



**Countering Xenophobia and Discrimination and
enhancing Social Cohesion: an evaluation of IOM
approaches and initiatives**

IOM CENTRAL EVALUATION

December 2023

ACKNOWLEDGEMENTS

This evaluation was included in the biennial Evaluation Plan 2023-2024 of IOM's Central Evaluation Unit. It was undertaken by a team of external consultants from Owl RE, Evaluation and research consultancy, on behalf of the Central Evaluation Unit. The team was composed of Dr Glenn O'Neil (Team Leader), Obando Ekesa, Patricia Goldschmid, Dr Sharon McClenaghan and Dr Rawaa Salhi.

The consultants would like to thank all IOM staff, as well as the stakeholders from the organizations within the United Nations (UN) System, governments, non-governmental organizations, and other entities who participated in the evaluation for their help, time and insights provided during this process. The evaluation also integrated feedback and insights directly from migrants and refugees, which were highly appreciated.

The support provided by the five IOM Country Offices that participated in the evaluation (Bangladesh, Ecuador, South Africa, and Tunisia) and the IOM Coordination Office for the Mediterranean (Italy) was also very much appreciated, in addition to the guidance provided by the Gender and Diversity Coordination Unit, the Labour Mobility and Social Inclusion Division and the Protection Division.

Final responsibility for accuracy of the data and soundness of the analysis included in this report rests with the Central Evaluation Unit. The findings, analysis and recommendations presented in this report do not necessarily reflect the views of Owl RE.

IOM Central Evaluation Unit

TABLE OF CONTENTS

LIST OF ACRONYMS	4
EXECUTIVE SUMMARY	5
1. INTRODUCTION	10
1.1 Evaluation scope and purpose	10
1.2 Evaluation Approach and Methodology	10
1.3 Limitations and risk mitigation measures	11
2. BACKGROUND ON XENOPHOBIA, DISCRIMINATION AND SOCIAL COHESION IN IOM	12
2.1 Evaluation Background	12
2.2 Defining Xenophobia, Discrimination and Social Cohesion	14
3. EVALUATION FINDINGS.....	16
3.1 Relevance	16
3.2 Coherence	22
3.3 Effectiveness	29
3.4 Efficiency	35
3.5 Impact	40
3.6 Sustainability	42
4. CONCLUSIONS AND RECOMMENDATIONS.....	47
ANNEX 1: Evaluation matrix.....	50
ANNEX 2: List of documents reviewed	53
ANNEX 3: List of Interviewees and FGD participants	57
ANNEX 4: Evaluation Terms of Reference.....	69
ANNEX 5: IOM guidance on the three themes	79
ANNEX 6: Presence of the three themes in IOM Country Offices strategies.....	84
ANNEX 7: Country profiles for three themes.....	85

LIST OF ACRONYMS

AAP	Accountability to Affected Populations
CCCM	Camp Coordination and Camp Management
CO	Country Office
CoM	Chief of Mission
CS	Civil Society
CSO	Civil Society Organization
DAC	Development Assistance Committee
DISC	IOM Diversity, Inclusion and Social Cohesion Initiative
DoMV	Determinants of migrant vulnerability
DTM	Displacement Tracking Matrix
FGD	Focus group discussion
GCM	Global Compact for Safe, Orderly and Regular Migration
GDC	Gender and Diversity Coordination Unit
GMDAC	Global Migration Data Analysis Centre
GoSA	Government of South Africa
HQ	Headquarters
IASC	Inter-Agency Standing Committee
INGO	International Non-governmental Organization
IPD	International Partnerships Division
IOM	International Organization for Migration
KM	Knowledge Management
LMI	Labour Mobility and Social Inclusion Division
LNNGO	Local/National Non-Governmental Organization
LNOB	Leave no-one behind
LGBTIQ+	Lesbian, gay, bisexual, transgender, intersex and queer
M&E	Monitoring and evaluation
MCD	Media and Communications Division
MCOF	Migration Crisis Operational Framework
MLU	Migration Law Unit
MMPTF	Migration Multi-Partner Trust Fund
NAP	National Action Plan to Combat Racism, Racial Discrimination, Xenophobia and Related Intolerance (South Africa)
NGO	Non-governmental Organization
OECD	Organisation for Economic Co-operation and Development
PRD	Preparedness and Response Division
PSEA	Protection against sexual exploitation and abuse
PwD	Persons with disabilities
RBA	Rights-Based Approach
RO	Regional Office
RTS	Regional Thematic Specialist
SDG	Sustainable Development Goals
SGBV	Sexual and gender-based violence
SOGIESC	Sexual Orientation, Gender Identity, Gender Expression and Sex Characteristics
SRF	Strategic Results Framework
TRD	Transition and Recovery Division
UN	United Nations
UNHCR	UN High Commissioner for Refugees
WGSS	Women and Girls Safe Spaces

EXECUTIVE SUMMARY

This report is a thematic and strategic evaluation of the International Organization for Migration's (IOM) approaches and initiatives for countering xenophobia and discrimination and enhancing social cohesion. The evaluation was included in the Biennial Evaluation Plan 2021-2022 of IOM's Central Evaluation Unit. The evaluation was carried out by a team of five consultants of Owl RE, an evaluation and research consultancy based in Geneva, from March to September 2023.

The objective of the evaluation was to evaluate IOM's strategic approach and interventions on countering xenophobia and discrimination and enhancing social cohesion, either through direct actions designed to address them, or in a complementary or subsidiary manner as part of broader protection and assistance objectives. The following methods were used: a documentation review; an online global survey of IOM field staff with 42 responses received; semi-structured interviews and focus group discussions with IOM staff, key stakeholders, and beneficiaries (241 persons). The evaluation focused on five case study countries: Bangladesh, Italy, Ecuador, South Africa, and Tunisia.

IOM has been actively working on countering xenophobia and discrimination and enhancing social cohesion for many years, both through specific initiatives and various commitments as contained in IOM's Strategic Vision of 2019 and within the Global Compact on Safe, Orderly and Regular Migration (GCM). In terms of institutional reporting on results, IOM launched a strategic results framework (SRF) in 2022 that helps to assess the performance of the organization in implementing its corporate strategies and one of its objectives is to ensure that *"Xenophobia and negative perceptions of migration are mitigated through evidence-based public discourse"*.

Findings

Relevance

IOM's approaches to prevent, identify and address xenophobia and discrimination and to enhance social cohesion were found to be compatible with and in support of IOM's strategic objectives, as well as the external commitments of related United Nations (UN) norms and standards, such as the GCM and the 2030 agenda. Xenophobia, discrimination, and social cohesion were found to have been included in the SRF to varying degrees and were closely interrelated within IOM programming, but the relationship was often complex and indirect.

Xenophobia had no dedicated IOM headquarters (HQ) expertise but rather was found to be spread across the organization and operationalized mainly through communication campaigns, in addition to policy support work. Discrimination was seen as implicit to IOM's work and operationalized through specific workstreams and as a cross-cutting issue across IOM programming. Social cohesion was believed to have the highest proportion of integration within IOM programming. As social cohesion was applied across the migration cycle it was found to be operationalized through several workstreams, which contributed to different understandings of its meaning.

Both the relevance of the country context and the role of donors in determining funding priorities were found to influence the degree and means by which countering xenophobia and discrimination and enhancing social cohesion were considered in developing relevant initiatives.

Coherence

The commitments and strategic priorities for addressing xenophobia, discrimination or social cohesion were operationalized into IOM guidance and workstreams and supported by the involvement of relevant stakeholders.

For xenophobia, a public webpage was available. However, no comprehensive IOM guidance was found. Campaigning on xenophobia was less partner-based, with IOM often working alone or in parallel to other existing initiatives. There was no well-defined theory of change to support IOM approaches to prevent, identify and address xenophobia.

For discrimination, considerable documentation was identified, often based on different sub-categories (e.g. gender, disability, etc.). Given the lack of guidance on an intersectional approach to discrimination, staff struggled to understand how the different sub-categories relate to each other and how they should consequently be integrated within programming. IOM was found to have collaborated with a range of stakeholders in efforts to reduce discrimination, with a long-standing alignment with global UN initiatives and task forces.

For social cohesion, a wide range of policies and guidance was also detected, largely linked to IOM's Diversity, Inclusion and Social Cohesion initiative (DISC). Nevertheless, one limitation identified was that the resources mainly considered social cohesion from a migrant integration perspective instead of a broader approach across the migration cycle. Governments, civil society organizations (CSOs), and local/national non-governmental organizations (LNNGOs) were often partners for social cohesion and, although generally positive, feedback from stakeholders on their involvement in project design was mixed.

Effectiveness

For xenophobia, although IOM reported having reached millions through its communications campaigns there were very limited efforts to evaluate their performance. Regarding discrimination, it was also difficult to assess its effectiveness being addressed as an overall aim of IOM's work.

Evaluations and assessments were mainly found in the sub-category of gender and diversity. Results showed that initiatives focusing on gender and diversity had increased within IOM, but evidence also demonstrated that further improvements were still needed. Other sub-categories, such as race, sexual orientation, age, or disability were much less present in IOM programming and therefore less assessed or evaluated. For social cohesion, efforts were being made to evaluate the effectiveness of relevant initiatives, with several evaluations identifying positive results.

Elements of the three themes were present in the SRF as indicators but were not yet fully implemented. There were some positive examples of IOM capturing lessons learned and good practices on xenophobia, discrimination, and social cohesion, but they were not applied consistently.

Efficiency

IOM was not well known among implementing partners for its commitment and work on xenophobia and staff members were not clear about IOM's approach in addressing xenophobia; there were also no specific training courses available for staff and partners. Expertise on xenophobia was shared among several HQ units with no full-time staff working on this theme. Funding was also limited for specific initiatives on xenophobia.

Awareness of IOM's commitment and work on discrimination also varied for both partners and staff. There were several online training courses available for staff and partners on discrimination, but these

resources covered specific sub-categories rather than applying an intersectional approach. The varying levels of awareness of IOM's commitments and work on discrimination were reflected in their agreements with partners and resources invested for discrimination also varied, depending on both the priorities of the Regional Offices (ROs) and Country Offices (COs) and the funding available.

Staff and partners were aware of IOM's commitments and work initiatives involving the promotion of social cohesion, also considering that many projects addressing social cohesion were implemented jointly with partners. Four HQ units were found to be working on social cohesion, creating challenges in aligning approaches across the migration cycle. Increasingly, multi-year funding was being allocated to social cohesion although donors were also prioritizing their own pre-determined topics.

Impact

With IOM limited guidance available for covering xenophobia in programming, it was difficult to assess outcomes and attribute any related impact. The IOM's increasing access to services for migrants for addressing xenophobia and discrimination was however estimated by some half of IOM staff surveyed as very or mostly successful. They thought that the organization's greatest contribution to addressing discrimination was in raising the visibility of the barriers faced by migrants, also considering the cross-cutting nature of discrimination integrated across IOM programming. As guidance on discrimination was spread across different sub-categories and/or contexts/activities, it was also difficult to specifically assess outcomes and attribute any impact, except for gender and diversity.

While members of host communities spoke of changing their beliefs, attitudes, and behaviours towards migrants, it was challenging to see progress, given the societal, political, cultural, and economic changes also needed to accompany them for an effective change. However, there were positive examples and growing evidence of IOM's contribution to social cohesion for migrants, although many challenges were still identified.

Sustainability

The main enablers found for guaranteeing the sustainability of IOM's interventions on xenophobia, discrimination and social cohesion included the existence of inclusive government policies and frameworks, supported by IOM's holistic approach, awareness-raising, capacity building, partnerships, community engagement, and data, research, and evaluation. Challenges identified for sustainability included the short-term funding and resources available, projectization, limited monitoring and evaluation, in addition to context factors such as the socio-economic situation, willingness of governments to engage, the political climate, implementation of legal and policy frameworks, deep-seated prejudices and attitudes, cultural and linguistic barriers.

Examples where IOM was successful in addressing xenophobia indirectly and building national ownership were noted in preventive measures through policy development and social cohesion projects. However, challenges were seen given the reluctance of many governments to engage directly on the subject with IOM, also considering that the identification of the nature and intensity of xenophobic beliefs was not always evidence-based, and campaigning was often done alone rather than in coordination with partners and authorities, reducing the potential for building national ownership. In terms of discrimination, IOM worked closely with migration actors to develop inclusive migration policies and frameworks, often supported by policy development and capacity building, in addition to an evidence-based approach. In its social cohesion activities, IOM contributed to building national ownership often working closely with governments and other migration actors. However, a lack of consultation in the design phase was found to have reduced ownership.

Conclusions and recommendations

The following key conclusions and recommendations are presented in this report based on evaluation evidence gathered:

Xenophobia: A limited evidence base exists on the effectiveness of IOM's campaigning on xenophobia. Examples were seen where IOM was most likely more successful in addressing xenophobia indirectly, such as through policy development and social cohesion projects. The Organization has for instance carried out communication campaigns on xenophobia without building on learnings from previous experiences, which were calling for a more holistic approach such as integrating campaigns with policy development, capacity building, technical assistance, and social cohesion projects. IOM often worked alone on xenophobia initiatives, which was in contradiction to the related SRF outcomes. The IOM interventions on xenophobia also lacked a conceptual base, sufficient guidance, and best practices from IOM's past experiences. Finally, xenophobia was also missing a single focal point or responsible unit at HQ to drive strategy and priorities, as well as fundraising.

It is recommended that IOM develops a solid evidence-based concept, guidance and evaluation approach for IOM's interventions on xenophobia and considers assessing the potential impact on a wider scale; encourages and reinforces xenophobia initiatives' partnership with the UN system, LNNGOs and CSOs; considers the designation of a unit responsible for leading this work on xenophobia, and; ensures greater use of IOM's KM portal, POEM and develops an e-course(s) for IOM staff and partners on addressing xenophobia.

Discrimination: While tackling discrimination against migrants is implicit to IOM's mandate, IOM's strategic approach and interventions were seen to be based on a combination of both considering discrimination as a cross-cutting issue for integration, and as a distinct element treated in workstreams through specific sub-categories. However, this implied that discrimination was applied inconsistently across IOM's programming, with different ways of considering and collecting data to report on IOM commitments related to it. Understanding how the different sub-categories of discrimination, such as gender, age, disability, race, ethnicity, sexual orientation, and sex characteristics interconnect to create multiple types of discrimination was unclear to most IOM staff members and partners. Concretely, guidance and consequent projects were often focused on one sub-category of discrimination without referring to any other sub-categories. This lack of clarity was also underscored through the varying guidance and expertise available on the different aspects of discrimination and its links with the rights-based approach (RBA) for programming.

It is recommended that IOM integrates in the next revision of the SRF a more concrete intersectional reporting to discrimination; creates a mapping of guidance and training courses available on discrimination and its sub-categories and identifies any gaps; develops an intersectional approach to discrimination to support the RBA to programming and ensures that it is integrated within all key institutional guidance; creates a webpage to locate all available guidance on discrimination and makes greater use of IOM's KM portal, POEM; designates responsibility for roles on discrimination to the field, and; increases collaboration on fundraising proposals for discrimination projects with a broader coalition of UN agencies and partners.

Social cohesion: IOM's strategic approach and interventions on social cohesion were generally addressed through projects across the migration cycle, including those in displacement settings, post-conflict, recovery, resettlement, and reintegration. IOM programming benefited from a broad range of guidance and a concerted effort to evaluate the effectiveness of IOM's social cohesion activities in

integration settings. As seen in the examples of this report, IOM was able to design and implement social cohesion projects with an increased likelihood of developing national ownership and more sustainable results. As this evaluation also showed, not all COs adopted these approaches and could be further reminded of these good practices. Further efforts would be needed in having a more common understanding of social cohesion across the different IOM workstreams and optimizing the opportunities that exist with donors to take a longer-term and more strategic approach to social cohesion.

It is recommended that IOM establishes an ad-hoc working group of Labour Mobility and Social Inclusion, Preparedness and Response, Transition and Recovery and Protection Divisions to develop a high-level common approach and guidance to social cohesion; considers the roll out of a common evaluation methodology across all social cohesion initiatives; reinforces project design for social cohesion, and; ensures greater use of IOM's KM portal, POEM and integrates social cohesion considerations into the training programs for IOM staff and partners.

1. INTRODUCTION

This evaluation report is a thematic and strategic evaluation of the International Organization for Migration's (IOM) approaches and initiatives for countering xenophobia and discrimination and enhancing social cohesion (referred to in this report as the "three themes"). The evaluation was included in the biennial evaluation plan 2023-2024 of IOM's Central Evaluation Unit, which is within the Department of Strategic Planning and Organizational Performance (DPP) at the IOM Headquarters (HQ). The evaluation was carried out by a team of five consultants¹ of the Owl RE, evaluation and research consultancy, Geneva, Switzerland from March to September 2023.

1.1 Evaluation scope and purpose

The objective of the evaluation was to evaluate IOM's strategic approach and interventions to protect people on the move and migrants from xenophobia and social discrimination, as well as to enhance social cohesion, either through direct actions designed for that purpose, or in a complementary or subsidiary manner as part of broader protection and assistance objectives.

The evaluation also aimed to identify potential areas for improvement (both strategic and operational) at the Headquarters (HQ), regional office (RO) and country office (CO) levels to strengthen IOM's work, contribute to learning, and inform IOM partners, governments, and Member States about IOM related initiatives.

This objective was supported by 16 evaluation questions, as per the Terms of Reference (Annex 4), developed in the evaluation matrix during the inception phase and organized based on the six OECD-DAC evaluation criteria.² The evaluation questions, indicators, data collection tools and sources are detailed in the evaluation matrix (Annex 1).

1.2 Evaluation Approach and Methodology

The evaluation findings are based on the triangulation of data, information and evidence collected through the following research methods:

- A document review of all relevant documentation. A list of the main documents reviewed can be found in Annex 2.
- An online survey of IOM staff globally with 43 responses received representing the main roles targeted with all regions represented.
- Semi-structured interviews and focus group discussions (FGDs) with IOM staff, external stakeholders, and beneficiaries: 241 persons in total (163 – interviews and 78 – FGDs). A list of persons interviewed can be found in Annex 3.

The evaluation aimed to provide a global assessment while focusing on five case studies, including four countries: Bangladesh, Ecuador, South Africa, Tunisia, and the Coordination Office for the Mediterranean, located in Rome (referred hereafter as "Italy").

¹ Dr Glenn O'Neil (Team Leader), Obando Ekesa, Patricia Goldschmid, Dr Sharon McClenaghan, and Dr Rawaa Salhi.

² OECD-DAC six evaluation criteria – relevance, coherence, effectiveness, efficiency, impact and sustainability: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

The following Table details the number of persons interviewed by type of stakeholder group. This provided the evaluation with data from a balanced mixture of internal and external sources: 37% (89) IOM staff, 31% (74) beneficiaries and 32% (78) external stakeholders.

Table 1: Overview of persons interviewed

Stakeholder group	No.
IOM staff in five COs – (Bangladesh, Ecuador, Italy, South Africa and Tunisia)	59
External Stakeholders in five countries (Bangladesh, Ecuador, Italy, South Africa and Tunisia)	78
Beneficiaries in three countries (Bangladesh, Ecuador, and South Africa)	74
IOM staff in other CO	4
IOM HQ staff*	12
IOM ROs staff	14
Total	241

**Including seven staff interviewed in the inception phase.*

Data analysis: A combination of qualitative (interviews and discussions) and quantitative data (survey responses and budget breakdowns) was collected. The qualitative data was analyzed thematically to understand trends linked to the different issues and areas covered by the surveys and interviews. A qualitative data analysis software, Deedose, was used to code the responses of the participants, which made it possible to explore the trends and tendencies linked to the issues covered by the evaluation questions. Charts were used to provide an overview of the results from the survey data collected (descriptive statistics).

1.3 Limitations and risk mitigation measures

The evaluation's inception report set out the three limitations with proposed mitigation strategies as detailed in the Table below. A commentary is also provided on the limitation and its impact on the evaluation.

Table 2: Limitations faced by the evaluation

Limitation identified	Mitigation strategy	Commentary
(a) The context of COVID-19 recovery: The timing of the evaluation during the COVID-19 pandemic recovery (and possible relapses) could impact on the availability of IOM staff and project stakeholders and/or extend the time it will take to	Early and close involvement with the IOM team to help coordinate meetings and ensure availability of key stakeholders. Interviews and field visits will take place both in-person and remotely over a period of some five weeks.	The context of the COVID-19 recovery did not prove to be a limitation for the evaluation; all five countries visited no longer had any COVID-19 restrictions in place. The visit to Bangladesh was delayed by several weeks due to the cyclone season but could be

respond to the evaluation request and provide inputs.		rescheduled and was carried out successfully.
(b) Insufficient data: General problem of insufficient data, or insufficient representative data collected, owing to poor response rate from interviewees and surveys.	Triangulation between the data gathering tools from different sources (e.g. IOM staff, external stakeholders, and secondary data) will help address any data gaps.	The data collected from the interviews and survey was found to be sufficient for the findings of the evaluation; a good balance was found between external and internal stakeholders.
(c) Discrimination, xenophobia, social cohesion across IOM: The three themes of the evaluation are potentially present in many IOM activities. This could make it challenging for the evaluation team to identify all possible ways in which these themes are applied within IOM's work.	The evaluation will focus on both direct actions to implement these three themes while also looking at how they are integrated across IOM programming. This two-pronged approach will partially mitigate this potential limitation, but it still may be challenging to identify all applications of these themes.	The evaluation team reviewed both individual initiatives on the three themes and broader programming to understand how these themes are applied in IOM's work, across the five case study countries and globally. The evaluation team found it challenging to understand the full extent to which these three themes were applied in all aspects of IOM's work and this limitation has to be taken into account when considering the findings, conclusions and recommendations of this evaluation.

2. BACKGROUND ON XENOPHOBIA, DISCRIMINATION AND SOCIAL COHESION IN IOM

2.1 Evaluation Background

IOM has been actively working on xenophobia and discrimination issues for a number of years with several initiatives confirming IOM's commitment to the promotion and protection of migrant rights. These include a commitment to the values and principles of the Charter of the United Nations and to the respect for the rights, dignity, and well-being of migrants in line with IOM's Strategic Vision of 2019³ and the 2015 Migration Governance Framework (MiGOF), which underlines adherence to international standards and the fulfillment of migrants' rights, as does IOM's right-based approach to programming⁴.

Since 2018, IOM is also committed to support the implementation of the Global Compact on Safe, Orderly and Regular Migration (GCM) to empower migrants and societies to realize full inclusion and social cohesion and eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration⁵.

³ IOM (2019), *IOM Strategic Vision. 2019-2023: Setting a course for IOM* (C/110/INF/1). P. 4.

⁴ IOM (2015), *Rights-based approach to programming*.

⁵ GCM objectives 16 and 17 (A/RES/73/195). Page 7.

In the humanitarian area, IOM launched the IOM Humanitarian Policy in 2015, reaffirming its commitment toward the humanitarian principles of humanity, impartiality, and independence in the delivery of the humanitarian response. The Policy also reflected the commitment to meet the international standards for accountability to affected populations (AAP), further developed in IOM's AAP Framework (2020). IOM is a full member of the Inter-Agency Standing Committee (IASC) committing to the actions reflected in the IASC Addressing Racism and Racial Discrimination Action Plan (2021). IOM also endorsed the Charter on Inclusion of Persons with Disability in Humanitarian Action in 2017 and reports annually on the UN Disability Inclusion Strategy since 2019, which sets minimum standards for UN entities to be applied to their workplace and programming, in addition to collaborating and providing submissions to the treaty body. IOM is also part of the UN Sustainable Development Group Task Force on Leaving No One Behind.

In addressing and preventing gender discrimination, IOM adopted an IOM Staff and Programme Policy on gender-related issues⁶ in November 1995 in line with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and continues to collaborate with the treaty body. Through the IOM standards of conduct, IOM staff are expected to respect the dignity, worth and equality of all people at all times, without regard to race, ethnicity, religion, colour, national origin, marital status, sex, gender identity, sexual orientation, gender expression, sex characteristics, age, disability or political conviction. Furthermore, in 2021 the Organization developed an internal IOM Strategy on Race Equity and Equality strategy and is currently finalizing a five-year action plan. IOM is also part of the UN Network on Migration's (UNMM) working group on racial discrimination.

IOM's IN/193, Migration Integration (2012) articulates that migrant integration programming should advance awareness raising, media training and educational curriculum development: (1) counter xenophobia and anti-discrimination campaigns and (2) the promotion of a positive, realistic image of the benefits that migrants bring to society through media and civil society.

In 2022, IOM launched a strategic results framework (SRF) that helps to assess the performance of the organization in implementing its corporate strategies with one of the objectives being to ensure that *"Xenophobia and negative perceptions of migration are mitigated through evidence-based public discourse"*. As documented in the IOM Annual Report 2021, 55 IOM offices supported awareness-raising campaigns, targeting civil society organizations, media counterparts and local governments to counter xenophobia and discrimination, reaching approximately 17 million people, including around five million women, girls, and gender diverse individuals. IOM has also produced several publications and conducts training on xenophobia, discrimination, and social cohesion⁷. IOM has also given all IOM staff access to multiple internal and external virtual training courses addressing discrimination and xenophobia.

IOM has carried out a number of initiatives specifically on one or all of these three themes, including:

⁶ IOM Council, Resolution No 932 (LXXI), 'Staff and Programme Policies on Gender Issues', November 1995

⁷ IOM (2015), *Migration Focus on Integration, Xenophobia and Discrimination*, IOM (2018, 2021), *World Migration Report*, IOM (2020), *Quarantined! Xenophobia and migrant workers during the COVID-19 pandemic*, IOM (2021), *Sentiment towards Migration during COVID-19 What Twitter Data Can Tell Us*, IOM (2021), *The Power of Contact: Designing, Facilitating and Evaluating Social Mixing Activities to Strengthen Migrant Integration and Social Cohesion Between Migrants and Local Communities*. IOM (2022), *Designing, Implementing, and Evaluating the Impact of Social Mixing Programmes: A Toolkit for IOM and Its Partners*. IML has provided some training/webinars on some legal aspects of racial/xenophobic discrimination to staff and journalists in some contexts, upon request of other departments/colleagues.

- The IOM Diversity, Inclusion and Social Cohesion (DISC) initiative is a multi-year, demand-led initiative to support Member States and relevant partners in the areas of migrant integration, inclusion, and social cohesion⁸.
- The Global Migration and Media Academy, launched in 2020, is a worldwide academy for journalists and communications students to tackle the spread of misinformation and xenophobia in the media.
- “It Takes a Community” digital communications campaign publicizes stories about social cohesion and the positive impact migration can have on communities to counteract negative public narratives and disinformation about migration.
- PLURAL+ Youth Video Festival, in partnership with the United Nations Alliance of Civilizations (UNAOC), invites the world’s youth to submit original and creative videos focusing on migration, diversity and social inclusion.
- Multiple IOM COs with the support of ROs and HQ have led information campaigns and specific projects to counter xenophobia, stigma and in some cases, to enhance social cohesion, for instance, in Armenia, Azerbaijan, Bosnia and Herzegovina, Brazil, Colombia, Djibouti, Gambia, Greece, Indonesia, Italy, Kyrgyzstan, Mexico, Peru, Panama, Slovakia, Thailand, Tunisia, Türkiye, South Africa, South Sudan and the United Kingdom⁹.

Many other IOM projects and programmes have integrated these themes where relevant and appropriate. For example, the Migration Governance Indicators programme includes key indicators to assess the extent to which migrants can access healthcare, education, social security, equal pay, etc. in a non-discriminatory manner¹⁰. Another example is the Migration Multi-Partner Trust Fund (MMPTF); established by the UNNM to support the implementation of the GCM, the MMPTF currently has 12 joint programmes with IOM and other UN partners, with some focusing on addressing xenophobia, discrimination and enhancing social cohesion¹¹.

2.2 Defining Xenophobia, Discrimination and Social Cohesion

The following definitions and descriptions of the three themes and related concepts were used as a guide for this evaluation.

IOM defines **xenophobia** as *“attitudes, prejudices and behaviour that reject, exclude and often vilify persons, based on the perception that they are outsiders or foreigners to the community, society or national identity.”*¹²

Discrimination is defined as *“any distinction, exclusion, restriction or preference which is based on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status, and which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise by all persons, on an equal footing, of all rights and freedoms.”*¹³

⁸ See: <https://www.iom.int/iom-diversity-inclusion-and-social-cohesion-disc-initiative>

⁹ Further information www.iom.int/countering-xenophobia

¹⁰ IOM (2016), *IOM Measuring well-governed migration: the 2016 Migration Governance Index*.

¹¹ These are the two workstreams of MMPTF: (1) Enhancing the application of anti-discrimination dimensions, including against racism, xenophobia, and intolerance into the work of the Network; (2) Enhancing the application of anti-discrimination dimensions, including discrimination based on gender into the work of the network. <https://migrationnetwork.un.org/mptf>

¹² IOM (2019); *Glossary on Migration*, p. 235.

¹³ *ibid*, page 54.

It is also noted that “*xenophobia against non-nationals, particularly migrants, refugees and asylum seekers, constitutes one of the main sources of contemporary racism*”,¹⁴ thus bringing attention to the interconnectedness of racial discrimination and xenophobia. Discrimination is considered to encompass specific forms, types, or sub-categories such as gender, disability, race, age, religion, sexual orientation amongst others¹⁵.

For **social cohesion**, IOM describes it as establishing trust and solidarity as the basis for social ties among migrants and their host communities; it enables migrants to find a place in society and be recognized as its members and is a key element of (re)integration. Social cohesion is associated with such notions as “*solidarity*”, “*togetherness*”, “*tolerance*” and “*harmonious co-existence*” and formally defined by IOM as “*a social order in a specific society or community based on a common vision and a sense of belonging for all communities; where the diversity of people’s different backgrounds and circumstances are appreciated and positively valued; those from different backgrounds have similar life opportunities; and strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and within neighbourhoods.*”¹⁶

Social inclusion and **social integration** are closely linked with social cohesion. **Integration** is seen as “*The two-way process of mutual adaptation between migrants and the societies in which they live, whereby migrants are incorporated into the social, economic, cultural and political life of the receiving community*” (and does not necessarily imply permanent residence).¹⁷ **Social inclusion** refers to “*the process of improving the ability, opportunity and dignity of people disadvantaged on the basis of their identity, to take part in society*”, through enhanced opportunities, access to resources, voice and respect for rights.¹⁸ Social cohesion (along with Inclusion and Rights & Non-Discrimination) is one of the three central principles underpinning migrant integration.¹⁹

The term **harmonization** is also used by IOM in some contexts, such as in humanitarian crises to denote a two-way approach towards integration – from migrants towards their receiving community, and the other way around²⁰. Harmonization is also perceived as implying a more temporary status for migrants, refugees and asylum seekers and less so permanent residency.

¹⁴ *ibid*, page 235.

¹⁵ Sub-categories include discrimination against indigenous peoples, migrants, minorities, people with disabilities, discrimination against women, racial and religious discrimination, or discrimination based on sexual orientation and gender identity. Source: <https://www.un.org/ruleoflaw/thematic-areas/human-rights/equality-and-non-discrimination/>

¹⁶ IOM (2019); *Glossary on Migration*, page 200.

¹⁷ *Ibid* page 106.

¹⁸ *Ibid* page 201

¹⁹ IOM, *Essentials of Migration Management Handbook, EMM2.0.*, Integration, inclusion, and social cohesion in the context of migration.

²⁰ See for example, IOM Türkiye (2020), Migration Crisis Operational Framework, 2020-2023. p. 11: https://turkiye.iom.int/sites/g/files/tmzbd11061/files/documents/iom_turkey_mcof_report_digital%282%29.pdf

3. EVALUATION FINDINGS

The findings are organized around six evaluation criteria and related evaluation questions.

3.1 Relevance

IOM's approaches to prevent, identify and address xenophobia and discrimination and to enhance social cohesion were found to be compatible with and in support of IOM's strategic objectives, as well as the external commitments of related UN norms and standards, such as the GCM and the 2030 agenda. Xenophobia, discrimination, and social inclusion were found to have been included in the SRF to varying degrees and were closely interrelated within IOM programming, but the relationship was often complex and indirect.

Xenophobia had no dedicated HQ expertise but rather was found to be spread across the organization and operationalized mainly through communication campaigns, in addition to policy support work. Discrimination was seen as implicit to IOM's work and operationalized through specific workstreams and as a cross-cutting issue across IOM programming. Social cohesion was believed to have the highest proportion of integration within IOM programming. As social cohesion was applied across the migration cycle it was found to be operationalized through a number of workstreams, which contributed to different understandings of its meaning.

Both the relevance of the country context and the role of donors in determining funding priorities were found to influence the degree and means by which the three themes were considered in developing relevant initiatives.

Q.1: To what extent are IOM mechanisms to prevent, identify and address discrimination and xenophobia and enhance social cohesion relevant to support IOM strategic objectives and adhere to related international norms and declarations (including guidance, tools, training and technical support)?

Strategic objectives and related international norms and declarations

IOM's strategic objectives are encapsulated in IOM's Strategic Vision 2019 to 2023,²¹ based on three main pillars: 1) Resilience, 2) Mobility and 3) Governance (in which adherence to human rights is fundamental), and with reference made to the overarching frameworks of the SDGs (the 2030 Agenda for UN Sustainable Development), and the GCM.

In the GCM, the themes of xenophobia, discrimination, and social cohesion are all underscored. Implementing the GCM (which is based on international human rights law, as well as the principles of non-regression and nondiscrimination), requires a *"commitment to eliminate all forms of discrimination, including racism, xenophobia and intolerance, against migrants and their families."*²² More specifically, this commitment requires: empowering migrants and societies to realize full

²¹ This was the strategic document in force during the conduct of the evaluation. It will be replaced in 2024 by a new Strategic Plan covering the period 2024-2028.

²² Paragraph 15(f), *The Global Compact for Safe, Orderly and Regular Migration*, (A/RES/73/195).

inclusion and social cohesion (Objective 16), as well as to eliminate all forms of discrimination and promote fact-based public discourse to shape perceptions of migration (Objective 17). Likewise, the 2030 Agenda for Sustainable Development stresses the importance of inclusive development in which anti-discrimination is fundamental to the “Leave no-one behind” (LNOB agenda), as well as referenced in the form of a standalone goal on gender equality (Goal 5)²³.

IOM’s mechanisms to address xenophobia, discrimination and social cohesion

Xenophobia: Within the SRF, xenophobia was mentioned under objective 4 (migration governance) as a specific long-term outcome. The mechanism for IOM’s operationalization of addressing xenophobia was mainly in the form of communication campaigns highlighting migration narratives to counter hate speech and promote fact-based public discourse, in addition to policy support work. As described further in *Efficiency*, no dedicated HQ resources were found to have been allocated to xenophobia. Rather, expertise was spread across HQ and field (see Q.4, *Coherence*).

Discrimination: Within the SRF, discrimination was addressed in two of its six cross-cutting priorities²⁴, through two main sub-categories: gender mainstreaming and disability inclusion (see also *Effectiveness*). Discrimination was also specifically mentioned in SRF objectives 1 (Humanitarian Assistance and protection), 3 (Human mobility) and 4 (Migration governance) (see Q.9). This implied that there was no overall reference within the SRF to discrimination against migrants in the broadest sense, as featured in the GCM (see footnote 22).

The mechanism for operationalization by IOM to address discrimination was two-fold; firstly, through specific workstreams linked to sub-categories of discrimination, notably on gender equality and disability inclusion, with the work of the Gender and Diversity Coordination Unit (GDC) and disability inclusion adviser within the Protection Division respectively. Secondly, aspects of discrimination were integrated into IOM programming at various levels, although this evaluation found that it was implemented unevenly as expanded upon in this report. This was also reflected in the guidance available on discrimination, most of which was found to be specific to a given sub-category (e.g. gender, sexuality, disability) or context specific with very limited intersectional²⁵ guidance available (see Q.4, *Coherence*).

Within the relevant handbooks, the approach used for addressing discrimination was noted as part of the rights-based approach (RBA) and addressed primarily through the lens of migrant vulnerability²⁶.

²³ The SDGs “represents the unequivocal commitment of all UN Member States to eradicate poverty in all its forms, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind and undermine the potential of individuals and of humanity as a whole. Leave no-one behind (LNOB) not only entails reaching the poorest of the poor, but requires combating discrimination and rising inequalities within and amongst countries, and their root causes. A major cause of people being left behind is persistent forms of discrimination, including gender discrimination, which leaves individuals, families and whole communities marginalized, and excluded.” See <https://unsdg.un.org/2030-agenda/universal-values/leave-no-one-behind>.

²⁴ In addition to two indicators (indicator 3) under the People and Culture area of Organizational Effectiveness and Efficiency dimension of the SRF.

²⁵ Intersectionality is understood by this evaluation to mean how the different sub-categories of discrimination, e.g. age, gender and sexuality, race, and disability, work together with other factors to create inequalities. For further information; UN WOMEN (2021), Intersectionality resource guide and toolkit, <https://www.unwomen.org/en/digital-library/publications/2022/01/intersectionality-resource-guide-and-toolkit>

²⁶ See IOM Handbook on Protection and Assistance for Migrants Vulnerable to Violence, Exploitation and Abuse, Part 1.

In addressing the 2030 agenda commitments, IOM's Institutional strategy on migration and sustainable development also stressed RBA, with gender identified as one of the three cross-cutting issues to address, in line with SDG Five²⁷. IOM acknowledged the potential conflict between the approach of addressing discrimination by primarily focusing on a particular group membership and that of its wider RBA and vulnerability approach²⁸.

Social Cohesion: Within the SRF, social cohesion was specifically mentioned within objective 2 (resilience and empowerment) and objective 4 (migration governance). The mechanism for the operationalization of social cohesion by IOM was mainly through the workstream of the Labour Mobility and Social Inclusion Division (LMI). However, as social cohesion was applied across the migration cycle, it was also addressed by other IOM workstreams, such as in crisis response, transition and recovery (from crises)²⁹ and reintegration. This was found to have contributed to different understandings of social cohesion within IOM, as confirmed in the country visits and interviews with IOM staff. In addition, a number of resources were identified on social cohesion as detailed further in Q.4, *Coherence*.

Q.2: To what extent are xenophobia and discrimination closely related to social cohesion enhancement in IOM initiatives?

According to the survey conducted, (see Figure 1 below), 82% of staff (responding “a lot” or “quite some”) believed that xenophobia, discrimination, and social cohesion were closely related, with one staff member commenting in the survey that they were “*all part of the same lexical field.*” However, while the themes were found to be closely interrelated to some extent, this relationship was often complex and indirect, as follows:

Xenophobia was mentioned most frequently as a key area in relation to addressing discrimination and informing the context in which social cohesion enhancement work takes place. Within the SRF, xenophobia was listed as a long-term objective, which included language in its outputs on discrimination, as described in Q.1. It was considered complex in that xenophobia, although often mentioned in tandem with discrimination (such as in the SRF), was not relevant for all contexts, such as where there could be discrimination against migrants but not necessarily xenophobia and/or there were xenophobic beliefs in a context, but it was sensitive for IOM to profile this issue with the government and other stakeholders.

An example where xenophobia and discrimination were found to be closely related to social cohesion enhancement was seen in projects conducted with other UN entities. For example, in a joint UN pilot project aimed at strengthening migrant integration and cohesion in South Africa, the approach used was based on three interrelated outcomes to stop xenophobic attacks and promote social cohesion.

²⁷ IOM (2020), *IOM's Institutional strategy on migration and sustainable development*, page 26.

²⁸ As noted by the IOM, “while there is a growing recognition of the need to identify and protect migrants in vulnerable situations, existing definitions of vulnerability tend to focus exclusively on membership in groups (e.g., women, children, and youth), with little recognition that vulnerabilities vary significantly within groups. Basing “vulnerability” solely on membership in a particular group is at best simplistic, at worst discriminatory.” *IOM Global Compact Thematic Paper, Protection of Human Rights: Protection of the human rights and fundamental freedoms of migrants and the specific needs of migrants in vulnerable situations; Existing approaches and gaps*, Page 4.

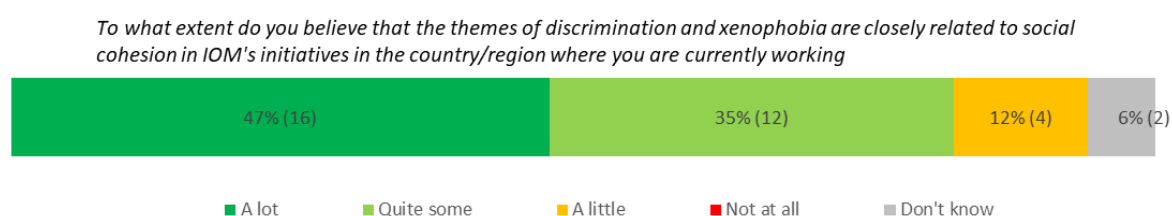
²⁹ During the transition and recovery phase after a crisis, IOM implements projects aimed at restoring social cohesion within affected communities. This has included community reconstruction programs, reconciliation activities and efforts to re-establish social ties.

Anti-discrimination measures were included as one of the outputs (“the development and delivery of a training package on the human rights of migrants, non-discrimination and xenophobia for state and non-state actors”)³⁰. Similarly, in a joint project with the UN High Commissioner for Refugees (UNHCR) addressing social cohesion in Bosnia and Herzegovina, the objective was to enhance social cohesion in communities hosting refugees, migrants, and asylum-seekers. While neither xenophobia nor discrimination are mentioned in the project summary they were addressed through implementation. Xenophobia was clearly the context in which the project was set, reflected in two of the three outcomes (“Improve citizens’ perceptions and attitudes towards migrants, asylum-seekers and refugees” and “Foster a change of narrative over refugee and migrant issues in the media and public discourse”). Both gender equality and human rights were addressed as cross cutting themes³¹.

Discrimination: For many staff members interviewed, discrimination was understood as an umbrella topic, covering a broad range of sub-categories and implicit to IOM’s work and human rights approach to programming. Therefore, discrimination was seen as closely related to xenophobia and social cohesion, depending upon how these themes were addressed in programming and context settings (as explained above under xenophobia).

Social cohesion: When addressed in projects, enhancing social cohesion was seen as a contribution to reducing discrimination against migrants. For example, in the city of Cuenca, Ecuador, social cohesion was promoted through different activities (e.g. sports, cooking, sewing, art, etc.) for migrants and host communities and was seen as a contribution to preventing xenophobia and discrimination. As seen in the example of the MMPTF project in South Africa, focusing on social cohesion was seen as a way to address indirectly xenophobia and discrimination.

Figure 1: Xenophobia and discrimination are closely related to social cohesion



Q.3: To what extent are xenophobia, discrimination and social cohesion considered during the development of project proposals? Why and why not?

How xenophobia, discrimination and social cohesion were considered in project proposals reflects in part how the three themes are integrated into IOM programming. A review of 4,200 projects in PRIMA limited to their titles and summaries shows that only 52 included “xenophobia”, 107 “discrimination” and 41 “social inclusion”, amounting to less than 0.5% of all projects.

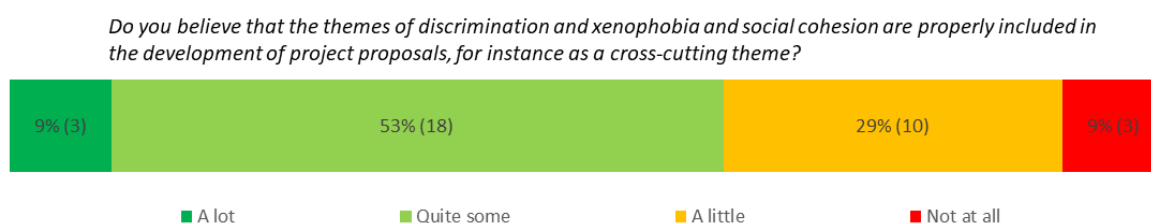
Despite a lack of specific references to xenophobia, discrimination or social inclusion in the titles and summaries of proposals, the survey results (see Figure 2) showed that the majority of staff (62% - A

³⁰ UN Pilot project for strengthening migrant integration and social cohesion through stakeholder’s engagement, socio-economic activities and countering anti-migrant narratives in South Africa, (2020- 2022), with UNDP, OHCHR, UNHCR and UN Women. The project also had an output focused on training women community leaders.

³¹ “Bosnia and Herzegovina: Enhancing Social Cohesion in Communities Hosting People on the Move” funded by the European Union and implemented by IOM and UNHCR, 2021-2023.

Lot or Quite Some) believed that xenophobia, discrimination and social cohesion were properly included in project proposals, supporting the view that the themes were integrated within IOM initiatives (either individually or one or two being interlinked), although often indirectly, implicitly or as cross-cutting issues rather than as the main objective of a project being referred in the summary. As highlighted in the interviews, there were exceptions to this, such as the many projects that focused on social cohesion or a specific sub-category of discrimination (e.g. sexual orientation) or the campaigns on xenophobia.

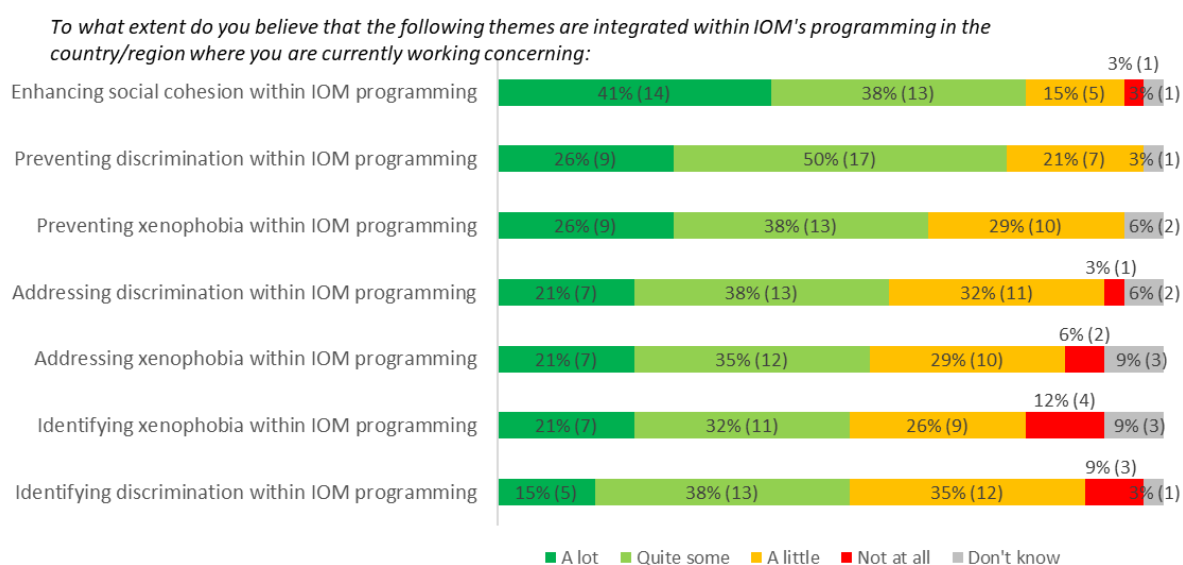
Figure 2: Three themes included in project proposals



This is further substantiated in other parts of the staff survey where responses demonstrate that most staff believed that there were varying degrees of integration of xenophobia, discrimination, or social cohesion into IOM programming (Figure 3). The majority of respondents believed that enhancing social cohesion programming had the highest proportion of integration within IOM programming, followed by preventing discrimination and xenophobia, corroborating the feedback from interviews with both IOM staff and stakeholders.

Identifying xenophobia and discrimination had the lowest levels of integration into programming, possibly related to the challenges faced by IOM to accurately identify each of these and their characteristics, (see *Coherence*), in addition to a greater focus in “addressing” and “preventing” xenophobia and discrimination through activities.

Figure 3: Integration of three themes within IOM’s programming



The relevance of the country contexts

In the consideration of xenophobia, discrimination, or social cohesion in project proposals and each of their consequent implementation, the country context was also mentioned as relevant. For example, in Bangladesh, “xenophobia,” “discrimination” and “social cohesion” were all considered as politically sensitive in the context of the work with Rohingya refugees; xenophobia was recognized primarily as relating to the treatment of Rohingya in their country of origin. As one staff member explained: *“we don’t use the xenophobia concept ever. Our focus is on vulnerability which is based on discrimination and social inclusion”*. In the main IOM office in Dhaka, the CO had a dedicated social cohesion unit, which however worked almost exclusively with host communities in the context of returning Bangladeshi migrants, and not with incoming migrants from other destinations.

Within Europe (European Economic Area), xenophobia, discrimination and social cohesion were considered as embedded in IOM projects, with xenophobia and discrimination described by one staff member as *“part of the background of information that we use to address certain aspects of inclusion and integration,”* as well as to inform other types of issues and consequent responses, such as access to services for migrants.

In South Africa, IOM’s partnership with the government was determined as key in addressing the three themes in the context of support for the National Action Plan to Combat Racism, Racial Discrimination, Xenophobia and Related Intolerance (NAP), as well as for the implementation of the GCM. One of the areas of work included the UN Pilot Project for Strengthening Migrant Integration and Social Cohesion through Stakeholders Engagement, Socio-Economic Activities and Countering Anti-Migrant Narratives in South Africa, funded by the MMPTF. IOM was a co-lead in this initiative, hosting a women’s dialogue under the theme “Voices from the Grassroots”, which aimed to promote social cohesion and peace as well as addressing xenophobia and discrimination by seeking to shape the public narrative on migration through an evidence-based discussion³².

In Ecuador, IOM offices were opened in Cuenca and Manta in response to the Venezuelan migrant crisis, working with the municipalities on inclusion within the context of a local law, which obliged them to attend to the needs of migrants and those in vulnerable situations. As highlighted throughout this report, the interest and motivation (or not) of the governments in addressing xenophobia, discrimination or social cohesion was a factor that was key to IOM’s ability to address each of the themes.

In the case of Tunisia, by integrating the country’s specificities into project design, being at the crossroads of migration issues and facing specific migration-related challenges, IOM could better respond to the needs and foster a deeper understanding of the specific migration dynamics and contribute more meaningfully to the promotion of social cohesion while addressing potential challenges linked to xenophobia and discrimination.

The role of donors

The role of donors in determining the focus of projects was also mentioned by interviewees as influencing how xenophobia, discrimination or social cohesion were addressed. Donors’ conditionality

³² See : <https://southafrica.iom.int/news/womens-dialogue-voices-grassroots-promoting-social-cohesion-south-africa>

could dictate the manner and extent to which specific themes were integrated into projects. One example described a donor changing a priority from an age and disability focus to an exclusively disability focus, which in turn led to the development of guidance tools on disability only, (whereas the original aim had been to include both). In another case, a donor imposed a 70-30 budget split with 70% allocated to a specific group of migrants (i.e. based on nationality) and 30% for host communities, which, according to several stakeholders interviewed, did not always accurately reflect the needs on the ground and led to the exclusion of certain groups of migrants and host communities. It was also difficult sometimes to secure the interest of donors in funding initiatives addressing xenophobia, although it was changing, as noted by this IOM staff member:

“Now sometimes xenophobia is included in proposals for funding. Donors are more interested in the topic, so we are getting funding and campaigns are becoming more important in the programmes.”

3.2 Coherence

The commitments and strategic priorities for addressing xenophobia, discrimination or social cohesion were operationalized into IOM guidance and workstreams and supported by the involvement of relevant stakeholders.

For xenophobia, a public webpage was available. However, no comprehensive IOM guidance was found. Campaigning on xenophobia was less partner-based, with IOM often working alone or in parallel to other existing initiatives. There was no well-defined theory of change to support IOM approaches to prevent, identify and address xenophobia.

For discrimination, considerable resources were identified, often based on different sub-categories (e.g. gender, disability, etc.). Given the lack of guidance on an intersectional approach to discrimination, staff struggled to understand how the different sub-categories relate to each other and how they should consequently be integrated within programming. IOM was found to have collaborated with a range of stakeholders in efforts to reduce discrimination, with a long-standing alignment with global UN initiatives and task forces.

For social cohesion, a wide range of policies and guidance was also detected, largely linked to IOM's Diversity, Inclusion and Social Cohesion initiative (DISC). Nevertheless, one limitation identified was that the resources mainly considered social cohesion from a migrant integration perspective instead of a broader approach across the migration cycle. Governments, civil society organizations (CSOs), and local/national non-governmental organizations (LNNGOs) were often partners for social cohesion and, although generally positive, feedback from stakeholders on their involvement in project design was mixed.

Q.4: To what extent are IOM approaches to prevent, identify and address xenophobia and discrimination and enhance social cohesion coherent and working in synergy with other IOM approaches, policies, and frameworks?

The three themes have an anchorage within IOM's commitments and strategic priorities as described above under Q.1, *Relevance*. These commitments and strategic priorities were then operationalized

into guidance and workstreams. For each theme, there were different levels of coherence and synergy within each one. Annex 5 lists over 30 guidance and frameworks that address one or more of the three themes.

Xenophobia: IOM created a public webpage to centralize its work on xenophobia (<https://www.iom.int/countering-xenophobia>) with descriptions of IOM's major work (mostly communication campaigns) on countering xenophobia. The Chiefs of Mission (CoM) Handbook (2016) also referred to xenophobia but simply through re-stating the MiGOF principle 1 (International standards and migrants' rights) in which it is mentioned. Within the context of the COVID-19 pandemic, there were "new heights of racism and xenophobic backlash" for migrants according to IOM. Consequently, a number of dedicated context specific resources were produced (including: *COVID-19 Issue Brief: Countering Xenophobia and Stigma to foster Social Cohesion, 2020* and *Promoting Inclusive Societies and including Migrants in Covid-19 Response and Recovery*). However, no central and comprehensive IOM guidance was found on how IOM addresses xenophobia, as reflected in this comment from a staff member:

"There are no clear guidelines about integrating xenophobia in the planning process and not in its measurement either. It is not formalized or institutionalized...we need something that obliges us to think about it on every level...we need examples of concrete actions."

Discrimination: Reflecting its broad cross-cutting nature and the centrality of the principles of equality and non-discrimination in IOM's work, a considerable body of resources on discrimination was available. Given that the different discrimination sub-categories were largely implemented through distinct IOM workstreams, this was reflected in the guidance available. Guidance was often found to have been produced for a specific context and/or type of IOM activity (e.g. integration activities, camp setting or premises managed by IOM). There were no set of institutional policies, guidelines available or a framework with mechanisms that would support reflections about how discrimination applied to all IOM's programmes and operations. Concerning the intersectionality of the different subcategories of discrimination, the only guidance found was context specific and related to migrant centers³³. In the context of the COVID-19 pandemic, IOM had contributed to UN-wide resources, such as the UNNM's Anti-Discrimination and COVID-19 Advocacy Tool³⁴.

When integrated into core guidance, discrimination was addressed through different methodologies and approaches. For example, within the Handbook on Protection and Assistance to Migrants Vulnerable to Violence, Exploitation and Abuse, discrimination was addressed as part of the defining criteria of the migrant vulnerability (DoMV) model, under "individual factors". Within IOM's Project Handbook, RBA and gender mainstreaming were two of the cross-cutting themes to be incorporated into new projects. In the Essentials of Migration Management (EMM 2.0) Handbook, discrimination was addressed in a separate section on "Addressing Discrimination and promoting Connectedness", which listed six anti-discrimination measures³⁵. Similarly, the CoM Handbook mentioned

³³ IOM (2020), *Operational Guidance on Protection and Age, Gender, and Diversity for IOM Premises*.

³⁴ <https://migrationnetwork.un.org/resources/anti-discrimination-and-covid-19-advocacy-tool>

³⁵ <https://emm.iom.int/handbooks/integration-and-social-cohesion/addressing-discrimination-and-promoting-connectedness>

discrimination, but mostly linked to internal staff policies and codes of conduct aimed at creating a positive workplace free from discrimination.

Gender was found as the largest component of the policies, frameworks and guidance relating to discrimination and reflected the organization's long-term commitment to mainstreaming gender³⁶. This included the Gender Equality Policy, 2015-19 (with a new version launching in 2023), and the Gender Marker (the tool used for gender mainstreaming), which requires mandatory application for all projects developed. As a result, gender equality was the only sub-category of discrimination to be systematically integrated into nearly all IOM work to date (but with limitations as described under *Effectiveness*). Other gender and discrimination guidance included Protection from Sexual Exploitation and Abuse (PSEA) and sexual and gender-based violence (SGBV)³⁷.

In relation to race, an IOM Strategy on Race Equity and Equality was drafted in 2021 (updated 2022) but was developed for internal application (i.e. for the IOM workforce) and not for programming. There were also a number of online training courses on addressing racism, but these were largely focused on addressing racism in the IOM workplace (see Q.9). For disability inclusion, there was no one policy nor were there any guidelines, although an IOM policy and roadmap on disability inclusion was being developed in 2023 and a number of other resources and an e-learning course were available³⁸.

Resources on LGBTIQ+/SOGIESC³⁹ for forced displacement and migration were available in the form of training modules developed with the UNHCR⁴⁰, as well as context specific guidance relating to inclusive facilities for migrants within IOM managed facilities in relation to the pre-departure process⁴¹. For age, there was an online training course available (see Q.9), but no written guidance found.

Feedback from IOM field staff revealed that many felt challenging to locate the appropriate guidance on discrimination and noted a lack of technical expertise to support its implementation. Reflecting the lack of guidance on an intersectional approach to discrimination, staff member interviewed explained that they struggled to understand how the different sub-categories related to each other and how they should consequently be integrated into programming, as highlighted by this staff member:

"We (project staff) are addressing gender in our projects, but we are not looking consistently at other aspects of discrimination, such as sexuality (LGBTIQ+), age or ethnicity. And what should the priorities of all of this be - and how are they linked? I never saw guidance on this".

³⁶ In February 1995, a Working Group on Gender Issues was established within IOM with the task of institutionalizing and mainstreaming gender and ensuring its inclusion as an integral part of IOM's planning and actions, page 6, *Gender Mainstreaming in IOM*, 1998

³⁷ These are outside the scope of the evaluation.

³⁸ Including: *Ensuring Participation of Persons with Disabilities Guidance, Disability inclusion in Camp Coordination and Camp Management (CCCM) toolbox and Guidance Note on Disability Inclusion in Programmes and Proposal*, as well as an e-learning course on Disability and Inclusion.

³⁹ LGBTIQ+: Lesbian, gay, bisexual, transgender, intersex and queer; SOGIESC: Sexual Orientation, Gender Identity, Gender Expression and Sex Characteristics

⁴⁰ <https://www.iom.int/sites/g/files/tmzbd486/files/documents/Facilitation-Guide-Modules-1-12-2021.pdf>

⁴¹ <https://www.iom.int/sites/g/files/tmzbd486/files/documents/IOM-Guidance-Note-LGBTIQ-Inclusive-Facilities.pdf>

Social cohesion: As already mentioned, a wide range of policies and guidance were found on social cohesion. These were noted as being further developed and collated recently, largely as a result of the DISC initiative. The DISC initiative was found to have produced several briefs and project digests, resources and initiatives that provided an overview of what IOM had done and achieved in social cohesion and related fields. These briefs and digests were cited by IOM staff as being both informative and useful. Further, working with ROs and COs, DISC also produced more in-depth studies and guides, such as the 2021 and 2023 toolkits for social mixing⁴². Although these toolkits were very much appreciated by IOM staff, they only provided guidance on one aspect (i.e. social mixing) of social cohesion rather than a comprehensive overview and guidance of approaches for social cohesion that was needed, according to IOM staff. An internal guidance note on migrant integration was also found but it did not reference social cohesion directly⁴³. Other resources included a toolkit developed for the Ukraine context, to demonstrate to IOM missions and partners how to facilitate early inclusion of impacted populations. A survey bank was also developed, consisting of questionnaires developed around the world to measure migrant integration and social cohesion in different contexts⁴⁴. A limitation identified with the guidance was that it largely dealt with social cohesion from the migrant integration perspective (the focus of the LMI work) instead of a broader scope that would cover all aspects of the migration cycle such as transition and reintegration.

The CoM Handbook also referred to social cohesion linked to the MiGOF principle 2 (evidence and whole-of-government approaches to migration governance), outlining IOMs contribution to this. It was found to cover the general theme but did not provide any concrete recommendations on actions or directions that could assist COMs in addressing social cohesion in an efficient and aligned manner.

Q.5: To what extent are IOM approaches to prevent, identify and address xenophobia and discrimination supported by well-defined theory of change and compatible with the external commitments assumed by the Organization and related UN norms and standards?⁴⁵

As described under Q.1, *Relevance*, IOM approaches to prevent, identify and address xenophobia and discrimination were compatible with the external commitments assumed by the Organization and related UN norms and standards. However, there was no well-defined theory of change (ToC) to support IOM approaches to prevent, identify and address xenophobia and discrimination.

A ToC was constructed by the evaluation team reflecting the pathway for IOM approaches to prevent, identify and address xenophobia and discrimination based on the evaluation findings (see Figure 4). The ToC reflects an ideal scenario with text in speech bubbles commenting on what this evaluation perceived as actually occurring. This analysis indicated the following:

Inputs: IOM was found to have strong inputs into supporting its approaches on xenophobia and discrimination, such as its institutional commitments and the anchoring of the themes within the SRF and available guidance (even if dispersed and lacking on xenophobia as described in Q.4). However,

⁴² <https://publications.iom.int/books/designing-implementing-and-evaluating-impact-social-mixing-programmes-toolkit-iom-and-its> and <https://www.iom.int/resources/power-contact-social-mixing-activities-strengthen-migrant-integration-and-social-cohesion-between-migrants-and-local-communities>

⁴³ *Internal Guidance Note – Migration Integration (IN/193)*, 2012.

⁴⁴ <https://www.iom.int/resources/survey-bank-migrant-integration-and-social-cohesion>

⁴⁵ Q5 featured in the ToR and not the Inception Report. At the request of the Central Evaluation Unit, it was re-included in the evaluation.

IOM's knowledge and experience on these themes varied considerably, with expertise spread across the organization, notably within the GDC, but with limited or no support on xenophobia beyond specific projects (see also later under Q.11). In addition, the know-how and experiences that were available were only shared to a limited extent as described below in Q.8. Although there were some positive trends with donor funding, such as multi-year funding that contributed towards encouraging a longer-term approach (see Q.11), there were also examples of conditions set by donors that would restrict a wider implementation of activities in these areas, such as the example provided in Q.3 above of a donor favoring one sub-category of discrimination.

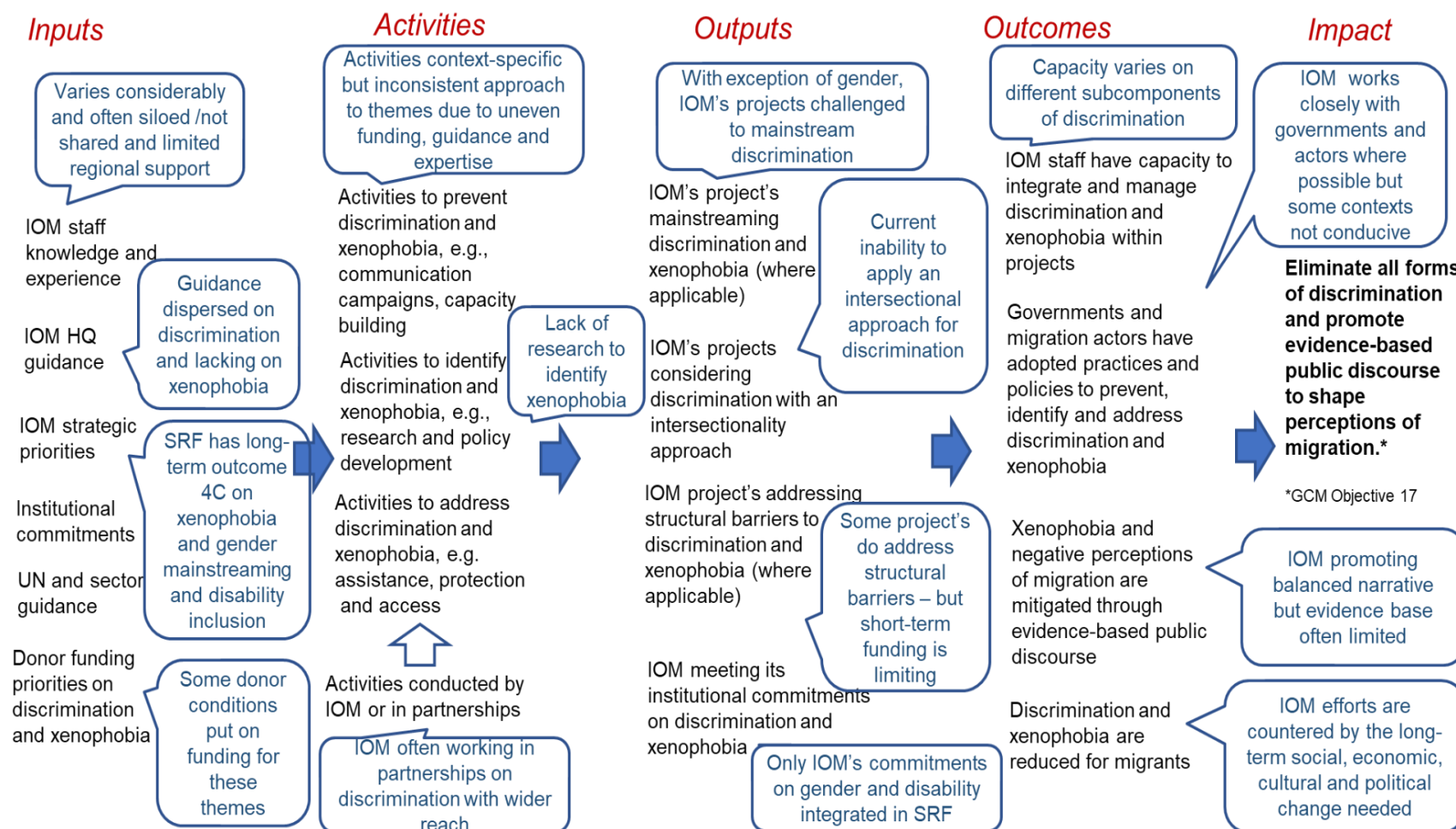
Activities: IOM's activities to prevent, identify and address xenophobia and discrimination were mostly integrated into broader projects and initiatives (such as social cohesion projects), although for xenophobia activities were mostly context-specific (e.g. communication campaigning in the Americas). The integration of discrimination into programmes was variable and uneven, with specific projects for the distinct discrimination workstreams, for instance disability inclusion project in camp settings in Bangladesh. The IOMs emphasis on disability inclusion in camp setting as seen in Bangladesh, is however not present in all of IOM's camp settings due to funding limits, varying levels of staff knowledge and expertise, as well as lack of awareness about available guidance. With regard to discrimination, IOM often worked in partnership with other UN agencies, increasing its reach.

Outputs: IOM's activities led to a range of outputs. Concerning the issue of mainstreaming discrimination only the gender sub-category was being mainstreamed, but with recent efforts placed on disability inclusion mainstreaming reflecting the institutional priorities and guidance available. IOM's institutional commitments on gender equality and disability inclusion were also the only sub-categories integrated into the SRF⁴⁶, whereas other sub-categories such as race, sexuality or age were missing. Consequently, IOM programming was unable to systematically apply an intersectional approach to discrimination, the projects addressing structural barriers where appropriate and feasible. For example, in Italy IOM supported policy development for anti-discrimination laws and worked closely with authorities to prevent government staff adopting unfavorable behavior and practices towards migrants (through their cultural mediators' project). Short-term funding was found to limit IOM's ability to work on these structural barriers.

Outcomes: At the outcome level, capacity was developed inconsistently among staff, impacting their ability to deliver programming support for all aspects of discrimination. IOM was successful in supporting governments and migration actors to adopt xenophobia and discrimination policies and practices, although in some contexts collaboration was challenging. IOM staff and stakeholders confirmed that IOM was promoting a balanced narrative on migration to counter xenophobia. However, IOM's actions were not always built on a solid evidence base, such as preparatory research, as described below under Q.6. IOM did contribute to a reduction in xenophobia and discrimination for migrants, but this was countered by the need for longer-term social, economic, cultural, and political changes, as described below under *Impact*.

⁴⁶ Within the SRF, aside from gender equality and disability inclusion being cross-cutting issues, there were indicators area of the Organizational Effectiveness and Efficiency as follows: % of performance indicators for which IOM meets or exceeds requirements: i. United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UNSWAP); ii. United Nations disability inclusion strategy accountability standards (UNDIS).

Figure 4: Reconstructed Theory of Change: IOM approaches to prevent, identify and address xenophobia and discrimination



Q.6: To which extent has IOM involved relevant stakeholders to increase its effectiveness and maximize its impact in the reduction of xenophobia and discrimination, as well as in the enhancement of social cohesion?

Xenophobia: Given the sensitivity of references to xenophobia in many countries, IOM often faced challenges in working with stakeholders to address the topic. However, this evaluation did find positive examples, such as in South Africa, where IOM collaborated on raising awareness through xenophobia campaigns with the Department of Justice on the NAP. Campaigning to counter xenophobia in the Americas was less partner-based, with IOM working mostly individually on national or regional initiatives such as on *Xenophobia Zero* and sometimes in parallel to existing or planned similar campaigns, such as the *Humano* campaign in Ecuador and the UNHCR regionally initiated campaign against xenophobia organized through the Platform for Refugees and Migrants from Venezuela (R4V) coalition (which IOM is part of). This targeted approach was in contradiction to the SRF output indicator that stated “*The UN system, including through the UNNMM, delivers coordinated messaging and campaigns to influence the global narrative to counter-xenophobia and discrimination*”⁴⁷. However, MMTPF (working across discrimination, xenophobia, and social cohesion) was a positive example where IOM collaborated with multiple UN agencies and Local/National Non-Governmental Organizations (LNNGO) for a common objective on addressing xenophobia, for example in South Africa as described above.

Discrimination: At the country level, IOM was found to collaborate with a range of stakeholders in efforts to reduce discrimination. As discrimination was implemented both as a cross-cutting issue, as well as through specific workstreams (e.g. gender equality and disability inclusion), the collaboration with stakeholders often depended on the specific type of project and initiative. For example, in addressing discrimination through policy development in Italy, South Africa and Tunisia, the IOM worked closely with national governments in the development of anti-discrimination laws and policies. IOM also collaborated closely with other UN agencies at the country-level to address discrimination reflecting the UN “Deliver as One” approach⁴⁸. To date, significant focus was placed on common initiatives, such as those on PSEA, gender equality and disability inclusion. Further, the different UN agency mandates influenced the priorities set for discrimination. Diaspora organizations, CSOs and LNNGOs in particular were important partners for addressing discrimination through social integration, economic development or humanitarian assistance initiatives for example, also considering their reach and presence with both migrants and host communities.

At the global level, IOM had a long-standing collaboration with UN initiatives and task forces on discrimination, notably on those related to disability and gender⁴⁹ in addition to alignments on sexual abuse, exploitation, and harassment (that are outside of this evaluation). As noted under Q.4, IOM developed an internal IOM Strategy on Race Equity and Equality strategy. However, this was found to address only staff and was not applicable to its programming, falling short on IOM’s commitment to the International Convention on Racial Discrimination⁵⁰.

Social cohesion was often addressed through projects focusing on the integration, inclusion, and acceptance of migrants, within different IOM workstreams, including labor mobility and social

⁴⁷ SRF, Output 4c.1.4.

⁴⁸ [UN General Assembly - Delivering as One](#).

⁴⁹ Including: United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UNSWAP); United Nations disability inclusion strategy accountability standards (UNDIS) and

⁵⁰ One of the normative frameworks of the GCM is the International Convention on the Elimination of All Forms of Racial Discrimination.

inclusion, preparedness, response and transition, as well as recovery and reintegration. Governments were often a partner for projects focusing on social cohesion, and feedback was generally positive about their role, given the potential for developing ownership and long-term solutions (see *Sustainability*). However, in some cases governments thought that insufficient consultation with them in the project design led to some dissatisfaction, as this government official commented on a social cohesion project:

“IOM will discuss an idea with us, then two years later they come with a project that's already written. Normally we are partners and not there to carry out their orders. Without our consultation, IOM designs their activities with a lack of follow-up. For example, participants in one project were trained in entrepreneurship, but when it comes to setting up and creating businesses, they are on their own”.

At the same time, positive examples were noted with government collaboration in the design of social cohesion initiatives. For example, social cohesion projects in Europe (European Economic Area) had strong collaboration and input from national and local governments. Some stakeholders also felt that IOM needed to be more strategic in its relationships with governments and in regional and continental bodies to have greater influence on policies and practices. The CSOs and LNNGOs collaborated mostly as implementing partners, receiving funds/grants to carry out specific initiatives and were less involved in project design or conception. In South Africa, for example, IOM implemented the MMTPF project through LNNGOs; in Ecuador, all social cohesion projects were implemented with CSOs or LNNGOs. IOM's projectized approach was also found to influence IOM's capacity to partner on social cohesion projects, as commented on by this partner in South Africa:

“What frustrates me is that for IOM, being projectized, the social cohesion project (MMTPF funded) is ending, and IOM cannot go on, while in UNHCR, social cohesion programming is part of its mandate in South Africa and will continue”.

3.3 Effectiveness

For xenophobia, although IOM reported having reached millions through its communications campaigns there were very limited efforts to evaluate their effectiveness.

As addressing discrimination was an overall aim of IOM's work, it was difficult to assess its effectiveness. Evaluations and assessments were found, however, in the sub-category of gender and diversity. Results showed that initiatives focusing on gender and diversity had increased within IOM, but evidence also demonstrated that further improvements were still needed. Other sub-categories, such as race, sexual orientation, age, or disability were much less present in IOM programming and therefore less assessed or evaluated.

For social cohesion, efforts were being made to evaluate the effectiveness of relevant initiatives, with several evaluations identifying positive results.

Elements of the themes were present in the SRF as indicators but were not yet fully implemented. There were some positive examples of IOM capturing lessons learned and good practices on xenophobia, discrimination, and social cohesion, but they were not applied consistently.

Q.7: To what extent have IOM approaches to address xenophobia and discrimination and enhance social cohesion been effective?

Xenophobia: This theme was found to be addressed by IOM's communication campaigns launched nationally, regionally, and globally⁵¹. As reported above, an estimated 17 million people were reached through IOM's communications on xenophobia. IOM was also active during the COVID-19 pandemic, speaking out on behalf of migrants facing xenophobia during the pandemic⁵². However, there were limited efforts to evaluate the effectiveness of these campaigns and communication efforts across the 50 ROs and COs (IOM had made some studies on the impact of campaigning but they were very few on xenophobia campaigning and/or their effectiveness⁵³). IOM staff and external stakeholders reported that they thought campaigning on xenophobia supported a more balanced and positive narrative about migrants, but communication alone was insufficient as this external stakeholder commented: *"IOM is communicating on why we should tolerate migrants, but it is not addressing the root of the problems in our community, which are socio-economic"*.

IOM was also noted as working with governments on policy development, mostly related to anti-discrimination laws (that included addressing xenophobia), as seen in Italy, South Africa, and Tunisia. At the global level, IOM has also contributed to the development of international treaties related to addressing xenophobia and discrimination, such as IOM's 2022 submission to the planned declaration on human rights for people of African descent⁵⁴. As noted under Q.2, some successes were seen in addressing xenophobia indirectly through social cohesion or similar projects.

In this respect, IOM's communication approach to xenophobia to date was reported as lacking links or alignment with new or existing programming components. For example, xenophobia campaigns did not address the socio-economic situations of migrants and host communities. This was a weakness already identified in past evaluations of UN xenophobia campaigning⁵⁵ and IOM staff did believe that a more comprehensive approach was needed. At the same time some exceptions were seen, for instance the MMPTF project on countering anti-migration narratives in South Africa⁵⁶, which did

⁵¹ For the main xenophobia campaigns currently running, please refer to: <https://www.iom.int/countering-xenophobia>

⁵² See for example, *Joint Statement in Solidarity with those Facing Xenophobia due to COVID-19*, Source: https://www.iom.int/sites/g/files/tmzbd1486/files/press_release/file/joint-statement-of-global-diaspora-coalition-on-combating-covid-19.pdf

⁵³ See: IOM (2020), *United We Watch: A Pilot Study on the Effect of the Global Migration Film Festival on Social Cohesion*; IOM (2019), *Migrants as Messengers: The Impact of Peer-to-Peer Communication on Potential Migrants in Senegal - Impact Evaluation Report*; IOM (2018), *Evaluating the impact of information campaigns in the field of migration: A systematic review of the evidence and practical guidance*, Central Mediterranean Route Thematic Report Series. A 2022 qualitative study based on focus group discussions has been made on the Xenophobia Zero campaign of the Americas region, but it was not focused on effectiveness. See IOM (2022), *Xenofobia, Una perspectiva analítica de la campaña de comunicación* (available in Spanish only). A 2022 evaluation on media and the migration narrative describes some results in changing views of the media staff, see IOM (2022), *"Proyecto Promoción de contribuciones positivas de la migración en América del Sur a través de los medios de comunicación y su interacción con OIM"* (available in Spanish only).

⁵⁴ <https://www.ohchr.org/sites/default/files/documents/issues/racism/wgwg-durban/session20/submissions/2022-10-04/submission-iwg20-un-bodies-international-organization-for-migration.pdf>

⁵⁵ For example, by UNHCR in South Africa: *"...its [UNHCR's] efforts have been compromised by the absence of a coherent, empirically informed strategy; the presence of short-term and narrow programming; and an inability to address political structures and incentives."* UNHCR (2015), *Protection from Xenophobia: An Evaluation of UNHCR's Regional Office for Southern Africa's Xenophobia Related Programmes*. P. 12. Source: <https://www.unhcr.org/media/protection-xenophobia-evaluation-unhcrs-regional-office-southern-africas-xenophobia-related>

⁵⁶ UN pilot project for strengthening migrant integration and social cohesion through stakeholders' engagement, socio-economic activities and countering anti-migration narratives in South Africa, October 2020-June 2023; IOM, UNDP, UNHCR, OHCHR, UN Women.

combine campaigning with social cohesion activities, such as social mixing and economic training for both migrants and host communities.

Finally, IOM staff and stakeholders felt that in some countries or regions, addressing xenophobia lacked contextual considerations and was implemented without a full understanding about the extent of its prevalence (the “identification” step), as this IOM staff commented *“we communicate on xenophobia, but is it really an issue in our country? I do not think so – actually we do not know, we never did any research just looked at media reports and social media”*. This underscored the lack of IOM guidance available and preparatory research carried out before launching initiatives on xenophobia. A positive example seen to address these limitations was demonstrated by a staff member who used information from published research, different country press reports at the national and regional levels, as well from conclusions generated by data from the Displacement Tracking Matrix (DTM) at the local level⁵⁷ to develop a concept note on xenophobia. This then formed a solid basis for a xenophobia-focused initiative.

Discrimination: As described under *Relevance* and *Coherence*, addressing discrimination was an overall aim of IOM’s work and it was more difficult for this evaluation to identify IOM’s effectiveness in addressing this theme. Nevertheless, IOM staff underlined that the organization’s mission – *“humane and orderly migration”* was based on the principle of non-discrimination and was, therefore, reflected in all of its policies, frameworks and commitments.

At the same time, discrimination was integrated in workstreams and activities through sub-categories such as gender and diversity, which was identified as a long-standing priority for IOM. The effectiveness of IOM’s approach linked to gender and diversity was substantiated in several evaluations and assessments, which broadly concluded that this theme had increased in importance throughout IOM. However, improvements were said to be required for many aspects, notably dedicated capacity, and effective mainstreaming⁵⁸. Improvements were anticipated by IOM staff considering the forthcoming new version of the gender equality policy with an accompanying road map.

This evaluation found evidence of consistent results emanating from the priority allocated to responding to gender and diversity in programming. Several examples were noted, such as the specific attention to vulnerable women in reintegration activities in Ecuador or the establishment of safe places for women and girls in the refugee camps in Bangladesh. At the same time, IOM’s approaches to other forms of discrimination, such as on race and ethnicity, disability and sexual orientation and sex characteristics, were much less present nor mainstreamed in IOM programming and therefore less assessed or evaluated.

Social cohesion: IOM was reported as starting to develop a strong evidence base for social cohesion projects as reflected in the guidance and described above under *Relevance*. Efforts were also noted in evaluating effectiveness, with several evaluations identifying positive outcomes as a result of IOM’s interventions⁵⁹, as well as systematic reviews of the effectiveness of interventions by IOM and other

⁵⁷ such as DTM’s Solution and Mobility Index: <https://dtm.iom.int/solutions>

⁵⁸ See: IOM (2021), *Review of the Implementation of Recommendations from the 2017 Evaluation of IOM Gender Equality Policy and MOPAN Assessment*; MOPAN (2019), *MOPAN 2017-18 Assessment* - IOM.

⁵⁹ IOM (2021), *Strengthening Social Cohesion and Stability in Slum Populations* (Uganda); IOM (2021), *Evaluation Report - ADMIN4ALL: Supporting Social Inclusion of Vulnerable Migrants in Europe*. IOM (2023), *Thematic Evaluation of IOM’s Labour Migration and Mobility Strategy and Initiatives*. Further evaluations of initiatives on reintegration of migrants returning to their home countries included social cohesion activities. for example, IOM (2023), *Nigeria: Strengthening Reintegration for Returnees (SRARP) - Phase II– Ex-Post Evaluation*; IOM (2023), *Final evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa*.

actors⁶⁰. A forthcoming study of IOM's social cohesion initiatives in three countries by IOM's Global Migration Data Analysis Centre (GMDAC) and the University of Massachusetts Amherst found that participant feedback was overwhelmingly positive (compared to those who did not participate), implying that these initiatives were effective in getting different social groups together and starting their interaction⁶¹.

However, challenges were identified in the effectiveness of social cohesion initiatives, mostly reported as linked to the projectization of IOM's initiatives (i.e. lacking sustainability, follow-up and a joined-up approach), funding availability, the considerable time needed to see project objectives achieved that clashed with IOM's project timelines (often 1-2 years and for some activities as short as 3 months) and the superficial nature of some activities. Further, as described in *Relevance* above there were different understandings of social cohesion within the IOM that did not facilitate a common approach for assessment.

Q.8: To what extent has IOM been able to set strategic targets and results to prevent and reduce xenophobia and discrimination and enhance social cohesion and measure the progress against them?

At the global level, IOM's SRF was found to address discrimination through two elements, gender mainstreaming and disability inclusion, as two of its six cross-cutting priorities as mentioned above. Further, the indicators on organizational effectiveness and efficiency also included an indicator on the extent to which the CO Strategy and/or associated risk assessment incorporated: a) PSEA, b) gender equality and c) diversity⁶². Reference to xenophobia, discrimination and social cohesion was found within the outcomes and outputs of the four SRF⁶³ objectives, as follows:

- Objective one – humanitarian assistance and protection: This objective emphasizes equitable access to assistance and protection in addition to highlighting the needs of vulnerable groups.
- Objective two – resilience and empowerment: This objective has outcomes on migrant vulnerability, social exclusion / inclusion, and recovery.
- Objective three – human mobility: This objective emphasizes non-discriminatory approaches in human mobility and migrant vulnerability.
- Objective four – migration governance: There is an outcome on public narrative on migration addressing xenophobia and discrimination.

However, since the introduction of the SRF indicators in 2022, no data was available and/or compiled that would report the extent to which ROs and COs included these aspects in their projects and how they are progressing to date. Further, no targets were set in the version of the SRF reviewed.

Another global strategic target or result identified and relevant for discrimination present across IOM projects was the IOM Gender Marker. However, a 2021 evaluation found that the Gender Marker “*has not been fully and systematically integrated across IOM's programmatic work*”. The reasons given included insufficient guidance, staff turnover and lack of funding and human resources set aside for implementation⁶⁴.

⁶⁰ See IOM (2022), *Rapid Evidence Assessment on Socioeconomic (Re)integration Interventions for Migrants and Returnees*.

⁶¹ See IOM (2023), *Study on IOM's social cohesion initiatives: Bosnia and Herzegovina, Ecuador, Republic of Türkiye (Ankara and Gaziantep)* (draft).

⁶² See: <https://www.iom.int/strategic-results-framework>; *SRF Indicators* (dated 2023) - (internal document).

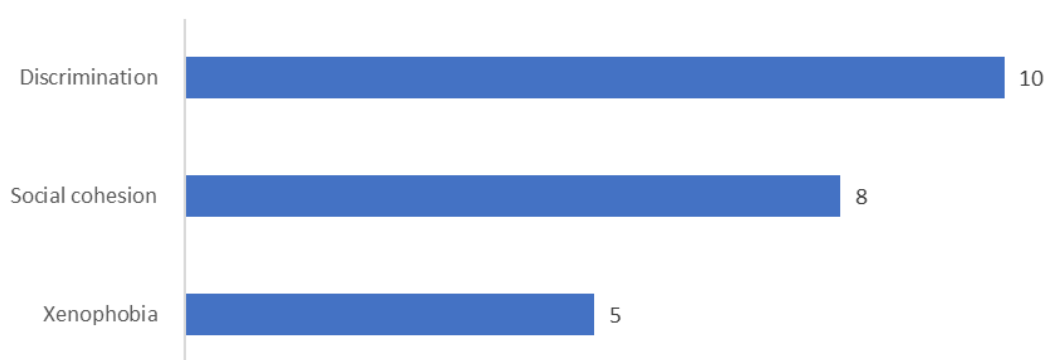
⁶³ Ibid.

⁶⁴ IOM (2021), *Op. Cit.*, p. 11.

At the country-level, the presence of the three themes in CO strategies varied (see Figure 5). An assessment of ten randomly selected CO strategies⁶⁵ indicated:

- **Xenophobia** is mentioned in half (5 of 10) of the CO strategies but does not feature in any strategies as an objective or sub-objective; more so countering xenophobia was incorporated within different sub-objectives/areas of work such as strategic communications, resilience, or partnerships, as illustrated above in Q.3.
- **Discrimination** was mostly mentioned in support of resilience and protection objectives, with gender equity or mainstreaming featured as a cross-cutting issue in four CO strategies; Guatemala was the only CO with a cross-cutting issue broader than gender for discrimination; its cross-cutting issue was gender, diversity, and inclusion.
- **Social cohesion** was mentioned in most CO strategies with it featured as a specific objective/priority in Guatemala, Ireland, and Thailand; and as a sub-objective/area of work for Mozambique and Türkiye. The two CO strategies that did not mention social cohesion (or integration or harmonization), more so speak of orientation for migrants in the labour migration cycle (Gulf Countries) or migrant reintegration (Bangladesh).
- None of the CO strategies had targets concerning xenophobia, discrimination, or social cohesion; however, the CO strategies were in general structured without targets or indicators for their priorities, objectives, and sub-objectives.

Figure 5: Presence of three themes in 10 CO strategies



At the project level, the extent to which inclusion of strategic targets and results was directly linked to xenophobia, discrimination or social cohesion largely depended on their level of alignment with the project aim(s). For example, a project that focused on social cohesion would have targets and indicators for social cohesion, but they were measured mostly at the output level (i.e. number of people reached) rather than at the outcome level (i.e. level of social cohesion achieved). Communication campaigns on xenophobia were also noted as having targets and indicators measured largely at the output level (i.e. number of people reached) rather than at the outcome level (i.e. reduction of xenophobic beliefs).

Further, there was no evidence of broader mainstreaming of strategic targets and results for the three themes across projects, with cascading effects at the country, regional or global levels. A possible result of the SRF could be a broader uptake of comparable outcomes, but at the time of this evaluation, no data was available as described above. Aside from the Gender Marker, the only aspect

⁶⁵ Ten countries randomly selected where CO strategies were available: Armenia, Bangladesh, Egypt, Ghana, Guatemala, Gulf Countries, Ireland, Mozambique, Thailand, Türkiye. See Annex 6 for the detailed analysis.

that was found to be constant in most projects was gender disaggregation when reporting on project participants and beneficiaries; any other disaggregation by other factors (such as age or disability) was largely absent⁶⁶.

Q.9: How does IOM capture lessons learned and good practices in preventing and tackling xenophobia and discrimination and enhancing social cohesion, and how are they integrated into strategies and projects?

There were some positive examples of how IOM captured lessons learned and identified good practices on the three themes, but knowledge management (KM) practices were inconsistently applied across the three themes, reducing the opportunities to integrate lessons and practices into future strategies and projects. This situation of limited KM was not specific to these three themes but has also been highlighted by other recent organization-wide evaluations⁶⁷.

Xenophobia: Aside from the public website centralizing IOM's resources and activities (<https://www.iom.int/countering-xenophobia>), there were limited examples of KM practices. Several platforms were established in the Americas to monitor xenophobia such as Xenophobia Zero, and *Barometro de Xenophobia*, as well as sharing information and aligning them with initiatives at the regional level, such as the Regional Conference on Migration in Central America and the Caribbean and the South American Regional Conference. However, as described under Q.6, IOM did not always align with other initiatives to share information, as with the example provided on R4V and xenophobia campaigning.

Discrimination: Resources and information were available on the different sub-categories of discrimination (as detailed in Q.4) but they were not centralized in any one location to facilitate the capturing of lessons learned and good practices.

Social cohesion: The KM example highlighted most often by IOM staff in the social cohesion area was the DISC initiative. As detailed under *Coherence*, the creation, compilation and sharing of resources was highly appreciated by IOM staff. DISC was also reported as providing a global community of practice for social cohesion. However, IOM needed more sustainable systems to allow staff to share and exchange learning, as highlighted by this IOM staff member: "*We are short on this [sharing and exchanging]; beyond DISC there have been very little resources invested on this.*" An example of a good practice of sharing and using good practices was within the Bangladesh camp context with the inclusion outreach model Communicating with Communities, which was seen as effective in determining priorities in camp as well as allowing IOM to see how they were performing.

IOM's participation in active sharing beyond the organization was limited with some exceptions. In Europe, the project Includ-EU⁶⁸ was established to promote the exchange of good practices between European regions about migrant integration (including social cohesion) and was an example of a project that integrated lessons and practices from previous similar projects, notably ADMIN4ALL⁶⁹. Includ-EU had already seen instances where the exchange of good practices had led to the replication

⁶⁶ As confirmed in IOM (2021), *Review of the Implementation of Recommendations from the 2017 Evaluation of IOM Gender Equality Policy and MOPAN Assessment* and IOM (2023), *Thematic Evaluation of IOM's Labour Migration and Mobility Strategy and Initiatives*.

⁶⁷ See for example, IOM (2023), *Thematic Evaluation of IOM's Labour Migration and Mobility Strategy and Initiatives*; and IOM (2023), *Evaluation of IOM's Strategic and Operational Response to the COVID-19 Pandemic*.

⁶⁸ See: <https://includeu.eu/>

⁶⁹ See: <https://migrationnetwork.un.org/resources/admin4all-supporting-social-inclusion-vulnerable-migrants-europe>

of initiatives on social cohesion and integration from a European local region to a broader region according to IOM staff.

Regional Thematic Specialists (RTS) contributed to ensuring that lessons and practices from previous projects were included in future similar initiatives. In all regions, they were playing an important role in the exchange of information between country-level projects, but within their areas of expertise; Labour Mobility and Social Inclusion RTS were a focal point for social cohesion within their portfolios of work. There was also a genuine interest in learning from the experiences of other COs and regions on these three themes; for example, the IOM team leading the Helios integration project (including social cohesion) in Greece had given some 20 presentations of the project to other COs and regions. However, RTS had no formal responsibility for addressing discrimination and xenophobia⁷⁰.

IOM's Peer Exchange and learning on Migration platform (POEM)⁷¹ was not mentioned by IOM staff as being used for these three themes. As for previous corporate evaluations, areas for improvement on capturing lessons and good practices were highlighted by staff, for example:

"We would like to enhance the analysis of practices. A necessary improvement would be an investment in the analytical capacity of the organization as we have a lot of data; we have thousands of projects and operations but do not have the time and resources to analyze them"

3.4. Efficiency

IOM was not well known among implementing partners for its commitment and work on xenophobia. Staff members were not clear about IOM's approach in addressing xenophobia; there were also no specific training courses available for staff and partners. Expertise on xenophobia was shared among several HQ units with no full-time staff working on this theme. Funding was also limited for initiatives on xenophobia.

Awareness of IOM's commitment and work on discrimination also varied for both partners and staff. There were several online training courses available for both staff and partners on discrimination but these covered specific sub-categories rather than applying an intersectional approach. The varying levels of awareness of IOM's commitments and work on discrimination was reflected in their arrangements for working with partners. Resources invested for discrimination varied and depended on both the priorities of the ROs and COs and the funding available.

Staff and partners were aware of IOM's commitments and work initiatives involving the promotion of social cohesion, also considering that many projects addressing social cohesion were implemented jointly with partners. Four HQ units were found to be working on social cohesion, creating challenges in aligning approaches across the migration cycle. Increasingly, multi-year funding was being allocated to social cohesion although donors were also prioritizing their own pre-determined topics.

⁷⁰ As seen in the RTS job description template (RTS Terms of Reference).

⁷¹ See: <https://poem.iom.int/landing-page#landing-page>

Q.10: To what extent are IOM staff and implementing partners aware of and well informed on IOM's commitments to address xenophobia and discrimination and enhance social cohesion and comply with them in IOM interventions?

Xenophobia: Partners were not all aware of IOM's commitments and work on addressing xenophobia. One reason for this, identified by both IOM staff and stakeholders interviewed, was that sensitivities linked to local contexts prevented IOM from prioritizing xenophobia in many countries, not being either an issue that needed to be addressed in all contexts. Further and as described above, IOM's communication campaigns on xenophobia were not always implemented through partnerships and therefore less known to partners. IOM could also address xenophobia indirectly, for example through social cohesion projects or policy development on anti-discrimination laws. IOM staff members were found to lack clarity about IOM's approach to addressing xenophobia even if technical support available was rated highly (see Figure 6), possibly reflecting the communication and web support available rather than support on the xenophobia thematic itself, based on feedback from interviews. There were no specific IOM online training courses available on xenophobia in IOM's E-campus.

Discrimination: Given the cross-cutting nature of discrimination and its treatment through sub-categories and workstreams, awareness about IOM's commitment and work on discrimination varied according to both partners and staff. There were several online training courses on discrimination available on IOM's E-campus for both, but these covered specific sub-categories such as "Women and migration" and "Migration and LGBTI populations" rather than a more intersectional approach to discrimination. An analysis of IOM's staff e-learning platform, iLearn, provides the following data on the number of IOM staff who had completed online courses on discrimination and related themes in the last three years:

Table 3: Completion by IOM staff of iLearn courses on discrimination sub-categories

Course title	HQ	Field	Total
Older People and Migration	4	1282	1286
HR Essentials: IOM's Diversity and Inclusion	5	261	266
The Human Rights of Migrants	1	61	62
Diversity	0	7	7
Gender and Migration	0	5	5
Anti-Racism for Leaders: Allyship	1	3	4
Anti-Racism: Colorblindness Doesn't Work		2	2
Diversity and Inclusion	2	0	2
Anti-Racism for Leaders: Diversity-Focused Recruitment	0	1	1
Anti-Racism for Leaders: Mitigating Bias	1	0	1
Total (no. of staff having completed a course)⁷²:	14	1622	1636

⁷² Dates of course completion from December 2020 to October 2023; courses were added from December 2020 onwards, so not all courses were available as of December 2020.

As seen in this Table, the course on “Older people and migration” accounted for some 75% of all courses completed, indicating that IOM staff members saw an interest and felt the need for further education on this topic. It should also be noted that most of these courses, such as those on anti-racism, focused predominantly on workplace relations and much less on programming.

The varying levels of awareness about IOM’s commitments and work on discrimination was also reflected in the working arrangements with partners. For example, within the implementing partners agreement template⁷³, there were no references to discrimination based on disability, gender, age, or ethnicity⁷⁴. The available toolkit for working with local actors also contained limited guidance for addressing discrimination⁷⁵. Some IOM staff members explained that implementing partners were given inception briefings prior to working with them, which implied that there was a common “understanding” about discrimination, but no supporting documentation was found. Similarly, staff members also signed codes of conduct and reported awareness of promoting equality in project implementation.

Social cohesion: Staff and partners were aware of IOM’s commitments and work involving the promotion of social cohesion, also considering that many projects addressing social cohesion were implemented jointly with partners, as described under Q.5. On IOM’s E-Campus, there were no specific courses on social cohesion. However, there were several courses available on migration reintegration that included content on social cohesion⁷⁶. There were no other training courses available covering social cohesion in other phases of the migration cycle, such as recovery or resettlement. A positive example shared by one IOM staff member on social coherence learning referred to an HQ level retreat on social integration and cohesion, which was about *“a retreat of all the thematic specialists with the team in Geneva, where inclusion and social cohesion as a whole was identified as a priority-- not only looking at discrimination and xenophobia, because this is just one piece of the brain of IOM's work in these areas. And this is one of the priorities for the IOM as a whole, for the thematic unit and understanding of IOM's footprint in this area.”*

Q.11: Are the expectations and roles to address xenophobia and discrimination and enhance social cohesion at the global, regional, and country levels sufficiently clear to promote IOM approaches efficiently?

Xenophobia: There were no full-time staff or focal points globally or regionally working on xenophobia. Xenophobia was found to be shared between several HQ units: the Media and Communications Division (MCTD), LMI, the Protection Division and the Migration Law Unit (MLU), among others. Following an initiative from the Office of the Director General, a cross-unit Task Force

⁷³ Implementing partners agreement template (internal document).

⁷⁴ The template mentions responsibility of partners not to engage in discriminatory or exploitative practice or practice inconsistent with the rights set forth in the Convention on the Rights of the Child (para 8.2); and to take all practice inconsistent with the rights set forth in the Convention on the Rights of the Child (para 8.2); and to take all appropriate measures to prohibit and prevent actual, attempted and threatened sexual exploitation and abuse (“SEA”) by its employees or any other persons engaged (para 8.3).

⁷⁵ IOM (2020), *Strengthening engagement with local actors: A toolkit for IOM staff*.

⁷⁶ Courses include Reintegration Handbook Online Course; Disarmament, Demobilization and Reintegration of Children and Adolescents; Monitoring and Evaluating Return and Reintegration Programmes. See: <https://www.ecampus.iom.int/>

on IOM's Visibility on Xenophobia was established in April 2020 led by the International Partnerships Division (IPD). However, the Task Force was set up temporarily as part of the COVID-19 response and its last meeting was in December 2020⁷⁷. The Task Force mainly focused on raising awareness on what IOM was doing on xenophobia (thus the name of the Task Force) and according to the minutes had little focus on coordination or understanding the effectiveness of IOM's xenophobia initiatives.

Discrimination: Within the sub-categories of discrimination, there were six staff working full-time on gender and diversity (at HQ within the GDC⁷⁸), while all others working on gender and diversity (as focal points) did so on a voluntary basis in addition to other responsibilities. Almost all COs reported having a gender focal point, however it was a voluntary role and not the focus of their work. The appointment of a full-time gender advisor/specialist for each RO was reported as planned but not yet in place. In addition, for other sub-categories of discrimination, there was a full-time disability inclusion advisor attached to Protection Division and a part-time LGBTIQ+ focal point attached to the Department of Human Resources Management. However, there were no designated focal points for other aspects of discrimination, such as age, race, or ethnicity. There was also no dedicated staff for other sub-categories of discrimination at the regional or country level.

Social cohesion: Four Headquarter units were found to be working on social cohesion: Transition and Recovery Division (TRD) which focuses on fragile and post-conflict contexts, LMI working on labour migrants' integration, the Preparedness and Response Division (PRD) for displaced and refugees in humanitarian crises, and the Protection Division for reintegration of migrants returning to their home countries. While LMI was reported as having some staff dedicated to social cohesion (i.e. mainly those working with DISC), no other known focal points were dedicated to social cohesion within the other divisions. Therefore, a noticeable challenge was to establish some level of alignment in social cohesion approaches across the migration cycle at the HQ level that were consequently integrated into programming as described under *Coherence*.

Field roles: The fragmentation of roles linked to work at HQ on xenophobia, discrimination and social cohesion identified above, also implied lacking or missing clarity about these roles in the ROs and COs. Nevertheless, gender focal points were in place and some COs had also nominated disability inclusion focal points. RTS were a reference point for their areas of expertise as described under *Effectiveness*. However, with the exception of gender and social cohesion, most CO staff were unsure who to approach for support at the RO and HQ levels. Within the COs, staff dedicated to projects could have know-how and expertise, such as staff working on migrant integration (for social cohesion) or staff working on a xenophobia campaign. Further, as described under *Coherence*, the inconsistent guidance available was not supportive in clarifying roles and expectations on xenophobia or discrimination.

⁷⁷ Task Force - IOM's visibility on Xenophobia, Minutes; April 2020, May 2020, June 2020, October 2020, December 2020 (internal documents).

⁷⁸ GDC was established in January 2022 to cover gender, SOGIESC issues, disability inclusion, race equity and equality, youth and older persons. The unit currently has six positions (four administrative/core position and two project funded positions): one head of unit, one Senior Diversity, Equity and Inclusion covering the race equity and equality portfolio (with a focus on IOM's workplace) and SOGIESC, one Policy officer (gender and diversity topics including disability inclusion), two staff dedicated to gender, and one administrative support. The youth portfolio is currently handled by External Relations.

Q.12: Have the resources invested by the Organization to prevent, identify and address xenophobia and discrimination and enhance social cohesion been sufficient to support its objectives and commitments?

The evaluation found that the resources invested by IOM (and donors) were only partially sufficient to support IOM's organizational objectives and commitments to address xenophobia, discrimination or social cohesion as noted in the Effectiveness section - Q.7. A limited number of staff were found to be dedicated to these themes. IOM staff surveyed were asked to what extent they believed resources were sufficient to support different aspects of xenophobia, discrimination or social cohesion and the following can be reported, as seen in Figure 6.

Xenophobia: Support for stand-alone initiatives linked to xenophobia was rated the lowest of all aspects with some half of staff surveyed indicating that support available was "A little" or "Not at all". The availability of funding for xenophobia initiatives was mentioned by IOM staff as a main reason for limited stand-alone initiatives on xenophobia, in addition to the sensitivities of addressing xenophobia and its relevance in all contexts, as already discussed. For example, Ecuador had funding for communications, but it was cut due to shifting priorities (also linked to the shift of funding to the war in Ukraine by donors). Similarly, the Xenophobia Zero platform initially established in Central America and the Caribbean, but also used beyond, was limited in terms of further development due to funding issues. Technical support for addressing xenophobia was rated highly by IOM staff despite the lack of further investments in technical specialists already identified by this evaluation.

Discrimination: Staff interviewed highlighted that the resources invested in discrimination varied and depended upon both the priorities of the ROs and COs and the funding available. As already mentioned, donors could have their own priorities favoring one sub-category over another. About half of staff surveyed indicated that support available for stand-alone initiatives was "A little" or "Not at all". As confirmed in interviews and country visits and described throughout this report, discrimination was treated by IOM as both a cross-cutting issue and implemented through projects focused on a given sub-category, which could explain why support for stand-alone initiatives was rated as low.

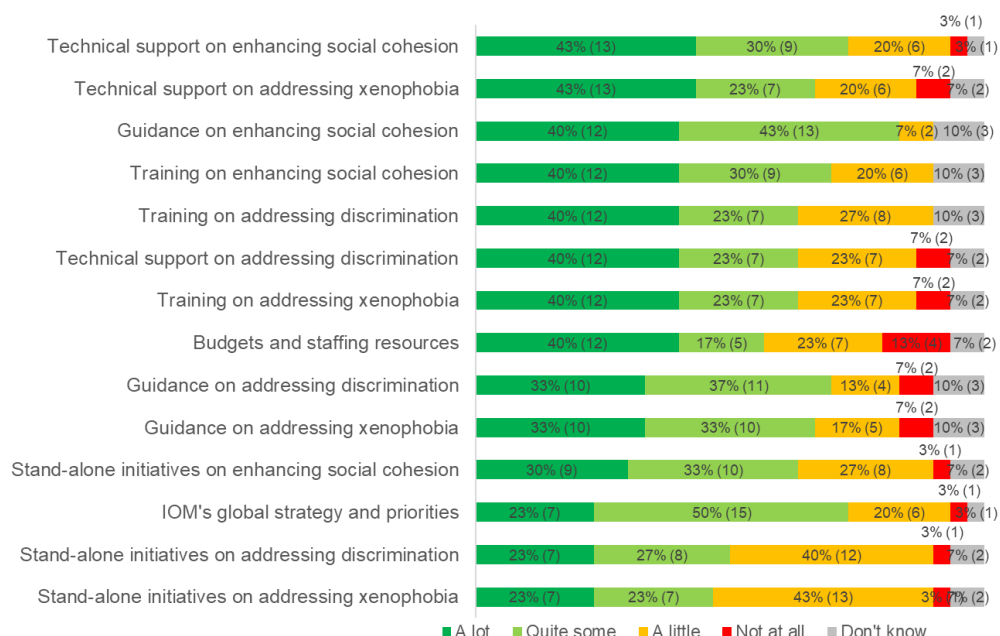
Social cohesion: Overall, support was seen as highest for aspects related to social cohesion, such as technical support, guidance, and training. This confirmed the findings on the availability of resources and guidance as described above in Q.4. At the same time, one-third of staff surveyed thought that support available was "A little" or "Not at all" for stand-alone initiatives on enhancing social cohesion. This was confirmed in the country visits and interviews; there was a demand for projects including social cohesion (such as migrant integration, reintegration, or transition) but it was challenging to secure the necessary funding. Positively, donors such as the European Union, the United States, Germany, and Switzerland, were found to be providing funding to IOM of up to four years for some projects, including those focused on social cohesion, instead of for a one-year funding period. However, according to IOM staff, in most cases the funding was still limited to an annual cycle within a longer-time period, shaping IOM's projects accordingly. At the same time, donors were setting predetermined topics and priorities that could influence funding and consequent programming as this IOM staff member commented:

"Some of the projects have been funded by regional funding mechanisms available on issues of inclusion, integration, and social cohesion. These funding mechanisms that we can access have predetermined priorities and our projects should speak to those priorities if we would like

to get some funding.”

Figure 6: Aspects sufficient to support the three themes

To what extent do you believe the following aspects are sufficient to support IOM's commitments to address xenophobia, discrimination and enhance social cohesion?



3.5 Impact

For xenophobia, there was limited guidance available so any outcomes and impact could not be easily attributed to it. IOM's increasing access to services for migrants by addressing xenophobia and discrimination was estimated by some half of IOM staff surveyed as very or mostly successful. IOM staff thought that the organization's greatest contribution to addressing discrimination was in raising the visibility of the barriers faced by migrants, also considering the cross-cutting nature of discrimination integrated across IOM programming. As guidance on discrimination was spread across different sub-categories and/or contexts/activities, it was difficult to specifically attribute to this guidance any outcomes or impact, with the exception of gender and diversity.

Although members of host communities spoke of changing their beliefs, attitudes, and behaviours towards migrants, it was challenging to see progress, given the societal, political, cultural, and economic changes also needed to accompany them for an effective change. There were however positive examples and a growing evidence base of IOM's contribution to social cohesion for migrants, although many challenges were still identified.

Q.13: To what extent can identified outcomes and impact on the prevention and elimination of xenophobia and discrimination in IOM interventions be attributed to IOM's strategic guidance on the topics?

Xenophobia: As described under *Coherence*, the limited guidance available on xenophobia prevented any outcomes and impact from being attributed to it.

Discrimination: As also noted under *Coherence*, this evaluation found a considerable amount of resources on discrimination. However, as the guidance covered a wide range of sub-categories of discrimination and/or those that were produced for a specific context and/or type of IOM activities, it was difficult to trace the related contributions to any outcomes or impact. One exception is the long-standing guidance available on gender and diversity, which was seen as having contributed to a larger organizational focus and supported some results as already discussed and having the potential to further increase the contribution to results.

Q.14: To what extent are IOM's actions to address/redress xenophobia and discrimination and enhance social cohesion bringing expected changes, such as stakeholder perceptions, and due access to services, rights, and information by affected groups?

Xenophobia: Increasing access by migrants to IOM services for addressing discrimination and xenophobia was estimated as very, or mostly, successful by 46% of survey respondents, with 33% indicating a little success and 10% indicating not successful or do not know (see Figure 7 below). Positive examples identified by this evaluation include IOM's programme of cultural mediators in Italy, where their work with border agents and labour inspectors increased the quality and access to services for migrants, in particular facilitating access to asylum procedures and to services and protection mechanisms for victims of labour exploitation. At the same time, IOM staff and partners highlighted that changes in policies and consequently services for migrants also require a dedicated and collaborative government partner, which was not always the case in the countries where IOM was working.

Changing discriminatory beliefs, attitudes and behaviours towards migrants and decreasing violence towards them were the two aspects where IOM staff thought the organization's contribution was the least, respectively with 30% and 27% representing the sum of very and mostly successful ratings. Although this evaluation heard from members of host communities speaking of changing their beliefs, attitudes, and behaviours towards migrants (and migrants and partners confirming such changes) and noted IOM's work towards supporting a balanced narrative, it was seen as challenging to see progress, given the societal, political, cultural and economic changes also needed to accompany them and make them more effective.

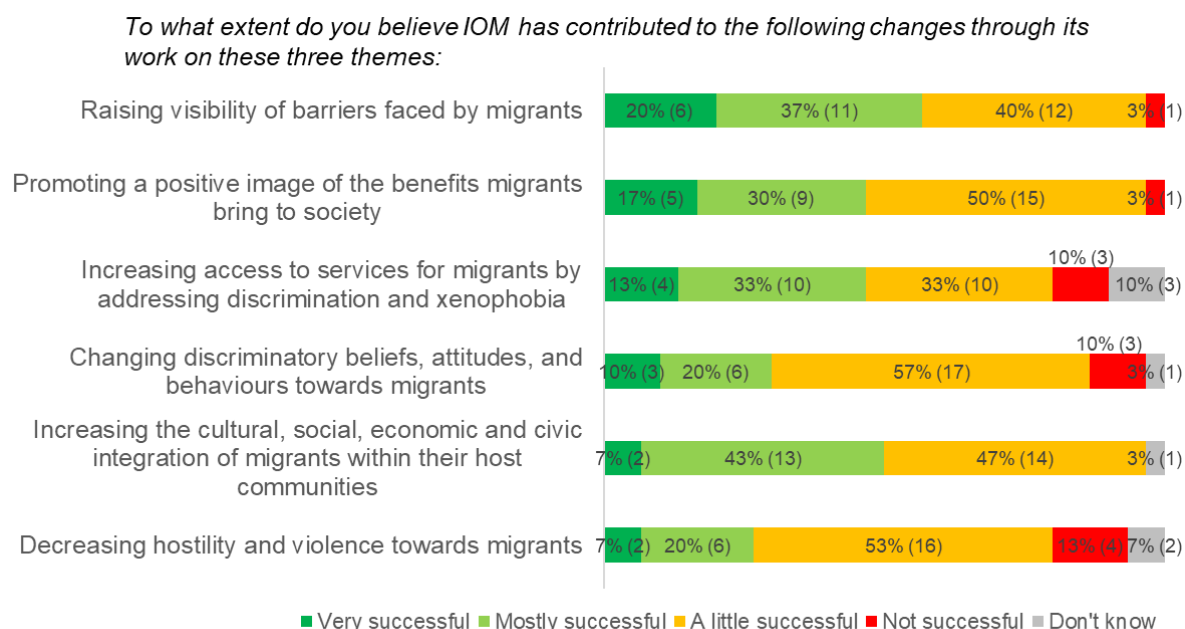
Discrimination: As seen in Figure 7 below, IOM staff reported that the organization's greatest contribution to addressing discrimination was in raising awareness about the barriers faced by migrants (57% - very or mostly successful) and promoting a positive image about the benefits migrants bring to society (47% - very or mostly successful). This was also supported by IOM staff and stakeholders interviewed, who highlighted the cross-cutting nature of discrimination integrated across IOM programming. For example, the 2022 evaluation of the migration narrative project in the Americas found that IOM was successful in changing the views of the media regarding their migration narrative. This was seen as a positive result even if not able to assess any change to public opinion as a result⁷⁹.

Social cohesion: Half of IOM staff (50% - very or mostly successful) estimated that IOM was successful in contributing to the cultural, social, economic and civic integration of migrants; whereas half (47%) thought it was only a little successful. As described under Effectiveness, there were positive examples and a growing evidence base of IOM's contribution to social cohesion for migrants, although there

⁷⁹ IOM (2022), *Proyecto Promoción de contribuciones positivas de la migración en América del Sur a través de los medios de comunicación y su interacción con OIM* (available in Spanish only).

were also many challenges in defining them, mostly linked to IOM project approach, design and implementation as described under Q.7.

Figure 7: IOM's contribution to changes on the three themes



3.6 Sustainability

The main enablers found for guaranteeing the sustainability of IOM's interventions on xenophobia, discrimination or social cohesion included the existence of inclusive government policies and frameworks, supported by IOM's holistic approach, awareness-raising, capacity building, partnerships, community engagement, and data, research, and evaluation. Challenges identified for sustainability included the short-term funding and resources available, projectization, limited monitoring and evaluation, in addition to context factors such as the socio-economic situation, willingness of governments to engage, the political climate, implementation of legal and policy frameworks, deep-seated prejudices and attitudes, cultural and linguistic barriers.

Examples where IOM was successful in addressing xenophobia indirectly and building national ownership were noted in preventive measures through policy development and social cohesion projects. However, challenges were seen given the reluctance of many governments to engage directly on the subject with IOM, also considering that the identification of the nature and intensity of xenophobic beliefs was not always evidence-based, and campaigning was often done alone rather than in coordination with partners and authorities, thus reducing the potential for building national ownership.

In terms of building national ownership on discrimination, IOM worked closely with migration actors to develop inclusive migration policies and frameworks, often supported by policy development and capacity building, in addition to an evidence-based approach.

In its social cohesion activities, IOM contributed to building national ownership often working closely with governments and other migration actors. However, a lack of consultation in the design phase was found to have reduced potential ownership.

Q.15: What are the main enablers and challenges in guaranteeing the sustainability of measures addressing xenophobia, discrimination, and social cohesion in IOM interventions?

The evaluation identified the main enablers and challenges in guaranteeing the sustainability of measures addressing xenophobia, discrimination, or social cohesion (with relevance indicated per theme), as listed in the Table below.

Table 4: Enablers and challenges for sustainability (ranked)

Enablers for sustainability	Challenges for sustainability
<ul style="list-style-type: none"> ● Inclusive policies: The implementation of inclusive policies by national and local governments that promote equal rights and opportunities for migrants and host communities has contributed to social cohesion, reduced the risk of discrimination and xenophobia and guaranteed sustainability. <i>The three themes</i> ● Awareness-raising and education: IOM and partners raising awareness of the negative effects of xenophobia and discrimination, as well as educational initiatives that promote tolerance, diversity and inclusion, have helped to challenge stereotypes and prejudices and build social cohesion and understanding. <i>The three themes</i> ● Capacity-building: Capacity-building for local institutions, civil society organizations and community leaders enabled efforts to combat xenophobia and discrimination and enhance social cohesion to continue after the end IOM interventions. <i>The three themes</i> ● Holistic approaches: Approaches of IOM and other actors to the three themes that combined legal, social, economic, civic, and educational measures have helped create positive and lasting changes. <i>The three themes</i> ● Legal and policy frameworks: The existence of national legal and policy 	<ul style="list-style-type: none"> ● Short-term funding: Many IOM interventions depend on project-based funding for one to two years, which has led to uncertainty and hindered long-term viability. <i>The three themes</i> ● Resources available: The staff and budgets available for discrimination and xenophobia were limited at HQ, ROs and COs. <i>Discrimination and xenophobia.</i> ● Projectization: The project-based nature of IOM's work implied that follow-up and a more holistic approach was challenging. <i>The three themes</i> ● Socio-economic factors: Socio-economic factors such as unemployment, poverty and competition for resources contribute to xenophobia and social tensions that were challenging for IOM to address in its interventions, with weak sustainability prospects. <i>Discrimination and xenophobia.</i> ● Political climate and populist narratives: Xenophobia and discrimination are fueled by political rhetoric and populist narratives that scapegoated migrants and minority groups. Countering these narratives require political will, advocacy, and fostering alternative narratives that were only partially possible for IOM to carry out and sustain, despite its best efforts to do so. <i>Xenophobia.</i> ● Willingness of governments to engage: Government's support for these three themes was necessary, which was not always forthcoming. Given the sensitivities in some contexts with refugees and migrants, any reference to sustainable integration and/or existing xenophobia amongst host

<p>frameworks prohibiting xenophobia and discrimination and promoting social cohesion have supported IOM's interventions and sustainability. These frameworks include anti-discrimination laws, inclusive migration policies and human rights protection mechanisms. <i>The three themes</i></p> <ul style="list-style-type: none"> ● Partnership and collaboration: Effective collaboration between IOM, governments, CSOs and local communities has enabled IOM to draw on a diversity of skills, resources, and viewpoints to develop effective interventions and support sustainability. <i>The three themes</i> ● Community engagement: Involving communities in the design and implementation of IOM interventions was a positive contribution to changes, with good prospects on sustainability. <i>The three themes</i> ● Data, research, and evaluation: Collecting accurate data and carrying out research on xenophobia, discrimination, and social cohesion, in addition to evaluation of IOM's interventions has supported a more evidence-based approach and would support the calls for sustainability. <i><u>The three themes</u></i> 	<p>populations was not always welcomed by governments. <i>The three themes</i></p> <ul style="list-style-type: none"> ● Monitoring and evaluation (M&E): M&E of IOM's initiatives, notably on xenophobia, was weak, limiting IOM's ability to understand the prevalence of xenophobia, the effectiveness of its actions and identify areas for improvement. <i>Xenophobia.</i> ● Legal and policy Implementation: Even with strong national legal and policy frameworks, effective implementation could be a challenge. Ensuring that anti-discrimination and inclusion measures are effectively enforced and monitored requires coordination, capacity-building, and accountability mechanisms, which IOM could support but require the willingness of governments. <i>Discrimination and social cohesion</i> ● Cultural and language barriers: Cultural differences and language barriers can hinder effective communication and understanding among diverse communities. <i>Social cohesion</i> ● Long-Term commitment and investment: Sustaining efforts to address these themes require long-term commitment and investment that was often at odds with IOM's projectized nature. <i>The three themes</i> ● Deep-seated prejudices and attitudes: Tackling xenophobic attitudes and deep-rooted discriminatory beliefs can be difficult. Overcoming stereotypes and prejudice requires long-term efforts of IOM, its partners, and other actors, including financial investments and commitments. <i>Discrimination and xenophobia</i>
---	---

Q.16: To what extent has IOM contributed to building durable national ownership to prevent, identify and address xenophobia and discrimination and to enhance social cohesion between migrants/displaced populations and host communities?

Building national ownership to preventing, identifying, and addressing xenophobia

In some of its initiatives, IOM addressed xenophobia indirectly through preventive measures, such as working on policy development (anti-discrimination policies and laws) and social cohesion projects, which consequently contribute to building national ownership. IOM was also reported as helping in building durable national ownership by challenging negative narratives and fostering inclusive attitudes through public campaigns, media outreach, and community events. For example, in both Tunisia and Ecuador IOM used a variety of approaches such as art, theater and music to bring together migrants and host communities. Further, IOM's advocacy by COs has focused on having the necessary policies and institutions in place to support a more inclusive and tolerant environment. In South Africa,

IOM's campaigning was in direct support of the government's NAP to Combat Racism, Racial Discrimination, Xenophobia and Related Intolerance as detailed under Q.3.

However, building national ownership to prevent, identify and address xenophobia was seen as challenging, given the reluctance of some governments to engage directly on the subject with IOM as already discussed. In addition, as described under Q.6 and 7, IOM's identification of the nature and intensity of xenophobic beliefs was not always evidence-based and campaigning was often done alone rather than in coordination with partners and authorities, reducing the potential for building national ownership.

Building national ownership to preventing, identifying, and addressing discrimination

IOM has worked closely with governments and migration actors to develop inclusive migration policies and frameworks to prevent discrimination. In some countries, such as Italy, South Africa and Tunisia, IOM was seen as active in policy development and could provide inputs into the policy process for anti-discrimination. IOM staff in many contexts highlighted that their interventions required a policy development stream of work to support their work carried out directly with migrants and government officials. Another contribution to building national ownership was through capacity development; this was a component of many IOM projects, in addition to the specific online training courses available on some discrimination sub-categories, such as age and gender (see Q.9). Addressing discrimination also required developing long-term and supporting relationships with the authorities as this external stakeholder commented: *"Strong long-standing presence of IOM and good supportive relationships with the government, for example with the Ministry of Social Welfare, as in these ministries they can exert influence"*.

With an evidence-based approach, IOM also informs its own project design and implementation identifying the nature and phenomena of discrimination. By providing detailed and comprehensive data along with thorough analysis stemming from its research, monitoring, evaluation and DTM reports, IOM has contributed to fostering national ownership, facilitating evidence-based decision-making processes. For instance, the reports derived from the DTM have offered invaluable insights into migration patterns, population movements, and the specific needs of displaced persons. These have not only informed policymakers but have also guided the development of targeted interventions and strategies. However, there were also cases seen where an evidence-based approach was used to a lesser extent in project design, for example where an initiative is also guided by donor priorities on discrimination issues (see Q.3).

Building national ownership to enhance social cohesion

In its social cohesion activities, IOM often worked closely with governments and other migration actors that supported the building of national ownership, as described under Q.7. A focus on capacity building also supported awareness and ownership amongst stakeholders, such as the media, as this IOM staff member explained: *"We have used the DISC initiative to train the media and develop the communication and visibility strategy.... We are in the process of drafting a manual for the media."*

IOM's collaboration with governments, CSOs, LNNGOs and other stakeholders at the national and local levels supported the development of national ownership. However, as noted above under *Coherence*,

a lack of consultation externally in the design phase reduced the potential of building ownership. This lack of consultation, could result in project activities that were inappropriate or too short-term, as this beneficiary commented:

"We were a mixture of nationals and migrants trained on repairing home electrical appliances. We also learnt how to be together and avoid discrimination. But the training was for three months only. The tools we were given were inappropriate for the jobs we were trained for."

Nevertheless, when partners are sufficiently consulted and integrated in implementation, social cohesion projects could more easily build national ownership. According to IOM staff and partners, through projects integrating livelihood support, vocational and language training, and facilitating access to essential services like healthcare, IOM contributed to longer-term solutions for the reduction of tensions and enhancement of social cohesion between migrants and host communities.

4. CONCLUSIONS AND RECOMMENDATIONS

The overall objective of the study was to evaluate IOM's strategic approach and interventions on xenophobia, discrimination and social cohesion and identify potential areas of improvement. The following key conclusions and recommendations are presented based on evaluation evidence gathered:

Xenophobia: A limited evidence base exists on the effectiveness of IOM's campaigning on xenophobia. Examples were seen where IOM was most likely more successful in addressing xenophobia indirectly, such as through policy development and social cohesion projects. The Organization has for instance carried out communication campaigns on xenophobia without building on learnings from previous experiences, which were calling for a more holistic approach, such as integrating campaigns with policy development, capacity building, technical assistance, and social cohesion projects. IOM often worked alone on xenophobia initiatives, which was in contradiction to the related SRF outcomes. The lack of an evidence-base to IOM's approach and the challenges of working with governments also impacted on the results observed.

The IOM interventions on xenophobia also lacked a conceptual base (i.e. understanding the pathway from inputs to impact), sufficient guidance and best practices from IOM's past experiences. There is no specific evaluation methodology. Finally, xenophobia was also missing a single focal point or responsible unit at HQ to drive strategy and priorities, as well as fundraising.

Recommendations:

- X1: Develop a solid evidence-based concept and guidance for IOM's interventions on xenophobia and consider assessing the potential impact on a wider scale.
- X2: Develop a specific evaluation approach⁸⁰ for IOM's interventions on xenophobia and apply it in line with what has been done for evaluating social cohesion.
- X3: Encourage and reinforce xenophobia initiatives' partnership with the UN system (e.g. UNNM), LNNGOs and CSOs (i.e. incorporating community perspectives).
- X4: Consider the designation of a unit responsible for leading this work on xenophobia and related internal and external coordination. Nominating xenophobia focal points in ROs could also support this process.
- X5: Ensure greater use of IOM's KM portal, POEM, to stock, collate and share good practices, lessons, and research reports to consolidate learning on xenophobia and develop an e-course(s) for IOM staff and partners on addressing xenophobia.

Discrimination: While tackling discrimination against migrants is implicit to IOM's mandate, IOM's strategic approach and interventions were seen to be based on a combination of both considering discrimination as a cross-cutting issue for integration, and as a distinct element treated in workstreams through specific sub-categories. However, this implied that discrimination was applied inconsistently across IOM's programming, with different ways of considering and collecting data to report on IOM commitments related to discrimination.

⁸⁰ An evaluation methodology could include suggested research methods for monitoring and evaluating xenophobia initiatives; common output and outcome indicators, compilation and analysis of data, roles and responsibilities, etc.

Understanding how the different sub-categories of discrimination, such as gender, age, disability, race, ethnicity, sexual orientation, and sex characteristics interconnect to create multiple types of discrimination was unclear to most IOM staff members and partners. Concretely, guidance and consequent projects were often focused on one sub-category of discrimination without referring to any other sub-categories. This lack of clarity was also underscored through the inconsistent guidance and expertise available on the various aspects of discrimination and its links with RBA for programming.

Recommendations:

- D1: In the next revision of the SRF, integrate a more concrete intersectional approach to discrimination by identifying discrimination as one cross-cutting issue with the key sub-categories that include gender, disability, race, sexual orientation, and age. This would also imply developing common indicators for discrimination.
- D2: Create a mapping of what guidance and training courses are available on discrimination and its sub-categories and identify any gaps that could support the consequent development of further guidance and training. Potentially also carry out a survey among IOM staff to understand where they see the greatest needs and how to support them better in implementing the guidance.
- D3: Develop an intersectional approach to discrimination to support the RBA to programming and ensure that it is integrated within all key institutional guidance (such as any planned revisions of the CoM Handbook, the Project Handbook, Essentials of Migration Management, Emergency Manual, the AAP framework, guidance for working with local actors and the implementing partners agreement template; and in further development of DTM's solutions).
- D4: Create a webpage to locate all available guidance on discrimination, including sub-categories of gender, race equity and equality, disability inclusion, SOGIESC-related issues, and other aspects (GDC is considering a knowledge hub on gender and diversity which could serve this purpose). Greater use should be made of IOM's KM portal, POEM, to stock, collate and share good practices, lessons, and research reports.
- D5: Designate responsibility roles for discrimination to support field offices, for instance gender with the GDC, disability inclusion with the Protection Division, rights of persons with diverse SOGIESC with the Department of Human Resources Management and consider the appointment of other focal points for discrimination sub-categories, such as race and age.
- D6: Increase collaboration on fundraising proposals for discrimination projects with a broader coalition of UN agencies and partners; leverage momentum created through existing or planned UN-wide strategies and frameworks (for instance UN-wide strategy on LGBTIQ+; UN Disability Inclusion Strategy; IASC paper on race equity and equality; UN system-wide Action Plan on gender equality).

Social cohesion: IOM's strategic approach and interventions on social cohesion were generally addressed through projects across the migration cycle, including those in displacement settings, post-conflict, recovery, resettlement, and reintegration. IOM programming benefited from a broad range of guidance and a concerted effort to evaluate the effectiveness of IOM's social cohesion activities in integration settings.

As seen in the examples of this report, IOM was able to design and implement social cohesion projects with an increased likelihood of developing national ownership and more sustainable results. As this evaluation also showed, not all COs adopted these approaches and could be further reminded of these good practices.

Further efforts would be needed in having a more common understanding of social cohesion across the different IOM workstreams and optimizing the opportunities that exist with donors to take a longer-term and more strategic approach to social cohesion.

Recommendations:

- S1: Establish an ad-hoc working group of LMI, PRD, Protection Division and TRD to develop a high-level common approach and guidance to social cohesion across IOM programming drawing from the existing expertise, experience, best practices, and research. Facilitate regular collaboration and knowledge exchange between IOM entities working on social cohesion, including those in different regions and thematic areas.
- S2: Consider the roll out of a common evaluation methodology across all social cohesion initiatives, ensuring that it is budgeted for as it often requires a budget higher than for a standard evaluation.
- S3: Consider the following points in the project design for social cohesion:
 - A solid analysis of the political and economic situation and its influence on the likelihood of success of an initiative and the use of IOM good practices, lessons, and evidence available on “what works” on social cohesion and related issues.
 - Consultation with partners and authorities at the design stage in setting realistic objectives and activities that are appropriate for the context.
 - A comprehensive approach involving capacity building and skills training, policy development, awareness raising, replication and hand-over strategies rather than a single activity focus.
 - A minimum project duration of two years and ideally four years, requesting greater flexibility in project funding in terms of timing and range of activities.
- S4: Ensure greater use of IOM’s KM portal, POEM, to stock, collate and share good practices, lessons and research reports on social cohesion and integrate social cohesion considerations into the training programs for IOM staff and partners (such as in e-courses on iLearn and E-Campus), emphasizing the importance of a cohesive approach across different migration contexts.

ANNEX 1: Evaluation matrix

Key Evaluation Questions	Indicators	Data Collection Tools	Sources of Information
Relevance			
1. To what extent are IOM mechanisms to prevent, identify and address discrimination and xenophobia and enhance social cohesion relevant to support IOM strategic objectives and adhere to related international norms and declarations (including guidance, tools, training and technical support)?	Extent to which IOM's different mechanisms, to prevent, identify and address discrimination and xenophobia and enhance social cohesion such as policy guidance, tools, training, technical support. - support IOM's strategy - adhere to relevant international norms and declarations.	Document review Interviews Staff Survey	Documentation IOM staff - HQ, RO and four case study countries – CO & external stakeholders
2. To what extent are xenophobia and discrimination closely related to social cohesion enhancement in IOM initiatives?	Extent to which xenophobia and discrimination are closely related to social cohesion enhancement in IOM initiatives.		IOM staff - IOM RO and CO staff and Chiefs of Mission
3. To what extent are xenophobia, discrimination and social cohesion considered during the development of project proposals? Why and why not?	Extent to which xenophobia, discrimination and social cohesion are considered during the development of project proposals and identification of determining factors.		IOM evaluation reports
Coherence			
4. To what extent are IOM approaches to prevent, identify and address xenophobia and discrimination and enhance social cohesion coherent and working in synergy with other IOM approaches, policies and frameworks?	Extent to which IOM approaches to prevent, identify and address xenophobia and discrimination and enhance social cohesion are coherent, and work in synergy with other IOM approaches, policies and frameworks.	Document review Interviews Staff survey	Documentation IOM staff - HQ, RO and four case study countries – CO & external stakeholders
5. To which extent has IOM involved relevant stakeholders to increase its effectiveness and maximize its impact in the reduction of xenophobia and discrimination, as well as in the enhancement of social cohesion?	Extent to which IOM has involved relevant stakeholders to increase its effectiveness and maximize its impact in the reduction of xenophobia and discrimination and the enhancement of social cohesion.		IOM staff - IOM RO and CO staff and Chiefs of Mission IOM Evaluation reports

Effectiveness			
6. To what extent have IOM approaches to address xenophobia and discrimination and enhance social cohesion been effective?	Extent to which IOM approaches to address xenophobia and discrimination and enhance social cohesion have been effective.	Document review	Documentation
7. To what extent has IOM been able to set strategic targets and results to prevent and reduce xenophobia and discrimination and enhance social cohesion and measure the progress against them?	Extent to which IOM has been able to set strategic targets and results to prevent and reduce xenophobia and discrimination and enhance social cohesion and measure the progress against them. Identification of how IOM captures lessons learned and good practices in preventing and tackling xenophobia and discrimination and enhancing social cohesion and means of integration into strategies and projects.	Interviews	IOM staff - HQ, RO and four case study countries – CO & external stakeholders
8. How does IOM capture lessons learned and good practices in preventing and tackling xenophobia and discrimination and enhancing social cohesion, and how are they integrated into strategies and projects?		Staff survey	IOM staff - IOM RO and CO staff and Chiefs of Mission IOM evaluation reports
Efficiency			
9. To what extent are IOM staff and implementing partners aware of and well informed on IOM's commitments to address xenophobia and discrimination and enhance social cohesion and comply with them in IOM interventions?	Extent to which IOM staff and implementing partners are aware of and well informed on IOM's commitments to address xenophobia and discrimination and enhance social cohesion and comply with them in IOM interventions.	Document review	Documentation
10. Are the expectations and roles to address xenophobia and discrimination and enhance social cohesion at the global, regional and country levels sufficiently clear to promote IOM approaches efficiently?	Extent to which the expectations and roles to address xenophobia and discrimination and enhance social cohesion are sufficiently clear to promote IOM approaches efficiently at global, regional and country levels.	Interviews	IOM staff - HQ, RO and four case study countries – CO & external stakeholders
11. Have the resources invested by the Organization to prevent, identify and address xenophobia and discrimination and enhance social cohesion been sufficient to support its objectives and commitments?	Extent to which the resources invested by the Organization to prevent, identify and address xenophobia and discrimination and enhance social cohesion are sufficient to support its objectives and commitments.	Staff survey	IOM staff - IOM RO and CO staff and Chiefs of Mission IOM evaluation reports

Impact			
12. To what extent can identified outcomes and impact on the prevention and elimination of xenophobia and discrimination in IOM interventions be attributed to IOM’s strategic guidance on the topics?	Extent to which identified outcomes and impact on the prevention and elimination of xenophobia and discrimination in IOM interventions can be attributed to IOM’s strategic guidance on the topics. Extent to which IOM’s actions to address/redress xenophobia and discrimination and enhance social cohesion have brought expected changes, such as stakeholder perceptions and due access to services, rights and information by affected groups.	Document review	Documentation
13. To what extent are IOM’s actions to address/redress xenophobia and discrimination and enhance social cohesion bringing expected changes, such as stakeholder perceptions, and due access to services, rights and information by affected groups?		Interviews	IOM staff - HQ, RO and four case study countries – CO & external stakeholders
		Staff survey	IOM staff - IOM RO and CO staff and Chiefs of Mission IOM evaluation reports
Sustainability			
14. What are the main enablers and challenges in guaranteeing the sustainability of measures addressing xenophobia, discrimination and social cohesion in IOM interventions?	Identification of main enablers and challenges in guaranteeing the sustainability of measures addressing xenophobia, discrimination and social cohesion in IOM interventions. Extent to which IOM has contributed to building durable national ownership to prevent, identify and address xenophobia and discrimination and to enhance social cohesion between migrants/displaced populations and host communities.	Document Review	Documentation
15. To what extent has IOM contributed to building durable national ownership to prevent, identify and address xenophobia and discrimination and to enhance social cohesion between migrants/displaced populations and host communities?		Interviews	IOM staff - HQ, RO and four case study countries – CO & external stakeholders
		Staff survey	IOM staff - IOM RO and CO staff and Chiefs of Mission IOM evaluation reports

ANNEX 2: List of documents reviewed

- IOM (2022). *Essentials of Migration Management Handbook, EMM2.0*.
- IOM, *Implementing partners agreement template*.
- IOM, *A Resource Bank on building capacity for diversity and social inclusion in migrant integration programming, DISC Initiative*.
- IOM (2012). *Migration Integration*, IN/193, Internal Guidance Note.
- IOM (2015). *Migration Focus on Integration, Xenophobia and Discrimination*.
- IOM (2015). *Rights-based approach to programming*.
- IOM (2015). *IOM Policy on Protection*.
- IOM (2015). *IOM Gender Equality Policy 2015–2019 (C/106/INF/8/Rev.1)*.
- IOM (2016). *IOM Measuring well-governed migration: the 2016 Migration Governance Index*.
- IOM (2016). *Chiefs of Mission Handbook*.
- IOM (2017). *Project Handbook - second edition*.
- IOM (2018, 2021). *World Migration Report*.
- IOM (2019). *Glossary on Migration*. Geneva.
- IOM (2019). *IOM Strategic Vision. 2019-2023: Setting a course for IOM (C/110/INF/1)*.
- IOM (2020). *Strengthening engagement with local actors: A toolkit for IOM staff*.
- IOM (2020). *IOM accountability to affected populations framework*.
- IOM (2020). *Quarantined! Xenophobia and migrant workers during the COVID-19 pandemic*.
- IOM (2020). *Task Force - IOM's visibility on Xenophobia, Minutes; April 2020, May 2020, June 2020, October 2020, December 2020*.
- IOM Turkey (2020). *Migration Crisis Operational Framework*.
- IOM (2021). *DISC Resource Bank on Building Capacity for Diversity and Social Inclusion*.
- IOM (2021). *Strengthening Social Cohesion and Stability in Slum Populations (Uganda)*.
- IOM (2021). *Evaluation Report - ADMIN4ALL: Supporting Social Inclusion of Vulnerable Migrants in Europe*.
- IOM (2021). *Sentiment towards Migration during COVID-19 What Twitter Data Can Tell Us*.
- IOM (2022). *The Power of Contact: Designing, Facilitating and Evaluating Social Mixing Activities to Strengthen Migrant Integration and Social Cohesion Between Migrants and Local Communities*.
- ILO, IOM, OHCHR (2001). *International Migration, Racism, Discrimination and Xenophobia*.
- UNHCR (2015). *Protection from Xenophobia: An Evaluation of UNHCR's Regional Office for Southern Africa's Xenophobia related Programmes*.
- UNHCR and IOM (2021). *Training Package, Facilitation Guide, Sexual Orientation, Gender Identity, Gender Expression and Sex Characteristics (SOGIESC) in Forced Displacement and Migration*.

Evaluation Reports

Xenophobia-related evaluations

IOM (2019). *Migrants as Messengers: The Impact of Peer-to-Peer Communication on Potential Migrants in Senegal - Impact Evaluation Report*.

IOM (2018). *Evaluating the impact of information campaigns in the field of migration: A systematic review of the evidence and practical guidance, Central Mediterranean Route Thematic Report Series*.

IOM (2020). *United We Watch: A Pilot Study on the Effect of the Global Migration Film Festival on Social Cohesion*.

IOM (2021). *Informe Final de Evaluación, Apoyo a la integración socioeconómica y fortalecimiento de los sistemas de salud y de las organizaciones de la sociedad civil en el contexto de COVID-19 y su impacto en la población venezolana y receptora*.

IOM (2022). *Xenofobia, Una perspectiva analítica de la campaña de comunicación*.

IOM (2022). *Proyecto Promoción de contribuciones positivas de la migración en América del Sur a través de los medios de comunicación y su interacción con OIM*.

IOM (2023). *Evaluation of IOM's Strategic and Operational Response to the COVID-19 Pandemic*.

Discrimination-related evaluations

IOM (2020). *The Impact of Mobile Cinema Events on Potential Migrants in Guinea*.

IOM (2021). *Review of the Implementation of Recommendations from the 2017 Evaluation of IOM Gender Equality Policy and MOPAN Assessment*.

IOM (2021). *Apoyo a la integración socioeconómica y fortalecimiento de los sistemas de salud y de las organizaciones de la sociedad civil en el contexto de COVID-19 y su impacto en la población venezolana y receptora*.

IOM /Owl RE (2021). *Ex-post Evaluation: Initiative for Ethical Recruitment in Morocco (IREM)*.

IOM (2021). *Ex-post internal evaluation of capacity building for successful integration of refugees in Nauru (CS.0852)*.

IOM (2021). *The effectiveness and impact of initiatives aimed at enhancing the capacity of the government of The Gambia to respond to the COVID-19 pandemic*.

IOM (2022). *End-Term Evaluation Report Project Name: MIDA FINNSOM Health and Education Project Phase II*.

IOM (2022). *Enhancing the protection of Vulnerable migrants in Tunisia through Emergency Assistance and Support to Health Surveillance and Service Providers*.

IOM (2022). *Evaluation of the project "Regional Migration Policy and Knowledge Management Hub in South America" MIRAC PO.0175*.

IOM / Owl RE (2022). *External final evaluation for promotion migration governance in Zimbabwe project*.

Social cohesion-related evaluations

IOM (2020). *United We Watch: A Pilot Study on the Effect of the Global Migration Film Festival on Social Cohesion*.

IOM (2020). *Wave III: Community Perception Survey in Diffa, Niger – Endline evaluation of Niger community cohesion initiative programming*.

IOM (2021). *Strengthening Social Cohesion and Stability in Slum Populations (Uganda)*.

IOM (2021). *Evaluation Report - ADMIN4ALL: Supporting Social Inclusion of Vulnerable Migrants in Europe*.

IOM (2021). *External mid-term evaluation of the project: moving towards sustainable approaches to prevent violent extremism in the Western Balkans*.

IOM (2021) *Nigeria: Strengthening assistance for returnees and potential migrants and promoting safe migration practices in communities of origin*.

IOM (2022). *Rapid Evidence Assessment on Socioeconomic (Re)integration Interventions for Migrants and Returnees*.

IOM (2022). *Cross-border Engagement between Côte d'Ivoire and Liberia to Strengthen Social Cohesion and Border Security Project (ID# 00119702 & 00119703) Phase II*.

IOM 2022 *Evaluación del proyecto UNJP/GUA/035/PBF “Construir la cohesión social de las comunidades que reciben jóvenes retornados como un puente hacia una reintegración pacífica y efectiva*.

IOM (2023). *Thematic Evaluation of IOM's Labour Migration and Mobility Strategy and Initiatives*.

IOM (2023). *Nigeria: Strengthening Reintegration for Returnees (SRARP) - Phase II– Ex-Post Evaluation*.

IOM (2023), *Final evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa*.

IOM (2023). *Study on IOM's social cohesion initiatives: Bosnia and Herzegovina, Ecuador, Republic of Türkiye (Ankara and Gaziantep)(draft)*.

IOM (2023). *Thematic Evaluation of IOM's Labour Migration and Mobility Strategy and Initiatives*.

IOM (2023). *Final External Evaluation of “Protecting vulnerable migrants and stabilizing communities in Libya – Phase II” (EUTF) Program*.

The following websites / web-based resources were also reviewed:

<https://admin4all.eu/>

<https://www.mediamigrationacademy.org/>

<https://www.ittakesacomunity.org/>

<https://www.migrantsasmessengers.org/>

<https://pluralplus.unaoc.org/>

<https://tucausaesmicausa.pe/>

<https://xenofobiacero.org/>

<https://includeu.eu/>

In addition, IOM evaluation, research and project reports were also reviewed by the evaluation team. 36 guidelines and toolkits were reviewed (see annex 5). 10 IOM CO strategies were also reviewed (see annex 6).

ANNEX 3: List of Interviewees and FGD participants

#	Name	Gender	Organization/Unit	Position
IOM HQ				
1.	Ace Dela Cruz	M	IOM	Project Coordinator (Global) on Migrant Inclusion and Social Cohesion
2.	Aleksandar Arnikov	M	IOM	Migration Health Assistance and Promotion Coordinator
3.	Christie Bacal-Mayencourt	F	IOM	AAP Policy and Project Advisor
4.	Jobst Koehler	M	IOM	Head of Head of Integration and Migrant Training Unit
5.	Johanna Gelves-Reyes	F	IOM	Migration Policy Officer, Department of International Cooperation and Partnerships
	Marine Manke	F	IOM	Chief of GMDAC, former Head of Labour Mobility and Social Inclusion Division
6.	Marshall Patsanza	M	IOM	Social Media manager
7.	Rex Alamban	M	IOM	AAP Policy and Project Advisor
8.	Rizki Muhammad	M	IOM	Global Coordinator, DTM
9.	Vivian Alt Vieira	F	IOM	Disability inclusion Advisor, Protection Division
10.	Wan Sophonpanich	F	IOM	Camp Coordination and Cluster Management Coordinator
11.	Xavier Orellana	M	IOM	Diversity Equity and Inclusion Specialist
IOM Regional Offices and other Country Offices				

#	Name	Gender	Organization/Unit	Position
12.	Addishiwot Gebrewold	F	IOM Addis	Programme Management Officer
13.	Alexander Doggen	M	IOM Vienna	Emergency and crisis coordinator
14.	Ammarah Mubarak	F	IOM Vienna	RTS Preparedness and Response
15.	Claudia Samaras	F	IOM Greece	National Project Officer
16.	Geertrui Lanneau	F	IOM Bangkok	RTS Labour Mobility and Social Inclusion
17.	Janet Adongo	F	IOM Kenya	Communications & Visibility Officer
18.	Jorge Gallo	M	IOM Costa Rica	Regional Media and Communications Officer for Central America, North America and the Caribbean
19.	Juliana Quintero	F	IOM Costa Rica	Regional Media and Communications Officer
20.	Marcelo Pisani	M	IOM Buenos Aires	Regional Director
21.	Maria Gemma Cortez	F	IOM Panama	Public Information Officer and Spokesperson
22.	Michael Newson	M	IOM Ukraine	Senior Programme Coordinator (Migration & Sustainable Development) (Ukraine, formerly Vienna RO)
23.	Naomi Shiferaw	F	IOM Senegal	RTS Labour Mobility and Social Inclusion
24.	Oliver Tenes	M	IOM Costa Rica	Senior Regional IBM Specialist, Immigration and Border Management
25.	Paola Sandra Alvarez	F	IOM Brussels	RTS Labour Mobility and Social Inclusion
26.	Jason Thede	M	IOM	RTS Labour Mobility and Social Inclusion
27.	Rogers Mutie	M	IOM	Regional M&E Officer
28.	Wonesai Sithole	M	IOM	Regional Policy and Liaison Officer

#	Name	Gender	Organization/Unit	Position
29.	Tatiana Chacon	F	IOM Costa Rica	Regional Communications Specialist / WHP C4D
Bangladesh				
30.	Asma Khatun	F	IOM Dhaka	National Officer, Protection
31.	Chris Foulkes	M	IOM Dhaka	Head of Programme, Mission Support Unit
32.	Dabal Kaji Rokaha	M	IOM Cox's Bazar	Shelter Officer
33.	Faiz Noor	M	IOM Cox's Bazar	Program support officer, Social Cohesion
34.	Ishita Shruti	F	IOM Dhaka	Head of Program Migration Policy and Sustainable Development
35.	Janira Mrong	M	IOM Cox's Bazar	Senior Localization & Private Sector Partnership Assistant, Grants Department
36.	Mayada Soliman	F	IOM Cox's Bazar	Protection Officer, Child Protection and Counter-Trafficking
37.	Mirjana Aleksic	F	IOM Cox's Bazar	Coordinator, Field Protection, Protection Unit
38.	Mohammad Mizanur Rahman	M	IOM Cox's Bazar	National Program Officer, WASH
39.	Mohammad Munawar	M	IOM Cox's Bazar	Livelihood's Officer, Acting Head, Social Cohesion
40.	Nazmun Nahar	F	IOM Cox's Bazar	Protection Officer, Child Protection and Counter-Trafficking
41.	Nihan Erdogan	F	IOM Cox's Bazar	Deputy Chief of Mission
42.	Fatima Nusrath Ghazzali	F	IOM Dhaka	Deputy Chief of Mission
43.	Poojha Shrestha	F	IOM Cox's Bazaar	Site Management Coordinator
44.	Samuel Falsis	M	IOM Cox's Bazar	Head of Humanitarian Assistance and Operations, Emergencies

#	Name	Gender	Organization/Unit	Position
45.	Sarah Shadiya Israt	F	IOM Cox's Bazar	Field Coordinator, Child Protection and Counter Trafficking
46.	Adv. Mehtab Samir Sayem	M	NRC, Cox's Bazar	Housing, land and property (HLP) Coordinator
47.	Dr Imral Kayes	M	Surgeon's Office, former IOM Cox's Bazar	Doctor, former IOM MHD
48.	Dr. Michael Von Tangen Page	M	UNDP, Cox's Bazar	Technical Specialist, Research and Analysis
49.	Huma Khan	F	Regional Coordinator's Office, RCO, Dhaka	Senior Human Rights Advisor
50.	Moniruzzaman Shohel	M	ESDO, Dhaka	District Coordinator and Project Coordinator (Anti Trafficking)
51.	Saiful Haque	M	WARBE Foundation, Dhaka	Chairman
52.	Zaman Shahid	M	Eco Social Development Organization, (ESDO), Dhaka	Executive Director
Ecuador				
53.	David Schurjin	M	Consultant	<i>Campaña Humanx contra la Xenofobia Quito</i>
54.	Diana Cancino	F	Humor Vida, Manta	<i>Coordinator</i>
55.	María Teresa Galarza	M	University of Cuenca	Lecturer
56.	Mayra Cárdenas,	F	University of Cuenca	<i>Administrativa, departamento de vinculación</i>
57.	Otibel Valero	F	Fundación Haciendo Panas	President and Founder
58.	Patricia Galarza	F	Humor Vida, Manta	<i>Coordinator</i>
59.	Patricia Ortiz	F	University of Cuenca	<i>Docente del curso asistencia de preparaciones gastronómicas en panadería y pastelería</i>
60.	Paulo Alarcón	M	University of Cuenca	Student

#	Name	Gender	Organization/Unit	Position
61.	Ricardo Salcedo,	M	University of Cuenca	Magíster, Film Center
62.	Sofía López	F	University of Cuenca	<i>Administrativa, departamento de vinculación</i>
63.	Susana Condo	F	University of Cuenca	<i>Docente curso de terapias no farmacológicas y actividades para adultos mayores</i>
64.	Xiomara Loja	F	University of Cuenca	Student
65.	Andrés Tapia	M	IOM Quito	<i>Jefe de la Unidad de Integración Socioeconómica y Migración Laboral</i>
66.	Santiago Tamayo	M	IOM Quito	<i>Asistente de programas de Integración Sociocultural, IOM Quito</i>
67.	Paula Vásquez:	F	IOM Quito	<i>Oficial Nacional de Comunicación, IOM Quito</i>
68.	Pamela Mejía	F	IOM Quito	<i>Jefa de la Unidad de Asistencia Humanitaria;</i>
69.	Montserrat Hernández:	F	IOM Quito	<i>Jefa de la Unidad de Protección;</i>
70.	Xavier García:	M	IOM Quito	<i>Asistente de Programas de la Unidad de Salud;</i>
71.	Estefanía Larriva:	F	IOM Quito	<i>Jefa de la Unidad de Gobernanza</i>
72.	Evelyn Astudillo	F	IOM Cuenca	<i>Coordinadora de Oficina</i>
73.	Cristian Moreno	M	IOM Cuenca	CBI, IOM Cuenca
74.	Byron Tobar	M	IOM Manta	Support projects and integration
75.	Sebastian Serrano	M	IOM Manta	HOM
76.	Sylvia Soledad Llumigusin	F	IOM Manta	<i>Jefe de Protection</i>
77.	Valeria Aguirre Crespo	F	IOM Quito	<i>Asistencia Humanitaria (C-Amor)</i>

#	Name	Gender	Organization/Unit	Position
78.	Lucia Salinas Avilés	F	IOM Quito	<i>Protection Assistant (C-Amor)</i>
79.	Edison Cadena	M	IOM Quito	<i>Asistente de Coordinación Interagencial (C-Amor)</i>
80.	Paola Romero	F	IOM Quito	<i>Asistente de Programa (C-Amor)</i>
Italy				
81.	Anna Giustiniani	F	IOM	Project Manager - Facilitated Migration and Vulnerable Groups Unit
82.	Carlotta Santarossa	F	IOM	Family reunification project
83.	Daniele Panzeri	M	IOM	Migration and Development Unit
84.	Eleonora Vona	F	IOM	Migration and Development Unit
85.	Flavio Di Giacomo	M	IOM	Media Officer
86.	Giulia Falzoi	F	IOM	Head – Migration Management Unit
87.	Laurence Hart	M	IOM	Chief of Mission
88.	Marcella Pasottie	F	IOM	Migration and Development Unit
89.	Marco Mantovan	M	IOM	Senior Project Associate – Migration Management Unit
90.	Miriam Ricevuti	F	IOM	Project Assistant – Integration and Tech. Cooperation Unit
91.	Paula Benea	F	IOM	Project Development officer
92.	Richmond Asomaning	M	IOM	Cultural Mediator
93.	Rosella Celmi	F	IOM	Integration Specialist and Coordinator

#	Name	Gender	Organization/Unit	Position
--	Government officials (3) feedback through online survey	-	Government of Italy	Government officials
South Africa				
94.	Amanda Mkanti	F	Hector Peterson Secondary School	Teacher (History & Xhosa)
95.	Ashley Chikwepa	F	Crochet beneficiary	
96.	Damian Sean Samuels	M	Lecturer & Consultant	Cape Peninsula University of Technology
97.	Daniel Dunia	M	South Africa Refugee Led Networks	Provincial Chairperson
98.	Douglas Nziva	M	KwaZulu Natal Council of Churches	CEO
99.	Ernest White	M	Community Policing Forum	Chairperson
100.	Gary Smart	M	Consultant	Independent (Previously Programme Manager, Zoe Life Africa)
101.	Ghalia Brogneri	F	Adonis Musati Programme	Executive Director
102.	Joseph Maniragena	M	Africa Unite	Human Rights Programmes Manager
103.	Lauren Landau	M	Researcher	University of Oxford/ACMS University of Witwatersrand
104.	Leluthu Nogwavu	F	Africa Unite	Human Rights Project Development Officer
105.	Masai Thabula	M	Habitat61	Creative director
106.	Matlotleng Matlou	M	UNHCR	Regional Protection Officer – Mixed Migration
107.	Moosa Mugabane	M	Dept. of Social Development (DSD)	Director, Population and Community Development
108.	Mothomang Diaho	F	Diaho Social Technologies	Founder and Managing Director
109.	Mxolisi Nyuswa	M	KwaZulu Natal Council of Churches	Programs Director

#	Name	Gender	Organization/Unit	Position
110.	Peleka Dzingne	F	Department of Justice (DOJ)	Ag. Director
111.	Phiwinhlanhla Madiba	F	Dept. of Sports, Arts and Culture	Deputy Director: Social Cohesion
112.	Poppy Makhubo	F	Habitat61	Creative manager and facilitator
113.	Portia Dube	F	Dept. of Social Development (DSD)	Deputy Director, Gauteng Department of Social Development
114.	Pumlani Majakayaka	M	Department of Justice (DOJ)	Researcher
115.	Sally Gandar	F	Human Rights Officer	Office of the High Commissioner for Human Rights
116.	Sara Faust	F	UNHCR	Protection Officer
117.	Sisanda Mbombo	F	Sinethemba High School	Teacher (Geography, Tourism and History)
118.	Thembinkosi Masuku	M	Africa Police Civilian Oversight Forum	Programme Manager
119.	Viwe Mazwana	F	Habitat61	Communications officer and project coordinator
120.	Xola Nkabinde	F	KwaZulu Natal Council of Churches	Communications Manager
121.	Zoe Nkongolo	M	Africa Unite	Director
122.	Alice Kimani	F	IOM	Programme Coordinator, MMTPF
123.	Lilly Sanya	F	IOM	Chief of Mission
124.	Maria Moreriane	F	IOM	Policy Liaison and Reporting Officer
Tunisia				
125.	Abdullah Said	M	Coalition of Humanitarian Associations in Medenine	President
126.	Ahmed Messaoudi	M	Ministry of Employment and Vocational Training	Director of Foreign Placement and Manpower

#	Name	Gender	Organization/Unit	Position
127.	Asma Belahsan	F	Ministry of Sport	Director of Multilateral Cooperation
128.	Ben Mahrez Nour	F	Association for Cultural Development in La Marsa (ADCM)	Member
129.	Christian Brice Kwongang	M	AESAT	President
130.	Djasrabe Mbaihadjim Frederic	M	AESAT	Cultural and Sports Officer
131.	Farouk Al Meddeb	M	Ministry of Sport	Director of External Cooperation
132.	Franck Yotedje	M	Africa Intelligence Association	Executive Director
133.	Hassen Boubakri	M	We Love Sousse association	Member of the M-LEARN scientific committee
134.	Hedi Dhouaisi	M	Unit for the Promotion of Youth Activities	Director
135.	Houcem Guedas	M	YALD Association	President
136.	Ichraf Ouhibi	F	Awledna association	General secretary
137.	Lassaad Amami	M	Ministry of Sport	Regional Delegate for Youth and Sport
138.	Mabrouk Mizouni	M	Ministry of Sport	Youth Inspector
139.	Maher Trabelsi	M	Youth Center of Al-Riadh city	Director
140.	Maher Zaatour	M	MADA association for the citizenship and development of Djerba	Secretary General
141.	Marouen Gana	M	Local social solidarity committee of Sousse/Cité Erriadh	President
142.	Mohamed Mekded	M	Tunisian Volunteering Association	President
143.	Oumarou Harouna Moussa	M	AESAT	Information Officer

#	Name	Gender	Organization/Unit	Position
144.	Soumaya Khammar	F	Association for Cultural Development in La Marsa (ADCM)	President
145.	Taieb Goufa	M	Ministry of Sport	Youth Inspector
146.	Tchouta Julienne	F	Dignity of Immigration Women Association	President
147.	Thamer Haddad	M	We Love Sousse association	Project coordinator
148.	Wester Mombo	M	AESAT/Sfax Section	Secretary General
149.	Yassine Baklouti	M	Ifriqiya Association	Executive Director
150.	Brendan Kelly	M	IOM	Head of Migration and Development Unit
151.	Joseph Kasonga Kapiamba	M	IOM	Outreach Assistant-IOM Sfax sub-office
152.	Lotfi Abdelkbir	M	IOM	Program Assistant, IOM Sub-Office in Zarsis
153.	Michaela Sarti	F	IOM	Consultant, artistic projects for social cohesion
154.	Rabaa Daghrir	F	IOM	Head of IOM Sfax sub-office
155.	Rania Hmouda	F	IOM	Financial Assistant
156.	Rym Khouildi	F	IOM	Project Assistant, IOM Sub-Office in Zarsis
157.	Sarra Kouyoumidjian	F	IOM	Project Coordinator
158.	Toure Blamassi	M	IOM	Project Coordinator
159.	Wafa Garbout	F	IOM	Consultant

Focus Group Discussions

Number / name	Gender	Description
Bangladesh (15)		
Group of 15 Rohingya refugees	M (11) F (4)	Camp 19, Cox's Bazar, Beneficiaries and members of the Committee on Protection and Safety
Ecuador (19)		
4 beneficiaries and staff	F (4)	Proyecto "A la Huerta" – Fundación Museos de la Ciudad
Daniela Carvajal	F	<i>Coordinadora del área de Mediación Comunitaria (coordinadora del proyecto)</i>
Gabriela Remache	F	<i>Mediadora comunitaria FMC;</i>
Evelyn Olivo	F	<i>Beneficiaria del proyecto</i>
Gladys Rojas	F	<i>Beneficiaria del proyecto</i>
6 beneficiaries	F (5) M (1)	Buque Azart Boat, Manta
María de los Angeles Sarmient	F	<i>Venezuelan beneficiary</i>
Loly Mantuano	F	<i>Ecuadorian beneficiary</i>
Patricia Alonzo	F	<i>Venezuelan beneficiary</i>
Danny Reye	F	<i>Ecuadorian beneficiary</i>
Fanny Cedeño	F	<i>Venezuelan beneficiary</i>
Jesús España	M	<i>Venezuelan beneficiary</i>
9 beneficiaries and staff	M (1) F (8)	Casa del Migrante Cuenca
Daniel Cevallos	M	<i>Coordinador</i>
Alba Palacios	F	<i>Beneficiary</i>

Number / name	Gender	Description
Norma Quinde	F	<i>Beneficiary</i>
Rosa Duta	F	<i>Beneficiary</i>
Martha Sanchez	F	<i>Beneficiary</i>
Belén Zambrano	F	<i>Coordinador</i>
María Ávila	F	<i>Beneficiary</i>
María Gallo	F	<i>Beneficiary</i>
Karen Polanco	F	<i>Beneficiary</i>
South Africa (44)		
Group of 6 beneficiaries	F (6)	Sewing beneficiaries in Durban
Group of 7 beneficiaries	F (4) M (3)	Beneficiaries in Thokoza Township, Johannesburg trained on various skills (catering, community capacity enhancement and tailoring)
Group of 5 beneficiaries	F (4) M (1)	Youth collaborating with Africa Unite who were trained on journalism in Cape Town
Group of 3 beneficiaries	F (3)	Women trained on sewing in Cape Town
Group of 4 beneficiaries	F (4)	Women trained on baking in Cape Town
Group of 11 beneficiaries	F (11)	Women trained on business skills in Durban
Group of 8 beneficiaries	F (4) M (4)	Youth trained on electrical apprenticeship in Eshowe, KwaZulu Natal Province

ANNEX 4: Evaluation Terms of Reference

Countering Xenophobia and Discrimination and enhancing Social Cohesion: an evaluation of IOM approaches and Initiatives

TERMS OF REFERENCE

Commissioned and managed by: Department of Strategic Planning and Organizational
Performance, IOM Central Evaluation unit

1. Evaluation Context

Following the Universal Declaration of Human Rights in 1948, one of the first international agreements on human rights adopted by the UN General Assembly (UNGA) was the International Convention on the Elimination of All Forms of Racial Discrimination in 1965. As a result, three world conferences have taken place against racism, racial discrimination, xenophobia and intolerance (1979, 1986, 2001).⁸¹ The latter was the [Durban Declaration and Programme of Action](#) (DDPA), providing a comprehensive framework for addressing xenophobia, racism, racial discrimination, and related intolerance.

The Durban declaration states that “xenophobia against non-nationals, particularly migrants, refugees and asylum seekers, constitutes one of the main sources of contemporary racism and that human rights violations against members of such groups occur widely in the context of discriminatory, xenophobic and racist practices”. The declaration also outlines measures to combat racism in all its manifestations, calling for tougher anti-discrimination legislation and administrative measures; measures of prevention, education and protection; improved remedies and resources available to victims of racism and greater multiculturalism.

In the framework of the approval of the [2030 Agenda on Sustainable Development](#) (SDG) in 2015, the UNGA called for “a world of universal respect for human rights and human dignity, the rule of law, justice, equality and non-discrimination; of respect for race, ethnicity and cultural diversity; and of equal opportunity permitting the full realization of human potential and contributing to shared prosperity”⁸². The SDG goal 16.B to “promote and enforce non-discriminatory laws and policies for sustainable development” addresses this call.

⁸¹ *World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, Geneva, 14-25 August 1978, report (A/CONF.92/40) 79.XIV.2.*

World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, Geneva, 1-12 Aug. 1983, report (A/CONF.119/26) 83.XIV.4.

World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, Durban, 31 Aug.-8 Sept. 2001, report (A/CONF.189/12)

⁸² *UN GA (2015) Transforming our world: the 2030 Agenda for Sustainable Development. (A/RES/70/1). Page 4, paragraph 8.*

As part of the [New York Declaration for Refugees and Migrants](#), adopted by the UN GA in 2016, States committed to protect the safety, dignity and human rights and fundamental freedoms of all migrants, regardless of their migratory status; to combat xenophobia, racism and discrimination towards all migrants; and to take measures for their integration and inclusion.

Combating xenophobia and discrimination is not new in IOM and remains high on the agenda of the organization for the promotion of the positive aspects of migration, of the contributions of migrants at the economic, social and cultural levels and of their rights. The 2015 [Migration Governance Framework](#) (MIGOF) underlines adherence to international standards and the fulfillment of migrants' rights. IOM recognizes that the obligation to respect, protect and fulfill the rights of individuals is paramount and applies to all individuals within a State's territory, regardless of nationality or migration status and without discrimination, in order to preserve their safety, physical integrity, well-being and dignity. It also notes that the protection of the rights of individuals includes combating xenophobia, racism and discrimination, ensuring adherence to the principles of equality and non-discrimination, and ensuring access to protection.

According to the [IOM Strategic Vision](#) of 2019, the Organization remains committed to the values and principles enshrined in the Charter of the United Nations and to the respect for the rights, dignity and well-being of migrants⁸³. The Strategic Vision also highlights the need to factor in policies a broader understanding of identity and community cohesion, considering the multiple affiliations individuals may have due to migration".⁸⁴

The IOM report of 2021 to the High-Level Political Forum (HLPF) on sustainable development states that stigmatization, racism and xenophobia towards migrants increased during the Covid-19 pandemic, with migrants scapegoated as responsible for spreading the virus: "As lockdown measures are extended and vaccination campaigns begin, xenophobia persists, exacerbated by social tensions created by the economic downturn. Stigma, racism and xenophobia undermine migrants' human rights, negatively impact their living and working conditions and limit their ability to fully contribute to national and global recovery efforts. In addition, these phenomena erode social cohesion, which is critical to COVID-19 recovery... It is, therefore, all the more important that the vital role of migrants in economic recovery is prominently built into national and local communication efforts about COVID-19, and that messages and policies are based on available data and evidence, thereby effectively addressing stigma and xenophobia in general."

IOM defines xenophobia as "attitudes, prejudices and behaviour that reject, exclude and often vilify persons, based on the perception that they are outsiders or foreigners to the community, society or national identity"⁸⁵. The organization also defines discrimination as "any distinction, exclusion, restriction or preference which is based on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status, and which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise by all persons, on an equal footing, of all rights and freedoms"⁸⁶.

⁸³ *IOM Strategic Vision. 2019-2023: Setting a course for IOM (C/110/INF/1). Page 4.*

⁸⁴ *Ibid. Page 14*

⁸⁵ [IOM Glossary on Migration](#) (2009). Page 235

⁸⁶ *Idem. Page 54.*

Two related concepts are social cohesion and integration. IOM defines the concept of social cohesion “refers to a social order in a specific society or community based on a common vision and a sense of belonging for all communities; where the diversity of people’s different backgrounds and circumstances are appreciated and positively valued; those from different backgrounds have similar life opportunities; and strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and within neighbourhoods”.⁸⁷ IOM defines integration as “the two-way process of mutual adaptation between migrants and the societies in which they live, whereby migrants are incorporated into the social, economic, cultural and political life of the receiving community”.⁸⁸ social integration implies an increased participation in society for people who are disadvantaged on the basis of age, sex, disability, race, ethnicity, origin, religion or economic or other status, through enhanced opportunities, access to resources, voice and respect for rights⁸⁹.

In line with the [Convention on the Elimination of All Forms of Discrimination against Women](#) (CEDAW) approved by the UN GA in 1979, IOM has taken a series of steps to prevent and address gender discrimination. In November 1995, the IOM Council adopted an IOM Staff and Programme Policy on gender-related issues⁹⁰, stating that “IOM is committed to ensuring that the particular needs of all migrant women are identified, taken into consideration and addressed by IOM projects and services.” This policy has evolved over time including through the conduct of central evaluations in 2006⁹¹, 2017⁹² and 2021⁹³, the latter including an analysis of the implementation of the gender-related recommendations of the MOPAN 2017-18 Assessment⁹⁴, setting the ground for an upcoming policy replacing the one published in 2015.⁹⁵

In line with the ‘[Youth 2030: UN Youth Strategy](#)’, IOM is also committed to protecting and promoting young people’s human rights, including those experiencing intersecting forms of discrimination.

According to IOM’s [Rights-based approach \(RBA\) to programming](#), published by IOM in 2005, migration programming should be guided and abide by a set of rights principles, including promoting equality, non-discrimination, participation and inclusion. “Programmatically, incorporating... (the non-discrimination) principle does not mean that IOM cannot focus on specific groups... On the contrary,

⁸⁷ *Idem*. Page 200.

⁸⁸ *Idem*. Page 106.

⁸⁹ See IOM [Essentials of Migration Management Handbook](#) (EMM2.0) on *Integration and Social Cohesion*

⁹⁰ IOM Council, Resolution No 932 (LXXI), ‘[Staff and Programme Policies on Gender Issues](#)’, November 1995

⁹¹ IOM OIG [Evaluation of Gender Mainstreaming policy and strategy in IOM](#) (2006)

⁹² IOM OIG [Midterm Evaluation of IPOM Gender Equality Policy 2015-2019](#) (2017)

⁹³ IOM OIG [Review of the implementation of recommendations from the 2017 evaluation of IOM Gender Equality Policy and MOPAN Assessment](#) (2021)

⁹⁴ MOPAN [2017-18 Assessment- Organisational Performance Brief – International Organization for Migration](#)

⁹⁵ [IOM Gender Equality Policy 2015–2019](#) (C/106/INF/8/Rev.1)

by focusing on groups who are particularly excluded, marginalized, or exposed to certain vulnerability inducing factors... IOM can work towards the realization of relevant rights for everyone.”⁹⁶

In 2015, the [IOM Humanitarian Policy](#) was launched, where it reaffirms commitment toward the humanitarian principles of humanity, impartiality and independence in the delivery of the humanitarian response. The impartiality principle implies that “humanitarian action must be carried out on the basis of needs alone, prioritizing those most in need, without discrimination on the basis of race, nationality, ethnicity, gender, religious belief, class or political opinion...(giving) priority to the most vulnerable”. The IOM Humanitarian Policy also reflected the commitment to meet the international standards for accountability to affected populations (AAP), further developed in the IOM’s [Accountability to Affected Populations Framework](#) (2020). In carrying out its crisis-related operations, programs and activities are required to adhere to a set of predefined principles, including do not harm, non-discrimination, principled humanitarian action, zero tolerance for sexual exploitation and abuse, protection and data protection. With the non-discrimination principle, IOM commits to take “all necessary measures to promote and advance gender equality and diversity inclusion by helping to remove or overcome obstacles that may undermine the access to assistance, services and their ability to”.⁹⁷

The IOM [Guideline to protect migrants in countries experiencing conflict or natural disasters](#) (2016) indicates that “humanitarian assistance should be provided to people affected by a conflict or a natural disaster, including migrants, on the basis of need, without discrimination, and regardless of immigration status, nationality, ethnicity, gender, age, disability, or other differentiating characteristics”.⁹⁸ It also states that “if migrants receive assistance to the exclusion of members of host communities, perceptions relating to preferential treatment may create or exacerbate tensions and lead to discrimination, stigmatization, or social exclusion (therefore) An approach to post-crisis action that incorporates the needs of host communities is more likely to be successful than one that solely targets migrants and their families. Such an inclusive approach can foster community and social cohesiveness and stability in the long-term”.

As a full member of the Inter-Agency Standard Committee (IASC), IOM is committed to take actions to address manifestations of racial discrimination and to eliminate barriers to equality. These actions are reflected in the [IASC Addressing Racism and Racial Discrimination Action Plan](#) (2021).

IOM also endorsed the [Charter on Inclusion of Persons with Disability in Humanitarian Action](#) in 2017, and follows the [UN Disability Inclusion Strategy](#) launched in 2019 aiming to include disability inclusion in IOM programming, targeting people with disabilities and ensuring they are fully part of the whole IOM programming cycle. Tackling stigma and discrimination is among the guiding elements of IOM’s programming.

In addition to the commitments above, according to the IOM standards of conduct (2002, 2014) IOM staff are expected to respect at all times the dignity, worth and equality of all people, without regard

⁹⁶ *IOM Rights-based approach to programming. Page 28*

⁹⁷ *IOM [Accountability to affected populations framework](#). Page 10.*

⁹⁸ *See Guideline 11. Page 34.*

to race, gender, religion, colour, national origin, marital status, biological sex, gender identity, sexual orientation, age, physical disability or political conviction. Furthermore, in 2021 the Organization developed an internal IOM Strategy on Race Equity and Equality strategy

In December 2018, the UN GA adopted the [Global Compact on Safe, Orderly and Regular Migration \(GCM\)](#) to empower migrants and societies to realize full inclusion and social cohesion, and eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration⁹⁹. As part of the Objective 17, GCM signatory states envisaged various actions in that regard such as: (i) the promotion of mutual respect for the cultures, traditions and customs of communities of destination and of migrants; (ii) establishing mechanisms to prevent, detect and respond to racial, ethnic or religious profiling of migrants, as well as systematic instances of intolerance, xenophobia, racism and other forms of discrimination; and (iii) the engagement of migrants leaders, educators and service providers to detect and prevent incidences of intolerance, racism, xenophobia and other forms of discrimination against migrants and diasporas, and support activities in local communities to promote mutual respect.¹⁰⁰ IOM is in charge of the Secretariat of the UN Migration Network (the Network)¹⁰¹ established to support the implementation, follow-up and review of the GCM.

In 2022, IOM has launched a SRF that helps to assess the performance of the organization in implementing its corporate strategies, such as the Strategic Vision 2019, and one of the objectives is to ensure that “Xenophobia and negative perceptions of migration are mitigated through evidence-based public discourse”. IOM implements projects specifically aimed to prevent, address or eliminate xenophobia and discrimination. At the same time, IOM projects in general may also be contributing to preventing discrimination and xenophobia vis-à-vis gender, age, disability, race and ethnicity with the advances made toward principled humanitarian action, rights-based approach to programming, accountability to affected populations, and gender, diversity and disability.

Examples of IOM initiatives specifically aimed to contribute to the protection of migrants from xenophobia and discrimination and to promote social cohesion include:

- The [Migration Governance Indicators \(MGI\)](#) programme, a tool that supports governments in taking stock of the comprehensiveness of their migration policies and in identifying gaps and areas that could be strengthened, includes key indicators to assess the extent to which migrants can access healthcare, education, social security, equal pay, etc. in a non-discriminatory manner.¹⁰²
- The IOM [Diversity, Inclusion and Social Cohesion \(DISC\)](#) initiative is a multi-year, demand-led initiative to support Member States and relevant partners in the areas of migrant integration, inclusion and social cohesion.
- The [Global Migration and Media Academy](#), launched in 2020, is a worldwide academy for journalists and communications students to tackle the spread of misinformation and xenophobia in the media.

⁹⁹ *GCM objectives 16 and 17 (A/RES/73/195). Page 7.*

¹⁰⁰ *Idem. Page 23.*

¹⁰¹ <https://migrationnetwork.un.org/>

¹⁰² [IOM Measuring well-governed migration: the 2016 Migration Governance Index \(2016\).](#)

- “It Takes a Community” digital communications campaign publicizes stories about social cohesion and the positive impact migration can have on communities to counteract negative public narratives and disinformation about migration.
- [PLURAL+ Youth Video Festival](#), in partnership with the United Nations Alliance of Civilizations (UNAOC), invites the world’s youth to submit original and creative videos focusing on migration, diversity and social inclusion.
- Multiple IOM Country Office led information campaigns to counter xenophobia and stigma, for instance, in Armenia, Azerbaijan, Bosnia and Herzegovina, Brazil, Djibouti, Gambia, Indonesia, Italy, Mexico, Peru, Panama, Slovakia, Thailand and the United Kingdom.
- IOM has created a site, www.iom.int/countering-xenophobia, with information on campaigns, resources, tools and news dedicated to countering xenophobia.

As documented in the [IOM Annual Report 2021](#), “in 2021, 55 IOM offices supported awareness-raising campaigns, targeting civil society organizations, media counterparts and local governments to counter xenophobia and discrimination, reaching approximately 17 million people, including around 5 million women, girls and gender diverse individuals.”¹⁰³

Also, IOM has produced several publications on xenophobia, discrimination and social cohesion, such as [Migration Focus on Integration, Xenophobia and Discrimination](#) (2015), the [World Migration Report](#) (2018, 2021), [Quarantined! Xenophobia and migrant workers during the COVID-19 pandemic](#) (2020), [Sentiment towards Migration during COVID-19 What Twitter Data Can Tell Us](#) (2021), and [The Power of Contact: Designing, Facilitating and Evaluating Social Mixing Activities to Strengthen Migrant Integration and Social Cohesion Between Migrants and Local Communities](#) (2021).

Finally, IOM has given all IOM staff access to multiple internal and external virtual training courses on addressing discrimination and xenophobia.

2. Objective of the Evaluation

The objective is **to evaluate IOM’s strategic approach and interventions to protect people on the move and migrants from xenophobia and social discrimination and to enhance social cohesion, either through direct actions designed for that purpose, or in a complementary or subsidiary manner as part of broader protection and assistance objectives.**

The evaluation will also identify potential areas of improvement (both strategic and operational) at the headquarters, regional and country office levels to strengthen IOM’s work, contribute to learning, and inform IOM partners, governments and Member States on IOM related initiatives. The evaluation will not include an analysis of internal measures taken to prevent and address xenophobia and discrimination inside IOM and among staff, as this will be better examined through audit.

The evaluation will develop a Theory of Change (ToC) of IOM policies, strategies and initiatives relevant to xenophobia and discrimination and how they are contributing to reach the overall intent, objective(s) and recommendations agreed upon within the UN and by the international community as specified in the first section above.

¹⁰³ IOM [Annual Report for 2021](#) (C/113/INF/1/Rev.1) .

3. Evaluation Scope and Methodology

In line with its objective, the evaluation will respond to the evaluation questions grouped under the six OECD/DAC criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability. The methodology will consist of an extensive documentation review (including project documents, strategic documents, publications and IOM information systems), interviews with key staff and partners, electronic surveys and, if opportune, a workshop with staff working at HQ in areas related to xenophobia and discrimination. No field visits are yet planned due to potential COVID-19 travel restrictions, which will however be re-examined if considered relevant.

To document the analysis of IOM's interventions, the evaluation will examine during the inception phase a selection of projects and programmes that properly illustrate IOM's work and collaboration on xenophobia, discrimination and social cohesion, such as the ones listed above, to be used as case studies. The evaluation will also develop a Theory of Change (ToC) reflecting IOM's strategies, approach and interventions to prevent and address xenophobia and discrimination.

The target audience for the conduct of this evaluation includes IOM management, IOM staff working at Headquarters (HQ), mainly from the Department of Operations and Emergencies (DOE), the Department of Peace and Development Coordination (DPDC) and the Department of Programme Support and Migration Management (DPSMM), regional offices and country offices, as well as interested donors, Member States and partners. The evaluation will also identify relevant documents within the projects and programmes selected as case studies that can be used to include the views of the migrants. The use of various data collection tools (documentation review, interviews, surveys) will facilitate the triangulation of information collected, thereby increasing the reliability of the findings, lessons learned, good practices and recommendations that will be presented in the evaluation report.

The evaluation is not intended to provide a detailed analysis of the performance, impact and sustainability of the selected programmes or activities implemented by IOM's offices, but to identify fields of activities where IOM can have a major impact and to identify what needs to be improved to maximise IOM's contribution to migrants and Member States. The evaluation will not address gender equality and gender mainstreaming in general terms as a cross-cutting issue, as this has been covered by other IOM evaluations¹⁰⁴, but will examine gender under the scope of categories of people victim of discrimination, xenophobia and intolerance¹⁰⁵. As another cross-cutting issue to be examined, the analysis could also cover environmental aspects, for instance the impact of natural disasters on social cohesion and discrimination.

4. Evaluation Questions:

Relevance:

- To what extent are IOM mechanisms to prevent, identify and address discrimination and xenophobia relevant to support IOM strategic objectives and adhere to related international norms and declarations (including guidance, tools, training and technical support)?

¹⁰⁴ [Review of the Implementation of Recommendations from the 2017 Evaluation of IOM Gender Equality Policy and MOPAN Assessment](#) (2021), [External Assessment of the Inclusion of Gender in IOM Evaluations: Report to the UN System Wide Action Plan \(UN-SWAP\) for Gender Equality and the Empowerment of Women \(GEEW\)](#) (2020); [Midterm Evaluation of IOM Gender Equality Policy 2015-2019](#) (2017), and [Evaluation of Gender Mainstreaming Policy and Strategy in IOM](#) (2006).

¹⁰⁵ [In line with IOM's Guidance for addressing gender in evaluations](#), and the [UNEG Guidance on Integrating Disability Inclusion in Evaluations and Reporting on the UNDIS Entity Accountability Framework Evaluation Indicator](#).

- To what extent are IOM mechanisms to enhance social cohesion relevant to support IOM strategic objectives in that field?
- To what extent are xenophobia and discrimination closely related to social cohesion enhancement in IOM initiatives?
- To what extent are xenophobia and discrimination considered during the development of project proposals?
- To what extent the non-reference to xenophobia and discrimination in IOM guidance and project documents is a missed opportunity?

Coherence:

- To what extent are IOM approaches to prevent, identify and address xenophobia and discrimination coherent, and working in synergy with other IOM approaches, policies and frameworks¹⁰⁶?
- To what extent are IOM approaches to prevent, identify and address xenophobia and discrimination supported by well-defined theory of change and compatible with the external commitments assumed by the Organization and related UN norms and standards?
- To which extent has IOM involved relevant stakeholders to increase its effectiveness and maximize its impact in the reduction of xenophobia and discrimination, as well as in the enhancement of social cohesion?

Effectiveness:

- To what extent are IOM approaches effective in contributing to the elimination of discriminatory barriers preventing migrants and displaced populations access to goods, services, rights and information?
- To what extent are the IOM mechanisms in place to prevent, identify and address xenophobia and discrimination been used as a reference to develop and manage IOM interventions?
- To what extent are these mechanisms effective in the achievement of IOM's engagements to combat xenophobia and discrimination?
- To what extent is the enhancement of social cohesion between migrants or displaced populations and host communities effective in reducing and eliminating xenophobia and discrimination?
- To what extent has IOM been able to set strategic targets and results to prevent and reduce xenophobia and discrimination and measure the progress against them?
- What are the main issues and constraints to prevent xenophobia and discrimination?
- How does IOM capture lessons learned and good practices in preventing and tackling xenophobia and discrimination, and how are they integrated into strategies and projects?
- How effective has IOM been in capturing and addressing complaints from migrants and displaced populations and abuse related to xenophobia and discrimination?

Efficiency:

- To what extent are IOM staff and implementing partners aware of and well informed on IOM's commitments to address xenophobia and discrimination and comply with them in IOM interventions?

¹⁰⁶ Including but not limited to the IOM humanitarian policy, IOM [protection policy](#), the IOM [rights-based approach to programming](#) and the IOM [accountability to affected populations](#) framework, the IOM Gender Equality Policy, and the UN Disability Strategy, and IOM Race Equity Action Plan.

- Are the expectations and roles to address xenophobia and discrimination at the global, regional and country levels sufficiently clear to promote IOM approaches efficiently?
- Have the resources invested by the Organization to prevent, identify and address xenophobia and discrimination been sufficient to support its objectives and commitments?

Impact:

- To what extent can identified outcomes and impact on the prevention and elimination of xenophobia and discrimination in IOM interventions be attributed to IOM's strategic guidance on the topics?
- To what extent are IOM's actions to address xenophobia and discrimination bringing expected changes for due access to services, rights and information by affected groups?
- To what extent is IOM contributing to redress or correct the perception and effects of xenophobia and discrimination?

Sustainability:

- What are the main enablers and challenges in guaranteeing the sustainability of measures addressing xenophobia and discrimination in IOM interventions?
- To what extent has IOM contributed to building durable national ownership to prevent, identify and address xenophobia and discrimination and to enhance social cohesion between migrants/displaced populations and host communities?

5. Ethics, norms and standards for evaluation

IOM abides by the [Norms and Standards for Evaluation](#) of UNEG and expects all evaluation stakeholders and the consultant(s) to be familiar and compliant with the [UNEG Ethical Guidelines for Evaluation](#), as well as the [UNEG Codes of Conduct for Evaluation in the UN System](#).

The evaluation must be conducted in full respect of IOM Data Protection Principles.

6. Evaluation deliverables

The following deliverables are to be provided by the evaluator throughout the evaluation process, upon a pre-agreed schedule:

- Inception report¹⁰⁷ (including evaluation matrix and final methodology)
- Draft evaluation report submitted for comments to evaluation manager
- Debrief on initial findings
- Final evaluation report¹⁰⁸ submitted to evaluation manager
- Evaluation brief¹⁰⁹
- Presentation of the evaluation findings
- Management response and action plan matrix partially filled out with the evaluation recommendations.
- Brief progress report(s) during the evaluation depending on needs

¹⁰⁷ Using IOM template.

¹⁰⁸ *Ibid.*

¹⁰⁹ *Ibid.*

All deliverables are to be written in English. The deliverables should meet the quality standards described in IOM [Guidance on Quality Management of Evaluations](#) for inception reports, draft and final reports.

7. Roles and Responsibilities

The evaluation will be conducted by an external consultant/consultant firm under the responsibility of IOM Central Evaluation unit (EVA). The Protection Division (PRO), belonging to DPSMM, and the GDC, will be EVA main interlocutors for providing comments and feedback on the conduct of the exercise. A broader Reference Group could be established to contribute to the evaluation for commenting the inception and draft reports.

The Protection Division will provide relevant documentation to help answer the evaluation questions and identify the internal and external structures, processes, policies, strategies and programmatic approaches referenced to answer the evaluation questions. The unit will also contribute to the establishment of interview and survey respondents lists, and to the identification of case studies.

ANNEX 5: IOM guidance on the three themes

#	Title	Description	Theme(s) covered		
			<i>Xenophobia</i>	<i>Discrimination</i>	<i>Social Cohesion</i>
1.	https://www.iom.int/iom-diversity-inclusion-and-social-cohesion-disc-initiative	Diversity, Inclusion and Social Cohesion (DISC)	✓	✓	✓
2.	Countering Xenophobia, https://www.iom.int/countering-xenophobia	Website outlining Campaigns Resources, Tools and related news and Stories, e.g. reports on Discrimination, linked to the larger DISC website (✓	✓	✓
3.	Xenophobia and Migrant inclusion Brief (DISC) IOM's response to Xenophobia and Discrimination in the COVID-19 response and recovery, 2020	DISC Resources pamphlet - Overview of response and resources available	✓	✓	✓
4.	COVID-19 Issue Brief: Countering Xenophobia and Stigma to foster Social Cohesion, 2020	Provides case studies, policy recommendations and solutions to address and combat xenophobia and hate speech in the context of a pandemic and promote "whole of community" response.	✓	✓	✓
5.	Designing, Implementing, and Evaluating the Impact of Social Mixing Programmes: a Toolkit for IOM and its Partners, 2023	The toolkit provides project developers, managers and implementers with more detailed guidance about how to design, implement and evaluate the impact of social mixing activities			✓
6.	The Power of Contact: Designing, Facilitating and Evaluating Social Mixing Activities to Strengthen Migrant Integration and Social Cohesion Between Migrants and Local Communities : A Review of Lessons Learned, 2021	Lessons learned and guidance on social mixing for project managers and developers, event organizers and facilitators, on fostering migrant integration and social cohesion through social mixing activities.			✓

7.	Integration and social cohesion: key elements for reaping the benefits of migration	Global Compact Thematic Paper, IOM to assist IOM MS and partners to prepare for Global Compact for Safe, Orderly and Regular Migration (GCM)			✓
8.	IOM Toolkit on Facilitating Pathways to Inclusive and Cohesive Societies The Path Ahead for People Fleeing Ukraine, 2022	An initial guide for IOM missions and partners to facilitate early inclusion of impacted populations and develop capacities of local communities to support newcomers.	✓	✓	✓
9.	Integration that Values Diversity - Exploring a Model for Current Migration Dynamics, 2017	Part of the IOM Migration Research Leaders Syndicate's contribution toward the Global Compact for Migration.			✓
10.	Gender Equality Policy 2015-2019	Most recent gender equality policy		✓ (Gender)	✓
11.	IOM gender marker guide	Guide for using the gender marker		✓ (Gender)	✓
12.	IOM Strategy on Race Equity and Equality, 2021 and draft update message, 2022	Strategy for addressing racial discrimination of staff in the workplace		✓ (Race)	
13.	Operational guidance on age, gender, diversity and protection considerations for IOM premises	Field guide to Resettlement and Movement Management (RMM) division staff to ensuring appropriate age, gender, diversity (AGD) and protection considerations are taken into account in relation to the physical spaces of IOM premises and IOM managed transit centres (TCs)	✓	✓	✓
14.	Disability Inclusion Strategy 2019-2021, IOM Iraq	The IOM Iraq Disability Inclusion Strategy highlights five areas drawn from the <i>United Nations Disability Inclusion Strategy</i> and prioritized with input from IOM Iraq staff and Iraqi persons with disabilities (PwD)		✓ (Disability)	
15.	Ensuring Participation of Persons with Disabilities Guidance	Provides guidance mainly for IOM humanitarian staff on the participation of persons with disabilities in IOM programming		✓ (Disability)	

16.	Guidance Note on Disability Inclusion in Programmes and Proposals	Practical guidance on how to mainstream disability-inclusion in each section of proposals		✓ (Disability)	
17.	Disability inclusion in CCCM toolbox	Supporting participation and inclusion of persons with disabilities in CCCM responses		✓ (Disability)	
18.	IOM guidance on inclusive facilities for migrants with diverse SOIESC 2020	Details the protection considerations related to LGBTIQ+ migrants, (based on the field guide, (15) above.)		✓ (Sexuality/Gender)	
19.	Training Package, Facilitation Guide, Sexual Orientation, Gender Identity, Gender Expression and Sex Characteristics (SOGIESC) in Forced Displacement and Migration, 2021, UNHCR and IOM	Training package on the protection of people with diverse SOGIESC for personnel as well as the broader humanitarian community.		✓ (Sexuality/Gender)	
20.	Internal Guidance Note – Migration Integration (IN/193), 2012	Details the parameters for IOM's involvement for integration, areas of activities and legal framework. No specific reference to social cohesion.	✓	✓	✓
21.	Rights-based approach to programming, manual, 2015	Modular guide, theoretical and practical, for applying a rights-based approach to programming		✓	
22.	The human rights of migrants, IOM policy and activities, MC/INF/298, 2009	Overview of IOM's Mandate, Activities and Partners in relation to upholding the human rights of migrants		✓	
23.	IOM'S Humanitarian policy – Principles for humanitarian action, 2015	Principles guiding IOM's humanitarian role. References non-discriminatory humanitarian response.		✓	
24.	IOM's Emergency Manual	Guidance and tools for COs to respond to crises. References other guidance including needs assessments that reference discrimination.		✓	
25.	IOM, Essentials of Migration Management Handbook, EMM2.0.	IOM's flagship programme on migration management and governance providing foundational training, tools and resources to government officials and all stakeholders dealing with migration and highlighting the interaction between different thematic areas of migration.		✓	✓

26.	Accountability to Affected Populations (AAP) Framework, 2019	Overview of IOM's commitments to and actions on AAP, as well as definitions and explanations about the rationale and internal and external policies shaping the approach.		✓	
27.	IOM Project Handbook second edition, 2017	Provides a handbook for IOM staff with all aspects of the project cycle from project development, review, endorsement, activation, implementation, management to monitoring, reporting and evaluation.		✓ (mainly Gender)	
28.	IOM Policy on Protection, 2015	Protection policy that underlines IOM's contribution to the protection of migrants through promoting the dignity and respect of migrants, based on non-discrimination		✓	
29.	IOM Handbook on Protection and Assistance, for migrants vulnerable to violence, exploitation and abuse on protection and assistance, 2019	Support for case managers, service providers, communities, humanitarian and development actors, States, etc. by presenting the DOMV model for analysing and responding to migrant vulnerability.		✓	
30.	Guidance Note on how to mainstream protection across IOM crisis response (or the Migration Crisis Operational Framework sectors of assistance) 2016	<i>An internal management tool</i> , aims to contribute to institutional clarity on the role of IOM in respect of protection. Compliance mandatory.		✓	
31.	IOM public communication Campaign toolkit, 2020	Toolkit is designed to support staff and other migration professionals responsible for public communication campaigns in complex settings. Does not specifically mention addressing xenophobia by campaigning.		✓	
32.	Project implementation agreement, 2022	Agreement signed by implementing partners; mentions responsibility of partners not to engage in discriminatory or exploitative practice or practice inconsistent with the rights set forth in the Convention on the Rights of the Child (para 8.2); and to take all appropriate measures to prohibit and prevent actual, attempted and threatened sexual exploitation and abuse ("SEA") by its employees or any other persons engaged (para 8.3).		✓ (children) (SEA)	

33	Migrant Integration, Internal Guidance Note, Department of Migration Management (DMM), 2012	Compliance with this guidance note is mandatory	✓	✓	
34	Global Compact for Migration	The UN global agreement on a common approach to international migration based on 23 objectives	✓	✓	✓
35	The Migration Governance Framework, (MiGOF)	MiGOF is used to guide IOM's work in capacity building, providing policy advice and developing specific programmes.	✓	✓	
36	The Migration Crisis Operational Framework (MCOF), 2012	IOM's central reference point for the Organization's engagement on the mobility dimensions of crises.		✓ (Gender)	

ANNEX 6: Presence of the three themes in IOM CO strategies

#	Country and time period	Description	Theme(s) covered		
			<i>Xenophobia</i>	<i>Discrimination</i>	<i>Social Cohesion</i>
	Armenia (2022-2025)	Protection objective mentions discrimination; social cohesion and xenophobia mentioned in supporting texts for the strategy.	✓	✓	✓
	Bangladesh (2018-2021)	Mainstreaming gender featured as a cross-cutting theme. Migrant reintegration mentioned as an aspect of the migration and development priority; no specific mention of social cohesion, inclusion or harmonization.		✓ (gender)	
	Egypt (2021-2025)	Social cohesion and xenophobia mentioned under resilience priority. Gender featured as a cross-cutting issue.	✓	✓ (gender)	✓
	Ghana (2022-2025)	Discrimination and social cohesion mentioned under the resilience strategic objective.		✓	✓
	Guatemala (2023-2025)	There is a cross-cutting theme on gender, diversity and inclusion; there is a strategic objective on social cohesion.		✓	✓
	Gulf Countries (2021-2024)	Countering xenophobia mentioned under the strategic communications area of work. Gender equality featured as a cross-cutting priority. The strategy “advocates for tailored and harmonized orientation for migrants at all points in the labour migration cycle” but does not specifically mention social cohesion, inclusion or harmonization.	✓	✓ (gender)	
	Ireland (2021-2024)	Specific objective on social cohesion that mentions discrimination; xenophobia mentioned in context description.	✓	✓	✓
	Mozambique (2021-2023)	Gender featured as a cross-cutting issue; social cohesion mentioned as a key result of the focus area Peacebuilding, Community Stabilization and Disarmament, Demobilization and Reintegration.		✓ (gender)	✓
	Thailand (2022-2026)	Protection objective mentions discrimination; there is a strategic objective on inclusion.		✓	✓
	Turkey (2021-2025)	Social cohesion and harmonization part of a strategic priority; discrimination mentioned in reference to cross-cutting issues; countering xenophobia mentioned as an aim of partnerships, amongst other aims.	✓	✓	✓

ANNEX 7: Country profiles for three themes

	Bangladesh	Ecuador	Italy	South Africa	Tunisia
Key contextual issues	<ul style="list-style-type: none"> - Protracted emergency crisis with almost one million Rohingya refugees. - Multiple sensitivities of the context around the concepts of the three themes. 	<ul style="list-style-type: none"> -Major recipient of migrants from Venezuela, and Colombia and Haiti (to a lesser extent), as well as returning Ecuadorian migrants particularly mainly from Venezuela. -Both transit and destination country for Venezuelan migrants. -IOM supports the government of Ecuador through expertise, capacity, presence and resources. -Strong tendencies in xenophobia and discrimination among national authorities. 	<ul style="list-style-type: none"> -Perceived as major recipient of migrants both as a transit and destination country -Supportive authorities that value IOM's role despite challenging political context 	<ul style="list-style-type: none"> - Major recipient of migrants especially from the Southern Africa region, but also grappling with socio-economic and political challenges from the apartheid era. - UN agencies have developed a common country approach to enable them to have an integrated approach to programmes. - Main policy is the NAP to Combat Racism, Racial Discrimination, Xenophobia and Related Intolerance 	<ul style="list-style-type: none"> -Migration flows to Tunisia highly variable, with most migrants coming from sub-Saharan Africa, but also from Sudan, Palestine and Egypt. -Both transit and destination country. -IOM supports the Tunisian government and also works to protect migrants.
Xenophobia initiatives – examples	<ul style="list-style-type: none"> -No xenophobia initiatives possible. -Only possible to talk of xenophobia in relation to the experience of Rohingya in their home country. 	<ul style="list-style-type: none"> -Initiatives in communications/campaigns in the capital (Quito). -Prevention activities for xenophobia at the regional level (Cuenca, Manta) through social cohesion initiatives. 	<ul style="list-style-type: none"> -Ongoing work with the Italian media, including campaign “<i>Parole Nuove</i>” for a balanced narrative on migration (no budget or appetite for xenophobia campaigns). 	<ul style="list-style-type: none"> - Xenophobia is not addressed per se, but embedded within social cohesion initiatives, with some communication actions. 	<ul style="list-style-type: none"> -Sporting, cultural and artistic initiatives, various activities within different projects.
Discrimination initiatives - examples	<ul style="list-style-type: none"> -Large disability program mainstreamed across the camps. -Women and Girls Safe Space program (WGSS) in most 	<ul style="list-style-type: none"> -No specific initiatives. -Prevention embedded into projects with other themes in protection, integration, health and communication. 	<ul style="list-style-type: none"> - No specific initiatives; more so CO see addressing discrimination embedded in all their work; such as through the cultural mediators; reducing 	<ul style="list-style-type: none"> - No specific initiatives or projects. 	<ul style="list-style-type: none"> - IOM working with the government on the anti-discrimination law in 2018. -Health and education initiatives to facilitate

	<p>camps and in the host community.</p> <p>-“Third gender” project in development.</p>		<p>discrimination at border points and the workplace, in addition to the work carried out with diaspora organizations that indirectly tackle discrimination and the other two themes.</p>		<p>migrants' access to these services.</p>
Social cohesion initiatives-examples	<p>-Work on social cohesion is implicit- no social cohesion programming in the camps.</p> <p>- IOM has large Social Cohesion unit in Cox's Bazar with the host community – main work is on counter trafficking and return reintegration programmes</p> <p>-Few examples of projects with refugees included as part of “cash for work” programs and work with the police officials in Dhaka / and in the camps</p>	<p>-CO has a number of social cohesion projects in various areas across the country mainly focused on Venezuelan response and gender.</p> <p>- Social cohesion part of integration and reintegration activities, as well as protection and emergency response.</p>	<p>-CO has implemented many social cohesion projects, often EU-wide, such as Includ-EU, in addition to projects with integration elements and focused on migrants as development actors, e.g. Y-MED and EMERGE.</p>	<p>- Social cohesion considered the flagship work for the CO, drawing a lot from the NAP and social cohesion strategy.</p> <p>- MMTPF project was a joint pilot with 5 UN agencies with several aspects of social cohesion mainly through social mixing.</p> <p>- Prior to MMTPF, there was another IOM Development Fund project that involved social integration of migrants using football.</p>	<p>-IOM funds projects with LNNGOs partners that carry out activities aimed at bringing migrants and citizens together.</p>
Integration of three themes in programming	<p>-None; constrained by the limitations of the political context.</p>	<p>- No specific strategies to integrate three themes in programming.</p>	<p>-CO considers integrating these themes where possible; addressing discrimination and xenophobia always an aim; social cohesion also often relevant given context.</p>	<p>- No integration efforts of the three themes</p>	<p>- No clear strategies to integrate three themes in programming.</p>
Key challenges	<p>- Environment not conducive to working on the themes directly.</p> <p>- Short-term pilot initiatives in Cox's Bazar as a result of a</p>	<p>-Irregular migration from Venezuela.</p> <p>-Uncertain political situation</p> <p>-Limited budget for specific initiatives in three themes.</p>	<p>- Fluctuating political context that can influence migration narrative.</p> <p>-Funding limitations to deliver consistent programming.</p>	<p>- Historical injustices from apartheid compound efforts to address the three themes, especially xenophobia.</p>	<p>-IOM works to protect irregular migrants, while Tunisia's political vision refuses to welcome them.</p>

	<p>perceived temporary situation.</p> <ul style="list-style-type: none"> - Future programming on these themes will be necessary if the situation changes. -Increasingly less funding for social cohesion initiatives. - High turnover of government staff is a barrier to the continuous advocacy required. -Lack of metrics to measure discrimination in the camp settings - Not all guidelines translated into the local language of the staff - Need for gender sensitivity training highlighted as a key issue. 	<ul style="list-style-type: none"> -Limited monitoring available of impact. -Strong contextual xenophobic tendencies in some regions. 		<ul style="list-style-type: none"> - Limited coordination among governmental authorities to particularly address xenophobia despite existence of NAP. - Funding limitations since South Africa is considered a middle-income country. - Socio-economic and political challenges that impact efforts to address the themes, with political tensions rising during electioneering period. - Lack of consistency in projects to address the themes, hence little or no impact. - Lack of strong M&E to document outcomes and learning. - Limited resources, especially staff. 	<p>-IOM's approach to social cohesion not fully aligned with the approach foreseen by the authorities.</p>
Examples of results	<ul style="list-style-type: none"> – Strong partnership with local partners and the community in reintegration work in Dhaka and Cox's Bazaar. -In Cox's Bazaar, WGSS has become the global best practice and is being rolled out. 	<ul style="list-style-type: none"> -Successful results particularly in social cohesion working with universities, museums, and supporting local government and CS migrant support initiatives including gender. Focus on cultural group initiatives (cooking, painting, gardening, films, etc.). 	<ul style="list-style-type: none"> -Evidence-based approach of CO (research on migrants' economic contribution) - Gradual service improvement for migrants focused on local authorities (also Europe-wide) - reducing discrimination concretely for migrants through cultural mediators programme. 	<ul style="list-style-type: none"> - The MMTPF project was a pilot project with several components that has not produced tangible or widespread outcomes to date. 	<ul style="list-style-type: none"> -Activities involving citizens and migrants have increased, as have the number of participants and partners.
Lessons identified	<ul style="list-style-type: none"> - The inclusion outreach model- Communicating with Communities (CwC) on protection issues with camp 	<ul style="list-style-type: none"> -Important to consider and adapt initiatives to specific local context and sensitivities. 	<ul style="list-style-type: none"> - Constant need to "feed" media on migration narrative while recognizing direct work with authorities brings changes 	<ul style="list-style-type: none"> - The need to focus on an evidence-based approach and learning on social cohesion since migration is considered an 	<ul style="list-style-type: none"> -Need to work on strategic projects to achieve sustainable results, as

	<p>beneficiaries was seen as effective to determine priorities in the camps and how IOM are performing.</p>	<p>-In the international community IOM has a lot of credibility. They are seen as bringing all the service providers together to talk about the issues.</p> <p>-Working on prevention more effectively (for example with youth through education) or through sharing of cultural traditions.</p>	<p>-Benefits seen in collaborating on regional (e.g. EU wide) initiatives</p>	<p>enabler of development and the work should contribute to this evidence.</p> <p>- Need to ensure social cohesion and livelihoods are integrated into every project, including the health component.</p> <p>- The need to secure further funding for social cohesion projects.</p>	<p>activities can only have punctual outcomes.</p> <p>-More in-depth consultation would be needed with partners and authorities to ensure their buy-in.</p>
--	---	--	---	---	---