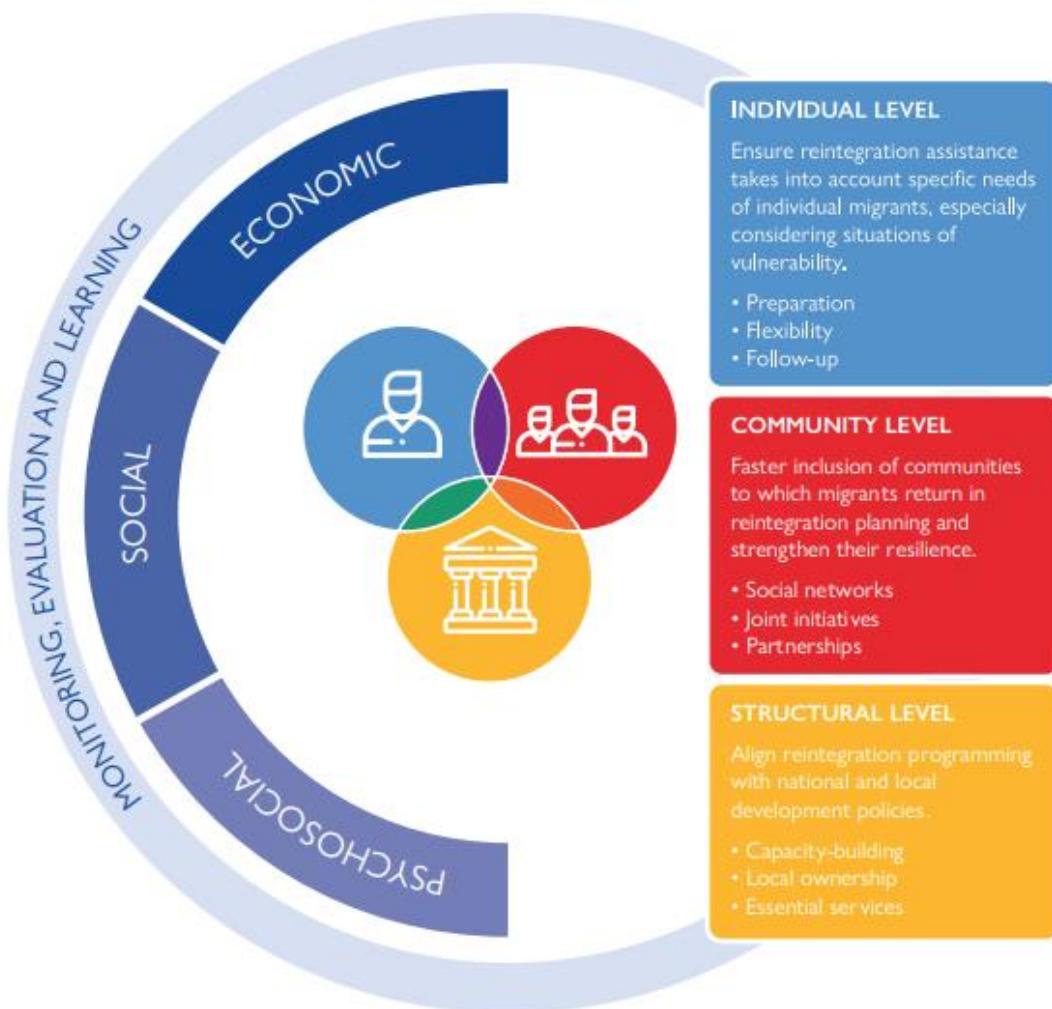
1. Its geographical scope and (cross)regional, routes-based approach;
2. The size of its budget; and
3. Its integrated approach to reintegration and, linked to this, a shift in focus from reintegration programming in destination countries towards reintegration programming in countries of origin

The overarching framework for the JI-HoA is the IOM's "**integrated approach to reintegration**". The aim of this approach is to better connect various interventions that support reintegration, in order to provide a holistic package of support for returnees and their host communities.

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<sup>12</sup> The sixth pillar of the EU-IOM Joint Initiative for Migrant Protection and Reintegration is "community stabilization" which is not implemented in the Horn of Africa.

FIGURE 1. IOM'S INTEGRATED APPROACH TO REINTEGRATION



Source: *IOM Reintegration Handbook*.

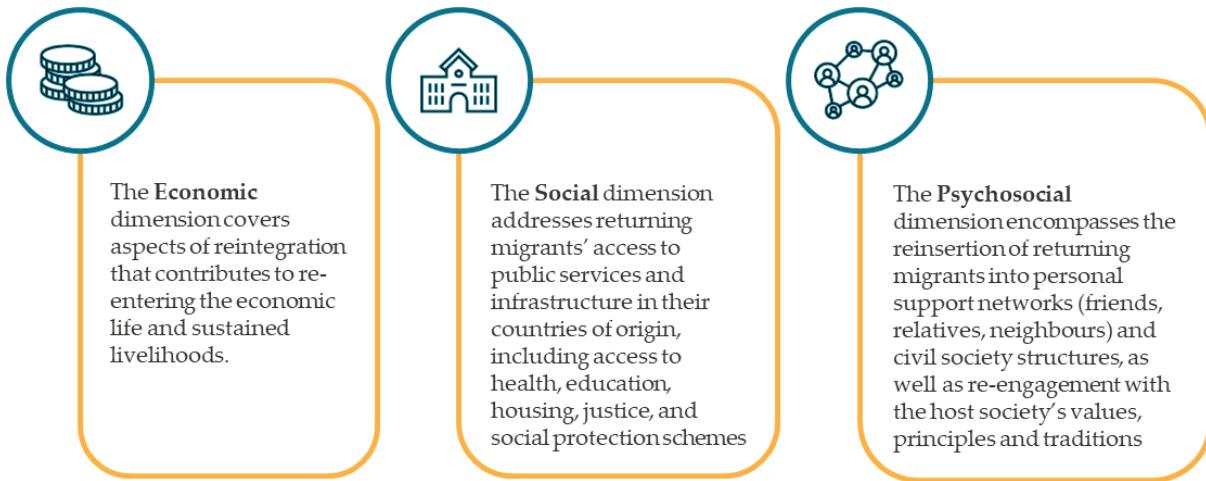
As demonstrated in the figure above, the integrated approach targets three societal levels<sup>13</sup>:

- *Individual level*: initiatives to address the specific needs and vulnerabilities of returnees and returning family members. Reintegration support is provided to individual returnees, based on an assessment of their needs.
- *Community level*: initiatives that respond to the needs, vulnerabilities and concerns of the communities to which migrants return, including returnee families and the non-migrant population. Community-based reintegration (CBR) projects address the socio-economic conditions of the community as a whole, including possible drivers of migration and potential migrants.

<sup>13</sup> *IOM Reintegration Handbook*, complemented by inception interviews and the JI-HoA project document Annex I: Description of the Action.

- *Structural/system level:* initiatives that promote the good governance of migration through engagement with local and national authorities and stakeholders, and which support the continuity of assistance through adequate local public services.

Aside from these three vertical levels, the integrated approach addresses reintegration through three horizontal dimensions:



Source: IOM Reintegration Handbook.

Each result is expected to be achieved through a variety of supporting activities, which are linked to the three main outcome areas, and to the five pillars of action.

## 2.2. External factors affecting the implementation of the JI-HoA

Over the course of the programme, the implementation of the JI-HoA was affected at global and national levels by multiple challenges that were outside the control of the IOM and its partners.

The global **COVID-19** pandemic was first detected in each of the four programme countries in March 2020, and continued to spread after its initial discovery. In response, all four countries took steps to limit the transmission of the virus throughout mid to late March. The measures selected included border closures, which limited access to Djibouti, Ethiopia, Somalia and Sudan, as well as lockdowns of varying severity in each of the four countries. The restrictions implemented led to some difficulties in the implementation of the programme, with workshops and activities becoming harder to conduct or having to be postponed. Direct assistance was also hindered by the lockdowns.

Processes related to migration were also affected by the pandemic. For example, migration routes going from the Horn of Africa to the Gulf States via Yemen saw a 73% decrease in the numbers of migrants travelling.<sup>14</sup> Despite this drop, issues relating to migration remained prevalent. While migrants

<sup>14</sup> IOM. (2021). IOM: COVID-19 Leads to 73% Drop in Migration from Horn of Africa to Gulf Countries. International Organization for Migration. <https://www.iom.int/news/iom-covid-19-leads-73-drop-migration-horn-africa-gulf-countries#:~:text=IOM%3A%20COVID%2D19%20Leads%20to>

remained willing to travel in search of better living conditions, the journeys they undertook were more unsafe. Additional health risks, increased travel costs, and a greater possibility of being stranded on migration routes all posed a danger to the already precarious physical and mental well-being of migrants.<sup>15</sup> Combined with a slowdown in administrative procedures such as the return and processing of migrants, the pandemic highlighted the need to react to changing conditions on the ground in order to continue ensuring return and reintegration processes.<sup>16</sup> Furthermore, in attempting to prevent the spread of the virus, governments may inadvertently have had a negative effect on socio-economic conditions (employment, inflation, commodity prices etc.) in their respective countries, which affected the whole population.<sup>17</sup> On the one hand, these factors strengthened migration drivers; on the other hand, they undermined the value of the support provided.

Although not explicitly mentioned in interviews, **Russia's invasion of Ukraine** on the 24 February 2022 is another factor that is likely to have impacted the final months of the programme, as well as the sustainability of the JI-HoA. The imposition of sanctions on Russia's energy sector, as well as general uncertainty in the energy markets, led to a sharp rise in the price of hydrocarbons. Over time, prices have stabilised and decreased from the highs seen during the initial months of the invasion. However, given that the countries involved in the JI-HoA tend to rely on energy imports, such increases in energy prices contributed to inflation within the programme countries.<sup>18</sup> Another negative impact of the war stems from disruptions to cereal supply, due to the blockades imposed on Ukrainian ports by Russia. Only in July 2022 was an agreement reached to open transport corridors in order to export grain, helping alleviate the pressure on grain prices. Even so, as in other countries, these changes in energy and food prices are likely to have contributed to inflation. Given these developments, it is likely that the general population, especially those who already faced the risk of poverty, were the most affected by these changes. Thus, the support provided to the beneficiaries might have proved less valuable than originally envisioned.

Several country-level events also influenced the implementation and impact of the JI-HoA:

In **Ethiopia**, the conflict in Tigray which began in 2020 affected the return of migrants, the distribution of reintegration assistance and the conducting of monitoring surveys in the northern part of Ethiopia.<sup>19</sup> Another important aspect related to the conflict stems from the state of emergency that was declared in the country. As a result, despite the government's interest in return and reintegration, the whole of Tigray region and parts of the Amhara and the Afar regions were not accessible for activities under the JI-HoA.<sup>20</sup>

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<sup>15</sup> IOM (2022). The Impact of COVID-19 On Ethiopian Migrants And Their Households In Five Communities of High Emigration. [https://eastandhornofafrica.iom.int/sites/g/files/tmzbdl701/files/documents/iom\\_rdh\\_eastern-route-research\\_impact-of-covid-19-on-communities-of-high-emigration.pdf](https://eastandhornofafrica.iom.int/sites/g/files/tmzbdl701/files/documents/iom_rdh_eastern-route-research_impact-of-covid-19-on-communities-of-high-emigration.pdf), p. 34.

<sup>16</sup> JI-HoA Interim Narrative Report #3 to the European Union, p. 8.

<sup>17</sup> IOM (2022). The Impact of COVID-19 On Ethiopian Migrants And Their Households In Five Communities of High Emigration. [https://eastandhornofafrica.iom.int/sites/g/files/tmzbdl701/files/documents/iom\\_rdh\\_eastern-route-research\\_impact-of-covid-19-on-communities-of-high-emigration.pdf](https://eastandhornofafrica.iom.int/sites/g/files/tmzbdl701/files/documents/iom_rdh_eastern-route-research_impact-of-covid-19-on-communities-of-high-emigration.pdf), p. 34.

<sup>18</sup> IEA (2022). Clean Energy Transitions in the Greater Horn of Africa, p. 24.

<sup>19</sup> JI-HoA Interim Narrative Report #4 To the European Union, p. 10 and Djibouti interview

<sup>20</sup> JI-HoA Interim Narrative Report #1 To The European Union, p. 6.

In **Djibouti**, the political and economic situation remained relatively stable in comparison to its neighbours in the Horn of Africa. In most cases, risks to the Programme stemmed from issues in other countries such as Ethiopia or Somalia spilling over into Djibouti.<sup>21</sup>

In **Somalia**, the country's complicated security environment affected the smooth implementation of the programme. Throughout project's lifetime, there have been continuous mortar attacks on the airport compound (also known as Aden Abdulle International Airport), which have disrupted work modalities and resulted in the shifting of working arrangements. This has affected activities include (but not limited to): case management processes, reintegration activities and coordination efforts at structural levels.<sup>22</sup>

In **Sudan**, the programme was affected by economic instability due to rapidly rising inflation. Similarly, political instability, marked by coups, a high turnover among government representatives and the restructuring of institutions such the Secretariat of Sudanese Working Abroad, made efforts at building capacity more difficult and contributed to the programme falling behind schedule. These conditions also resulted in long waiting times for migrants throughout the JI-HoA, which put them at risk of choosing alternative and potentially more dangerous ways to return to their countries. Meanwhile, returnees to Sudan were likely to see the value of their cash-based reintegration assistance diminish due to the economic uncertainty.<sup>23</sup>

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<sup>21</sup> Interview with a stakeholder from Djibouti.

<sup>22</sup> JI-HoA Interim Narrative Report #3 To The European Union, p. 8, and interviews with IOM staff.

<sup>23</sup> JI-HoA Interim Narrative Report #4 To the European Union, p. 10.

# 3. Methodology of the evaluation

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The present evaluation constitutes the **final<sup>24</sup>**, **external** evaluation of the JI-HoA, as final component of the project closure. The primary users of this evaluation are the IOM, the donor, and external partners engaged in future programming involving Assisted Voluntary Return and Reintegration. The evaluation has multiple purposes, namely **accountability** (summative evaluation, looking into the effectiveness of the JI) and **learning** (formative evaluation, looking to improve future programming). In particular, the evaluation provides recommendations for the JI's successor programme, the Migrant Protection, Return and Reintegration Programme (MPRR) and other current and future programming.

## 3.1. Evaluation framework

As introduced above, the JI-HoA comprises five pillars of action under which its activities take place. To achieve its overall objective "To contribute to facilitating orderly, safe, regular and rights-based migration through the facilitation of dignified voluntary return and the implementation of development-focused and sustainable reintegration policies and processes", the JI-HoA identified three Specific Objectives:

1. (SO1) Partner countries and relevant stakeholders developed or strengthened evidence-based return and reintegration procedures.
2. (SO2) Safe, humane, dignified voluntary return processes are enhanced along main migration routes.
3. (SO3) Returnees are sustainably integrated in host communities, and host communities are better able to create living standards that address drivers of migration.

Seven areas of results were identified that contribute to the achievement of the Specific Objectives. In each area, numerous activities were designed to create the expected results. The following table presents the intervention logic and outlines how the activities and outputs are linked to expected outcomes.

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<sup>24</sup> A final, or terminal, evaluation is undertaken at the end, or close to the end, of an intervention to examine its overall performance and the achievement of its results, as well as for the benefit of those stakeholders not directly involved in the management and implementation of the intervention (such as donors and governmental entities) (IOM Monitoring and Evaluation Guidelines).

**TABLE 2. INTERVENTION LOGIC**

SPECIFIC OBJECTIVE	To contribute to facilitating orderly, safe, regular and rights-based migration through the facilitation of dignified voluntary return and the implementation of development-focused and sustainable reintegration policies and processes.						
Intervention Pillars	Migration Data	Capacity building		Awareness raising	Protection and voluntary return	Individual and community Reintegration	
<b>Activities</b>	<ul style="list-style-type: none"> <li>- East and Horn of Africa Regional Data Hub (RDH) established</li> <li>- Core support provided to the RDH by IOM</li> <li>- Expansion of the DTM flow monitoring methods.</li> <li>- Regional research and analysis conducted</li> <li>- Governments engaged in data collection and analysis</li> <li>- Dissemination events</li> <li>- Information management and technical training by the RDH</li> <li>- Reports and trend analyses produced</li> <li>- Mapping of migrants' main areas of return and socio-economic profile</li> </ul>	<ul style="list-style-type: none"> <li>- Standard Operating Procedures on return and reintegration adopted by the countries</li> <li>- Training organised for governments, NGOs and CSOs on return and reintegration, protection and SOP implementation</li> <li>- Technical support provided to governments on AVRR and SOP implementation</li> <li>- Coordination platforms established</li> <li>- Inter-country exchange visits organised</li> <li>- Specific COVID-19 measures implemented</li> </ul>	<ul style="list-style-type: none"> <li>- Experts from IOM seconded to the AU</li> <li>- Expert support provided to the migration policies of the AU</li> <li>- Four capacity-building workshops organised</li> </ul>	<ul style="list-style-type: none"> <li>- Public and community outreach campaigns implemented (booklets, radio, plays, speech groups)</li> <li>- Information disseminated among community leaders and potential migrants</li> <li>- Governments and local actors engaged in dissemination</li> </ul>	<ul style="list-style-type: none"> <li>- Pre-return assistance provided for migrants to return from a host country (through MRCs)</li> <li>- Dedicated individual support provided for the most vulnerable cases</li> <li>- Individual migrants provided with AVRR options and assistance</li> <li>- Assistance provided for return movements</li> <li>- Medical escorts provided if needed.</li> <li>- Specific measures against COVID-19 implemented</li> </ul>	<ul style="list-style-type: none"> <li>- Post-arrival reception assistance provided</li> <li>- Cash assistance provided as post-arrival support</li> <li>- Onward transportation support provided</li> <li>- General reintegration assistance provided (for all returnees)</li> <li>- Complementary reintegration assistance provided (based on vulnerability assessments)</li> <li>- Community-based projects implemented</li> </ul>	<ul style="list-style-type: none"> <li>- An M&amp;E framework for the EU-IOM Joint Initiative HoA developed</li> <li>- Range of surveys carried out</li> <li>- Migrant Management Operating System Application (MiMOSA) upgraded</li> <li>- Partner countries supported to strengthen the collection, analysis and dissemination of data on reintegration</li> </ul>

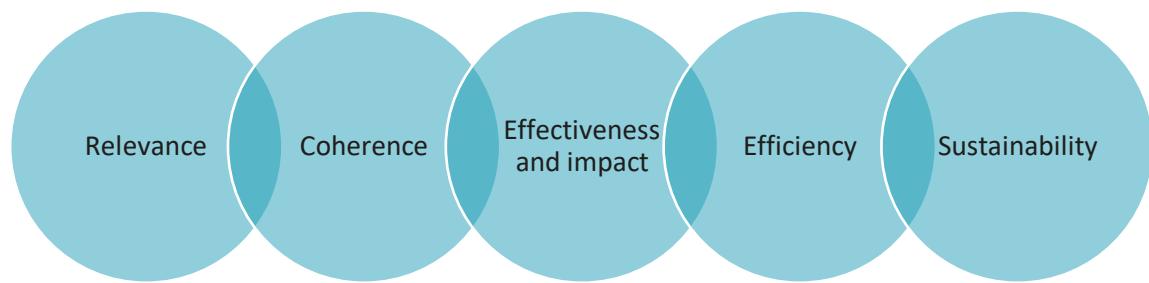
<b>Results</b>	(Result 1.1.) Migration-related data and evidence generated is available to inform policies, processes and programmes	(Result 1.2.) Relevant stakeholders have increased capacity to develop and implement orderly, safe and dignified return and reintegration procedures	(Result 1.3.) The African Union Commission's capacity on reintegration and migration policy and coordination has been enhanced	(Result 2.1.) Stranded migrants and relevant stakeholders have information about and access to voluntary return and reintegration assistance	(Result 2.2.) Migrants are assisted to return voluntarily in a safe and dignified manner	(Result 3.1) A coherent and integrated approach to post-arrival and reintegration assistance is implemented in a consistent manner across the region, including individual and community-level interventions  - Returnees are settled in host communities, with access to economic opportunities, social services and individualised support - Economic opportunities have increased for members of the host community	(Result 3.2.) Systems for operational data collection, analysis and dissemination on reintegration have been reinforced
<b>Impact (specific objectives)</b>	(SO1) Partner countries and relevant stakeholders have developed or strengthened evidence-based return and reintegration procedures			(SO2) Safe, humane, dignified voluntary return processes have been enhanced along main migration routes		(SO3) Returnees are sustainably integrated into host communities, and host communities are better able to create living standards that address drivers of migration	

## 3.2. Evaluation matrix

The evaluation was carried out in accordance with the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) evaluation criteria and quality standards. The evaluation considered individual interventions in the four countries, as well as their interconnectedness and synergies with the programme as a whole. The evaluation presents the most visible trends, common strengths and weaknesses across the countries.

**FIGURE 2. OECD/DAC CRITERIA FOR EVALUATIONS**

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Each evaluation question prescribes the main data collection methods used to collect information to answer the question, as well as key indicators that measure trends or the state of play/level with regard to the change or situation to which the evaluation question refers. Annex 1 presents the full list of evaluation questions and indicators used to guide and structure the evaluation.

## 3.3. Data collection

The evaluation was built on a mixed-methods data collection approach, including primary and secondary quantitative and qualitative data.

Given the volume of data collected and compiled by the IOM, **desk research** constituted a first and important step in the data collection.

- **Initial desk research** was carried out during the inception phase to help the evaluation team to better understand the initiative. In addition, given the vast amount of research carried out during the programme's implementation, the team aimed to structure the data produced in order to identify gaps and areas for validation, while avoiding duplication and disproportionate pressure on stakeholders.
- **Desk research for data collection and analysis** was carried out during the structured fieldwork stage. During this phase, the evaluation team focused on the specific questions set out in the evaluation grid, and on the triangulation of secondary and primary data sources.

To gather insights from key stakeholders in the JI, the evaluation team conducted **interviews** at country level (led by national experts), and with regional and global stakeholders, IOM staff and donors (led by the core evaluation team).

- Eight inception interviews were carried out, including four with regional IOM staff and group interviews with each of the four IOM country teams.
- 52 interviews were carried out with a total of 78 stakeholders, comprising six interviews with regional stakeholders and 46 interviews involving 72 national-level stakeholders (in Ethiopia, most interviews were group interviews).
- 21 interviews were implemented with 30 IOM staff at national and regional level.

To gather more comprehensive, in-depth qualitative insights on the experiences of beneficiaries (migrants, returnees and community members), the evaluation team organised **focus group discussions (FGDs)** in each country. The composition of the focus groups differed by country, due to their differing activities and migration flows (e.g. only seven returnees were found in Djibouti). The following FGDs were carried out for the evaluation:

**TABLE 3. FGD COMPOSITIONS IN THE FOUR COUNTRIES**

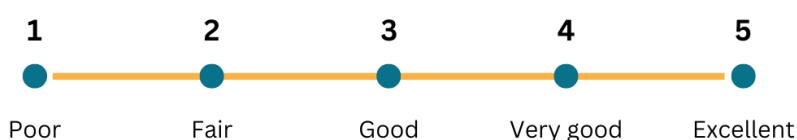
DJIBOUTI	ETHIOPIA	SUDAN	SOMALIA
1 x FGD with returnees	2 x FGD with returnees	2 x FGD with returnees	2 x FGD with returnees
	2 x FGD with community members involved in CBR projects and those not involved in CBR	1 x FGD with community members involved in CBR projects and those not involved in CBR	1 x FGD with community members involved in CBR projects and those not involved in CBR
		1 x FGD with migrants	1 x FGD with migrants

The **final debriefing workshop**, which focused on disseminating the findings and conclusions of the evaluation, helped the evaluation team to validate the findings of the evaluation and to collect valuable reflections from IOM staff. The findings from the debriefing were integrated into the final evaluation report.

### 3.4. Scoring system

As part of the Final Independent Evaluation of the EU-IOM Joint Initiative on Migrant Protection and Reintegration in the Horn of Africa, the evaluation team provides a **score for the performance of the Initiative** against each of the evaluation criteria.

The grading system assigns scores ranging from 1 to 5, corresponding to the following levels of performance:



Each criterion comprises various elements. For example, relevance is measured in relation to different stakeholder groups, while effectiveness is measured for each level of effects in the logframe. To determine the score for each criterion, the evaluation assigned scores to the main elements of each criterion and subsequently calculated an average.

In addition, the evaluation allocated scores for the robustness of the data and evidence on which each score was based, using a similar scoring system from 1 to 5. Robustness encompasses the following components:

- Quantity of data sources
- Number of cases observed/measured
- Extent to which the results across different cases from different data sources are aligned

 <b>1</b>	A low number of sources and a low number of cases were observed. The evidence is only anecdotal, no specific or general conclusions can be made.
 <b>2</b>	Either a low number of sources or a low number of cases observed. There is a strong risk that any conclusions made on the basis of the data collected would be biased.
 <b>3</b>	The number of sources and cases analyzed are adequate to study the phenomenon. However, the evidence is largely inconclusive, and conclusions can be robust only for some specific domains of the study
 <b>4</b>	The number of sources and cases analyzed are adequate to study the phenomenon. The evidence from most of the sources for most of the domains of the study is well-aligned. The conclusions are robust for many of the specific domains and can therefore be generalized with caution
 <b>5</b>	The number of sources and cases analyzed are adequate to study the phenomenon. The evidence from all of the sources for all of the domains of the study is well-aligned. The specific and general conclusions can be considered robust with a high degree of certainty

### 3.5. Limitations

The evaluation was based on numerous consultations with stakeholders and IOM staff, as well as an extensive review of documentation. However, certain external and internal factors influenced the implementation of the evaluation:

- The **political and security situation** in the programme countries prevented the team from exploring some of the programme implementation localities. In Ethiopia, the Tigray and Amhara regions were deemed not safe to visit; in Somalia, the FGD in Burao was cancelled due to renewed security/political risks. Similarly, restrictions on travel in Sudan led the team to conduct one online FGD and one FGD for which returnees were brought to Khartoum, as well as one regional focus group being replaced with another FGD in Khartoum.
- Not all selected **stakeholders** were able or willing to make themselves available for an interview. Fortunately, these constituted only a few stakeholders across the region.

## **Part 2: Findings**

## 4. Relevance

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The criterion of relevance reviews the JI-HoA's objectives and activities in relation to the main needs and priorities of beneficiaries. The criterion also considers how the programme reflected the needs of local and national governments and of the donor, and assesses the involvement of stakeholders in the design, implementation and monitoring of the programme.



**Overall performance score for relevance: 3.9/5.**

This score is based on the particularly high relevance and importance of the ji-hoa for migrants and the high relevance of the overall programme for returnees, community members, and other stakeholders. Small issues were found only in a few particular activities.



**Robustness score for the evidence: 4.5/5.**

The evaluation team was able to triangulate desk research, interview data, FGD data and results of surveys conducted by IOM. Data was collected from IOM staff and stakeholders, especially from beneficiaries themselves. Therefore, the findings are highly reliable and substantiated.

### 4.1. Relevance of programme activities for migrants, returnees, and communities

**Overall, the evaluation found that the JI-HoA responded to the most pressing needs and challenges of beneficiaries**, as confirmed by the desk research, interviews and FGDs. The JI-HoA mostly addressed urgent needs, which were identified through consultations and needs workshops. Only a few respondents noted that they were not consulted, or that IOM's efforts did not address their needs.

#### 4.1.1. Needs of migrants

**Desk research and interviews confirm that the programme responded to the most pressing needs of migrants.** The JI-HoA enabled them to return from dangerous environments such as detention, where no other support was available. Migrants said that they had suffered during their irregular migration journeys, had acutely distressing experiences<sup>25</sup>, and highlighted that their families and communities were unable to help them<sup>26</sup>. In this regard, stakeholders supporting migrants in Djibouti stressed that the most urgent problems were prioritised, such as hunger, thirst and fatigue. First and foremost, the

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<sup>25</sup> Kan, M. (2022). EU-IOM Joint Initiative Horn of Africa Mental Health and Psychosocial Support (MHPSS) Research Report, pp. 40-49 and FGDs with returnees in programme countries.

<sup>26</sup> COVID-19 Natural Experiment Report, p. 63, and FGDs with returnees in programme countries

JI-HoA attempted to save their lives by providing the necessary means to survive, such as food, water, clothing and shelter<sup>27</sup>.

According to the JI-HoA Mental Health and Psychosocial Support (MHPSS) Research Report, migrants often suffered numerous experiences of physical and psychological violence at various stages in their journeys. These included beatings, abandonment by brokers, physical violence and rape at detention centres and other locations, which in turn caused anxiety, depression, post-traumatic stress disorders, and substance abuse<sup>28</sup>. Therefore, attention to physical and mental healthcare and psychosocial support was very important. In Djibouti, a respondent from an MRC explained that in addition to individual therapy, weekly group discussions and discussions were carried out among the most vulnerable groups, especially children, creating a therapeutic atmosphere<sup>29</sup>. These methods allowed certain cases of increased need for MHPSS<sup>30</sup> to be identified.

In Djibouti, The JI-HoA programme provided a training and referral system that helped IOM staff to identify migrants' vulnerabilities, including their medical and psychological situation. This ensured that the individual needs of certain migrants were met, e.g. persons suffering from diabetes, and pregnant women<sup>31</sup>. A JI-HoA partner in Djibouti also stated that the IOM collaborated with Caritas to provide PCR tests for children, to prepare them for travel back to the country of origin<sup>32</sup>.

However, the survey carried out among migrants in MRCs indicated that, while 68% of respondents were satisfied with MRC services, **only 39% reported that the MRCs met all or almost all their needs**. The IOM explained this number by noting that a large majority of respondents were surveyed while they were still awaiting their Assisted Voluntary Return and Reintegration (AVRR), which suggests that such support was not provided immediately. Therefore, quicker service provision and AVRR were among the elements for improvement listed most frequently by respondents.<sup>33</sup>

#### **4.1.2. Needs of returnees**

**The JI-HoA responded to a large extent to the needs of returnees in terms of their reintegration.** Namely, upon arrival back in their country of origin, returnees are faced with a lack of economic resources to sustain themselves. In addition, they may face stigma and exclusion from community members, as well as experiencing effects of their distressing migration experiences that affect their ability to rebuild their lives. Therefore, the JI-HoA's integrated approach to providing economic, social and psychosocial support was of great relevance to the challenges faced by returnees. According to the RA Monitoring and Satisfaction surveys, 55% of the returnees surveyed were satisfied with the reintegration assistance provided by the JI-HoA<sup>34</sup>.

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<sup>27</sup> Interviews with stakeholders from Djibouti.

<sup>28</sup> Kan, M. (2022). EU-IOM Joint Initiative Horn of Africa Mental Health and Psychosocial Support (MHPSS) Research Report, p. 40-42.

<sup>29</sup> Interview with IOM staff from Djibouti.

<sup>30</sup> Interview with IOM staff from Djibouti.

<sup>31</sup> Interview with IOM staff from Djibouti.

<sup>32</sup> Interview with a stakeholder from Djibouti.

<sup>33</sup> IOM MRCs' Regional Dashboard, May 2022.

<sup>34</sup> IOM Reintegration Assistance (RA) Monitoring and Satisfaction surveys.

The FGDs highlighted the importance of **economic** assistance in enabling returnees to develop sources of income (e.g. by starting businesses or finding employment). Since returnees usually come back “empty-handed”, they experience shame and guilt, and may be stigmatised by their communities and relatives. The economic support offered by the JI-HoA not only provides them with the resources to start a business, but also restores their dignity and self-trust<sup>35</sup>. The importance of specific types of economic support is also reflected in the COVID-19 Natural Experiment Report, which suggests that Mobile Money (“MoMo”) in cash had a greater impact than MoMo in kind, with regard to the well-being of returnees during the pandemic. However, no evidence regarding differences between types of economic assistance was found with respect to recovery from the pandemic<sup>36</sup>. This suggests that the economic support was used to meet immediate needs during times of crisis rather than for investment or to start a business. However, the JI-HoA programme was designed to provide start-up capital to extremely vulnerable returnees, and was not intended to provide comprehensive post-pandemic recovery assistance. Despite this limitation, multiple interviews confirmed that providing support in cash was more relevant to returnees, since they could invest it more effectively (to buy equipment that better matched their needs)<sup>37</sup>.

In the FGDs, **some returnees pointed out that the overall value of the economic assistance was not enough.**<sup>38</sup> This was also confirmed by a stakeholder from Sudan, who suggested that returnees with an agricultural business (a minority of returnees) need more money to ensure their livelihood during the time of planting, growing and harvesting, since they put most of the micro-business support into production, and often have no other sources of income<sup>39</sup>. According to World Bank data, Sudan was the programme country most affected by inflation. In 2019, inflation in the country was at 51%; by 2021, it had skyrocketed to 382.8%<sup>40</sup>. Returnees to Sudan confirmed that the amount of economic support provided was insufficient due to inflation<sup>41</sup>. Despite these external circumstances affecting the value of economic support, the volume and diversity of the challenges faced by returnees (who started off with nothing) indicates that any level of contribution is still important for the returnee.

The micro-business assistance provided did not always correspond to the knowledge of the recipient or the local context. Namely, a few of the returnees revealed that they were not consulted or received different support than they selected, so they had no other option, but just to accept the support<sup>42</sup>. Several focus group participants also complained that they have not received any support or consultation from IOM after starting their businesses<sup>43</sup>. An IOM staff member noted, in this regard, that the JI-HoA prioritised the most vulnerable cases for additional support as limitations in resources did not allow the staff to provide constant consultations to all returnees.<sup>44</sup>

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<sup>35</sup> Kan, M. (2022). EU-IOM Joint Initiative Horn of Africa Mental Health and Psychosocial Support (MHPSS) Research Report, p. 51-52.

<sup>36</sup> COVID-19 Natural Experiment Report, p. 75.

<sup>37</sup> Multiple returnee FGDs in Ethiopia and Sudan.

<sup>38</sup> FGD in Somalia.

<sup>39</sup> Interview with a stakeholder from Sudan.

<sup>40</sup> The World Bank. Inflation, consumer prices (annual %).

<https://data.worldbank.org/indicator/FP.CPI.TOTL.ZG?end=2021&locations=SD&start=2019>

<sup>41</sup> FGD with returnees from Sudan.

<sup>42</sup> Covid-19 Natural Experiment Report, pg. 72, FGD with returnees in Ethiopia

<sup>43</sup> FGDs with returnees from Ethiopia

<sup>44</sup> Interview with an IOM staff member

Furthermore, some interviewees revealed that with regard to job placements, the scope of the programme was too narrow and did not reflect the needs of young returnees, who were seeking higher incomes or different kinds of jobs from those the project could offer.<sup>45</sup> However, such criticisms reflect only a small number of cases. The majority of returnees who took part in the FGDs were satisfied with the types of assistance given.

In terms of **psychosocial needs**, research results presented at the Research and Evidence Facility (REF) conference of June 2022 indicated that the incidence of common mental disorders (CMD) among JI-HoA beneficiaries in Ethiopia was significantly higher than among a non-migrant control group<sup>46</sup>. A high prevalence of CMD among migrants who had returned from the Middle East was also found by another study<sup>47</sup>. This indicates that irregular migrants are much more affected by CMD compared with people who did not migrate. MHPSS assistance provided in the context of the JI-HoA programme (as part of the integrated approach) therefore addresses key difficulties faced by migrants.

Another problem stressed in the MHPSS Report was the stigmatisation of returnees. Communities tended to stigmatise returnees, who they considered to be unsuccessful and damaged. Women returnees were the most vulnerable in this regard, due to prevailing assumptions regarding experiences of sexual harassment. According to the MHPSS report, returnees who isolated themselves as a result of stigma and trauma were most difficult to support, since IOM staff needed to look for alternatives in order to discover their needs<sup>48</sup>.

An implementing partner from Somalia noted that young returnees felt disconnected and isolated from the wider community at the beginning of the programme due to prevailing stigma of failure<sup>49</sup>. FGDs with returnees in Sudan revealed that young returnees isolated themselves from the community, since their migration experience (facing different cultures) changed their perception of traditional norms and behavior acceptable in their home country. As a result, and as a form of rebellion, destructive behaviors rose among the young returnees<sup>50</sup>. However, a stakeholder noted that the JI-HoA's activities to raise awareness and educate the host community, facilitated youth to interact with the community again. At the end of the programme, both the community and returnees demonstrated positive attitudes, social cohesion, and collaboration with each other<sup>51</sup>. This example demonstrates the value of the JI-HoA's integrated approach, targeting not only individual returnees but also communities. The efforts of IOM to enhance social cohesion, especially through joint projects for returnees and community members, were of great relevance to address this challenge.

However, in the execution of the JI-HoA, **some gaps were found in terms of the correspondence of specific activities with the psychosocial needs of returnees**. The JI-HoA programme's Lessons Learned

<sup>45</sup> FGDs with returnee communities from Sudan.

<sup>46</sup> IOM RDH (2022). Partnerships for Migrant Reintegration, p. 7.

<sup>47</sup> Tilahun, M., Workicho, A., & Angaw, D.A. (2020). Common mental disorders and its associated factors and mental health care services for Ethiopian labor migrants returned from Middle East countries in Addis Ababa, Ethiopia *BMC Health Services Research* 20:681, doi: <https://doi.org/10.1186/s12913-020-05502-0>

<sup>48</sup> Kan, M. (2022). EU-IOM Joint Initiative Horn of Africa Mental Health and Psychosocial Support (MHPSS) Research Report, p. 59.

<sup>49</sup> Interview with a stakeholder from Somalia

<sup>50</sup> FGD with the returnee community from Sudan

<sup>51</sup> Interview with a stakeholder from Somalia

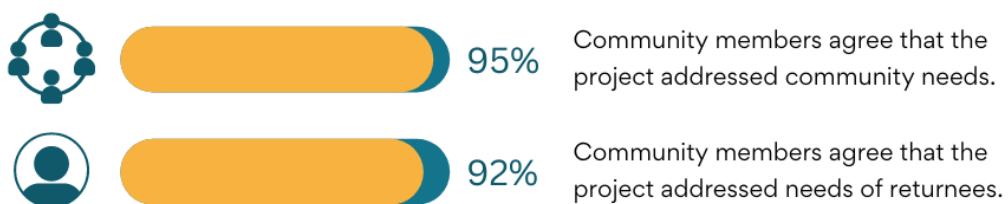
from the Psychosocial Support Component Report noted gaps in post-return psychosocial support (e.g. a lack of MHPSS services, unclear information about compensation for treatments, high cost, stigma, and low awareness about MHPSS needs among communities)<sup>52</sup>. According to the report, post-return psychosocial support was not well integrated into the main documents of the JI-HoA programme<sup>53</sup>. These identified gaps led to the lack of guidance and tools for the MHPSS in each programme country, which in turn led to the unclear monitoring of the MHPSS interventions. Beneficiaries themselves also lacked awareness on MHPSS.<sup>54</sup>

#### 4.1.3. Needs of community members

Interviews and the desk research analysis revealed that **the programme addressed many priorities of communities in terms of reintegration and support for livelihood**. One of the main drivers of migration is a lack of economic opportunities to secure one's livelihood, combined with a prevailing perception that jobs are available elsewhere. The creation of economic opportunities within the community reduces the risk of social conflict (e.g. negative attitudes to returnees who receive financial support, as described above), while simultaneously reducing the drive among other community members to migrate out of economic necessity.

According to the community participation survey administered to 1,232 community members (221 in Ethiopia, 745 in Somalia, and 266 in Sudan) between November 2019 and July 2022, the majority of the respondents believed that the community projects under the EU-IOM JI-HoA addressed the needs of the community and of returnees.<sup>55</sup>

**FIGURE 3. PERCEPTION OF COMMUNITIES OF THE RELEVANCE OF THE JI-HOA**



Source: JI-HoA's Community-Based Reintegration survey, administered to 809 (476 male, 333 female) respondents.

One respondent from Sudan noted that community members and returnees shared their priorities in "needs identification" workshops<sup>56</sup>. An interviewee from Somalia mentioned that social cohesion events (gatherings, roundtables) were organised, which involved not only returnees but their families

<sup>52</sup> Kan, M. (2022). "Lessons Learned from the Psychosocial Support (PSS) Component of the EU-IOM Joint Initiative Programme in Ethiopia, Sudan and Somalia".

<sup>53</sup> Mid-Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa, p. 15.

<sup>54</sup> Covid-19 Natural Experiment Report, pg. 65, multiple interviews from Sudan

<sup>55</sup> IOM community participation survey.

<sup>56</sup> Interview with IOM staff from Sudan.

and communities. This approach created an environment for community reintegration and the creation of social bonds<sup>57</sup>. This was also confirmed by the focus group interviews with returnee communities<sup>58</sup>.

The evaluation revealed that **needs analyses may not have been implemented equally across the targeted communities** when projects were implemented. This may be linked to a lack of clear guidelines on planning community-based reintegration initiatives within the JI-HoA framework at the beginning of the programme. In some communities, needs assessments were conducted with the local government and not with community members directly (as the latter would take a great deal of time).<sup>59</sup> As a result, some interviewees revealed that they “needed to work on projects that were not based on our skills or that were more beneficial to the government”. For example, developing irrigation systems was a priority for the government, so returnees received support to develop such systems<sup>60</sup>. One stakeholder reflected that there was limited flexibility with regard to training activities: “communities wanted training in bakery production and management, [but] we did not have funding for that. [...] on the programme we could not do that”<sup>61</sup>.

## 4.2. Programme’s relevance to the needs of stakeholders

### 4.2.1. Needs of governments

Overall, most of the relevant interviewees indicated that the **governments of participating countries were highly interested in the JI-HoA and committed to its objectives**, although urgent problems such as COVID-19, security issues and economic crises had prevented them from treating return migration as a priority throughout the implementation of the JI-HoA. Prior to the implementation of the JI-HoA programme, in most countries there were limited frameworks or mechanisms for migration; governments had no tools and no national capacity-building strategies – which in turn led to a limited capacity to facilitate return and reintegration. The JI-HoA programme addressed this gap through capacity-building activities and tools such as the SOPs and various guidelines.<sup>62</sup>

In each participating country, a JI-HoA Program Steering Committee (PSC) was established. These included representatives from various government ministries (listed in Annex 5), as well as from immigration departments. Coordination of the JI-HoA was therefore a collaborative undertaking that allowed key government actors to express their needs and priorities, and thus contribute to the programme<sup>63</sup>. One interview with a Sudanese official confirmed that the goals of the JI-HoA programme were well aligned with those of Sudan’s Ministry of Health, especially with regard to the JI-HoA’s focus on the reintegration, psychological counselling and physical health of the most vulnerable migrants<sup>64</sup>. In Djibouti, governmental representatives also agreed that the programme was relevant in terms of representing their needs and priorities for the country, especially those of the Ministry of Health

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<sup>57</sup> Interview with IOM staff from Somalia.

<sup>58</sup> FGDs with returnee communities from Sudan and Ethiopia.

<sup>59</sup> FGDs with returnees and IPs from Ethiopia.

<sup>60</sup> FGDs with returnees from Ethiopia.

<sup>61</sup> Interview with a stakeholder from Sudan.

<sup>62</sup> Multiple interviews across the participating countries.

<sup>63</sup> JI-HoA Interim Narrative Report #1 to the European Union, p. 25; interview with IOM staff from Somalia.

<sup>64</sup> Interview with a stakeholder from Sudan.

regarding the physical and psychological healthcare of unattended migrant children, provided under one component of the programme<sup>65</sup>.

Interviews revealed that the efforts of the JI-HoA with regard to migration data were of particular relevance and importance to the stakeholders. Previously, there had been a clear lack of data on migration, and existing tools and methods to collect such data were not harmonised across the region. Therefore, data between countries could not be compared.<sup>66</sup> Various stakeholders noted that efforts to better streamline data collection, to build the capacity of stakeholders to collect and analyse data, and to provide stakeholders with access to research were among the most important aspects of the JI-HoA.<sup>67</sup>

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*There were two technical task forces formed by the [Office of the Special Envoy for Migrants' and Children's Rights (OSE) under the] Office of the Prime Minister: one is a technical task force [Mixed Migration Task Force (MMTF)] and the other one is returnees' reintegration task force [Return and Readmission Task Force (RRTF)]. Both task forces' work was to find out our needed capacities and then share these needs with IOM in order to provide relevant training for the identified capacity needs.*

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Source: interview with a stakeholder from Somalia.

#### 4.2.2. Needs of other stakeholders

Overall, the analysis of interview data reveals that the programme identified and addressed the needs of the other national stakeholders. A survey of partners presented in the partnership analysis assessment that was conducted under the programme showed that 82% of partners believed IOM's local capacity-building activities were useful.<sup>68</sup> The partnership analysis report concluded that differences between implementing partners (IPs) regarding their "technical capacity, work experience with international organisations, and reporting ability" were prominent from the beginning of the programme. Therefore, training for IPs in various topics by the IOM was necessary to mitigate these differences<sup>69</sup>.

The JI-HoA programme addressed most of the needs of stakeholders through its focus on vulnerable people, especially children, women, people with MHPSS needs, vulnerable youth and their reintegration, job provision and training, as well as mental and physical health. Most stakeholders were grateful for the training and capacity building they had received as a result of the experience they had gained from the IOM, which they could use in future projects and to expand their activities<sup>70</sup>. Such support was particularly appreciated by a non-funded JI-HoA partner in Somalia<sup>71</sup>; most partners identified the programme as being useful, since it had helped them to expand their capacity and provided valuable experience that they could put to further use in their activities<sup>72</sup>.

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<sup>65</sup> Multiple interviews with stakeholders from Djibouti.

<sup>66</sup> Interview with a stakeholder.

<sup>67</sup> Multiple interviews with stakeholders.

<sup>68</sup> IOM RDH. (2022) Partnerships for Migrant Reintegration, pp. 29-30.

<sup>69</sup> IOM RDH. (2022) Partnerships for Migrant Reintegration, pp. 40.

<sup>70</sup> Multiple interviews with stakeholders from Somalia and Sudan.

<sup>71</sup> Interviews with stakeholders from Somalia.

<sup>72</sup> Interviews with stakeholders from Ethiopia and Sudan.

However, despite this support, **some partners identified areas in which the programme could be improved**. Some IPs found the active guidance from the IOM to be less relevant, as they perceived themselves as having more experience and knowledge than the IOM<sup>73</sup>, or that the capacity building was unnecessary since they already had sufficient capacity<sup>74</sup>. Some IPs from Sudan and Ethiopia said that they had received no capacity building or training that was suited to their needs. They also expressed the need for additional psychological training in order to be able to interact and work with vulnerable and affected people (affected communities, widows, etc.), as well as logistical equipment such as cars, tablets and computers<sup>75</sup>.

#### **4.3. Involvement of stakeholders in the design, implementation and monitoring of the programme**

According to the analysis of interviews, **stakeholders were generally involved in the design, implementation and monitoring of the programme**. However, the extent to which stakeholders involved in migrant return and reintegration were engaged fell during the last year of the programme<sup>76</sup>. IOM argued that this may be linked to the fact many agreements were closed towards the end of the programme, which implies a phasing out of activities (and therefore stakeholder engagement).

The mid-term report on the programme concluded that in all countries, stakeholders felt excluded from planning and implementation processes during the initial phase of the project, stating that information flows and transparency were limited. This was the result of the lack of an inception period for the programme, when such issues would have been addressed. In Somalia, the situation was described as running “*on* the government rather than *with* the government”<sup>77</sup> (emphasis added). This situation was explained by IOM staff as being the result of the lack of a proper Inception Phase, and the need to launch support before the project had properly started.<sup>78</sup>

After the Mid Term Evaluation, the JI-HoA programme collected inputs from stakeholders annually by conducting surveys, consultative discussions, workshops and training sessions with the stakeholders during various stages of the programme.<sup>79</sup> Interviews conducted for this evaluation found that in Sudan and Somalia, for instance, the involvement of stakeholders had improved since the initial phase<sup>80</sup>. Governmental, non-governmental and private sector stakeholders all confirmed that they had been involved in implementation processes as well as in the monitoring and evaluation of the programme through regular meetings and field visits, and that IOM also invited stakeholders to an orientation workshop<sup>81</sup>. One example of such involvement is the Participatory Programme Monitoring Meetings

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<sup>73</sup> IOM RDH. (2022) Partnerships for Migrant Reintegration, p. 41.

<sup>74</sup> Interview with a stakeholder from Somalia.

<sup>75</sup> Interviews with stakeholders from Sudan and Ethiopia.

<sup>76</sup> According to the results of the stakeholder survey, 83% of stakeholders stated that their organisation was more engaged in the processes of return and reintegration of migrants as a result of the JI-HoA programme in year 3, while in year 4 this percentage dropped to 77% (JI-HoA Interim Narrative Report #4 and #3 to the European Union).

<sup>77</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa, p.14.

<sup>78</sup> Interviews with IOM staff.

<sup>79</sup> JI-HoA Interim Narrative Report #1 to the European Union, p. 5; JI-HoA Interim Narrative Report #4 to the European Union p. 7; Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa, p. 15.

<sup>80</sup> Ibid. pp.14-15; multiple interviews with stakeholders from Sudan and Somalia.

<sup>81</sup> Interviews with two stakeholders from Sudan.

(PPMM) that involved different stakeholders and IOM staff. These were designed to collect information about collaboration between different stakeholders, as well as to share the programme's achievements and the challenges it faced<sup>82</sup>.

## 4.4. Horizontal priorities

Analysis of the interviews with IOM staff and various stakeholders, as well as data from the desk research, reveal that **despite measures being taken to address the individual needs of the most vulnerable groups<sup>83</sup>, some gaps still remain in this regard.**

### 4.4.1. Gender equality

In terms of **gender equality**, the evaluation found that female returnees experience additional or different challenges during their return and reintegration. According to the MHPSS Report, many women experienced sexual abuse and violence during their migration journeys, and sometimes became pregnant as a result.<sup>84</sup> Due to prevailing stereotypes, women returnees were often discriminated against by their community for being victims of sexual abuse and exploitation<sup>85</sup>.

The MRC regional guidelines include certain directions regarding pregnant women (contraception, termination, and the monitoring of health) and their hygiene preferences (hygiene kits, respecting menstruation management customs) as well as other gender considerations when assisting female migrants<sup>86</sup>. During the current evaluation, various activities were observed that focused specifically on women, mainly in the field of business support and training. The IMPACT study found that "In all three countries, women received micro-business assistance sooner than men (6.5 months sooner in Ethiopia, and 4.8 months sooner in Sudan)." <sup>87</sup>

The Mid Term Report stressed that MRC centres did not possess guidelines and tools to address the specific needs of women, especially in terms of psychosocial counselling.<sup>88</sup> MRC staff interviewed for the current evaluation indicated that they (still) did not have specific guidelines or instructions on how to address vulnerabilities unique to women.<sup>89</sup> One stakeholder from Djibouti reflected that the issues faced by pregnant migrant girls were not sufficiently well addressed – namely that they "need a nurse to follow their pregnancies closely, a midwife, therapeutic education sessions and rooms equipped for childbirth". Moreover, said the stakeholder, insufficient activities were provided for pregnant girls in its afternoon workshops<sup>90</sup>. MRCs are not designed to provide services relevant to pregnant women and

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<sup>82</sup> Participatory Programme Monitoring Meetings' Reports (Somalia) and other related documents (Sudan).

<sup>83</sup> Multiple interviews with IOM staff and stakeholders in Sudan, Somalia and Djibouti.

<sup>84</sup> Kan, M. (2022). EU-IOM Joint Initiative Horn of Africa Mental Health and Psychosocial Support (MHPSS) Research Report, pp. 42-43.

<sup>85</sup> Kan, M. (2022). EU-IOM Joint Initiative Horn of Africa Mental Health and Psychosocial Support (MHPSS) Research Report, p. 60.

<sup>86</sup> IOM Regional Office for East and the Horn of Africa, *Regional Guidelines and Standards for Operations*.

<sup>87</sup> Itad (2023). Impact Evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa region.

<sup>88</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa, pp. 21-26.

<sup>89</sup> Multiple interviews with IOM staff

<sup>90</sup> Interview with a stakeholder from Djibouti.

girls (midwife, rooms for childbirth), since they are equipped to provide only basic healthcare, whereas specialised care for sensitive cases (such as pregnancies) should be addressed by hospitals or other healthcare facilities.

One IOM staff member explained that additional efforts to research the vulnerabilities of women migrants and returnees (e.g. in relation to gender-based violence) are planned for the coming years, including a joint assessment between the IOM and UNFPA<sup>91</sup> on the specific vulnerabilities of women and girls, to enhance knowledge regarding their specific needs and vulnerabilities in the context of migration and return.<sup>92</sup>

#### **4.4.2. Persons with disabilities**

While they constitute a cross-cutting group of interest, **persons with disabilities** were not specifically mentioned in most project documents and interviews. However, the JI-HoA IMPACT study found that “In Sudan, returnees who acknowledged that their physical disabilities or mental health conditions made it harder for them to confront the COVID-19-linked shock received micro-business assistance faster than those who were not willing to discuss these issues.” This shows that the JI-HoA has, in some cases, been able to prioritise their needs.<sup>93</sup>

The fact that the project focused to a large extent on individual healthcare needs indicates that the needs of persons with disabilities are likely to have been addressed as part of the wider provision of medical assistance.

#### **4.4.3. Protection**

**Protection** is also a key cross-cutting concern of the IOM. The concept of protection implies that approaches to providing assistance for at-risk groups such as migrant workers should be rights-based and humanitarian, based on the relevant bodies of law (including human rights law, international humanitarian law, and refugee law). This concept is also a broad one. IOM operational guidance on the subject distinguishes between various *types of protection* relevant to migrants, including human rights, legal, physical, social, and humanitarian protection<sup>94</sup>. Furthermore, it identifies the types of protection needed by *specific* groups (child protection, women’s protection, protection of persons living with disabilities, protection of trafficked persons and smuggled migrants, among others). In practice, protective measures are closely linked to the provision of assistance, and referral pathways often include both protection and assistance services.

The very title of the JI-HoA programme indicates a strong focus on protection, which is identified as a cross-cutting issue as part of a rights-based approach. Informants from the IOM stressed that the entire programme is about extending protection services to vulnerable returnees and migrants based on their vulnerabilities, with return and reintegration being seen as central protection activities.

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<sup>91</sup> As a part of the Regional Migrant Response Plan for Horn of Africa and Yemen.

<sup>92</sup> Interview with IOM staff.

<sup>93</sup> Itad (2023). Impact Evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa region.

<sup>94</sup> IOM (2019). *IOM Handbook on Protection and Assistance for Migrants Vulnerable to Violence, Exploitation and Abuse*, funded by the European Union.

This emphasis on protection is also reflected in the organisational structure of programme and its case management. This was documented in a study of case management practice, covering countries including those in the HoA<sup>95</sup>. An important role in case management is played by the programme staff responsible for protection. In pre-return missions, for example, protection staff are responsible for conducting vulnerability screening and assessments and providing protection services to migrants in vulnerable situations. Protection assistants also conduct cross-border case management with IOM post-return missions to address protection and assistance needs during and after return. As the primary implementers of case management, protection assistants facilitate referrals to other teams and partners (such as medical, psychosocial, and return and reintegration). In some countries, such as Djibouti, each protection assistant has a specific focus (such as child protection, families, victims of trafficking, or gender-based violence). In post-return contexts, protection staff are also responsible for providing case management to those beneficiaries who are in need of protection assistance, such as child protection, or for victims of trafficking or gender-based violence.

As a transit country, **Djibouti** has different features from the other three JI-HoA countries. In Djibouti, programme activities focus more on direct assistance and protection. MRC staff in Obock perceived a need to reinforce protection activities, creating a full protection unit with seven protection officers. Moreover, the existence of conflicts in migrants' countries of origin has also raised additional concerns about protection, e.g. plans to support the return of vulnerable migrants had to be shelved in the context of a worsening conflict situation in bordering areas of Ethiopia. Under IOM protection policies, migrants cannot be sent back to conflict regions, and migrants needed to remain under the care of the MRC in Obock or partner organisations such as Caritas.

Protection has also been addressed in the capacity-building elements of the programme, which aim to improve the governance of migration and to implement it more effectively.

The available project and programme documentation does not address the cross-cutting issue of protection in any real depth (e.g. it is not defined concretely in project documents, SOPs or other guidelines). In addition, limited reference is made to this concern in the Standard Operating Procedures developed and adopted under the JI-HoA, which emphasise the various procedures for assisting return and reintegration of individuals, including specific procedures for migrants in vulnerable situations. The interviews conducted for this evaluation also provide somewhat limited information as to how the broader issues surrounding protection (including its legal and human rights dimensions) have been incorporated into overall programme activities. In this regard, the IOM indicated that the programme as a whole is considered a protection programme, and therefore no specific, individual examples or definitions are available within the JI-HoA.

#### **4.4.4. Environmental sustainability**

The Mid Term Report concluded that the JI-HoA programme lacked sufficient emphasis on **climate change**<sup>96</sup>. Under the current evaluation, multiple interviews and project documents show examples of

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<sup>95</sup> Study of Case Management Practice in the context of the EU-IOM Joint Initiative for Migrant Protection and Reintegration, Independent Social Performance, February 2023.

<sup>96</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa, p. 20.

activities and community-based reintegration projects in all four countries that contribute to environmental sustainability, not only after return, but also at MRCs.

IOM staff in Djibouti noted that new recycling plants had been built in Obock, where migrants were trained to recycle plastic bottles into pavements or bricks<sup>97</sup>. In Sudan, the programme gave additional attention to environmental sustainability<sup>98</sup>. The IOM and the Sudanese Ministry of Health launched a project for waste management that involved returnee communities and had a positive impact not only on returnees' behaviour, but also contributed to the social wealth of the whole society<sup>99</sup>. In Ethiopia, half of all community-based reintegration projects supported by the JI-HoA programme focused on climate change<sup>100</sup>.

While multiple examples were found, **no coherent strategy or approach to mainstreaming environmental sustainability could be discerned across these different projects.**

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<sup>97</sup> Interview with IOM staff from Djibouti.

<sup>98</sup> Interview with a stakeholder from Sudan.

<sup>99</sup> Interview with a stakeholder from Sudan.

<sup>100</sup> Interview with IOM staff from Ethiopia.

# 5. Coherence

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This chapter, which focuses on coherence, measures how well the programme managed to build on synergies with existing actors and initiatives at various levels. Coherence is analysed from two angles: first, how well the intervention corresponds with the internal goals of the IOM; and second, how the programme fits into the wider context of external initiatives implemented by other actors.

## Overall performance score for coherence: 4.3/5.



This score is based on the close alignment between the JI-HoA and strategic documents, as well as handbooks and guidelines, of the IOM. Various examples were also found of close alignment between the JI-HoA and other EU, regional, and national-level interventions by other actors.

## Robustness score for the evidence: 4/5.



The evaluation team triangulated data obtained from desk research and interviews with both IOM staff and stakeholders. The team deemed that sufficient, non-contradictory evidence was available to make a reliable judgement.

## 5.1. The JI-HoA's alignment with the objectives and standards of IOM, and the objectives of the EU

According to an analysis of the legal documents and interviews with IOM staff and EU delegations in the observed countries, **the programme was aligned with the visions and missions of both the IOM and the EU**.

### 5.1.1. Objectives of the IOM

The EU-IOM JI-HoA aligns with the **purpose of the IOM**, as described in its constitution. Providing assistance services for voluntary return migration is a core function of the organisation to ensure safe, orderly and dignified migration. The JI-HoA carries out the following services that are aligned with the main functions of the IOM: providing services for reintegration and for voluntary return migration; providing information to the international community about migration (by collecting relevant data); promoting cooperation to solve problems; and contributing to research<sup>101</sup>. These commitments are also articulated in the IOM's Policy on the Full Spectrum of Return, Readmission and Reintegration. This

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<sup>101</sup> IOM (2017). *Constitution and Basic Texts*. Geneva: IOM, available at <https://www.iom.int/iom-constitution>; IOM; *Migration Governance Framework Brochure*, available at [https://www.iom.int/sites/g/files/tmzbdl486/files/about-iom/migof\\_brochure\\_a4\\_en.pdf](https://www.iom.int/sites/g/files/tmzbdl486/files/about-iom/migof_brochure_a4_en.pdf)

policy focuses on migrants' well-being and their empowerment in making informed decisions about their return, and supporting governments in protecting human rights<sup>102</sup>.

The IOM's international norms and standards regarding AVRR centre around protecting migrants' rights (to a safe and dignified return) and achieving sustainable reintegration. The JI-HoA followed One of the IOM's main principles with regard to AVRR – namely, its voluntariness – by organising information sessions as part of the AVRR programme. The programme was also guided by the principle of a migrant-centred response, evaluating the vulnerabilities of arriving migrants and referring them towards suitable destinations. According to the programme's logframe, the JI-HoA programme aims to be an implementation of the IOM's integrated approach, considering all levels of reintegration<sup>103</sup>.

The JI-HoA programme has also contributed to the better governance of migration, by adhering to the principles and objectives detailed in the IOM Migration Governance Framework (MiGOF)<sup>104</sup>.

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*"We developed our programme in line with the IOM's larger priorities and frameworks. We focused on similar key priorities, including durable solutions and protection, which is where the JI-HoA comes in. Facilitating mobility, supporting migration governance, and empowering migrants through access to services during mobility are key components of regional integration. We are looking at governance as the end in itself – strengthening structures, communities, promoting the whole of society to governance of migration. However, it is also a means to the other priorities (for example, increasing resilience)".*

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Source: interview with IOM staff.

The design of a regional strategy by the IOM Regional Office in Nairobi ensured that various programmes aligned and complemented each other towards achieving the same goals. The Regional Office ensured complementarity, while the national offices responsible for implementation avoided overlaps (e.g. by running joint workshops).<sup>105</sup> A respondent from the IOM team in Somalia explained that they were partnering with other units within the IOM in order to organise and develop the JI-HoA<sup>106</sup>.

Lastly, the JI-HoA aligned with one of the core global agreements affecting the work of the IOM, the Global Compact for Safe, Orderly and Regular Migration, which covers all dimensions of international migration with a strong emphasis on international human rights<sup>107</sup>. The coordination of migration-related questions is organised through the UN Network on Migration, which aims to support Member States in adequate migrant coordination, prioritising the well-being of migrants and their communities of destination, origin and transit<sup>108</sup>.

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<sup>102</sup> IOM (2021). IOM's Policy on the Full Spectrum of Return, Readmission and Reintegration.

<sup>103</sup> Itad (2021). *Methodological Report. Impact Evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa region*, available at [https://www.Itad.com/wp-content/uploads/2020/12/IOM-METHODOLOGICAL-REPORT-26-05-2021\\_Itad.pdf](https://www.Itad.com/wp-content/uploads/2020/12/IOM-METHODOLOGICAL-REPORT-26-05-2021_Itad.pdf)

<sup>104</sup> Ibid.

<sup>105</sup> Interview with IOM staff.

<sup>106</sup> Interview with IOM staff from Somalia.

<sup>107</sup> United Nations General Assembly. (2018). Global Compact for Safe, Orderly and Regular Migration.

<sup>108</sup> United Nations Network on Migration. Terms of Reference for the United Nations Network on Migration, available at [https://migrationnetwork.un.org/sites/g/files/tmzbdl416/files/docs/un\\_network\\_on\\_migration\\_tor\\_1\\_0.pdf](https://migrationnetwork.un.org/sites/g/files/tmzbdl416/files/docs/un_network_on_migration_tor_1_0.pdf)

### 5.1.2. Objectives of the EU

The JI-HoA corresponds with existing EU **foreign policy** documents and political trajectories. The EU-IOM JI-HoA has contributed to the objectives of the EU Trust Fund for Africa to emphasise greater economic and employment opportunities and to improve migration management in countries of origin and transit. The JI-HoA is also aligned with the Valletta Action Plan, a framework for migration governance between Europe and Africa that specifically addresses irregular migration in three regions, including the Horn of Africa, and is aimed at tackling migrant smugglers, fostering safe return and reintegration, migrant protection, and the effective governance of irregular migration<sup>109</sup>.

Similarly, the JI-HoA has contributed to the objectives of the European Agenda on Migration through its focus on reducing incentives for irregular migration. The Agenda aims, among others, to tackle the root causes of irregular migration through strengthening partnership with countries of origin and transit, including support to regional cooperation frameworks such as the *Khartoum Process*. The JI-HoA aligns specifically with the first object of this Agenda, namely through its sustainable approach to assisting return migration.<sup>110</sup>

Another important policy framework is the Joint Africa-EU strategy, which is implemented through periodical action plans. The 2020 European Commission and the European External Action Service (EEAS) joint communication “Towards a comprehensive strategy with Africa” proposes five key working areas, two of which align with the objectives of the JI-HoA, namely “migration and mobility” and “sustainable growth and jobs”<sup>111</sup>. The JI-HoA has contributed directly to the recent EU Strategy for the Horn of Africa<sup>112</sup>, as well as the Horn of Africa Regional Action Plan 2015-2020<sup>113</sup>, which aimed to tackle three main challenges faced by the region, one of which is migration and forced displacement.

The JI-HoA programme also contributes to the objectives of another collaboration agreement between the EU and Africa regarding development and education: the Africa-Europe Alliance for Sustainable Investment and Jobs, which has as one of its main objectives “investment in education and matching skills and jobs”.

In each programme country, the European Union has its own national priority areas for development assistance. In Sudan, the EU focuses on sustainable development, enhancing the resilience and livelihoods of the most vulnerable populations, as well as on providing a comprehensive response to the challenges of migration and displacement. Both are key elements of the JI-HoA’s integrated approach to reintegration<sup>114</sup>. In Ethiopia, the EU’s priorities for 2014-2020 included support for stability and peace, for economic development, for vulnerable populations (e.g. through sustainable

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<sup>109</sup> Valletta Summit on Migration (2015), Joint Valletta Action Plan (JVAP).

<sup>110</sup> European Commission. (2015). Communication From the Commission to the European Parliament, the Council, The European and Social Committee and the Committee of the Regions. “A European Agenda on Migration”.

<sup>111</sup> European Commission and the European External Action Service (EEAS) (2020). Towards a comprehensive strategy with Africa, available at [https://ec.europa.eu/commission/presscorner/api/files/attachment/865757/Factsheet\\_EU\\_strategy\\_towards\\_Africa.pdf.pdf](https://ec.europa.eu/commission/presscorner/api/files/attachment/865757/Factsheet_EU_strategy_towards_Africa.pdf.pdf)

<sup>112</sup> Council of the European Union (2021). The Horn of Africa: A Geo-Strategic priority for the EU.

<sup>113</sup> Council of the European Union (2015). The Horn of Africa regional action plan 2015-2020.

<sup>114</sup> Interview with a stakeholder from Sudan and [https://international-partnerships.ec.europa.eu/countries/sudan\\_en#:~:text=Ebert%2DStiftung%20Sudan-Our%20priorities,framework%20of%20a%20democratic%20transition](https://international-partnerships.ec.europa.eu/countries/sudan_en#:~:text=Ebert%2DStiftung%20Sudan-Our%20priorities,framework%20of%20a%20democratic%20transition)

livelihoods), and for improvements to the healthcare system. Many of these elements are included in the JI-HoA's objectives and activities.<sup>115</sup>

In Djibouti, the EU's priorities included socio-economic development and support for vulnerable groups, as well as building the capacity of the Djiboutian administration.<sup>116</sup> Migration-related topics were mainly addressed under EUTF-funded projects<sup>117</sup>. In Somalia, the ongoing Multiannual Indicative Programme of the EU mostly focuses on strengthening the governance of security and human rights while also, under its third priority, aiming to improve migration management<sup>118</sup>. In addition to their migration-specific objectives, EU Delegations strive towards achieving broader objectives (e.g. health, economic development), to which the JI-HoA has also contributed.<sup>119</sup>

### 5.1.3. Government initiatives

The relevance of the JI-HoA's policy-level activities is closely linked to the fact that the participating countries lacked comprehensive policy frameworks, strategies and mechanisms to independently address return and reintegration. Therefore, the evaluation cannot measure coherence between the JI-HoA and existing policies on return and reintegration, as the existence of these was limited.

However, in a similar way to EU Delegations, national governments had developed broader strategies such as development plans, poverty reduction strategies and similar documents, to which objectives the JI-HoA would also ultimately contribute.

The National Development Plan of **Djibouti** (2020-2024) aims to rethink and operationalise the model for inclusive sustainable development. This objective will be achieved through the implementation of: (i) support for inclusive economic development; (ii) the improvement of living conditions and social inclusion. The plan also focuses on strengthening the country's human and institutional capacities to consolidate the achievement of: a) rights and freedoms; (b) democracy, stability, and transparency of institutions; and (c) social cohesion.<sup>120</sup> The JI-HoA had a clear focus on supporting institutional capacity of various government stakeholders, especially in terms of protection.

**Ethiopia's** Ten-Year Development Plan: A Pathway to Prosperity (2021-2030) focuses on quality economic growth, shared prosperity and poverty reduction. Among others objectives, it states that basic economic and social services such as food, clean water, shelter, health, education, and other basic services should be accessible to every citizen regardless of their economic status.<sup>121</sup> The JI-

<sup>115</sup> [https://international-partnerships.ec.europa.eu/countries/ethiopia\\_en#:~:text=in%20the%20country.-,Our%20priorities,sustained%20agriculture%20and%20economic%20growth.](https://international-partnerships.ec.europa.eu/countries/ethiopia_en#:~:text=in%20the%20country.-,Our%20priorities,sustained%20agriculture%20and%20economic%20growth.)

<sup>116</sup> [https://international-partnerships.ec.europa.eu/countries/djibouti\\_en](https://international-partnerships.ec.europa.eu/countries/djibouti_en)

<sup>117</sup> Interview with a stakeholder from Djibouti.

<sup>118</sup> European Commission (2021). Multi-Annual Indicative Programme (2021-2027), Federal Republic of Somalia.

<sup>119</sup> Multiple interviews with stakeholders from Somalia, Djibouti and Sudan.

<sup>120</sup> <https://economie.gouv.dj/wp-content/uploads/National-Development-Plan-English-version.pdf>

<sup>121</sup> Ten Years Development Plan: A pathway to Prosperity 2021-2030.

[https://www.ircwash.org/sites/default/files/ten\\_year\\_development\\_plan\\_a\\_pathway\\_to\\_prosperity.2021-2030\\_version.pdf](https://www.ircwash.org/sites/default/files/ten_year_development_plan_a_pathway_to_prosperity.2021-2030_version.pdf)

HoA aligns with this objective by working towards increased economic activity among both returnees and communities, as well as by addressing the basic needs of returnees.

The National Development Plan 2020-2024 of **Somalia** recognises outward migration as a key coping mechanism with regard to poverty, and notes returnees as a key vulnerable group in terms of access to services. Supporting returnees to commence farming is mentioned as means of alleviating poverty. The plan addresses the root causes of poverty and aims to alleviate the impacts of poverty experienced by households and individuals. Inclusive economic growth (including increased employment) and improved social development are two of the main pillars of the plan.<sup>122</sup> The activities under the JI-HoA in Somalia linked directly to addressing poverty as driver of migration as well as providing economic opportunities for returnees.

Among other documents, **Sudan's** development is guided by its Twenty-Five-Year National Strategy (2007-2031). The objectives of this plan are to achieve sustainable peace and development and to address economic challenges. In particular, the strategy mentions the objective of addressing the dangers and ramifications of migration; ensuring the return of highly skilled migrants; and facilitating the return of migrants in order to include them into national economic activities.<sup>123</sup> Sudan has also adopted a Poverty Reduction Strategy Paper 2021-2023. In particular, the JI-HoA aligns with two of this strategy's five pillars, namely Pillar 2: Fostering Inclusive and Sustainable Economic Growth, and Pillar 5: Strengthening Governance and Institutional Capacity.<sup>124</sup>

## 5.2. Alignment with other initiatives

Analysis of interviews with IOM staff, stakeholders and desk research reveals that the **IOM put sufficient efforts into mapping the activities of different actors in each country to avoid duplication**. In general, therefore, no duplication was observed between different projects, but rather examples were identified of complementary support initiatives.

### 5.2.1. Initiatives of regional and continental institutions

**The JI-HoA programme is well aligned with the objectives of key regional actors such as IGAD and the African Union, as well as with their frameworks and activities.**

IGAD adopted a Regional Migration Policy Framework that aimed to comprehensively address a variety of issues relating to unsupported migration in the IGAD region. The main goal of this framework was to provide advice and further strategies to support comprehensive migration management, to harmonise policies between countries, and to recommend and support the formulation of good policies in migration. The JI-HoA aligned with the work of IGAD mainly via two pillars:

<sup>122</sup> <https://mop.gov.so/wp-content/uploads/2022/07/Somali-National-Development-Plan-9-2020-2024.pdf>

<sup>123</sup> <https://andp.unescwa.org/sites/default/files/2020-10/The%20Twenty-Five-Year%20National%20Strategy%20%28Vision%202031%29.pdf>

<sup>124</sup> <http://mof.gov.sd/en/announcements/item/229-sudan-poverty-reduction-strategy-paper>

gathering and disseminating quality data on migration, and building the capacity of national governments<sup>125</sup>.

Another important regional framework is the Intergovernmental Authority on Development Regional Consultative Process on Migration (IGAD-RCP). Organisations involved in this joint initiative have worked on policy harmonisation, policy development and capacity building<sup>126</sup>. Also, with support from the JI-HoA, IGAD has developed a child policy and begun discussions on a regional return and reintegration framework<sup>127</sup>.

The JI-HoA was created on the basis of commitments made by European and African leaders, and is built on a partnership between the EU, the **African Union** (AU) and the UN<sup>128</sup>. The JI-HoA mostly corresponds with two of the main pillars of the Migration Policy Framework for Africa and Plan of Action (2018-2030) developed by the AUC, namely: 1) migration governance; and 2) irregular migration (including returns).

### 5.2.2. Initiatives by other (UN) organisations

Many UN agencies work in the Horn of Africa due to the variety and volume of challenges faced by the region. Avoiding duplication and ensuring the efficient use of resources requires alignment and coordination between these different efforts.

**Overall, coordination between the IOM and other institutions has resulted in a lack of duplications, and created opportunities for complementarity.** Interviewees mostly agreed that **duplication is barely possible**, due to the scope of support needed for return migration and to the fact that the JI-HoA programme has a unique integrated approach to return and reintegration processes.

A regional IOM representative explained the process by which potential duplications were avoided between different initiatives in each country:

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*We would map out the developmental activities carried out in a given country by NGOs, other UN agencies, etc., and try to create a link between our returnees and the activities of other actors so that they could be inserted within ongoing activities. We were not just replicating, but also trying to avoid repeating what was already going on.*

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Source: interview with IOM staff representative.

Coordination with UNHCR was most prominent with regard to the provision of cash support to migrants returning from Libya to Somalia. The UNHCR support aimed to cover returnees' immediate needs during the first couple of months, while the IOM support was intended to address their longer-term needs and focused more on opportunities to start small businesses and to integrate economically

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<sup>125</sup> IGAD (2012). IGAD Regional Migration Policy Framework, adopted by the 45th Ordinary Session of the IGAD Council of Ministers.

<sup>126</sup> IOM website, available at <https://www.iom.int/intergovernmental-authority-development-regional-consultative-process-migration-igad-rcp>

<sup>127</sup> Interview with IOM staff.

<sup>128</sup> IOM (2022). Towards Sustainable Reintegration: EU-IOM Joint Initiative for Migrant Protection and Reintegration – Five Years on. Key Achievements, p. 2.

than on satisfying basic needs. As a result of coordination, overlap was therefore avoided and only a few people expressed the view that the cash support provided by the UNHCR was deemed more valuable by returnees in comparison to the in-kind support from the IOM<sup>129</sup>. It should be noted, however, that the IOM also provided cash assistance to those who preferred this modality over in-kind support<sup>130</sup>. It should be noted, however, that IOM also provided cash assistance to those who preferred this modality over in-kind support.

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*One key outcome of [coordination] was that we had UNHCR participants in the regional training. After that, they asked us to facilitate online training [...] with UNHCR staff in the region. [...] It was nice to further explain the integrated approach to reintegration that we have, how we've been working. Hopefully, that will lead to creating closer links with the UNHCR and closer work.*

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Source: interview with IOM staff representative.

In terms of building capacity with regard to the collection and analysis of migration data – and possible overlaps with other programmes in this area – IOM staff explained that the organisations working in the region, such as the GIZ, Statistics Sweden and the IOM, collectively agreed to divide the region into different areas of responsibility<sup>131</sup>. Various documents were found regarding multi-organisational meetings on migration statistics, aimed at aligning initiatives and joining efforts.<sup>132</sup>

In some ongoing programmes, such as Better Migration Management Phase II (BMM) and Strengthening IGAD Migration Policy Implementation (SIMPI), both implemented by IGAD and the GIZ, the goals were perfectly aligned. In both cases, the implementing organisations focused on the same principles as the IOM, such as promoting the human rights-based management of safe, dignified and orderly migration, as well as building the capacity of IGAD member states' governments.

Another EUTF-funded programme whose work aligns with that of the JI-HoA is Collaboration in Cross-Border Areas in the Horn of Africa, implemented by IGAD, the GIZ and UNDP. This programme focuses on promoting stability and social cohesion, as well as supporting governments in policy and decision-making<sup>133</sup>, both of which are important dimensions of the JI-HoA programme.

With regard to country-specific examples, interviews and desk research showed that the programme actively collaborated with various international organisations in all four countries. In Somalia and Djibouti, coordination of the work of various organisations acting in the field of migration is organised through the monthly meetings of the Mixed Migration Task Force (MMTF), to limit any duplication of activities<sup>134</sup>. The JI-HoA, together with the FAO in Sudan, piloted an initiative for returnees working in agriculture, providing them with additional cash support from the FAO<sup>135</sup>. A stakeholder from the FAO explained that the organisation had learned a lot from the IOM, which had supported it in creating

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<sup>129</sup> Interview with IOM staff from Somalia.

<sup>130</sup> Interview with IOM staff from Somalia

<sup>131</sup> Interview with IOM staff.

<sup>132</sup> E.g. IGAD Regional Technical Working Group on Migration Data, Meeting of the EAC regional technical working group on migration statistics.

<sup>133</sup> EU Trust Fund. *Collaboration in Cross-Border Areas in the Horn of Africa*. Brochure, available from [https://ec.europa.eu/trustfundforafrica/sites/default/files/brochure-final-web\\_1.pdf](https://ec.europa.eu/trustfundforafrica/sites/default/files/brochure-final-web_1.pdf)

<sup>134</sup> Interview with IOM staff from Djibouti.

<sup>135</sup> Interview with a stakeholder from Sudan.

opportunities to provide cash support<sup>136</sup>. The IOM team in Somalia and Djibouti also collaborated with the UNDP to ensure complementarity.<sup>137</sup>

In Djibouti, the IOM team collaborated with the UNODC and CIVIPOL, which work on the EU-funded project BMM to support the National Coordination Bureau for Migration. The IOM also collaborated with the GIZ regarding community-based activities<sup>138</sup>. JI-HoA in Djibouti supported a study on street children living in vulnerable situations in the city of Djibouti, led by the Directorate of Statistics and Demographics Studies, in partnership with the Ministry of Women and Family Affairs and Caritas Djibouti. An important outcome of this study was the establishment of a night shelter for street migrants and local children<sup>139</sup>.

In summary, therefore, the JI-HoA was able to build partnerships and create complementarity with other development and aid organisations in the region, while avoiding duplication. This has, to some extent, also positively affected the JI-HoA's cost-effectiveness, which is presented in the chapter on efficiency.

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<sup>136</sup> Interview with a stakeholder from Sudan.

<sup>137</sup> Interview with IOM staff from Somalia.

<sup>138</sup> Interview with a stakeholder from Djibouti.

<sup>139</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa, p. 16; interviews with IOM staff and a stakeholder from Djibouti

## 6. Effectiveness and impact

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This chapter on effectiveness measures the achievements and progress made by the JI-HoA against the indicators and targets laid down in the programme's logframe. Given the long-term nature of the three Specific Outcomes and the overall outcome, the achievement of these can already be considered an impact.



**Overall performance score for effectiveness: 3.8/5.**

This score is based on the clear progress made against the indicators and the achievement of almost all indicators. Few small challenges were found that hindered the programme's implementation.



**Overall score on IOM's achievements: 3.4/5.**

The actual achievement score differs from the performance score due to the influence of external factors. While the IOM performed effectively in relation to the results and outcomes, the actual progress towards them was affected negatively by political instability, conflict, and the COVID-19 pandemic.



**Robustness score for the evidence: 4/5.**

The assessment of effectiveness relied on multiple sources of desk research and quantitative data (IOM and contractors), as well as on a wide range of interviews with IOM staff and stakeholders, and FGDs with beneficiaries. Therefore, a plethora of data was available to triangulate and validate. Not all indicators were equally useful to measure actual effectiveness and progress towards the Specific Objectives. No interviews were carried out with the AU to explore effectiveness towards result area 1.3

### 6.1. Design and achievement of targets for the programme's indicators

The effectiveness of the JI-HoA was measured through its logframe, which included one overarching objective and three Specific Outcomes (each of which is discussed in a dedicated section below). Each SO had its own result areas. Indicators and targets were developed for the overall objective, specific objectives, and result areas. According to the 2019 Mid Term Evaluation of the programme, the implementation of all pillars of the programme was "on good track", and some initial results were already noted (e.g. the programme's effectiveness in reaching its target groups; the provision of AVRR assistance).<sup>140</sup>

The present evaluation has found that the targets for the programme's overall objective have been surpassed, and that its achievements towards the three specific outcomes support the achievement of

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<sup>140</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa.

the overall objective. In other words, **the programme has in general met the targets for the specific objectives and their associated result areas, and at times even surpassed those targets<sup>141</sup>**. The full list of indicators, targets and achievements is included in Annex 2.

Indicators are a key part of a monitoring system. Generally, an indicator is a quantitative or qualitative indication of how close an initiative is to achieving its set goals. The quality of indicators directly links to the effectiveness with which an organisation can measure its progress and achievements. In this regard, in its Better Regulation Guidelines, the European Commission introduced the “RACER” approach to the assessment of indicators, meaning that indicators should be “relevant, acceptable, credible, easy and robust”.<sup>142</sup> To analyse the logframe of the JI-HoA, the evaluation team assessed each indicator against the RACER criteria. The results of this analysis are presented in Annex 4.

- (1) **Relevant**, i.e. closely linked to the objectives to be reached;
- (2) **Accepted** (e.g. by staff, stakeholders). The role and responsibilities for the indicator need to be well defined. For example, if the indicator is the handling time for a grant application and the administrative process is partly controlled by Member States and partly by the EU, then both sides would assume only partial responsibility.
- (3) **Credible** for non-experts, unambiguous and easy to interpret;
- (4) **Easy** to monitor (e.g. at low cost and with acceptable administrative burden);
- (5) **Robust** against manipulation, based on sound theory, and avoids double counting and/or omissions and relies on reasonable assumptions. It should be sensitive to monitor changes (e.g. consider the time-lag between project launch and project completion).

In addition, the Better Regulation guidelines note that changes in the indicator should be attributable to the initiative; and that data should be easily/readily available, and of good quality.

**The JI-HoA has made a visible investment in its M&E framework, resulting in a commendable volume of indicators and data sources**, predominantly via a set of well-designed surveys implemented at set intervals. The M&E framework of the JI-HoA relies on a set of 24 indicators and targets on three levels:

- Result Areas (1, 2 or 3 indicators per result area)
- Specific Objectives (2 or 3 indicators per objective)
- Overall Objective (2 indicators)

Overall, the indicators are *relevant* in relation to the result areas, specific objectives and overall objective that they measure, although the relevance differs along the result-specific objective–overall objective trajectory. There are clear examples of indicators that directly measure their result area (e.g. “number of field studies conducted”, as indicator for the availability of migration-related data and evidence).

In general, most of the indicators proposed for the various result areas are perceived as *robust*. The indicators differ in terms of their methods and the aspects they measure (stakeholder-reported perspectives; number of beneficiaries; number of produced materials, etc.). Where possible, multiple

<sup>141</sup> Except the indicator on satisfaction with reintegration assistance.

<sup>142</sup> EU Better Regulations Toolbox.

sources were used to verify the achievement of targets per indicator. The high level of investment in M&E made by the IOM has led to a diversity of usable data, enabling triangulation across different beneficiary and stakeholder groups.

However, the assessment of the JI-HoA's indicators in the context of the RACER criteria also led to the identification of several key methodological challenges:

- First, while the indicators at result level are mostly relevant to the result they aim to measure, the evaluation noted that **indicators measuring the overall objective seem less directly linked** (e.g. "percentage of stakeholders declaring that they are more engaged in AVR" to measure the IOM's contribution to facilitating orderly, safe, regular and rights-based migration through the facilitation of dignified voluntary return and the implementation of development-focused and sustainable reintegration policies and processes). The overall objective is highly qualitative in nature and, given the numbers of stakeholders involved and policies supported, does not capture the dimensions of quality and process with regard to the overall objective (e.g. is AVR dignified? Are reintegration policies and processes sustainable and development-focused?).
- The IMPACT study conducted by Itad noted that the **Reintegration Sustainability Survey and Reintegration Sustainability Score (explained in subsection 6.4.2.) used as indicator for Specific Objective 3 may be an appropriate tool for measuring reintegration, but is not necessarily as effective in evaluating the impact of the JI**, since nine out of the 30 variables used in this methodology are outside the scope of the JI. Similarly, different thresholds were used to consider whether reintegration was sustainable, as further elaborated on below.<sup>143</sup>
- **Some gaps exist in the robustness of the indicators as it relates to the quality of the data used to measure the indicator.** With regard to the surveys carried out by the IOM, phone-based data collection using manual entry by enumerators did result in inconsistencies in the final datasets: different answer options were used for some questions (Yes; yes; Yeah; Yes sometimes, etc.) which significantly hinders quantitative analysis. The fact that in most cases the survey was carried out by IOM staff also heightens the possibility of receiving biased answers, as beneficiaries may not wish to criticise IOM for fear of limiting their access to future support.
- Furthermore, in relation to Specific Objective 1, the design of policies and procedures relies to a large extent on national governments. However, **of the respondents to the stakeholder survey<sup>144</sup> used to inform the indicator, only 9% are from national or local governments**, which makes it hard to assess to what extent national policy/capacity has been strengthened. Therefore, the quality of survey data needs to be considered with this in mind.

A detailed presentation of the indicators used to monitor and evaluate the JI-HoA is presented in the table in Annex 4.

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<sup>143</sup> Itad (2023, forthcoming). "Spot Analytical Report #2 - Measuring Reintegration". Document commissioned by the IOM under the Joint Initiation in the Horn of Africa.

<sup>144</sup> JI-HoA Interim Narrative Report #4 to the European Union.

## 6.2. Specific Objective 1: partner countries and relevant stakeholders developed or strengthened evidence-based return and reintegration procedures

The first Specific Objective considers whether the development of data and data collection methodologies, combined with training and dialogue, has contributed to the increased availability of data and the strengthened capacity of stakeholders, subsequently resulting in the development of evidence-based return and reintegration procedures.

### 6.2.1. Achievement of outputs and results

#### Data availability

The current evaluation concludes that **significant gaps existed with regard to human migration in and from the Horn of Africa, which the JI-HoA made substantial progress in filling**. The IOM logframe shows that the JI-HoA exceeded the targets set for the “number of field studies, surveys and other research conducted under the programme” (20 instead of 19).<sup>145</sup> The increased availability of migration data (result 1.1.) was achieved mainly through the production and the publication of migration data and research outputs by the Regional Data Hub (RDH), as well as the RDH’s engagement with national statistical offices (NSOs) and key regional stakeholders on migration data, including IGAD.<sup>146</sup>

According to interviews with stakeholders, the Regional Data Hub was instrumental in both generating data and providing training and technical assistance to governments. The first large-scale meetings on data harmonisation, led by the RDH, commenced in 2018. Technical working groups were established to harmonise definitions and concepts, and national capacities were assessed to identify training needs.<sup>147</sup>

The RDH disseminated its research outputs to representatives of governments, academia, UN and international organisations and NGOs through webinars, and contributed to knowledge sharing as well as to the enhanced visibility of the programme.<sup>148</sup> The RDH participated in country-level meetings and consultations to, among other things, present methodologies for conducting migration data mapping, data sharing and related protocols.<sup>149</sup> A survey conducted among 47 JI-HoA stakeholders found that 42 respondents stated that the RDH products informed their programming and policy work.<sup>150</sup>

The JI-HoA also co-funded several country-level consultations organised by IGAD. These consultations brought together focal persons on migration from various ministries in East African countries, with the

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<sup>145</sup> JI-HoA programme monitoring data,

<sup>146</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 7.

<sup>147</sup> Interview with IOM staff; JI-HoA Interim Narrative Reports to the European Union.

<sup>148</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 16.

<sup>149</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 17.

<sup>150</sup> IOM RDH (2021). Stakeholders’ Survey.

aimed of strengthening IGAD member states' capacity to produce and harmonise migration data in the region.<sup>151</sup>

In Djibouti, the Programme's presence along with support from the National Institute for Statistics contributed to the establishment of a working group on various aspects of migration data. According to a stakeholder, the establishment of this group has been a positive improvement to data management.<sup>152</sup> It was also noted that INSTAD, which has a leading role in the working group, increased its capacities through training, new tools for data collection, a new database, and a server. Thus, the involvement of the Programme in Djibouti has also contributed to improved capacities in collecting, storing and analyzing migration data.<sup>153</sup>

Despite these achievements, stakeholders in Djibouti noted that additional steps still need to be taken to improve data-gathering capacities.<sup>154</sup> Similarly, a Sudanese stakeholder noted that "all data needed for policymaking is now available to them, although the capacity to use this data could still be strengthened further".<sup>155</sup>

### Capacity of stakeholders

The IOM logframe shows that the programme exceeded the targeted number of stakeholders "strengthened through capacity building or operational support on reintegration" (665 instead of 434).<sup>156</sup> The IOM logframe and surveys show that in each country, the majority of stakeholders surveyed declared they had increased their knowledge about return and reintegration issues (an average of 97% across the four countries).<sup>157</sup> The JI-HoA also met its target set for the "number of national/regional/local networks and dialogues on migration related issues newly established or functionally enhanced" (namely 29).

<sup>151</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 17.

<sup>152</sup> Interview with a stakeholder from Djibouti

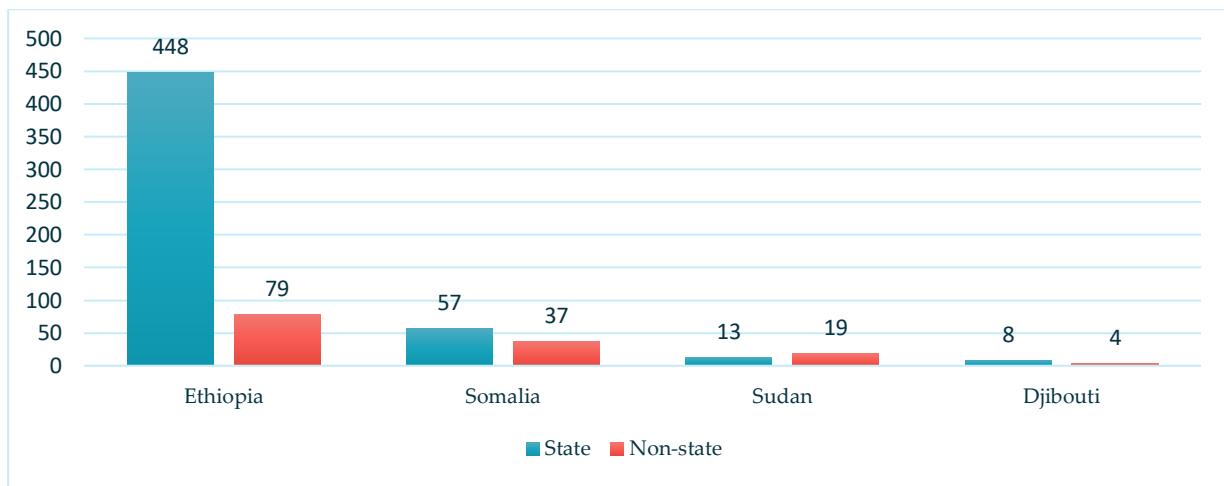
<sup>153</sup> Interviews with stakeholders from Djibouti

<sup>154</sup> Interview with a stakeholder from Djibouti.

<sup>155</sup> Interview with a stakeholder from Sudan.

<sup>156</sup> JI-HoA Logical Framework.

<sup>157</sup> JI-HoA Stakeholder Survey.

**FIGURE 4: NUMBER OF STAKEHOLDERS SUPPORTED BY THE END OF THE JI-HOA**

Source: project monitoring data.

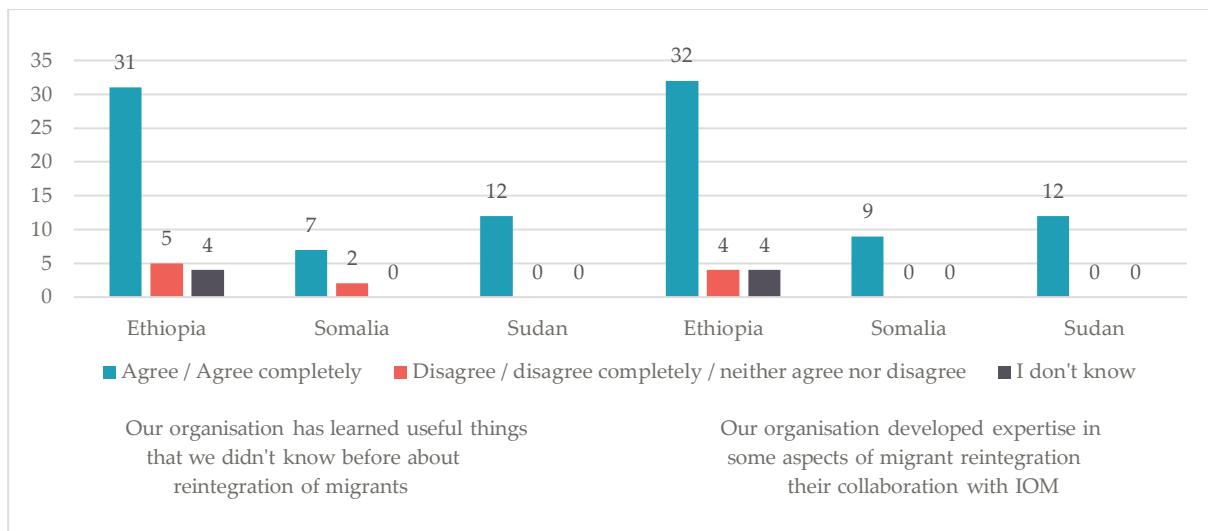
In this regard, the JI-HoA defines “stakeholders” in a broad sense, and includes governmental and non-governmental actors with an interest and stake in supporting and regulating return and reintegration. In all four countries, the JI-HoA organised policy development, training/workshops; human resource support for government positions; assessments; infrastructure; as well as technical and material support for strengthening government and non-state actors’ capacities in terms of migrant protection, migration management, the delivery of reintegration assistance, and M&E (results 1.2. and 1.3).<sup>158</sup> The development of the Standard Operating Procedures for return and reintegration was mentioned by multiple interviewees as an important supporting factor for stakeholders. Specifically, the SOPs provide clear guidelines and instructions for stakeholders on topics relating to migration, return and reintegration management. These guidelines and instructions function as a basis for the development of further documentation, coordination mechanisms and specific actions.<sup>159</sup>

In 2022, 96% of respondents to the stakeholder survey declared that they could see positive results from capacity-building support received, in their own work and/or in the work of their organisation.<sup>160</sup> The 2021 stakeholder survey conducted for the Partnership Analysis noted that most stakeholders reported increased knowledge and expertise.

<sup>158</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 21.

<sup>159</sup> Multiple interviews with IOM staff and stakeholders.

<sup>160</sup> JI-HoA Stakeholder survey.

**FIGURE 5. INCREASED KNOWLEDGE/EXPERTISE REPORTED BY STAKEHOLDERS**

Source: survey conducted by the IOM in 2021, among stakeholders in Ethiopia, Somalia and Sudan. N=61. The results are reported in the Partnership Analysis.

Interviews conducted with stakeholders for this evaluation confirm these data. Various stakeholders indicated that they “learned a lot” as a result of their involvement in workshops, training and other activities carried out by the JI.<sup>161</sup> One Sudanese stakeholder noted that: “the IOM offered me training opportunities at the national and international level, and I am now a ‘trainer of trainers’ on reintegration processes in all dimensions and at all levels (individual, community and structural). I know a lot about this because IOM offered me training in Geneva, handbook training, community-based reintegration training in Ethiopia, and a virtual workshop in Kenya about engaging other stakeholders such as academia, civil society”.<sup>162</sup> A stakeholder from Djibouti noted their satisfaction with capacity building, but noted that more training is needed to better facilitate return processes.<sup>163</sup>

In 2019, the Mid Term Evaluation had already noted signs of progress in stakeholder capacity, but concluded that many stakeholders in Ethiopia and Somalia felt that further capacity building was still needed, particularly in the area of psychosocial support.<sup>164</sup> Since then, the IOM has conducted training in addressing the psychosocial needs of returnees, while those programme partners that received support from the IOM also aimed to increase the availability of psychosocial support.<sup>165</sup> IOM staff in Ethiopia noted, for example, the development of MHPSS manuals in conjunction with the government.<sup>166</sup>

**While stakeholders themselves identify an increase in capacity, this does not necessarily reflect their actual capacity.** For example, the 2021 stakeholder survey noted that 22% of stakeholders perceived that they had larger financial allocations for migration issues in their institutional budget than they did prior

<sup>161</sup> Multiple interviews with stakeholders.

<sup>162</sup> JI-HoA Interview with a stakeholder from Sudan.

<sup>163</sup> Interview with a stakeholder from Djibouti.

<sup>164</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa, p.15.

<sup>165</sup> Interview with IOM staff from Somalia and a stakeholder from Djibouti.

<sup>166</sup> Interview with IOM staff from Ethiopia.

to engaging in the EU-IOM Joint Initiative.<sup>167</sup> Conversely, this demonstrates that in 78% of cases, no additional budget or resources had been allocated (to a large extent, probably due to the COVID-19 pandemic, conflict, etc.). This is a key finding, as capacity alone is not sufficient for governments and stakeholders to continue working on – and improving – return and reintegration policies and processes. The next section, as well as the section on sustainability, demonstrate that without the involvement of the IOM, stakeholders' capacity to work on return and reintegration remains low. Therefore, the capacity may have increased, but this is probably not sufficient for stakeholders to continue this work independently.

The Partnership Analysis report for the JI-HoA notes that the results of partnerships with government counterparts "varied significantly and reflected broader political trends, levels of administrative capacity and structures, and the perception of migration issues as priority matters for executive and legislative action".<sup>168</sup> This was reflected in various interviews, in which IOM staff and stakeholders noted that capacity building and the use of the new capacity developed depends on political priorities, which were affected heavily by COVID-19, new outbreaks of conflict, and economic decline.<sup>169</sup> Thus, national stakeholders clearly appreciated the capacity-building efforts of the IOM, but appear hesitant or unable to complement this with investment from their own resources, coupled with accepting ownership of return and reintegration management.

### Capacity of the African Union Commission

The increased capacity of the AUC was added to the JI-HoA logframe in September 2020, as a result of the Third Addendum to the JI. The main activity undertaken to strengthen the AUC's capacity was the secondment of IOM experts to the AUC. As a result of this secondment, **experts developed or directly supported the development and/or implementation of 10 strategies, policies or plans in line with the target**. In addition, these experts supported a single network/coordinating body, rather than the four bodies originally envisaged.<sup>170</sup>

The EU-IOM Joint Initiative seconded three experts (a senior migrant protection and assistance advisor, a senior labour mobility and human development policy advisor, and a communications officer), who commenced their duties in September 2020. Among other things, these experts contributed to various meetings and consultations, as well as providing inputs into papers, policies and technical advisory groups, as shown in the box below.<sup>171</sup>

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<sup>167</sup> JI-HoA Stakeholder Survey.

<sup>168</sup> IOM RDH. 2022 Partnerships for Migrant Reintegration.

<sup>169</sup> Multiple interviews with IOM staff and stakeholders.

<sup>170</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>171</sup> JI-HoA Interim Narrative Report #4 to the European Union.

The seconded experts provided support to, among, others:

- Draft East African Community Labour Migration Policy
- Labour Migration Situation Analysis Report
- AUC/ILO Joint Multi-Sectorial Pluriannual Action Plan
- Roadmap to operationalize the Special G5 Sahel Initiative on Work, Employment, Social Protection, and Labour Migration
- Inception Report of AU Declaration on the Protection and Promotion of the Rights of Migrants
- Working Paper on the Africa Report on Climate Forced Displacement in Africa
- Strategies for Stranded Migrants in Africa

Source: Interim Narrative Report #4 to the European Union

However, **the evaluation team was unable to conduct interviews with AU staff to independently verify what progress was made.** Therefore, this evaluation cannot conclude as to whether the capacity of AU officials has actually improved.

### **6.2.2. Achievement of Specific Objective 1**

**This evaluation has found various examples of the increased use of data in policymaking, strategies, processes and plans for return and reintegration.** However, various challenges were found that hinder stakeholders from benefitting optimally from increased data and capacity.

According to the IOM's survey of stakeholders, **136 stakeholders reported that data produced had supported evidence-based policies, procedures and programme design.** This exceeds the original target of 42.<sup>172</sup> Some examples exist in which migration data is already being used by legal entities (e.g. the Women and Social Affairs Ministry in Ethiopia has initiated a mandate to work with the national returnee database<sup>173</sup>); however, in most cases, local governments are not yet ready to take on the task of managing national migration data – although initiatives for them to become involved in its coordination processes are visible<sup>174</sup>.

**The number of stakeholders (both state and non-state) involved in return and reintegration assistance also increased** from 25 (baseline in 2017) to 180 by the end of the project in 2022.<sup>175</sup>

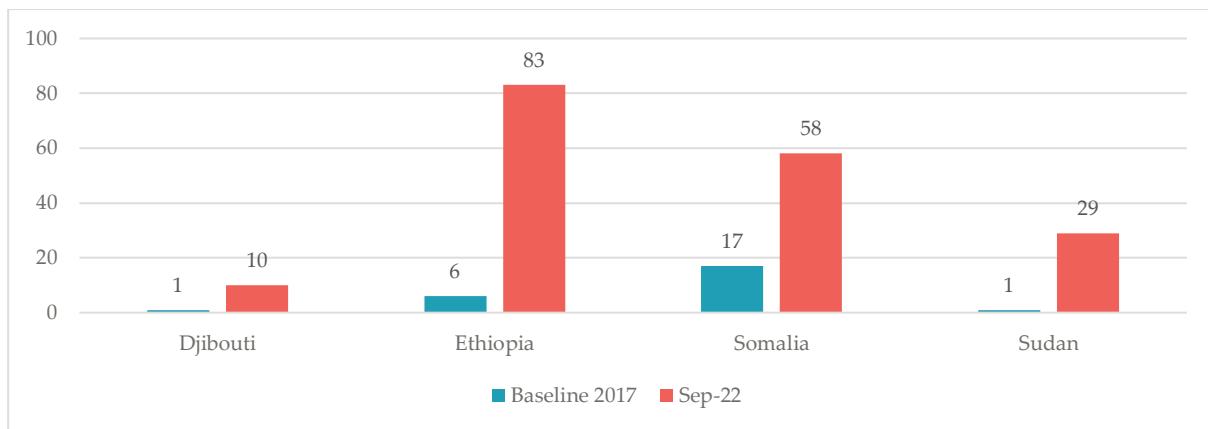
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<sup>172</sup> IOM Stakeholders' Survey (n=266), conducted throughout the JI-HoA implementation

<sup>173</sup> Interview with IOM staff from Ethiopia.

<sup>174</sup> Multiple interviews with IOM staff from Ethiopia; interview with a stakeholder from Djibouti.

<sup>175</sup> JI-HoA Interim Narrative Report #2 and #4 to the European Union.

**FIGURE 6. NUMBER OF ACTORS INVOLVED IN RETURN AND REINTEGRATION ASSISTANCE**

Source: Interim Report 2 and project monitoring data.

In recent years, with support from the JI-HoE, most governments have designed new policies to work on return and reintegration, and several examples were found where policies were already adopted as well. The JI-HoA supported Ethiopia in revising its National Reintegration Directive (65/2018) and the National Migration Policy, as well as validating the related SOPs.<sup>176</sup> The programme also contributed to the development of a National Directive on the National Referral Mechanism for vulnerable migrants in Ethiopia.<sup>177</sup> Steps have also been taken to validate the SOPs for the National Referral Mechanisms in Djibouti and Somalia's nationalisation of the Framework SOPs for AVRR.<sup>178</sup> The Sudanese government has also begun preparatory work on a new migration policy, which is expected to be adopted in the coming years.<sup>179</sup>

The IOM supported **Djibouti** to develop its first *National Strategy on Migration*. The strategy will offer help and promote sustainable livelihoods for migrants impacted by conflict, protracted crisis, climate change and the lack of jobs in the region. Furthermore, the IOM's country plan for Djibouti (2021-2024) will support implementation of the government's initiative and enhance collaboration between key migration stakeholders in the country, including civil society and other UN agencies.<sup>180</sup>

The results of the 2021 IOM stakeholders' survey reveal that 47 of the 61 respondents across the four countries believed that data and information materials produced under the EU-IOM Joint Initiative support evidence-based policies, procedures and programme design.<sup>181</sup> One government stakeholder interviewed for the present evaluation noted that "we were able to use the new data to put in place the national strategy and an action plan, a reference guide to influence policies on migration management

<sup>176</sup> Multiple interviews with IOM staff from Ethiopia.

<sup>177</sup> JI-HoA Interim Narrative Report #3 and #4 to the European Union.

<sup>178</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>179</sup> Interview with a stakeholder from Sudan.

<sup>180</sup> <https://www.iom.int/news/djiboutis-first-national-strategy-migration-targets-challenges-horn-africa>

<sup>181</sup> IOM RDH (2021). Stakeholders' survey.

and the protection of migrants".<sup>182</sup> Furthermore, a regional stakeholder perceived changes in the attitudes of programme countries towards the use of data for reporting.<sup>183</sup>

In Sudan, one stakeholder noted the importance of raising the status of the SSWA from that of a Directorate to an official Commission, as this ensured that return and reintegration became its mandate by law, and therefore also ensured the mandatory allocation of resources to these topics.<sup>184</sup>

However, progress towards the Outcome faced **various challenges that prevented the JI-HoA from ensuring that new data and capacity could be used for policymaking**. For example, the contextual factors presented in Section 2.2 caused a turnover in government staff, which undermines the positive results of training. This is elaborated in the chapter on sustainability. Some stakeholders from Sudan and Somalia noted that a shortage of finances and (qualified) staff prevented the government from actively using its increased capacities for policymaking.<sup>185</sup> The COVID-19 pandemic was also mentioned as a factor preventing the organisation of workshops to design or validate mechanisms.<sup>186</sup>

Lastly, while it is clear that there has been an increase in evidence-based policies, and therefore achievement towards the objective, it should also be noted that the IOM still played an important role in the design and adoption of these policies. Given the high turnover of government officials (which affects the sustainability of capacity building), it is unclear whether current officials have the capacity and resources to continue the process of improving policies based on evidence without the involvement of the JI-HoA.

## **6.3. Specific Objective 2: safe, humane, dignified voluntary return processes are enhanced along main migration routes**

The second Specific Objective focused on enhancing awareness and the availability of support to stranded migrants, which should enhance migrants' access to safe, humane and dignified AVR processes. These activities include a variety of outreach approaches, as well as the provision of individual support based on identified vulnerabilities.

### **6.3.1. Achievement of outputs and results**

#### **Outreach and awareness**

According to IOM's logframe for the JI-HoA, the **IOM conducted five times more awareness-raising activities/events addressing migrants in target countries than expected**. Over the lifetime of the JI-HoA, a total of 498 awareness-raising activities were carried out across the four participating countries, thus exceeding its target of 483 activities. These activities comprised two dimensions (although both of these could be addressed within a single activity):

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<sup>182</sup> Interview with a stakeholder.

<sup>183</sup> Interview with a stakeholder.

<sup>184</sup> Interview with a stakeholder from Sudan.

<sup>185</sup> Interviews with stakeholders from Sudan and Somalia.

<sup>186</sup> JI-HoA Interim Narrative Report #4 to the European Union.

- **Outreach activities** with the aim of informing migrants about the AVR assistance and opportunities available to them.

Regular, small-scale community dialogues organised by MRCs and MRC staff were the most common platform used for outreach.<sup>187</sup> In Sudan, examples of effective outreach include an event on AVR assistance in 2018, attended by 44 migrants, which resulted in the provision of AVR to 63 migrants.<sup>188</sup> FGDs with migrants and returnees highlighted that information provided by the IOM about AVR was mostly obtained through other means (e.g. from other migrants, or by being contacted by the IOM directly).<sup>189</sup> Given that some migrants might be in situations in which they have no access to radios or community events, the provision of information about AVR in countries of origin is of great importance, to ensure that migrants are aware of this support from the IOM before they depart. However, careful design of such activities is needed to avoid such information creating incentives for irregular migration.

However, there appears to have been a lack of a consistent approach (e.g. guidelines) regarding outreach within the JI-HoA. Similarly, the effects/impact of outreach were not monitored separately.

- **Awareness activities** with the aim of informing potential migrants and communities about reintegration, as well as the risks and dangers involved in migration (such as trafficking).

One stakeholder in Djibouti noted that the JI-HoA was effective in providing migration-related information, both in Obock and beyond. "They are consistently briefing the migrants about the possible dangers of migration".<sup>190</sup> IOM Ethiopia organised awareness raising among migrant returnees and host community members about sexual and gender-based violence, as part of the programme's gender mainstreaming effort within the reintegration process.<sup>191</sup> IPs in Ethiopia also organized community conversation events to raise awareness about return, reintegration and irregular migration.<sup>192</sup>

Furthermore, addendum III to the JI-HoA also introduced specific COVID-19 response activities. Besides the provision of personal protective equipment and other related materials, this included, for example, risk communications on COVID-19 and its prevention (including training for journalists on how to report on COVID-19 news); COVID-19 Preparedness and Response workshops and guidelines in MRCs; and COVID-19 preparedness and basic response training for IPs.<sup>193</sup>

Two interviewees from the IOM noted that the programme's outreach and awareness component was the least effective among the five pillars of the JI-HoA<sup>194</sup>, as it implemented on more of an *ad hoc* basis rather than through a harmonised approach.<sup>195</sup> The present evaluation could find no guidelines for awareness raising and outreach that might have ensured a harmonised approach across countries. Furthermore, no information was found in project documents and logframes regarding the precise

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<sup>187</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 34.

<sup>188</sup> JI-HoA Interim Narrative Report #2 to the European Union.

<sup>189</sup> Various FGDs with returnees and migrants.

<sup>190</sup> Interview with a stakeholder from Ethiopia.

<sup>191</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>192</sup> Interview with IOM staff

<sup>193</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 30.

<sup>194</sup> Capacity building; Protection and voluntary return assistance; Reintegration support at individual and community level; Collection and analysis of migration data; and Information and awareness-raising

<sup>195</sup> Interviews with IOM staff.

objectives of awareness raising. In other words, this dimension did not have its own objectives, indicators and impact studies, and was not subject to specific evaluation under the JI-HoA.

### Assistance to stranded migrants

Three indicators were designed to measure achievements with regard to AVR – namely, the number of migrants supported through AVR; the number of migrants supported with direct assistance; and the share of migrants who were satisfied with the support they received. **The JI-HoA supported 9,025 migrants to return voluntarily to their countries of origin (against a target of 8,450), and provided 8,960 migrants in transit with protection and direct assistance (against a target of 8,450).**

Additionally, between 2017 and 2022, **the JI-HoA built, enhanced, rehabilitated or rented a total of 15 MRCs, thereby exceeding its target of 12**. Besides the number of migrants supported, the AVR monitoring survey found that **95% of assisted migrants were satisfied with the travel arrangements made for them** (exceeding the target of 70%), and 99.6% of returnees surveyed felt that travel was well-organised and safe.<sup>196</sup>

Throughout the lifetime of the JI, the IOM enhanced protection for migrants in vulnerable situations by supporting the construction, rehabilitation, and operation of MRCs to provide pre-departure assistance for AVR. Such assistance included registration, medical assistance, counselling, MHPSS referral, the distribution of n-food items (NFIs), travel documents, health insurance, temporary shelter, and food provisions.<sup>197</sup> In Djibouti, for example, the evaluation found that the JI-HoA significantly enhanced support for migrants compared with what had existed before the start of the programme. This had been achieved by expanding the team, strengthening the provision of both physical and mental healthcare, and other crucial support. Here, the JI-HoA also funded a mobile patrol that provided daily humanitarian assistance to migrants in distress who had arrived on the shores of Djibouti and were walking towards Obock.<sup>198</sup> The MRC survey found that out of a total of 785 MRC beneficiaries supported during the project, 68% reported being satisfied overall with the assistance provided to them at the MRCs.<sup>199</sup>

The 2019 Mid Term Evaluation noted that **stakeholders in both Somalia and Sudan were concerned about the long waiting times for AVR (often due to external factors)**, which in some cases led to migrants choosing alternative ways to return. During the present evaluation, a Somalian stakeholder pointed out that voluntary return procedures still tend to take too long, creating difficulties for returnees.<sup>200</sup> However, some factors that can hinder the swift AVR of migrants (e.g. approval by the Ethiopian government, COVID-19 restrictions, conflicts) are beyond the control of the IOM or the JI).<sup>201</sup> In Djibouti, stakeholders noted that return procedures had improved, with voluntary return procedures and the documentation of migrants now being faster, allowing quicker return processes.<sup>202</sup>

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<sup>196</sup> JI-HoA AVR survey.

<sup>197</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 34.

<sup>198</sup> Multiple interviews and Interim Narrative Reports to the European Union.

<sup>199</sup> IOM MRCs Regional Dashboard, May 2022.

<sup>200</sup> Interview with a stakeholder from Somalia.

<sup>201</sup> Interview with IOM staff.

<sup>202</sup> Interviews with stakeholders from Djibouti.

### **6.3.2. Achievement of Specific Objective 2**

According to the majority of stakeholders surveyed, **the JI-HoA reached out effectively to migrants who would otherwise not be in a position to return home** (87%, exceeding the target of 70%). Similarly, **95% of migrants surveyed reported that they have been provided with sufficient and useful information to take an informed decision to return**, which exceeded the target of 70%.<sup>203</sup>

Desk review of project documents, as well as interviews with IOM staff, stakeholders and returnees themselves, confirmed that **the JI-HoA allowed the safe, humane, and dignified return of migrants while taking account their needs and vulnerabilities**. Returnees involved in the focus groups specifically noted that their return “would not have been possible without the IOM”.<sup>204</sup> The development of a regional MRC strategy involving 40 partner organisations has been an important achievement of the JI’s efforts.<sup>205</sup>

Some examples have been found of the involvement of governments in arranging AVR, in terms of direct assistance to MRCs, cancelling exit fees and penalties in host countries, and direct contributions to the cost of return flights.<sup>206</sup> However, as presented above and in the sustainability section, key stakeholders still lack resources and capacity to work on return independently. The implementation of AVR mainly relied on the work of IOM. In addition, the lessons learned meeting with key partners noted persisting gaps in coordination mechanisms and between referral partners for specialised services.<sup>207</sup>

**Therefore, it is unclear whether return processes have actually become safer, more humane and more dignified in general, irrespective of support from the IOM.** Ensuring continued, safe and orderly return pathways for stranded migrants in the future therefore requires the continued involvement of the IOM in this process.

### **6.4. Specific Objective 3: returnees are sustainably integrated in host communities, and host communities are better able to create living standards that address drivers of migration.**

The third Specific Objective area focuses on the reintegration process. It includes numerous activities that focus on support for returnees, community-based projects and monitoring. These activities are expected to contribute to the economic, social, and psychosocial reintegration of returnees, while simultaneously enhancing livelihoods within communities. This Specific Objective also includes the establishment of proper M&E systems to track the needs of returnees, which should lead to the reinforcement of data collection systems. Overall, the results should contribute to sustainable

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<sup>203</sup> JI-HoA Stakeholder survey.

<sup>204</sup> FGD with returnees from Sudan.

<sup>205</sup> IOM (2022). Lessons Learned and Recommendations for Future Programming.

<sup>206</sup> IOM (2022). Lessons Learned and Recommendations for Future Programming.

<sup>207</sup> IOM (2022). Lessons Learned and Recommendations for Future Programming.

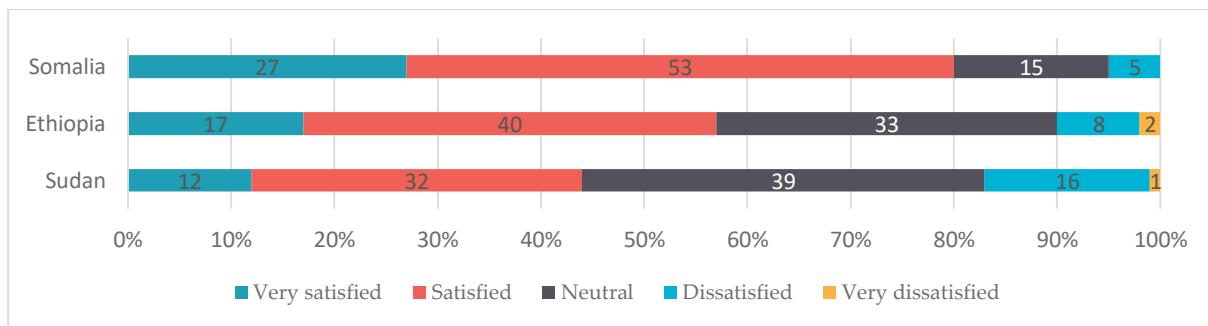
reintegration into communities which are able to create living standards that address drivers of migration.

#### 6.4.1. Achievement of outputs and results

##### Individual and community-based reintegration

By September 2022, the JI-HoA had provided reintegration assistance to a total of 15,161 beneficiaries, compared with the original target of 12,800. While the JI-HoA aimed for 70% of returnees to express satisfaction with the reintegration support they received, it achieved an average satisfaction rate of 55% across the three countries of origin. Although the target was exceeded in Somalia (80%), it was not achieved in Sudan (44%) and Ethiopia (57%).

**FIGURE 7. LEVEL OF SATISFACTION WITH REINTEGRATION SUPPORT**



Source: Reintegration Assistance (RA) Monitoring Survey (n=2,928; 2,591 male, 337 female).

By September 2022, reintegration assistance had been completed for 15,161 returnees in the Horn of Africa<sup>208</sup>. The most common form of support was economic, while social support was the least common. During the FGDs, returnees least often reflected on urgent needs regarding social support (e.g. housing, health insurance, access to education) and most commonly indicated their struggles with regard to economic support (in-kind or cash) and psychosocial support (e.g. counselling).

**TABLE 4. NUMBER OF RETURNEES RECEIVING REINTEGRATION SUPPORT**

Reintegration assistance completed	Number of returnees who received economic support	Number of returnees who received psychosocial support	Number of returnees who received social support
15,161	14,082	8,474	4,110

Source: MiMoSA records.

Economic assistance was provided mostly in form of in-kind assistance, sometimes complemented with cash-based assistance. This support also included entrepreneurship training, help with setting up

<sup>208</sup> Including a few returnees in non-core countries (Eritrea, Djibouti, Kenya, South Sudan and Uganda).

micro-businesses, and vocational skills training. Psychosocial support includes individual and group counselling as well as specialised psychiatric referrals.<sup>209</sup> In terms of social assistance, medical support and social protection related to health were the most common.<sup>210</sup>

The majority of returnees who participated in FGDs for this evaluation were satisfied with the support they had received. Some returnees indicated that the economic support was crucial for them, as they had returned “with nothing”. The support had helped them to start a business or search for employment, and had helped them to create new social networks.<sup>211</sup> The majority of FGD participants in Sudan were satisfied with the medical, psychosocial support and social support they had received.<sup>212</sup>

The focus groups involving returnees demonstrate that the main factors causing dissatisfaction related to the insufficiency of economic support.<sup>213</sup> For example, several Somalian returnees believed that the economic support provided was too little. Similarly, an FGD in Sudan concluded that “the total budget allocated to the income generation projects is not sufficient to start projects/generate income to support a family.”<sup>214</sup> In this regard, the Year 4 Interim Report noted the adverse impact of currency devaluation and the difference between the official and “black market” exchange rates in Sudan in 2021, which brought down the pre-2021 average satisfaction figure of 68%.<sup>215</sup>

It was noted during the validation workshop with the IOM carried out for this evaluation that there may be a difference in understanding between the IOM and the beneficiaries as to the role of this funding. The JI-HoA aimed to provide sufficient economic resources to “start afresh” after returning with nothing. It was not meant to pay off debts or other expenses, or to provide long-term income. While the funding might have been sufficient for returnees to start a business, their use of such funds for other purposes limited the effectiveness of these funds to support economic reintegration.<sup>216</sup>

The assistance was provided either by IOM directly (mostly at the reception stage) or by programme partners. The JI-HoA Partnership Analysis noted that “partnerships were important to operationalise the multi-dimensionality of the integrated approach at an individual level, allowing the JI-HoA programme to complement micro-business assistance with services that addressed social and psychosocial aspects of reintegration.” However, the scope and content of partnerships differed between countries.<sup>217</sup>

In addition, **54 community-based reintegration** projects were initiated. These projects have supported approximately 76,348 community and returnee beneficiaries.<sup>218</sup> The IMPACT Study Spot Analytical Report #1 – Community-based Reintegration Projects (CBRPs) found that the majority of CBRPs were well designed with plausible outcomes, and focused mainly on capacity building and livelihood

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<sup>209</sup> JI-HoA Interim Narrative Reports to the European Union.

<sup>210</sup> IOM. (2022). Lessons Learned and Recommendations for Future Programming.

<sup>211</sup> FGDs with returnees in Somalia.

<sup>212</sup> FGD with returnees in Sudan.

<sup>213</sup> FGDs with returnees in Somalia, Sudan and Djibouti.

<sup>214</sup> FGD with returnees in Somalia and Sudan.

<sup>215</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>216</sup> Validation workshop with IOM RO and CO staff, 23 February 2023.

<sup>217</sup> IOM RDH. 2022 Partnerships for Migrant Reintegration.

<sup>218</sup> Project monitoring data.

support.<sup>219</sup> One Somalian stakeholder noted that the host community was also trained to understand the condition of returnees and migrants, and that returnees and community members were brought together to facilitate interactions and mutual learning.<sup>220</sup>

A stakeholder from Sudan noted that the overall amount of funding allocated to community-based reintegration is small relative to the need to ensure sustainability and avoid remigration.<sup>221</sup> Similarly, a stakeholder from Somalia noted that support for communities and local governments should be increased, to enable them to better support the reintegration process.<sup>222</sup>

### M&E systems

Under the JI, a total of 36 planning, monitoring, learning, data collection and analysis tools were set up, implemented and/or strengthened across the four countries, exceeding the target of 33. In total, 29 institutions were supported in establishing or strengthening data collection, monitoring and/or learning tools, compared with the target of 27.

Throughout its lifetime, the programme has implemented activities to harmonise approaches to monitoring and measuring the impact of return and reintegration assistance, as well as the associated tools for data collection across the three countries of origin. Enumerators in IOM country offices (and universities in Ethiopia) conducted AVR, reintegration assistance and reintegration sustainability surveys, the results of which were collated regionally for analysis. The EU-IOM Joint Initiative also strengthened the collection, analysis and dissemination of data on reintegration through the development of database applications, and the provision of equipment and training to the relevant government institutions.<sup>223</sup>

The Partnership Analysis report found that the IOM had also collaborated with government counterparts on initiatives linked to information management and digitalisation with regard to returning migrants. Eventually, the objective of such efforts would be for governments to increase their involvement in return processes.<sup>224</sup>

Since 2018, the IOM has organised training for its staff on the case management database Migrant Management Operational System Application (**MiMOSA**), which has subsequently increased in its use. Several regional workshops were organised in 2019 to assess the use of MiMOSA so far and to provide additional training on its components. Two MiMOSA Standard Operating Procedure (SOP) documents were developed, on the roles and responsibilities of MiMOSA focal persons and on step-by-step guidance for MiMOSA end users on correct data entry for services provided under the EU-IOM Joint Initiative.<sup>225</sup>

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<sup>219</sup> Itad (2023, forthcoming). "Spot Analytical Report #1 – Community-based Reintegration Projects (CBRPs)". Document commissioned by IOM under the Joint Initiation in the Horn of Africa.

<sup>220</sup> Interview with a stakeholder from Somalia.

<sup>221</sup> Interview with a stakeholder from Sudan.

<sup>222</sup> Interview with a stakeholder from Somalia.

<sup>223</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>224</sup> IOM RDH. 2022 Partnerships for Migrant Reintegration.

<sup>225</sup> JI-HoA Interim Narrative Report #2 and #3 to the European Union.

Annual Reports demonstrate that MiMOSA has been actively used as a verification source with regard to the indicators.<sup>226</sup> From 2021 onwards, reporting was carried out solely on the basis of data stored in MiMOSA for indicators relating to voluntary returns and reintegration support, which significantly reduced the use of paper.<sup>227</sup> The use of MiMOSA has been mostly successful, but certain difficulties have also been encountered. One important initiative that was intended to contribute to this result area was the upgrading of the MiMOSA system. Because the system is managed centrally from the Philippines and from HQ, IOM staff noted challenges and delays in upgrading the system to meet the specific needs of the JI.<sup>228</sup> As a result, in some instances the system could not be used as effectively for the JI-HoA as initially foreseen.

**The unmet targets with regard to support for institutions in Ethiopia** are explained by the IOM as owing to the prolonged process required to ensure ownership by the government entities involved in developing the return and reintegration database in Ethiopia, which is envisaged as being used as a national database.<sup>229</sup> The Partnership Analysis noted that similar initiatives with new software applications in Sudan had been delayed due to political turmoil in the country. Somalia was the only country in which a returnee registration and certification system could be deployed, in collaboration with the Somaliland National Displacement and Refugee Agency (NDRA).<sup>230</sup>

#### **6.4.2. Achievement of Specific Objective 3**

##### **Overall achievement of reintegration**

By September 2022, **more than 99% of returnees who were referred to state and non-state actors had been assisted by those actors**, exceeding the target of 70%. At least 89% of returnees in all countries (with an overall average of 93%) **reported sufficient levels of economic self-sufficiency, social stability and psychosocial well-being** in their community of return (also exceeding the target of 70%).<sup>231</sup>

The JI-HoA IMPACT evaluation study conducted by Itad measured changes in respondents' situations in relation to economic, social, and psychosocial dimensions, compared with persons who did not receive reintegration support from the IOM. The report found that with regard to the **economic dimension** of the Reintegration Sustainability Index (RSI), six out of nine economic variables show a statistically significant positive change from baseline to endpoint for those respondents who received economic support compared with those who did not. In relation to the **social dimension**, none of the 10 variables showed an overall positive change from baseline to endpoint, however in many cases there was still a significant difference between those who received support and those who did not. In the **psychosocial dimension**, seven out of 10 variables showed a positive change from baseline to endpoint for respondents who received support, and eight variables were statistically significantly different from respondents who received no support. However, Itad noted that a key challenge with the RSI is that "in some contexts, the underlying conditions may be so unstable or destitute that even if reintegration

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<sup>226</sup> JI-HoA Interim Narrative Reports to the European Union.

<sup>227</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>228</sup> Interview with IOM staff.

<sup>229</sup> JI-HoA Interim Narrative Report #3 to the European Union.

<sup>230</sup> IOM RDH (2022). Partnerships for Migrant Reintegration.

<sup>231</sup> JI-HoA monitoring data.

support is effective, a large proportion of the RSI indicators may decline for factors beyond the control of IOM".<sup>232</sup>

The extent to which returnees considered themselves effectively reintegrated differs between persons. In a FGD with returnees in Sudan, the majority of participants reported a good level of reintegration into the community.<sup>233</sup> A FGD with returnees in Somalia also found that the majority considered themselves reintegrated.<sup>234</sup> However, some respondents noted that they did not feel reintegrated, mostly due to their mental health (e.g. "I feel that I haven't landed yet. I feel like I am still in Libya").<sup>235</sup>

While the IMPACT study revealed visible changes in the economic situations of beneficiaries, all three countries display a similar trend, with the score for economic reintegration being lowest, and the psychosocial score being the highest.<sup>236</sup> Interviews with stakeholders and FGDs with returnees in the programme countries indicate that a dire economic situation in a country severely hinders returnees' economic reintegration. As mentioned above, many returnees were glad to receive economic assistance, but deemed it too little to become economically reintegrated.<sup>237</sup>

At the same time, **community members** who attended the FGDs noted that CBR projects contributed positively to economic and employment opportunities in the community. **Of the community members surveyed, 88% reported feeling involved in the identification, design and/or implementation of community-based reintegration**, exceeding the 70% target.<sup>238</sup>

In addition to financial and material resources, some community members expressed appreciation for "newly acquired skills in initiating and managing income generation activities".<sup>239</sup> Returnees noted that the CBR projects had helped to improve perceptions of them at community level by providing work opportunities and income to returnees and community members together.<sup>240</sup> An FGD involving community members in Sudan noted that CBR projects enhanced social cohesion in the community, as well as creating more opportunities for employment and support for livelihoods.<sup>241</sup>

A survey administered in 2021 to 477 CBR beneficiaries in Ethiopia, Sudan and Somalia found that 85% of respondents believed that community projects had a positive impact on their community. Various stakeholders pointed out that CBR projects were effective at creating opportunities to support livelihoods and long-term reintegration.<sup>242</sup>

However, linked to the stigmas faced by returnees, participants in an FGD in Somalia noted that the individual support they received supported their reintegration process, but most felt that members from

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<sup>232</sup> Itad (2023, forthcoming) "Consolidated Final Report". Document commissioned by IOM under the Joint Initiative in the Horn of Africa.

<sup>233</sup> FGD with returnees in Sudan

<sup>234</sup> FGD with returnees in Somalia

<sup>235</sup> Respondents in nearly all FGDs in the four countries.

<sup>236</sup> JI-HoA Interim Narrative Report #4 to the European Union

<sup>237</sup> Multiple interviews and FGDs across the three countries

<sup>238</sup> JI-HoA monitoring data.

<sup>239</sup> FGD with community members in Sudan.

<sup>240</sup> FGD with returnees in Sudan.

<sup>241</sup> FGD with community members in Sudan.

<sup>242</sup> Interviews with stakeholders.

the wider community including the business community perceived this individual support negatively (i.e. community members did not always perceive it as fair that returnees received more support simply because they had returned). In some cases, such negative attitudes affected returnees' psychological well-being as well as their business.<sup>243</sup> An FGD involving community members in Sudan confirmed the strong stigma in relation to returnees, but some respondents believed that CBR projects helped them to better reconnect with the community and reduce this stigma.<sup>244</sup> This highlights the importance of CBR projects in parallel to individual support.

The IMPACT study was the first impact evaluation to use the IOM's metric of sustainable reintegration, the Reintegration Sustainability Index (RSI), by which it is possible to calculate an individual reintegration score. For this study, the RSI was adjusted based on literature reviews, which resulted in an enhanced version of the institutional questionnaire called RSS+.<sup>245</sup>

However, the methodology used to assess the sustainability of reintegration is fairly new and is still subject to testing and improvement. Therefore, adjustments in the measuring of reintegration sustainability were made during the IMPACT study, as noted in the box below.

The **Reintegration Sustainability Index**, which was developed under the DFID-funded MEASURE project, is based on a composite index aggregating 30 indicators that capture specific economic, social and psychosocial conditions of returning migrants. The aggregation methodology allows a 'compound' score to be computed, as well as three-dimensional scores (for the economic, social and PSS dimensions, respectively). Both types of scores can range between 0 and 1, with higher values denoting greater sustainability. Below the 0.66 threshold, migrants are deemed to be in need of further assistance, with the most urgent cases reporting a score below 0.33<sup>246</sup>.

Endpoint Reintegration Sustainability Survey (RSS) interviews were conducted with 2,929 returnees between March 2019 and August 2022. The logframe indicator on sustainable integration aimed to reach a minimum of 70% of returnees reporting that they had been sustainably reintegrated (based on their RSS score). However, according to the Annual Reports of the JI-HoA, a threshold of 0.5 was used, rather than the RSI's original threshold of 0.66.

The IMPACT study questioned the validity of this 0.5 threshold, noting that its setting appeared arbitrary and that the way in which the value chosen was "tenuous" when compared with the 0.66 threshold originally recommended in the MEASURE study.

Source: Itad (2023, forthcoming) "Consolidated Final Report". Document commissioned by IOM under the Joint Initiative in the Horn of Africa.

<sup>243</sup> FGD with returnees in Somalia.

<sup>244</sup> FGD with community members in Sudan.

<sup>245</sup> Itad (2023, forthcoming). Consolidated Final Report. Document commissioned by the IOM under the Joint Initiative in the Horn of Africa.

<sup>246</sup> Hall, S. & IOM (2017) Setting standards for an integrated approach to reintegration, commissioned by IOM and funded by DFID, available at [https://www.iom.int/sites/g/files/tmzbdl486/files/2018-07/IOM\\_SAMUEL\\_HALL\\_MEASURE\\_REPORT%202017\\_0.pdf](https://www.iom.int/sites/g/files/tmzbdl486/files/2018-07/IOM_SAMUEL_HALL_MEASURE_REPORT%202017_0.pdf)

The outcome of measuring scores from the RSS against the Reintegration Sustainability Index shows that a large difference exists between the use of the 0.5 threshold and the original score of 0.66. Using the former approach, 92% of respondents recorded a score higher than the 0.5 threshold. Using the 0.66 threshold, only 53% of the respondents would be considered as having attained “sufficient levels of economic self-sufficiency, social stability and psychosocial well-being in their community of return”.<sup>247</sup>

**TABLE 5. AVERAGE REINTEGRATION SUSTAINABILITY SCORE PER PROGRAMME COUNTRY**

ETHIOPIA	SOMALIA	SUDAN
0.68	0.67	0.65

Source: JI-HoA monitoring data.

**Economic self-sufficiency** describes the extent to which returnees possess sufficient economic and livelihood opportunities to continue life in their community of origin. The presence of such opportunities reduces the necessity to migrate again for economic reasons. The Mid Term Evaluation of 2019 pointed out that, during the timeframe analysed by the evaluation, the economic reintegration assistance had focused almost exclusively on business start-ups. The evaluation pointed out also that such a focus might not be sustainable, and that other means of economic reintegration<sup>248</sup> should be promoted<sup>249</sup>.

Monitoring and evaluation visits to Somalia that took place in February 2021 found that 92% of returnees who were assisted with cash-based interventions (CBI) used all of the amount provided for business assets<sup>250</sup>. This support helped some beneficiaries to achieve a sustainable level of economic self-sufficiency. For example, 69% of businesses established by returnees with the support of the Joint Initiative were successfully operational at the time the returnees were surveyed<sup>251</sup>.

The regional lessons learned meeting with partners noted various examples of sustainable economic reintegration. These included employment opportunities created for returnees in businesses established by other returnees; active contributions by governments to link returnees with TVET, skills training, job creation and similar opportunities.<sup>252</sup> Potential migrants in Ethiopia said that the opportunities created for them under the JI's CBR projects had reduced their intention to migrate.<sup>253</sup>

<sup>247</sup> Itad (2023, forthcoming). Consolidated Final Report. Document commissioned by the IOM under the Joint Initiative in the Horn of Africa.

<sup>248</sup> Economic reintegration refers to a situation in which an individual is able to sustain a livelihood and is not in a situation of economic vulnerability. For more information, see Eager, R., Pinney, A., Loevinsohn, M., Sandri, E., Evans-Gutierrez, L., Kindler, B., Williams, R., & Barnett, C. (2020). Methodological Report: IMPACT – Impact Evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa region.

<sup>249</sup> Mid Term Review of the EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa.

<sup>250</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 51.

<sup>251</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 51.

<sup>252</sup> IOM (2022). Lessons Learned and Recommendations for Future Programming.

<sup>253</sup> FGD with community members in Ethiopia.

However, the main challenge to sustainable economic reintegration has been the deteriorating economic and political situation in the programme countries, which hinders economic growth and business opportunities, and which outweighs the support provided to returnees by the IOM.<sup>254</sup> For example, the visits to Somalia in February 2021 mentioned above found that 31% of businesses established by returnees with the support of the Joint Initiative were struggling due to pressures on the business (for example, the cost of rent), or because of a lack of customers or of the skills needed to run the business<sup>255</sup>. The Reintegration Assistance Survey<sup>256</sup> across the three countries of origin found that, among those returnees who requested support to start a business, only 22.4% had an operational business at the time of the survey, and a further 14% had a business that was struggling. The main reasons for struggling or closed businesses were the lack of funds and accumulation of debt, as well as the impact of COVID-19.<sup>257</sup>

During the FGDs in Somalia, returnees reported that the money they received as support had gone quickly, and that they had been able to find a stable source of income or permanent employment<sup>258</sup>. This may be one of the reasons why only some of the assisted returnees managed to achieve a sustainable level of economic self-sufficiency. Still, as noted by returnees during the focus groups in Ethiopia, most of them were not planning to emigrate again as the programme still offered them better economic opportunities than those they faced abroad<sup>259</sup>.

**Sustainable social reintegration** refers to the access of returnees to social policy schemes (e.g. legal assistance, education, medical support, social protection and social assistance) and to housing. The lessons learned meeting carried out for this evaluation noted important successes in terms of children's enrolment in schools, referrals to medical services (and the provision of health insurance) and links being made with community-based structures to support child returnees. In Sudan, the IOM enrolls returnees under the National Health Insurance Fund, through which returnees and their family members can access medical services for 12 months as part of the social reintegration assistance under the EU-IOM Joint Initiative.<sup>260</sup>

In the FGDs, when asked what their most pressing needs were upon return and what support had been most helpful in supporting their reintegration, returnees did not mention social reintegration support. It seems from the FGDs that social reintegration was less of a concern for them.<sup>261</sup> Only in one FGD in Somalia did one returnee feel "well-reintegrated in the area of education", and one noted that "I am a citizen and I have all rights", while another noted that "reintegration is quite slow economically, educationally and socially".<sup>262</sup> As a result, limited information was obtained about the sustainability of returnees' social reintegration.

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<sup>254</sup> IOM (2022). Lessons Learned and Recommendations for Future Programming; multiple interviews and FGDs.

<sup>255</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 51.

<sup>256</sup> Launched approximately 9-12 months after return.

<sup>257</sup> Consolidated Reintegration Assistance survey conducted by the IOM in Sudan, Ethiopia and Somalia.

<sup>258</sup> FGD with returnees in Somalia.

<sup>259</sup> FGDs with returnees in Ethiopia.

<sup>260</sup> JI-HoA Interim Narrative Report #4 to the European Union; multiple interviews.

<sup>261</sup> Multiple FGDs across the region.

<sup>262</sup> FGD with returnees in Somalia.

**Sustainable psychosocial reintegration** includes various aspects such as a sense of belonging in the community and family, experience of discrimination, and the prevalence of psychological challenges (e.g. nightmares, distress).

Among partners in the regional lessons learned meeting, referral partnerships with MHPSS services, peer support groups, group counselling and MHPSS support were mentioned as key factors contributing to sustainable psychosocial reintegration and to psychosocial well-being.<sup>263</sup> It is also important to note that sustainable psychosocial reintegration cannot occur without ensuring psychosocial well-being. The FGDs demonstrated that various returnees did not yet feel reintegrated due to a lack of psychological well-being. Even though they noted that they had access to opportunities in terms of employment or business, some felt that they were “still in Libya” or that they felt “like they just arrived”.<sup>264</sup> In Sudan, some returnees also noted that “Sudanese society is going through lots of changes, and that makes reintegration much more difficult”.<sup>265</sup>

The ability of the programme to contribute to beneficiaries’ long-term psychosocial stability may also have been hindered by the negative attitudes of communities towards returnees. For example, during the focus group discussions, returnees to Hargeisa in Somalia said that the attitudes of community members were sometimes quite negative, as it was perceived that returnees received money “for doing nothing”. One person mentioned that “it is hard to reintegrate when you have returned from a conflict-ridden country in which you have had a lot of difficulties such as being held for ransom, or being imprisoned, but then even your own family won’t welcome you warmly.”<sup>266</sup>

The **choice to remigrate** does not imply that reintegration has been unsuccessful, and migration through legal paths is considered a sign of sustainable reintegration and is encouraged. However, the likelihood that returned migrants will again choose unsafe and illegal migration options may indicate a lack of sustainable reintegration, with dangerous migration journey being perceived as the only option for some individuals to improve their well-being<sup>267</sup>.

The Remigration Study conducted under the JI-HoA found that only a minority of returnees are thinking about migrating again. For example, among those returnees assisted by the Joint Initiative, only 12% in Ethiopia, 24% in Somalia and 28% in Sudan would consider remigrating. However, only some of those returnees would consider migration when the risks are high, and the potential gains are unclear. Willingness to remigrate when the cost and risk is high, meaning using illegal and dangerous paths, is often connected to a lack of economic stability, social stigma, lack of social ties and networks, and limited reintegration<sup>268</sup>.

The findings from the focus groups carried out within the framework of this evaluation reveals similar results concerning the likelihood of remigration. Most returnees said that they did not plan to migrate

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<sup>263</sup> JI-HoA Interim Narrative Report #4 and multiple interviews.

<sup>264</sup> Multiple FGDs with returnees in Somalia.

<sup>265</sup> FGD with returnees in Sudan.

<sup>266</sup> FGD with returnees in Somalia.

<sup>267</sup> Eager, R., Pinney, A., Loevinsohn, M., Sandri, E., Evans-Gutierrez, L., Kindler, B., Williams, R., & Barnett, C. (2020).

Methodological Report: IMPACT – Impact Evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa region.

<sup>268</sup> Tjaden, J., Liebe, U. & Bruscoli, D. (n.d.). Who migrates again? Post-return mobility among assisted returnees in East Africa.

again, or were planning to use only legal channels for migration<sup>269</sup>. Data collected among returnees demonstrates that, while they have experienced social challenges on returning (stigma, negative attitudes), these were not sufficient to create a desire to remigrate or leave the community. Returnees who expressed a desire to remigrate did so because of economic factors.<sup>270</sup>

## 6.5. Assessing vulnerabilities

### 6.5.1. Achievements and challenges in screening migrant vulnerabilities and assessing eligibility for support

The concept and meaning of **vulnerability** have been amply discussed by international organisations active in the areas of migration governance and anti-trafficking, and the IOM itself has published extensive documentation and guidance on the subject. In the terms of the IOM Glossary, it is framed in the following terms: "Within a migration context, vulnerability is the limited capacity to avoid, resist, cope with, or recover from harm. This limited capacity is the result of the unique interaction of individual, household, community and structural characteristics and conditions." In addition, it is noted that "migrants who are unable to effectively enjoy their human rights are at increased risk of violations and abuse and, accordingly, are entitled to call on a duty bearer's heightened duty of care".<sup>271</sup>

In its 2019 Handbook on the subject, the IOM sought to provide conceptual clarity, policy guidance and practical advice. The Handbook is specifically concerned with the provision of protection and assistance to "migrants vulnerable to violence, exploitation and abuse". It sets out a "**migrant vulnerability model**", specifically developed to extend protection and assistance to such migrants, before, during or after migrating; and to guide the development and implementation of "appropriate programmatic and structural interventions" to reduce such vulnerabilities.

The 2019 Mid Term Review of the JI-HoA observes that **the particular needs of vulnerable groups such as unaccompanied migrant children and victims of trafficking are recognised in the programme's documentation and highlighted in its activities**. Studies to better understand the specific needs and vulnerabilities of children and youth have been undertaken within the scope of the project.

As soon as returnees arrive at the airport, they are met by government and IOM representatives who collect their data and register them. Appointments for vulnerability assessments are scheduled for the following day. These determine the type of assistance that the returnees will receive (including, for example, support for their health needs and psychosocial support for sexual abuse). Interviewees from IOM and MRCs reported using a "vulnerability evaluation form" to assess the vulnerabilities of a migrant/returnee, as well as their individual needs. Those returnees considered to be most vulnerable

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<sup>269</sup> Multiple FGDs with returnees in Somalia, Sudan and Ethiopia.

<sup>270</sup> Multiple FGDs with returnees in Sudan and Somalia.

<sup>271</sup> IOM (2019). "Part 1: The determinants of migrant vulnerability", in *IOM Handbook on protection and assistance to migrants vulnerable to violence, exploitation and abuse*. PUB2019/002/R.

are unattended children, the elderly, people with chronic illnesses, victims of trafficking and torture, and those with medical problems.<sup>272</sup>

During large-scale admission of migrants to the MRC in Obock, Djibouti, priority is given to the most vulnerable, such as unaccompanied minors, women, children, and the sick and disabled. Those deemed most vulnerable are the first to receive assistance.<sup>273</sup> Because some returnees do not disclose their vulnerabilities at the outset, a further post-arrival vulnerability assessment is conducted at community level.

Interviews from each of the JI-HOA countries yielded a degree of information concerning the methods by which returned migrants have been screened for vulnerabilities, and how the most vulnerable groups and persons are identified in national contexts. At the same time, little or no statistical information appears to be available concerning the proportion of returned migrants who are identified as “vulnerable”, and who may thereby have been entitled to additional benefits or “top-up support” as a result of such vulnerabilities.

Screening procedures have largely been in place, backed by training and experts in psychosocial assessment and treatment. However, it is difficult to assess the extent to which persons who may have been considered “more vulnerable” have received assistance and benefits that are any different from those provided to other beneficiaries. Unsurprisingly, in the context of a region severely affected by violence and conflict, informants from several countries observed that all returned migrants could be considered vulnerable. In Sudan, for example, informants from the government, private sector and the IOM all considered every returnee to be vulnerable.<sup>274</sup> As one observed, they are all vulnerable because they come with zero assets, and are mostly jobless and homeless. Moreover, whereas all returnees can be considered vulnerable, the degree of vulnerability could be affected by the country to which they had migrated. In several interviews, particular reference was made to conditions in Libya, with the widespread incidence of human rights abuses including human trafficking taking its toll on both the mental and physical health of migrants.

A number of informants from the IOM and MRCs stated that they or their staff were well trained and equipped for vulnerability screening. MRCs were generally said to have sufficient resources to identify the specific vulnerabilities of migrants, and sufficient tools to register and identify them.<sup>275</sup> Many participants in FGDs indicated that most of their needs had been properly assessed and addressed.<sup>276</sup>

However, a number of FGD participants noted that their needs had not been properly assessed. A concern shared by returnees in Somalia was that “the IOM did not consider what was important to me. They focused on what they [the IOM] believed were the needs of the majority of returnees. The IOM’s main concern was to provide financial assistance.”<sup>277</sup> However, other returnees appeared to be highly satisfied with this strong focus on economic support, as this was their most pressing need.<sup>278</sup>

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<sup>272</sup> Multiple interviews with stakeholders and IOM staff.

<sup>273</sup> Interviews with IOM staff from Djibouti.

<sup>274</sup> Interviews with stakeholders and IOM staff from Sudan.

<sup>275</sup> Multiple interviews with IOM staff.

<sup>276</sup> FGDs with returnees in Somalia and Sudan.

<sup>277</sup> FGD with returnees in Somalia.

<sup>278</sup> FGDs with returnees in all countries.

### 6.5.2. Contact and communication with beneficiaries

Throughout the return and reintegration process, contact between returnees and the IOM took place continuously. Such contact took place in two settings: either the IOM tried to follow up with returnees in the context of case management (monitoring their reintegration progress and discussed in this section), or contact occurred in the context of the M&E of the project itself (returnee surveys to collect data against the logframe indicators, as described above). Case management relied to a large extent on the MiMOSA system. However, the case management study commissioned under the JI-HoA concluded that “MiMOSA is not currently an effective case management tool. This is evidenced by some reported difficulties in using MiMOSA and the multitude of other tools and systems being used by the IOM missions for case management purposes.”<sup>279</sup>

The IOM has commissioned a dedicated case management study to analyse the provision of assistance to returnees under the JI-HoA in this regard.

**Case management:** a person-centred process for providing protection and assistance to individuals with complex needs in the medium to long term. Case management involves the coordination of both formal and informal services between a wide range of stakeholders, including national authorities, NGOs, international organisations, family and community members (IOM, forthcoming, adapted from Harris and White (2013)).

In the FGDs held in the programme countries, migrants and returnees generally indicated that they experienced no challenges to establishing **initial contact with the IOM in the host country** to facilitate voluntary return to their countries of origin. Participants indicated that the programme had established both formal and informal channels to facilitate access to IOM offices by migrants, and to facilitate their return to their countries of origin.<sup>280</sup> In fact, some returnees noted that the *IOM* “found them”, as they were in prison in the host country.<sup>281</sup> A respondent from an MRC in Somalia indicated that translators were available to better communicate with migrants.<sup>282</sup>

However, the case management study also noted that many of the beneficiaries involved in the focus group discussions for that study were “frustrated by the lack of information regarding return provided in Libya and wait times for return”. The study also concluded that “continuity of assistance for beneficiaries in the case transfer process is not always achieved. There are challenges in communication pathways and information transfer”.

The case management study found that “beneficiaries were satisfied with modes of communication and frequency of communication with caseworkers’ **post-return** in most instances. With the exception of post-case closure, beneficiaries were satisfied with communication with the caseworkers’ post-return.

<sup>279</sup> Independent Social Performance (2023). Final Report: Study of Case Management Practice in the context of the EU-IOM Joint Initiative for Migrant Protection and Reintegration. It should be noted, however, that in addition to the four countries of the Horn of Africa, this study considered five additional countries in the region that were covered by other JI projects.

<sup>280</sup> FGDs with returnees in Sudan and Somalia.

<sup>281</sup> FGD with returnees in Somalia.

<sup>282</sup> Interview with IOM staff in Somalia.

The hotlines were appreciated and worked effectively for communication".<sup>283</sup> Upon their return, various returnees mentioned that the IOM was waiting for them at the airport and that they felt welcomed by its staff. They also reported that the IOM followed up with them a few days after their arrival, mostly via phone.<sup>284</sup> The FGDs with returnees demonstrated a consensus of satisfaction with the monitoring and follow-up support continuously provided by the IOM after arrival. Importantly, most returnees felt that they were treated with dignity and respect by IOM staff.<sup>285</sup> The case management study similarly noted that "beneficiaries reported that they felt listened to and supported by their caseworkers".<sup>286</sup>

The case management study found that returnees most often used the IOM hotline or WhatsApp (in Sudan) to remain in contact with case workers. There was no set frequency of contact in all missions, as contact was made by caseworkers as necessary. Beneficiaries could also reach out to the caseworker if needed. The table below demonstrates the most common modes of communication between case workers and migrants/returnees in JI-HoA countries.<sup>287</sup>

**TABLE 6. MAIN MODES OF COMMUNICATION BETWEEN MIGRANTS/RETURNNEES AND CASE WORKERS, PRE-AND POST-RETURN**

DJIBOUTI	ETHIOPIA	SOMALIA	SUDAN
In-person meetings at the MRC until departure towards the IOM post-return mission	Hotline, in-person meetings at the office	Phone calls to the IOM hotline	Group chat with beneficiaries (WhatsApp), hotline, and in-person visits

Source: Independent Social Performance (2023). Final Report: Study of Case Management Practice in the context of the EU-IOM Joint Initiative for Migrant Protection and Reintegration.

Likewise, the FGDs with beneficiaries, interviews with stakeholders and programme documentation reviewed for the current evaluation all suggest that the IOM has put in place a number of measures to remain in contact with beneficiaries, and that these were (to a large extent) effective and perceived by returnees as being satisfactory. Participants in the FGDs with returnees in Sudan and Somalia unanimously confirmed that the IOM remained in constant contact with them, and was easy to reach.<sup>288</sup>

Some IOM staff noted **difficulties in maintaining contact** with beneficiaries in certain cases. Returnees sometimes provided numbers that are invalid (or changed numbers without notice), lacked connectivity

<sup>283</sup> Independent Social Performance (2023). Final Report: Study of Case Management Practice in the context of the EU-IOM Joint Initiative for Migrant Protection and Reintegration. It should be noted that in addition to the four countries of the HoA, this study also considered five additional countries in the region, covered by other JI projects.

<sup>284</sup> Multiple FGDs with returnees in Somalia, Sudan, Ethiopia and Djibouti.

<sup>285</sup> FGDs with returnees in Somalia and Sudan.

<sup>286</sup> Independent Social Performance (2023). Final Report: Study of Case Management Practice in the context of the EU-IOM Joint Initiative for Migrant Protection and Reintegration.

<sup>287</sup> Independent Social Performance (2023). Final Report: Study of Case Management Practice in the context of the EU-IOM Joint Initiative for Migrant Protection and Reintegration.

<sup>288</sup> Multiple FGDs with returnees in Sudan, Somalia, and Djibouti.

or money to top up the phone provided by the IOM, or were are unable to charge it.<sup>289</sup> The case management study also noted that “a common challenge faced by caseworkers is the ability to reach beneficiaries who: live in remote locations where phone connection is unreliable, are mobile and constantly on the move and thus hard to track down and have changed their mobile numbers or no longer have a mobile phone”.<sup>290</sup> The IOM tried to overcome these barriers, e.g. by providing returnees with SIM cards and phones upon arrival, and trying to reach out through the networks of other returnees. This was to some extent effective, but some returnees still remained unreachable.<sup>291</sup>

## 6.6. Functioning of the integrated approach

This section discusses whether the integrated approach (in all of its dimensions) functioned holistically in the Horn of Africa through the JI-HoA, and whether this approach provided clear benefits for beneficiaries compared with other possible approaches focusing only on one of its dimensions.

Based on the combined information gathered from desk research, interviews and the FGDs, as well as the assessment of the results achieved by the programme, **this evaluation concludes that the integrated approach itself is of great importance to sustainable reintegration**. However, factors external to the JI-HoA hindered the integrated approach from being implemented effectively at all levels.

In particular, stakeholders noted that by **combining individual reintegration support with CBR projects**, the programme aimed to create better cohesion within communities and to enable communities to support the reintegration process. The results of the programme indeed demonstrate that improvements in livelihoods and the capacity of communities to support reintegration contribute directly to individual reintegration. For example, CBR projects were effective in combatting stigmas and negative attitudes towards returnees, which in turn increased returnees’ sense of belonging (psychosocial well-being). In addition, CBR projects affected drivers of migration (e.g. unemployment), which influence individuals’ migration decisions.

Interviews and focus groups conducted for this evaluation also noted that **economic, social, and psychosocial reintegration** are interlinked, and that a gap in one dimension can influence the others. For example, returnees who lacked a social network and positive relationships with the community (the psychosocial dimension) noted that this impacted the success of their business (the economic dimension). Numerous returnees also reported traumas based on their migration experiences. Therefore, the evaluation confirms that the programme’s focus on reintegration at those three levels together contributes to sustainable reintegration.

**At a structural level**, governments (local, regional and national) are expected to enhance overall understanding of returnees’ needs and to ensure the access of returnees to various services (e.g. by establishing and improving referral systems), as well as to design and implement policies to facilitate return and reintegration processes. While the JI-HoA has certainly contributed to the introduction or strengthening of new policies, and enhanced the capacity of government officials, external factors such

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<sup>289</sup> Multiple interviews with IOM staff.

<sup>290</sup> Independent Social Performance (2023). Final Report: Study of Case Management Practice in the context of the EU-IOM Joint Initiative for Migrant Protection and Reintegration.

<sup>291</sup> Interviews with IOM staff.

as conflicts, the COVID-19 pandemic, competing government priorities and political instability have prevented this component of the integrated approach from functioning to its fullest extent. Turnover in government (i.e. the removal of persons trained under the JI-HoA, and their replacement by non-trained persons), as well as changes in government priorities, have meant that the role of the government in the integrated approach has not been fully optimised.

Another important factor influencing the structural level is the general availability of services and existing coordination structures. While the JI-HoA has contributed to the formation of new partnerships and managed to establish certain forms of referral, some countries face a general lack of available services. For example, the referral to, and provision of, psychosocial support in Djibouti is seriously hindered by the limited availability of psychiatrists in the country in general. The JI-HoA's MHPSS research report noted that in Ethiopia and Sudan, coordination among service providers is very weak, mainly due to a lack of services, capacities and resources for the population overall (especially with regard to mental health).<sup>292</sup> Therefore, the JI-HoA's effectiveness in strengthening the structural component is hindered by weaknesses in service provision, which are linked to the countries' overall poor socio-economic and developmental status.

The present evaluation therefore shows that **the integrated approach could, in principle, have functioned well in supporting sustainable reintegration**, and that various successes were noted at local level. However, **external factors at the structural level (e.g. political instability, government turnover, the COVID-19 pandemic, and other factors listed in Section 2.2.) hindered the JI-HoA from fully realising its integrated approach.**

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<sup>292</sup> Kan, M. (2022). EU-IOM Joint Initiative on the Horn of Africa Mental Health and Psychosocial Support (MHPSS) Research Report

## 7. Efficiency

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The chapter on efficiency assesses to what extent resources were sufficient for the programme to achieve the objectives envisaged, and also whether those resources were used in an economical and optimal way to ensure that resource inputs are converted into the best possible results.

**Overall performance score for efficiency: 4.3/5.**



The evaluation found that resources were mostly sufficient to achieve the objectives and various examples were found of cost-effective resource management. The limited functioning of national referral systems prevented the JI-HoA from being even more efficient.

**Robustness score for the evidence: 3.5/5.**



The efficiency criterion relied on desk research, interviews with IOM and stakeholders, and on surveys carried out by IOM among beneficiaries and stakeholders. While this provided sufficient data for triangulation and validation, the team lacked detailed budget and staff breakdowns to conduct additional analysis.

### 7.1. Did the programme receive sufficient resources to achieve its objectives?

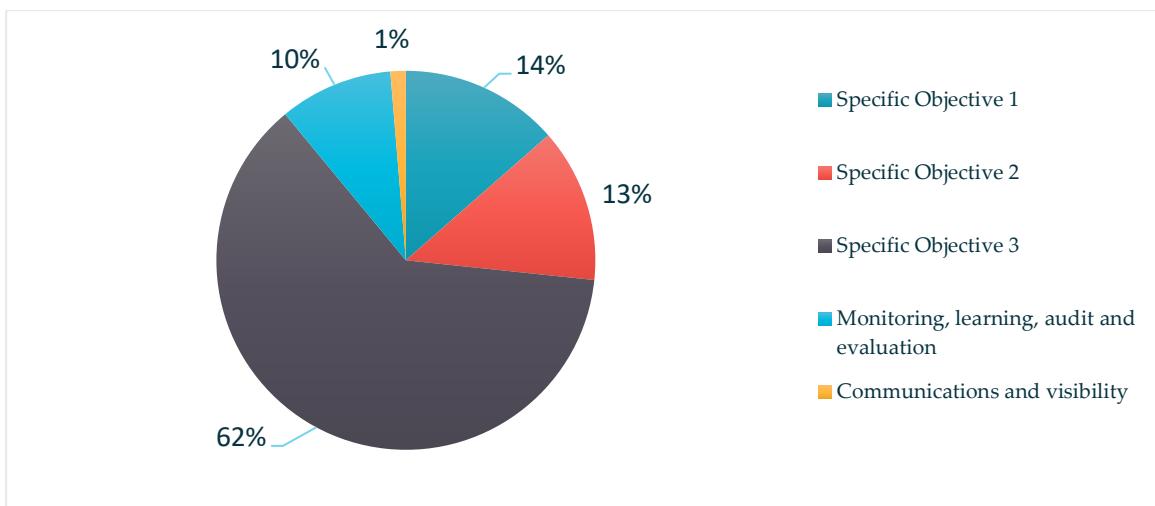
#### 7.1.1. To what extent were financial resources sufficient to meet the programme's objectives?

This evaluation has found that the financial resources were adequate to meet the programme's objectives in terms of achieving the project outcomes and results. With the given budget, the JI-HoA could ensure the safe and dignified return of migrants, contribute to reintegration assistance (with minor reservations expressed by some implementing partners), and increase the capacity of key stakeholders. In comparison to other initiatives present in the region at the time of implementation, the per capita allocated budget of the JI-HoA can be considered high.

The overall objective of the programme was "to facilitate orderly, safe, regular and rights-based migration through the facilitation of dignified voluntary return and the implementation of development-focused and sustainable reintegration policies and processes". According to the Action Fiche published in July 2021, the indicative budget (by then including the top-up amount) would focus the majority of the financial resources on reintegration (economic, social and psychosocial), including community-based reintegration and building partnerships to support reintegration assistance (SO 3). A total of EUR 38 million EUR – around 62% of the indicative budget – was allocated to this activity. The other two Specific Objectives comprised around 13-14% of the budget each (EUR 8.25 and 8 million,

respectively), and additional activities, such as M&E and communication, comprised around 10% and 1%, respectively.<sup>293</sup> The distribution of the budget is represented in Figure 7 below.

**FIGURE 8. BUDGET ALLOCATED BY OBJECTIVES OR ADDITIONAL ACTIVITY AREAS (IN EUR)**



Source: Action Fiche for the implementation of the Horn of Africa Window T05-EUTF-HoA-REG-25.

Overall, JI-HoA staff who were asked about financial resources perceived that the programme had sufficient resources to achieve its objectives. Given that most countries in the Horn of Africa are among the poorest in the world, the available resources were substantial enough to have an impact in theory (per capita GDP varies between USD 441 and USD 925 in these countries, with the exception of Djibouti<sup>294</sup>). Aside from extreme geopolitical and economic situations that affected the value of financial support in some cases, the resources given to beneficiaries were generally sufficient to help them economically. For instance, successful projects could meaningfully contribute to the beneficiaries' resources in Ethiopia, where the available data show that one project generated a monthly income of over ETB 10,000<sup>295</sup>, which is significantly higher than what entry-level service workers or entrepreneurs would make in the economy (e.g. in 2021, the ILO found that young people in the service sector received salaries of between ETB 400 and ETB 1,200).<sup>296</sup>

Using the budget allocated to reintegration assistance, the JI-HoA programme managed to support as many returnees as had been planned in its targets.<sup>297</sup> Implementing partners (IPs) for reintegration received a budget for carrying out services according to an agreement.<sup>298</sup> Most IPs said the given budget

<sup>293</sup> Action Fiche for the implementation of the Horn of Africa Window T05-EUTF-HoA-REG-25, 2., accessible: [https://ec.europa.eu/trustfundforafrica/sites/default/files/t05-eutf-hoa-reg-25\\_return\\_and\\_reintegration\\_facility\\_incl\\_3\\_riders.do\\_.pdf](https://ec.europa.eu/trustfundforafrica/sites/default/files/t05-eutf-hoa-reg-25_return_and_reintegration_facility_incl_3_riders.do_.pdf)

<sup>294</sup> Since the population of Djibouti is very low, this measure is skewed in the country.

<sup>295</sup> FGDs with returnees from Ethiopia.

<sup>296</sup> ILO (2021). Rapid integrated labour market assessment in Tigray regional state.

<sup>297</sup> EU ETF for Africa (2022): Five Years After Launch, EU-IOM Joint Initiative Partners Reflect on Achievements, Lessons for Future, link: [https://ec.europa.eu/trustfundforafrica/all-news-and-stories/five-years-after-launch-eu-iom-joint-initiative-partners-reflect-achievements\\_en](https://ec.europa.eu/trustfundforafrica/all-news-and-stories/five-years-after-launch-eu-iom-joint-initiative-partners-reflect-achievements_en), Action Fiche for the implementation of the Horn of Africa Window T05-EUTF-HoA-REG-25, 2.

<sup>298</sup> Interview with IOM staff.

for their activities was sufficient to meet their goals. Some funded referral actors who had contributed to tailor-made reintegration assistance were also satisfied. The only issue was that already mentioned above, concerning delays that sometimes occurred in payment transfers (57% of IP survey respondents said they experienced delays).<sup>299</sup>

The budget of around EUR 8 million allocated to supporting dignified voluntary return also proved to be sufficient. Both the number of returnees who were helped by the programme and their levels of satisfaction with the support they received were in line with the programme's objectives. There is no indication that the few problems connected with voluntary return (that is, the relatively long time between application and return) could have been resolved by a bigger budget (the decrease in the efficiency of return services is addressed below in subsection 7.2.3.).

Even though its financial resources were sufficient, the programme encountered challenges in the provisioning of reintegration support, assistance and support activities. IOM staff noted that the actual number of returnees (regular and irregular) vastly exceeds the number that the JI-HoA could support under the allocated budget. Therefore, the JI-HoA had to prioritise its support.<sup>300</sup> Furthermore, many implementing partners in Sudan (and some MRC operators) felt the budget was not enough to deliver all services, or that the programming had funding gaps.<sup>301</sup> One IP said it had to use its own funds to execute the programme in Sudan, because the initial budget allocated had lost its value.<sup>302</sup> Notably, the JI-HoA tried to adapt to the inflationary situation, which was especially severe in Sudan (there, the already high inflation rate of 51% in 2019 jumped to 382% in 2021, an estimated increase of 749%). The in-cash assistance was multiplied in the local currency, resulting in an increase of 785%, and the modality of service provision was also updated to allow the more efficient use of resources.<sup>303</sup> The COVID-19 pandemic also affected the value of reintegration support: access to work decreased, unemployment increased, and some businesses had to close, all of which increased returnees' reliance on financial relief.<sup>304</sup> According to the analysis carried out for this evaluation, prompt and cash-based aid was particularly suitable for mitigating the impacts of the crisis.<sup>305</sup> Livelihoods were again threatened by the war in Ukraine in 2022, as the whole continent of Africa is heavily reliant on the import of food crops and oil from Ukraine and Russia.

Specific Objective 1, which received 13.5% of the indicative budget (EUR 8.25 million), included all activities related to developing, improving and disseminating research on migration, as well as capacity-building activities. Most targets under this objective were met, and most staff believed that the allocated budget was sufficient to achieve results in this area. Nonetheless, many capacity-building resources were spent without achieving gains due to government turnover. Training and the building of connections had begun again when posts, personnel or even whole ministries were changed (this issue will be further addressed in subsection 7.2.3.).

Lastly, according to the design of the programme, the budget should have been enough to cause changes at three societal levels: individual, community, and structural level. However, some employees stressed

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<sup>299</sup> IOM RDH (2022). Partnerships for Migrant Reintegration.

<sup>300</sup> Interview with IOM staff.

<sup>301</sup> Multiple interviews with stakeholders and IOM staff

<sup>302</sup> Interview with a stakeholder from Sudan.

<sup>303</sup> JI-HoA Interim Narrative Report #4 to the European Union and COVID-19 Natural Experiment Report.

<sup>304</sup> COVID-19 Natural Experiment Report, p. 75.

<sup>305</sup> COVID-19 Natural Experiment Report, p. 75.

that the budget did not sufficiently target the structural aspect, and that financial resources were inadequate to achieve changes at this level (e.g. to establish an effective national referral system – an issue that will be addressed in subsection 7.2.4.). However, due to the lack of service providers in Horn of Africa countries at the time of implementation, it appears that achieving meaningful structural changes would have required almost unlimited resources. In addition, the main objective of the project was to support governments in establishing these functions. Therefore, it is advised that in future projects in the Horn of Africa, budget allocation should address the fact that both capacity-building and structural activities will be quite resource-intensive. Nevertheless, supplying more funding to create financially independent institutions and services is not the sole responsibility of the JI-HoA, or of the follow-up programme. Based on the material evaluated, it is apparent that a coordinated development plan for the region is needed, including multiple international actors.

### **7.1.2. To what extent was the “top-up” funding system efficient for planning and budgeting?**

Overall, the top-up system was necessary to finance services and achieve the objectives of the JI. With the help of top-ups, the JI-HoA succeeded in scaling up the programme and developing psychosocial support, community projects and training. Because the project lacked a proper inception phase due to the urgency caused by the crisis in Libya,<sup>306</sup> the top-up system was also necessary to widen the scope of the JI-HoA over time.

The flexibility of the top-up system was appreciated by some IOM staff. This system was able to adapt to changing circumstances. For instance, the JI-HoA’s COVID-19 pandemic response was financed through a third addendum to the budget.<sup>307</sup> Stakeholders also mentioned that the system allowed changes to the programme’s implementation and the shifting of resources,<sup>308</sup> both of which were needed.

**On the other hand, the top-up budgeting system created uncertainties regarding the implementation budget, which hindered planning and budgeting.** In interviews, some JI-HoA staff deemed the system not to be efficient because participants were unable to plan human and financial resource allocation well, or even the scope of projects. Multiple interviewees found the system confusing or complicated.<sup>309</sup> Specifically, issues with internal monitoring, setting targets for projects, and structuring staff (long-term hiring) were mentioned.<sup>310</sup> One programme officer also added that the top-up amount was not administered quickly by the donor, and the IOM had to wait months to receive the funds.<sup>311</sup> Thus, based on interviews, it can be concluded that although the top-up system was necessary, it created inefficiencies in programme management.

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<sup>306</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa.

<sup>307</sup> Facility on Sustainable and Dignified Return and Reintegration in Support of the Khartoum Process (part of the EU-IOM Joint Initiative for Migrant Protection and Reintegration). Annex I: Description of the Action.

<sup>308</sup> Multiple interviews with stakeholders.

<sup>309</sup> Multiple interviews with stakeholders and IOM staff.

<sup>310</sup> Interviews with IOM staff.

<sup>311</sup> Interview with IOM staff.

### 7.1.3. To what extent were human resources sufficient to meet the programme's objectives?

Based on the material evaluated, **human resources were mostly sufficient to meet the programme's objectives**. The Mid Term Review of the programme stated that there were staff shortages in the JI, and that staff in MRCs were not always distributed efficiently.<sup>312</sup> The present evaluation has found that improvements were made in subsequent years to ensure the greater availability to the programme of more qualified staff. Only a few limitations were mentioned in interviews; however, the JI-HoA continued to be affected by its initial staff shortages, e.g. the rather slow (or reactive) start of M&E activities.

Overall, IOM staff had a positive view of the quality and quantity of human resources provided by the JI<sup>313</sup>. One programme manager in the regional office recognised that over the course of the programme's implementation, staff had increasingly taken responsibility for managing work in the country offices,<sup>314</sup> and that the existing staff were engaged and working efficiently.<sup>315</sup> Programme managers in Somalia expressed the view that staffing was comprehensive.<sup>316</sup>

Most staff at MRCs believed that the human resources provided were sufficient to meet their objectives<sup>317</sup>. Some among them also expressed the view that employees were qualified to manage the tasks they were given; for instance, they were trained in mental health and psychosocial support (MHPSS) in order to provide protection services to returnees and migrants.<sup>318</sup> A project manager said that human resources had been reinforced in Obock, Djibouti, particularly in terms of MHPSS-trained staff.<sup>319</sup>

**Challenges in relation to HR** are attributable to instability in the political and security situation of the region, as well as a growing demand for assistance in some MRCs. Turnover among the JI-HoA staff was high. Programme managers stated that some staff experienced burn-out during their work in Somalia.<sup>320</sup> At the same time, a programme manager in the country said that the rest and recuperation cycles of four weeks were also not efficient, because the period was too short, and the staff usually worked during their relaxation time without equipment.<sup>321</sup> Some problems were also encountered with the security situation and the onboarding of new staff. In Somalia, new employees, who were frequently unskilled, were recruited in areas to which the IOM staff could not go and were therefore unable to monitor them; thus, communication between officers and staff on the ground was lost.<sup>322</sup> This changed, however, when national officers were recruited.<sup>323</sup>

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<sup>312</sup> Mid-Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa

<sup>313</sup> Interviews with IOM staff.

<sup>314</sup> Interview with IOM staff.

<sup>315</sup> Interview with IOM staff.

<sup>316</sup> Interview with IOM staff from Somalia.

<sup>317</sup> Interviews with MRC staff.

<sup>318</sup> Interviews with MRC staff.

<sup>319</sup> Interview with IOM staff from Djibouti.

<sup>320</sup> Interviews with IOM staff

<sup>321</sup> Interview with IOM staff from Somalia.

<sup>322</sup> Interview with IOM staff from Somalia.

<sup>323</sup> Interview with IOM staff from Somalia.

In Djibouti, while human resources were strengthened, one MRC representative still requested more staff<sup>324</sup> as the existing were struggling to perform services – a problem that had already been made visible by the Mid Term Review.<sup>325</sup>

#### **7.1.4. To what extent were the programme activities implemented according to the initial timeline?**

**Although there were delays in some activities, almost all final results were met by the end of the programme's implementation period.** It should be noted that the initial timeline was amended several times in the course of budget expansion.

According to Action Fiche documents from the EUTFA, the project implementation period was extended twice. In both cases, the extensions were accompanied by a budget increase. From the original period of three years (36 months), the EUTF made a one-year extension (to a total of 48 months) during 2018. The justification for this decision was that gaps in data and knowledge persisted, including with regard to data on migration flows and socio-economic data, which needed to be resolved during the programme's implementation.<sup>326</sup> This extension was accompanied by a EUR 18 million increase in the budget (mostly to increase the caseload). In 2021, another extension was issued with the same justification, and the project implementation timeline was increased to five years and 10 months (making a total of 66.5 months)<sup>327</sup>. This extension was also accompanied by an increase in the budget of nearly EUR 16 million.

As reported in Section 6.1., the results of the Specific Outcomes (as well as their related activities) were achieved with a few exceptions. It can therefore be concluded that overall programme implementation was in accordance with the updated timeline.

However, **some challenges were encountered during implementation that caused the postponement of certain planned activities without significantly affecting the final results.** Most importantly, the initial timeline did not factor in the time needed to elicit the involvement and investment of governments in JI-HoA services such as referrals, data collection and post-arrival support.<sup>328</sup> The adaptation of the Standard Operating Procedures (SOPs) took more time, and the implementation of cooperative services was delayed, as discussed below. During the programme's implementation, multiple capacity-building workshops were also postponed and cancelled due to the COVID-19 pandemic, which also affected SOP adaptation processes. As mentioned previously, these changes mostly did not affect the overall outcome of the programme, but gave less time for the JI-HoA to contribute to a stable and sustainable national referral system. Although some workshops in connection with national referral mechanisms (NRMs) in Somalia and Djibouti were adjourned due to COVID-19 measures,<sup>329</sup> by the end of the programme there was clear progression towards establishing these systems. Since then, Djibouti has inaugurated the office of the National Coordination Mechanism on

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<sup>324</sup> Interview with IOM staff.

<sup>325</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa.

<sup>326</sup> Action Fiche for the implementation of the Horn of Africa Window: T05-EUTF-HoA-REG-25, 2018.

<sup>327</sup> Action Fiche for the implementation of the Horn of Africa Window: T05-EUTF-HoA-REG-25, 2021.

<sup>328</sup> JI-HoA Interim Narrative Report #1 to the European Union.

<sup>329</sup> IOM (2021). Djibouti Inaugurates National Coordination Mechanism on Migration with IOM support, available at <https://eastandhornofafrica.iom.int/news/djibouti-inaugurates-national-coordination-mechanism-migration-iom-support>

Migration,<sup>330</sup> and the JI-HoA has supported the establishment of a national referral mechanism for vulnerable migrants in the country.

Similarly, reintegration activities began later than expected because the labour market assessment reports were also delayed, as noted in the Mid Term Review.<sup>331</sup> However, reintegration activities then increased significantly in 2019, and all results were therefore met. It should be noted, however, that although the number of partners and activities were achieved, according to the Partnership Report there were interruptions in service provision, with some partners experiencing delays in funding, as mentioned above.<sup>332</sup> Activity reports from Ethiopia also describe delays in service provision due to partners not receiving funds on time.<sup>333</sup>

Community-based reintegration projects, as noted in the Mid Term Review, were also delayed.<sup>334</sup> By March 2021, out of a total of 42 projects, 19 were completed, 14 were ongoing and nine were in the preparatory phase.<sup>335</sup> However, the JI-HoA was not contractually obliged to deliver a specific number of such projects by the programme's end. This did not therefore influence the results, and by the end of the programme, a total of 54 projects had been completed.

Beyond financial problems, and the lack of the inception planning, security issues were the major – and most important – reason for delays in the Horn of Africa. Security risks remained high across the entire region throughout the period of the JI-HoA programme, and showed a deteriorating trend. Civil unrest in Sudan, the internal conflict in Somalia, and the conflict in northern Ethiopia caused services to be temporarily suspended in these respective locations, or caused issues in onboarding new staff or properly monitoring them<sup>336</sup>.

## 7.2. Cost-effectiveness and efficiency of the programme

### 7.2.1. How well were the resources (funds, expertise and time) converted into results?

As will be demonstrated in the next subsection, the JI-HoA operated in a cost-effective manner; in other words, **it made good use of resources to achieve its results**. In addition, its operations and activities were able to rely on the integrated design of the programme, which increased the efficiency of implementation and contributed to the overall cost-effectiveness of individual services. The lack of an inception phase, which caused problems in managing budgets and staffing, as mentioned above (detailed under subsection 7.1.2. on top-ups) was the only internal factor causing the inefficient use of resources.

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<sup>330</sup> IOM (2021). Djibouti Inaugurates National Coordination Mechanism on Migration with IOM support, available at <https://eastandhornofafrica.iom.int/news/djibouti-inaugurates-national-coordination-mechanism-migration-iom-support>

<sup>331</sup> IOM RDH (2022). Partnerships for Migrant Reintegration.

<sup>332</sup> IOM RDH. (2022). Partnerships for Migrant Reintegration.

<sup>333</sup> Multiple FGDs with returnees and stakeholders in Ethiopia.

<sup>334</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa.

<sup>335</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>336</sup> JI-HoA Interim Narrative Report #1 and #4 to the European Union.

**Good use of resources was facilitated by the programme design; the “integrated approach to reintegration” allowed synergies to be created between pillars and increased the programme’s efficiency.** A few examples noted by the IOM corroborate this finding. One interviewee believed that putting community-based reintegration goals together with the structural goal to engage local state bodies was ideal.<sup>337</sup> For example, multiple state agencies were involved in community-based reintegration projects on infrastructure and climate change adaptation<sup>338</sup> – issues of crucial importance to the wider community. Another interviewee said that in Obock, Djibouti, the JI-HoA made use of the time migrants spent waiting for return to engage them in local community projects.<sup>339</sup> Putting both community and individual goals together in the programme design allowed the creation of projects that had both the community and the individual as beneficiaries.

#### *Increased efficiency through partnerships and capacity building*

Capacity-building activities and reintegration activities were core functions of two separate pillars of the JI that worked well together to increase overall efficiency. Through a significant growth in the number of local IPs and engaged stakeholders (such as state organisations), reintegration assistance services increased and reached many people even during challenging situations. Between March 2020 and 2021, in the midst of the pandemic and multiple crisis situations in the region, the JI-HoA reached 3,693 people, around 700 more than in the previous year.<sup>340</sup> This suggests that partnerships in reintegration made the JI’s activities in this pillar more robust. It is also possible that due to the local knowledge and local institutional presence of these actors,<sup>341</sup> the efficiency of services increased, even though the JI-HoA had to fund most of these activities. (The positive and negative aspects of partnerships are further detailed below.) The positive effects of partnerships could also be long-term, as most partners noted that the programme allowed lasting connections to be created between actors in the field of migrant reintegration.<sup>342</sup> This suggests that the JI has reduced barriers to future cooperations.

Training and knowledge-sharing activities with key stakeholders also contributed to improving the efficiency of reintegration and return. Although the implementing partners were usually satisfied with the human resources available, a lack of trained personnel was sometimes mentioned as a challenge to successfully managing activities.<sup>343</sup> Most partners did not believe that they possessed better specialised knowledge about migrant reintegration services than the IOM,<sup>344</sup> and felt that training sessions provided new know-how on implementing activities. For instance, an interviewee from the Obock MRC believed that by training their staff, the centre could help twice as many people.<sup>345</sup> The JI-HoA also trained health workers in Djibouti to manage the COVID-19 pandemic, which government officials believed achieved a positive impact.<sup>346</sup> Building crisis management skills can reduce inefficiencies that would occur from the suspension of activities.

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<sup>337</sup> Interview with IOM staff.

<sup>338</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>339</sup> Interview with IOM staff from Djibouti.

<sup>340</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>341</sup> IOM RDH (2022) Partnerships for Migrant Reintegration.

<sup>342</sup> IOM RDH (2022). Partnerships for Migrant Reintegration.

<sup>343</sup> Interviews with Stakeholders

<sup>344</sup> IOM RDH. (2022) Partnerships for Migrant Reintegration.

<sup>345</sup> Interview with IOM staff from Djibouti.

<sup>346</sup> Multiple interviews.

Lastly, ToT ('training of trainer') activities in all countries increased the overall efficiency of capacity-building itself. One example from Sudan shows how a trained government official managed to share his know-how to partner institutions.<sup>347</sup> Such initiatives contributed to the sustainability of the JI-HoA.

Overall, the many pillars of the programme allowed for distinct activities that reinforced each other, and therefore increased the efficiency of services and optimised resources to deliver results.

### **7.2.2. Could the programme have been implemented in a more cost-effective manner? If so, how?**

Based on the materials evaluated and self-assessment by JI-HoA employees, **the programme was cost-effective overall, and also increased the efficiency of some services despite challenges in terms of resource management**. Because insufficient resources were provided to precisely estimate the distribution of the budget and staff, the conclusions that follow rest on estimations.

#### *Improved efficiency of some activities*

Some assistance activities for beneficiaries became more efficient during the course of the programme's implementation. According to surveys, return arrangements became better organised, and it became easier to get in touch with the IOM to apply for return procedures (values from the Return Assistance Survey are presented in Table 5 below). These findings were also supported in Djibouti, where one interviewee said that cooperation between the Ethiopian embassy and the JI-HoA had managed to significantly shorten the time taken to start AVR services to one month.<sup>348</sup> Correspondingly, the focus group discussion in Djibouti revealed that participants were usually contacted for assistance during their first week after arrival, except for one case in which the waiting period was two weeks (due to the pandemic).<sup>349</sup>

The time taken from return to receiving reintegration assistance also decreased. In later years, fewer people had to wait seven months or more (values from the Reintegration Assistance Survey, presented in Table 5 below). In Sudan, Mobile Money ("MoMo") in-kind services were introduced with the help of MTN to reduce waiting times for micro-business assistance,<sup>350</sup> and were successful in achieving this goal.<sup>351</sup> Over the years, the waiting time to receive Mobile Money (in cash) from MTN was reduced according to the surveys, as seen below.

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<sup>347</sup> Interview with a stakeholder from Sudan.

<sup>348</sup> Interview with IOM staff from Djibouti.

<sup>349</sup> FGD in Djibouti.

<sup>350</sup> COVID-19 Natural Experiment.

<sup>351</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa.

**TABLE 7. INCREASED EFFICIENCY OF JI-HOA ACTIVITIES**

	2018	2019	2020	2021	2022
<b>It was <u>easy to get in touch</u> with an IOM office/my return counsellor to apply for voluntary return<sup>352</sup></b>	N/A	85%	88%	92%	96%
<b>I feel like my return was <u>not well-organised</u><sup>353</sup></b>	N/A	57%	31%	9%	2%
<b>It took <u>7 or more months</u> from the moment I returned until I received the reintegration assistance<sup>354</sup></b>	28%	49%	30%	11%	N/A <sup>355</sup>
<b>I had to wait <u>less than an hour</u> at the cash out point of the MTN office<sup>356</sup></b>	N/A	N/A	59%	69%	68%

*Decreased efficiency of some activities*

Decreasing efficiency also occurred in certain core functions of the JI. For example, waiting times for a response to a return application fluctuated during implementation, as shown in the table below. These delays in services may have been due to the COVID-19 pandemic as well as the instable security situation (e.g. the conflict in northern Ethiopia, which broke out in 2020). The situation in Somalia posed a security challenge, and the state did not always cooperate with international organisations.<sup>357</sup> Civil unrest in Sudan has also made this state unstable since 2019, and waiting times to return to the country showed a clear increasing trend until 2021.

**TABLE 8. HOW LONG DID IT TAKE BETWEEN YOUR APPLICATION AND YOUR RETURN, IN WEEKS?<sup>358</sup>**

COUNTRY OF ORIGIN	2019	2020	2021	2022
Ethiopia	15.4	24.5	17.6	N/A <sup>359</sup>
Somalia	2.7	N/A <sup>360</sup>	N/A <sup>361</sup>	6.6
Sudan	15.6	19.5	36.5	21

<sup>352</sup> Institutional M&E Survey. Assisted Voluntary Return Survey.<sup>353</sup> Institutional M&E Survey. Assisted Voluntary Return Survey.<sup>354</sup> Institutional M&E Survey. Reintegration Assistance Survey.<sup>355</sup> Number of respondents is so low that the data are not reliable (n=7).<sup>356</sup> Institutional M&E Survey. Post-distribution Survey.<sup>357</sup> JI-HoA Interim Narrative Report #1 to the European Union.<sup>358</sup> Institutional M&E Survey. Assisted Voluntary Return Survey.<sup>359</sup> No value is available for that year.<sup>360</sup> The number of observations was too low to be reliable (n = 8).<sup>361</sup> No value is available for that year.

In Bosaso and Hargeisa, Somalia, migrants in MRCs expected Assisted Voluntary Return services to be delivered faster than they were, according to satisfaction surveys conducted in 2020.<sup>362</sup> Thus, the IOM recommended that the centres aim to reduce these times. Note, however, that Bosaso and Hargeisa were the busiest MRCs in the region, registering 2,627 and 1,693 migrants in 2021, respectively.<sup>363</sup> In some cases, AVR was put on hold due to conflicts (e.g. in Ethiopia) for quite some time and subsequently the process related to identification and issuance of travel document also took longer.<sup>364</sup>

#### *Examples of cost reduction*

The programme aimed to reduce its costs mostly by relying on other service providers (as further detailed in subsection 7.2.4. on referrals). Beyond this, the following examples were mentioned in relation to reducing costs:

- The Regional Data Hub was established as part of the JI-HoA, but the JI-HoA only funds 50% of its staff. The remaining staff are funded through other sources. However, the JI-HoA still benefits from all of the results of the RDH<sup>365</sup>.
- Cooperation on data and statistics has meant that JI-HoA staff shared country responsibilities with other organisations such as the GIZ and Statistics Sweden, among whom the latter was responsible for technical assistance to Sudan (although the country is a JI-HoA country).
- Some IOM staff members were funded through different projects, ensuring the effective use of resources across its project portfolio in the region.
- MRCs were frequently funded by multiple donors beyond the EUTFA.
- Support to IGAD is provided through a combination of different programmes and resources.
- In some reintegration activities in Ethiopia, beneficiaries were requested to share the costs of business projects.
- (Local) authorities sometimes provided resources to CBRs and other programme activities, such as land, staff, and equipment.

Examples of how the JI-HoA could have saved more costs were also mentioned by interviewees, but upon reflection, some staff said that these suggestions also suffered from significant weaknesses. For instance, changing the transportation mode used for returning from airplanes to trains could have reduced the cost of travel, an issue already mentioned in the Mid-term Review.<sup>366</sup> Staff mentioned that land transport was used in some cases. However, given that routes covered by the programme were geographically widespread and located in an unsafe region, in most cases this would have required additional security measures and trained personnel. These, in turn, would have increased costs. Furthermore, transportation by train would have taken longer and border reception capacity might be lower and without appropriate services for vulnerable returnees in remote locations. Therefore, it is not

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<sup>362</sup> Migration Response Center (MRC) Beneficiary Satisfaction Review Results, MRC Bosaso (Puntland); Migration Response Center (MRC) Beneficiary Satisfaction Review Results, MRC Hargesia (Somaliland)

<sup>363</sup> IOM RDH (2021). Migration Response Centres (MRCs) Annual Overview 2021.

<sup>364</sup> Interview with IOM staff.

<sup>365</sup> All JI-funded activities were duly acknowledged, and donor visibility was added.

<sup>366</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa.

certain that vulnerable groups could have been transported by train: e.g., children or people with health conditions could not take part in long journeys.

It was also indicated that increasing community-based reintegration could have saved costs, because these activities could substitute for individual reintegration in some cases. Both an increase in community-based projects and greater reliance on national referral systems<sup>367</sup> would have decreased money spent on individual reintegration. However, as noted by staff, whether or not community-based projects increase the efficiency of individual services depends on the territorial dispersion of cases. In the JI, this dispersion was high; as a result, it is not certain that any community projects would necessarily have increased their efficiency. This suggestion should be highlighted nevertheless, because if dispersion is concentrated, community-based projects would be able to support individual reintegration.

Lastly, it was suggested that in the future, a global coordinator role should be introduced for both regions (Sahel and Lake Chad, and the Horn of Africa), which could reduce the need for regional-level staff.<sup>368</sup>

#### *Lessons learned in relation to cost-effectiveness*

Overall, interviewees concluded that **the JI-HoA operated in a cost-effective manner, and that there was little room to further reduce costs**. In general, interviewees were unable to identify an area in which the JI-HoA could have been more cost-effective. This has important implications for the follow-up programme. Even achieving an increased reliance on national referral systems will probably require more resources from donors, rather than fewer. In the view of some interviewees, this is because the resources allocated to the structural goals of the programme were already low.<sup>369</sup> Most of IOM's partners agreed that their capacities were supported by the JI-HoA; however, some expected broader assistance for their operations instead of support only being connected to the activity delivered.<sup>370</sup>

Although partnerships could in theory have increased the cost-efficiency of the programme, this was only achieved in a few cases due to the low resources in the region. In the future, to achieve more with the same budget (or smaller), programmes will need to rely more on partnerships and the national referral systems, which also means that capacity-building and structural activities need to be increased.

#### **7.2.3. To what extent did the programme make efficiency gains by relying on existing services?**

Based on the material evaluated, it can be concluded that **although the JI-HoA was effective in forming partnerships with service providers, additional measures are needed to ensure the stability and financial independence of these actors in order to increase the efficiency gains created**. To decrease costs, partners were expected to complement JI-HoA services without any support, or to take over

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<sup>367</sup> Interview with IOM staff.

<sup>368</sup> Interview with IOM staff.

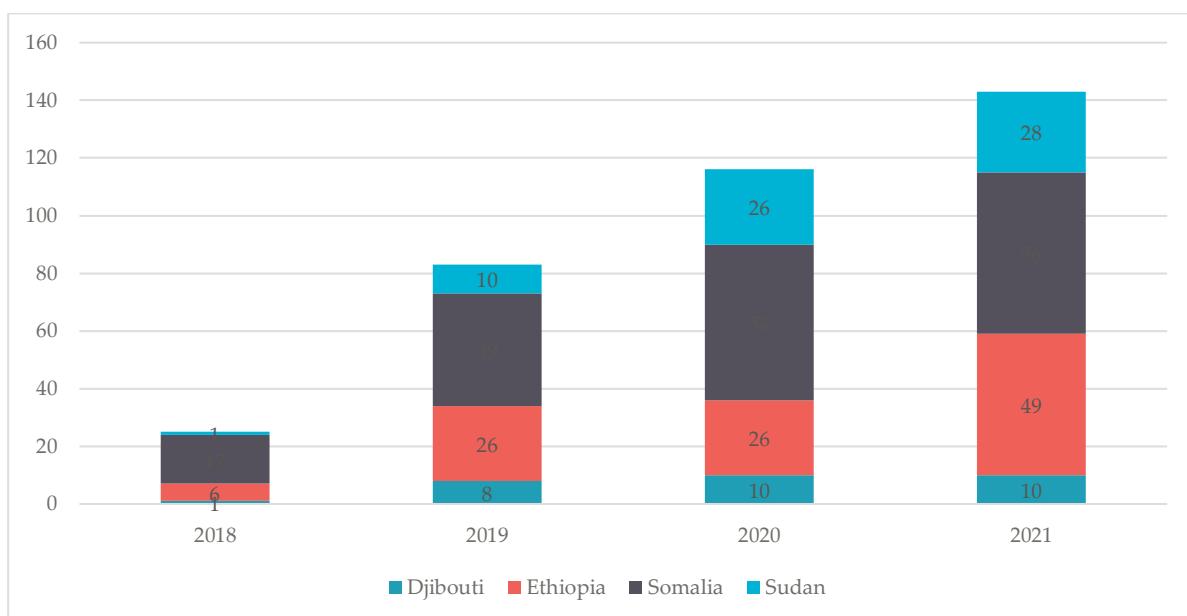
<sup>369</sup> Multiple interviews with IOM staff and stakeholders.

<sup>370</sup> IOM RDH (2022). Partnerships for Migrant Reintegration.

activities and become self-sustaining. However, in practice, the majority of services were dependent on the programme.

The Mid Term Review of the programme in 2019 concluded that “creating close partnerships with stakeholders and building local ownership has been a challenge”<sup>371</sup>. Since then, the JI-HoA has formed many new partnerships (the majority of them in 2019 and 2020), and by the end of the programme, targets in this respect had been surpassed (143 new partnerships were created during the programme’s run). Among these, around 39% of partners were not connected to the JI-HoA through funding agreements.<sup>372</sup> Based on the annual reports alone, it is not possible to distinguish clearly between funded and non-funded services, but at least one-third of partnerships were with service providers not (entirely) financed by the JI.

**FIGURE 9. PARTNERSHIPS FORMED UNDER THE JI-HoA BY MARCH 2021**



Source: JI-HoA Interim Narrative Report #4 to the European Union EU-IOM Initiative for Migrant Protection and Reintegration in the Horn of Africa.

Multiple success stories of effective partnerships were mentioned during interviews, including an initiative in Obock, Djibouti, for an agriculture livelihood activity project not financed by the JI-HoA.<sup>373</sup> In Ethiopia, various non-funded activities included youth training financed by the MasterCard Foundation through a local private sector partner known as First Consult.<sup>374</sup> A job fair was held in Somalia to attract private sector actors who could provide opportunities to returnees, to which the government contributed.<sup>375</sup> Regional coordinators also felt that many synergies had been created since

<sup>371</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa.

<sup>372</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>373</sup> Interview with IOM staff from Djibouti.

<sup>374</sup> Interview with IOM staff from Ethiopia.

<sup>375</sup> Interview with IOM staff from Somalia.

the programme started.<sup>376</sup> Private sector actors who were involved mentioned that they had a good relationship with the IOM, or that their relationship became stronger over time.<sup>377</sup> Multiple implementing partners assessed the JI's brokering activities as being effective, especially in Somalia.<sup>378</sup> – although one programme manager in the country mentioned that building partnerships with well-established NGOs was not easy at the beginning.<sup>379</sup>

To operate and manage MRCs in Somalia and Ethiopia, the JI-HoA relied on partnerships with local government authorities.<sup>380</sup> In Sudan and Djibouti, IOM fully managed MRCs, but MRC staff still mentioned that government and other actors contributed to their operations.<sup>381</sup> One member of regional staff mentioned that the management and handover of certain operations in MRCs had achieved great efficiency gains.<sup>382</sup>

It also seems that regional cooperation in the area may be able to provide more partnerships in the future. The EU-IOM Joint Initiative's contribution to initiatives such as the regional Migrant Response Plan (MRP) in the Horn of Africa, the Regional Child Protection Network and the Mixed Migration Working Group deliver further opportunities to attract donors and create new partnerships.

**Scarce resources, unstable states and government turnover and a lack of service providers in certain regions made full reliance on partnerships impossible.** Overall, most partners did not have enough independent resources in the region,<sup>383</sup> and the IOM needed to heavily invest into capacity building with most IPs.<sup>384</sup> Also, due to changes in governments, many partnerships could not last. Multiple sources mentioned high government turnover as a factor that hindered results.<sup>385</sup> For instance, amid great political turbulence, changes were made to personnel at the Secretariat of Sudanese Working Abroad in Sudan (SSWA, a government office),<sup>386</sup> which meant that trained and allied actors were no longer in place.

Overall, while positive assessments have been made of existing partnerships, regional IOM staff and partners also expressed a less enthusiastic perspective. They believed that more should be done by both the IOM and its partners, as well as other stakeholders, to contribute to strong partnerships,<sup>387</sup> – in particular, to reinforce the financial independence of partners.<sup>388</sup>

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<sup>376</sup> Interview with IOM staff.

<sup>377</sup> Multiple interviews with stakeholders.

<sup>378</sup> Multiple interviews with stakeholders.

<sup>379</sup> Interview with IOM staff from Somalia.

<sup>380</sup> IOM MRC. Migration Response Centres: East and Horn of Africa & Yemen, Profile.

<sup>381</sup> Interview with IOM staff from Sudan.

<sup>382</sup> Interview with IOM staff.

<sup>383</sup> Multiple interviews with stakeholders.

<sup>384</sup> Interview with a stakeholder from Ethiopia.

<sup>385</sup> Interviews with IOM staff.

<sup>386</sup> JI-HoA Interim Narrative Report #1 to the European Union.

<sup>387</sup> Multiple interviews with stakeholders.

<sup>388</sup> Interview with IOM staff.

### **7.2.4. To what extent did the national referral mechanisms function effectively enough to support the JI-HoA?**

**Efforts to establish national referral systems/mechanisms took place in all countries, but they have not yet become fully effective and sustainable.** This is mainly due to the lack of independent capacity in the region. The effective functioning of referral systems would have enabled the IOM to hand over more services to state organisations and to strengthen national stakeholders' capacity to provide different types of return and reintegration support.

Ethiopia began preparations to establish an NRM in 2018 by organising a workshop to increase understanding about the prospective policy. The JI-HoA also carried out training for the government during the following year<sup>389</sup>. A draft version of an NRM in Djibouti was presented in 2018. As mentioned above, some consultation meetings were postponed, but by the end of the project implementation period, the mechanism had been established. Based on the material evaluated, the status of negotiations to establish NRMs in Sudan and Somalia is unclear.

At the end of the JI-HoA, Ethiopia was well on track in engaging key stakeholders to create an effective reintegration assistance mechanism<sup>390</sup>. The country had the biggest number of actors supported by the JL, among which 448 were from the state. Its referral connections comprised partners for education, reintegration services and legal services,<sup>391</sup> and also included general services.<sup>392</sup> In an interview with IOM staff working in Ethiopia, it was noted that approximately 13 of the 40 partners were non-funded.<sup>393</sup> Among the participating countries, cooperation and capacity building were also most effective in Ethiopia, as the state took ownership of the programme.<sup>394</sup> For instance, Ethiopian government financed the return movements of 1,363 migrants in 2019, and contributed to the cost of returning 142 migrants in 2020.<sup>395</sup>

In Somalia, referral mechanisms supported the JI-HoA by providing psychosocial and medical care. Multiple government officials and a local NGO believed that referrals were well planned and effective.<sup>396</sup> In fact, MRC data shows that in Hargeisa, beneficiaries were referred to other services in 26% of cases (usually to hospitals). For instance, a good referral relationship existed with the Ethiopian Community Centre (ECC) in Somaliland to provide temporary shelter.<sup>397</sup> Multiple international organisations were also in partnership with the JI-HoA in Somalia, including the Danish Refugee Council, UNICEF and UNIDO. The MRC in Mogadishu was constructed using partial funding from REINTEG FLASH, another EU-funded project that also funded a workshop for Somalia, the Return and Readmission Task Force.<sup>398</sup>

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<sup>389</sup> JI-HoA Interim Narrative Report #3 to the European Union.

<sup>390</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>391</sup> IOM MRC. Migration Response Centres: East and Horn of Africa & Yemen, Profile.

<sup>392</sup> IOM RDH (2022) Partnerships for Migrant Reintegration.

<sup>393</sup> Interview with IOM staff.

<sup>394</sup> Multiple interviews with IOM staff and stakeholders.

<sup>395</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>396</sup> Interview with a stakeholder from Somalia.

<sup>397</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>398</sup> JI-HoA Interim Narrative Report #4 to the European Union.

In Sudan and Djibouti, significantly fewer stakeholders were supported by the JI-HoA than in the two other countries, and the referral mechanisms were less developed overall. This could be due to the relatively small number of service providers in the region. In Sudan, most stakeholders believed that referral mechanisms worked in emergency cases (for instance, for trauma or medical support)<sup>399</sup> or for housing,<sup>400</sup> but that overall, referral was not well enough established.<sup>401</sup> They also provided a good example of an improvement in referrals for psychosocial support that had worked temporarily.<sup>402</sup> In Khartoum, 9% of beneficiaries in MRCs were referred to other services. Although formal documents suggest that multiple MRCs in Sudan could refer beneficiaries to legal services and one MRC to education services, this information was not corroborated by interviews.<sup>403</sup>

In Djibouti, there were very few actors who could be involved in referrals, while civil society organisations also had a weak presence. Healthcare providers did not have enough resources,<sup>404</sup> and there was a lack of psychological expertise. Despite a few actors being involved in Djibouti, respondents working at the Obock MRC were optimistic about the capacity of the referral system; and they believed that the cooperation between the relevant actors was sufficient<sup>405</sup>. Local staff also had a positive view of the referral system in the country.<sup>406</sup>

Referral partnerships existed with other international organisations across the region. In Somalia, the UNHCR provided reintegration assistance in cooperation with the IOM, supplying a six-month cash stipend for two-thirds of the JI-HoA caseload in the region.<sup>407</sup> Tadamun Social Society (TASS) in Somalia provided shelters for returnees, and in Sudan, a complementary referral relationship existed between the FAO and IOM for agricultural reintegration assistance projects.<sup>408</sup> In Djibouti, UNICEF funded a Child Protection desk to assist migrant children with basic services and protection, and the JI-HoA initiated cooperation in this area.<sup>409</sup> In Addis Ababa, UNICEF Ethiopia supports social workers from the government to conduct family tracing.<sup>410</sup>

**There were multiple challenges to establishing effective referral mechanisms.** As mentioned above, there was a lack of existing service providers in most countries, but especially in Djibouti, and few partners were financially independent or sustainable. Even among partners from the private sector<sup>411</sup>, which were smaller in number, many were also supported by the JI-HoA.

Government instability and changes in the states' interest in reintegration and return also posed a challenge. One project manager in Somalia also expressed the view that the strength of referral

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<sup>399</sup> Interview with a stakeholder from Sudan.

<sup>400</sup> Interview with a stakeholder from Sudan.

<sup>401</sup> Multiple interviews with IOM staff and stakeholders.

<sup>402</sup> Interview with a stakeholder from Sudan.

<sup>403</sup> Multiple interviews.

<sup>404</sup> Interview with IOM staff from Djibouti.

<sup>405</sup> Multiple interviews with IOM staff from Djibouti.

<sup>406</sup> Interview with IOM staff from Djibouti.

<sup>407</sup> IOM RDH (2022). Partnerships for Migrant Reintegration.

<sup>408</sup> JI-HoA Interim Narrative Report #4 to the European Union.

<sup>409</sup> JI-HoA Interim Narrative Report #3 to the European Union.

<sup>410</sup> IOM (2019). IOM, UNICEF Strengthen Partnership to Respond to Needs of Migrant Children. Available at <https://www.iom.int/news/iom-unicef-strengthen-partnership-respond-needs-migrant-children>

<sup>411</sup> IOM RDH (2022). Partnerships for Migrant Reintegration.

mechanisms changed during the implementation period<sup>412</sup>. As multiple crisis hit the region, it was harder for the countries to maintain return and reintegration as a priority. Overall, with the exception of Ethiopia, states did not fully take over the management of referral mechanisms, and multiple actors said that greater coordination is needed, especially in Sudan.<sup>413</sup> The country-level assessment of capacities conducted in Sudan, in anticipation of the MPRR, concluded that “due to the political situation and multiple transitions in Sudan, there has not been a consistent and adequate government structure (human, financial nor technical) to coordinate and facilitate the establishment of the National Referral Mechanism (NRM)”.<sup>414</sup>

Lastly, transferring service activities away from the IOM also posed certain challenges. Most partners believed that the IOM provided better value for money in relation to services than they did,<sup>415</sup> and there were instances in which the outsourcing of some activities was more expensive than their direct provision by the IOM.<sup>416</sup> Thus, there were financial (short-term) incentives to keep service provisions in-house.

Overall, most countries showed great progress in the setting up of national referral mechanisms. In this respect, Ethiopia was exceptional, as the state took some ownership of return and reintegration activities, and contributed to the work of the JI-HoA from its own funds. The rest of the countries in the region also showed significant developments towards achieving effective referral systems with notable help from the programme. However, given the challenges facing the region, it was not yet possible for these systems to become financially stable and to fully support the JI-HoA programme.

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<sup>412</sup> Interview with IOM staff from Somalia.

<sup>413</sup> Interview with IOM staff from Sudan.

<sup>414</sup> IOM Sudan (2023). MPRR – Flexible Mechanism Questionnaire.

<sup>415</sup> IOM RDH (2022). Partnerships for Migrant Reintegration.

<sup>416</sup> IOM RDH (2022). Partnerships for Migrant Reintegration.

## 8. Sustainability

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The final evaluation criterion measures the extent to which the results and achievements of the JI-HoA are likely to be sustained after the completion of the programme, and whether stakeholders would be able to continue driving progress in those areas in which the JI-HoA had brought progress.



**Overall performance score for sustainability: 2.5/5.**

Although stakeholders have increased their capacity and structures to work on return and reintegration during the JI-HoA, it is clear that -at this moment- their ability to sustain the results independently from IOM is insufficient.



**Robustness score for the evidence: 4.5/5.**

The evaluation team relied on desk research data from IOM and compiled by contractors, as well as on surveys conducted by IOM, interviews with IOM staff and stakeholders, and FGDs with stakeholders. In general, this provided sufficient data for triangulation and validation.

### 8.1. Main achievements in terms of the technical, managerial and financial capacity of governments and other stakeholders to continue working on return and reintegration

The sustainability of the JI's results is to a large extent dependent on the abilities of key stakeholders – mostly governments – to maintain the tools and mechanisms put in place by the JI-HoA, and to continue building on the results.

As discussed in Section 6.2., government officials and other stakeholders have reported an increase in their capacity, and sometimes even resources, to work on return and reintegration. This has already resulted in the introduction of new policies and processes. Indeed, mechanisms to facilitate governments' work on return and reintegration have been put in place in some of the countries analysed. A member of IOM staff from Djibouti who was interviewed said that the national strategy on migration had been validated and that the government had recently adopted an ambitious action plan for the strategy<sup>417</sup>. Other stakeholders from Djibouti confirmed that a national strategy focusing on migration management was indeed in place, as well as some other policies, but that clearer mechanisms for migration management and cooperation between different actors are needed, and that awareness about the existing policy frameworks should be increased<sup>418</sup>. A stakeholder interviewed in Sudan also said that even though the mechanisms required to formalise collaboration and coordinate efforts among different stakeholders are missing, some policies, SOPs, guides and procedures are in place, thus

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<sup>417</sup> Interview with a stakeholder from Djibouti.

<sup>418</sup> Interviews with stakeholders from Djibouti.

improving migration management.<sup>419</sup> The significant achievements made in the fields of data collection and the dissemination of research will contribute to governments' ability to develop evidence-informed policies in the future.

Another important achievement of the JI-HoA is the improvement of cooperation mechanisms between different stakeholders. While in most countries these are not yet fully formalised, there are examples of clear progress. One Somalian service provider noted that referral systems are working quite well. They stated that "checkpoints, airports and police stations, all of them, they know where to refer, who to contact if they find children or victims for trafficking migrant children".<sup>420</sup> IOM staff pointed to a strong referral system between the IOM, MRCs and hospitals.<sup>421</sup> Although they also noted the clear absence of a strong national referral system, the small examples of such referrals between institutions is a good sign that stakeholders may be able to continue developing and improving referral processes for reintegration.

Another important result of the programme is the creation of national and local partnerships and support networks, which may contribute significantly to the sustainability of the programme's activities and results. During the fourth year of the EU-IOM Joint Initiative, it expanded local partnerships and reintegration support networks to 18 actors, including seven governmental and 11 non-state actors. This improvement brings the total number of reintegration partners now operating across the region to 67, comprising 29 government and 38 non-state actors.<sup>422</sup> Somalian IOM staff and stakeholders noted that the JI-HoA had contributed to an increase in partnerships – for example, with regard to medical assistance, social assistance, vocational training, and similar topics.<sup>423</sup> A similar observation was made by a Sudanese government employee.<sup>424</sup> These developments increase capacities and resources in terms of support organisations and possible service providers through referral, as well as potential pressure on governments to maintain return and reintegration as a political priority.

The data and research component of the JI-HoA requires separate analysis. IOM staff and stakeholders noted that clear progress had been made in the creation and utilisation of data in policymaking, with stakeholders demonstrating interest in continuing this work. The setting-up of Technical Working Groups in the countries, a dedicated working group in IGAD and the availability of some remaining funding for the RDH are all important signs that this dimension of the JI-HoA will continue to grow and develop in the coming years. However, one stakeholder noted that the vastness of the area of "data" means that stakeholders still need additional support, equipment and capacity building to take this forward. The anchoring of the Technical Working Groups into the national government system would enable the sustainability of this work and allow data to better feed into policy.

These achievements indicate that, despite the challenges presented below, relevant stakeholders do possess an improved ability to continue working on return and reintegration.

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<sup>419</sup> Interview with a stakeholder from Sudan.

<sup>420</sup> Interview with a stakeholder from Somalia.

<sup>421</sup> Interviews with IOM staff from Somalia.

<sup>422</sup> JI-HoA Interim Narrative Report #4 to the European Union, p. 8.

<sup>423</sup> Interviews with IOM staff and stakeholders from Somalia.

<sup>424</sup> Interview with a stakeholder from Sudan.

## **8.2. Main challenges in terms of the technical, managerial, and financial capacity of governments and other stakeholders to continue working on return and reintegration**

The Mid Term Review conducted in 2019 concluded that the sustainability of the programme was rather weak. The stakeholders interviewed for that evaluation did not believe that the programme's activities could be sustained beyond the programme framework if donor funding were withdrawn. This was due to limited ownership and leadership (despite visible improvements in their capacity). Even though the programme managed to strengthen the financial and institutional capacities of local stakeholders, the current sense of ownership and the capacities of governments do not appear sufficient for governments to be able to work on return and reintegration without IOM support<sup>425</sup>.

Interviews conducted for the current evaluation similarly found that national governments and stakeholders would not be able to sustain the activities and results of the programme if the Joint Initiative were to end without a follow-up programme. IOM staff in Somalia, Sudan and Djibouti who were interviewed noted that the Joint Initiative provides specific structures that facilitate work on migration and reintegration. If the JI ceased to exist, other stakeholders, due to a lack of resources and capacities, would not be able to maintain the existing partnerships and structures needed for migration management and reintegration support<sup>426</sup>. In addition, the JI-HoA provides technical and financial resources that stakeholders need to implement activities on return and reintegration.

A lack of operational and financial capacity and resources on the part of governments remains among the main barriers to creating sustainable capacity for governments to work on migrant protection and reintegration<sup>427</sup>. Indeed, the vast majority of interview respondents did not believe that stakeholders could continue to provide support without the involvement and funding provided by IOM.<sup>428</sup>

IOM staff also stated that due to the limited resources and abilities of some governments to take leadership of the necessary work, IOM-led MRCs may not be able to function without external support, particularly technical support<sup>429</sup>. Return itself is now also financed by the IOM, which means that if the IOM ceased its support, governments in some countries would also require significant financial resources. However, it is important to note that some promising examples can also be highlighted of governments becoming sufficiently involved in this process. For example, the Ethiopian government supported the return of a share of those migrants stranded along the Southern migration route.

Moreover, the lack of a strong NGO sector in Djibouti reduces the opportunities for valuable partnerships and continued efforts towards safe, humane, and orderly return migration. While the IOM has enabled effective referrals under the JI-HoA (between MRCs, hospitals and key institutions), there is doubt that these institutions will be able to provide similar support to migrants without the engagement and financial support of the IOM. In fact, one interviewee noted that the health sector in Djibouti is in general quite weak (e.g. there is only one psychiatrist for the whole country) due to a grave

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<sup>425</sup> Mid Term Review of EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa.

<sup>426</sup> Interview with IOM staff from Somalia.

<sup>427</sup> Interviews with IOM staff from Somalia, Sudan and Djibouti.

<sup>428</sup> Interviews with IOM staff and stakeholders from all countries.

<sup>429</sup> Interview with a stakeholder from Djibouti.

lack of resources.<sup>430</sup> Therefore, the lack of effective referral relates to challenges outside the scope of influence of the JI. A private partner in Sudan noted that “it is important to formalise the collaboration and coordination mechanisms to sustain the effort.”<sup>431</sup>

One Somalian service provider also noted, however, that more partnerships are still needed to address the needs of migrants in smaller towns in which the IOM does not have an office (e.g. between Bosaso and Garowe).<sup>432</sup> A JI-HoA partner in Sudan noted that more effort is needed from other stakeholders and organisations to bring their efforts together.<sup>433</sup>

Moreover, high turnover among government officials was mentioned as factor that undermines prior progress made on capacity building.<sup>434</sup> Because the staff of governmental institutions changes often, new staff frequently need to be trained and the benefits of capacity-building activities are not long-term. External factors, such as a crisis in a country, also negatively affect the capacity of governments. For example, a Sudanese government representative indicated that the current financial crisis hinders the government in funding work on reintegration. They expected that at least another five years would be needed for the government to be able to fund healthcare for returnees and to support them adequately.<sup>435</sup>

It is important to bear in mind that the programme is implemented in countries with a lack of resources to provide optimal services. Three out of the four countries are also experiencing complex political circumstances that affect the capacities of governments as well as the availability of resources for governments to address some of the root causes of migration such as economic instability. Hence, without international support and the provision of resources, it is difficult for governments to continue the activities of the programme and sustain its results, even if they improve their capacities.

However, improvements in stakeholders’ capabilities and their increasing involvement in the programme’s activities is visible, as described above. While improvements in governments’ capacities may not have resulted in their ability to continue the work on return and reintegration without additional support and resources at this stage, it does indicate that in the future, stakeholders may be capable of sustaining the activities of the Joint Initiative and its results.

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<sup>430</sup> Interview with IOM staff.

<sup>431</sup> Interview with a stakeholder from Sudan.

<sup>432</sup> Interview with a stakeholder from Somalia.

<sup>433</sup> Interview with a stakeholder from Sudan.

<sup>434</sup> Interviews with IOM staff from Somalia, Sudan and Djibouti.

<sup>435</sup> Interview with a stakeholder from Sudan.

## **Part 3: Conclusions and Recommendations**

## 9. Conclusions

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The EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa was a **unique effort to support return and reintegration in a highly complex political and economic context**. The scope of the support provided (taking into account all dimensions of the integrated approach) required extensive investment of resources by the IOM and stakeholders, but created valuable, even life-saving benefits for beneficiaries.

Despite the challenges, **the JI-HoA has created important results and had an impact at individual level**. Desk research, interviews, and FGDs indicate that the EU-IOM Joint Initiative has been of crucial importance in addressing the needs of migrants and returnees facing dire situations (including abuse, violence and exploitation) in their host countries. More than 10,000 migrants have received return and/or reintegration support under the programme, more than 40 local organisations have received funding for community projects, and numerous stakeholders have received capacity-building training. Compensating for gaps in the capacities and policies of the partner countries, the IOM has provided a safe, humane, and dignified AVR process to migrants, which was highly valued by both migrants and stakeholders. As has been mentioned regularly by respondents, the IOM has provided opportunities for return and safety where no other help was available.

Continuous contact between the IOM and returnees has ensured that returnees' needs were identified and monitored from the moment of their identification in the host/transit country. Extensive evidence was found of efforts made by MRCs and IOM staff to identify vulnerabilities and provide individualised economic, social and psychosocial support.

Overall, the support for reintegration was, in principle, relevant for the returnees, and contributed positively to their reintegration experience. Return and initial, post-arrival support was highly relevant and effective in providing returnees with the resources needed to survive and return to their communities. However, some interviewed returnees perceived the economic reintegration support to be insufficient, also as a result of external challenges relating to the COVID-19 pandemic, conflict and the declining economic situation (including a rapid increase in food and energy prices).

Similarly, **community-based reintegration** projects were helpful in creating business and employment opportunities (although their impact was still affected by the overall economic decline), and various community members noted this support as an important factor in reducing their need to migrate for economic reasons. Furthermore, CBR projects have also demonstrated clear value in terms of social cohesion and the reduction of stigmas towards returnees, which has in turn supported their reintegration. Various examples were found regarding the link between social cohesion and the economic self-sufficiency of returnees.

In addition, the **JI-HoA has made important contributions to the availability of data and research on migration trends in the region**. The impact of the programme in this regard is twofold. First, stakeholders explicitly appreciated the work of the Regional Data Hub in terms of data production and capacity building. The dissemination and subsequent use of data in decision-making can have a long-

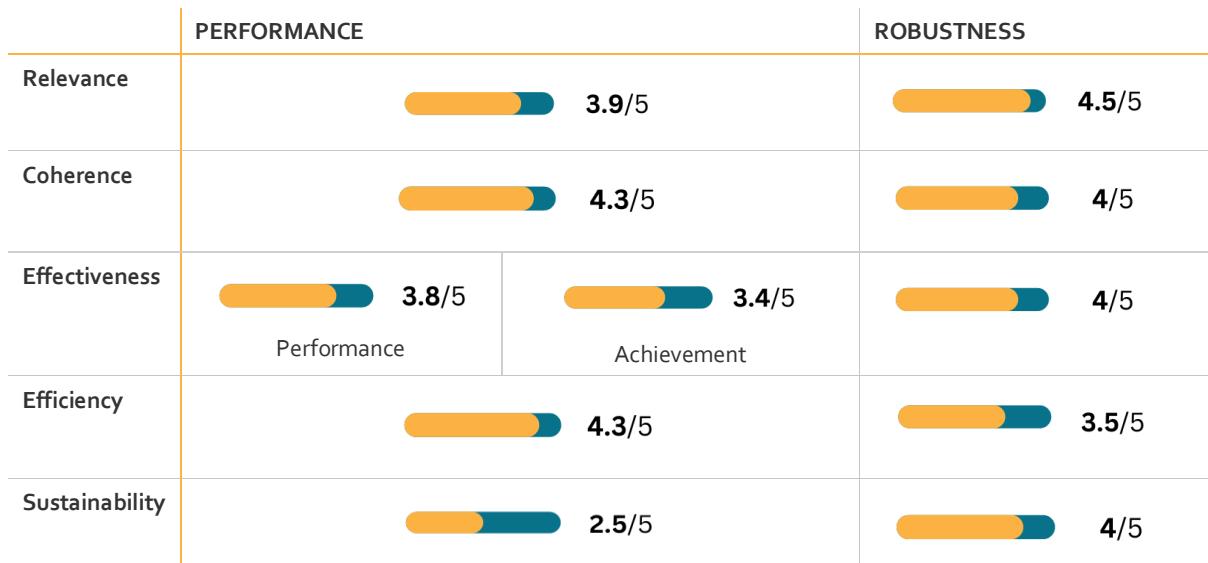
term positive impact on return and reintegration, by providing governments and stakeholders with the tools and capacity to use these data in their policy- and decision-making.

Second, the research carried out by the JI-HoA itself as part of its own monitoring and evaluation has provided important evidence for programming. It has allowed the IOM and its partners and stakeholders to learn about the diverse needs of returnees, which needs can be addressed, and which approaches are more or less effective. This knowledge is of great importance in informing current and future migrant protection, return and reintegration programming in the region.

The complexity of the JI-HoA and its integrated approach, as well as the fragility of existing systems in countries in the Horn of Africa, leads to the conclusion that **ownership and sustainability of the programme cannot be expected after five years of implementation**. Important progress has been made, but continued support is needed in terms of capacity building, as well as for wider socio-economic development and security in the four countries in general.

Specifically, **the vast majority of challenges and barriers to the achievements of the JI-HoA are linked to the context in which it takes place**, and to external factors. Capacity-building efforts were undermined by political priorities and staff turnover; referral systems and service provision for migrants and returnees were hindered by a lack of a structured national referral mechanism and well-functioning health and social security systems; and economic support lost its value in the face of the deteriorating economic situation and high inflation. The activities of the JI-HoA were furthermore hindered by civil conflict and security issues. Therefore, the situation of returnees cannot be addressed without simultaneously addressing the region's wider socio-economic context.

Based on the findings and conclusions of the evaluation, the evaluation team **rated the performance of IOM regarding each evaluation criteria**, as well as the robustness of the data available. The evaluation found that IOM performed high on its relevance, coherence, and efficiency. Its performance regarding effectiveness was also deemed high, although the actual results were heavily affected by external factors. IOM scored lowest on the sustainability of the programme. However, as noted above, the fragility of existing governance systems in the Horn of Africa prevented the programme from being sustainable and this could not be expected at this stage. Therefore, the low score should not be considered a failure of the IOM.



# 10. Recommendations

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Based on the conclusions of the evaluation, the evaluation team has designed the following recommendations towards current and future migrant protection, return and reintegration initiatives.

- 1. Enhance efforts with national, regional and local stakeholders to build capacity and ownership (while continuing the provision of funding).**

The EU-IOM Joint Initiative has put visible effort in building the capacity of national actors to support return and reintegration. However, political priorities have not always ensured ownership and the commitment of governments to take the JI-HoA results forward. In addition, turnover of staff has led to the loss of trained staff and therefore undone some of the work of the JI-HoA in this regard.

Two important steps need to be taken to enhance capacity and ownership by key stakeholders, which would set the scene for sustainability and impact. First, capacity building should be expanded to a wider range of counterparts. This should include entire relevant organisational departments, ensuring the participation of top and middle management as well as staff. This would not only help to mitigate the negative impacts of staff turnover, but also create a shared understanding of new ways of working and an organisational environment that would support the application of the knowledge learned.

Second, capacity alone is not sufficient to ensure the impact and sustainability of the work on return and reintegration. Therefore, migrant protection, return and reintegration programming should focus also on enhancing the ownership and commitment of stakeholders towards these topics. Possible steps include the gradual integration of MRCs with the relevant public sector organisations, or co-ownership/management of the MRCs by local governments (along with the IOM), with some employees being funded by the local government. In addition, the migrant protection, return and reintegration programming should continue to support the integration of return and reintegration into policy documents and development plans, which subsequently provide a ground for budget allocation on this topic and support the integration of return and reintegration into the wider approach to development in all of its dimensions (education, health, employment, social security, etc.). The involvement of private sector actors is also important here, as they will bear responsibility for providing various services.

However, sustainability and independent work by governments and stakeholders is not something that should be expected in the near future. Therefore, financial resources from donors will still need to be allocated to governments and stakeholders (and even increased) in order to implement policies and services for returnees. Stakeholders should continue to be trained in the IOM's approaches and frameworks for migration governance, service delivery and the provision of financial support to returnees and their host communities, with the expectation that in the further future, such work will become increasingly owned locally and co-funded using national resources.

**2. Strengthen community-based reintegration efforts to address drivers of irregular migration, and provide economic opportunities that reduce the necessity to migrate.**

The present evaluation demonstrates the great importance of CBR projects as a component of the integrated approach. However, gaps were found in the design, M&E and relevance of some of these projects. Therefore, the migrant protection, return and reintegration programming should focus on enhancing the quality of CBR projects in relation to the needs of the community members. This might require the implementation of larger-scale projects by a smaller number of implementing partners, to ensure that the IOM can maintain a better oversight of project design, needs analysis and implementation.

Furthermore, CBR projects provide an important opportunity to ensure the involvement of local authorities. In line with Recommendation 1, the IOM should continue focusing on enhancing ownership by local authorities through their increased engagement in CBR projects.

**3. Increase attention on building partnerships with service providers who can function without (significant) funding channelled by IOM.**

The use of service providers that were not funded under the JI-HoA has had multiple benefits in strengthening the work carried out under the programme. Namely, it has contributed to the capacity of service providers to support returnees, as well as to the development and strengthening of referral systems. It has also contributed to policies on social security, insurance and budgeting for service provisions. Lastly, it also reduces the IOM's costs. Therefore, building the capacities of such existing service providers, who can function without significant financial support, represents a crucial element contributing to long-term impact and sustainability.

To continue strengthening its partnerships, the IOM should also explore complementarity with other organisations that focus on strengthening service provision. Specifically, there is a need to not only strengthen partnerships and referrals, but also to enhance the quality of service provision in general (e.g. addressing the lack of psychiatrists in Djibouti, and the lack of attention paid to mental health in most of the participating countries). Current efforts to build referral systems are unsustainable unless service providers are able to function effectively themselves. This cannot be achieved by the IOM/reintegration programmes alone, but requires active and joint collaboration with the wider development community.

**4. Explore opportunities for the continued (co-)funding of key, effective, and relevant activities in line with those supported under the JI-HOA. These activities include direct and specialized assistance in transit, including AVR assistance for migrants along all key migration routes from the HOA (including the Eastern, Southern, and Northern Route), an integrated approach to reintegration (individual reintegration support, CBR projects, structural level interventions) as well as support to the Regional Data Hub.**

The work of IOM in countries of transit and destination has been noted as most relevant and important, as it directly involves the saving of lives. Therefore, the continuation of AVR support to migrants is directly linked to rescue and protection. A termination of this component, even if partial to specific migration routes, has detrimental consequences for migrants.

The evaluation found that the community-level approach to reintegration has been crucial for the achievements of the JI-HoA, both as standalone activities to enhance livelihoods, but also as integral component of the Integrated Approach. The effectiveness of the CBR projects to support reintegration and address drivers of irregular migration has been underlined and substantiated in this evaluation. Additionally, the evaluation found that the integrated approach itself is of great importance to link all components of support for reintegration, and would be significantly weakened if certain components were removed.

The work of the Regional Data Hub was highly appreciated by stakeholders and the activities of the hub were effective in enhancing knowledge on migration, harmonizing methodologies and indicators, and building capacities for data collection and management. There is a clear interest of stakeholders to continue working with the RDH on improving research and data in the region.

It is strongly recommended that IOM explores funding sources to ensure the continuation of the aforementioned activities. IOM should explore, for example, opportunities for funding and cooperation under the inter-agency framework established under the Migrant Response Plan for the Horn of Africa and Yemen.

**5. Explore opportunities to extend the scope of support provided to returnees, with a focus on longer-term reintegration.**

While emergency support on arrival (cash, medical services, MHPSS) was deemed highly relevant, important and effective, this evaluation has shown that returnees still struggle with sustainable reintegration. In particular, this relates to their ability to sustain themselves and their families economically.

In this regard, additional gains could be made by enrolling returnees back into formal education (for those who did not complete it), possibly with some allowance. Good examples of this practices were already found in Ethiopia, where such assistance included school fees, materials, uniform, lunch box, shoes, etc., both for children as well as adults. Migrant protection and reintegration programming could also focus more attention to the development of entrepreneurial skills as foundation for starting sustainable (micro-)businesses. This requires additional research into the factors influencing the success of the businesses initiated by returnees under the JI.

**6. Continue supporting and strengthening safe, humane and orderly migration pathways by providing direct support to migrants in distress, and engaging and building the capacities of key stakeholders involved in the process.**

The most visible and important achievement of the JI-HoA has been the **immediate, life-saving support provided to migrants** who have suffered various forms of abuse and trauma, and who had no other chance of returning. This evaluation finds that governments and stakeholders currently do not have the capacity to continue this work independently, despite the fact that irregular migration continues to take place.

Human trafficking and abuse take place in all migration directions out of the Horn of Africa (North, East and South), and therefore requires continued investment in AVR in Djibouti and other transit countries from where migrants return to the HoA. Any gaps in the provision of AVR have direct consequences for stranded migrants.

7. **Build on the results of the IMPACT evaluation conducted under the JI-HoA by continuing to test and adjust the tools used to measure the sustainability of reintegration and by conducting additional impact evaluations on key elements of AVRR.**

The JI-HoA commissioned the development of an IMPACT study that measured the sustainability of reintegration according to a predetermined methodology (RSS+). As that report notes, measuring the sustainability of reintegration through preset indicators is somewhat new, and discussions regarding the threshold applied were ongoing under the JI-HoA. Therefore, to improve regional and global work on reintegration, migrant protection, return and reintegration programming should continue to invest in impact studies to closely monitor the impact of the integrated approach and to adjust the RSS+ methodology accordingly.

# **ANNEXES**

# Annex 1. Evaluation framework

**Relevance** is the extent to which the project responded to beneficiaries' as well as IOM's global, country, and partner/institutions' needs. The next table presents the operationalisation of the questions from the ToR concerning the relevance criterion. It breaks each question down into detailed indicators and data collection techniques to be used for answering these specific questions.

**TABLE 9. EVALUATION QUESTIONS FOR THE RELEVANCE CRITERION**

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
1. How appropriate are programme activities to the declared migrant, returnee and community needs?	1.1. Did the programme activities address the needs of migrants in each programme country, while in progress of returning (AVR)?	- Interviews with beneficiaries and stakeholders - Focus groups with beneficiaries - Survey among stakeholders - Desk research (background documents on situation of migrants)	Extent to which different stakeholder groups perceive that migrants' needs were addressed Extent to which programme activities align with reported information about migrants' needs
	1.2. Did the programme activities address the needs of returnees in each country, in terms of their economic, social and psychosocial reintegration?	- Interviews with beneficiaries and stakeholders - Focus groups with beneficiaries - Survey among stakeholders - Desk research (background documents on situation of returnees)	Extent to which different stakeholder groups perceive that returnees' needs were addressed. Extent to which programme activities align with reported information about returnees' needs
	1.3. Did the programme activities (CBR) address the needs of non-migrant community members in each programme country?	- Interviews with beneficiaries and stakeholders - Focus groups with beneficiaries (both returnees and non-migrants involved in CBR projects) - Survey among stakeholders - Desk research (background documents on situation of communities)	Extent to which different stakeholder groups perceive that communities' needs were addressed. Extent to which programme activities align with reported information about communities' needs
	1.4. Did the programme adjust to emerging needs throughout the programme implementation?	- Desk research (programme reports) - Interviews with stakeholders - Interviews with IOM staff	Extent to which new needs were identified and monitored Extent to which programme activities were adjusted following emerging needs Perceptions of interviewees on adapted/new activities.
	1.5. Did the capacity building activities and coordination mechanisms (regional and national) address the specific	- Interviews with local and national governments - Survey among stakeholders - Desk research (background documents on government	Extent to which local and national governments indicate that their capacity needs were addressed

	needs of local and national governments?	policies, mechanisms and capacities before the JI-HoA	Extent to which the activities addressed the main gaps in migration policies, mechanisms and capacities
<b>2. To what extent was the programme relevant to the needs of other stakeholders?</b>	1.6. To what extent were needs properly identified and monitored?	<ul style="list-style-type: none"> <li>- Desk research (programme reports on case management tools)</li> <li>- Interviews with IOM staff</li> <li>- Interviews with stakeholders and beneficiaries</li> </ul>	<p>Extent to which tools were in place for needs identification and follow-up</p> <p>Extent to which such tools were implemented</p> <p>Perceptions on the relevance of these tools by interviewees</p>
	2.1. To what extent did the programme address the priorities of other national stakeholders (NGOs, CSOs, other organisations)?	<ul style="list-style-type: none"> <li>- Desk research on the missions and main activities of IPs and other partners</li> <li>- Interviews with NGOs and IPs</li> </ul>	<p>Extent to which programme activities align with priorities of programme partners</p> <p>Perceptions on the relevance of the activities by interviewees</p>
	2.2. To what extent did the programme address the priorities of the donor?	<ul style="list-style-type: none"> <li>- Desk research on the EUTF and its main priorities</li> <li>- Interview with the donor</li> </ul>	<p>Extent to which programme activities align with priorities of the EUTF</p> <p>Perceptions on the relevance of the activities by the donor</p>
<b>2. To what extent were stakeholders involved in the design, implementation, and monitoring of the programme?</b>	3.1. To what extent were the beneficiaries involved in the design, implementation, and monitoring of programme activities?	<ul style="list-style-type: none"> <li>- Interviews with beneficiaries and IOM staff</li> <li>- Focus groups with beneficiaries</li> <li>- Survey among stakeholders</li> <li>- Desk research (project reports)</li> </ul>	<p>Extent to which interview, FGD and survey respondents indicate that they were consulted during the programme</p> <p>Extent to which programme reports indicate consultations with beneficiaries during the design, monitoring and implementation</p>
	3.2. To what extent were other stakeholders (NGOs, government, others) involved in the design, implementation, and monitoring of the programme?	<ul style="list-style-type: none"> <li>- Interviews with stakeholders and IOM staff</li> <li>- Survey among stakeholders</li> <li>- Desk research (project reports)</li> </ul>	<p>Extent to which interview, and survey respondents indicate that they were consulted during the programme</p> <p>Extent to which programme reports indicate consultations with stakeholders during the design, monitoring and implementation</p>
<b>4. To what extent did the programme address cross-cutting concerns and needs?</b>	4.1. Did the programme design consider specific gender needs?	<ul style="list-style-type: none"> <li>- Interviews with IOM staff, stakeholders and beneficiaries</li> <li>- FGD with beneficiaries</li> <li>- Survey among stakeholders</li> <li>- Desk research (project design)</li> </ul>	<p>Extent to which interview, FGD and survey respondents indicate that the programme addressed specific gender needs</p> <p>Extent to which project documents include specific information on gender-related aspects of the programme</p>
	4.2. Did the programme design consider the specific needs of people with disabilities?	<ul style="list-style-type: none"> <li>- Interviews with IOM staff, stakeholders and beneficiaries</li> <li>- FGD with beneficiaries</li> </ul>	Extent to which interview, FGD and survey respondents indicate that

	<ul style="list-style-type: none"> <li>- Survey among stakeholders</li> <li>- Desk research (project design)</li> </ul>	<p>the programme addressed specific needs of persons with disabilities</p> <p>Extent to which project documents include specific information on disability-related aspects of the programme</p>
4.3. Did the programme design consider the specific needs of people with different ethnicities and considering minority affiliations?	<ul style="list-style-type: none"> <li>- Interviews with IOM staff, stakeholders and beneficiaries</li> <li>- FGD with beneficiaries</li> <li>- Survey among stakeholders</li> <li>- Desk research (project design)</li> </ul>	<p>Extent to which interview, FGD and survey respondents indicate that the programme addressed specific needs regarding ethnicities</p> <p>Extent to which project documents include specific information on ethnicity-related aspects of the programme</p>
4.4. Did the programme design consider specific needs in terms of protection?	<ul style="list-style-type: none"> <li>- Interviews with IOM staff, stakeholders and beneficiaries</li> <li>- FGD with beneficiaries</li> <li>- Survey among stakeholders</li> <li>- Desk research (project design)</li> </ul>	<p>Extent to which interview, FGD and survey respondents indicate that the programme addressed specific protection needs</p> <p>Extent to which programme documents include specific information on protection-related aspects of the programme</p>
4.5. Did the programme design consider the needs of the most vulnerable beneficiaries?	<ul style="list-style-type: none"> <li>- Desk research (project design and SOPs)</li> <li>- Interviews with IOM staff, stakeholders and beneficiaries</li> <li>- FGD with beneficiaries</li> <li>- Survey among stakeholders</li> </ul>	<p>Extent to which the programme documents include specific approaches to identify and support the needs of the most vulnerable</p> <p>Extent to which interview and survey respondents consider that the programme addressed the needs of the most vulnerable beneficiaries</p>

**Coherence** refers to the compatibility of the project with other interventions in the project countries, other international organisations and within IOM itself.

**TABLE 10. EVALUATION QUESTIONS FOR THE COHERENCE CRITERION**

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
1. To what extent did the programme align	1.1. To what extent did the programme contribute to IOMs overall objectives and priorities?	<ul style="list-style-type: none"> <li>- Interviews with IOM staff</li> <li>- Desk research on IOMs objectives and priorities</li> <li>- Desk research on the programme's objectives</li> </ul>	<p>Extent to which the programme objectives aligned with IOMs overall regional and global objectives</p>

<b>with other work of IOM?</b>		Perceptions of the interviewees on alignment of the JI-HoA with global and regional IOM priorities	
	1.2. To what extent did the programme approach align with IOM's international norms and standards regarding AVRR	<ul style="list-style-type: none"> <li>- Desk research on IOMs global norms and standards</li> <li>- Desk research on the programme design</li> <li>- Interviews with IOM staff</li> </ul>	Extent to which the programme design follows the international standards Perceptions of interviewees on the alignment between programme activities and international standards
	1.3. To what extent did the programme complement other IOM projects in the region?	<ul style="list-style-type: none"> <li>- Interviews with IOM staff</li> <li>- Interviews with EU and international partners</li> <li>- Review of other IOM initiatives</li> </ul>	Extent to which interviewees perceive that IOMs projects complement each other. Examples of coordination between IOM interventions (including regarding COVID-19 responses)
	1.4. To what extent did the programme overlap with other IOM projects in the region?	<ul style="list-style-type: none"> <li>- Interviews with IOM staff</li> <li>- Interviews with EU and international partners</li> <li>- Review of other IOM initiatives</li> </ul>	Extent to which interviewees perceive that IOMs projects overlap each other. Extent to which other IOM projects in the region have similar objectives and activities
<b>2. To what extent did the project align with non-IOM initiatives in the region?</b>	2.1. To what extent did the programme seek complementarity with initiatives of other organisations in the region?	<ul style="list-style-type: none"> <li>- Interviews with IOM staff</li> <li>- Interviews with EU and international partners</li> <li>- Desk review (programme reports)</li> </ul>	Extent to which interviewees perceive that IOM aimed to align the programme with other regional initiatives. Examples provided of coordination between IOM and other actors
	2.2. To what extent did the programme overlap with initiatives of other organisations in the region?	<ul style="list-style-type: none"> <li>- Interviews with IOM staff</li> <li>- Interviews with EU and international partners</li> <li>- Review of regional initiatives</li> </ul>	Extent to which interviewees perceive that the programme overlapped with activities of other organisations in the region. Extent to which other projects in the region have similar objectives and activities
	2.3. To what extent did the programme align with, and support, the work of IGAD and the AU in the region?	<ul style="list-style-type: none"> <li>- Desk research on collaboration and alignment with IGAD and AU</li> <li>- Interviews with IGAD and AU staff</li> <li>- Interviews with IOM staff</li> </ul>	Extent to which the JI-HoA priorities align with the policies and priorities of IGAD and AU Extent to which interviewees perceive that the programme contributes to the work of IGAD and AU
	2.4. To what extent did the programme align with national-level strategies and initiatives?	<ul style="list-style-type: none"> <li>- Interviews with IOM staff</li> <li>- Interviews with national-level stakeholders</li> <li>- Desk research on existing migration policies and frameworks</li> </ul>	Extent to which interviewees perceive that the programme contributed to country strategies and objectives. Extent to which JI-HoA objectives and activities

		align with objectives listed in strategic and policy documents
2.5. To what extent did the programme engage the public and private sector to achieve its (common) objectives?	- Interviews with IOM staff - Interviews with national-level stakeholders	Extent to which interviewees perceive that the programme engaged with private and public sector to achieve its objectives. Examples of alignment between public and private sector priorities and IOM activities

**Effectiveness** comprises the extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any barriers that hindered the programme's achievements.

**TABLE 11. EVALUATION QUESTIONS FOR THE EFFECTIVENESS CRITERION**

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
1. Did the programme achieve its intended outputs?	<p>1.1. To what extent were all expected outputs delivered?</p> <p>1.2. To what extent did outputs include specific gender, disability, ethnicity, and protection considerations?</p> <p>1.3. What factors hindered or facilitated the implementation of planned activities?</p>	<ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with IOM staff</li> </ul> <ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with IOM staff</li> </ul> <ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with IOM staff</li> </ul>	<p>(Following the indicators in the logframe, e.g.:)</p> <p># Trainings and workshops organised under the different result areas, addressing different audiences</p> <p># Targeted beneficiaries and stakeholders reached</p> <p># Measures put in place to reach beneficiaries and most vulnerable people</p> <p># Dissemination channels and activities</p> <p># Assistance activities provided to migrants</p> <p># Assistance activities provided to returnees</p> <p># Social services provided</p> <p>Extent to which planned activities included the cross-cutting considerations</p> <p>Extent to which interviewees perceive cross-cutting concerns were addressed</p> <p>Perceptions of IOM staff on challenges and enablers to the delivery of planned activities</p>

			Examples of changing external circumstances in programme countries
<b>2. Did the programme achieve its intended results?</b>	2.1. To what extent did the programme contribute to improved availability of data and evidence on migration to inform policies, programmes and processes?	<ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with IOM staff, stakeholders</li> <li>- Survey among stakeholders</li> <li>- Review of IOMs stakeholder survey</li> </ul>	<p>Extent to which interviewees perceive an increase in available data to support policies, programmes and processes</p> <p>Share of survey respondents who agree that more data has become available</p> <p>Extent to which new data collection activities and management were implemented</p>
	2.2. To what extent did the programme contribute to increased stakeholder capacity to implement orderly, safe and dignified return, and reintegration procedures?	<ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with IOM staff, stakeholders</li> <li>- Survey among stakeholders</li> <li>- Review of IOMs prior stakeholder survey</li> </ul>	<p>Extent to which interviewees perceive an increase in stakeholder capacity</p> <p>Share of survey respondents who agree that stakeholders increased their capacity</p>
	2.3. To what extent did the development or support of strategies, policies, plans under the JI-HoA facilitate the delivery of migrant protection return and reintegration assistance?	<ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with IOM staff, stakeholders</li> <li>- Survey among stakeholders</li> <li>- Review of IOMs prior stakeholder survey</li> </ul>	<p>Examples of policies, plans and strategies developed</p> <p>Extent to which policies, strategies and plans are sufficiently detailed to support governments to deliver return and reintegration assistance</p> <p>Extent to which interviewees perceive that policies, plans and strategies have facilitated delivery of return and reintegration assistance</p>
	2.4. To what extent did the programme enhance the capacity of the AUC to work on reintegration and migration policies?	<ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with AUC representatives</li> <li>- Interviews with IOM staff</li> </ul>	<p>Examples of improved policies/programmes following IOM's support</p> <p>Perceptions of interviewees on increased capacity</p>
	2.5. To what extent did the programme contribute to increased access of migrants and stakeholders to voluntary return and reintegration assistance?	<ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with IOM staff, stakeholders</li> <li>- FGD with beneficiaries</li> <li>- Survey among stakeholders</li> <li>- Review of IOMs prior stakeholder surveys</li> </ul>	<p>Extent to which interviewees perceive an increase in assistance</p> <p>Share of survey respondents who agree that the project effectively reached out to migrants who would otherwise not be in a position to return home</p> <p>% growth of the # of migrants who accessed AVR services in MRCs</p>
	2.6. To what extent were AWR and outreach activities effective to inform migrants about the MRC's assistance and available AVR options?	<ul style="list-style-type: none"> <li>- Desk research on AWR and outreach activities (Altai dashboard)</li> <li>- FGDs with returnees and migrants</li> <li>- Interviews with stakeholders (MRC staff)</li> </ul>	<p>Examples of outreach activities.</p> <p>Perceived effectiveness of outreach activities (and between different activities) by beneficiaries and stakeholders</p>

<b>3. Did the "integrated approach" to reintegration function as foreseen?</b>	2.6. To what extent did the programme contribute to improved assistance to migrants to return voluntarily in a safe and dignified manner?	- Desk research of programme documentation - Interviews with IOM staff, stakeholders - FGD with beneficiaries - Survey among stakeholders	Extent to which interviewees perceive an increase in assistance Share of survey respondents who agree that access to such assistance increased % growth of the # of returnees benefitting from reintegration support
	2.7 To what extent did the programme reinforce systems for operational data collection and analysis, and dissemination?	- Desk research of programme documentation - Interviews with IOM staff, stakeholders	Extent to which interviewees perceive an improvement in data systems Share of survey respondents who agree that systems for data analysis improved Examples of improved data systems.
	3.1. To what extent was the "integrated approach" function as planned (economic, social, psychosocial support through interventions at individual, community, and structural level)	- Desk research of programme documentation and previous reintegration programme results - Interviews with IOM staff, stakeholders - FGD with beneficiaries - Survey among stakeholders	Perceptions of interviewees whether reintegration under the JI-HoA was more effective compared to previous "traditional" reintegration activities Perceptions of beneficiaries on the effectiveness of integrated support Extent to which JI-HoA was more effective compared to previous "traditional" reintegration projects Existence of a multidimensional approach within case management tools and their operationalisation
	3.2. To what extent were CBR effective in bringing together returnees and non-migrant host community members, enhance social cohesion, support conditions for sustainable reintegration at the community level?	- Desk research of programme documentation - Interviews with IOM staff, community members, Ips, local authorities - FGD with beneficiaries (returnees and community members) - Survey among stakeholders	Perception of respondents on the effectiveness of CBR projects. Perceptions of respondents on changes in community cohesion
	3.3. To what extent did the programme achieve its objective to screen migrant vulnerabilities?	- Desk research of programme documentation - Interviews with IOM staff, stakeholders, and beneficiaries - FGDs with beneficiaries	Integration of screening tools in SOPs Extent to which interviewees applied screening procedures in line with SOPs Extent to which migrants explain how screening took place
	3.4. To what extent was eligibility for assistance determined by vulnerabilities?	- Desk research of programme documentation - Interviews with IOM staff, stakeholders, and beneficiaries - FGDs with beneficiaries	Tools to address vulnerabilities listed in SOPs Examples of assistance provided based on vulnerabilities

			Extent to which vulnerable migrants explain that assistance was available to them
<b>4. What external and internal factors affected the programme implementation?</b>	<p>4.1. What were the main challenges towards the achievement of intended outcomes?</p> <p>4.2. To what extent has the programme adapted or was able to adapt to changing external conditions in order to ensure programme outcomes?</p> <p>4.3. To what extent was the JI's response to COVID-19 effective?</p>	<ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with IOM staff, stakeholders, and beneficiaries</li> <li>- FGDs with beneficiaries</li> <li>- Survey among stakeholders</li> </ul> <ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with IOM staff</li> </ul> <ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews with IOM staff, stakeholders, and beneficiaries</li> <li>- Survey among stakeholders</li> </ul>	Challenges most commonly ranked by respondents and listed in programme documentation Examples of adaptations listed in programme documentation Examples of adaptations listed by respondents
<b>5. To what extent did the programme achieve its intended Specific Outcomes?</b>	<p>5.1. What progress was made towards developed or strengthened evidence-based return and reintegration procedures?</p> <p>5.2. To what extent have voluntary return processes become more safe, dignified, and humane?</p> <p>5.3. To what extent has the JI-HoA contributed to more sustainable reintegration of returnees in host communities?</p> <p><i>(Note: this question partially overlaps with the sustainability criteria. Here, we will look more at the connection between IOM activities and expected impact, while in the other section, we will look at the extent to which reintegration is sustainable)</i></p>	<ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews and survey among IOM staff and stakeholders</li> <li>- Review of IOM's stakeholder surveys</li> </ul> <ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews and survey among IOM staff and stakeholders</li> <li>- Review of IOM's stakeholder surveys</li> </ul> <ul style="list-style-type: none"> <li>- Desk research of programme documentation</li> <li>- Interviews and survey among IOM staff and stakeholders</li> <li>- FGDs with returnees</li> <li>- Review of IOM's beneficiary surveys (especially RSS)</li> </ul>	Examples of implemented activities and adjustments Perceptions on the effectiveness of the COVID-19 measures by stakeholders Examples of evidence-based return and reintegration procedures (or process towards such procedures) Perceptions of interviewees on the improvement of such procedures Extent to which survey respondents (current and previous surveys) perceive that such procedures improved Examples of improvements in AVR processes and procedures Perceptions of interviewees on how such processes have improved Extent to which survey respondents (current and previous surveys) perceive that such processes improved Examples in desk research of enhanced sustainability of reintegration Perception of (local) stakeholders on increased sustainability of reintegration Extent to which surveyed and interviewed beneficiaries perceive their reintegration to be more sustainable

<b>6. Did the programme maintain contact with beneficiaries?</b>	5.4. To what extent are host communities better able to create living standards that address drivers of migration	- Desk research of programme documentation - Interviews and survey among IOM staff and stakeholders - FGDs with returnees and community members - Review of IOM's beneficiary surveys	Extent to which potential migrants are less like to migrate (irregularly or out of necessity) Examples of increased living standards and (economic) opportunities Perceptions of respondents on the increase in living standards
	6.1. To what extent were measures put in place to remain in contact with beneficiaries?	- Desk research on programme activities/measures - Interviews with IOM staff - FGDs with beneficiaries	Extent to which measures were put in place to remain in contact Extent to which respondents indicate that contact was maintained Effectiveness of reachability verification methods # of reachability verification exercises
	6.2. To what extent were measures put in place to remain in contact with the most vulnerable beneficiaries?	- Desk research on programme activities/measures - Interviews with IOM staff - FGDs with beneficiaries	Extent to which additional measures were put in place to remain in contact with most vulnerable beneficiaries Extent to which communication tools and measures were adjusted to the needs of the most vulnerable beneficiaries Extent to which respondents indicate that contact was maintained Effectiveness of reachability verification methods adjusted to the most vulnerable beneficiaries # of reachability verification exercises

The **efficiency criteria** determines whether the results were achieved in an economic and timely way, based on efficient use of resources (e.g. human, financial, time). In this case, the evaluation also reviews whether the JI-HoA was able to make effective use of existing infrastructures and services of referral actors.

**TABLE 12. EVALUATION QUESTIONS FOR THE EFFICIENCY CRITERION**

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
	1.1. To what extent were financial resources sufficient	- Review of the project budget and staff	Comparison of project objectives and budget available for the implementation

<b>1. Did the programme receive sufficient resources to achieve its objectives?</b>	to meet the programme's objectives?	- allocation across programme activities - Interviews with IOM regional and national staff - Interviews with the donor - Survey among IOM staff	Perceptions of programme staff on the balance between project objectives and available budget
	1.2. To what extent was the "top-up" funding system efficient for planning and budgeting?	- Interviews with IOM regional and national staff - Interviews with the donor	Perceptions of IOM staff on the strengths and weaknesses of the top-up funding approach
	1.3. To what extent were human resources sufficient to meet the programme's objectives?	- Review of the staff allocation across countries and programme activities - Interviews with IOM global and national staff - Survey among IOM staff	Full-time equivalent of IOM staff in MRCs per year compared to numbers of some of the key outputs delivered Perceptions of programme staff on the balance between objectives and available staff
	1.4. Could the programme have been implemented in a more cost-effective manner? How?	- Review of the programme budget and staff allocation across countries and activities - Interviews with IOM global and national staff - Survey among IOM staff - Analysis of the prior questions	Burden and of simplification potential in programme implementation Increased ability to provide more advanced support to migrants e.g. by linking better different activities (while using the same quantity of resources) Increased engagement of local implementing partners in the provision of support Reduced time taken by the internal procedures and processes e.g. for data gathering and reporting e.g. as a result of digitalisation and improved skills (more focus on the provision of support) Ability to rely on existing services and referral mechanisms Reduced time between first identification of returnees/migrants' needs and provision of related support Reduced time to assess individual needs Reduced time between needs identification and referral to the relevant service provider Reduced time between identification of the migrant in the host country, and their arrival in the country of origin Reduced time to collect respondents to beneficiary surveys
	1.5. To what extent were the programme activities implemented according to the initial timeline?	- Review of programme documentation and implementation reports.	Perceptions of IOM staff and country stakeholders on the timely implementation of the programme.

		- Interviews with IOM staff and country stakeholders - Survey among stakeholders	Comparison of the programme plan and actual timeline
	1.6. What hindered the timely implementation of the programme (if anything)?	- Review of programme documentation and implementation reports. Interviews with IOM staff and country stakeholders	Perceptions of interviewees on what caused programme delays (e.g. procedures, management tools, infrastructure, administration, local customs and circumstances)
	1.7. How well were the resources (funds, expertise and time) converted into results?	- Review of programme documentation and implementation reports - Interviews with IOM staff and country stakeholders	# of assisted returnees who sustainably reintegrated # of assisted returnees who re-emigrated # of assisted returnees who did not sustainably reintegrate and continue to rely on support centres. # of host community members who plan to emigrate
<b>2. To what extent did the programme make efficiency gains by relying on existing services?</b>	2.1. To what extent did IOM create effective partnerships with service providers not funded by the programme?	- Review of programme documentation and implementation reports. Interviews with IOM staff - Interviews with non-funded referral actors	Examples of new partnerships under the programme Examples of collaboration between IOM and service providers Perceptions of respondents on the effectiveness and sustainability of the partnerships
	2.2. To what extent did the national referral mechanisms function sufficiently effective to support the JI-HoA?	- Review of achievements under Result 1.1 - Interviews with IOM staff	Extent to which national referral mechanisms were able to effectively contribute the work of IOM Perceptions of respondents on the capacity of mechanisms to contribute the JI-HoA and create efficiency gains
	2.3. What is the ratio of services provided by funded versus non-funded (referral) actors under the JI-HoA	- Review of programme documentation and implementation reports. Interviews with IOM staff - Interviews with non-funded referral actors	Estimates provided by respondents on the share of services provided by funded versus non-funded actors Examples of referrals listed in programme documentation

The **sustainability** criterion defines whether activities, results and impact are likely to continue after the completion of the project and whether the results will sustain once IOM's support to the beneficiaries is terminated.

**TABLE 13. EVALUATION QUESTIONS FOR THE SUSTAINABILITY CRITERION**

MAIN QUESTION	SUB-QUESTIONS	METHODS	INDICATORS
<b>1. To what extent has the programme</b>	1.1. To what extent have beneficiaries reached a sustainable level of economic self-sufficiency?	- Interviews with IOM and country stakeholders - FGDs with beneficiaries	Extent to which various stakeholders perceive that the beneficiaries reached sustainable economic self-sufficiency

<b>contributed to sustainable reintegration?</b>	<ul style="list-style-type: none"> <li>- Survey of stakeholders</li> <li>- Desk research, including prior beneficiary surveys and the impact evaluation</li> </ul> <p>Extent to which beneficiaries reported that they have sustainable income and access to employment or trainings Examples of economic reintegration noted in other studies</p>
	<p>1.2. To what extent have beneficiaries reached a sustainable level of social stability?</p> <ul style="list-style-type: none"> <li>- Interviews with IOM and country stakeholders</li> <li>- FGDs with beneficiaries</li> <li>- Survey of stakeholders</li> <li>- Desk research, including prior beneficiary surveys and the impact evaluation</li> </ul> <p>Extent to which various stakeholders perceive that the beneficiaries have access to social services, such as education, housing and personal documents. Extent to which beneficiaries reported that they have access to social services Examples and evidence listed in other research and assessments</p>
	<p>1.3. To what extent have beneficiaries reached a sustainable level of psychosocial well-being?</p> <ul style="list-style-type: none"> <li>- Interviews with IOM and country stakeholders</li> <li>- FGDs with beneficiaries</li> <li>- Survey of stakeholders</li> <li>- Desk research, including prior beneficiary surveys</li> </ul> <p>Extent to which various stakeholders perceive that the beneficiaries have sufficient social networks, sense of belonging and well-being. Extent to which beneficiaries reported that they have social network and feel a sense of belonging Examples and evidence listed in other research and assessments</p>
	<p>1.4. To what extent was the reintegration counselling process participatory, comprehensive, and flexible enough to support sustainable reintegration?</p> <ul style="list-style-type: none"> <li>- Interviews with IOM and country stakeholders</li> <li>- FGDs with beneficiaries</li> <li>- Survey of stakeholders</li> <li>- Desk research, including the SMP case management study</li> </ul> <p>Extent to which migrants were involved in decision-making on their assistance; extent to which assistance was adjusted to specific needs; extent to which assistance combined different elements of needed support (package). Examples and evidence listed in other research and assessments</p>
<b>2. To what extent are key stakeholders capable of sustaining the results?</b>	<p>2.1. To what extent do governments demonstrate ownership of the MRCs?</p> <ul style="list-style-type: none"> <li>- Interview with IOM staff</li> <li>- Interviews with governments and other stakeholders</li> <li>- Survey of stakeholders</li> </ul> <p>Extent to which governments and other stakeholders perceive they have sufficient ownership and capacity Examples of ownership, such as involvement in services provision, adoption of policies, etc.</p> <p>2.2. To what extent do governments have sufficient technical, managerial and financial capacity to continue the work on return and reintegration?</p> <ul style="list-style-type: none"> <li>- Interviews with IOM staff</li> </ul> <p>Extent to which governments and other stakeholders perceive they</p>

<b>3. What are the main enablers and barriers for sustainability?</b>		- Interviews with governments and other stakeholders - Survey of stakeholders	have sufficient ownership and capacity Examples of sufficiency of staff, competencies, structures, funding etc. needed to continue this work
	2.3. To what extent are sufficient mechanisms (institutions, policies, SOPs) in place for governments and stakeholders to define their roles and sustain the results without external aid?	- Interviews with IOM staff - Interviews with governments and other stakeholders - Survey of stakeholders - FGD with beneficiaries	Extent to which stakeholders perceive there are sufficient mechanisms to continue the work Examples provided of such mechanisms and inclusion of clear roles allocation. Extent to which beneficiaries plan to continue using services provided under the project
	2.4. To what extent will procedures, tools and processes put in place during the JI-HoA continue to be used to facilitate return and reintegration (both by IOM and its partners)?	- Interviews with IOM staff - Interviews with stakeholders - Survey of stakeholders	Extent to which procedures, processes and tools are sufficiently clear for independent use by stakeholders Extent to which stakeholders were trained on the use of the tools, procedures and processes Extent to which interviewees and survey respondents believe that the processes, procedures and tools will remain in place
	3.1. What are the main enablers and opportunities for sustaining the programme reintegration results?	- Interviews with IOM staff - Interviews with governments and other stakeholders - Survey of stakeholders - FGDs with beneficiaries	Perceptions and examples shared by respondents of the main opportunities for sustainability
	3.2. What are the main challenges and barriers for sustaining the programme reintegration results?	- Interviews with IOM staff - Interviews with governments and other stakeholders - Survey of stakeholders - FGDs with beneficiaries	Challenges most commonly ranked by respondents and listed in programme documentation
	3.3. To what extent were (in)formal partnerships established to continue collaboration on return and reintegration?	- Interviews with IOM and other stakeholders - Survey of stakeholders	Perceptions of IOM staff on new partnerships Perceptions of stakeholders on the importance and role of new partnerships

# Annex 2. Indicators, targets and achievements

**TABLE 14. JI-HOA LOGFRAME**

OBJECTIVES AND THEIR INDICATORS (BASELINE, TARGET VALUES FOR 2017 AND 2022, VALUES ACHIEVED BY OCTOBER 2022)	DJIBOUTI	ETHIOPIA	SOMALIA	SUDAN	REGIONAL LEVEL
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**OVERALL OBJECTIVE:** To contribute to facilitating orderly, safe, regular and rights-based migration through the facilitation of dignified voluntary return and the implementation of development-focused and sustainable reintegration policies and processes.

Percentage of stakeholders declaring that they are more engaged in the field of voluntary return and reintegration assistance.	Baseline	0	0	0	0	N/A
	Target 2017	70%	70%	70%	70%	N/A
	Target 2022	70%	70%	70%	70%	N/A
	Actual (87%)	100%	84%	82%	78%	N/A
Number of strategies, policies and plans developed and/or directly supported (EUTF 4.6).	Baseline	0	0	0	0	N/A
	Target 2017	2	11	10	4	N/A
	Target 2022 (27)	2	11	10	4	N/A
	Actual (32)	2	10	17	2	N/A

**Specific objective 1: Partner countries and relevant stakeholders develop or strengthen evidence-based return and reintegration procedures.**

Number of partners reporting that data produced has supported evidence-based policies, procedures and programme design.	Baseline	0	0	0	0	N/A
	Target 2017	3	11	20	8	N/A
	Target 2022 (42)	3	11	20	8	N/A
	Actual (136)	3	28	16	20	N/A

	Baseline	0	0	0	0	N/A
Number of state and non-state actors involved in the provision of return and reintegration assistance to migrants.	Target 2017 (143)	N/A	N/A	N/A	N/A	N/A
	Target 2022 (160)	10	60	60	30	N/A
	Actual (180)	10	83	57	29	N/A

**Result 1.1:** Migration related data and evidence generated is available to inform policies, processes and programmes.

	Baseline	0	0	0	0	N/A
<i>Indicator 1.1.1:</i>	Target 2017 (19)	N/A	N/A	N/A	N/A	N/A
Number of field studies, surveys and other research conducted (EUTF 5.3).	Target 2022 (19)	2	2	2	1	11
	Actual (20)	1	3	2	2	12

**Result 1.2:** Relevant stakeholders have increased capacity to develop and implement orderly, safe and dignified return and reintegration procedures.

	Baseline	0	0	0	0	N/A
<i>Indicator 1.2.1:</i>	Target 2017	7	315	86	26	N/A
Number of stakeholders strengthened through capacity building or operational support on reintegration	Target 2022	7	315	86	26	434
	Actual	12	527	94	32	665
	Baseline	N/A	N/A	N/A	N/A	N/A
<i>Indicator 1.2.2:</i>	Target 2017	70%	70%	70%	70%	N/A
Percentage of stakeholders who declare increased knowledge on return and reintegration issues	Target 2022	70%	70%	70%	70%	70%
	Actual	100%	95%	89%	77%	97%
	Baseline	0	0	0	0	N/A
<i>Indicator 1.2.3:</i>	Target 2017 (29)	N/A	N/A	N/A	N/A	N/A
Number of national/regional/local networks and dialogues on migration related issues newly established or functionally enhanced (EUTF 4.8)	Target 2022 (29)	2	12	8	6	2
	Actual (29)	3	7	9	6	2

**Result 1.3: African Union Commission (AUC)'s capacity on reintegration and migration is enhanced.**

<b><i>Indicator 1.3.1:</i></b>  Number of networks/coordination bodies supported by the experts.	Baseline	N/A	N/A	N/A	N/A	N/A
	Target 2017 (4)	N/A	N/A	N/A	N/A	N/A
	Target 2022 (4)	N/A	N/A	N/A	N/A	<b>1</b>
	Actual (4)	N/A	N/A	N/A	N/A	<b>4</b>
<b><i>Indicator 1.3.2:</i></b>  Number of strategies, policies and plans developed and/or directly supported by experts.	Baseline	N/A	N/A	N/A	N/A	N/A
	Target 2017 (10)	N/A	N/A	N/A	N/A	N/A
	Target 2022 (	N/A	N/A	N/A	N/A	<b>10</b>
	Actual (10)	N/A	N/A	N/A	N/A	<b>10</b>

**Specific objective 2: safe, humane, dignified voluntary return processes are enhanced along main migration routes.**

Percentage of stakeholders declaring that they perceive the project as effectively reaching out to migrants who would otherwise not be in a position to return home.	Baseline	N/A	N/A	N/A	N/A	N/A
	Target 2017	70%	70%	70%	70%	N/A
	Target 2022 (70%)	<b>70%</b>	<b>70%</b>	<b>70%</b>	<b>70%</b>	N/A
	Actual (87%)	<b>100%</b>	<b>88%</b>	<b>96%</b>	<b>74%</b>	N/A
Percentage of migrants who report that they have been provided with sufficient and useful information to take an informed decision to return (IOM 1.2.0).	Baseline	N/A	N/A	N/A	N/A	N/A
	Target 2017	70%	70%	70%	70%	N/A
	Target 2022 (70%)	<b>70%</b>	<b>70%</b>	<b>70%</b>	<b>70%</b>	N/A
	Actual (95%)	<b>N/A</b>	<b>92%</b>	<b>100%</b>	<b>96%</b>	N/A

**Result 2.1: Stranded migrants and relevant stakeholders have information about, and access to, voluntary return and reintegration assistance.**

<b><i>Indicator 2.1.1:</i></b>  Number of awareness raising activities/events addressing migrants in target countries.	Baseline	0	0	0	0	N/A
	Target 2017 (	253	20	179	25	6
	Target 2022 (483)	<b>253</b>	<b>20</b>	<b>179</b>	<b>25</b>	<b>6</b>

	Actual (498)	258	19	186	29	6
<i>Indicator 2.1.2:</i>	Baseline	0	0	0	0	N/A
Number of transit or migrant resource and response centres that are built, enhanced, rehabilitated or rented.	Target 2017 (12)	1	2	6	3	N/A
	Target 2022 (12)	1	2	6	3	N/A
	Actual (15)	2	4	6	3	N/A

**Result 2.2:** Migrants are assisted to return voluntarily in a safe and dignified manner.

<i>Indicator 2.2.1:</i>	Baseline	0	0	0	0	N/A
Number of migrants assisted to return voluntarily to their countries of origin disaggregated by sex and specific needs.	Target 2017	3300	0	1550	1200	2400
	Target 2022 (8450)	3300	0	1550	1200	2400
	Actual (9025)	3640	58	1557	1214	2456
<i>Indicator 2.2.2:</i>	Baseline	0	0	0	0	N/A
Number of migrants in transit provided with protection and direct assistance (disaggregated by sex and specific needs).	Target 2017	3300	0	1550	1200	2400
	Target 2022 (8450)	3300	0	1550	1200	2400
	Actual (8960)	3640	58	1581	1214	2468
<i>Indicator 2.2.3:</i>	Baseline	0	0	0	0	N/A
Percentage of migrants satisfied with travel arrangements made for them (IOM2.1.3) (sending country).	Target 2017	70%	70%	70%	70%	N/A
	Target 2022	70%	70%	70%	70%	N/A
	Actual (95%)	N/A	98%	78%	96%	N/A

**Specific objective 3: Migrants' rights are promoted, and returnees benefit from sustainable economic, social and psycho-social reintegration that also benefits communities.**

Percentage of migrants referred to state and non- state actors who were assisted by those actors.	Baseline	0	0	0	0	N/A
	Target 2017	70%	70%	70%	70%	N/A
	Target 2022	70%	70%	70%	70%	N/A

	Actual	N/A	96%	98%	100%	N/A
Percentage of surveyed community members reporting that they feel involved in the identification, design and/or implementation of community-based reintegration.	Baseline	0	0	0	0	N/A
	Target 2017	70%	70%	70%	70%	N/A
	Target 2022	70%	70%	70%	70%	N/A
	Actual	N/A	79%	43%	93%	N/A
Percentage of migrants assisted reporting sufficient levels of economic self-sufficiency, social stability and psychosocial wellbeing in their community of return.	Baseline	0	0	0	0	N/A
	Target 2017	70%	70%	70%	70%	N/A
	Target 2022	70%	70%	70%	70%	N/A
	Actual	N/A	95%	95%	89%	N/A

**Result 3.1:** A coherent and integrated approach to post arrival and reintegration assistance is implemented in a consistent manner across the region.

<i>Indicator 3.1.1:</i>	Baseline	0	0	0	0	N/A
Number of beneficiaries who have received reintegration assistance (disaggregated by sex, specific needs, type of project, individual, collective and community (migrant and community members).	Target 2017 (12800)	0	7680	1000	4000	120
	Target 2022 (12800)	0	7680	1000	4000	120
	Actual (15161)	0	9561	994	4430	176
<i>Indicator 3.1.2:</i>	Baseline	0	0	0	0	N/A
Percentage of beneficiaries declaring being satisfied with reintegration assistance received from IOM.	Target 2017	70%	70%	70%	70%	N/A
	Target 2022 (70%)	70%	70%	70%	70%	N/A
	Actual (55%)	N/A	57%	80%	44%	N/A

**Result 3.2:** Systems for operational data collection, analysis and dissemination on reintegration are reinforced.

<b><i>Indicator 3.2.1:</i></b>  Number of planning, monitoring, learning, data collection and analysis tools set up, implemented and/or strengthened (EUTF 5.2).	Baseline	0	0	0	0	N/A
	Target 2017 (33)	N/A	N/A	N/A	N/A	N/A
	Target 2022 (24)	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>33</b>
	Actual (36)	<b>0</b>	<b>2</b>	<b>4</b>	<b>1</b>	<b>27</b>
<b><i>Indicator 3.2.2:</i></b>  Number of institutions supported to establish or strengthen data collection, monitoring and/or learning tools.	Baseline	0	0	0	0	N/A
	Target 2017 (27)	N/A	N/A	N/A	N/A	N/A
	Target 2022 (27)	<b>1</b>	<b>21</b>	<b>4</b>	<b>1</b>	N/A
	Actual (29)	<b>1</b>	<b>3</b>	<b>7</b>	<b>4</b>	N/A

# Annex 3. IOM performance scores and methodology

As part of the Final Independent Evaluation of the EU-IOM Joint Initiative on Migrant Protection and Reintegration in the Horn of Africa, the evaluation team provides a **score for the performance of the Initiative** against each of the evaluation criteria.

The grading system includes the level of performance scores from 1 to 5, which have the following accompanying values:

1	2	3	4	5
Poor	Fair	Good	Very good	Excellent

Each criterion comprises various elements. For example, relevance is measured for different stakeholder groups, while effectiveness is measured for each level of effects in the logframe. To determine the scores for each criterion, the evaluation assigned scores to the main elements of each criterion and subsequently calculate an average.

Additionally, the evaluation allocated scores on the robustness of data and evidence on which basis the score was provided. In this case, a similar scoring system from 1-5 is used. Robustness includes the following components:

- Quantity of data sources
- Number of cases observed/measured
- Extent to which the results across different cases from different data sources are aligned

1	2	3	4	5
A low number of sources and a low number of cases were observed. The evidence is only anecdotal, no specific or general	Either a low number of sources or a low number of cases observed. There is a strong risk that any conclusions made on the basis of the data	The number of sources and cases analysed are adequate to study the phenomenon. However, the evidence is largely inconclusive and conclusions can be robust only for	The number of sources and cases analysed are adequate to study the phenomenon. The evidence from most of the sources for most of the domains of the study is well-	The number of sources and cases analysed are adequate to study the phenomenon. The evidence from all of the sources for all of the domains of the study is well-

conclusions can be made.	collected would be biased.	some specific domains of the study	aligned. The conclusions are robust for many of the specific domains and can therefore be generalized with caution	aligned. The specific general conclusions can be considered robust with a high degree of certainty
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## Relevance

*Overall score on IOM performance: 3.9*

ELEMENT	1	2	3	4	5
Relevance for migrants					X
Relevance for returnees				X	
Relevance for communities				X	
Relevance for governments				X	
Relevance for other stakeholders				X	
Involvement of stakeholders in design and M&E				X	
Integration of cross-cutting concerns		X			

*Robustness of the evidence: 4,5*

The evaluation team was able to triangulate desk research, interview data, FGD data and results of surveys conducted by IOM. Data was collected from IOM staff and stakeholders, especially from beneficiaries themselves. Therefore, the findings are highly reliable and substantiated.

## Coherence

*Overall score on IOM performance: 4.3*

ELEMENT	1	2	3	4	5
Alignment with IOM objectives and standards					X
Alignment with EU priorities				X	
Alignment with IGAD and AU priorities				X	
Alignment with other UN initiatives				X	

*Robustness of the evidence: 4*

The evaluation team triangulated data obtained from desk research and interviews with both IOM staff and stakeholders. The team deemed that sufficient, non-contradictory evidence was available to make a reliable judgement.

## Effectiveness

*Overall score on IOM's performance: 3.8*

ELEMENT	1	2	3	4	5
Performance towards Result 1.1				X	
Performance towards Result 1.2.				X	
Performance towards Result 1.3			X		
Performance towards SO 1				X	
Performance towards Result 2.1				X	
Performance towards Result 2.2				X	
Performance towards SO 2				X	
Performance towards Result 3.1.			X		

Performance towards Result 3.2			X	
Performance towards SO 3			X	
Screening and assessment of vulnerabilities				X
Functioning of the integrated approach				X

For the assessment of effectiveness, we propose also taking into account the influence of external factors that IOM could not control or influence directly but which had a positive or negative influence on the achievement of the Initiative's specific and general objectives (expected results and impacts).

FACTOR	NATURE OF INFLUENCE (P-POSITIVE / N-NEGATIVE)	LEVEL OF INFLUENCE ON THE ACHIEVEMENT OF SPECIFIC AND GENERAL OBJECTIVES				
		1 - Not at all influential	2 – Slightly influential	3 - Somewhat influential	4 - Very influential	5 - Extremely influential
Covid-19 pandemic	N				X	
Price inflation (especially of food and energy)	N			X		
Extreme weather events and climatic conditions	N	X				
Political instability and armed conflict	N					X
Stigmatisation of returnee migrants among communities	N			X		

The final grading of the overall level of performance of specific and general objectives (results and impacts) taking into account the influence of the external factors (for effectiveness only):

*Overall score on IOM's achievements: 3.4*

ELEMENT	1	2	3	4	5
Achievement towards Result 1.1				X	
Achievement towards Result 1.2.			X		
Achievement towards Result 1.3			X		
Achievement towards SO 1			X		
Achievement towards Result 2.1				X	
Achievement towards Result 2.2				X	
Achievement towards SO 2				X	
Achievement towards Result 3.1.			X		
Achievement towards Result 3.2				X	
Achievement towards SO 3			X		
Screening and assessment of vulnerabilities			X		
Functioning of the integrated approach			X		

*Robustness of the evidence: 4*

The assessment of effectiveness relied on multiple sources of desk research and quantitative data (IOM and contractors), as well as on a wide range of interviews with IOM staff and stakeholders, and FGDs with beneficiaries. Therefore, a plethora of data was available to triangulate and validate. Not all indicators were equally useful to measure actual effectiveness and progress towards the Specific Objectives. No interviews were carried out with the AU to explore effectiveness towards result area 1.3.

## Efficiency

*Overall score on IOM's performance: 4.3*

ELEMENT	1	2	3	4	5
Sufficiency of financial resources				X	
Sufficiency of human resources				X	
Sufficiency of time resources				X	
Cost-efficiency of the programme			X		

*Robustness of the evidence: 3.5*

The efficiency criterion relied on desk research, interviews with IOM and stakeholders, and on surveys carried out by IOM among beneficiaries and stakeholders. While this provided sufficient data for triangulation and validation, the team lacked detailed budget and staff breakdowns to conduct additional analysis.

## Sustainability

*Overall score on IOM's performance: 2.5*

ELEMENT	1	2	3	4	5
Sustainability of reintegration			X		
Sustainability of the programme		X			

*Robustness of the evidence: 4*

The evaluation team relied on desk research data from IOM and compiled by contractors, as well as on surveys conducted by IOM, interviews with IOM staff and stakeholders, and FGDs with stakeholders. In general, this provided sufficient data for triangulation and validation. However, the robustness of the Reintegration Score to measure sustainability of reintegration is being reconsidered and therefore does not provide a highly reliable assessment of this topic.

# Annex 4. Assessment of indicators

Continuing the analysis provided in section 6.1., the following table presents an analysis of the indicators in line with the EU's RACER criteria.

**TABLE 15. ASSESSMENT OF INDICATORS**

NO	INDICATOR	TYPE	QUALITY <sup>436</sup>	COMMENTS
<b>Overall Objective: To contribute to facilitating orderly, safe, regular and rights-based migration through the facilitation of dignified voluntary return and the implementation of development-focused and sustainable reintegration policies and processes.</b>				
1	Percentage of stakeholders declaring that they are more engaged in the field of voluntary return and reintegration assistance.	Objective / impact	*** **	The indicator is partially relevant as its link with the Overall Objective is not fully direct. The percentage of stakeholders does not measure the impact level. In this regard, the indicator does not differ from result-level indicators. It is accepted, credible and easy. The robustness can be doubted, based on the risk of bias among stakeholders.
2	Number of strategies, policies and plans developed and/or directly supported (EUTF 4.6).	Objective / impact	*** **	The indicator mostly links to the overall objective, although this indicator does not measure whether policies and plans are development-focused and sustainable. The indicator is accepted, credible and easy. However, the mere existence of strategies, policies, and plans does not necessarily contribute to the objective.

<sup>436</sup> Based on the RACER criteria

**Specific Objective 1. Partner countries and relevant stakeholders develop or strengthen evidence-based return and reintegration procedures.**

3	Number of partners reporting that data produced has supported evidence-based policies, procedures and programme design.	Outcome	*****	The indicator is relevant as links directly to the outcome. It is accepted, credible and easy. The robustness can be doubted, since only 9 stakeholders at policy-level answered the survey.
4	Number of state and non-state actors involved in the provision of return and reintegration assistance to migrants.	Outcome	*****	The indicator links directly to the outcome. The indicator is accepted, credible and easy. It relies on quality data.

**Result Area 1.1. Migration related data and evidence generated is available to inform policies, processes and programmes.**

5	Number of field studies, surveys and other research conducted (EUTF 5.3).	Result	*****	The indicator links directly to the result area. The indicator is accepted, credible and easy. It relies on quality data.
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**Result Are 1.2. Relevant stakeholders have increased capacity to develop and implement orderly, safe and dignified return and reintegration procedures.**

6	Number of stakeholders strengthened through capacity building or operational support on reintegration	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.
7	Percentage of stakeholders who declare increased knowledge on return and reintegration issues	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data (I.e. a well-developed survey).
8	Number of national/regional/local networks and dialogues on migration related issues newly established or functionally enhanced (EUTF 4.8)	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.

**Result Area 1.3. African Union Commission (AUC)'s capacity on reintegration and migration is enhanced**

9	<b>Number of networks/coordination bodies supported by the experts.</b>	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.
10	<b>Number of strategies, policies and plans developed and/or directly supported by experts.</b>	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.

**Specific Objective 2. Safe, humane, dignified voluntary return processes are enhanced along main migration routes.**

11	<b>Percentage of stakeholders declaring that they perceive the project as effectively reaching out to migrants who would otherwise not be in a position to return home.</b>	Outcome	*****	The indicator is partially relevant as its link with the Specific Objective is not fully direct. It is accepted, credible and easy. It relies on quality data.
12	<b>Percentage of migrants who report that they have been provided with sufficient and useful information to take an informed decision to return (IOM 1.2.0).</b>	Outcome	*****	The indicator is partially relevant as its link with the Specific Objective is not fully direct. It is accepted, credible and easy. It relies on quality data.

**Result Area 2.1. Stranded migrants and relevant stakeholders have information about, and access to, voluntary return and reintegration assistance.**

13	<b>Number of awareness raising activities/events addressing migrants in target countries.</b>	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.
14	<b>Number of transit or migrant resource and response centres that are built, enhanced, rehabilitated or rented.</b>	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.

**Result Area 2.2. Migrants are assisted to return voluntarily in a safe and dignified manner.**

15	<b>Number of migrants assisted to return voluntarily to their countries of origin disaggregated by sex and specific needs.</b>	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.
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16	<b>Number of migrants in transit provided with protection and direct assistance (disaggregated by sex and specific needs).</b>	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.
17	<b>Percentage of migrants satisfied with travel arrangements made for them (IOM2.1.3) (sending country).</b>	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.

**Specific objective 3: Migrants' rights are promoted, and returnees benefit from sustainable economic, social and psycho-social reintegration that also benefits communities.**

18	<b>Percentage of migrants referred to state and non-state actors who were assisted by those actors.</b>	Outcome	*****	The indicator is partially relevant as its link with the Specific Objective is not fully direct. It is accepted, credible and easy. It relies on quality data.
19	<b>Percentage of surveyed community members reporting that they feel involved in the identification, design and/or implementation of community-based reintegration.</b>	Outcome	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.
20	<b>Percentage of migrants assisted reporting sufficient levels of economic self-sufficiency, social stability and psychosocial wellbeing in their community of return.</b>	Outcome	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.

**Result Area 3.1. A coherent and integrated approach to post arrival and reintegration assistance is implemented in a consistent manner across the region.**

21	<b>Number of beneficiaries who have received reintegration assistance (disaggregated by sex, specific needs, type of project, individual, collective and community (migrant and community members).</b>	Result	*****	The indicator is partially relevant as its link with the result is not fully direct, as the number of beneficiaries does not inform on the coherence and integration of an approach. It is accepted, credible and easy. It relies on quality data.
22	<b>Percentage of beneficiaries declaring being satisfied with</b>	Result	*****	The indicator is partially relevant as its link with the result is not fully

	<b>reintegration assistance received from IOM.</b>			direct, as the number of beneficiaries does not inform on the coherence and integration of an approach. It is accepted, credible and easy. It relies on quality data.
<b>Result Area 3.2. Systems for operational data collection, analysis and dissemination on reintegration are reinforced.</b>				
23	<b>Number of planning, monitoring, learning, data collection and analysis tools set up, implemented and/or strengthened (EUTF 5.2).</b>	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.
24	<b>Number of institutions supported to establish or strengthen data collection, monitoring and/or learning tools.</b>	Result	*****	The indicator is relevant as links directly to the result area. It is accepted, credible and easy. It relies on quality data.

# Annex 5. Members of the PSCs

**TABLE 16. LIST OF MEMBERS OF THE PSC IN EACH PROGRAMME COUNTRY**

COUNTRY	MEMBERS
Djibouti	ONARS, EUD and IOM
Ethiopia	MoFA, MoLSA, Federal Job Creation, INVEA (Immigration), Ministry of Agriculture, Ethiopian Diaspora Agency, Ministry of Health, Federal TVET agency, MOWCY, Ministry of Peace, and IOM with ILO and ARRA as observers
Somalia	OSE, IND, NCRI, MOI, MoFA, MOH, Ministry of Labour, MoWHRD, Ministry of Youth and Sports, BRA, and IOM
Sudan	SSWA, Ministry of Interior, EUD, and IOM

Source: created by PPMI, based on Annual Report year 4