EVALUATION OF UNICEF’S CONTRIBUTION TO THE MIGRANT AND REFUGEE CRISIS RESPONSE IN GREECE (2016 – 2019)

Final Evaluation Report as of 16 of June 2020
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Evaluation team
**Acronyms**

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<th>Description</th>
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<tr>
<td>AAP</td>
<td>Accountability to Affected Populations</td>
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<tr>
<td>AMIF</td>
<td>Asylum Migration and Integration Fund</td>
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<td>AWP</td>
<td>Annual Work Plan</td>
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<td>BPRM</td>
<td>Bureau of Population, Refugees and Migration (US Government)</td>
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<td>CCC</td>
<td>Core Commitments for Children in Humanitarian Action</td>
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<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination against Women</td>
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<td>CFS</td>
<td>Child Friendly Space</td>
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<td>CFSH</td>
<td>Child and Family Support Hubs</td>
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<td>CO</td>
<td>Country Office</td>
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<td>CP</td>
<td>Child Protection</td>
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<td>CRC</td>
<td>Convention on the Rights of the Child</td>
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<td>CRM</td>
<td>Child Rights Monitoring</td>
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<td>CWC</td>
<td>Communication with Communities</td>
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<td>ECARO</td>
<td>UNICEF Regional Office for Europe and Central Asia</td>
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<td>ECW</td>
<td>Education Cannot Wait</td>
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<td>ERG</td>
<td>Evaluation Reference Group</td>
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<td>EKKA</td>
<td>National Center for Social Solidarity</td>
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<td>ELSTAT</td>
<td>Hellenic Statistical Authority</td>
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<td>ENOC</td>
<td>European Network of Ombudspersons for Children’s Rights</td>
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<td>ET</td>
<td>Evaluation Team</td>
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<td>FE</td>
<td>Formal education</td>
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<td>FFS</td>
<td>Female Friendly Spaces</td>
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<td>FGD</td>
<td>Focus Group Discussions</td>
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<td>GBViE</td>
<td>Gender Based Violence in Emergencies</td>
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<td>GoG</td>
<td>Government of Greece</td>
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<td>GSGE</td>
<td>Secretariat for Gender Equality</td>
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<td>IO</td>
<td>International organisation</td>
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<td>IR</td>
<td>Inception Report</td>
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<td>HAC</td>
<td>Humanitarian Action For Children</td>
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<td>HPM</td>
<td>Humanitarian Performance Monitoring</td>
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<td>HRBA</td>
<td>Human Rights Based Approach</td>
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<td>IASC</td>
<td>Inter-Agency Standing Committee</td>
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<td>KII</td>
<td>Key Informant Interview</td>
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<td>M&amp;R</td>
<td>Migrants and Refugees</td>
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<td>MBC</td>
<td>Mother and Baby Corner</td>
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<tr>
<td>MoLSA</td>
<td>Ministry of Labour and Social Affairs</td>
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<td>MoMA</td>
<td>Ministry of Migration and Asylum (formerly MoMP)</td>
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<td>MoMP</td>
<td>Ministry of Migration Policy</td>
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<td>MMR</td>
<td>Measles, Mumps and Rubella (immunization)</td>
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<td>MOU</td>
<td>Memorandum of Understanding</td>
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<td>NFE</td>
<td>Non-formal education</td>
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<td>PEDIA</td>
<td>Providing Education and Immediate Accommodation to Migrant Children in Greece</td>
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<td>PFP</td>
<td>Private Fundraising and Partnerships Division</td>
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<td>PO</td>
<td>Partnership Office</td>
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<td>RIC</td>
<td>Reception and Identification Centre</td>
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<td>RIS</td>
<td>Reception and Identification Service</td>
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<td>ROMP</td>
<td>Regional Office Management Plan</td>
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<td>RRMRP</td>
<td>Regional Refugee and Migrant Response Plan</td>
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<td>RT</td>
<td>Response Team</td>
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<td>SIL</td>
<td>Supported Independent Living</td>
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<td>SMS</td>
<td>Site Management Support</td>
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<td>TOC</td>
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Executive Summary

This report presents findings, conclusions and recommendations of the independent evaluation of UNICEF’s contribution to migrant and refugee response in Greece (2019-2019). The evaluation was conducted from November 2019 to June 2020.

Introduction and Background

A large-scale population movement happened throughout Europe in 2015 when over one million refugees and migrants undertook the journey across the Mediterranean Sea. The vast majority crossed the Aegean Sea by boat from Turkey to Greece. Since then, the number of arrivals has stabilized and more than 100,000 refugees and migrants are currently dispersed across Greece; of those at least 28,000 are children and around 5,300 are unaccompanied and separated children (UASC). Recognizing the complexity and scale of the refugee and migration situation in Europe, in September 2015 UNICEF Executive Director issued a Global Broadcast that enabled the organisation to start its response in a Level 3 (L3)-like emergency. UNICEF Regional Director for Europe and Central Asia (ECARO) was appointed as Special Coordinator for the Refugee and Migrant Crisis in the region. A Crisis Cell was created in Geneva and an out-posted Response Team (RT) was deployed in Greece.

Evaluation Scope, Purpose, Objectives and Intended Audience

The purpose of the evaluation is to capture UNICEF’s performance in the response to the crisis, to support enhanced accountability (summative dimension), as well as to extract lessons learned and inform strategic thinking for future interventions (forward looking).

The scope of the evaluation covers UNICEF’s contribution in responding to refugee and migrant crisis in Greece during the period of April 2016 - November 2019, primarily focusing on interventions in the areas of education; child protection (CP), including GBV in emergencies (GBViE); and child rights monitoring (CRM). The main groups of rights holders considered by the evaluation were the migrant and refugee children, their caregivers, and unaccompanied and separated children. The evaluation also considered the geographical coverage of UNICEF’s response.

The evaluation had the following objectives:

a) Provide an independent assessment of the performance of the response programme, including reaching formulated targets, adequacy and alignment to the Core Commitments for Children in Humanitarian Action (CCCs), human rights-based approach (HRBA) and gender-responsive programming;

b) Determine the extent to which UNICEF’s management, coordination and delivery mechanisms implemented in cooperation with the Government of Greece and other partners and actors, have coherently and effectively reached intended results related to provision of assistance to refugee and migrant children, their caregivers, and unaccompanied and separated children in Greece;

c) Identify good practices, provide lessons learned and forward-looking actionable recommendations to UNICEF on improving the response, planning future interventions, and supporting the sustainability of response results, including those related to achieving longer-term changes.

The primary target audience and intended direct users of the evaluation are UNICEF staff (including the team in Greece, the Regional Office, and HQ). Government partners, UN agencies, civil society representatives, and funding partners, are the secondary intended users of the evaluation.
Evaluation Approach

The evaluation team (ET) applied a non-experimental, theory-based approach to the evaluation. In consultation with UNICEF and stakeholders, a reconstructed theory of change (ToC) was developed and a research hypothesis was tested during the evaluation process. Given the dual nature of UNICEF’s interventions in Greece (emergency response and activities aimed at medium- to longer-term results for children), the evaluation evidence was assessed using a mix of criteria from the Development Assistance Committee (DAC)\(^1\) and Active Learning Network for Accountability and Performance (ALNAP):\(^2\) relevance, effectiveness, efficiency, sustainability and coordination. The evaluation was also guided by international frameworks on children’s rights and human rights treaty bodies’ recommendations for Greece, such as the Committee of the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women (UN CEDAW), and the Convention on the Rights of Persons with Disabilities (UN CPRD).

The evaluation approach was participatory with a strong utilization focus. Ethical considerations were respected in all cases during the process of the evaluation, and human rights-based and gender-responsive approaches were applied.

To generate robust evidence, the evaluation employed a mixed-methods approach and triangulated different sources of data. Data collection included extensive document review, key informant interviews and focus group discussions, in-country observations, and two surveys.

The evaluation followed UNICEF and UNEG procedures to ensure high quality evaluation processes. All evaluation products have been subject to quality review by the Evaluation Reference Group and external quality assurer.

Key Findings of the Evaluation

**Relevance:** The evaluation found that UNICEF played a critical role in raising awareness on child rights in the migrant and refugee response in Greece, embedding important international frameworks, such as the UN Convention on the Rights of the Child (CRC), CCCs, and UNICEF’s 6-point Agenda for Children on the Move. It was also found that UNICEF swiftly and effectively adapted its “two-track” intervention approach, which included both emergency response and institutional support, to the local context. Whereas initial response mostly implied provision of essential services to migrant and refugee children and their caregivers, from 2018 an “all children approach” started being considered. UNICEF overcame challenges related to the out-posted nature of its presence in Greece and developed pertinent programmatic modalities with regard to all thematic areas, adapting them over time and to changing needs and context. The evaluation team highlights that from the beginning UNICEF identified the urgent need to focus on child rights monitoring. At the same time, the evaluation found that strategies of Communication with Communities (CwC) were poorly developed, and there was limited information for and participation of affected communities in the planning and monitoring of the interventions.

**Effectiveness:** The Evaluation Team resorted to the combination of available frameworks to evaluate the effectiveness of UNICEF’s response against planned outcomes, its related outputs and indicators, namely, UNICEF One Response Plan (2017) and 2018 and 2019 Annual Work Plans embedded in UNICEF ECARO Management Plan (ROMP). In addition, as part of Humanitarian Action for Children (HAC) Appeals, UNICEF team in Greece has been reporting against specific Humanitarian Performance Monitoring (HPM) indicators and against various donor agreements.

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\(^1\) OECD-DAC criteria are the reference for international development evaluations

\(^2\) ALNAP criteria are the reference for the evaluation of humanitarian action
Effectiveness/Child Protection: Child Protection has been one of the priority thematic areas of UNICEF’s response to migrant and refugee children in Greece. The evaluation found that UNICEF effectively enhanced the capacity of governmental and non-governmental organisations to manage the protection response for refugee and migrant children while contributing to strengthening the national child protection system, which will eventually benefit all children in Greece. Particularly pertinent and effective has been UNICEF’s support to implementing partners’ multidisciplinary teams: child protection concerns were addressed in combination with integrated assistance to migrant and refugees. Furthermore, the evaluation evidences that UNICEF provided technical expertise in development of adequate tools and mechanisms with regard to UASC protection policies, and design of a holistic package of care for UASC including building capacities of shelter managers to provide targeted protection, taking into account GBV concerns. It should also be underlined that UNICEF’s support to CP and GBV-related research studies resulted in generating necessary and meaningful evidence to inform policy and planning of the response. However, the effectiveness of UNICEF’s child protection response was undermined by programmatic gaps related to uneven quality of services in different settings which depends on implementing partners’ capacities and understanding, as well as by inadequate harmonization of the CP interventions among various actors (Government of Greece (GoG), CSOs, international organisations) and a lack of in depth quality and accountability frameworks, such as the common UNICEF framework for CP interventions within UNICEF’s Global Child Protection Resource Pack.

Effectiveness/GBVIE: In line with humanitarian standards and despite short-term funding, UNICEF introduced GBVIE activities in its response since the beginning. To a large extent, scale-up of the activities and broader geographical coverage were possible due to special earmarked funding and availability of strong local partners on the ground. UNICEF’s integrated approach, with GBVIE integrated in CP portfolio and in Female Friendly Spaces in particular, equipped rights holders with increased knowledge on gender equality and provided opportunities to access essential services. Multidisciplinary teams that combined legal, psychological, social support, and trust building activities have brought about the most significant results in the GBVIE area. However, the evaluation exercise found that the limited capacity of the GBV prevention and assistance system in Greece, linked to structural problems (financial and organisational), has hampered the Government-led response to GBV among refugees and migrants, as well as in the wider population in the country.

Effectiveness/Education: The evaluation found that collaboration between UNICEF’s Education team and education institutions in Greece significantly enhanced the latter’s capacity and brought specialized knowledge and expertise into the national education system. It was also found that UNICEF significantly supported and promoted the 6- to 17-year-old migrant and refugee children’s enrolment to formal education by responding to practical and essential prerequisites for their access to public schools, such as translation, provision of educational material, and addressing immunization gaps of school-age migrant and refugee (M&R) children. Pertinent and paramount for migrant and refugee children’s enrolment and attendance of public schools was UNICEF’s adaptation of non-formal education (NFE) activities to either support or prepare the children to attend formal education. Furthermore, UNICEF’s advocacy on the importance of NFE as a prevention and protection tool in emergency situations changed educational institutions’ perceptions on the importance of providing NFE to vulnerable groups. In addition, UNICEF developed a highly-appraised teachers’ training program on Inclusive Education, approved by the Ministry of Education and implemented through public universities. However, the evaluation exercise found that UNICEF’s response presented considerable gaps in addressing the educational needs of children under 4 years old, and adolescents and adults’ vocational training and education needs.

Effectiveness/Child Rights Monitoring: UNICEF’s clear objective to cooperate with and build Greece’s institutional capacities in child rights monitoring resulted in a critically important and timely disaggregated data collection, evidence-based analysis, decision-making, and visibility on M&R response both by the
Government and UNICEF. UNICEF’s technical expertise and advocacy in child rights monitoring in the context of migration and refugee crisis, as well as strong ties developed with national institutions working on CRM, were found to bring about the Government’s understanding of the critical need in improving data and evidence generation for all children in Greece, which can potentially lead to the data use to inform decision-making.

Efficiency: Delayed establishment of a solid UNICEF presence in Greece was associated with some challenges at ECARO level, namely the lack of an adapted contingency plan and adequate preparedness, in addition to unclear procedures for deployment of a response team. In addition, UNICEF faced institutional challenges related to issues around the UNICEF National Committee (NatCom) in Greece. Thus, although the NatCom facilitated the out-posting of the UNICEF team, confusion gradually emerged with regard to institutional relations and shared roles in spite of provisions of a respective Framework for Collaboration signed in 2016. With time, a technically sound UNICEF team with skills both in programme and operations areas was consolidated to provide institutional support and service delivery on M&R response, in spite of challenges related to short-term funding. In addition, despite its dependence to a large extent on the Regional Office’s decisions on human resources and administrative procedures, insecurity related to short duration of employment contracts, and highly disproportionate workload that affected staff’s wellbeing, the team in Greece has been resilient to challenges and managed to deliver results through common goals, commendable team spirit, and commitment. The difficulties of adapting UNICEF standard procedures to the Greece context and short-term funding also posed challenges for the Response Team, especially at the early stages of the response, concerning the arrangements with local implementing partners, as uncertainty of administrative delays and disbursement processes was created. The Response Team developed its own solutions by designing specific tools and adapting corporate requirements to allow partnerships with CSOs.

Monitoring and Evaluation (M&E): The M&E system put in place by UNICEF was adapted to the specificities of different components of the response. The RT has been able to track detailed disaggregated data and report on all required frameworks, mainly due to a system of detailed reporting by partners and deployment of field monitors. However, gender-sensitive indicators in UNICEF monitoring frameworks are primarily found mainly in GBV-related activities thus making it challenging to monitor overall gender-responsiveness of the response.

The evaluation highlights the fact that the Response Team commissioned thematic research (CP, GBV) and benefited from learning processes for its decision-making; however, a strengthened and independent (from the Regional Office) knowledge management system would support better targeted interventions and strategic planning.

Communication and Advocacy: With only one staff member working on communications, the Response Team achieved significant results in the area. However, due to organisational arrangements of the Response Team being under the Regional Office’s corporate communication frameworks, the opportunities for targeted outreach and potentially increased resources mobilization have been challenged. In addition, the out-posted nature of the Response Team that did not allow for an independent communication identity (web page, social media), together with the short-term funding and subsequent arrangements, and the uncertainty around the establishment of a permanent presence in Greece, have affected possible formulation of a communication strategy with objectives and measurable results.

UNICEF has been engaged in significant advocacy processes, although did not establish an advocacy programme. UNICEF efforts yielded positive results in terms of raising awareness and reaching solutions for child rights related matters, including issues related to xenophobic messages and attitudes in Greece.
**Coordination:** The evaluation found that UNICEF assumed a key role within coordination mechanisms and relevant sector working groups since the beginning of the response, and that its response promoted a joint vision and common standards in the sectors of child protection, GBV, and education, among national and international partners.

**Sustainability:** UNICEF’s programmatic planning for 2016-2017 was mainly short-term, and became integrated in the Annual Work Plan of the Regional Office Management Plan in 2018 and 2019. Nevertheless, concrete changes in legislative and policy frameworks achieved with UNICEF’s support, in addition to significant capacity building provided to CSOs, are strong drivers for sustainability. On the other hand, some system building mechanisms and tools, and service delivery interventions, although developed and implemented, have not yet been scaled up or institutionalized. Similarly, although UNICEF’s support to municipalities led to promising results, the latter’s sustainability was not addressed. Short term funding and uncertainty of the eventual permanent presence of UNICEF in Greece affected the formulation of sustainability strategies.

**Key Conclusions and Lessons Learnt**

**Gaps in Child Protection Systems in Europe:** The migration and refugee crisis revealed gaps and weaknesses in child protection and child rights monitoring systems of high-income countries (HIC) in Europe (this was already established in the initial UNICEF assessment missions at the end of 2015), Greece being no exception. In addition, the country was already in the situation of a financial crisis that limited public resources and affected the wealth of many groups of the population, thus creating some social resistance for policy changes aiming at integration of foreigners (M&R alike). The response to the M&R crisis as articulated by UNICEF in Greece provides valuable lessons on the key role that UNICEF can play to highlight and address those gaps. UNICEF’s contribution has been essential to identify existing gaps and to generate evidence while addressing needs, but structural problems and urgent needs related to the situation of M&R in Greece persist. Issues of protection and equity for children and women are broadly prevalent and will require a clear commitment to address them in a HIC context.

**Challenges for Emergency Response:** The absence of an integrated national (Greek) response plan for the M&R crisis jeopardized any framing of the response by International Organisations (IO) into national strategies that could provide a sustainable consolidation of the capacities provided. In addition, UNICEF was affected by a short-term planning framework conditioned by the funding sources and the emergency and humanitarian nature of the intervention. Only after reaching the UN to UN partnership with IOM in 2018, a more stable programmatic approach allowed for a long-term vision in the form of a UNICEF Partnership Office in Greece. The positive outcomes achieved through the approach similar to “One UN” and the benefits for UNICEF in this case constitute a key lesson of the M&R response in Greece.

The evaluation notes some constraints in the timely deployment of an emergency response, to some extent attributable to UNICEF’s internal organisational challenges related to complex interventions with no standard operating procedures, not the least to the lack of a contingency plan and preparedness at RO level, and challenges experienced in Greece, namely the out-posting of a Response Team in a NatCom country. The evaluation highlights the mobilization of Surge experts from neighbouring COs and sector advisors from RO as a positive factor to the establishment of adequate strategies by the Response Team, which should be retained as a lesson for future emergency situations in the region.

UNICEF’s response to the M&R crisis in Greece was initially framed in the CCCs and soon integrated a human-rights based approach in its programming in an enabling national context. The nature of UNICEF’s programming provided a holistic package for safeguarding (education and child protection) and
responded to the prerogatives and fundamental rights of children as stipulated in the CRC. As a lesson to be retained, UNICEF response in a HIC has to be articulated beyond the CCCs and framed in the relevant policy references applicable (see above, evaluation approach).

**Adequacy of the Two track Approach:** UNICEF response has been based on a) institutional support and b) service delivery, while consolidating a permanent presence in Greece. This supports the Theory of Change hypothesis of effectively positioning the Response Team, and the upcoming Partnership Office (PO), to work towards long-lasting changes in the lives of M&R children and their families, as well as for all children in Greece. Ultimately, UNICEF’s contribution to the M&R response in Greece is bound to provide better child protection frameworks and institutional capacities for all children in Greece. The consolidation of the PO can be a key element and a source of learning for other collaborations to be established with other HIC.

UNICEF’s work in Greece enabled in-depth reflection on the child protection sector still characterized by a lack of integrated national policies. In this context, UNICEF was able to support governmental and non-governmental institutions in generating evidence through research to inform policies that would strengthen the child protection system in Greece. Its focus on generating data and evidence about M&R children has enabled the concerned institutions to apply a child-focused lens to data collection and analysis, and there are indications that government partners are likely to continue applying this knowledge and skills in areas related to all children in Greece. The evaluation notes weaknesses in some cases on coverage and quality of services provided and these outstanding issues will require to be addressed in the upcoming phase-out period and hand-over processes to institutions in Greece.

The emergency situation during 2016-2019 has provided the opportunity for UNICEF to develop several good practices on education, which are context- and population-specific. Institutional support on enhancing access to formal education and establishment of standards for NFE are success stories of the contribution to the M&R response. UNICEF’s education interventions at local level, supporting selected municipalities on non-formal education strategies, have also been relevant. This has to be retained as a lesson to be built upon as municipalities have a potential to be further supported to develop more permanent programs of NFE according to local needs and specificities, and thus capitalize on the capacity building and technical assistance received during 2018-2019.

UNICEF significantly contributed to GBV capacity building of partners and front line workers and provided access to referral pathways and emergency protective measures for GBV victims. Many women and girls have been empowered and found safety in Female Friendly Spaces (FFS). The challenge remains on integrating GBV M&R response capacities into the national GBV system in Greece. The fact that GBVIE needs to encompass capacity building of referral and case management in HICs should be retained as well as a lesson from the UNICEF response to the M&R crisis in Greece.

UNICEF has been able to achieve transformative results in the area of child right monitoring. This is largely due to UNICEF’s accumulated expertise in this area (both within the Response Team and RO), and more significantly, to the Team’s empowerment-driven approaches towards government institutions and its close partnerships with them. In particular, the early engagement of UNICEF response in supporting and advocating on CRM, constitutes an example of good practice to be retained.

UNICEF was instrumental in supporting local civil society organisations, technically and financially, in responding to the crisis. The role of highly capacitated local NGOs, which collaborated as implementing partners with UNICEF, is found to be paramount in terms of relevance and effectiveness of the response. Their technical expertise and excellent knowledge of the local context paired well with UNICEF’s expertise. The evaluation notes, though, the limited roll-out of Communication with Communities instruments and
affected communities’ limited engagement in the response. A lesson from this UNICEF response is that CwC in HIC remains elusive to the current mechanisms, and issues of accountability to affected population (AAP) require specific attention and tools in HIC.

Ultimately, the contribution to the increased capacity of CSOs, the engagement of academic institutions, and the involvement of municipalities in M&R-related services, are factors developed in the context of UNICEF’s intervention that can facilitate consolidations of results for all children in Greece, once the policy environment is favorable, and can provide lessons to be applied in similar contexts.

**Efficient Use of Resources:** The evaluation concludes that UNICEF’s contribution to the M&R response in Greece has been highly efficient. The resources mobilized in terms of staff and operational capacities have been modest in relation to significant achievements.

The evaluation consistently documents the integrated approach that UNICEF has developed in order to provide a holistic response to address needs of M&R children and the vulnerable. This is highlighted as a good practice and offers the opportunity to build on organisational learning from the response in Greece. To be noted that in the case of Greece the paradigm of the usual “silo” structure of UNICEF internal arrangements was overturned by the need for a multitask integration of sectors through mutual team support and probably facilitated by the flexible results frameworks applied. Integrated programming of CP, GBV, FFS and NFE is one of the significant good practices identified, and a lesson to build upon for future emergency situations.

Funding channels have been at the root of many of the shortcomings retained in the report: short-term funding affected strategic choices and limited opportunities for a medium- to long-term programmatic presence in the country, and hampered job security of Response Team staff. Learning should be driven in terms of ensuring a more stable funding base for emergency operations and an adequate contractual framework for staff.

**Comprehensive Monitoring and Evaluation:** The evaluation notes the articulation by the RT of comprehensive M&E mechanisms in a context of changing results frameworks. The evaluation identified different levels of monitoring, from the HPM to partners’ donors’ and field monitors’ periodic reports. The HPM model is found limited as a monitoring tool. The deployment of field monitors is a particularly relevant mechanism put in place by UNICEF in Greece that shows a unique commitment to M&E from different angles, including to interagency mechanisms and joint monitoring with IOM that account as examples of good practice. However, despite monitoring reports containing disaggregation by age and sex, it should be noted that there is limited presence of gender-sensitive indicators in the monitoring frameworks accessed.

**Key Lessons Learned**

From the lessons captured in the report and listed in table 13, the evaluation team highlights some below:

a) There is a need for updated contingency plans and adequate preparedness at regional and national level;

b) The response to the M&R crisis has disclosed gaps and weaknesses in CP systems in HIC. UNICEF has a key role in raising awareness and promoting steps to address them;

c) Institutional support in CP, Education and GBV has been a key component of the response to the M&R crisis in Greece and is likely to be also necessary in other contexts;

d) Focus on CRM for M&R has provided transformative results in Greece and allowed to establish the basis for monitoring rights of all children in Greece;
e) NFE has proven to become a good practice to facilitate access to FE and to provide a protective environment for children;
f) Municipalities are key actors to be engaged in CP and NFE activities;
g) Universities and academia provide valuable and authorized support to system analyses and research and can be drivers for change;
h) In case of crisis, mobilization of surge staff from neighbor CO can be crucial to establish a swift and context adapted response;
i) The Response Team established an integrated programming of CP, GBV, FFS and NFE, that proved to be one of the significant good practices identified and should be retained as an institutional lesson for other contexts;
j) Joint monitoring with other UN agencies has provided a useful means to address shortcomings of the response; such experience should contribute to institutionalization of the practice;
k) The One UN approach provides an opportunity to reach respective agreements with mutual benefit for UN agencies on funding, advocacy and operational terms.

Key Recommendations

Based on key findings, conclusions and lessons learnt, the evaluation report provides the following recommendations:

**Recommendations for UNICEF Partnership Office in Greece**

1. UNICEF Partnership Office in Greece should use its integrated programming practice and results as an entry point for supporting broader policy efforts, in line with “for all children” approach, and align its programming framework and organisational structure accordingly.
2. Support duty bearers and rights holders in Greece to advance the implementation of national and international commitments in the area of child rights, through a targeted focus on gender-responsive and equity-based national planning, budgeting and statistics in thematic areas of cooperation between UNICEF and GoG.
3. Ensure greater strategic positioning of UNICEF in gender equality area by further identifying entry points to support most-at-risk persons, within the multi-sectoral framework and through increased joint programming with UN agencies, to deepen coordination and support to normative and legislative work, and scale up interventions.
4. Ensure work-life balance of UNICEF personnel in Greece: better security in terms of contractual arrangements, sufficient human capacity in particularly overstretched areas, e.g. communications, reporting, knowledge management, partnerships. Develop a learning plan and provide opportunities for the personnel to expand their knowledge on results-based management, gender-responsive programming, and other areas of interest identified through a capacity and learning needs assessment.
5. Design, with support of the UNICEF Regional Office and Headquarters, an Advocacy and Communications Strategy, linked with a potential global communication strategy on challenges in ensuring child rights in High Income Countries, linked with targeted fundraising efforts for Greece.

**Recommendations for UNICEF Regional Office for Europe and Central Asia**

1. **Advocacy for migrant and refugee children:** the situation of children on the move in Europe is still a matter of concern, especially in frontline European countries and the Balkan route. It is important to raise the profile of the 6-point Agenda for Children on the Move and establish a
clear regional-level advocacy and communications strategy, especially taking into account COVID-19 and its aftermath.

2. **Multisectoral team approach to programming in emergencies and humanitarian situations:** building on the achievements of the Response Team in Greece, it is recommended that RO institutionalizes similar approach in regional-, sub-regional, and country-level response to emergencies and humanitarian situations (i.e. combining legal-, psychological-, GBV prevention-, social support, non-formal education, classes for adults). Response Team’s example can be shared widely with other UNICEF offices and UN agencies.

3. **Emergencies:** there is a need to consolidate contingency plans at regional, sub-regional- (clusters of countries), and, where foreseen, country-level, envisaging different scenarios (including movements of population, pandemics, natural disasters, etc.), building on the preparedness platform already established at corporate level (Emergency Preparedness Policy, EPP). Using such framework, there should be respective stand-by rapid response teams and coordination cells, as well as regularly updated plans and SOPs in order to ensure immediate response in case of crisis.

4. **Cluster countries:** under the RO’s framework, COs affected by M&R influx should be connected through a regular schedule of trans-border workshops, in order to establish strategies to address common contingency concerns and respective issues (CRM, child detention, trafficking, early marriage, GBV, child exploitation) and share knowledge.

5. **Emergency contractual procedures:** Establish adapted contractual procedures with regard to PCAs for emergencies in HIC, with a possibility to waive some of the requirements (e.g. pre-identification of partners; HACT processes) and made them flexible in order to swiftly mobilize operational capacity. Alternative means of verification with regard to implementing partners’ human and finance capacity could be used in EU countries.

6. **Non-programme Countries/ NatCom Countries:** UNICEF RO should consider a corporate agreement with non-programme countries/ countries with NatCom, to allow for follow-up of child rights issues in Europe and Central Asia, including advocacy and eventual action, and to define entry points for UNICEF with Government institutions in such a context. Role of NatComs in HIC has to be redefined: there is a need to establish specific entry points in UNICEF management structure (e.g. focal point for NatComs at RO, regional oversight body or similar). Clear roles should be defined in cases of emergency (most likely on a case by case basis).
1. Introduction

1.1. The Migrant and Refugee Crisis of 2015

1. A large-scale population movement happened throughout Europe in 2015 when over one million refugees and migrants undertook the journey across the Mediterranean Sea. The vast majority crossed the Aegean Sea by boat from Turkey to Greece. 90% of those arriving in Greece came from the world’s top 10 refugee-producing countries, primarily from the Syrian Arab Republic (Syria), Afghanistan and Iraq. Throughout this crisis, refugees and migrants arriving in Europe have not intended to stay in Greece, the first country of arrival for long, but instead aimed to continue their journey onwards. The Western Balkans route became an important transit axis, with thousands of people travelling through Greece, North Macedonia, Serbia, Croatia and Slovenia before reaching their final destination in Europe.

Box 1: Greece at a Glance

➢ According to estimates by the Hellenic Statistical Authority, the total population in Greece on the 1st January 2018 was 10,741,165 (5,210,040 men and 5,531,125 women). The population from 0 to 14 years was estimated to be 14.4%.
➢ The country is organized administratively into 13 regions, 332 municipalities and 1 autonomous state (Monastic State of the Holy Mountain).
➢ The population is 98% Eastern (Greek) Orthodox. Greek Muslims represent the largest minority, and constitute 1.37% of the total population, with Armenians and Albanians together comprising another 1.2%.
➢ As of September 2019, 83,567 school-age foreign-born children (5-18) resided in Greece. The percentage of children at risk of poverty in Greece grew to 28.8% (565,000) in 2013 from 23.7% in 2009. In 2018, 22.7% of children were at risk of poverty. The poverty of immigrants’ children (children with foreign nationality of their parents) grew from 41.5% in 2009 to 61.1% in 2013.

2. The migrant and refugee (M&R) crisis took place amidst an economic and financial crisis in Greece that caused widespread social unrest and impoverished many layers of society, affecting social services delivery. The population at risk of poverty increased to 23.1% in 2012, and the economic crisis still affected more than 20% of Greece’s population in 2017.³

Graph 1: Greece’s GDP per capita 2008-2018

³ % of population with income <60% of the national median equivalised disposable income; source: ELSTAT
3. On 18 March 2016, the EU and Turkey agreed on measures to halt the movement of refugees and migrants travelling from Turkey to the EU (the EU-Turkey statement). This had a significant impact on the numbers of refugees and migrants arriving to Europe, with a decrease in the number of people along the Western Balkans route and an increase in the number of people remaining in Greece, in particular on the mainland. Greece became a country of destination, even if not being a first choice country for refugees. In 2016, arrivals in Greece most commonly originated from the Middle East and South West Asia. 97% of arrivals originated from one of the following five countries: Syria (47%), Afghanistan (25%), Iraq (15%), Pakistan (5%) and Iran (3%). Number of arrivals has stabilized since 2017, with more than 70,000 refugees and migrants currently dispersed across Greece in sites on the mainland and the islands, of those 28,000 children and 3,773 UASC. However, in 2019, the demographics of those arriving in Greece have changed in comparison with the demographics of 2016: according to UNHCR data, most common nationalities of sea arrivals in Greece are the following: 37.4% Afghanistan, 27.6% Syrian Arab Republic, 7.3% Democratic Republic of the Congo, 6.7% Iraq, 5.6% occupied Palestinian Territories, 1.8% Iran and 12.8% others.

4. The number of arrivals has stabilized since 2017, and in 2019 more than 100,000 refugees and migrants are currently (as of January 2020) dispersed across Greece in sites or in urban accommodation on the mainland and the islands, of those at least 28,000 children and 5,301 unaccompanied and separated children (UASC). The situation remains unstable (as of November 2019), with an increase in arrivals by land and sea (57,000 by sea and 14,312 by land) and the Reception Center in Lesvos being overcrowded. Asylum procedures take over two years to be processed, and M&R stay in Greece with a great uncertainty about their future. The new Government has announced changes in the procedures and a more restrictive approach to refugee related issues. Some instances of xenophobia have been reported.

5. The COVID-19 pandemic extended through Europe from February 2020, reaching Greece in March. As of April 4th 2020, 1680 cases were reported in Greece, with 68 deaths. Cases of M&R residents have been confirmed in Ritsona and Malakasa open accommodation sites, leading to quarantine measures and confinement. The crowded conditions of sites and other residential arrangements for M&R raise serious concerns on the impact of the disease among these vulnerable populations. The evaluation scope does not cover the situation created by the extension of the pandemic, although the ET is aware of the consequences and impact that it can have in the future arrangements of cooperation agreements related with M&R issues in Greece and elsewhere. This is taken into consideration in the report, where relevant.

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5 UNICEF, Situation Report February 2019
6 https://data2.unhcr.org/en/situations/mediterranean/location/5179
7 IOM: https://migration.iom.int/europe?type=migrants-presence
9 The situation in Lesvos has deteriorated since January 2020, with more than 20,000 people living in substandard conditions when the ET visited the island (February 11, 2020) and is extensive to other islands, such as Chios or Samos, where M&R outnumber local population.
10 At the time of the report drafting, the situation has deteriorated in the land borders with Turkey (Evros) and in the islands, with riots and different incidents.
Box 2: Migrants and Refugees in Greece 2016-2019, Key Figures

- Arrivals 2016-2019: 338,665
- Number of M&R in Greece as of December 2019: 112,300 (71,200 in mainland, 41,100 in islands): approx. 38,000 children
- Asylum applications 2016-2019: 253,940; 34% children, 33% women
- Number of UAC referrals to EKKA 2016-2019: 25,539
- UAC reported as of December 2019: 5,301

6. From the beginning of 2015 to February 2019, the European Commission allocated €816.4 million in emergency assistance to support the Greek authorities, international organisations and NGOs operating in Greece on managing the refugee and humanitarian crisis. The emergency funding comes on top of the €613.5 million already allocated to Greece under the national programmes for 2014-2020 (€328.3 million from AMIF and €285.2 million from ISF).16

1.2. UNICEF Response to the Migrant and Refugee Crisis

7. Recognizing the complexity and scale of the migrant crisis, the UNICEF Executive Director issued a Global Broadcast on 16 September 2015 that enabled UNICEF to follow similar approaches that apply in Level 3 (L3)-like emergencies. This marks the start of UNICEF corporate response to M&R crisis in Europe. The Director for Europe and Central Asia Regional Office (ECARO)17 was appointed by UNICEF Executive Director as the Special Coordinator to lead and coordinate the response – a function similar to that of the Global Emergency Coordinator appointed in L3 emergencies. The Crisis Cell was established within the UNICEF Regional Office (RO) to assist the Special Coordinator in crisis management and coordination functions.

8. UNICEF launched the first Humanitarian Action for Children (HAC) appeal in June 2015, addressing challenges for children on the move, including technical assistance at the request of the governments and service provision and advocacy as key components in the wider expected response.18 This first appeal was directed to boost the response of the so called Programme countries,19 where Country Offices (CO) were present and accountable for response. In September 2015 UNICEF launched a regional crisis response to contribute to the well-being and protection of children and their families in the context of that crisis (the Regional Refugee and Migrant Response, RRMP).

9. The crisis affected countries where UNICEF had a Country Programme of Cooperation with a Country Office (programme countries), and countries where UNICEF was represented by National

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11 Source: UNHCR
12 Idem
13 Source: Asylum Service
14 Source: EKKA
15 Idem
17 ECARO was denominated formerly “Central and Eastern Europe and the Commonwealth of Independent States (CEE/CIS) Regional Office”. The ET uses the new denomination in this report.
18 2015 HAC European Refugee Migrant Crisis
19 Croatia, Serbia, North Macedonia and Bulgaria
Committees or NatComs (non-programme countries). Later, when UNICEF established its presence in those countries to respond to the crisis in partnership with NatComs, they became known as ‘One UNICEF’ response countries.

10. UNICEF assessment missions to Austria, Germany, Greece, Italy, Hungary and Slovenia were carried out at the last quarter of 2015 and informed possible future cooperation in “non programme countries”. Agreements for technical support were reached in a period of months, except for Greece, where the agreement was achieved in June 2019 (in the case of Austria, a provisional agreement was reached in the short term before the definitive one was adopted in June 2017). In most cases the deployment of UNICEF response teams in non-CO countries happened in mid-2016 (in Austria - in early 2017) when the flow of M&R had already been affected by the closure of borders and the EU-Turkey agreement (#3).

Table 1: Process to Establish UNICEF Presence in UNICEF One Response Countries

<table>
<thead>
<tr>
<th>Country</th>
<th>Assessment Mission</th>
<th>Offer of Technical Assistance</th>
<th>Agreement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Austria</td>
<td>23/26 Nov 2015</td>
<td>15 Feb 2016</td>
<td>27 June 2017</td>
</tr>
<tr>
<td>Germany</td>
<td>3/6 Nov 2015</td>
<td>16 Nov 2015</td>
<td>14 Dec 2015</td>
</tr>
<tr>
<td>Greece</td>
<td>3/6 Nov 2015</td>
<td>16 Nov 2015</td>
<td>June 2019</td>
</tr>
<tr>
<td>Hungary</td>
<td>14/15 Sept 2015</td>
<td>3 Dec 2015</td>
<td>No agreement</td>
</tr>
<tr>
<td>Italy</td>
<td>July 2015/Jan 2016</td>
<td>22 Feb 2016</td>
<td>27 May 2016</td>
</tr>
</tbody>
</table>

1.3. The Object of the Evaluation

11. The response for Greece was included in the Regional Refugee and Migrant Response Plan for Europe 2016. The overall theoretical framework applied in the programmatic documents has been coherent with UNICEF Global Programme Framework on Children on the Move, UNICEF’s Quadrennium Strategic Plans (2014 – 2017, 2018 – 2021) for the Region of Europe and Central Asia, as well as UNICEF Gender-based Violence in Emergencies (GBViE) Theory of Change (ToC).

12. UNICEF carried out a Rapid Assessment of the Needs of Refugee and Migrant Children in Greece in October 2015, identified challenges specific for women and children, and assessed weakness in the capacity to address them. The Core Commitments for Children in Humanitarian Action (CCC) were the starting point for framing UNICEF’s response to the crisis, although the nature of the crisis meant that an adaptive, flexible approach needed to be taken. UNICEF deployed a Country Coordinator in Greece early in 2016 and a Refugee and Migrant Response Team (RT) was outposted from UNICEF Europe and Central Asia Regional Office in Geneva to Greece by July 2016 (a Country Coordinator a.i. was deployed in Athens already in January 2016). The team had significant support from the Regional Office sector specialists and managed to recruit specific staff to cover programmatic and operational needs.

13. For Greece, a Response Plan was formulated (Greece: UNICEF One Response Plan 2016). This plan was meant to include the ongoing response through NatCom, whereas UNICEF faced challenges of an unclear relationship with the Government of Greece, with the latter not being a programme country. A partnership or cooperation agreement was lacking, as well as policy and operational arrangements of a Country Office. The process of negotiating an official relationship with the Government of Greece to clarify the institutional identity of the Response Team was delayed until

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20 Adapted from the “Participatory Review of the UNICEF Response to the Refugee and Migrant Crisis in Europe 2015-2017”

21 The CCCs were used in developing the checklists for the assessment missions in Europe. In practice, the format of the assessment missions varies and it is not always clear whether the checklist was used.
June 2019, when agreement was reached to establish a Partnership Office (PO) of UNICEF in Greece. The terms of this partnership agreement between UNICEF and the Government of Greece are currently under discussion as to establish a permanent presence of UNICEF in the country.

Box 3: Refugee and Migrant Crisis in Europe, UNICEF Response in Brief

- Global broadcast of UNICEF Executive Director - September 2015
- Regional Refugee and Migrant Response plan for Europe - March 2016
- Outposting of a team of the RO in Greece - April 2016
- Humanitarian Response, Regional HAC appeal - 2016 -2019
- UNICEF One Response Plan for Greece, 2016/17 (with NatCom): “Two track” strategy
- ROMP 2018/2019: AWP Greece Outcome
- Partnership agreement with the Government of Greece: June 2019

14. UNICEF faced a challenging situation in a High Income Country (HIC) with a strong NatCom presence and branding. Further, the needed emergency humanitarian assistance had to be coupled with technical assistance to achieve the objectives and to assure acceptable standards for the populations of concern. The “Framework for collaboration” issued in March 2016 by the Special Coordinator, Private Fundraising and Partnerships (PFP) Division and Standing Group of the RO intended to establish clear guidelines and procedures for interventions in NatCom countries proved challenging and will be commented in the report.

15. The response was designed to provide a two-track strategy: providing support, namely technical assistance to Greek institutions and, in addition, ensure service provision: 22 NGOs have been granted Programme Cooperation Agreements (PCAs) to implement programmatic aspects to deliver assistance on child protection (CP), GBViE, non-formal education (NFE) and activities aimed at supporting women.

16. Institutional support: Greek institutions supported include: the Ministry of Migration Policy (currently, Ministry of Migration and Asylum), the Ministry of Education and Religious Affairs, the Ministry of Labour and Social Affairs including the Directorate General for Child and Family Protection, the National Centre for Social Solidarity (EKKA), the Directorate General of Gender Equality (the latter was situated in the Ministry of Interior until July 2019), and the Deputy Ombudsperson for Children’s Rights. Collaboration and specific agreements with the Hellenic Statistical Authority (ELSTAT) have also been established.

17. Programmatic activities: Initially UNICEF reacted to the needs through emergency interventions based on the funding from the European Commission’s Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) since November 2016. These include CP and NFE services in open accommodation sites and urban settings, attention to UASC in safe zones and shelters, GBViE prevention and response activities (these were strengthened when US BPRM funding was allocated in September 2017 to GBV specific activities including extension of services to Lesvos, capacity building and mapping of services). Funds from Germany, Slovakia and Global Thematic funds allowed for additional activities (mainly Child and Family Support Hubs (CFSH)) in islands and Reception and Information Service. Akelius programme (digital language learning) was implemented since January 2018. From March 2019 an approach similar to the “One UN” was adopted and UN to UN agreements were reached with IOM (Pedia, SMS project and Merimna, funded by the Directorate-General for Migration and Home Affairs (DG HOME) and with UNHCR (Education Cannot Wait) which allowed for more structured programmatic activities. The Site Management Support (SMS) collaboration with IOM since March 2019 is the more important in terms of funds mobilized and areas covered (16 open accommodation sites with activities on CP,
NFE and support to formal education (FE), while Pedia (scale up of the SIL scheme, a model for UASC self-reliance and integration) and Merinma (interpretation services in schools and CFSH in Lesvos, jointly with Education Cannot Wait (ECW)) and other emergency activities in the islands from the end of 2019 (through the Emergency Program Fund) are also significant activities and models of intervention.

18. Geographical coverage of the response evolved based on needs and synergies, while mostly concentrating in mainland Greece (Central Macedonia, Eastern Macedonia and Thrace, Epirus, Attica and Central Greece), and on islands (Lesvos, Chios and Samos). UNICEF has been able to reach significant numbers of children and vulnerable populations at risk, as acknowledged in the Humanitarian Performance Monitoring (HPM) indicators collected, with achievements well above targets in many cases.

19. Close coordination has been established with UN agencies through working groups and coordination meetings around specific thematic areas which has led to a wider engagement of UNICEF through working groups on education, child protection and SGBV, and, and through the consolidated joint programmes of the UN to UN partnership agreements (IOM/UNHCR) funded by DG HOME and ECW respectively, grounded in the One UN approach, as mentioned above.22

20. To address fundraising for such a complex response, UNICEF participated in the Regional Interagency Response appeal and launched specific UNICEF Humanitarian Action for Children (HAC) appeals between 2015 and 2019. UNICEF has been able to raise support from donors of up to 40 million USD (summary of donor contributions can be found in Efficiency sections). From the initial main source of funding, the emergency funds from DG ECHO, switched to more institutional ones from DG HOME channeled through the UNICEF-IOM partnership.

21. UNICEF has allocated funds mainly to child protection and education activities, including child rights monitoring, with less significant allocations to water, sanitation and hygiene (WASH), nutrition and health (see Efficiency section for detailed information).

22. In terms of human capacity, the Response Team in Greece, headed by the Country Coordinator, reached to about 35 members located in Athens and in Greece regions.23

23. The overall aim of UNICEF’s initial humanitarian response in Greece is to “ensure that protection, care and support is assured for refugee and migrant children and families on the move and those stranded in Greece”.24 In 2018 and 2019 the Response of UNICEF in Greece is included as an outcome in the Regional Office Management Plan (ROMP) 2018-2021, with Annual Work Plans (AWP) that define three outputs which frame the Response Programme (see Annex 2). The reconstructed ToC (Section 3 below (logic model) is built upon these formulations and takes into account contextual factors, risks and assumptions applicable to the response in Greece.

24. UNICEF interventions in Greece, through the “Programme on Refugee and Migrant Response in Greece (Greece: UNICEF One Response Plan)” and the subsequent AWP from April 2016 until November 2019 constitute the object of this evaluation. This external evaluation of UNICEF’s Contribution to the Migrant and Refugee Response in Greece intends to provide an independent analysis of the role and achievements of UNICEF in Greece during the period 2016-2019, and has a dual purpose: accountability and lessons learned, and a formative dimension to provide strategic learning for future interventions.

22 “Providing Education and Immediate Accommodation to Migrant Children in Greece” and “Improving the Greek Reception System through Site Management Support and Targeted Interventions in Long-Term Accommodation Site” IOM/UNICEF; funded by DG Home

23 Based on March 2019 staffing structure

24 “Greece: One UNICEF Response Plan” narrative
2. Evaluation Purpose, Objectives and Scope

2.1. Purpose of the Evaluation

25. Based on the ToR, the purpose of the evaluation is intended to capture elements to support enhanced accountability (summative dimension), as well as to extract lessons learned and inform strategic thinking for future interventions (forward looking).

2.2. Objectives of the Evaluation

26. The ET retains the following objectives, as proposed in the ToR:

➢ To provide an independent assessment of the performance of the response programme, including reaching formulated targets, adequacy and alignment to the CCCs, human rights-based approach to programming and gender equality/gender-based violence (GBV) programming;
➢ To determine the extent to which UNICEF’s management, coordination and delivery mechanisms implemented in cooperation with the Government of Greece, implementing partners and other actors, have coherently and effectively reached intended results in terms of equity-based and gender-responsive technical assistance and capacity building, related to provision of assistance to refugee and migrant children, their caregivers, and to unaccompanied and separated children in Greece;
➢ To identify good practices, provide lessons learned and forward-looking actionable recommendations to UNICEF on improving the response, planning future interventions, and supporting the sustainability of response results, including those related to achieving longer-term changes.

2.3. Scope of the Evaluation

27. As specified in the ToR, in programmatic and operational terms, the evaluation covers UNICEF’s contribution in responding to the refugee and migrant crisis in Greece during the period of April 2016 - November 2019, primarily focusing on interventions in areas of education, child protection, including GBV in emergencies, and child rights monitoring. Recent developments in the region and in Greece regarding migrant and refugee issues will be taken into consideration when providing conclusions and recommendations, in order to make the evaluation valid through the changing circumstances, while the analysis of data obtained and related to the evaluation criteria will be focused on the time as per the scope of the evaluation (2016-2019).

28. The evaluation covers primary beneficiaries of UNICEF Programme in Greece: migrant and refugee children, their caregivers, and unaccompanied and separated children. Special attention has been exercised to possible unplanned results for other vulnerable groups, in light with the ToC outlined (see below under Section 3: logic model). To the extent possible, the scope of individuals includes disaggregation by sex, age, and country of origin.

25 The change in government after elections in Greece, the challenges of the EU/Turkey agreement experienced in March 2020, and the outbreak of COVID-19
29. The evaluation covers the geographical locations where UNICEF has implemented activities during the period, that is, Central Macedonia, Eastern Macedonia and Thrace, Epirus, Attica and Central Greece, as well as the islands of Lesvos and Chios. The evaluation does not include in the scope of analysis activities related with nutrition, WASH and health; the relatively minor dimension of those interventions advise to concentrate in the programmatic areas above. However, significant findings relevant to nutrition, WASH and health identified during the process of evaluation have been incorporated to the report.

31. Although the initial Response Plan was inclusive of the NatCom’s contribution to the response, the evaluation does not include in the analyses activities or contributions by the NatCom, which does not exist since April 2018 and is subject to other accountability procedures. Mention to it is made when relevant.

32. The outbreak of COVID-19 extended to Europe and Greece (see above #6), and this may have consequences for the situation of M&R in Greece as for the rest of the population in Greece. Design of the methodology, inception phase and data collection phase took place before the outbreak and COVID-19 situation cannot be included as part of the contextual factors during the exercise. The outbreak is still ongoing at the time of writing and its eventual influence will be taken into account when reaching conclusions and recommendations for the future.

3. Methodology

3.1. Logic Model and Theory of Change

33. The main approach to evaluation is theory-based. The evaluation team has reconstructed a theory of change (see Graph 2 below) to frame the processes to be evaluated that led to eventual change through the intervention. In the absence of a ToC of reference for the UNICEF response in Greece, and on the basis of evidence collected from the initial desk review of relevant documents (logical frameworks, implementation plan, action plans, situational reports, concept notes, preliminary analyses, etc.), the team reconstructed the implicit theory of change, integrating the current logical frameworks of the intervention and correcting the relevant gaps.

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26 UNICEF supported as well a shelter for UASC in Samos until 2018, now closed, while there are plans to extend activities to the islands in 2020. The ET considers that these new activities cannot be evaluated yet and will not be covered within the scope of this exercise.
34. The hypothesis as proposed suggests that UNICEF aimed to contribute to a permanent change in Greece by ensuring the protection and well-being of all children in the country through the establishment of a partnership with the Government of Greece (GoG) and the subsequent programmatic areas of intervention.

35. The evaluation process has allowed the ET to test the assumptions, enabling factors, difficulties and bottlenecks, and the ET has been able to test the different levels of hypothesis of the theory,
which is reflected in the report. The team has attempted a prospective analysis which contributes to the formulation of the conclusions and recommendations.

3.2. Conceptual Framework and Approach

36. The evaluation defines an analytical framework (see Graph 3 and Table 2) with all applicable standards of reference to the case of children on the move, which is the core of the initial response. The analytical framework has been constructed combining the OECD-DAC27 criteria with the international human rights framework (Minimum Standards for Child Protection in Humanitarian Action; Inter-agency Standing Committee Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action; Global Compact on Migration; UNICEF Guidelines on the Protection of Child Victims of Trafficking; Inter-Agency Network for Education in Emergencies (INEE); UNHCR Framework for the Protection of Children, and the core principles to protect refugee and migrant children on the move.28 The analytical framework plays a key role in assessing the timeliness and the overall performance of the response. Moreover, UN human rights treaty bodies’ observations serve as a point of reference for the evaluation.

37. Precisely, the evaluation assesses the response against core principles and the extent to which UNICEF supports the UN Convention on the Rights of the Child (CRC) and protects the rights of the child in all contexts: humanitarian crises, protracted crises and in high income countries. The evaluation also assesses the quality of the response against the UN CRC, the Convention on the Elimination of All Forms of Discrimination against Women (UN CEDAW), the Convention on the Rights of Persons with Disabilities (UN CPRD), and the Committee of the Rights of the Child. In addition, considering that Greece is a state party to all previously mentioned international human rights standards, a special attention is given to the national legislation that supports the achievement of UNICEF’s 6-Point Agenda for Children on the Move.

Graph 3: The Core Principles of UNICEF’s 6-point Agenda for Children on the Move

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27 http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm
28 Agenda for Action: UNICEF’s 6-Point Agenda for Children on the Move
Table 2: Sources and Articles of the CRC & UNICEF’s 6-Point Agenda for Children on the Move

<table>
<thead>
<tr>
<th>UNICEF 6 Point Agenda for Children on the move</th>
<th>Articles from CRC</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Protect uprooted children from exploitation and violence</td>
<td>CRC Article 32; CRC Article 39 and Article 36</td>
</tr>
<tr>
<td>2. Keep families together and give children legal status</td>
<td>CRC Article 3, Article 7, Article 8, Article 9 (9.3), Article 10, Article 16 and Article 24.2</td>
</tr>
<tr>
<td>3. End the detention of refugee and migrant children by creating practical alternatives</td>
<td>CRC Article 3, Article 37</td>
</tr>
<tr>
<td>4. Help uprooted children stay in school and stay healthy</td>
<td>Education: CRC Article 28; Guardianship: Committee on the Rights of the Child, GC No.6; Stay Healthy: CRC Article 24 and Article 39</td>
</tr>
<tr>
<td>5. Press for action on the causes that uproot children from their home</td>
<td>CRC Article 12</td>
</tr>
<tr>
<td>6. Combat xenophobia and discrimination</td>
<td>CRC Article 2</td>
</tr>
</tbody>
</table>

38. The evaluation gives special attention to the programmatic side with a focus on immediate results of the interventions and attempts to look at the way they were produced. Additional strategic commitments have been examined: human rights-based approach, equity, gender equality, coordination leadership and participation, impartiality and neutrality, ‘do no harm’ approach, managing for results, emphasis on preparedness and early recovery, and advocacy.

39. Overall, the evaluation approach includes a strong utilization focus. This ensures that all relevant stakeholders are involved in each step of the process and in ways that support their learning. This can be in response to compelling evidence and clear recommendations, and also by prompting different and new ways to address common issues. The entire evaluation approach is participatory and is focused on developing data, information, and reports to spark different conversations and new ways of thinking.

40. This evaluation has applied the UNEG standards and principles for evaluation. The evaluation team ensured that their obligations (independence, impartiality, credibility, avoiding conflicts of interest, accountability) were met and that all analyses were sufficiently transparent and explicit to produce robust and reliable findings that would be replicated by an independent team using the same evidence.

41. Ethical approach: ethical considerations have been respected in all cases during all the process of the evaluation. The data collection design excluded direct interaction with children, especially with UASC, considering their particular vulnerability. The evaluation follows and abides by the ethical code of conduct for research and evaluation in the UN System, as postulated by UNEG. This includes the independence of the consultants, the anonymity and confidentiality of individual participants in the evaluation, sensitivity to social and cultural contexts and monitoring integrity and honesty in relations with all stakeholders. Consent for participation in the study has been obtained from all participants.

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29 UNICEF-Adapted UNEG Evaluation Report Standards
The inception report, with the methodology, data collection tools and protection protocols, has been subject to an external Ethical Review (see Annex 4 for details) to ensure full compliance with UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis (UPES).  

### 3.3. Evaluation Criteria and Evaluation Matrix

As suggested in the ToR, the evaluation uses a mix of the OECD-DAC and ALNAP criteria in order to adequately reflect the complexity of the framework of intervention, which includes emergency response and capacity building components in a high-income country.

In the TOR a number (40) of evaluation questions were proposed, which have been clustered according to the criteria relevant for the evaluation exercise and validated through the Inception Phase. The ET has elaborated an evaluation matrix, which includes all the elements of interest for the evaluation, and the questions have been reformulated to fit into the internal logic of the tool.

The 14 overarching evaluation questions (EQ) and the related criteria are proposed as follows (see also the Evaluation Matrix in Annex 6).

#### Table 3: Evaluation Questions

<table>
<thead>
<tr>
<th>Evaluation Questions (EQ)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Relevance</strong></td>
</tr>
<tr>
<td>EQ1: How relevant has the UNICEF contribution to the migrant and refugee crisis response been into taking into account relevant standards for equity, gender equality and human rights-based approach?</td>
</tr>
<tr>
<td>EQ 2: To what extent UNICEF contribution is relevant to address the needs of beneficiaries and to adapt to changing needs and the context?</td>
</tr>
<tr>
<td>EQ 3: How relevant are the participatory approaches used to involve beneficiaries and other stakeholders in the different information gathering efforts? (planning and implementing processes?)</td>
</tr>
<tr>
<td><strong>Effectiveness</strong></td>
</tr>
<tr>
<td>EQ 4: To what extent did UNICEF’s response in the sectors of child protection achieve stated objectives?</td>
</tr>
<tr>
<td>EQ 5: To what extent did UNICEF’s response in GBVIE achieve stated objectives?</td>
</tr>
<tr>
<td>EQ 6: To what extent did UNICEF’s response in the sector of education achieve stated objectives?</td>
</tr>
<tr>
<td>EQ 7: To what extent did UNICEF’s response in child rights monitoring achieve stated objectives?</td>
</tr>
<tr>
<td>EQ 8: What were the major factors influencing the achievement or non-achievement of the objectives?</td>
</tr>
<tr>
<td><strong>Efficiency</strong></td>
</tr>
<tr>
<td>EQ 9: Has the response programme generated the intended outputs through the most efficient use of inputs, including financial, human resources and partnership approaches?</td>
</tr>
<tr>
<td>EQ 10: M&amp;E - How efficient were the systems put in place to monitor progress and capture disaggregated data, including in order to address equity- and gender equality issues?</td>
</tr>
<tr>
<td>EQ 11: Communication and Advocacy: Has the response achieved to promote enhanced awareness, engagement and mobilization on the situation of refugee and migrant children at regional and national level, including fight against xenophobia?</td>
</tr>
<tr>
<td><strong>Sustainability</strong></td>
</tr>
<tr>
<td>EQ 12: To what extent has the design of activities of short-term nature considered medium / longer-term needs and intersectional issues, including to support positive changes with regard to equity and gender equality (if any)?</td>
</tr>
</tbody>
</table>

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31 UNICEF Procedure for Ethical Standards In Research, Evaluation, Data Collection And Analysis (UPES)

32 ALNAP is a sector-wide active learning membership network dedicated to improving the quality and accountability of humanitarian action. Detailed information is available at [www.alnap.org](http://www.alnap.org)
EQ 13: To what extent is it likely that the benefits of the programme continue in the event if the funding is ceased?

Coordination

EQ 14: To what extent has UNICEF coordinated with relevant platforms and entities, with national authorities and within the UN and the larger humanitarian community, including on equity and gender equality issues?

The above questions integrate a number of sub-questions that cover all the overarching issues raised in the ToR, adapting the Evaluation Matrix to the analytical framework of the evaluation (see Evaluation Matrix in Annex 6).

3.4. Methodology of the Evaluation

46. The evaluation has used a mixed methods approach and relied on the qualitative comparative analysis and on the quantitative and qualitative data based on documentary reviews and consultations with key stakeholders, existing monitoring systems, including HPM indicators, surveys, Focus Group Discussions, Key Informant Interviews and observation in field sites. The methodology applied can be synthesized as follows:

➢ Desk review through secondary data: This included desk review of analysis planning and programming documents, UNICEF and partners’ periodic statistical reports, as well as other reports and relevant sources identified by the team and UNICEF.

➢ Inception phase: after completing the desk review an inception mission to Greece was organized for the team. The inception mission aimed to introduce the evaluation to UNICEF Response Team, as well as to important stakeholders, including members of the Evaluation Reference Group (ERG), with the objective to establish a common vision for the evaluation.

➢ Data collection mission: it entailed data collection protocols, using adapted tools for observation, semi-structured questionnaires, observation, FGDs and surveys. The mission took place between 10-21 February, 2020 (summary information is available in table at paragraph #34).

47. Gender sensitivity has been applied when selecting data sources with due consideration to the local context and in consultation with the implementing organisations with prime knowledge about local conditions. For an adequate gender perspective, the evaluation ensured that all at-risk parties, including women and men, have been heard separately, in a safe environment, and their views expressed, and that the analysis uses sex and age disaggregated data whenever possible.

3.5. Sampling

48a. The ET in collaboration with implementing partners has defined jointly the most appropriate approach for each sampling case during the field visits. Snowball and purposive non-probability sampling have been used when interviewing and setting up discussion groups of targeted beneficiaries (refugees and asylum seekers, sites managers, education staff, etc.). As for implementing partners, from a total of 22 partners that had PCAs with UNICEF over the period, the ET has been able to meet a significant sample of the ones that have active contracts at the time of the visit, and many others from different CSOs formerly collaborating with UNICEF. Key Informant Interviews have been carried out with 80% of the programme and managerial staff of the response team in Greece. In addition, two surveys have been carried out, addressed to all UNICEF staff and all UASC shelter managers, with response rates of 49% and 70% respectively.
48b. During the inception phase a sampling of the sites supported by UNICEF across Greece has been carried out. From a total of 15 sites currently under UNICEF programmatic supervision the ET has visited eight of them using criteria of dispersion (a mix of remoteness and closeness to urban centers), number of hosted migrants and refugees (choosing the ones that are more populated), and with presence of a variety of UNICEF supported programmes. This purposive sampling ensured assessing a significant proportion of the sites with UNICEF intervention. In all sites the ET visited accommodation, CFS, safe zones, informal education arrangements. KII with residents and staff took place and FGDs were organized. In addition, the RIC in Lesvos and shelters and urban accommodation sites in Athens and Thessaloniki have been visited. Please refer to table 5 for details on people met and gender.

3.6. Stakeholder Participation, Evaluation Use and Users

48c. The preparatory phase of the evaluation included an initial mapping of key stakeholders of UNICEF interventions in 2015-2019. This mapping was further reviewed and elaborated during the inception meetings. The stakeholder analysis has been further disaggregated by the specific human rights role (including different categories of duty bearers and rights holders) related to the programme interventions. The analysis also includes details about the specific role of stakeholders in the intervention (see Annex 7).

48d. During the evaluation, stakeholders were given the opportunity to actively contribute towards the development, review and validation of emerging evaluation findings. Rather than having a passive role in participating in consultations as ‘informants’ or simply ‘validating’ observations, the evaluation team engaged key evaluation stakeholders (e.g. UNICEF Response Team, Regional Office, Government and implementing NGOs) as partners who actively contributed to findings, especially forward-looking ones, in order to ensure their ultimate ownership of the final report. 100 key informant interviews (68 women and 32 men), 12 Focus Group Discussions with 112 stakeholders (79 women and 33 men), visits to 10 sites (see table 5 below), and administration of 2 online surveys which included 24 respondents (see Annexes 13 and 14), were undertaken.

48e. In accordance with the ToR, the evaluation will be used by a range of primary (with direct interest) and secondary (indirect interest) stakeholders. Primary stakeholders are the ones involved in the implementation of the response programme, the plans or strategies towards which the response framework contributes. Those with an indirect interest include those who should be influenced by the evaluation or are consulted (for example, staff working for other organisations in the area), and those who would eventually benefit from the evaluation and should be consulted, for example, the affected population.

48f. The intended uses of evaluation are the following:
- **Accountability** for UNICEF interventions in terms of contribution to provision of quality services;
- **Lessons learned** and good practices for national, regional and other stakeholders in responding to similar crises;
- **Formative**: strategic learning for future interventions; informing the upcoming programmatic relationship between UNICEF and the Government of Greece.

The primary expected users of the evaluation are UNICEF Response Team in Greece, main implementing partners, UNICEF Regional Office and the Governmental institutions supported by UNICEF (as primary duty bearers). Secondary users will be UN agencies, in particular, UNHCR and IOM; EU partners, primarily DG Justice, DG HOME, DG ECHO, European Commission, European Parliament, Fundamental Rights Agency (FRA), European Asylum Support Office (EASO) and the
European Network of Ombudspersons for Children (ENOC); US State Department and other partners and stakeholders; beneficiaries of the response (primary rights holders), civil society and other actors working on refugee and migrant issues.

### 3.7. Phases of the Evaluation

#### Table 4: The Phases of the Evaluation

<table>
<thead>
<tr>
<th>Phases</th>
<th>Activities</th>
<th>Responsible</th>
<th>Deadline</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Phase I:</strong> Inception Phase (November 2019 - January 2020)</td>
<td>Desk and literature review</td>
<td>ET</td>
<td>22 November 2019</td>
</tr>
<tr>
<td></td>
<td>Inception Mission Greece</td>
<td>ET</td>
<td>4 - 6 December 2019</td>
</tr>
<tr>
<td></td>
<td>Preparation and Submission of inception report</td>
<td>ET</td>
<td>19 December 2019</td>
</tr>
<tr>
<td></td>
<td>Feedbacks on inception report</td>
<td>ERG</td>
<td>17 January 2020</td>
</tr>
<tr>
<td></td>
<td>Integration of feedbacks in inception report and field mission preparation</td>
<td>ET</td>
<td>31 January 2020</td>
</tr>
<tr>
<td><strong>Phase II:</strong> Field Phase and Data Collection Mission (9 February - 21 February 2020)</td>
<td>Travels to Athens</td>
<td>ET</td>
<td>9 February 2020</td>
</tr>
<tr>
<td></td>
<td>Data Collection Mission in Greece (KII, FGD, Sites Observations, Survey)</td>
<td>ET</td>
<td>10 - 21 February 2020</td>
</tr>
<tr>
<td></td>
<td>End of field mission, presentation of preliminary findings</td>
<td>ET</td>
<td>20 February 2020</td>
</tr>
<tr>
<td></td>
<td>Travels</td>
<td></td>
<td>21 February 2020</td>
</tr>
<tr>
<td><strong>Phase III:</strong> Writing and Feedback</td>
<td>Compilation and analysis of data collected during field mission</td>
<td>ET</td>
<td>28 March 2020</td>
</tr>
<tr>
<td></td>
<td>Report Writing and Submission of draft final report</td>
<td>ET</td>
<td>20 April 2020</td>
</tr>
<tr>
<td></td>
<td>Feedbacks on final draft report</td>
<td>ERG</td>
<td>29 May 2020</td>
</tr>
<tr>
<td></td>
<td>Second final draft evaluation report</td>
<td>ET</td>
<td>9 June 2020</td>
</tr>
<tr>
<td></td>
<td>Presentation of final evaluation report to UNICEF and ERG</td>
<td>ET</td>
<td>16 June 2020</td>
</tr>
<tr>
<td></td>
<td>Submission of Final evaluation report</td>
<td>ET</td>
<td>23 June 2020</td>
</tr>
</tbody>
</table>


- Literature and Documents review
- Preliminary Draft Report and Methodology
- Inception mission to Greece
- KII with UNICEF staff
- KII with partners & institutions

➢ Draft Inception Report submission
➢ External Quality Review and Ethical Review
➢ Consultation and Feedbacks from Evaluation Reference Group
➢ Final Inception Report
➢ Preparation of the field phase and data collection mission

49. Data collection phase (January - February 2020): the data collection phase took place between January and February 2020 and includes a number of distant interviews with key Informants and a field phase in Greece, visiting a number of sites where UNICEF carried out its activities, and further KIIIs and FGDs (see table below and list of interviewees in Annex 9).

Table 5: Data Collection Methods and Tools

<table>
<thead>
<tr>
<th>Data Collection Methods &amp; Tools</th>
<th>Interviewees per Gender</th>
<th>Locations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Key informant Interviews</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>➔ UNICEF Response team (14)</td>
<td>Total Female = 62</td>
<td>Malakasa, Elaionas (Attica)</td>
</tr>
<tr>
<td>➔ UNICEF Regional Office (7)</td>
<td>Total Male = 38</td>
<td>Thiva, Oinofita (Central Greece)</td>
</tr>
<tr>
<td>➔ National government (6)</td>
<td></td>
<td>Volvi (Central Macedonia)</td>
</tr>
<tr>
<td>➔ Local Authorities (2)</td>
<td></td>
<td>Drama, Serres (Eastern Macedonia)</td>
</tr>
<tr>
<td>➔ Independent bodies (2)</td>
<td></td>
<td>Blue Refugee Center (Thessaloniki)</td>
</tr>
<tr>
<td>➔ UN entities (16)</td>
<td></td>
<td>Andravida (Western Greece)</td>
</tr>
<tr>
<td>➔ CSO implementing partners (50)</td>
<td></td>
<td>Lesvos/Moria (North Aegean)</td>
</tr>
<tr>
<td>➔ Donor partners (2)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>➔ EU Agency (1)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total KII Interviews: 100</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| Focus Group Discussions         |                          |           |
| ➔ FFS/Women (5)                 | Female (51)              |           |
| ➔ Group discussion/Men (1)      | Male (7)                 |           |
| ➔ NFE/Women & Men (6)           | Female (28), Male (26)   |           |
| Total number of FG: 12          | Total: 112 beneficiaries  |           |
|                                 | (Total Female: 79, Male: 33) |           |

Total KII Interviews: 100
50. Exit debriefing: at the end of the field phase, the ET presented to the Response Team in Greece and the Evaluation Reference Group the preliminary findings obtained. This provided an opportunity for a validation exercise, and initial gaps or errors were disclosed and addressed in this report (PowerPoint Presentation is available in Annex 16).

51. Data analysis: collected data has been analyzed by using relevant analysis methods (e.g. triangulation) as described in the inception report. The data analysis and synthesis has considered intersectionality issues: ways in which gender and equity intersects with other identities and how these intersections contribute to enjoyment of rights or rights deprivation. The ET has established an evidence matrix with all findings coded by source of data. The gender overview of interviewed persons is provided in the table above.

52. Draft report: the ET prepared a draft evaluation report with conclusions, lessons learned, and recommendations drawn from the data obtained and analyzed. The report structure follows UNICEF’s evaluation report guidance. The Evaluation Team has to note the difficult situation experienced by its members due to the emergency measures applied in most of the countries of residence as a consequence of the COVID-19 outbreak. This has affected the planned schedule and produced some delays in the elaboration of the report.

53. The report has been shared with the Reference Group and UNICEF ECARO. Feedback has been taken into consideration and incorporated into the draft report where relevant.

54. This Final Draft Report has been submitted to the ERG and UNICEF ECARO. Given the situation created by the COVID-19 pandemic and the limitations on travelling, the originally foreseen in-country presentation has been arranged remotely. The final report will include the final remarks from that presentation.

Table 6: Risks and Limitations

<table>
<thead>
<tr>
<th>Risks and Limitations</th>
<th>Mitigation Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Data collection involved vulnerable persons (M&amp;R) in critical situations</td>
<td>Ethical Review of the methodology has been carried out during the inception phase, data collection tools have been cleared and recommendations were followed during the field phase. All ethical safeguards, such as Do No Harm approach, have been adopted. The ET has not directly involved children in the data collection process.</td>
</tr>
<tr>
<td>Relatively short timeframe for the field mission (data collection). The short timeframe of the field mission could have limited the scope of the evaluation</td>
<td>The team has mitigated this risk by splitting during the data collection period in order to cover the largest geographical areas and reach out to the highest number of respondents (see field phase table above).</td>
</tr>
<tr>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Interviews with stakeholders depended on their availability. Due to a considerable number of response sites, it was not be feasible to visit all of them</td>
<td>Evaluation sampling plan has mitigated that risk, enough sites have been visited and information gathered as to ensure a solid representativeness.</td>
</tr>
<tr>
<td>Multinationality of migrants and refugees created language and communication challenges for the ET</td>
<td>The ET has addressed this limitation through available translators in the sites visited, ensuring gender balance where possible and independence. Scarcity of female interpreters has been one of the findings to be highlighted.</td>
</tr>
<tr>
<td>Some activities and programme components have changed or ceased over time and it became difficult to evaluate its relevance and effectiveness retroactively</td>
<td>The ET has discussed this limitation with the RT, collected information and cross checked sources to assess past programmatic options and their evolution.</td>
</tr>
<tr>
<td>Evaluation of UNICEF advocacy efforts at EU level (as part of a monitoring framework indicator) is challenging</td>
<td>Whereas the evaluation process allowed for assessing UNICEF advocacy-related work across thematic areas, it has been challenging to collect data with regard to UNICEF advocacy on the refugee and migrant crisis in Greece at EU level, as it is outside the scope of the evaluation. Therefore, in terms of assessment of advocacy by the Response Team, the ET focused on that of UNICEF thematic interventions in Greece.</td>
</tr>
<tr>
<td>Absence of UNICEF response theory of change</td>
<td>A reconstructed ToC is proposed.</td>
</tr>
<tr>
<td>Staff turnover</td>
<td>Distant interviews have been organized when necessary.</td>
</tr>
<tr>
<td>COVID-19 Outbreak affecting the eventual programme in Greece and the context for the implementation of the recommendations</td>
<td>The data collection took place before the outbreak reached Greece. However, the situation created is likely to influence the context in the coming future.</td>
</tr>
</tbody>
</table>
4. Evaluation Findings

4.1. Relevance

**EQ1: How relevant has UNICEF’s contribution to the migrant and refugee crisis response been in taking into account relevant requirements for equity, gender equality and human rights-based approach?**

<table>
<thead>
<tr>
<th>Key Findings EQ 1</th>
</tr>
</thead>
<tbody>
<tr>
<td>➔ UNICEF played a critical role in raising awareness on child rights in the M&amp;R response in Greece, from the CCCs through the 6-point Agenda for Children on the Move and to the CRC.</td>
</tr>
<tr>
<td>➔ There has been a relevant evolution from UNICEF’s emergency response to institutional support, overcoming the lack of a national plan for M&amp;R and addressing the challenges of a weak CP system in Greece.</td>
</tr>
<tr>
<td>➔ UNICEF applied a relevant “Two-track strategy” from the beginning: focus on emergency response and deliberate capacity building of partners.</td>
</tr>
</tbody>
</table>

55. According to all sources consulted, the data collected during the field mission, and the documents accessed, the role of UNICEF has been critical and instrumental, hence relevant, in order to raise the profile of children’s rights and of their families in the M&R crisis, regionally and in Greece. Rights of children and their families have always been the issue at stake for UNICEF, from the “6 point Agenda for Children on the Move” to the broader reference to the Convention on the Rights of the Child (#36, #37).

56. It has to be noted that initially, when the crisis unfolded in 2015 and the first reaction to needs of M&R was deployed in the Balkan route, there was an absence of significant preparedness or contingency plans in UNICEF RO that could provide a swift mechanism to address emergency needs. Only in November 2016 ECARO developed a Regional Consolidated Contingency Plan for migration across the Mediterranean. The response to the M&R crisis was framed in the Interagency Regional Refugee and Migrant Response plan (RRMP) Jan-Dec 2016, and was basically articulated as a humanitarian response where the CCCs were applicable.

57. The evaluation has evidenced some conceptual tensions between the initial humanitarian response based on the CCCs and the need to frame the intervention in the CRC and the applicable legal frameworks of HIC with a complex institutional system. UNICEF acts as “guardian” of CRC and places children and their needs of protection and access to services in the focus of the response. The UNICEF response in Greece finds alternative applicable benchmarks for analysis in the following frameworks: Global Programme Framework for Children on the Move (UNICEF 6 Point Agenda); Minimum Standards for Child Protection in Humanitarian Action (The Alliance); A Framework for the Protection of Children (UNHCR). Beyond the rapid nature of the response covering humanitarian needs, UNICEF’s intervention in Greece finds applicable sources in the organisation’s Global Social Protection Programme Framework (UNICEF 2019).

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33 See Annex 12 for details on documents consulted
34 To address UNICEF’s earlier lack of preparedness, in November 2016 ECARO developed a Regional Consolidated Contingency Plan for migration across the Mediterranean. As of November 2017, it includes a ‘Rapid Reaction Support’ to be triggered when the influx in any one country exceeds 800 children per week (Participatory review, p. 33)
58. UNICEF managed to establish a sizable emergency response capacity in Greece allowing for institutional support and service delivery only by mid-2016 (see #62). Weaknesses of CP system in Greece were identified, as well as gaps in NFE for M&R children, while the absence of significant data on children rights was made evident. Credit has to be attributed to the assessment mission and the surge staff from neighbouring COs that had the determination and vision to place priorities (CP, UASC, Education) even before a clear programmatic approach could be ready and funding available. Institutional support and capacity building as well as Child Rights Monitoring were placed as priority areas of the early UNICEF response, focusing always on migrants and refugees.

59. The evidence collected highlights the lack of an integrated GoG response plan to address the challenges of the M&R crisis which, coupled with the absence of an in-depth policy dialogue (due to the weak institutional arrangements of UNICEF RT in Greece, consequence of the deployment of a small outpost team from the RO, the lack of an agreement with the GoG (not reached until July 2019), and the situation around NatCom that influenced institutional relations) on the identified weaknesses of the CP system in Greece\(^\text{36}\) are factors that could have affected the relevance of the intervention. This has been highlighted by stakeholders and comes as well as an issue from the survey (see Annex 14). However, the evaluation also evidences an active engagement of line ministries in different areas of the response, being the MoEd the one which established with more clarity procedures and mechanisms to ensure access to education for M&R children. Other key line ministries participated in their areas of responsibility (especially Ministries of Labour and Social Affairs, Migration Policy, Interior/Secretariat for Gender Equality) and in many cases were supported by UNICEF (see box below).

60. The relevance of UNICEF presence was actually based from the beginning of the deployment of the RT (2016) on identified needs for institutional support and service delivery programmes (a two-track strategy in the UNICEF One Response Plan), with the caveat of short term funding and an unclear UNICEF institutional presence in the country. The nature of the intervention has been always framed as a response to the M&R crisis\(^\text{37}\) even if it addresses to some extent structural weaknesses of the CP system in Greece. Over time UNICEF established a more coherent relationship with Greek institutions, although the exchange of letters for a partnership with the GoG took place only in June 2019.

61. In the meantime (before the achievement of the above-mentioned exchange of letters) a number of institutional collaborations were formalized successfully, including seconded staff to reinforce capacity (see Box 4). UNICEF had already established in 2017 MOUs with the Ministry of Migration Policy, and with the municipalities of Athens and Thessaloniki, and a joint work plan with the Ministry of Education (see below #115-118).

**Box 4: UNICEF Collaboration Agreements with Institutions in Greece, 2016-2019**

- Ministry of Migration Policy (currently, Ministry of Citizen Protection),
- Ministry of Education and Religious Affairs,
- Ministry of Labour and Social Affairs including the Directorate General for Child and Family Protection,
- National Centre for Social Solidarity (EKKA)

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36 See assessment mission, Oct 2015, p. 35: “the child protection system in Greece is not equipped to address the needs of both Greek children in the economic crisis and refugee and migrant children”, and in particular the researches: Mapping & Analysis of the CP system in Greece, Institute of Child Health; and: Accessibility an barriers to gender based violence services, by Diotima

37 This has been reported to the ET as a condition of the initial request for support by the NatCom on demand from the GoG; no documents can prove this statement.
EQ 2: To what extent is UNICEF contribution relevant to address the needs of beneficiaries and to adapt to changing needs and the context?

Key Findings EQ 2

➔ Regional Office faced challenges related to the early deployment of the Response Team, mainly due to the lack of legal agreement with Government of Greece on UNICEF presence.

➔ UNICEF’s focus on Child Rights Monitoring was clearly relevant from the beginning of the response.

➔ Short term and donor driven service delivery programming affected the strategic formulation of the presence of UNICEF in Greece.

➔ UNICEF applied pertinent programmatic modalities, adapting through time (Child Protection, Non-formal Education, Female-friendly Spaces and Gender-based Violence). However, a certain gap in services appeared over time with discontinuation of the Child and Family Support Hubs and transition to FFS and NFE spaces.

62. The intervention of UNICEF was based on initial needs assessments (November 2015) and framed in a “One UNICEF Response” basic planning framework, which allowed an integrated UNICEF/NatCom collaboration. However, some time elapsed from the initial needs assessment and the deployment of the Response Team (July 2016). Factors have been already identified and are related to the lack of preparedness (#56) and understanding of emergency procedures as well as the challenges in non programme countries to establish institutional presence and operational capacity.

“This RO is not used to humanitarian crises, it took ages to establish mechanisms of response”

KI from the RO

63. The initial formulation of the response took into consideration the needs of children on the move (and their families) as well as the need to address weaknesses of the CP system in the country, including a comprehensive analysis of formal and non-formal education for M&R children (the “two track approach”). This is clearly stated in the programmatic documents and in the initial Response Plan and has been highlighted by all stakeholders (UNICEF partners, Greek institutions and International Organisations). During the evaluation it has been highlighted as well by some informants the influence of the early teams mobilized from neighbouring COs of the region as a factor of early identification of the need for institutional support. As explained in EQ1, contextual analysis and mechanisms to support local capacity were taken into account as core issues of the response, especially as the RT deployment allowed consolidating technical capacity for each area of activity and for close collaboration with Greek institutions. Engagement of CSOs through PCAs improved as well over time, and made UNICEF able to deliver in service provision.

38 Greece: One UNICEF Response Plan 2016
40 See more on efficiency; it took some time to allow for adequate procedures to reach PCAs.
64. UNICEF established its presence with a clear focus on monitoring and advocating for children’s rights, and to facilitate access to services for M&R and their families. It should be noted that a specific output on CRM was formulated (in programmatic documents, One Response Plan and ROMP AWPs 2018 and 2019), which can be considered as a good practice in the context of an emergency response, where it is often challenging to introduce areas of a medium- to longer-term significance.

65. Initial efforts to make data on children visible and available have been praised by all stakeholders due to the identified initial weakness of lack of disaggregated data on children. The institutional support to EKKA, the Ministry of Education, and Deputy Ombudsperson for Children’s Rights were crucial to achieve this. By collecting disaggregated education data, for instance, UNICEF to some extent contributed to addressing 2013 CEDAW report concluding observations paragraph 26 which notes “the lack of data disaggregated by sex, region and minority, on enrolment at pre-school, primary, secondary and tertiary levels” in Greece.

66. The particularities of the initial deployment, the existence of a NatCom and the focus on children on the move with a humanitarian focus, affected the strategic formulation of the response through an out-posted RO team, and eventually the agreement with DG ECHO further consolidated a short term approach with scattered and reactive service provision interventions (see timeline in Annex 3). To be noted that presence in the islands was limited as a consequence of donor driven strategies, which provided resources to the GoG to deal with M&R (RIC centers) on the islands and left to the GoG to establish partnerships with mandated organisations (IOM and UNHCR). UNICEF ensured monitoring capacity and advocacy thanks to specific funding for some limited interventions.

67. The initial interventions are judged from a variety of informants as scattered and reactive, attributable to short term funding and the early humanitarian focus, actually donor driven, and to the fluidity of a changing situation. These factors could have affected the response into a tokenistic one, although the evaluation finds evidence (from KII and document review) on UNICEF managing to anchor its interventions in solid institutional support and reliable CSO partners. It is found that UNICEF’s collaborative and context-informed stance facilitated the formation of strategic interventions in all three focus areas (i.e. CP, Education and Child Rights Monitoring).

68. Further to the geographical issue mentioned above (#66), the late deployment (compared to other actors) obliged UNICEF Response Team to initially focus the intervention on gaps affecting children and their families in locations and through activities targeted to children and women not covered by other actors, until the operational presence became consolidated, partnerships with CSOs established and additional funding secured. However, to be noted that, from different informants, during the period up to the current arrangement with IOM and UNHCR (March 2019), the possibility of ending the presence in Greece after the emergency (or when humanitarian funding would dry up) was always an option (a feeling of provisionality has been expressed to the ET by key informants).

69. Finally the UN to UN partnership agreement (#17) allowed articulating integrated programmatic actions with the ultimate goal to hand over responsibilities to Greek Institutions, facilitating medium term planning and finally contributing to consolidating the agreement of a partnership office in Greece. Decisions on adapting activities to the new framework have affected some

41 In particular, information on the situation of children in the islands was disseminated and data generated (participation with ELSTAT in Thessaloniki Fair).

42 The situation in the islands at the time of visit and the subsequent evolution of the COVID-19 pandemic advises the ET to suggest that UNICEF and other IO should activate an humanitarian intervention in Moria and other similar sites in the islands where challenges of CP, GBV and CR are outstanding.
aspects of UNICEF response up to 2019, although overall the collaboration with SMS and PEDIA projects allows for an integrated response to Child protection (CP), Non Formal Education (NFE) and Female Friendly Spaces (FFS) across M&R sites and for the scaling up of the Supported Independent Living (SIL) concept for UASC.

70. The evidence collected, and confirmed from the surveys carried out (see Annexes 13 and 14), allows stating that the different programmatic modalities were pertinent and relevant to the context and needs of M&R. In particular, the approach to the complex UASC issue: the monitoring of detention centers (protective custody), the support of street work, the establishment of safe zones in sites as a transition to shelters, and specifically the SIL concept and its progressive extension as a valid alternative of care for UASC, all of them are extremely relevant interventions. Worth mentioning the relevant psychosocial training for shelter managers and the clinical supervision provided.

71. Initially the BlueDot concept was judged by stakeholders as a relevant solution to an acute need. It was an integrated service provision and information point for children on the move and their families, which later evolved to CFSH in sites and urban settings. Its integration within the FFS and NFE in the SMS program, was a decision based on programmatic reasons, although the evaluation has identified weaknesses in terms of unmet needs for protective spaces for M&R in sites and urban contexts that are not covered by the current programmatic approach with FFE and NFE. The evaluation has identified as well a gap in the attention of Early Childhood Development activities, only very limited initiatives exist across the board.

72. The programmatic intervention in the education sector is judged as strongly relevant from all sources consulted, and was based on supporting the MoEd aims of providing NFE in camps and achieving the inclusion of M&R children into the formal education system. The “One Response Plan” (2017), in coherence with the “two track strategy”, included for the education sector: a) institutional support and system building through the deployment of support staff to the Department of Refugee Education, the development of the M&R’s FE enrollment database, and the advocacy for the importance of NFE in promoting integration and well-being of M&R, and b) service delivery to M&R children. Education response was anchored initially in the Core Commitments for Children in Humanitarian Action (CCC) (UNICEF, 2010)\textsuperscript{43} and the Inter-Agency Network for Education in Emergencies frameworks (UNESCO/IIEP, 2011).\textsuperscript{44} Furthermore, UNICEF has been a key relevant actor in close collaboration with the Education Working Group.

73. UNICEF promoted very relevant activities through a network of municipalities, engaging social services to provide NFE and CP spaces (including FFS) and those seem endangered both by currently weak municipality support and by the lack of funding for those activities\textsuperscript{45} (see Sustainability part).

74. GBV programmatic activities and institutional support is relevant in UNICEF response and worth highlighting. Although it had not been explicitly noted in the initial programme documents, the evaluation team found that the activities are aligned with 2013 CEDAW concluding observations (CoB) for Greece, in particular, paragraph 21a which urges the GoG to “ensure the strict enforcement of the national legislation on violence against women and ensure that women and girls who are victims of violence have access to immediate means of redress and protection.” The Response Team focused on service delivery and training of front line workers, initially through a gap filling approach and later progressively addressing needs in urban settings and Lesvos with specific funding by BPRM, while in open accommodation sites GBV became integrated within FFS

\textsuperscript{43} UNICEF (2010). Core Commitments for Children in Humanitarian Action
\textsuperscript{44} UNESCO/IIEP, (2011). Inter-Agency Network for Education in Emergencies: a community of practice, a catalyst for change
\textsuperscript{45} UNICEF donor and programme mapping 2018-2019, confirmed by KI in the field
activities. The weak local system for GBV’s case management and pathways for referral have been evidenced and action taken to address some of those weaknesses through institutional support to the General Secretariat for Gender Equality. UNICEF commissioned and funded field research on GBV in Greece, which was instrumental to frame the programme beyond an emergency approach.  

75. FFS are especially well valued, relevant as an adequate programmatic element of UNICEF intervention, and indirectly contribute to 2013 CEDAW CoB paragraph 9b urging Greece to “to take all appropriate measures to enhance women’s awareness of their rights and the means to enforce them, in particular, in rural and remote areas.” FFS provides women with a protective environment, facilitates their empowerment through training and activities aiming at their self-reliance, and provides support for small children and their mothers by creating the necessary trust and enabling environment to identify and address issues related to GBV or CP. In particular to highlight the component of FFS on adolescents’ girls, a unique opportunity for this vulnerable group to face the challenges of their situation.

76. NFE is valued by informants and survey respondents as a very positive and consolidated activity, providing relevant content to children and adults and facilitating integration to formal education. All evidence supports the value and relevance of those activities, and in particular the adoption of NFE by institutional instances (municipalities). The introduction of the Akelius program (attempting to facilitate language skills in an interactive and digital platform) has been judged as pertinent and innovative by informants and partners.

77. On programmatic activities on WASH and Health the evaluation scope as proposed does not cover those issues, although it is worth noting as relevant the specific support by UNICEF to immunization against measles, mumps, and rubella (MMR) of M&R children by providing vaccines and support to the MoH and in this way allowing to remove a barrier for access to formal education. This is quite unexpected in a HIC, although the procurement constraints experienced by Greek authorities advised UNICEF to put forward 23,000 vaccines to cover the needs while the health authorities could be ready. Dysfunctions of the access to health services of M&R have been raised to the ET, and evidence has been collected of potential risks for the public health of the country.

**EQ 3: How relevant are the participatory approaches used to involve beneficiaries and other stakeholders in the different information gathering efforts? (planning and implementing processes?)**

<table>
<thead>
<tr>
<th>Key Findings EQ3</th>
</tr>
</thead>
<tbody>
<tr>
<td>➔ CwC has not been developed substantively in the context of the M&amp;R response in Greece.</td>
</tr>
<tr>
<td>➔ There is limited information for affected communities and weak participation in the response, mainly due to unclear chain of responsibility on these aspects between the Government and other actors.</td>
</tr>
</tbody>
</table>

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46 Accessibility And Barriers To Gender-based Violence Services For Refugee And Migrant Girls, Boys, Women And Men In Greece, Diotoma, 2019
47 This happened in 2016 and again in 2018 until May 2019, when the MoH was able to procure the vaccines. Challenges remain on access to health services and availability of health staff for M&R in Greece.
48 E.g. Measles, TBC, HIV and now COVID-19 are public health hazards that affect all the community and need an integrated management by National Public Health authorities.
The evaluation evidences system-wide weaknesses in the participatory mechanisms put in place, not only by UNICEF, but as a general finding affecting overall the response. While CwC was formally articulated in programmatic documents (RRMP 2016), even with a specific working group in charge, its implementation is weak and does not allow ensuring a meaningful participation or an adequate two-way communication with affected populations (finding supported by KI and especially through FGDs in all sites visited). While CwC components of any humanitarian response are already developed and UNICEF plays a leading role globally on AAP and CwC issues at IASC level, UNICEF leadership in this aspect in Greece has not been found relevant within the overall response.

The evaluation has captured feedback from stakeholders and UNICEF partners and staff on the pertinence of CFHS as an adequate environment where to establish CwC with communication and information tools and approaches. While these spaces were operational, they have been judged by informants as extremely useful to capture beneficiaries’ opinions and engage community participation. To some extent, CFHS played a positive role in CwC, however, when the CFHS were transformed into FFS and NFE spaces, the communication was mostly lost.

CwC has not been developed substantively in the context of the M&R response in Greece, other than very basic aspects of complaints boxes by some partners (actually not followed up). From the evaluation’s findings it is clear that a specific approach beyond the humanitarian concept of CwC has not been attempted. Issues of community representativeness, information sharing and institutional complaints and procedures to address them are found basically absent. One possible dimension that explains this weakness of CwC is the diffuse or undefined accountability established through the different stakeholders: while the final responsibility should lie on the GoG’s capacity to provide adequate participation and information to M&R, in practice IOs dealing with the day to day management of the situation become responsible for CwC and information processes, without a clear chain of responsibility. CwC in HIC may need specific approaches and tools, and a substantial engagement with institutions accountable for M&R related issues.

4.2. Effectiveness

The evaluation team is meant to assess the effectiveness of the contribution of UNICEF to the M&R crisis by judging the level of achievement of the intended results. It is worth highlighting that, from 2016 to 2019, there wasn’t a unique reference framework to be followed. This fact may have created difficulties to track in detail UNICEF’s response and becomes challenging for an external evaluation; however, it also depicts the reality of an ever-changing context in Greece during this period and UNICEF’s willingness, flexibility and capacity to adapt to the ever changing context. It becomes evident that the RT managed to track disaggregated data and report on all relevant frameworks, as detailed in EQ10. The evaluation has noted, as well, the opportunity that those loose frameworks have provided for a flexible, integrated and contextualized articulation of the different programmatic elements of the response.

Thus, the evaluation of the Response of UNICEF over the period is not framed in a unique results framework of reference; from the UNICEF One Response Plan of 2017 it evolved to AWPs of 2018 and 2019 embedded in the ROMP. In addition UNICEF response in Greece is integrated within the Regional Response to the Migrant Crisis, and it is included as well in the HAC appeals with specific indicators (HPM). Moreover, other results frameworks adapted to different donors have been used.

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49 This is supported by widespread feedback from beneficiaries in FGD and observation in field visits and confirmed by different KI of implementing partners.
50 UNICEF is an active member of the IASC global WG on Accountability to Affected Populations (AAP), and the WG on CwC.
to monitor progress to results. The team has analyzed progress towards results referring to the relevant framework for each output and activity and this is clarified in each case in the text below. As a broad reference, the ET proposes the AWP articulation of outputs and activities as the conducting line, although each sector has its own specificity and sometimes becomes useful to refer to the regional plan frameworks or to other references. Please see Annex 2 on the UNICEF One Response Plan 2017 and the AWP 2018-2019 results frameworks, and the cumulative HPM indicators table for the period 2016-2019 (Annex 1).

**EQ 4: To what extent did UNICEF’s response in the sector of child protection achieve stated objectives?**

### Key Findings EQ 4

- UNICEF supported research generated evidence to inform policy and planning of the response programme for refugee and migrant children.
- UNICEF effectively enhanced the capacity of the Greek state and non-governmental organisations to manage the protection response for refugee and migrant children contributing to strengthening a child protection system to address all children in Greece.
- UNICEF’s response has effectively contributed to provide adequate tools and mechanisms that contributed to policy development to protect UASC.
- UNICEF’s response effectively supported a holistic package of care to UASC including building the capacities of shelters managers to provide targeted protection (CP&GBV).
- UNICEF’s response contributed to an effective child protection system by supporting partners’ multidisciplinary teams to address child protection concerns and provide assistance to migrants and refugees.
- The effectiveness of UNICEF’s child protection response was undermined by programmatic gaps and a lack of in depth quality and accountability framework.

### OUTCOME: All refugee and migrant children, unaccompanied separated or with their family, benefit from timely, equitable, quality access to services that guarantee their protection, care, development and social inclusion: Migrant and refugee children and their caregivers benefit from a strengthened protective environment51

<table>
<thead>
<tr>
<th>OUTCOMES</th>
<th>UNICEF ONE RESPONSE PLAN 2017</th>
<th>AWP 2018-2019</th>
<th>RATING</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institutional Support: Policy</td>
<td>Stakeholders have timely information about the situation of refugee and migrant children to inform the promotion of and planning and implementation for children’s rights</td>
<td>Support CP systems building through strengthening legislation, policy, operational frameworks, and referral systems</td>
<td>Achieved</td>
</tr>
</tbody>
</table>

51 UNICEF One Response Plan 2017 and AWP 2018-2019
| Service Delivery: Child Protection | Refugee and migrant children (including adolescent girls and boys) benefit from a minimum package of age- and culturally appropriate child protection information and services in sites and urban settings | Provide minimum package of CP Services to refugee and migrant children and caregivers | Partially achieved |
| Service Delivery: UASC | Children at risk, including UASC are identified, assessed and benefit from targeted protection and support services | Provide holistic package of care and services to UAC (including accommodation and minimum package of services) | Partially achieved |

83. UNICEF Rapid Assessment of the Needs of Refugee and Migrant Children in Greece conducted in October 2015\(^{52}\) identified major gaps in the protection of children on the move facing risks in the midst of the crisis. The needs assessment highlighted the needs of Unaccompanied and Separated Children; Children in detention or in conflict with the law; Violence, abuse and exploitation in transit and at reception centers. The needs assessment team formulated key recommendations\(^{53}\) for the establishment of a UNICEF response to child protection needs in Greece due the migrant and refugee crisis:

- Support improving child protection standards in reception and transit centres, in close coordination with UNHCR
- Support child protection emergency coordination
- Support the strengthening of the national child protection system so as to enable it to protect all highly vulnerable children in Greece, including migrant and refugee children
- Inclusion of Greece in the regional capacity building programme for front line workers
- Support to monitoring the situation of the rights of refugee and migrant children
- Prevention of sexual exploitation and abuse as a component to all child protection interventions

84. The revision of the available documents, the findings of the data collection phase as well as the outputs, indicators and achievements expressed in the UNICEF One Response Plan (2017), the AWP (2018-2019) and the HPM support the understanding of the effectiveness of the response against the frameworks of reference to the UNICEF’s response 2016-2019 (see \(^{57}\), \(^{82}\)), which focused primarily on addressing the needs of the migrants and refugees. Notwithstanding, the response was always designed to provide a two-track strategy: institutional support to the Greek national organisations and government to support system strengthening and the development of policies, and programmatic activities i.e. direct assistance and delivery of services to the beneficiaries.

**Institutional Support: System Strengthening and Policy Development**

85. In coordination with national institutions and organisations, UNICEF contributed technically and financially to research in the child protection, SGBV and mental health sectors. Despite the emergency and rapid nature of the response, the support provided to research and mapping projects contributed to informing the ongoing response (2016-2019) focusing on migrant and refugee children.

\(^{52}\) UNICEF Mission Report, Rapid Assessment of the Needs of Migrant and Refugee Children in Greece, October 2015

\(^{53}\) *Idem*, as formulated in the Mission Report
refugee children. The study of the systems in place in Greece enabled long term reflection of the sectors to address gaps in terms of legislation, system and services availability.

Box 5: List of Research Supported by UNICEF

- Mapping & Analysis of the Child Protection System in Greece, focused on refugee-migrant children, Institute of Child Health
- Research on Accessibility and Barriers to GBV services for refugee and migrant girls, boys, women and men in Greece, Centre for Research on Women’s Issues Diotima
- Rapid Assessment of Mental Health, Psychosocial Needs and Services for Unaccompanied Children in Greece, Institute of Mental Health, October 2017
- Good Practice Guidelines, Stress Management for field workers/managing conflict and violence, both by Merimna & UNICEF, 2019
- Accessibility And Barriers To Gender-based Violence Services For Refugee And Migrant Girls, Boys, Women And Men In Greece, Centre for Research on Women’s Issues Diotima, February 2019
- Hellenic Statistical Authorities Survey on disability (for children below 15)

86. UNICEF’s response improved the Greek national institutions and ministries capacities to support the development and reform of a normative framework of laws, legislation, policies and SOPs to strengthen the applicable system to child protection in Greece aligned with international standards. To support this process, UNICEF seconded long term staff to the MoL (EKKA), MoMP, MoLSIS who facilitated the coordination between UNICEF and Greek entities and provided technical support to develop the following frameworks:

- SOP and guidelines for the Support to Independent Living
- Strategic Plan for accommodation and care for UASC
- Monitoring framework for accommodation centers for UASC
- Minimum standards of care for UASC shelters
- Guardianship Law

87. While the adoption of a large number of relevant frameworks will strengthen a broader child protection system in Greece for all children, it is important to note that respondents to the evaluation have highlighted that the laws and legislations supported by UNICEF were endorsed by relevant entities, although remain at the initial stage of implementation. In the moving political context in Greece, it is foreseen that necessary efforts should be placed at ministry level in consolidating available human resources to ensure the achievements turn into action.

88. Focus on capacity building ensured the impact of UNICEF’s support through increased reach of existing actors and capacity to provide adequate and timely response. Capacity building of local actors had a systemic impact; it ensured an improved use of existing mechanisms thus strengthening said mechanisms, it also allowed for harmonization of data collection and sharing, which in turn provided a better reflection of the field to support the development of policies. Finally, capacity building also had a mechanical impact: increased local capacities translating into the ability to identify, refer and manage more cases which improved planning and delivery of quality and targeted programming.

89. Efforts were placed in providing training on CP standards to primary encounters and staff working for the protection of UASC, but also children at risk when arriving in Greece. In addition, front line workers and NGO staff received training on standards related to MHPSS, SGBV and child safeguarding. Partners of UNICEF have largely reported the impactful results of the training
provided which will contribute to a broader culture of child protection despite the turnover of staff among aid agencies and NGOs.

“Training provided by UNICEF supported a holistic approach and a common culture of child protection in Greece.”
UNICEF Partner

90. At the outbreak of the crisis, a large number of UASC was reported in Greece in 2015 and as of today, there are over 5000 UASC registered in Greece.54 One of the main achievements was the support of the UASC database managed by EKKA. Indeed, unified, accessible information was necessary to ensure improved case management, ensuring action is taken and supporting follow-up. The support to the database provided stronger monitoring of the situation of UASC to inform national planning; but also effective case management, referral and placement. The database strengthens the capacity of local and national authorities to plan for and deliver protective care for UASC including improved mechanisms for identification, registration, assessment, placement and provision of effective guardianship. Staff and personnel at EKKA highlighted the added value of the support provided and emphasized on the effective long term impact for the protection of UASC in Greece.

“In 2016, EKKA was not equipped to deal with the overwhelming situation of UASC; we supported them in organising the response. One of the major achievements has been the creation of the database which resulted into a stronger case management system to provide a better response to UASC.”
Staff seconded to EKKA

Programmatic Activities and Direct Assistance

Unaccompanied and separated children

91. As protection concerns of UASC were identified as a critical issue from the beginning of the response, UNICEF supported a comprehensive approach to respond to the needs through Greek implementing partners.55 As mentioned previously, the response entailed action to influence the system; through advocating to improve the normative framework, the creation of tools and the strengthening of referral systems and mechanisms and relevant structures. Additionally, the response ensured it targeted needs, through sustained monitoring, capacity building and provision of protective care. It also effectively focused on providing direct services to UASC:

➔ Minimum package of services: protective care, guardianship, legal aid, referrals, community-based care, alternatives to detention and monitoring (UASC on protective custody)
➔ Support was provided to safe zones for UASC in open accommodation sites, but also for shelters in urban areas
➔ Street work in urban areas
➔ Support for Dublin resettlement procedures

92. UNICEF initiated and led the implementation of the SIL model: an attempt to pilot possible innovative and alternative solutions for UASC care and facilitate social integration. The extension of the experience is still limited, but all informants consider it as a very promising step. Issues of

54 Situation Update, UAC in Greece, EKKA, February 2020
55 Arsis, Metadrasi, Faros, Iliaktida
regulation, coverage, guardianship and funding are affecting a wider roll-out. It is important to note that the GoG has endorsed the model and plans to insert it into the national framework and budget.\textsuperscript{56}

93. According to the programme documents and the assessment report in 2015, gaps of services and protection of children in shelters were identified as a key area to focus on. The evaluation has evidenced that some challenges remain, in terms of gaps in coverage for UASC in open accommodation sites, in RICs in the islands and in urban settings, as well as concerns on weak security arrangements in shelters that allow for risks of trafficking and exploitation of minors. The partnership with EKKA not only enabled the development of an in depth follow up mechanism of UASC, but provided access to support the management of shelters. UNICEF supported the development of a holistic approach for addressing the needs of M&R UASC in shelters. Key staffs from shelters were trained on identifying child protection concerns, SGBV concerns and case management. Within the scope of the evaluation, a survey was circulated to shelter managers. The survey was intended to highlight the views of practitioners on the field and their individual and aggregated perspectives of the main challenges facing them in their work in support of UASC in Greece (see survey results in Annex 14).

\textbf{Box 6: Shelter Managers Survey}

Opinions about the quality of shelter differed; respondents described conditions from good to problematic. This diversity is reflective of the working environment of the different respondents and the diversity of conditions of UASC accommodation. Notwithstanding, it is undisputed that material conditions vary greatly, a fact that represents a great challenge for beneficiaries and service/protection providers alike.

While all respondents received training on UASC guardianship about 71\% thought it was less than adequate in order to allow them to handle the challenges they are facing.

Physical and Mental health is a concern shared by all, be it in regard to survivors of GBV, or other forms of abuse or just children in need of medical attention. 57\% said they could rarely reach specialized mental health services for children, and 42\% said they frequently had difficulties in reaching non-mental health services for UAC (other than mental health). Access is rather challenging in their views, be it for mental health or any other type of health needs.

As for the impact of GBV training, numbers of identified cases automatically rise. However, identification becomes an issue of concern; 42\% of respondents said they either did not have any survivors, or did not know. The remaining said, in equal measure, they either had some cases or many cases. As for the management of GBV cases, percentages reflect identification and indirectly indicate that action is taken upon identification.

In relation to the feasibility of referral to medical evaluation of survivors, respondents were adamant, it is either difficult (40\%) or acceptable (40\%), no one described the process as optimal. While there is some access to medical care, that there are referral mechanisms and that specialized support does exist, practitioners believe it needs to improve.

\textbf{Child protection services}

94. The support for provision of child protection services by UNICEF was made possible through the strengthening of the standards of work of the relevant sector actors. The trove of knowledge and

\textsuperscript{56} Open Call for SIL under the National Funding AMIF was launched in February 2020
tools that UNICEF shared ensured increased coordination and effectiveness of approach. The coordination and harmonization, with the support of standard and purpose-designed tools, ensured an increase in case-referral, denoting increased identification and referral capacity in the sector. Partners of UNICEF, organisations in Greece, demonstrated strong capacities to provide direct services and implement UNICEF’s model of child protection by supporting the Blue Dot system at the beginning of the response and later the CFS, CFSH, FFS contributing to a protective environment for children and mothers.

95. Due to the diversity of beneficiaries and the complexity of their protection concerns, single-focus approaches would represent clear limitations in terms of protection. Therefore, it was central to the approach to ensure the response to protection needs, coupled with increased prevention and specific support: legal support, PSS/MHPSS, NFE, FFS, GBV. The effectiveness of UNICEF’s response to child protection concerns was made possible by ensuring a holistic approach to respond to the needs. Direct beneficiaries and partners have noted the importance of the model.

“UNICEF’s added value lies in the multidisciplinary approach and the design of mixed teams which enables the support provided to child protection cases including emergency ones”

UNICEF Partner

96. While referrals have been increasingly used, the overall non-harmonized child protection system in Greece, seems to represent a continued challenge. Indeed, the capacity to ensure follow-up on cases and comprehensive overviews of multiple interventions represents a hindrance to the effectiveness and to the evolution of approach to achieve improved protection. Some sort of parallel system has been established by the IO and CSO dealing with protection issues that proactively follow up and articulate referral mechanisms for M&R.

97. The weaknesses of the CP system in Greece affect ultimately the management of cases on M&R children with protection challenges. Referral systems are sometimes complex, officials scarce and sometimes not cooperative, and the different institutional elements involved are not coordinated. In particular, in the case of M&R accommodation sites (urban or in open accommodation sites) the presence of UNICEF partners is limited in time and security issues are prevalent during the evening and night, with no commitment of security forces on a preventive approach. The same applies when needing to place a claim to the authorities for a breach of law affecting M&R women or children, responsible authorities have difficulties in processing them.

98. The evaluation has not evidenced significant achievements on social inclusion of children and adolescents. A number of activities took place, but the level of success is modest and is attributable to the challenging situation for the integration of M&R in Greece. While the education system is providing a solid tool for integration, most of M&R met, in FGDs and elsewhere, did not have the willingness to integrate in Greece, a transit country for most of them. Social integration, including subsidies, vocational training, job opportunities, etc., lies beyond UNICEF programmatic capacities, and affects in some instances equity related issues (social protection, access to workforce, to vocational training). Nonetheless, UNICEF supported a media project designed to promote self-expression, build knowledge and skills and promote social integration. The organisation Network for Children Rights reports the added value of the newspaper project for M&R adolescents in integrating them in a larger group of youth in Greece contributing to their inclusion.

99. The evaluation has identified gaps that could undermine the effectiveness of UNICEF’s response to child protection priorities. Indeed, the discontinuation of the CFS approach due to the implementation of an integrated approach to CP in the SMS resulted in shortcomings in availability of protective space for children in sites. While this has been reported during the evaluation, it should be noted that services to children continued to be provided within the CFSH and Mother and Baby Corners (MBC). In addition, the disengagement of UNICEF in supporting CFS has also led
to discrepancies in the provision of child protection services; indeed, gaps in quality and harmonization of the child protection approach were identified during the data collection mission from a site to another.

Hindering and enabling factors concerning the child protection response

100-A. According to interview respondents, a key enabling factor for the child protection intervention was the flexibility of UNICEF and its partners to respond to M&R needs. UNICEF showed the ability to support rapidly in programmatic areas and sectors that were identified as important gaps when conducting the original needs assessment. The CP response was also facilitated by the access provided by the implementing partners to specific areas where UNICEF could support the response.

100-B. According to the literature review and interview respondents, the major hindering factor to the CP response was the lack of a national CP coordinated response and the gaps in policies and standards to harmonize the approaches to the sector. In addition, the changing political context in Greece made it difficult to build long term and sustainable relations with the authorities. This certainly had an impact on the efforts to strengthen the national CP system, often showing slow procedures in adopting reforms, legislations and policies, but also in addressing CP concerns of the M&R children, and also the needs of all other children in Greece.

**EQ 5: To what extent did UNICEF’s response in GBViE achieve stated objectives?**

<table>
<thead>
<tr>
<th>Key Findings EQ 5</th>
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<tbody>
<tr>
<td>➔ In line with humanitarian standards and despite the lack of long-term funding, UNICEF introduced GBViE activities in its response since the beginning. To a large extent, scale-up of activities and broader geographical coverage were possible due to special earmarked funding and availability of strong local partners on the ground.</td>
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<tr>
<td>➔ UNICEF’s integrated approach, with GBViE integrated in the CP portfolio and FFS activities, in particular, equipped rights holders with increased knowledge on gender equality and provided opportunities to access essential services. Multidisciplinary teams that combined legal, psychological, social support, and trust building activities have brought about the most significant results in the GBViE area.</td>
</tr>
<tr>
<td>➔ The protracted financial crisis and changes in the government hamper the response to GBV for refugees and migrants, as well as for wider population in Greece.</td>
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</table>

100. Given the Level 3-like emergency situation, the response to the M&R crisis in Greece was based on globally recognized guidelines, including the ones related to gender-based violence in emergencies (GBViE). Besides taking into account the IASC Guidelines for Integrating GBV Interventions in Humanitarian Action and UNICEF global GBViE Theory of Change, the Response Team also considered the organisation’s Gender Action Plans 2014-2017 and 2018-2021.

101. CP Outputs under UNICEF One Response Plan and ROMP Greece Outcome AWPs contain GBV-related targets, namely, (1) number of children and caregivers that receive specialized support and (2) knowledge and capacity building of key stakeholders. The targets have been mainly overachieved, judging, for instance, from HPM reporting alone.

102. Following humanitarian coordination principles, special attention was placed on building strategic alliances with partners working on GBViE, to ensure that minimum package of services (information on GBV prevention, legal and psychosocial support and counseling) was available to the refugee and migrant population. In 2016, UNICEF established a new partnership with the General Secretariat for Gender Equality (GSGE), the main government body working on GBV issues,
besides others. UNICEF also became a member of the Sexual and Gender-based Violence Sub-working Group (SGBV WG), chaired by UNHCR (see Coordination under EQ 8).

103. A Rapid GBV Assessment carried out by UNICEF in June 2016 identified “domestic violence as the most commonly occurring and/or reported form of GBV affecting women and children.” Other forms of GBV were also reported, including trafficking, commercial sexual exploitation, and early marriage. Furthermore, as refugee and migrant populations moved from organized reception facilities into private accommodation schemes in urban areas, opportunities to identify and support those most at risk became increasingly challenging. Besides a small number of outreach teams, existing services for survivors (including domestic violence shelters) were limited in their capacity to cater to the linguistic and cultural needs of the refugee and migrant population. The majority of the services were (and still are) concentrated in and around urban areas, such as Athens (currently also in Thessaloniki), leaving more remote parts of the country underserviced. This represents an equity challenge affecting M&R and general population alike, but informants confirmed that access for M&R GBV victims can be more affected in the context of limited available resources.

104. Since child protection had already been playing a critical role in helping children in emergency situations by integrating interventions to prevent gender-based violence explicitly into the existing activities, UNICEF believed it could do even more to protect the most vulnerable children and their families. The Response Team thus integrated GBViE mostly into the child and family support hubs (CFSH) in sites and urban settings, by supporting specialized services in GBV prevention and response, and building capacities and knowledge of key stakeholders (e.g. front line workers, site managers, local authorities, policy makers), in accordance with the “twin-track” approach of the overall intervention.

“In FFS, at least for one hour, we can forget about our difficulties.”
A FGD participant

105. Refugee and migrant women consulted during the evaluation data collection focus group discussions particularly appreciated female friendly spaces (FFS) and the fact that UNICEF implementing partners’ multidisciplinary teams could use the space and time to provide them with information that would not be necessarily welcomed by their spouses (e.g. women's empowerment, importance of education for girls). In some sites, non-formal education activities included empowerment of adolescent girls and raising their awareness on gender equality (the latter activity also included teenage boys).

106. According to the majority of consulted stakeholders, GBV became a strong area in itself by growing organically from the Response Team’s integrated approach to provision of services. One of the enabling factors for scaling up GBV activities, especially in geographical terms - by expanding the response to the islands, has been a dedicated funding (USD 1.9 million for Greece) on the “Action Against Gender Based Violence Affecting Refugee and Migrant Women and Children” by the US Bureau of Population, Refugees and Migration (BPRM). Strategic partnerships with the government and local NGOs with a long history of working in the area of gender equality, and cooperation with national research centers on GBV evidence generation, have also positively contributed to the Response Team’s work. Among other enabling factors are: secondment of staff at the GSGE; existing gender expertise inside the Response Team, and technical guidance and missions by RO Gender Team members.

107. As for the hindering factors with regard to UNICEF’s (and other actors’) interventions on GBViE, most stakeholders have cited the challenges the public sector is facing due to the continuous financial crisis in Greece, which hinders human resource capacity of government institutions, and
namely, the availability of GBV analysts. Lack of sufficient number of interpreters, most importantly, female ones, to support GBV victims in case management, and limited access to psychological and medical services, continue to be a considerable issue. Many GBV victims return to stay with the perpetrators due to family and community pressure and lack of income opportunities. Many consulted women and men in refugee and migrant sites noted safety concerns, especially at night time; some sites have common bathrooms. Moreover, there is a considerable gap with regard to overall GBV data in Greece, which affects decision-making on issues of gender inequality, in particular with regard to most vulnerable groups of population, besides refugees and migrants (e.g. Roma women, single mothers). Other challenges relate to the fact that practically no actor works with men and boys who have been subjected to gender-based violence, and there is a limited access to comprehensive services for child survivors of sexual abuse and violence. Besides, boys above 12 years old cannot accompany a parent to shelters for domestic violence victims.

**EQ 6: To what extent did UNICEF’s response in the sector of education achieve stated objectives?**

<table>
<thead>
<tr>
<th>Key Findings EQ 6</th>
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<tbody>
<tr>
<td>➔ UNICEF’s seconded staff filled in important gaps at the Institutional level and supported key departments for the M&amp;R children’s education; the collaboration between UNICEF’s Education team and Education Institutions in Greece enhanced the latter’s capacity and brought in specialized knowledge and expertise.</td>
</tr>
<tr>
<td>➔ UNICEF’s response to practical, but essential prerequisites for M&amp;R children to access FE, such as immunisation, translation and provision of educational material for M&amp;R children, has been paramount to promote enrollment and support attendance of 6 to 17 years old.</td>
</tr>
<tr>
<td>➔ UNICEF’s adaptation of NFE activities to either support or prepare M&amp;R children to attend FE has been paramount to promote enrollment and support attendance of 6 to 17 years old.</td>
</tr>
<tr>
<td>➔ UNICEF has developed a well-accepted teachers’ training program on Inclusive Education, approved by the Ministry of Education and implemented through public Universities.</td>
</tr>
<tr>
<td>➔ UNICEF’s advocacy on the importance of NFE as a prevention and protection tool in emergency situations changed the Institutions’ mentality about the importance of providing NFE in vulnerable groups.</td>
</tr>
<tr>
<td>➔ Considerable gaps exist in addressing the needs for children under 4 years old, and in vocational training and life skills education for adolescents.</td>
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</table>
## EDUCATION

**OUTCOME:** Migrant and refugee children access formal and/or non-formal education

<table>
<thead>
<tr>
<th>OUTPUT AWP 2018-2019</th>
<th>RATING</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Institutional Support: Policy</strong></td>
<td>Achieved</td>
</tr>
<tr>
<td>MoE education strategy and policy aligned with international standards pertaining to the education of refugee and migrant children, CRC concluding observations and UNICEF advocacy asks.</td>
<td></td>
</tr>
<tr>
<td><strong>Service Delivery: Provision of Education Activities</strong></td>
<td></td>
</tr>
<tr>
<td>Formal Education: Migrant and refugee children (5 – 17) attending quality formal education</td>
<td>Achieved</td>
</tr>
<tr>
<td>Non Formal Education: Migrant and refugee children (3 – 17) attending quality non-formal education</td>
<td>Partially achieved</td>
</tr>
</tbody>
</table>

108. UNICEF’s education needs assessment carried out in Greece from April to May 2016 found that “The Ministry of Education’s vision of support to refugees is still under development, but already envisages both short-term and medium-term objectives and activities”. The short term aim was to provide non-formal education in the camps. The medium-term ambition was to include M&R children into the Greek national school system.\(^57\) To respond to those GOG’s vision and plans, the final report on education needs assessment suggested: a) immediate provision of support for the organisation and implementation of non-formal education activities in the camps (as very few such activities were organized at that time), and b) support to plan and implement the inclusion of migrant and refugee children into the Greek national school system.\(^58\)

109. Thus, in August 2016, the Regional Office deployed Chief Education Specialist to initiate liaising with the Government of Greece and planning the implementation of UNICEF’s education intervention based on the education needs assessment results, which were in compliance with the “two-track” strategy\(^59\) for intervention described in UNICEF’s “One Response Plan” (2017): a) institutional support and system building and, b) service delivery to migrant and refugee children.

110. In 2016, the Education team was further supported by two education experts and a Program assistant, and shortly after two national experts were seconded to the Ministry of Education. In 2018, two more national experts were seconded to the Municipalities of Athens and Thessaloniki. A Program manager for the Akelius project was appointed. In February 2019, the UNICEF Education team consisted of 4 people. In 2017, UNICEF had foreseen that the Education intervention in Greece would require 10% of its total budget for Greece.\(^60\)

111. To ensure that planned Education interventions in Greece comply with the institutional framework and strategy, Education outputs and indicators were included in UNICEF “One Response Plan” (2017) and Annual Work Plans (2018, 2019). Three main areas were targeted through UNICEF’s Education intervention: Education Policy, Access to Formal education for

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\(^{57}\) Final Report on mission to Greece to support UNICEF’s education programme, by Hugh Delaney

\(^{58}\) Idem

\(^{59}\) UNICEF “One Response Plan”, 2017

\(^{60}\) Idem
migrant and refugee children (6-17 years), and delivery of non-formal education to migrant and refugee children (3-17 years).

112. For the purposes of this Evaluation exercise, to evaluate the effectiveness of the education response the following frameworks were mainly used: a) the UNICEF One Response Plan (2017) and b) the 2018-2019 ROMP Annual Work Plans (see Annex 2). The former informed the evaluation of the education response’s effectiveness at Activity level, and the latter at Thematic Area Level (System building, Formal Education, and Non-formal Education). Accordingly, the narrative of this section follows this analytical framework: each sub-title represents one Thematic Area, and in each Thematic Area the outputs at Activity level are discussed.

Institutional Support: Policy and System Building

113. It has been reported that top-level education authorities in Greece face coordination difficulties, as well as difficulties to involve competent local authorities in implementing education policies.\textsuperscript{61} UNICEF recognized those gaps and needs and, since the beginning of UNICEF One Response, supported the Greek Education Institutions and invested in policy and system building interventions. In 2016, UNICEF’s staff seconded to the MoE became members of the Working Group on the Management, Coordination and Monitoring of the Refugee Education and contributed to the provision of inputs for the review and/or development of relevant legislative framework and implementation circulars;\textsuperscript{62} provided technical assistance to the Ministry of Education, and in constant communication and collaboration with the latter, to the development of a tool providing data on the enrollment of M&R children in Formal Education; and supported the development of training programs for primary and secondary education teachers on refugee education. The implementation of the enrollment database, in conjunction with EKKA’s database for Unaccompanied Minors also developed with the support of UNICEF and the Guardianship system run by NGO Metadrasi and partly supported by UNICEF, facilitated the tracking of both urban M&R children and children living in open accommodation site; supported their enrollment in Formal Education; and contributed to the creation of a “safe net” for migrant and refugee children.

114. The Education Sector Working Group (ESWG) co-chaired by UNICEF since its foundation in 2016 has also played a key-role to the implementation of top-level strategies, the identification of national and local gaps and relevant remedies, and the coordination among different actors.

115. Interviews with key informants brought up as good practice the support provided by UNICEF to municipalities. Especially in the North of Greece, UNICEF provided capacity building and technical assistance to three municipalities on how to plan, develop and implement NFE activities for M&R children in an inclusive manner. Training modules for teachers were developed on NFE for M&R children and on inclusive education. In addition, UNICEF mediated the collaboration between municipalities, academia and local actors to run NFE activities, while in Thessaloniki such collaboration resulted in the functioning of a mixed nursery, attended both by children from the host community and M&R children. Also, UNICEF supported exchange of knowledge between those three municipalities. Thus, it is argued that UNICEF contributed to system building not only at national, but also at local level.


\textsuperscript{62} Law 4547/2018 that included among other provisions further adaptations of the EU Directive on Refugee’s education, Ministerial Decision 1054-2018 on the enrollment of M&R children to secondary education
Access to formal education for migrant and refugee children

116. UNICEF’s Education interventions at Institutional level contributed to system’s readiness and capacity to integrate in Formal Education (FE) “all children in Greece”, as it is foreseen by Law and was stated by the GoG as part of its vision for Migrant and Refugee Children’s education.63 UNICEF further supported the access to FE for M&R children through responding to practical, but essential needs and gaps of the system, such as supporting to ensure the required immunisation of M&R children to allow for access to public schools; the planning and delivery of translation services to FE schools; and the provision of school kits to all M&R children enrolled in FE schools, with special attention to new arrivals. As an interviewee has stated, the geographical dispersion of FE schools accepting M&R children, the increased number of M&R children in some Regions, and the reactions from local communities and some Schools’ Headmasters, posed both practical and communication challenges to Education Authorities. UNICEF’s advocacy, technical assistance and response to practical needs have been paramount in supporting the integration of M&R children in FE schools in the periphery of Greece.

117. Enrollment of M&R in FE has been reached substantially, even over planned targets (see HPM indicators table in annex 1). However, there is no unified tool to track the attendance of the enrolled M&R children, but most education experts and field professionals interviewed during the field mission reported that although the attendance percentage was satisfactory for primary school, it was unsatisfactory for secondary school. It should be noted that enrollment at the five islands where the RICs are located, was minimum.64 In total, for the academic year 2018-2019 which marks the end of the time-period evaluated by this report, 12,867 M&R children were enrolled in public schools.

118. Especially supportive to M&R children’s integration to FE has been the planning and implementation of non-formal education (NFE) activities that would prepare M&R children to integrate into the formal education system, and support them with their homework. NFE activities aimed to promote and upkeep children’s attendance to FE schools were provided in 19 open accommodation sites (out of 30) with UNICEF’s support. The provision of NFE activities, whose planning and development as well as its funding were supported by UNICEF and delivered by UNICEF’s implementation partners, have been evaluated by interviewees and observed during field observations of the Evaluation Team as paramount for the enabling of M&R children to attend and integrate into FE.

119. At the end of 2018, UNICEF obtained the approval from the Ministry of Education to also carry out public teachers’ training through a collaboration formed with six Public Universities. The training program had a duration of 90 hours and focused on Inclusive Education. In total, 1200 public schools teachers were trained with the support of UNICEF. This is judged by all informants as a relevant and effective initiative to improve teachers’ skills in a crisis situation.

Services Delivery

Non-formal education activities for migrant and refugee children

120. UNICEF’s advocacy on the importance of non-formal education as a prevention and protection tool in emergency situations against mental health problems, violence and other risks, as well as an inclusion and integration tool was so effective as to “change the institutional mentality on non-

63 Final Report on mission to Greece to support UNICEF’s education programme, by Hugh Delaney
64 Few schools in the islands, lack of documents or immunization and lack of transport are the causes.
formal education”, one of the interviewees stated. In fact, an integrated model of non-formal education (including both educational and MHPS activities) has been developed and supported by UNICEF and its partners, and as such was implemented throughout the UNICEF One Response.

121. In autumn 2016, UNICEF responded to the initial request of the GoG for non-formal education activities in open accommodation sites focusing on mother-tongue and English language learning for M&R children, while the MoE was preparing the Reception School Facilities for Refugee Education (DYEP) and securing funding for the appointment of Refugee Education Coordinators (RECs). “Not much of organized activities for children in the open accommodation camps existed, when UNICEF started implementing non-formal education there”, an interviewee mentioned. However, the mother-tongue learning activities soon stopped, as it was difficult to locate teachers “for all these different mother languages”.

122. As the first M&R children from 6 to 17 years were being integrated in formal education, a two-fold need arose: a) to support children from 6 to 17 years attending formal education with more intensive lessons of Greek language and homework, and b) to prepare newly arrived children to attend formal education. UNICEF, in collaboration with other international organisations and local partners, responded effectively to this twofold need by applying the above-mentioned integrated model of non-formal education to 19 open accommodation sites and in urban settings through municipalities (see #128) to 4788 thousands in 2018 and 5803 thousands in 2018 M&R children from 6 to 17 years.

123. More specifically, the NFE activities at the open accommodation sites were organized in two cycles: a) the morning cycle of NFE activities is attended by M&R children with little or no Greek language skills. Those children would do Greek language and Mathematics in the open accommodation sites, until they are ready to integrate into formal education; b) the afternoon cycle of NFE activities is attended by M&R children who attend formal education and receive further support with the Greek language and their homework. As it was foreseen in UNICEF One Response plan of 2017, and continued in 2018 and 2019, Greek teachers were recruited to deliver NFE activities; albeit the plan had foreseen initially the recruitment of migrant and refugee teachers as well, the Evaluation Team found no evidence of such recruits at the time of the field visits.

124. UNICEF supported continuous training and capacity building for the NFE teachers on issues such as refugee education methodologies, and child protection and child safeguarding adapted to the context of migration. A series of seminars on preventing self-harm, preventing violence and conflict and stress management was also supported by UNICEF and delivered by the NGO Merimna. Twice per year, UNICEF’s Education experts would visit open accommodation sites where NFE was provided to monitor and provide coaching to NFE personnel. That was proved valuable as teachers were not trained to act professionally under such circumstances and such environment. In addition, monitoring, coaching and continuous training was important to support the integrated model of NFE including educational activities and child protection.

125. The UNICEF One Response Plan foresaw Early Childhood Education (ECD) activities for children from 3 to 5 years in the context of the Child and Family Support Hub (CFSH) model. In the beginning of the intervention, this was materialized through the establishment of the Blue Dot centers, emergency solution providing information and integrated protection services for children on the move, including Child Friendly Spaces (CFS). These integrated services were evaluated by interviewed professionals and beneficiaries as a timely, appropriate and effective response to the needs of migrant and refugee children and families, including children under-5 years of age. The changing context, due to the closure of borders and the stabilisation of the M&R population in sites and urban centers, led to a new approach of the CFSH model from 2018, and especially since the establishment of partnership between IOM and UNICEF of the Site Management Support (SMS)
project, implemented by the NGO Solidarity Now. In its latest form, CFSH planned to include integrated protection services around GBV prevention and through Female Friendly Spaces (FFS), case management, Psychosocial Services support (PSS), and Non Formal Education (NFE). However, the evaluation found that the current implementation of the CFSH does not provide an adequate and appropriate protective and educative space for children under-5 years of age. This was underlined as a gap both by professionals and beneficiaries, who stated that they “missed” CFS, in spite of public kindergartens being available in sites on a limited official schedule. The Female Friendly Space only partly covers the need for a safe and educative space for children under 5, where they can spend time together with their mothers, as all FFS activities are scheduled with specific activities for women and adolescent girls, even if mothers are allowed to bring over their babies and toddlers. The issue of the limited availability of adequate facilities where to establish eventual CFS’ specific activities has been raised as a hindering factor to address the gap.

126. Interviews with key informants brought up as good practice the support provided by UNICEF to municipalities to develop NFE activities. Through dedicated seconded staff, technical assistance on how to plan, develop and implement at local level non-formal education programs was provided; the communication, coordination and collaboration on non-formal education interventions between municipalities in different Regions of Greece was also facilitated, which was described as innovative and particularly constructive. Training manuals for municipal teachers on planning and implementing non-formal education to migrant and refugee children were developed and several such trainings were carried out. A good example of the achievements at local level is the foundation of a nursery at the north of Greece, attended by toddlers from the host population and M&R children and supported by the municipality, a local public University, and a local NGO, that promotes social cohesion and integration.

127. The Vocational Schools (EPAS) in Greece are operated by the Greek Manpower Employment Organisation (OAED, the Greek public employment service). To the Evaluation Team’s knowledge, there was no common activity between UNICEF and OAED to promote M&R adolescents’ access to Vocational Schools. A limited number of M&R adolescents have been enrolled in second-chance schools operated by the Ministry of Education. Concerning life skills education, the most stable activity supported by UNICEF in the open accommodation sites that benefited adolescent girls was the Female Friendly Spaces (FFS), where sewing classes, painting and other similar activities were offered. There was not found something analogous for adolescent boys at the open accommodation sites. In urban settings, UNICEF started supporting the provision of life skills and transferable knowledge to M&R children and adolescents in 2017, but the attempt was scattered and not proportional to the needs. In autumn 2019, 3 NFE Centers in urban Athens and 1 in urban Thessaloniki were supported by UNICEF.

128. Limited and scattered activities took place in terms of parents' education when there was a gap by other actors. Language courses were offered in some open accommodation sites and in the three NFE centers running in urban centers. Life skills learning is provided to women at Female Friendly Spaces established in the open accommodation sites since early 2019.

Hindering and enabling factors concerning the education response

129. UNICEF had to overcome several bottlenecks and hindering factors to plan, develop and implement its Education response. The hindering factors could be categorized as emergency, contextual and financial. The emergency hindering factors were the unusually large numbers of vulnerable children and women who were stranded in Greece in 2016 (after the EU-Turkey statement and the closing of the European borders); the concurrent presence at the field of national actors who had no experience on education in emergencies and International actors, who
did not know the context. Those emergency factors interacted with difficulties that arose from contextual factors, such as the Greek institutional unpreparedness to deal with such large numbers of vulnerable populations. In addition, there were legislative gaps in the Laws on migrant and refugee education, as well as gaps in terms of implementing the “education for all children” as the Greek Law foresees. Yet, in the beginning of the response, there was a large discrepancy in the understanding of the role of non-formal education (NFE) in emergencies between the Greek government and UNICEF – an agreement was achieved after persistent advocacy by UNICEF’s Education team. There was not an established mechanism to collect data on M&R children’s enrollment in formal education, either. Finally, it was found that UNICEF’s education response faced funding limitations. As in other areas of UNICEF’s response in Greece, Education response was donor oriented. Thus, UNICEF did not secure funding to develop a systematic education response at the islands, where the Education in Emergencies curriculum was needed and would have been appropriate. Donors somehow “limited” UNICEF’s presence at the field in the open accommodation camps. The funding available for activities in urban settings has been scarce throughout the period 2016 – 2019, covering mainly the salaries of seconded staff at Education Institutions and at selected municipalities.

130. As enabling factors of UNICEF’s Education response should be noted the strong UNICEF’s reputation and recognition of its brand name in Greece. This enabled the formation of trustworthy partnerships both with Education Institutions and local actors. UNICEF’s insistence on the quality of services has also enabled the formation of well-rooted partnerships with Institutions and local actors. All local interviewees mentioned the excellence of UNICEF’s staff, international and national, and stated that their expertise was important for the development and implementation of UNICEF’s Education response. In addition, UNICEF demonstrated flexibility and willingness to understand and adapt to local context; this enhanced significantly the effectiveness of the planned education response. The fact that UNICEF could mobilize complementary funding (beyond ECHO and DGHOME funding) was particularly important for the timely and effective implementation of the education response. Finally, as Key Informants’ interviews have shown, the political decision and support of including all M&R children in formal education has significantly facilitated UNICEF’s contribution to the Education response during the period 2016-2019.

**EQ 7: To what extent did UNICEF’s response in child rights monitoring achieve stated objectives?**

**Key Findings EQ 7**

- UNICEF seconded an information management expert to EKKA to contribute to evidence generation on UACs and migrant and refugee children overall.
- UNICEF worked closely with the Ministry of Education on improving data availability on out-of-school refugee and migrant children.
- Key datasets generated by UNICEF experts, especially those with secondary data, have been of great importance for Deputy Ombudsperson for Children's Rights.
- UNICEF promoted the Network for the Rights of Children on the Move.
- The report on Monitoring Mechanism for the Rights of Children on the Move in 2018 has been mentioned as one of the key tools produced with UNICEF’s support.
- UNICEF and the Hellenic Statistical Authority (ELSTAT) jointly advocated among government entities for the availability of data for children.
- ELSTAT committed to introduce MICS indicators on Income and Living Conditions (SILC) on Children with Disabilities (CWD) in Greece (MoU with UNICEF pending).
Child Rights Monitoring: Generating independent data, research, evaluation and analysis on the situation of children and critical bottlenecks to the realization of their rights, strengthening national capacity to collect, disseminate and use reliable, disaggregated data, as well as developing accountability institutions, mechanisms and partnerships for effective monitoring of child rights implementation (UNICEF Regional Management Team Meeting, October 2015).

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<tbody>
<tr>
<td>Stakeholders have timely information about the situation of refugee and migrant children to inform the promotion of and planning and implementation for children’s rights</td>
<td>Evidence is generated to advance the rights of refugee and migrant children</td>
<td>Achieved</td>
<td></td>
</tr>
<tr>
<td>Support state actors at national, regional and local level (MoMP, MoLSS, MoJ, EKKA) to collect, analyse and report on key child protection information in order to inform policies, planning and programming</td>
<td>Selected sources of data on migrant and refugee children established/strengthened (HSA, EKKA, Ombudsperson) measured through existence of systems for CRM. Yes/No; # knowledge products generated by key partners</td>
<td>Achieved</td>
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131. Besides being overwhelmed with drastic increase of refugee and migration flows in 2015-2016, the governments of transit countries, hence also of Greece, lacked reliable data on migrant and refugee children. According to a UNICEF interviewee, what was equally concerning, is that media coverage of the crisis included general information on refugee and migrant men and women, their countries of origin, whereas children were “invisible”. Therefore, UNICEF had to play an important role in raising awareness on this group of population and, taking into account other affected countries in the region, deemed necessary to design a regional approach to monitoring the rights of refugee and migrant children. Through a “twin-track” approach aimed at (1) meeting information needs, and (2) strengthening systems on CRM for all children, UNICEF intended to partner with human rights monitoring institutions, to ensure that duty bearers at different level adhere to the country’s CRC commitments that put the best interests of refugee and migrant children at the same level as the interests of all other children in Greece. To comply with organisational accountability, CRM output and indicators were included in UNICEF Regional One Response 2017 Plan and 2018-2019 Response Team’s AWPs.

132. Prior to operationalizing CRM interventions, along with other thematic experts, in the beginning of the crisis the Regional Office deployed research and evaluation specialists to initiate discussions on data generation with GoG bodies tasked with monitoring the situation of children. A core CRM

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staff member joined the outposted Response Team in 2016. In addition, four field-based staff were hired to monitor the situation on the ground, and several experts were seconded to government partner institutions.

The Response Team’s results vis-à-vis the Regional CMR “Twin-track” approach are presented below.

**Track One: Direct approach to meet immediate information needs on refugee and migrant children**

> Ensure that comprehensive, quality and disaggregated data (qualitative and quantitative) and analysis on the situation of refugee and migrant children is accessible in “real-time” in the most affected countries of focus in order to inform evidence-based policy advocacy and programme interventions by UNICEF and National Committees

133. UNICEF seconded an information management expert to EKKA to contribute to evidence generation on UACs and migrant and refugee children overall (see an example of the dashboard in Annex 10), and assist in the expansion and development of an online database. In addition, a technical expert was deployed to analyze the data to inform decision making. According to consulted stakeholders, the expertise allowed for a quality and reader-friendly overview on the situation, more effective referral and placement system for UACs in Greece, as well as EKKA’s better visibility with regard to its work, overall. A system similar to EKKA databases is being considered for foster care and relocation of UAC to European Union member states.

134. UNICEF worked closely with the Ministry of Education on improving data availability on out-of-school refugee and migrant children. Together with the Ministry’s Independent Department for Refugee Education and Education Working Group, UNICEF developed a dashboard on key data and statistics on enrollment of refugee and migrant children in Greek schools, which is being used for situation monitoring and decision making. In addition, through coordination within the Education Working Group, UNICEF has been consolidating data on refugee and migrant children educational assessment and NFE activities provided.

> Foster the exchange of information and analysis pertaining to the realization of the rights of refugee and migrant children between UN agencies and partners at regional level – and across countries involving government, civil society partners and national human rights institutions

135. As the main independent government entity working on human rights, the Ombudsperson’s Office benefitted from technical expertise of several UNICEF seconded personnel working on information management and legal support for child protection. Key datasets generated by UNICEF experts, especially those with secondary data (e.g. from Asylum Service and police), have been of great importance for Deputy Ombudsperson for Children’s Rights, according to informants and interviewees. The legal power of the Ombudsperson to request confidential information from other government bodies has been an important enabling factor in this undertaking. However, the lack of an institutional authority in charge of centrally coordinating data sources and standards has been mentioned as a constraint.

136. Cooperation with UNICEF has also led to the Deputy Ombudsperson for Children’s Rights increasing exchanges within the European Network of Ombudspersons for Children (ENOC). In 2017, at an ENOC meeting hosted by Greece with UNICEF’s support, the Deputy Ombudsperson for Children’s Rights shared examples of data and analyses on refugee and migrant children in Greece.

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66 Both UNICEF Programme and NatCom countries
137. UNICEF promoted an informal network of all actors working in the area of child rights. As a result, the Network for the Rights of Children on the Move was established, and the Deputy Ombudsperson for Children’s Rights took over its administration. As a scale-up, several sub-networks are being created on other specific child issues. The report on Monitoring Mechanism for the Rights of Children on the Move in 2018 has been mentioned as one of the key tools produced with UNICEF’s support to inform interventions and advocacy on refugee and migrant child protection.

137b. Moreover, the Response Team established agreements with other UN agencies and authorities for monthly provision of disaggregated data which were used for monthly situation analysis updates (e.g. general data dashboard, population mapping for children on the move, arrivals, etc.).

Track Two: system strengthening for child rights monitoring for all children

➔ **Strengthen data collection systems and research that captures critical information children and which seeks to analyse specific vulnerabilities and equity issues**

138. Besides cooperation with EKKA on data collection, cleaning, analysis and visualization, to meet immediate information needs, including prior to the creation of the database (see #133), which also falls under the system strengthening “track”, UNICEF and the Hellenic Statistical Authority (ELSTAT) jointly advocated among government entities for the availability of data for children. Cooperation included ELSTAT-hosted UNICEF stand in Thessaloniki International Fair in September 2017. ELSTAT representatives took part in UNICEF’s TransMonEE (Transformative Monitoring for Enhanced Equity) meeting, and since then the Authority contributes to TransMonEE database, which is updated every year with data on children from national statistical offices. In 2017, ELSTAT hosted a TransMonEE meeting in Greece, in collaboration with other government entities which showcased the use of data for decision making, such as Greece Asylum and Hellenic Police. In 2019 ELSTAT was invited to join the Data Alliance on Children on the Move. The main objective of the Alliance is to improve statistics and data on migrant and forcibly displaced children to support evidence-based policymaking that protects and empowers them.

➔ **Strengthen the capacities of national institutions, within the government, civil society and academia, to monitor, report on, and effectively advocate for the rights of the most vulnerable children in the country (be they national or foreign)**

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67 While migrant and refugee children are all to a greater or lesser degree vulnerable, some groups (defined by age, origin, sex, disability status, wealth or other characteristics) may be more likely to face discrimination and denial of rights than other groups.

68 ELSTAT Press Release. 7 September 2017

69 The TransMonEE Programme is managed by UNICEF Innocenti Research Centre to systematically monitor indicators of child well-being as well as their economic and social determinants in the transition economies. Details are available at [http://transmonee.org/about/](http://transmonee.org/about/)

70 UNICEF-ELSTAT Press Release. Closing equity gaps for the most disadvantaged children in Europe and Central Asia. 2 November 2017

71 The International Data Alliance for Children on the Move is a group of experts mostly from national statistical offices, migration-relevant line ministries, international and regional organisations, NGOs, academics, and civil societies. The Alliance was conceived at an international expert workshop in March 2019 in Rabat, Morocco, hosted by the Government of Morocco. The workshop – jointly organized by IOM and UNICEF – was convened to discuss data needs and methodological challenges facing data collection, transmission, analysis, and storage in relation to statistics and research on migrant and forcibly displaced children in the context of the Global Compacts on Migration and Refugees, as well as the 2030 Agenda for Sustainable Development.
139. In the context of cuts on institutional resources established after the financial crisis, UNICEF provided funding to the Office of the Deputy Ombudsperson for Children’s Rights to undertake visits to the sites. As a result, the Office strengthened its relationship with UAC shelter managers and developed a comparative analysis on shelters (which also included information from EKKA database). Moreover, according to key informants, as a result of its cooperation with UNICEF, the Ombudsperson’s Office was able to advertise an improved complaint mechanism; managed comparatively more cases; and increased engagement with UAC guardians.

140. With a view to further expand its work on data generation with regard to all population in Greece, upon participating in a UNICEF Multiple Indicator Cluster Survey (MICS) workshop, ELSTAT committed to introduce MICS indicators to the Greece-based process of the EU Statistics on Income and Living Conditions (SILC) on Children with Disabilities (CWD) in Greece. In addition, UNICEF was consulted with regard to the Greece part of the European Health Interview Survey (EHIS) and introduction of the “child with disabilities” module. UNICEF and ELSTAT are currently establishing a MoU to consolidate the collaboration.

141. Among enabling and critical factors with regard to seconded expertise mentioned by key informants, were the following: (1) seconded staff was cognizant of both UNICEF and government partner’s objectives. It was important that the products supported by the experts were equally useful for both sides. In this sense, for instance, the EKKA dashboard on migrant and refugee children was created to showcase the way data can be useful for decision-making; (2) seconded experts should not only be good at information management, but also know the context around their thematic area.

142. Whereas with the establishment of the Partnership Office in Greece, the modality of secondment of technical expertise will be revised, UNICEF aims at continuing the support in CRM through its staff.

“The use of this data has already translated into concrete outcomes for children such as identifying and referring unaccompanied children in need of help. We need to not only promote but also track inclusion so that no child is left behind and all see the real benefits of coming forward and taking part in census and surveys and being counted.”
From a UNICEF press release

**EQ 8: What were the major factors influencing the achievement or non-achievement of the objectives?**

Below is the summary of the main enabling and limiting factors affecting the effectiveness of the response, as described in the different sections above.

*Table 7: Enabling and Limiting Factors*

<table>
<thead>
<tr>
<th>Sector</th>
<th>Enabling Factors</th>
<th>Limiting Factors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Child Protection</td>
<td>Surge team was very instrumental in identifying the needs</td>
<td>Crisis with NatCom and undefined institutional identity in Greece</td>
</tr>
<tr>
<td></td>
<td>Trust with people on the ground - trust with partners</td>
<td>Context: changing reality/ lack of comprehensive planning/ change of political leadership</td>
</tr>
<tr>
<td></td>
<td>Chief prosecutor involvement</td>
<td>Small team; lack of proper HR and operational autonomy: too much administrative work to keep up with donors</td>
</tr>
<tr>
<td>Good collaboration with Deputy Ombudsperson for Children’s Rights</td>
<td></td>
<td></td>
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<tr>
<td>---------------------------------------------------------------</td>
<td></td>
<td></td>
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<tr>
<td>Insufficient and short term funding: “constant state of limbo in the office”, equals to lack of long term strategy</td>
<td></td>
<td></td>
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<tr>
<td>Partnership with IOM : access to donors/ IOM very open to include UNICEF and supported scaling up of the operations</td>
<td></td>
<td></td>
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<tr>
<td>Donor driven intervention and arrangements with partners</td>
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<table>
<thead>
<tr>
<th>GBV</th>
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<tbody>
<tr>
<td>Dedicated funding BPRM</td>
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<tr>
<td>Financial crisis limiting available public services in the country</td>
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<tr>
<td>Research on GBV evidence generation</td>
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<tr>
<td>Lack of female interpreters</td>
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<tr>
<td>Strategic partnerships with CSO and GoG institutions</td>
</tr>
<tr>
<td>Limited access to psychological and medical services</td>
</tr>
<tr>
<td>RO Gender Team missions and technical guidance</td>
</tr>
<tr>
<td>Gap with regard to overall GBV data in Greece, which affects decision-making on issues of gender inequality, in particular with regard to most vulnerable groups of population</td>
</tr>
<tr>
<td>Limited access to comprehensive services for child survivors of sexual abuse and violence, especially men and boys</td>
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<tr>
<td>Safety concerns in open accommodation sites</td>
</tr>
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<table>
<thead>
<tr>
<th>Education</th>
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<tbody>
<tr>
<td>Strong UNICEF’s reputation and recognition</td>
</tr>
<tr>
<td>Unusually large numbers of vulnerable children and women who were stranded in Greece in 2016</td>
</tr>
<tr>
<td>Complementary funding mobilized</td>
</tr>
<tr>
<td>Funding limitations, specially scarce funding for activities in urban settings throughout the period</td>
</tr>
<tr>
<td>Trustworthy partnerships both with Education Institutions and local actors</td>
</tr>
<tr>
<td>National actors had no experience on education in emergencies and International actors did not know the context</td>
</tr>
<tr>
<td>Flexibility and willingness to understand and adapt to local context</td>
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<tr>
<td>Legislative gaps in the Laws on migrant and refugee education,</td>
</tr>
<tr>
<td>Excellence of UNICEF’s staff</td>
</tr>
<tr>
<td>Initial discrepancy in the understanding of the role of non-formal education (NFE)</td>
</tr>
<tr>
<td>Political decision and support of including all M&amp;R children in formal education</td>
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<tr>
<td>Occasional resistance of local communities towards including M&amp;R children in local schools and in local NFE activities</td>
</tr>
<tr>
<td>Child Rights Monitoring</td>
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### 4.3. Efficiency

**EQ 9: Has the response programme generated the intended outputs through the most efficient use of inputs, including financial, human resources and partnership approaches?**

<table>
<thead>
<tr>
<th>Key Findings EQ 9</th>
</tr>
</thead>
<tbody>
<tr>
<td>➔ Due to the immediate response nature of activities and the context of institutional challenges faced by NatCom, it took some time for UNICEF to establish its presence in Greece.</td>
</tr>
<tr>
<td>➔ The NatCom had played a facilitating role to help the UNICEF outposted team establish its presence in Greece, although a confusion was gradually created on institutional relations and on mutual roles in spite of the provisions of the Framework for Collaboration of March 2016.</td>
</tr>
<tr>
<td>➔ With time, a technically sound team with skills both in programme and operations areas was consolidated to provide institutional support and service delivery on M&amp;R response, in spite of challenges due to short term funding that affected planning.</td>
</tr>
<tr>
<td>➔ In spite of depending, to a large extent, on the Regional Office’s decisions on recruitments and administrative procedures, the Response Team in Greece managed to deliver results through commitment, mutual support and enduring high workloads.</td>
</tr>
<tr>
<td>➔ The Response Team has been operating in the context of insecurity: short duration of contracts created uncertainty and workload has been disproportionate to the team’s size thus affecting staff wellbeing. However, common goals and commendable team spirit made the Response Team resilient to the challenges, overall.</td>
</tr>
<tr>
<td>➔ Arrangements with partners have been challenging sometimes, especially at the early stages (2016), as the fine tuning of procedures and the short term funding created uncertainty of administrative delays and disbursement processes. The Response team developed its own solutions by establishing specific and adapted requirements to allow partnerships with CSOs.</td>
</tr>
</tbody>
</table>

### Human resources

143. Early response to the crisis started with short-term visits of UNICEF Regional Office’s neighbouring Country Offices’ staff, surge experts and consultants to Greece in the second half of 2015 - beginning of 2016. Many interviewees admit that the unique set-up of not having established a CO per se in Greece and the complete reliance on Geneva-based colleagues for decision-making in terms of operations, especially in the beginning of the response, were hindering factors for the roll-out of interventions. With time, however, the total size of outposted staff in Greece has grown...
organically to meet intervention needs, and reached an all-time high of 38 persons by the first quarter of 2019. The office experienced a significant leadership change in 2016 with appointment of a Country Coordinator, Chief of Field Operations and Operations Manager. Since the first half of 2019, the post of the Chief of Field Operations was abolished, and the post of the Operations Manager was changed from international to national whereby an existing national team member took over respective responsibilities, which, according to UNICEF interviewees, resulted in increased workload for the personnel.

“\(I\) have to say there has been a gap [in staffing], but we have been supporting each other regardless of post level or thematic responsibility.\”
A UNICEF interviewee

144. The initial support of the NatCom for the deployment of the Response Team in Greece has been judged as significant by different information sources of the evaluation. UNICEF NatCom communicated to the RO a request from the GoG for support on M&R related technical issues and eventually shared premises with the RT, while procurement and supplies were facilitated by the NatCom to provide some initial support to children on the move. The strong presence of NatCom and its consolidated good relations with the GoG were facilitating factors for the initial deployment of the RT. However, tensions became evident when competing roles and issues of leadership arose, and the conflict of identity between an organisation geared to fundraising and one accountable to deliver, provoked an unsustainable situation. The Response Team eventually moved to UNHCR premises, something that helped as well to integrate the engagement of UNICEF operationally with the M&R crisis response, and the NatCom went through a complex process of allegations of mismanagement and possible unlawful procedures that have severely affected UNICEF reputation in Greece as a brand and led to the closure of the NatCom in Greece.

145. Core staff positions in support of the programme areas and operations have remained constant in the period between early 2017 - mid-2019 (see organogram in Annex 5). Recruitment of non-staff positions supported further growth and professionalisation of the office as it was delivering against the annual work plans. Focus areas included thematic positions, such as those supporting GBV-related activities, information management at the Ombudsperson’s Office and EKKA, policymaking experts at the Ministry of Labour and Social Security, social work and education experts, and location-based positions, such as field monitors. Table 9 below provides a breakdown of posts with regard to contract modalities: it is to note that the ratio of the fixed-term (FT) staff/temporary appointment (TA)/individual contract (IC) is approximately 1:2:4. 56 percent of survey respondents (UNICEF Staff Survey) believe that the team mobilized adequate skills/staff to meet its commitments in response provision, including aimed at reducing inequities and gender inequality. Overwhelming majority of consulted stakeholders also support this statement.
146. As for the staff well-being, staff counselling was not provided in the early months of UNICEF presence. Later on, Regional Office staff counsellor visited Greece to provide support to colleagues, and a team member in Greece was appointed as a peer support volunteer. However, given the workload, team members rarely referred to counselling services. Many UNICEF interviewees agree that they have been resilient to stress, also in the context of job insecurity - some contracts were of less than 3 months duration and renewed based on funding situation.

**Finance**

147. To address fundraising for the M&R response, UNICEF participated in the Regional Interagency Response appeal and launched specific UNICEF Humanitarian Action for Children (HAC) appeals in 2015-2019. It is to be noted that the outposted team which entirely depended on the Regional Office in terms of operations, did not have independent access to UNICEF Regular Resources (RR). Nevertheless, due to L3-like emergency situations which continued till December 2017, fast track procedures were followed. The total budget for UNICEF’s response for the period 2016-2019 (including Other Resources-Regular (ORR) and Other Resources Emergency (ORE)) was around USD 40 million, seeing a year-over-year growth in 2016-2018 and a slight decrease in 2019.

**Table 8: Contract Modalities of Response Team (based on organogram as of March 2019)**

<table>
<thead>
<tr>
<th></th>
<th>IC</th>
<th>FTA</th>
<th>TA</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016</td>
<td>22</td>
<td>11</td>
<td>5</td>
</tr>
<tr>
<td>2017</td>
<td>1,567</td>
<td>11,318</td>
<td>13,929</td>
</tr>
<tr>
<td>2018</td>
<td>12,175</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2019</td>
<td>12,175</td>
<td></td>
<td></td>
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</tbody>
</table>

**Table 9: Response Team’s Expenditure, 2016-2019**

<table>
<thead>
<tr>
<th></th>
<th>Thousands</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016</td>
<td>1,567</td>
</tr>
<tr>
<td>2017</td>
<td>11,318</td>
</tr>
<tr>
<td>2018</td>
<td>13,929</td>
</tr>
<tr>
<td>2019</td>
<td>12,175</td>
</tr>
</tbody>
</table>
148. One of the main sources of funding, the emergency funds from the European Commission’s Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO), had switched to more institutional ones from the Directorate-General for Migration and Home Affairs (DG HOME) channeled\(^\text{72}\) through the UNICEF/IOM partnership that started early 2019. A summary of donor contributions for the period of the evaluation (2016-2019) is as follows:

![Table 10: Donor Contributions, 2016-2019\(^\text{73}\)]

149. UNICEF Response Team allocated funds mainly to child protection (~ USD 21 million), education (~USD 13 million), child rights monitoring (~USD 0.9 million), with less significant allocations to WASH, nutrition and immunization. The following table illustrates annual expenditures in three thematic areas: child protection, education and child rights monitoring.

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\(^{72}\) Within the framework of EC Emergency Assistance Grant Scheme (EMAS)

\(^{73}\) UNICEF intranet, as of November 2019
150. Taking into account approximate delivery of USD 39 million during 2016-2019, average annual delivery per team member (38 persons as per organogram dated March 2019) has been USD 257,000. To compare the latter with other offices with similar annual budgets, it can be noted, for instance, that a UNICEF CO in ECAR with similar budget (USD 13 million in 2019) has around 55 positions, which is about 1.5 times more than Greece team’s size. In addition, according to UNICEF interviewee, Response Team was asked to deliver interventions “in advance”, in the context when funding had not yet been allocated.

Implementing partners

151. In order to extend the reach of UNICEF’s activities in Greece, which, to a large extent were outside Athens, and having a limited number of team members, it was necessary to identify implementing partners - non-government organisations on the ground, as in any emergency or humanitarian situation. According to UNICEF staff, there was a good variety and number of potential partners in the beginning of the crisis, including those with a history of long presence in Greece. Thus, initially, most of partnerships with INGOs and NGOs were based on Small Scale Funding Agreements (SSA), and since August-September 2016 the Response Team also started concluding Programme Cooperation Agreements (PCAs) with implementing partners. Table 13 illustrates the size of NGO presence across thematic intervention areas and sub-areas.

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Table 11: Annual Expenditure per Thematic Section\(^{74}\)

<table>
<thead>
<tr>
<th>Year</th>
<th>Child Protection</th>
<th>Education</th>
<th>Child Rights</th>
<th>Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016</td>
<td>1,410,000</td>
<td>160,000</td>
<td>1,410,000</td>
<td>27,000</td>
</tr>
<tr>
<td>2017</td>
<td>2,844,000</td>
<td>38,000</td>
<td>2,844,000</td>
<td>28,000</td>
</tr>
<tr>
<td>2018</td>
<td>4,286,000</td>
<td>406,000</td>
<td>4,286,000</td>
<td>321,000</td>
</tr>
<tr>
<td>2019</td>
<td>6,112,000</td>
<td>497,000</td>
<td>6,112,000</td>
<td>406,000</td>
</tr>
</tbody>
</table>

\(^{74}\) Source: UNICEF intranet, as of November 2019; numbers are rounded
152. For an outposted team, it was challenging first to have a comprehensive knowledge on the range of NGOs with specific expertise in Greece, and, second, due to reliance on donor funding, the team could not afford to plan for PCAs in the long run. Moreover, NGO partners had to be pre-identified, which is not a standard procedure, for UNICEF team to include them into donor proposals. Another challenge related to the fact that NGOs were located in different regions, often far from the sites where UNICEF planned to implement its activities.

153. Because of time constraints and finance liquidity issues, the Response Team chose not to undertake a competitive selection process with regard to NGO implementing partners, but to have a strong justification on the choice. This approach proved to be efficient, as implementation could start sooner than in the case of a competitive selection process. It often took some time for the partners to acclimate to UNICEF reporting requirements and standards (e.g. compulsory periodic reporting, “do no harm” approach, prevention of sexual harassment and abuse). Gradually, the range of NGOs diminished, while partners with established and good capacity continued operating. Overall, 81 percent of UNICEF personnel survey respondents rate partnerships with PCA partners as “good” throughout the response implementation.

154. Among UNICEF offices, Greece team had the second biggest number of PCA partners in Europe and Central Asia region. Over the period from August-September 2016 till the end of 2019, the team had in total 27 SSFA and PCA partners with around 90 different interventions in 67 sites, accountable for approximately USD 26.3 million (66 per cent of total Response Team’s delivery in 2016-2019). According to a UNICEF interviewee, in the beginning it was a learning process for everyone, including on the Harmonized Approach to Cash Transfers (HACT).

155. The Response Team was thus testing different cash transfer approaches and sharing lessons learnt with Regional Office colleagues. Specific cash transfer tracking tools were developed, due to PCA particularities on the ground (e.g. PCA pre-identification, which is not a standard practice). In particular, in the absence of an appropriate tool to fit this unique context, an Excel document to monitor expenditure of PCAs was developed: the tool has been used as a reminder on expiring PCA funds (in many cases PCAs have been extended 2-3 times) and, thus, on the fact that the latter had to be spent by the deadline. The tool also allowed the team to monitor pipeline funds (revenue and utilization), which is important for management decision-making.

Table 12: Implementing Partners’ Presence across Thematic Areas and Sub-areas

Whereas three major thematic areas have been CP, Education and CRM, the table disaggregates partners per sub-areas of intervention, besides major areas (e.g. whereas GBV has been part of CP portfolio, the ET considered it valuable to show the presence of GBV partners separately; the same is applicable to other sub-areas, such as MHPSS, CFS which have been part of both CP and Education, capacity building, and youth empowerment).
The Response Team had to deal with many challenges, while not having enough tools and being asked to deliver. We had to be creative.”
A UNICEF interviewee

**EQ 10: M&E - How efficient were the systems put in place to monitor progress and capture disaggregated data, including in order to address equity and gender equality issues?**

**Key Findings EQ 10**

- The Response Team has efficiently consolidated a M&E system from the different dimensions of monitoring required: HAC’ HPM, ROMP’ AWPs, PCAs, CRM.
- Field monitors have become an efficient means of M&E and ensured UNICEF presence in the field.
- Gender sensitive indicators in monitoring frameworks are insufficient to allow to monitor gender responsiveness of the response.

156. There are different levels of M&E of the UNICEF contribution to the response to the M&R crisis, which have been integrated efficiently by the RT M&E in order to establish an adequate monitoring of implementation: the RT M&E has established an integrated monitoring tool to follow and match the established targets with the implementing partners’ reports. This allowed for measuring progress towards achievement of targets and identifying gaps that are addressed by the field monitors or through direct interaction with partners. It finally informs AWP monitoring frameworks and reporting. Briefly, main levels of M&E are:

- **Regionally harmonized programme monitoring**: based on the identification of relevant common indicators to be included in the HPM (Humanitarian Performance Monitoring). This mechanism offers a broad overview of the achievements of the different activities against set targets and allows to aggregate results on a regional perspective useful to monitor HAC appeals achievements. The harmonization becomes challenging and falls short to be useful to monitor progress. In the case of Greece, HPM include activities not relevant or adequate for the context (e.g. distribution of school material in an environment where UNICEF could not bid for supplies) and measures mixed dimensions in a single target in programmatic terms (UAC receiving safe accommodation and mental health support), sometimes measures programmatic activities not actually clearly established (ECD) or includes confuse definition of subjects (GBV referring to number of children at risk).

- **The establishment of the operation in Greece as an outcome of the ROMP is coherent with the fact that the RT was actually an outpost of the RO. The lack of a single result framework affects is mentioned in #82. The UNICEF One Response Plan 2016 established its own internal framework of outputs and indicators for 2017. This is followed by the AWP monitoring indicators included in the ROMP programmatic framework which establishes the logic of the response for 2018 and 2019.**

- **PCA monitoring reports**: these are the most specific wealth of information to monitor the services delivered with UNICEF support, and are collected systematically and establish an adequate progress line. The current system requires an effort to integrate the data obtained in a harmonized platform as to facilitate a global picture of the progress of the interventions. This becomes challenging as different PCAs have their own internal logic, and partners have different means to collect data. Gender disaggregation is sometimes challenging.

- **CRM mechanisms established**: As one of the main pillars of UNICEF response, a number of specific tools for monitoring CR have been established, among others:
EKKA: database and dashboard for UASC
- Education dashboard, FE enrolment tool and database of NFE activities in municipalities
- Ombudsperson: yearly report of Children on the Move, data analysis form different institutional sources on CR
- ELSTAT: inclusion of CWD in official datasets aligned with MICS

- Field monitoring: teams of field monitors in continental Greece: The information provided, the mechanisms established and the channels of communication with implementing partners and stakeholders constitute a strong asset of UNICEF field interventions. The four monitors are distributed to different geographic areas of responsibility, and become key informants on programmatic issues beyond monitoring implementing partners’ performance, becoming UNICEF focal points in peripheral coordination fora (municipal and department level coordination mechanisms).
- The joint monitoring established with IOM for the SMS project is an interesting modality of joint monitoring, which offers potential advantages and eventually allows joint managerial decisions and improves coordination. However, some tensions were identified as partners were asked to report both to IOM (manager of the sites) and UNICEF (funding partner). Challenges were identified by the evaluation of clear accountabilities in the SMS project (implementing partners accountable to UNICEF while also accountable to IOM global management of the project).
- In addition to the above, specific requirements of reporting to different donors with various deadlines and types of reports was also managed at local level, requiring heavy workloads and dedication, being one of the main instruments for building trust and ensuring accountability to key donors over the period.

157. Whereas UNICEF and implementing partners mostly report disaggregated data, gender-sensitive indicators in UNICEF monitoring frameworks are primarily found in GBV-related activities thus making it challenging to monitor overall gender-responsiveness of the response.

158. In the One Response Plan 2016-2017, 17% of indicators (4 out of 23) are gender-sensitive (either disaggregated by sex and/or target specific gender issue). Two of these indicators relate to child protection outputs; the other two - to health and nutrition areas. As for the 2018-2019 AWPs, 8% of indicators (3 out of 35) are gender-sensitive - a two-fold decrease in comparison with the One Response Plan indicators. In accordance with the UN System-wide Action Plan (SWAP) on Gender Equality and the Empowerment of Women, to comply with minimum SWAP requirements, between 33 to 50% of a programme’s indicators shall be gender-sensitive, for an organisation to be able to adequately track progress towards gender equality in its area of implementation.

Knowledge management

159. The “participatory review” of 2018 and the “lessons learned” exercise of the regional response covering June 2015 May 2016 are examples of initiatives to strengthen learning from action at regional level. The evaluation notes as well a number of exercises in Greece aimed at reflecting and adapting response to changing context. In that sense, further to the initial assessment of 2015, visits by specialists from the RO and nearby CO (as Surge) have contributed to a culture of learning.

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76 These issues have been reported to the ET as identified and measures are in the process to be taken to address them by the RT and IOM.
77 One Response Plan 2016 contains gender-sensitive health and nutrition related indicators besides GBV-related ones.
78 Details can be found at [https://unsdg.un.org/resources/unct-swap-gender-equality-scorecard](https://unsdg.un.org/resources/unct-swap-gender-equality-scorecard)
and self-assessment. To highlight the flexible use of knowledge and experience from other contexts applicable to Greece, from CR related issues to the non-formal education resources developed in other EU countries and with contributions from experiences in countries of origin, including actors able to bridge the gap for training in mother tongue (Arabic, Kurdish, Farsi).

160. The caveat may be that the small size of the team, dependency on the Regional Office in terms of document storage, the lack of specific staff for knowledge management and learning, the provisionality of contracts and the lack of a perspective for a permanent presence in Greece affected taking stock of those learning exercises. GBV was able to produce one knowledge product each year - the first on gender integration in child protection and the second to strengthen monitoring mechanisms. Those elements of formative approaches are, however, examples of good practice.

161. The same applies (adequate and knowledge oriented initiatives) to the very valuable research carried out commissioned by UNICEF in different fields (see table in #85). Even if contentious for some of the findings, those initiatives contributed to a solid and authorized knowledge of critical aspects relevant for the operation of UNICEF and to the general knowledge of the situation of CR in the country. To carry out academic or authorized research constitutes an example of good practice applicable to HIC.

**EQ 11: Communication and advocacy: Has the response achieved to promote enhanced awareness, engagement and mobilization about the situation of refugee and migrant children at regional and national level, including fight against xenophobia?**

<table>
<thead>
<tr>
<th>Key Findings EQ 11</th>
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<tbody>
<tr>
<td>➔ With one staff member working on communications, the office achieved significant results in communication and advocacy areas. However, due to organisation arrangements of the Response Team being under Regional Office’s online presence, the opportunities for wider outreach and potentially increased resources mobilization have been challenged.</td>
</tr>
<tr>
<td>➔ The nature of the RT with no institutional capacity to create its own communication identity (web, social media), its short term arrangements and the uncertainty on the establishment of a permanent presence in Greece have affected any possible formulation of a communication strategy with objectives and measurable results.</td>
</tr>
<tr>
<td>➔ Relevant effort was made to address xenophobic messages and attitudes, but questions remain on its effectiveness.</td>
</tr>
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</table>

162. The evaluation team observed a number of positive developments with regard to communications and advocacy on M&R response in Greece. The Response Team has been instrumental in raising awareness on GBV, for instance, by organizing a Poster Campaign “You are not the only one, you are not alone”, in cooperation with the General Secretariat for Gender Equality and refugee and migrant population, and subsequent distribution of GBV prevention messages in camps, in particular, in FFS and NFE spaces. On World Refugee Day, in collaboration with implementing partners, UNICEF supported a two-day series of events including activities for refugee and migrant children. The Response Team also contributed to building implementing partners’ outreach skills, through meetings on specific communication and visibility requirements. The communication campaign funded by ECHO “together for all children” reached 4 million people through traditional media and 1.5 million through digital media, far surpassing expectations.

163. As for human capacity, it has been challenging for only one staff member working on communications to organize numerous events and missions of other NatComs to Greece, and
ensure visibility and quality of communication products. Given the short-term nature of the funding for the response, thematic portfolios could not plan communication and advocacy events in the long run, which hampered the work of communications staff. In many cases, the team member had to respond to urgent requests to ensure quality of communication materials or to advise on an advocacy event.

164. The organisational arrangement whereby the Greece team had been in the Regional Office’s structures and online presence, did not allow the Response Team to have a separate web-page and social media outreach. This also hampered opportunities for resource mobilization for the response: a donations web-page specifically for Greece M&R response could have attracted many donors, according to an opinion shared with the evaluation team during the data collection phase.

165. Nevertheless, internally, 75 percent of UNICEF survey respondents agree and strongly agree that information sharing on UNICEF’s response has been transparent and readily available.

<table>
<thead>
<tr>
<th>ONE RESPONSE FRAMEWORK 2017: COMMUNICATION and ADVOCACY</th>
<th>RATING</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>OUTPUT:</strong> The situation of refugee and migrant children in Greece is regularly on the agenda of key decision makers in Greece and in the wider EU and positive actions are taken towards increased protection and promotion of their rights as a result</td>
<td>Partially achieved</td>
</tr>
<tr>
<td><strong>ACTIVITIES:</strong> Support efforts of national actors to carry out evidence based advocacy with key stakeholders including local, national and EU-wide decision makers in order to promote and protect the rights of refugee and migrant children in Greece</td>
<td></td>
</tr>
<tr>
<td><strong>OUTPUT:</strong> National audiences including refugee and migrant as well as host communities are informed, engaged and mobilized on the situation of refugee and migrant children</td>
<td>Partially achieved</td>
</tr>
<tr>
<td><strong>ACTIVITIES:</strong> Launch of press releases; statements; new data; reports videos; photo series; social media actions, interviews concerning refugee and migrant children in Europe</td>
<td></td>
</tr>
<tr>
<td><strong>ACTIVITIES:</strong> Specific campaigns to generate understanding and empathy around the situation of children of foreign origin through awareness campaign (such as #actofhumanity); SSA with content provider to prepare audio visual material and campaigns</td>
<td></td>
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</tbody>
</table>

166. From the table above, the first Output is very much dependent on RO initiatives and strategies and while some collaboration and support has been established through the RO website and occasional press releases, the ET does not have data on the level of achievement in terms of communication of challenges of the response in Greece to a wider audience. As for the second Output, the ET has observed what is mentioned in #167 below, and judges the initiatives relevant, however, the ET is incapable to measure actual impact in the community at this stage.

167. It comes strongly from evaluation findings the very relevant effort carried out by UNICEF to address public opinion perceptions on M&R in Greece, as well as to facilitate integration of communities, through specific communication products, as audiovisuals, social media, presentations, and other communication materials. This effort was initially built on the NatCom’s previous communication experience and tools. While the effort has been relevant and pertinent,
the results may fall short in their actual effective success to address the negative narrative of M&R in Greece. Informants consulted highlight the negative evolution of the general public opinion in Greece on M&R related issues, resulting from a complexity of factors. Some informants highlight the positive feedback received thanks to UNICEF engagement to address needs of the local population in the context of some forest fires in Central Greece.

4.4. Coordination

**EQ 14: To what extent has UNICEF coordinated with relevant platforms and entities with national authorities and within the UN and the larger humanitarian community, including on equity and gender equality issues?**

<table>
<thead>
<tr>
<th>Key Findings EQ 14</th>
</tr>
</thead>
<tbody>
<tr>
<td>➔ The initial humanitarian coordination evolved towards an institutionalized sector working groups architecture.</td>
</tr>
<tr>
<td>➔ UNICEF was appointed the lead agency of the Education WG and enabled knowledge sharing and the development of joint approaches to providing educational activities.</td>
</tr>
<tr>
<td>➔ UNICEF’s presence in the CP Working Group has supported advocacy for a holistic approach to child protection.</td>
</tr>
<tr>
<td>➔ In multisectoral mechanisms led or co-led by UNICEF, the organisation played a pivotal role by coordinating efforts between national organizations, supporting the development of synergies among actors and enabling an equity approach.</td>
</tr>
</tbody>
</table>

Presented below is the rating of coordination effectiveness using the results framework of the UNICEF One Response Plan of 2017, which includes specific outputs and activities on coordination, later implicitly integrated in the different sectors of the AWP 2018-2019.

<table>
<thead>
<tr>
<th>ONE RESPONSE FRAMEWORK 2017: COORDINATION</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>OUTPUT:</strong> Effective leadership is established for education and child protection sector coordination, with links to other sector coordination mechanisms on critical inter-sectoral issues</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>ACTIVITIES</th>
<th>RATING</th>
</tr>
</thead>
<tbody>
<tr>
<td>Child Protection coordination mechanisms are strengthened at national and subnational levels, and a stronger community of practice for the protection of refugees and migrants children and families is established through the country to inform effective and efficient planning.</td>
<td>Actively lead and/or participate in Protection, GBV and CP coordination mechanisms at national and subnational levels; promote opportunities or communities of practice.</td>
</tr>
</tbody>
</table>
Provide assistance to MOE/MoMPo on coordination and information management in order for them to acquire sufficient capacity for coordination of the refugee education programme of all partners. In collaboration with all education partners, bi-weekly meetings are functional at national and regional level; all partners activities are consolidated through Activity Info and 4W informing duplications and gaps; strategic sectoral plan and progress and gap analysis are in place; and inter-sectoral issues are addressed.

Regular meetings with MOE/MoMPo; Joint planning and coordination, and information management with capacity building efforts; Task forces on key issues carried out jointly to facilitate refugee and migrant children's access (e.g. urban refugee education); Regular meetings with Education Sector Working Group (ESWG) partners; Monthly reporting and gap analysis produced

Achieved

168. UNICEF participated initially in the emergency humanitarian coordination set up by donors (ECHO) with the aim to avoid duplications and ensure coverage of needs. This evolved to a more institutional coordination with the establishment of SWG under the leadership of UNHCR and GoG line ministries. In fact our sources disclose that the engagement of GoG line ministries has been irregular, other than in the education sector. The lack of a GoG response plan for the M&R crisis prevented a coordinated alignment of the overall interventions to strategic and operational objectives.

169. UNHCR played a lead role in the coordination of the response in coherence with its mandate and its recognized presence in the country. Jointly with IOM, they supported the GoG in establishing adequate coordination of the external response to the crisis, and UNICEF engaged in the relevant WG. The main caveat, according to different triangulated sources, has been the lack of clear engagement of the GoG in coordination and the lack of a Greek response plan for the M&R crisis. UNHCR, becoming the lead agency for coordination in some SWG struggled to reconcile the role of donor for some CSO actors with the one of institutional sector coordination.

170. In terms of cooperation with implementing partners, by early 2018, UN agencies jointly created a UN Partner Portal for Greece – a repository of information on NGOs and CSOs which allows UN agencies to avoid duplication of response, among others.

171. An additional challenge raised as significant by informants has been the unclear internal coordination of Greek institutions, the changes of Ministerial architecture and the difficulties in establishing a clear understanding on the distribution of AMIF between the different institutions. This has affected coordination between the externally funded emergency response and the institutional mechanisms supported by AMIF.

172. Within the WG coordination system, UNICEF was appointed the lead agency of the Education WG, originally chaired by Save the Children until the organisation closed down its operation in 2018. Respondents to the interviews noted that UNICEF enabled knowledge sharing and the development of joint approaches to providing educational activities. UNICEF also allowed for the creation of tools and supported harmonization of approaches, including joint indicators. In addition, UNICEF facilitated communication between the government of Greece and the civil society actors focusing on Education, and established a wider forum through the support to municipalities. An internal survey carried out among the ESWG’s members with 50 (out of 58) respondents found that the most useful deliverables were the minutes of their meetings and the sharing of training manuals, data and statistics; also, members found the ESWG’s most important functions are the exchange of official and non-formal information and networking.
173. Due to the nature of the crisis and UNICEF’s late deployment to respond to the M&R crisis, UNHCR had been chairing the child protection WG since the very beginning of the coordination mechanisms. While this may have been perceived as a conflict of mandates, it is important to note that the humanitarian paradigm was adopted in response to migrant and refugees needs, hence the leading role of UNHCR in the working groups.

174. Nonetheless, UNICEF’s presence in the CPWG has supported advocacy for a holistic approach to child protection. Respondents to the interviews have for the vast majority noted the positive support provided by UNICEF as to the provision of tools and knowledge, and their impact on the coordination and harmonization of child protection activities implemented by all actors. It was also reported that UNICEF largely contributed to the coordination of efforts expended by actors, who, at the beginning of the response, were divided as a result of a lack of existing standards at national level.

175. The SGBV WG was originally chaired by UNHCR until 2018 and then by the gender secretariat in 2019. The impact of evolving Greek political context has made it so the SGBV WG has not convened since mid 2019. In response to this shortcoming, UNHCR with UNICEF initiated a “UN SGBV WG” with the aim to coordinate and harmonize data from the actors including the use of the 5W tracking tools. This was intended to ensure consistency and minimize duplication in reporting from SGBV actors, it was also intended to support consistent advocacy with the government. Moreover, the UN agencies are planning to support the improvement of existing referral mechanisms. Despite these efforts, respondents to the interviews have, nonetheless, reported coordination gaps in the SGBV sector, particularly underlining needs in capacity building and case management.

176. Following the initial response to the crisis, UNICEF and IOM signed in 2018 the initial “UN to UN agreement” (PEDIA project) later extended in 2019 (SMS and Merimna projects). This agreement was considered as a unique opportunity for both agencies to establish a joint programmatic approach, and to coordinate efforts in response to the needs, and more importantly, an opportunity to build on their specific mandates and capacities. Respondents to interviews have highlighted the impact of the coordination between IOM and UNICEF resulting in positive programmatic focus: The collaboration on the SMS project allowed for child protection, SGBV and

79 5Ws tool (Who does What, Where, When and for Whom) is designed for various functions that support information management, which is critical for effective humanitarian response. UNHCR and UNICEF in Greece aim at adapting 5W tool used in Bangladesh, Cox’s Bazar refugee camp, to the Greek context.

80 “Providing Education and Immediate Accommodation to Migrant Children in Greece” and “Improving the Greek Reception System through Site Management Support and Targeted Interventions in Long-Term Accommodation Site” IOM/UNICEF; funded by DG Home.
Female Friendly Space to be provided in all sites, facilitating operational coordination. Additionally, the partnership with IOM has had a positive impact on UNICEF to access additional coordination mechanisms, in particular the SMS Monitoring Committee and the Financial Steering Committee (led by EC and GoG).

177. UNICEF’s model of partnership and strengthening the capacities of national civil society organisations has been key in the response to the crisis in Greece. In this context, UNICEF’s intervention relies on a strong network of organisations in Greece. While UNICEF placed an important focus on building coordination and synergies with all national actors focusing on programmatic areas, major institutional support was provided to partners. Implementing partners largely report that the partnership with UNICEF has provided them with better internal procedures and policies.

“Thanks to the partnership with UNICEF, our organisation was able to develop its own policies for child protection and child safeguarding. In addition, we have developed internal procedures for procurement as well as SOP for financial management”
Implementing partner during the data collection phase

178. UNICEF had a leading role in coordinating efforts between national organisations, building on their existing capacity and supporting the development of synergies among actors. Respondents to the interviews have noted the added value of UNICEF’s coordination role and technical support in sectors that are lacking national guidelines and standards, enabling an equity approach to identified challenges. This has enabled the development of internal and joint capacities.

“UNICEF paid a particular attention to harmonizing the intervention between implementing partners in all sectors. The team identified the capacity of each partner so there would be no overlap”.
UNICEF staff

179. Through institutional support and operational coordination UNICEF promoted the understanding and agreement on common standards for CP and education (specially in NFE and reception classes for M&R), including an equity approach to those aspects. The establishment of close coordination with focal points of protection of UNHCR and IOM is highlighted by all respondents as a positive harmonization on standards and operational arrangements, including exchange of information and standardization of pathways for case management and referrals.

4.5. Sustainability

EQ 12: To what extent has the design of activities of short-term nature considered medium/longer-term needs and intersectional issues, including to support positive changes with regard to equity and gender equality (if any)?

EQ 13: To what extent is it likely that the benefits of the programme continue in the event if the funding is ceased?

Key Findings EQ 12 & 13

➔ UNICEF’s programmatic planning for 2016-2017 was mainly short-term, while sustainable programmatic planning becomes more solid in 2018 and 2019 AWPs.
➔ Concrete changes in legislative and policy frameworks achieved with UNICEF support are strong drivers of the sustainability of results.
➔ Some system building mechanisms and service delivery interventions, although developed and implemented, have not been scaled up or institutionalized.
➔ Capacity building of CSO has a strong sustainability potential.
Support to municipalities led to promising results, but without sustainability planning.

UNICEF’s response relies on international funding and lacks an adequate mitigation strategy to the foreseen shift in funding opportunities.

The evaluation team addresses these two EQs in the narrative below, as they are interconnected, and it has become appropriate to address jointly the two dimensions of sustainability.

180. Desk review and Key Informants’ interviews have shown that the element of time was insufficiently included in the initial planning of UNICEF’s response in Greece. This becomes apparent in the Official Planning documents developed by UNICEF during the first years of the response (Regional UNICEF One Response Plan 2017, Response Team’s UNICEF One Response Plan 2017, Response Team’s Annual Work Plan 2018): there were significant changes at activity level from document to document. That is, initial planning lacked considerations on the short, medium or longer terms of the response. Possibly due to this lack of “time”-component consideration embedded in the initial planning, UNICEF’s intervention acquired a short-term nature, in spite of the fact that both, the prolonged financial crisis and the “migration crisis” faced by Greece, had already disclosed serious child rights concerns that were identified through the initial needs assessments applied by UNICEF in 2015 and 2016.

181. In the Response Team’s Annual Work Plan 2018, the consolidation of a longer-term planning becomes apparent; institutional and system building outputs are more clearly targeted. UNICEF’s longer term vision, as it was considered in the ToC of this Evaluation exercise, was further enhanced and informed by local relevant research studies that were carried out, as well as by the technical capacity established at Greek institutions, both at central (e.g. Ministry of Education, Ministry of Labour, Security and Social Solidarity) and at local level (e.g. selected municipalities). In this second period of UNICEF’s response (2018-2019), the UN to UN agreement (especially with IOM, in March 2019) appeared to provide a more stable funding basis for the development of a more sustainable strategy and a more stable programmatic approach. Subsequently, in July 2019, there was an agreement between the Government of Greece and UNICEF for the permanent presence of the latter in Greece (The UNICEF Partnership Office).

182. Another factor that may have adversely affected UNICEF’s sustainable programmatic planning is the extremely fluid political environment both at national and European level. The EU/Turkey agreement of March 2016 and the border closures of the Balkan route resulted in an abrupt increase in the number of vulnerable people stranded in Greece, without any European plan concerning their relocation and management of new arrivals. The lack of a European plan on migration would not allow the development of sustainable national plans on migration; instead, the State of Greece dealt with the migration as an emergency, without long-term planning. Greece developed a National Strategy for the Integration of Migrants only in early 2019. Specifically, in relation to UNICEF, the absence of an integrated GoG response plan may have jeopardized the possibility of the integration of UNICEF’s emergency interventions into an institutional long-term framework that would have facilitated the coherence of the response and its sustainability elements.

183. The donor-driven programmatic planning has also adversely influenced the sustainability of the response. Consequently, UNICEF’s programmatic planning was more reactive than proactive in nature, in the sense of taking good advantage of the available funding and donors’ priorities to promote quality services to M&R children and families. However, UNICEF’s institutional support and system building becomes one of the main findings of this Evaluation exercise, which was the excellent work done by UNICEF’s seconded staff at policy level, technical assistance to Institutions and development of tools ready to be embedded in State Institutions’ functioning.
The support provided to key Ministries resulted in concrete changes in the national legislative and policy frameworks referring to M&R children’s protection and access to education, which has been attributed to UNICEF by most consulted stakeholders. Of particular relevance is the consolidated information management at EKKA/Ministry of Labour and Social Affairs, allowing for a comprehensive data dashboard about UASCs in Greece, as well as the IM at the Ministry of Education on the enrolment of M&R children. Furthermore, the shared expertise and the provision of technical assistance by UNICEF’s staff seconded to Ministries is expected to increase awareness and capacity at institutional level to address relevant future challenges at policy level. Given the fact that Greece’s institutional structures are solidly in place, sustainability of system building results have a strong potential to be achieved.

Another institutional intervention that adds up to UNICEF’s system building contribution and is expected to result in a long-term sustainability of achievements is the collaboration with the National Statistical Authority (ELSTAT) on addressing data on children with disabilities in Greece. Although the collaboration seems to have consolidated a substantial and permanent change, the formalization of the MoU between the two organisations is still pending. Furthermore, UNICEF’s collaboration with the Deputy Ombudsperson for Children’s Rights on the provision of valid data on CR and the support of legal processes for the interest of children in Greece was noted as important with potentially sustainable achievements and system building effects. However, the collaboration seems currently at risk due to the discontinuation of the support provided by UNICEF. As the evaluation discloses, after the secondment of UNICEF’s staff to Greek Ministries was concluded in February 2020, all benefited Institutions expressed concerns on their capacity to sustain the changes and functions developed through UNICEF support, including the monitoring tools developed and applied by the Ministry of Education and the Ministry of Labour and Social Affairs that strengthened the system’s capacity to track M&R children’s situation in Greece.

UNICEF has mobilized several local NGOs of high technical capacity (e.g. Merimna, Babel, Melissa Network) and the academia (University of Athens, Aristotle University of Thessaloniki, University of Patras, University of Thessaly, University of Ioannina, University of Crete), and enabled them to increase their engagement with M&R children-related issues (e.g. Child Protection, Psychosocial support, Mental Health). The support provided by UNICEF to those institutions becomes a facilitating factor for sustainability of the progress achieved through UNICEF’s support to service delivery interventions. At the same time, UNICEF’s support enabled other organisations (e.g. Arsis, ELIX, Solidarity Now) to evolve into nationwide service providers, employing technical staff for M&R children-related activities (e.g. NFE, PSS, comprehensive care for UASCs, CP) in many different geographical areas of Greece. This improved operational capacity will facilitate consolidating changes in CP and CR if the necessary policy and legislation is developed.

13 municipalities in Greece have formed the Cities for Integration Network to cooperate in knowledge exchange, capacity-building, policy development and actions for refugee integration. UNICEF established a MoU with two of those municipalities (City of Athens and City of Thessaloniki) to provide technical assistance and expertise on planning non-formal education projects for migrant and refugee children, contributing to system building at the local level. Although the expert seconded to the Municipality of Athens terminated the collaboration with UNICEF some months later, the position was never filled in. But the collaboration between UNICEF and the Municipality of Thessaloniki resulted in highly considered NFE services that were technically supported by UNICEF, logistically by the municipality, and implemented by local actors and the academia. Some examples of the results achieved were the development of training curricula for NFE educators and the establishment of a municipality nursery attended by children from the host community and migrant and refugee children. Furthermore, UNICEF facilitated the collaboration and transfer of knowledge between three municipalities: Thessaloniki, Trikala and Karditsa.
However, no sustainability plans were made, it was not ensured that the system building effects at local level were institutionalized, while the secondment of UNICEF's staff completed in February 2020.

188. UNICEF potentially has a significant fundraising capacity with large development and emergency funding instruments. In the context of Greece, the protracted crisis and the shift of interest could make for unstable funding. The diversification of sources of funding, in particular local fundraising has been affected by the situation of the NatCom and the reputational risk involved. This has been mentioned by key informants as a very relevant threat in order to re-establish a solid funding base in Greece.

5. Conclusions and Lessons Learned

189. The situation of M&R children in Greece, and by extension in many EU countries, raises concerns as it is far from acceptable in terms of compliance with agreed and accepted frameworks linked to the CRC. Reasons for that are complex, but also related to the lack of a clear EU policy and adequate and accepted procedures, what allowed for the current situation as a consequence of the tensions triggered by the massive influx of M&R in 2015. Below, the ET offers the conclusions based on the findings of the evaluation and serves as a basis for the proceeding proposed recommendations. The situation remains fragile for M&R, but also for other vulnerable groups, such as minorities and persons with disabilities, and equity and human rights challenges persist.

Relevance

| UNICEF contribution to the response to the M&R crisis in Greece has been relevant by focusing the response on challenges for children and vulnerable, and has been based on addressing institutional support and service delivery, while consolidating a permanent presence in the country for the benefit of all children. |

190. UNICEF has contributed critically to the M&R Response by raising the awareness on CR and through the identification of CP challenges for M&R children and women in Greece, while supporting and promoting the availability of reliable data on children, women and vulnerable M&R (#12, #61, #65). Programmatic activities on CP, Education and CRM were consistently coherent with specific institutional support and capacity building provided (#16, #63, #65, #91-99, #116-128, #135-137). The above has been clearly framed in the relevant reference frameworks and has evolved from a humanitarian approach based on the CCCs to the application of the CRC and taking into account local legal frameworks for children (#11, #55, #57, #72).

191. The evaluation notes the lack of an integrated GoG response plan (#59, #182) and the influence of donor driven response strategies, basically favoring short term funding to IO rather than establishing predictable and sustained funding to Greek Institutions (#66, #68, #183). However, while a centralized leadership has not been established at GoG level, the evaluation evidences an active engagement of line ministries in the different areas of the response where UNICEF provided institutional support and seconded staff (#59, #61).

192. UNICEF presence in the long term was never taken for granted by UNICEF RT (#60, #68), although institution building and capacity building have been part of the response from the beginning, even

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81 AMIF Long term funding allocated for the 2014-2020 budget period will be 328 M €, while short term funding allocated to IO amounts 548,9 M € since 2015 (EU financial Support to Greece Factsheet at https://ec.europa.eu/home-affairs/sites/homeaffairs).
if concerns can be raised on sustainability of some of them (#182, #185, #187). UNICEF has contributed to a wider perspective of CR in Greece that can eventually bring change for the benefit of all children in the country, something that supports the evaluation assumptions in the ToC proposed (see below). The efforts made by UNICEF to assess and map the situation of CP in Greece (#83-90),\textsuperscript{32} to identify challenges in accessing FE and the need for NFE activities (#113-#128), and to monitor child rights (#133-#141) can constitute the basis for a programmatic agreement with the GoG (#60, #61, #68, #142).

**CwC versus C4D, a gap in communication and community engagement**

| Tools and activities on Communication with Communities (CwC) have not been substantially developed within the M&R response. |

193. The evaluation has consistently evidenced the lack of significant CwC processes (#78, #80), even if some provisions existed formally\textsuperscript{83} and some agencies have implemented partial measures. This has been found as particularly weak in UNICEF supported programmes, especially the ongoing ones (SMS) (#79, #80). In the context of a HIC, in what is not a typical humanitarian intervention, CwC would require context specific tools and approaches, and becomes particularly critical to define mechanisms of community engagement on CP and GBV related issues in a context of supposedly strong institutional instances. The wealth of experience and knowhow of UNICEF through the C4D approach in developing countries and the leadership of the Organisation in the humanitarian CwC worldwide should be the basis for a more adapted CwC, addressing the specific challenges of HIC. UNICEF has engaged as well in a number of initiatives addressing xenophobia and rejection from local communities towards M&R (#167). The evaluation finds this aspect relevant and to be praised given the limited resources of the RT in Greece, but the attempts by UNICEF becomes short of capacity in order to address the negative narrative on M&R in Greece due to the perpetuation of situations that become unacceptable for the host society, lacking an ambitious communication strategy with clear objectives (#163, #166).

**Effectiveness**

| UNICEF Response Team has adapted to the changing context over time through a flexible, integrated and contextualized articulation of the different programmatic elements of the response, as reflected in the integrated results frameworks available, beyond the HPM. UNICEF programmatic activities have mostly achieved the planning targets, although have evidenced systemic weaknesses that have to be addressed. UNICEF’s contribution to the M&R response in Greece is bound to provide better child protection frameworks and institutional capacities for all children in Greece. |

**Theory of change**

194. UNICEF Response Team’s implicit theory of change through a priority focus on child protection, education and child rights monitoring, has been appropriate and effective and is positioning the Response Team to work towards long-lasting changes in the lives of M&R children and their

\textsuperscript{32} In particular the researches: \textit{Rapid Assessment of Mental Health, Psychosocial Needs and Services for Unaccompanied Children in Greece}, Institute of Child Health; and: \textit{Accessibility an barriers to based violence services}, by Diotima

\textsuperscript{83} CwC is included in the interagency RMRP 2016 and a working group was established. Also to be noted that NatCom was assigned the responsibilities of engagement with the public in the context of the arrangements of the One Response Plan. This should not interfere with the adequate formulation of CwC in UNICEF service delivery programmes.
families, as well as the lives of all children in Greece. Inclusion of a more explicit theory of change is needed to ensure that future programming aligns with and adheres to this approach.

195. The theory of change reconstructed by the ET (see paragraph #33) during the inception phase has been found to be valid. UNICEF Response Team based its work on sound evidence about the challenges faced by refugees and migrants, as well as by the government actors (#199, #202, #204, #205, #206, #208, #210, #211, #232). The decision of the Response Team to focus on capacity building of partner institutions, besides providing immediate support to refugee and migrant children and their caregivers, has been a conscious and strategic decision which, over the longer term, has the potential to have a deep and lasting impact on sustainability of results achieved so far.

196. UNICEF’s two-track approach to interventions - through generation of evidence and capacity building - has supported important results at different levels, and among duty bearers and rights holders (#63, #64, #131). Its focus on generating evidence about M&R children has enabled the concerned Greek institutions to apply a child-focused lens to data collection and analysis, and there are indications that government partners are likely to continue applying this knowledge and skills in areas related to all children in Greece. UNICEF has also made a significant effort to affect attitudinal and behavioral change on issues of gender equality among M&R women and adolescents, – the Response Team has to make sure these changes are scaled-up to engage more boys and men through the upcoming programme.

197. The Response Team’s focus on refugee and migrant children and women is aligned with human rights treaty bodies’ concluding observations (e.g. CRC, CEDAW) for Greece, and helped identify and address key challenges faced by these groups.

198. There is a need to build further on results achieved (e.g. ensure that the research products are used to influence and inform policy-based advocacy; that there is a greater investment in communications products and processes; and that broader and more inclusive platforms exist to convene actors (including M&R families) and use them as agents of change. The PO team has to ensure scale-up in this area to address more specific issues, such as underage marriage among refugees and migrants; child trafficking; child labor exploitation; gender-sensitive education, with focus on adolescent girls and boys and life skills.

Child protection

UNICEF’s work in Greece enabled in-depth reflection on the child protection sector. UNICEF’s contribution has been key in providing means and tools to cover the protection needs of M&R children.

199. UNICEF’s response to the M&R crisis in Greece enabled in-depth reflection on the child protection sector in Greece still characterised by a lack of national policies and standards (#83). In this context, UNICEF was able to support Greek institutions, governmental and non-governmental, in generating evidence through research to inform policies that would strengthen the CP system in Greece. The institutional support provided by UNICEF can be qualified as highly effective in identifying the weaknesses of a CP system based on support provided by institutions (private, public including municipalities, and faith-based) (#86-88). UNICEF supported concrete actions to develop the foundation of a future CP that would address the needs of all children in Greece (#86, #90).

200. UNICEF’s contribution to the child protection sector has been key to providing means and tools to cover the needs of the M&R children. UNICEF greatly supported Greek civil society organisation, technically and financially in responding to the crisis. Yet, efforts should be placed in consolidating the legislation and disseminating tools and policies but also advocating for a sustainable use and
UNICEF adopted an adaptive programming approach to respond to CP needs (blue dots, CFS, FFS, NFE) coupled with a holistic and integrated approach to CP along with education and GBV. This unique operational mode of UNICEF’s response in Greece has enabled an effective CP response based on flexibility according to the changing needs (#94-95).

UNICEF’s mission and needs assessment in 2015 identified significant needs for UASC and gaps in the response provided at the time. In developing its programmatic response, UNICEF has placed UASC as a central target of the emergency response (#86, #90) by providing a comprehensive package of care and support innovative alternatives, shelters and SIL (#92-93). In addition, by supporting UASC, UNICEF may have effectively contributed to developing a broader approach that could be used for all unaccompanied and separated children in Greece. In the meantime some sort of parallel system has been established for M&R by the externally supported actions, and needs to be integrated in the national one (#96).

UNICEF’s child protection response to the M&R crisis has been affected by a weak fragmented CP system in Greece and some reported security concerns (#83-88, #97, #99) affecting as well UASC in shelters (#93, #97). In addition, the CP response has shown signs of limitations in quality and accountability which may have undermined the effectiveness of the CP response (#99).

### Education

| Institutional support on enhancing access to formal education and establishment of standards for NFE are success stories of the contribution to the M&R response. |

204. The emergency situation during 2016-2019 has provided the opportunity for UNICEF to develop several good practices on Education, which are context and population specific. Institutional support to enhance access to formal education and the establishment of standards for NFE are success stories of the contribution to the M&R response (#116-128); the collaboration between UNICEF’s Education team and Education Institutions in Greece enhanced the latter’s capacity and brought in the System specialized knowledge and expertise.

205. UNICEF has been focusing on advocacy for quality education for all children as established in the Greek legal frameworks (#71, #72, #116, #118), confirming the evaluation hypothesis in the ToC, UNICEF is in the position to capitalize on the successful curricula that were developed for teachers’ training on inclusive education (#119, #126) – possibly by extending the collaboration with public Universities on this issue.

206. Also relevant has been the UNICEF’s education intervention at local level supporting selected municipalities (#110, #115, #122) on non-formal education strategies (#108, #115, #116, #118, #120) municipalities have a potential to be further supported to develop more permanent programs of NFE (#115, #126), according to local needs and specificities, and thus capitalize the capacity building and technical assistance received during the 2018-2019 period by UNICEF. Moreover, the integrated model of NFE, including child protection activities into NFE programming, was pertinent and effective for the situational context, and provides a lesson to be retained as organisational learning (see table 14, lessons learned).

207. The main gaps of Education response have been the limited focus on ages below four years (#125), the limited consideration of gender issues in the context of education response, and the only scattered attempts for developing life skills and vocational training for adolescents (#127, #128).

### Gender-based violence

| Multidisciplinary teams that combined legal, psychological, social support, and trust building activities have brought about the most significant results in the GBViE area. |

208. Gender-based violence has been a significant concern throughout the M&R response, with multidisciplinary teams combining legal, psychological, social support, and trust building activities bringing about the most significant results in the GBViE area.
UNICEF significantly contributed to GBV capacity building of partners and front line workers and provided access to referral pathways and emergency protective measures for GBV victims (#95, #101, #106). Many women and girls found safety in FFS and have been empowered, and a number of adolescent girls and boys learned about gender equality through FFS and NFE activities (#74, #104, #105, #106).

The challenge remains on integrating GBV M&R response capacities into the GBV system in Greece (#74, #96, #97, #103, #107). As in CP, a somewhat parallel system has been established and should not extend further in time.

### Child rights monitoring

A clear objective to cooperate with and build Greece institutional capacities in child rights monitoring, resulted in a critically important and timely disaggregated data collection, evidence-based analysis, decision-making, and visibility on M&R response both by GoG and UNICEF. UNICEF’s technical expertise and advocacy in M&R CRM, and strong ties developed with national institutions working on CRM, led to the GoG understanding of a critical need in improving data and evidence generation for all children in Greece.

Changing perceptions on the importance of data generation and use is complex and usually requires significant investment over a sustained period of time. UNICEF has been able to achieve transformative results in the area of child right monitoring. This is due largely to UNICEF’s accumulated expertise in this area (both within the Response Team and RO), but more significantly to the Team’s empowerment-driven approaches towards government partners and its close partnerships with them. In particular, the early engagement of UNICEF response in supporting and advocating on CRM constitutes an example of good practice to be retained and a step forward in raising awareness of CP challenges in Greece (#131, #132, #133, #134). As it has been noted in the report, evidence based on refugee and migrant data confirms the complexity of the challenges that Greece is facing with regard to ensuring the rights of all children in the country (#12, #59, #83). Therefore, expectations from the UNICEF Partnership Office in Greece are in support of this area.

Specifically, in the area of monitoring data on children’s rights, UNICEF PO in Greece could be involved in the consolidation of a mapping of CP gaps in Greece, including for all children; advocacy for joint activities on data generation among UN agencies; the support to the National Implementation Plan for the SDGs, from the design and implementation of actions to monitoring, evaluation and review; further strengthening, through the MoU, partnership with ELSAT (#138, #140-142), to include data on children in household surveys aiming at equity, gender equality and inclusion; and consolidation of support provided for CRM in EKKA (#133) and Deputy Ombudsperson for Children’s Rights to further strengthen analytical capacity (#135, #137, #139, #141, #142).

### Efficiency

UNICEF’s contribution to the M&R response in Greece has been highly efficient. It has been facilitated by the support from the RO and neighbouring COs, and through an efficient multitasked and integrated approach.
212. The resources mobilized in terms of staff and operational capacities have been modest in relation to the achievements (143-147). UNICEF struggled at the beginning to establish an operational presence in the country, while the NatCom facilitated the initial steps (144).

213. The evaluation notes as well some constraints in the timely deployment of an emergency response, to some extent attributable to UNICEF’s internal organisational challenges, not the least to the lack of a preparedness plan at RO level (56), but also to challenges experienced in Greece, namely the out-posting of a RO Response Team in a NatCom country (62, 144) and the challenging procedures involved for a complex organisation with no SOP for such cases84 (56, 63, 143-146, 151-155). The evaluation team highlights the mobilization of Surge experts from neighbouring COs and sector advisors from RO as positive to the establishment of adequate strategies by the RT, which should be retained as a lesson for future emergency situations in the region (63, 83, 103, 109).

214. Guidance from RO and technical support from neighbouring COs to establish adequate strategies (63, 64) is one of the critical aspects disclosed: to deploy a team requires strong lines of support in technical and thematic aspects. This was achieved on a reactive manner (each thematic area mobilizing Surge staff for short missions or arranging for field missions) and it seems there would be a need to establish a standard mechanism at RO level as to mobilize a package of support of technical and operational capacity on similar cases for the future, based on a preparedness process and an eventual contingency plan (56). To be noted that in the case of Greece the paradigm of the usual “silo” structure of UNICEF internal arrangements was overturned by the small team composition, the need for a multitask integration of sectors through mutual support and the strong team building achieved (201, 206). Integrated programming of CP, GBV, FFS and NFE is one of the significant good practices identified (as captured as lesson learned in table 14, and as good practice in Table 15).

215. Challenging has been the mechanisms for establishing operational partnerships, actually processed at RO level; it took some time to achieve a fluid process of approvals (152). The L3 like procedures were not always easy to apply in an out-posted team needing to establish partnerships urgently to start delivering services. When deploying an emergency team in a HIC without presence of a CO, the evaluation discloses that even if potential partners are available, they are not used to UNICEF procedures and this can become an obstacle if strictly applied in the initial phase (151-155). Some requirements were waived to allow swift articulation of partnerships (152, 155). A mutual learning process with local CSOs allowed for a consolidation of partnerships which is judged a good outcome achieved in a short period of time in an emergency response context (151). The role of highly capacitated local NGOs, which collaborated as implementing partners with UNICEF, was found to be paramount in terms of relevance and effectiveness of the response. Their technical expertise and excellent knowledge of the local context paired well with UNICEF’s expertise.

216. UNICEF consolidated a small team that managed to achieve significant results (140). Cooperation and occasional multitasks allowed for a sustained capacity to deliver in a sometimes overstretched team (143-145, 146). High workloads and job insecurity, however, have been factors for staff stress that should have been addressed more comprehensively and appear as a gap to be learned for similar situations.

217. Despite funding and contractual uncertainties, small number of staff, and dependence on the Regional Office in operational decisions (143, 147), the Response Team managed to deliver

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84 While specific procedures were envisaged for Non Programme countries (as Greece), it is evident that difficulties were experienced in spite of proactive and creative solutions put in place.
critical support to refugees and migrants and strengthen government and implementing partners’ capacities in child-focused policies and programming in a relatively short period of time. Efforts to build on these achievements, by strengthening the human capacity of the Team, are needed to allow for evidence-, and equity-based longer-term planning and ensuring comprehensive gender-responsiveness across the mandate areas of UNICEF’s work.

218. Due to an emergency-type of funding and placement under the RO’s planning frameworks (#56, #64, #82, #147), the Response Team could not develop long-term intervention strategies, as UNICEF COs normally do, and used results frameworks that mostly contain short-term, humanitarian-type targets (HAC appeals and HPM indicators frameworks)(#149). This resulted in the situation of the Response Team’s not being able to fully showcase its other, and equally commendable, results, in addition to planned ones (#63, #65, #68 #81). The mostly short-term nature of interventions also hampered the integration of other organisational tools, such as knowledge management, communications and advocacy, partnerships for resource mobilization, and comprehensive gender-responsiveness across thematic areas.

219. Funding channels have been probably at the root of many of the shortcomings retained in the report, not only on the fact that short term funding affected strategic choices and limited formulations for a medium to long term programmatic presence in the country (#147 #150), but also on the contract arrangements of the RT (#143 #146). The evolution to the UN to UN agreement with IOM has meant a stabilization of the programme, and paved the ground for a partnership agreement with the GoG that has prompted to modify staff contractual arrangements, termination and opening of posts that are again creating insecurity and stress in the team.

Monitoring and evaluation

| The system of M&E has been efficiently established from different angles of monitoring mechanisms and adapted to the different components of the response. |
| The contribution to the response to M&R crisis in Greece proves the feasibility of a UNICEF integrated approach. |

220. On programme related M&E mechanisms the evaluation identifies different levels of monitoring, from the HPM, to partners/PCAs monitoring reports and field monitors (#156). The HPM model is found limited as a monitoring tool (#156). In emergencies affecting HICs the framework of the HAC and the HPM does not suffice to address the challenges. Context specific analyses are needed to provide adequate entry points in identified gaps in CP and education challenges.

221. Despite periodic reports containing disaggregation by age and sex, it should be noted that there is limited presence of gender sensitive indicators in the monitoring frameworks accessed. (#157).

222. The arrangement of field monitors is a particularly relevant mechanism put in place by UNICEF in Greece that shows a unique commitment to M&E from different angles (#156). What in other contexts is achieved through 3rd party monitoring here has been integrated in the routine for M&E of the RT. It provides added value to the monitoring activities and facilitates UNICEF institutional presence in the areas covered. Given the small size of the RT the feedback from those field monitors and the direct interaction with the RT allows for a fluid circulation of information. The joint monitoring established for the SMS project with IOM is as well an example of good practice, and allows potentially better coordination and joint management of common issues.

Organisational learning, knowledge management, lessons learned

223. The evaluation consistently documents the integrated approach that UNICEF has developed in order to provide a holistic response to address needs of M&R children and the vulnerable (#201, #206, #208). This is highlighted as a good practice and offers the opportunity to build on
organisational learning from the response in Greece. In an organisation that struggles to break the strong "silo" structure of its operational and programmatic components, this is to be noted. The reasons for that can be varied, and besides the appropriate guidance we think that the small size of the team, the difficult working environment and the need for mutual support has facilitated a process that actually proves the feasibility of an integrated approach in UNICEF emergency interventions.

224. While some institutional learning initiatives were promoted by the RO (#159), they were probably not used to all the potential they offered. The excessive workload of staff (#145-146), the short term nature of the contracts, and the weak institutional strategic vision for a permanent presence in Greece prevented a full team’s appropriation of those exercises. The ET also highlights the excellent initiative to involve authorized institutions or academia in research and analysis of key issues of interest for UNICEF (GBV, mental health, children with disabilities, etc.), - a successful way to establish basis for debate, advocacy and institutional action (see Box 5).

224b: Some relevant lessons can be extracted from UNICEF’s contribution to the M&R crisis which are captured in the report and could be object of institutional attention. The ET lists some of them below:

Table 13: Lesson Learned

<table>
<thead>
<tr>
<th>Lesson Learned</th>
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<tbody>
<tr>
<td>● The response to the M&amp;R crisis has disclosed gaps and weaknesses in CP systems in HIC countries. UNICEF has a key role in raising awareness and promoting steps to address them.</td>
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<tr>
<td>● There is a need for updated contingency plans and adequate preparedness at regional and national level.</td>
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<tr>
<td>● While results frameworks applicable to the M&amp;R response in Greece have been to some extent variable and changed through the period, evaluation findings suggest that this resulted in allowing for flexibility and facilitated an integrated and adapted response to needs. This fact should be retained as a lesson to allow for regular updates of planning frameworks in future emergency situations in order to better reflect the results achieved.</td>
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<tr>
<td>● Institutional support in CP, Education and GBV has been a key component of the response to the M&amp;R crisis in Greece and is likely to be also necessary in other contexts.</td>
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<tr>
<td>● While not holistically integrating gender responsiveness into all thematic areas, Response Team’s inclusion of GBV into CP portfolio allowed for a specific and much needed services provision, which probably would not have been possible through traditional gender mainstreaming approach that in many cases tends to overlook adequate gender-responsive programming.</td>
</tr>
<tr>
<td>● Focus on CRM for M&amp;R has provided transformative results in Greece and allowed to establish the basis for monitoring rights of all children in Greece.</td>
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<tr>
<td>● NFE has proven to become a good practice to facilitate access to FE and to provide a protective environment for children.</td>
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<td>● Municipalities are key actors to be engaged in CP and NFE activities.</td>
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<td>● Universities and academia provide valuable and authorized support to system analyses and research and can be drivers for change.</td>
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<tr>
<td>● AAP, CWC and 2 way communication raise some contextual challenges in HIC where institutional accountabilities are established but not adapted to a critical M&amp;R situation, and needs to be addressed and contextualized adequately.</td>
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<tr>
<td>● In case of crisis, mobilization of surge staff from neighbor CO can be crucial to establish a swift and context adapted response.</td>
</tr>
<tr>
<td>● Reliable funding and alternatives to short term humanitarian funding are needed to ensure an adequate stability and operational capacity in a crisis situation in HIC.</td>
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</table>
● The Response Team established an integrated programming of CP, GBV, FFS and NFE, that proved to be one of the significant good practices identified and should be retained as an institutional lesson for other contexts.
● Contractual procedures in case of emergency need to be adapted and solutions found to facilitate the process. The Response Team developed its own solutions by designing specific tools and adapting corporate requirements to facilitate partnerships with CSOs.
● Joint monitoring with other Agencies has provided a useful means to address shortcomings of the response and this experience should contribute to institutionalize this practice.
● The One UN approach provides an opportunity to reach respective agreements for mutual benefit of UN agencies on funding, advocacy and operational terms.
● Sustainability should be included in response planning since the beginning, especially when the response is applied to HICs and system building results are envisaged (#229).

Coordination

UNICEF assumed a key role within coordination mechanisms and relevant sector working groups since the beginning of the response, and promoted a joint vision and common standards in the sectors of child protection, GBV, and education among national and international partners.

225. Further to the challenges of humanitarian response coordination in a HIC (#168-171), and despite the late deployment of the team (#173), the role of UNICEF in the coordination system established became very active with time in the relevant SWG (CP, SGBV, ED). UNICEF critically contributed to a joint vision and common standards in the sectors of child protection and education (#179, #178). The coordination established with IOM in the framework of the UN to UN partnership is considered as an example of good practice (#170, #176).

226. UNICEF has placed key efforts in building coordination with Greek national actors, governmental and non-governmental. For this, UNICEF consolidated its relations with all actors by signing key partnership agreements and MoUs (#177).

Sustainability

UNICEF’s support to concrete changes in legislative and policy frameworks, the capacity building provided to CSOs and the involvement of municipalities and academia are strong drivers for sustainability of the actions. The establishment of the Partnership Office and its programmatic arrangements with the GoG can be a key element to consolidate change.

227. Sustainability as an evaluation criterion in a HIC intervention shall consider and examine different dimensions from the ones usually evaluated under sustainability evaluation criteria in developing countries, in the context of cooperation programmers or emergency assistance. In the case of Greece the institutional architecture where the intervention takes place and the chances of consolidating the changes envisaged in the proposed ToC had to be considered.

228. The M&R crisis revealed gaps and weaknesses in the CP and CRM systems of HIC (this was established in the assessment missions to some HIC countries in Europe at the end of 2015 (#10). The case of Greece is no exception, and in addition the country was hit by a financial crisis that limited public resources and affected the wealth of wide layers of the population, while creating some social resistance for policy changes aiming at integration of foreigners (M&R alike). This raises concerns on equity (#103, #139, #140), affecting not only M&R (but more so) but also many Greek citizens below the poverty threshold or jobless, minorities, disabled individuals, etc. In fact the evaluation confirms that the progress towards integration of Refugees is still limited (#98, #126, #127).
The absence of a national response plan for the M&R crisis jeopardized any framing of IOs response into a joint national strategy that could provide a sustainable consolidation of the capacities provided (§59, §182). In addition, UNICEF was affected by a short term planning framework conditioned by the funding sources and the nature of the intervention, being classified as emergency and humanitarian, and no planning on sustainability has been articulated throughout the response (§180, §182-183); UNICEF consolidated, however, a significant component of institutions support and capacity building over the period (§61, §182, §184-186).

Policy changes might ultimately be dependent on political determinants and on budget; these complexities have to be addressed through collaboration over time with programmatic agreements between UNICEF and the GoG. The fluid political environment in Greece and the EU will have to be taken into consideration (§183). The establishment of this programmatic agreement will be crucial to consolidate permanent policy changes and the consolidation of institutional support provided (§61, §182, §185-186).

The contribution to the increased capacity of CSO, the engagement of academic institutions (§186) and the involvement of municipalities (§187) in M&R related services are factors that can facilitate consolidations of results for all children in Greece developed in the context of UNICEF’s intervention, once the policy environment would be favorable.

Ultimately, UNICEF’s contribution to the Response to the M&R crisis in Greece is bound to provide better CP frameworks and institutional capacities for all children in Greece, and UNICEF has a key role to ensure an equity lens in all policies and regulation affecting women and children in Greece. Progress on these should be addressed as complementary to public policies and will require a strong commitment by Greek and EU institutions. The consolidation of the partnership office can be a key element and a source of learning for other collaborations to be established with other HIC.

**Human rights based approach**

UNICEF’s contribution to the M&R response was in line with the international frameworks on human rights, such CRC. The interventions revealed gaps in full enjoyment of rights by other (non-migrant and refugee) groups of population, which was among the reasons for establishment of cooperation framework between the Government of Greece and UNICEF.

UNICEF’s interventions have directly supported implementation of international human rights norms and generated important results and evidence for duty bearers in addressing the underlying causes of inequity and gender inequality among refugee and migrant children and their families. Greater efforts are needed to specifically target the needs and priorities of the most disadvantaged children and to further deepen stakeholder engagement in the design and implementation of the future work of the Partnership Office.

UNICEF’s response to the M&R crisis in Greece integrated a human rights based approach in its programming in an enabling national context. The nature of UNICEF’s programming provided a holistic package for safeguarding (education & child protection) and responded to the prerogatives and fundamental rights of children as stipulated in the CRC and promoting an equity approach. In addition, rights based indicators were developed in the outcomes, processes and activities of the programme documents (i.e. children benefit from a protective environment) and this provided a strong basis for human rights based response. This was supported by the original framework adopted for the intervention, the CCCs, which provides a direct baseline reference for developing a response putting the rights of women and children up-front.

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85 Greece ratified the CRC in 1993.
235. The CCCs underline that the HRBA is supported by a central role given to beneficiaries: “children and women are active participants rather than recipients of assistance” as well as “the important role of governments as well as humanitarian agencies”. It is important to note that UNICEF has worked extensively with the government of Greece and other agencies to support the rights of migrant and refugee children. Nonetheless, efforts should be invested in the future to address the needs of all children in Greece as well as integrating children as active participants of their rights. The partnership office in Greece could also place additional efforts to strengthen the HRBA by developing an advocacy strategy for the rights of all children in Greece.

Gender equality

<table>
<thead>
<tr>
<th>Examples of Good Practices Identified</th>
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<tbody>
<tr>
<td>● Integrated programme implementation: CP, FFS, GBV, NFE.</td>
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<tr>
<td>● Early engagement of UNICEF response in supporting and advocating on CRM.</td>
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<tr>
<td>● Successful curricula developed for teachers’ training on inclusive education (#124).</td>
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</tbody>
</table>

236. UNICEF has integrated specific gender-related activities (GBV) in child protection, whereas in areas of education and child rights monitoring gender-responsive programming has been effectuated through generation of sex-disaggregated data (besides other disaggregations in all three programming areas). The evaluation team has not found evidence of UNICEF strategies and interventions being informed by comprehensive gender analyses, besides GBV area (#158). As for the latter, through the use of research and assessments, UNICEF has been able to ensure that its interventions respond to immediate needs of children and women subject to GBV.

237. In order to further address the underlying causes of gender inequality and maximise participation of its partners, stakeholders and rights holders, in its future programming, it will be important for the Response Team to conduct deeper gender analysis specific to the most disadvantaged M&R children and their caregivers, and further targeting of interventions in order to address intersectionality issues and ensure an equity approach. There are also strong calls for UNICEF to actively increase its engagement on issues of child marriage, and of survivors of sexual abuse, including boys and men, through its work and support to civil society organisations working with these groups.

238. Linking UNICEF interventions with a broader range of international human rights norms, and ensuring that thematic areas systematically align with normative priorities, will also further reinforce these efforts.

Unexpected effects and good practices

We summarize here a number of good practices identified and some relevant unexpected effects of UNICEF contribution to the M&R crisis in Greece.

Table 14: Examples of Good Practice
- The component of FFS on adolescents’ girls.
- NFE components: advocacy, establishment of standards, two shifts, adequate activities.
- UASC clinical supervision and UASC regulations: SIL model.
- Field monitors and their direct interaction with the RT allowing for a fluid circulation of information.
- The joint monitoring of the SMS project with IOM.
- The coordination established with IOM in the framework of the UN to UN agreement.
- Inter-agency checklist for joint monitoring of open accommodation sites.
- Involving independent academic institutions in research and analysis of key issues of interest for UNICEF (GBV, mental health, children with disabilities, etc. (table in #85).
- Tapuat CFSH center in Lesbos, integrating CP and GBV through FFS, CFS and NFE.
- Front line workers training for GBV.
- Support to municipalities for NFE.
- Meaningful support to Greek institutions (in the absence of a framework agreement with the GoG).
- Child & Family Support Hubs model.

Table 15: Unexpected Effects

<table>
<thead>
<tr>
<th>Examples of Unexpected Effects</th>
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<tbody>
<tr>
<td>• The effort put to the response by all actors, UNICEF included, resulted in parallel systems to the State ones, both for Education and for Child Protection (including GBV). However, bridges between the State and the parallel systems were not always foreseen, or are still delayed. A strategy integrating the elements of the response of the M&amp;R into Greek institutional capacities and regulatory frameworks has to be put in place.</td>
</tr>
<tr>
<td>• UNICEF has contributed significantly to the tracing of UASC and their placement in safe zones and shelters, although in some cases weak security provisions have created risks for exploitation or trafficking. Steps to improve security of minors in open accommodation sites and shelters are necessary.</td>
</tr>
<tr>
<td>• The deployment of the response team from the RO, with a culture of operational and financial accountability, clashed with NatCom's culture much framed in advocacy and fundraising at national level. The closing down of the NatComs became an unexpected event that affected the image and role of UNICEF in Greece and ultimately influences the current process of establishing a permanent partnership with the GoG.</td>
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</table>

On a positive note:
- • The integrated NFE model (including strong CP material), informed the training provided to professional teachers in order to prepare them to work with migrant and refugee children in challenging environments. More than 1200 teachers were trained on issues beyond their original professional curriculum and enhanced their capacities to deal with CP related issues.

High Income Countries, a New Space for UNICEF

The situation created by the refugee and migrant crisis in EU countries has been demonstrative of specific weaknesses of child rights monitoring and child protection systems in high income countries of the EU, as well as of the lack of an integrated EU regulation or common understanding of those issues.

In HICs, with strong institutional structures and developed legal frameworks, accountability of overall child rights monitoring and child protection issues and specific service provision to M&R, lies on the
government and concerned institutions, even if in the case of Greece some singularities may apply, not the least the imposed regulations from the EU on limitation of movements (geographical restriction) and the indirect delegation of the EU to Greece of the consequences of these regulations.

UNICEF, as repository of child protection frameworks and of SDGs related to children is in the position to raise the need of creating data sets to adequately monitor and advocate for issues related to all children in HICs (disabilities, poverty and access to services, etc.). This has been advanced in Greece with an initial agreement with the ELSTAT in order to measure some specific items as in MICS that could inform on issues of rights of children in Greece. In the event of M&R crises affecting HIC countries (or in transition to HI), SDG 8, on planned and well-managed migration policies, and SDG 10, on labour rights for migrants, are relevant frameworks to monitor and would be applicable in the current situation in Greece and other EU countries. This role as a leader for advocating for data on child rights and related to SDGs is a significant window of opportunity for UNICEF to establish a policy dialogue with HICs.86

While the value of HICs from a fundraising perspective has been widely acknowledged, the need for their engagement into programmatic responses and institutional support becomes clear: “including synergies between programme work and fundraising in countries with higher GNI per capita, as well as horizontal cooperation and the sharing of lessons, evidence and innovations.”87

6. Recommendations

The evaluation makes 5 strategic recommendation to the UNICEF Partnership Office in Greece, and 6 recommendations to UNICEF Regional Office for Europe and Central Asia. Whilst the recommendations target UNICEF, their implementation (where accepted) will require close collaboration with key Government partners and other actors. The recommendations are directly informed by the findings and were initially developed in consultation with UNICEF Office in Greece and the evaluation reference group during the debriefing at the end of the data collection mission. A further opportunity to refine the recommendations was provided during the final review of the evaluation report by UNICEF and ERG.

The table presents a summary of recommendations with respective ranking of urgency, impact, and difficulty, as perceived by the evaluation team. The narrative below the table presents detailed recommendations for UNICEF Partnership Office in Greece and the Regional Office, with reference to respective evaluation report paragraphs. Most recommendation for UNICEF in Greece contain suggested implementation steps.

<table>
<thead>
<tr>
<th>#</th>
<th>Recommendations for UNICEF Partnership Office in Greece</th>
<th>Priority</th>
<th>Impact</th>
<th>Difficulty</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>UNICEF Partnership Office in Greece should use its integrated programming practice and results as an entry point for supporting broader policy efforts, in line with “for all children” approach, and align its programming framework and organisational structure accordingly.</td>
<td>High</td>
<td>Short term</td>
<td>high</td>
</tr>
<tr>
<td>2</td>
<td>Support duty bearers and rights holders in Greece to advance the implementation of national and international commitments in the area of child rights, through a targeted focus on gender-responsive</td>
<td>High</td>
<td>Short term</td>
<td>high</td>
</tr>
</tbody>
</table>

86 Please refer to the UNICEF Executive Board paper “Review of UNICEF experience in high-income countries and in countries transitioning from upper-middle-income to high-income status” (September 2016)
87 Ibid.
and equity-based national planning, budgeting and statistics in thematic areas of cooperation between UNICEF and GoG.

3 Ensure greater strategic positioning of UNICEF in gender equality area by further identifying entry points to support most-at-risk persons, within the multi-sectoral framework and through increased joint programming with UN agencies, to deepen coordination and support to normative and legislative work, and scale up interventions. | High | Medium term | high | high |

4 Ensure work-life balance of UNICEF personnel in Greece: better security in terms of contractual arrangements, sufficient human capacity in particularly overstretched areas, e.g. communications, reporting, knowledge management, partnerships. Develop a learning plan and provide opportunities for the personnel to expand their knowledge on results-based management, gender-responsive programming, and other areas of interest identified through a capacity and learning needs assessment. | High | Short term | high | medium |

5 Design, with support of the UNICEF Regional Office and Headquarters, an Advocacy and Communications Strategy, linked with a potential global communication strategy on challenges in ensuring child rights in High Income Countries, linked with targeted fundraising efforts for Greece. | High | Medium/long term | high | medium |

### Recommendations for UNICEF Regional Office for Europe and Central Asia

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<th>Urgency</th>
<th>Impact</th>
<th>Difficulty</th>
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2 Multisectoral team approach to programming in emergencies and humanitarian situations: building on the achievements of the Response Team in Greece, it is recommended that RO institutionalizes similar approach in regional-, sub-regional, and country-level response to emergencies and humanitarian situations (i.e. combining legal-, psychological-, GBV prevention-, social support, non-formal education, classes for adults). Response Team’s example can be shared widely with other UNICEF offices and UN agencies. | High | Medium term | high | medium |

3 Emergencies: there is a need to consolidate contingency plans at regional, sub-regional- (clusters of countries), and, where foreseen, country-level, envisaging different scenarios (including movements of population, pandemics, natural disasters, etc.), building on the preparedness platform already established at corporate level (Emergency Preparedness Policy, EPP). Using such framework, there should be respective stand-by rapid response teams and coordination cells, as well as regularly updated plans and SOPs in order to ensure immediate response in case of crisis. | High | Short term | high | medium |

4 Cluster countries: under the RO’s framework, COs affected by M&R influx should be connected through a regular schedule of trans-border workshops, in order to establish strategies to address common contingency concerns and respective issues (CRM, child detention, trafficking, early marriage, GBV, child exploitation) and share knowledge. | High | Medium term | high | medium |
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|   | Non-programme Countries/ NatCom Countries: UNICEF RO should consider a corporate agreement with non-programme countries/ countries with NatCom, to allow for follow-up of child rights issues in Europe and Central Asia, including advocacy and eventual action, and to define entry points for UNICEF with Government institutions in such a context. Role of NatComs in HIC has to be redefined: there is a need to establish specific entry points in UNICEF management structure (e.g. focal point for NatComs at RO, regional oversight body or similar). Clear roles should be defined in cases of emergency (most likely on a case by case basis). | High | Medium term | high | high |
Recommendations in detail (with suggested steps)

Recommendations for UNICEF Partnership Office in Greece:

1. **UNICEF Partnership Office in Greece should use its integrated programming practice and results as an entry point for supporting broader policy efforts, in line with “for all children” approach, and align its programming framework and organisational structure accordingly.**

   *Priority 1, Short term; Impact: high; Difficulty: medium*

   Some suggested steps:
   - Establish a policy dialogue with relevant line ministries of the GoG in order to formulate a Country Programme Document, with an aim to transition from the emergency-based to medium- and longer-term development programming addressing equity challenges for children in Greece
     (paragraph # ref.: 61, 62, 64, 86, 91, 115, 122, 134, 142, 199, 232, 233);
   - Conduct a Situation Analysis (SitAn) on children and women in Greece, in order to identify strategic areas of UNICEF and GoG cooperation in medium-term. Based on stakeholders’ opinions shared during the evaluation data collection phase, possible elements to consider are the following: poverty affecting children; neglected and abused children; children with mental health problems; child labor and exploitation (including human trafficking); minorities (Roma, M&R children); children with disabilities; children with special needs (speech disorders, knowledge impairments); children at risk of early marriage
     (ref.: 61, 62, 64, 86, 91, 115-122, 134-142, 199, 232, 233);
   - Based on the SitAn, design an equity-based and gender-sensitive Country Programme Document with a robust theory of change and results matrix with qualitative and quantitative indicators
     (ref.: 192, 198, 195, 211, 218);
   - Building on the achievements of the UNICEF Response Team, ensure that CPD results matrix and the Partnership Office structure leverage on the good practice of the integrated approach: CP, Education, CRM and GBV (ref.: 95, 201, 206, 223).

2. **Support duty bearers and rights holders in Greece to advance the implementation of national and international commitments in the area of child rights, through a targeted focus on gender-responsive and equity-based national planning, budgeting and statistics in thematic areas of cooperation between UNICEF and GoG.**

   *Priority 1, Short term; Impact: high; Difficulty: medium*

   Some suggested steps:
   - In Child Protection:
     - Building on UNICEF Response Team’s work on UASC, support CP actors in consolidating a holistic approach and comprehensive support (Education, CP and Health) to children without parental care in Greece (not only the children on the move)
       (ref.: 91, 92, 93, 94, 95);
     - Advocate to address security issues for M&R in sites, including control of access to the premises, fencing, WASH, hazards for women and adolescents, etc., including addressing risk of trafficking and exploitation of UASC
- UNICEF Country Office should use the UNICEF Global Child Protection Resource Pack on how to plan, monitor, evaluate CP programmes [https://www.unicef.org/protection/files/CPR-WEB(1).pdf](https://www.unicef.org/protection/files/CPR-WEB(1).pdf); using this common UNICEF framework for CP intervention would support quality and accountability to make sure programmatic gaps are avoided. Qualitative indicators and a strong qualitative M&E based on that framework would bring a better understanding of the intervention supported (ref: 84,99, 100b);

- To contribute to knowledge management, exchange, and institutional memory, consolidate documentation on the legislation, tools, and policies, supported by UNICEF in 2016-2019, including a rights mapping for children in Greece, contributing to the above mentioned SitAn. (ref: 85, 86, 88, 89, 90).

- In Education:
  - Continue supporting the Ministry of Education in order to institutionalize and consolidate (1) the tool that tracks the enrolment of M&R children in Formal Education (e.g. include more variables in the database, such as mother tongue, country of origin, sex; (2) the up-to-date technical assistance (e.g. extend collaboration with public universities on formal education teachers’ training in inclusive education; and (3) provision of technical assistance for the development of appropriate vocational training and life skills programmes for adolescents (ref.: 113, 115, 116, 117, 120-128, 206, 207);
  - Advocate among regional authorities in Greece to include non-formal education activities for M&R children in regional budgets in order to finance the planning and implementation of NFE activities in the municipalities (ref.: 110, 113, 116, 118, 120-128, 206, 207);
  - Provide technical assistance to selected municipalities on planning, developing and implementing NFE activities, to promote social cohesion and integration;
  - Advocate for ECD for the most vulnerable groups of children, in coherence with GoG provisions (ref.: 120-128, 206, 207);
  - Establish the “alliance for quality education for all children in Greece” creating strong partnerships with education Institutions and KEDE (the coordination institution for municipalities), and through systematic collaboration with local NGOs working at the field of education both in urban and rural settings (ref.: 126, 128, 186, 187, 205, 206).

- In Child Rights Monitoring:
  - Link UNICEF Partnership Office’s work on child rights monitoring to the national SDG agenda, in line with “for all children in Greece” approach, and to the strategic entry points identified through the SitAn, to support the country’s data collection and monitoring in the area (ref.: 210, 211);
  - Advocate among UN agencies for a joint approach on strengthening national partners’ capacities for generating and using the data for SDGs monitoring (ref.: 210, 211);
  - Ensure sustainability of the technical capacity in line government entities working on CRM, such as the Ombudsperson’s Office, in terms of information management and analytical capacity (ref.: 134, 138, 211);
- Expand generation and use of CRM data at sub-national level (municipalities), building from the experience in the Deputy Ombudsperson for Children’s Rights and engaging multi-stakeholder mechanisms, such as the Network for Children Rights
  (ref.: 98, 137, 206).

3. **Ensure greater strategic positioning of UNICEF in gender equality area by further identifying entry points to support most-at-risk persons, within the multi-sectoral framework and through increased joint programming with UN agencies, to deepen coordination and support to normative and legislative work, and scale up interventions.**

   *Priority 2, Medium term, Impact: high; Difficulty: high*

Some suggested steps:

- Ensure Partnership Office’s gender-responsive programme design, monitoring and evaluation, if needed, through support by staff with specific gender knowledge and expertise. In particular, based on the needs identified through SitAn (or earlier), increase integration of gender dimension into Education portfolio and CRM. In Child Protection, focus should be on the most-at-risk persons (including boys and men; potential victims of early child marriage) and those requiring essential services (e.g. child survivors of sexual violence)
  (ref.: 157, 158, 218, 221, 210, 208);
- Support Government’s capacity in data generation and use in the area of gender equality and women’s empowerment, including on the prevalence of gender-based violence with regard to all persons in Greece, to inform GoG’s decision-making and possible changes into normative frameworks
  (ref.: 134, 138, 211);
- Advocate for integration of GBV response provided to refugees and migrants into a wider Government-led GBV coordination mechanism, to avoid parallel systems
  (ref.: 75, 96, 98, 103, 208, 209);
- In cooperation with UN agencies and NGOs working on gender equality issues, advocate among the GoG for a mapping of existing GBV interventions (including access to psychological and health services), for M&R and other persons in Greece, and for a design a joint medium-term work plan with responsible parties, budgets and indicators
  (ref.: 210, 211).

4. **Ensure work-life balance of UNICEF personnel in Greece: better security in terms of contractual arrangements, sufficient human capacity in particularly overstretched areas, e.g. communications, reporting, knowledge management, partnerships. Develop a learning plan and provide opportunities for the personnel to expand their knowledge on results-based management, gender-responsive programming, and other areas of interest identified through a capacity and learning needs assessment.**

   *Priority 1, Short term; Impact: high; Difficulty: medium*

   *(ref.: 145, 146, #215 -219)*

5. **Design, with support of the UNICEF Regional Office and Headquarters, an Advocacy and Communications Strategy, linked with a potential global communication strategy on challenges in ensuring child rights in High Income Countries, linked with targeted fundraising efforts for Greece.**

   *Priority 2, Medium/long term; Impact: high; Difficulty: medium*
Some suggested steps:

- Building on philanthropic networks in Greece, highlight benefits of UNICEF's presence for all persons living in Greece, leveraging on previous NatCom strategies (ref.: 144, 164, 185, 188);

- Establish a dedicated Communications with Communities (CwC) Strategy adapted to Greece, mobilizing UNICEF institutional expertise to address shortcomings on information and local communities participation, in particular, to address xenophobia and negative narrative on M&R crisis (ref.: 78, 79, 80, 166, 167, 193);

- Proactively include civil society and direct beneficiaries in advocacy and communications work, especially through existing and future National Action Plans for Children's Rights, and for the protection and integration of M&R children; as well as aiming at changing negative gender norms, including among non-refugee and non-migrant population (ref.: 215, 226, 231);

- Design strategies of attracting private and other types of donors, including potential continuation of (co)funding modalities with UN agencies in Greece (ref.: 144, 164, 185, 188, 176).

Recommendation for UNICEF ECARO:

1. **Advocacy for migrant and refugee children:** the situation of children on the move in Europe is still a matter of concern, especially in frontline European countries and the Balkan route. It is important to raise the profile of the 6-point Agenda for Children on the Move and establish a clear regional-level advocacy and communications strategy, especially taking into account COVID-19 and its aftermath (ref.: 166, 167, 193, 198).

   *Priority 1, Short term; Impact: high; Difficulty: medium*

2. **Multisectoral team approach to programming in emergencies and humanitarian situations:** building on the achievements of the Response Team in Greece, it is recommended that RO institutionalizes similar approach in regional-, sub-regional, and country-level response to emergencies and humanitarian situations (i.e. combining legal-, psychological-, GBV prevention-, social support, non-formal education, classes for adults). Response Team's example can be shared widely with other UNICEF offices and UN agencies (ref.: 95, 201, 206, 223).

   *Priority 2, Medium term; Impact: high; Difficulty: medium*

3. **Emergencies:** there is a need to consolidate contingency plans at regional, sub-regional-(clusters of countries), and, where foreseen, country-level, envisaging different scenarios (including movements of population, pandemics, natural disasters, etc.), building on the preparedness platform already established at corporate level (Emergency Preparedness Policy, EPP). Using such framework, there should be respective stand-by rapid response teams and coordination cells, as well as regularly updated plans and SOPs in order to ensure immediate response in case of crisis (ref.: 56, 63, 143, 145, 151, 198, 214).

   *Priority 1, Short term; Impact: high; Difficulty: medium*
4. **Cluster countries**: under the RO’s framework, COs affected by M&R influx should be connected through a regular schedule of trans-border workshops, in order to establish strategies to address common contingency concerns and respective issues (CRM, child detention, trafficking, early marriage, GBV, child exploitation) and share knowledge (ref.: 83, 103, 109, 213, 214).

*Priority 2; Medium term; Impact: high; Difficulty: medium*

5. **Emergency contractual procedures**: Establish adapted contractual procedures with regard to PCAs for emergencies in HIC, with a possibility to waive some of the requirements (e.g. pre-identification of partners; HACT processes) and made them flexible in order to swiftly mobilize operational capacity. Alternative means of verification with regard to implementing partners’ human and finance capacity could be used in EU countries (ref.: 151-155, 215).

*Priority 2, Medium term; Impact: high; Difficulty: medium*

6. **Non-programme Countries/ NatCom Countries**: UNICEF RO should consider a corporate agreement with non-programme countries/ countries with NatCom, to allow for follow-up of child rights issues in Europe and Central Asia, including advocacy and eventual action, and to define entry points for UNICEF with Government institutions in such a context. Role of NatComs in HIC has to be redefined: there is a need to establish specific entry points in UNICEF management structure (e.g. focal point for NatComs at RO, regional oversight body or similar). Clear roles should be defined in cases of emergency (most likely on a case by case basis) (ref.: 144, 213).

*Priority 2, Medium term; Impact: high; Difficulty: high*