

Evaluation of Data Systems in MENA: multi-country evaluation of phone- based contact centres - ANNEXES



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Annex 1 - Terms of Reference



ANNEX A
REFERENCE ID: SEC/BID/HCR/SUP/MENA/2024/007

RB MIDDLE EAST AND NORTH AFRICA (MENA) TERMS OF REFERENCE (TOR)

DATA SYSTEMS IN MENA – MULTI-COUNTRY EVALUATION OF PHONE-BASED CONTACT CENTRES

Key information at glance about the evaluation	
Title of the evaluation:	Data Systems in MENA– Multi-Country Evaluation of Phone-Based Contact Centres
Proposed Countries:	Egypt, Iraq, Jordan, Lebanon, Libya
Time-frame covered:	2021-2023
Type of evaluation:	Decentralised Thematic
Evaluation commissioned by:	Regional Bureau (RB), MENA
Evaluation manager:	Vincenzo Lionetti lionetti@unhcr.org
Date:	28/04/2024

I. INTRODUCTION

1. UNHCR operations use various Accountability to Affected People (AAP) channels for communication and transparency with forcibly displaced and stateless persons (FDSP) and host community (both groups referred as 'users'), including in-person, phone-based and digital solutions. While in-person contact with UNHCR staff generally remains the preferred communication modality expressed by communities, phone-based contact centres represent a key tool, which experienced a growth during the COVID-19 pandemic, when lockdowns and limited movements hindered in-person contacts.
2. In the UNHCR's new results framework of 2022, these mechanisms contribute to the **Impact Area 3: Empowering Communities and Achieving Gender Equality**, and related achievement of **Outcome Area 7 (OA7): Community Engagement and Women Empowerment**.¹ In the MENA region, UNHCR invests significant resources under this outcome. In terms of budget allocation as approved by UNHCR's Executive Committee each October, out of 16 outcome areas, OA7 consistently ranked 4th in 2022, 2023, and 2024 (USD 123m., 130 m. and 122m., respectively). In terms of core outcome indicators, indicator 7.2 seems to be the most relevant to which the phone-based contact centres contribute to: 'Proportion of people who have access to safe feedback and response', although the other two would be indirectly affected by using data and analyses produced by those channels to feed design, programming and response decisions and improvements.² Phone-based contact centres are therefore important tools to ensure Communication and Transparency as well as the other three core actions of the AAP framework (as depicted in the diagram on the next page), namely: Participation and Inclusion, Feedback and Response, and Organizational Learning and Adaptation.
3. This evaluation focuses on phone-based solutions, in particular call centres and helplines/hotlines (referred to as 'phone-based contact centres', unless specified otherwise).

¹ In the previous results framework valid until 2021, year that falls within the scope of the evaluation, the relevant objective was Community Empowerment and Self Reliance, with three outcome areas: Community mobilization, Co-existence with local communities and Self-reliance and livelihoods. The first outcome seems to be the most relevant to the object of evaluation.

² The other two indicators are: Proportion of people who participate meaningfully across all phases of the operation; and Proportion of women participating in leadership/management structures.

Like every two-way communication channel, they need to strive and maximise adherence to Age, Gender and Diversity (AGD) and the four Accountability to Affected People (AAP) core actions, namely: enable participation and inclusion, communicate transparently, receive feedback and respond to it, and learn and adapt responses based on such interactions with users. While several challenges in operationalizing the four AAP core actions have been evidenced, the MENA region was found to be pioneering new approaches in call centres.³

4. RB MENA has played an important role in rolling out phone-based contact centres in the region. The call centre in Jordan was the first to be established in the region in 2008 and has been a model for other operations in the region and beyond. Over time, various technical and technological upgrades have been introduced aimed at more integrated, efficient and effective performance and solutions. MENA operations are at various stages of systems integration.

For example, the **Refugee Assistance Information System (RAIS)**. RAIS is a web-based assistance management platform developed by RB MENA and used by UNHCR and its implementing partners to ensure effective tracking of assistance, enhanced accountability, and reduced duplication of efforts among agencies. It contains a number of modules that are used to track and manage services delivered to FDSP, such as Case Information (Search), Infoline (Ticketing) and Referrals. This tool is used in **Egypt, Iraq, Lebanon⁴, Libya and Jordan** to track calls through a ticketing system, facilitating follow-ups and referrals. RAIS

provides a full profile of the caller, including all the types of assistance that a person or family receives. In Jordan, the call centre has an **automated Interactive Voice Response (IVR)** system, which interoperate with RAIS and with **proGres v4**, UNHCR's fourth generation of registration and case management system, another example of systems integration. In terms of IVR, Egypt is advanced in implementing such integration while Lebanon is considering it.

Phone-based contact centres adopt **different operating models in various countries**: UNHCR operates its own centre in Lebanon and Jordan; in Libya, one hotline by UNHCR and one interagency with WFP are active (with plan to transfer the latter under UNHCR's direct management in the coming months). In Egypt, as a result of the outbreak of the Sudan conflict in mid-April 2023 and massive refugee influx, the Info Line call centre is being revamped both in terms of capacity (from 10 to 27 operators) and systems integration, to absorb the marked increase in activity (from an average of 993 to 2,437 calls/day). The transition to an interagency call centre is also being explored. In Iraq, the interagency call centre was discontinued at the end of 2022; this experience would offer valuable insights in terms of an exit strategy and related implications. As for all operations, systems integration is expected to increase efficiencies and effectiveness and to reduce risks of integrity breaches in handling requests through automated,



³ *UNHCR's Approach to AAP – Synthesis of Evaluative Evidence*, UNHCR Evaluation Office, November 2022.

⁴ RAIS is used at Field Helpline level, while Project-X (PXI) is used at the Call Centre level.



systematic traceability. It is possible to observe how context changes in different operations require on-going adaptation by UNHCR phone-based contact centres, whether in terms of phasing out, scaling, technical functionalities or operating model.

5. As of 2020, the number of monthly calls attended by an operator (excluding IVR) ranged between 7,442 in Iraq to 14,495 in Jordan, 18,000 in Egypt and a maximum of 80,000 in Lebanon.⁵ In terms of guidance and tools, in consultation with operations, RB MENA has developed the **AAP Toolkit**, which also covers phone-based contact centres. It has been tested and used by operations and will soon be launched.
6. Helplines/hotlines⁶ are phone-based phone-based contact centres which are generally less structured and sophisticated than call centers. For example, **call centres enable the automated generation and tracking of high volumes of quantitative data analytics and reports**. Phone-based contact centres are diverse across the country operations and are considered important tools and AAP mechanisms for all protection and assistance areas. They complement other information delivery, counselling and feedback, complaint and response mechanisms, including within individual case processes, and in respect of return/repatriation and onward movement.⁷
7. **Several operations covered by the RB MENA do not have call centres and typically rely on less sophisticated helplines/hotlines** (Algeria, Morocco, Israel, Mauritania, Saudi Arabia Multi-Country Office/GCC, Tunisia, Western Sahara and Yemen). The absence of a call centre or insufficient hotline/helpline capacity may have implications for access to UNHCR by FDSP as well as targeted and effective protection and assistance delivery. Inadequate or insufficient call centre/infoline capacity thus pose more challenges and potential integrity risks, due to weaker automated tracking, logs and analytics.
8. These TOR, including Annexes, provide key information to UNHCR staff and external stakeholders about the proposed evaluation, and are the basis for responding to the Request for Proposals for contracting a suitable Evaluation Team to conduct the evaluation, and to guide this team on the expectations and key parameters of the evaluation. It outlines the purpose, objectives, and key questions that the evaluation seeks to address; the approach, management arrangements, timeline, and key deliverables for the study.

II. PURPOSE AND SCOPE OF THE EVALUATION

9. Phone-based contact centres represent an important Accountability to Affected People (AAP) tool. The evaluation will draw **lessons and good practices to inform updates and improvements in strategic positioning, approach, practice, guidance and tools** with regards to such channels.
10. The evaluation will **assess the phone-based contact centres' performance over the past three years, 2021-2023. Five MENA operations with call centres will be covered as well as selected operations using less sophisticated tools, such as helplines/hotlines.**

⁵ *In Touch with Refugees. The Communication with Communities and Outreach in the Middle East and North Africa Region*, UNHCR and Transcultural Campaigning, July 2021.

⁶ According to the *InTouch with Refugees* report, a hotline is frequently a mobile phone carried by the staff to be able to provide immediate assistance 24/7, and sometimes referred to as an emergency line. While there are overlapping uses of the word helpline and hotline, a helpline is a phone-based service typically offering help and information during working hours.

⁷ The topics covered by call centres are many: Health/Mental health and psychosocial support (MHPSS), Education, Water sanitation & hygiene (WASH), Shelter (accommodation), safe shelter (for GBV, trafficking survivors, etc.), Communication and participation, Gender-based violence (GBV), Child protection (CP), Statelessness, Registration, Refugee Status Determination (RSD), Resettlement (RST) & complementary pathways, Sexual Exploitation and Abuse, Misconduct (including corruption, fraud etc.), Cash, Legal and Physical Protection.



11. The evaluation will be using the Organisation for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) criteria as appropriate, such as the relevance, efficiency, effectiveness, coherence, sustainability, and impact of UNHCR's interventions.
12. The objectives of the evaluation are to:
 - a. Assess the relevance, efficiency, effectiveness, coherence and strategic positioning of RB MENA and operations with respect to call centres and hotlines/helplines.
 - b. Provide evidence of how and why call centres did or did not improve access to info and services for FDSP, in line with the four AAP actions.
 - c. Determine the extent to which UNHCR's own capacity, structures and processes are aligned and fit-for-purpose to run phone-based centres.
 - d. Distil lessons and formulate recommendations for decision-making on phone-based centres going forward, including *inter-alia* on operating model (in-house or outsourced; single agency or inter-agency) and engagement (scale-up and strengthen; scale-down and phase-out).

III. EVALUATION APPROACH

Key Evaluation Questions (KEQs)

13. These KEQs have been developed by UNHCR and may be further developed, refined, and prioritized during the inception phase of the evaluation to produce the final set that guides the research. Final questions will be included in an evaluation matrix and aligned with the [OECD/DAC evaluation criteria](#), as appropriate.

INDICATIVE EVALUATION QUESTIONS

1. How relevant are the information and services provided by the call centres, hotline/helplines to the users' information and services needs (including users with specific needs and diverse profiles)?
 - How accessible are the call centres, hotline/helplines to users, including those in hard-to-reach areas due to poor network as well as those with specific needs and diverse profiles (e.g., in terms of transport/phone costs, connectivity, language, age and disability)?
 - To what extent are the information and services (e.g., information, referral) provided by call centres, hotline/helplines up-to-date, accurate, and consistent with messages across the communication and transparency ecosystem (e.g., leaflets, counselling, hotlines, website, social media)?
 - How do call centres, hotline/helplines ensure and enhance relevance of the information and services they provide, based on context changes and the users' feedback and information needs (including persons with specific needs and diverse profiles)?
 - Which rank occupy call centers among community's preferred communication channels? And why?
2. To what extent are the call centres, hotline/helplines operated efficiently (e.g., information and data management, data security, IT infrastructure, operators)?
 - What lessons can be drawn on call centres, hotline/helplines' set-up and operating modalities?
 - To what extent are resources between operating and subsequent data analysis/use levels allocated optimally?



- How do call centres, hotline/helplines stay abreast of technological advances and take advantage of innovative technologies (e.g., Artificial Intelligence), as appropriate?
 - How do call centres monitor and manage their performance and adjust service and resources to ensure optimal functionality and capacity?
 - What can be learned from private sector experiences with managing call centres, hotline/helplines?
3. How **effective** are call centres, hotline/helplines in strengthening two-way communication and transparency, in building relationship and trust with users?
- Which operating model and type of phone-based contact centre derives the greatest user satisfaction? Are there any discernible differences in preference by various profiles of users (women, men, youth, the elderly, people with disabilities/mobility restrictions, LGBTIQ+ persons, nationalities, etc.)?
 - To what extent is the data and information collected, subsequently analysed and used to inform effective response and programming (referred to AAP core actions Feedback and Response and Learning and Adaptation)?
 - How effectively are users informed on query/case resolution status (closing feedback loop with the user)?
 - To what extent users feedback informs key steps of UNHCR programming cycle (i.e., planning, implementation and reporting)?
4. To what extent do call centres, hotline/helplines operate **coherently** and in a coordinated manner along the four interconnected AAP core actions.
- How well are they coordinated within the overall communication and transparency ecosystem (including phone-based contact centre integration with other communication tools)?
 - How is coordination with different sectors and partners conducted to ensure the delivery of the most relevant and updated information in a timely manner?
5. What are the implications for RB MENA's and operations' **strategic positioning vis-à-vis** call centres, hotline/helplines at regional and country levels, including interagency centres?
- What key lessons and good practices can be distilled from the experience of closing a call centre (Iraq case study)?

Evaluation Design and Methodology

14. This evaluation is both summative and formative. It will adopt a utilization-focused approach and non-experimental design. A Theory of Change (TOC) or intervention logic for phone-based contact centre might not be formalized and the evaluation team may need to reconstruct them. As the title of the evaluation implies, the **large volume of quantitative data generated through call centres' and related data systems** provides an opportunity for advanced quantitative analysis. The evaluation methodology should complement quantitative methods with qualitative methods to: address certain aspects of the evaluation questions; cover operations using less sophisticated hotlines/helplines, where quantitative data might be less; and support triangulation and sense-making of quantitative data. UNHCR welcomes the use of varied and innovative evaluation methods (e.g., including impact analysis of differential effects for users going through call centres vis-à-vis other phone-based contact centre).
15. Data from a wide range of sources and a representative range of stakeholders will be collected (in-person and/or remotely) and triangulated and cross validated to ensure the credibility of evaluation findings and conclusions. **Key data sources include:** UNHCR staff, implementing and operational partners and FDSP (with diverse characteristics to ensure AGD is respected in



data collection). Other sources might include donors, authorities and other partners. **Data collection would include, inter-alia:** 1) Desk reviews and analysis of relevant background as well as programmatic data and documents; 2) Quantitative data analysis generated by call centres (and linked systems) and hotlines/helplines; 3) Interviews and Focus Group Discussions (FGDs), both remote and in-person, rapid surveys (possibly, as appropriate), and; 4) Field data collection visits to selected countries based on different operating models, level of maturity and contexts, which, in addition to the above may also include other techniques.

16. The Evaluation Team will be expected to **refine the methodology and final evaluation questions** following the initial desk review, briefings and data collection carried out **during the inception phase**. The final inception report will specify the evaluation methodology, limitations and the refined focus and scope of the evaluation, including the evaluation matrix, country visit selections, final key evaluation questions, data collection tools and analytical framework.
17. **Key limitations** may relate to: (i) varying availability, frequency and quality of monitoring data across operations in terms of phone-based contact centre performance; (ii) the change of UNHCR results framework and indicators in 2022, leading to possible data interruptions due to indicator changes at output and outcome levels, which hinders trend analyses over the time scope of the evaluation. Furthermore, indicator OA 7.2 captures the contributions of all contact channels mechanisms, hence attribution analysis might be impractical and contribution analysis adopted instead; and (iii) access to individual level data due to sensitivity and confidentiality considerations. In cases where this would be needed, anonymized data sets and other necessary data protection and security safeguards shall be established, in line with UNHCR's Data Protection Policy. Another limitation may relate to travel restrictions to certain countries for in-country missions, due to evolving security and access considerations. The evaluation team should be flexible in adapting data collection methods and approaches and visit plans accordingly.
18. The five MENA operations with call centres proposed to be covered are Egypt, Iraq, Lebanon, Libya and Jordan. The selection of 2/3 countries operating less sophisticated helplines/hotlines will be determined at Inception phase. Countries will be covered as in-depth country case studies (including in-country visits) or light-touch (remote). At this stage, a total of **three in-depth country case studies with visits are envisaged**: in Jordan (TBC), to consult with the RB MENA and visit the UNHCR Jordan call centre and operation; and an additional 2 countries, to be determined at Inception phase. The remaining countries will be covered as light-touch. In summary, 7/8 countries will be covered, out of which 3 as in-depth case studies.
19. An **Evaluation Reference Group (ERG)** will be established ensuring that there is adequate stakeholder engagement throughout the evaluation process, playing a key role in the evaluation design, validating findings, as well as co-shaping evidence-based recommendations to ensure that they are owned, useful and actionable. The ERG will comprise relevant key internal interlocutors, such as RB MENA and UNHCR operations. The opportunity to involve external actors will be explored, such as for instance, UN call centre partners, service providers and private sector call centre experts. It is chaired by RB MENA with support by the Evaluation Manager. Members of the ERG will have the opportunity to:
 - a. Provide suggestions to identify potential materials and resources to be reviewed and enable access to key contacts
 - b. Participate in interviews with evaluators as relevant
 - c. Review and comment on the inception report, capturing the final design and questions of the evaluation
 - d. Validate emerging findings and conclusions
 - e. Review and comment on the draft final report
 - f. Advise on the focus of the evaluation recommendations that will form the basis of the Management Response to the evaluation



20. **Socializing the evaluation results is critical.** The Evaluation Team should place particular emphasis on creating safe learning and sharing spaces (in the format of meetings and workshops) aimed at facilitating the sharing of emerging findings and strengthening of data interpretation and analysis, and validation of the evaluation findings and conclusions at key stages of the evaluation. It will be very important to catalyze stakeholders' engagement and participation in the co-shaping of evidence-based recommendations as a critical step in maximizing the learning transfer process. Besides a **meeting to validate the inception phase**, a minimum of additional **two events** are suggested **with the ERG**, covering **'findings validation'** and **'recommendations'**, both preceded by a meeting with RB MENA staff to provide preparatory feedback to the Evaluation Team.
21. The evaluation methodology is expected to reflect an [Age, Gender and Diversity \(AGD\)](#) perspective in all primary data collection activities carried out as part of the evaluation – with particular attention to equity and inclusion of FDSP as appropriate. This includes, referring to and making use of relevant internationally agreed evaluation criteria such as those proposed by OECD-DAC and adapted by ALNAP for use in humanitarian evaluations⁸; referring to and making use of relevant UN standard analytical frameworks; and being explicitly designed to address the key evaluation questions – considering evaluability, budget, and timing constraints. The evaluation report should provide disaggregated data by age, gender and diversity elements (including disability, country of origin, ethnicity).
22. In terms of **dissemination and communication of the final evaluation report**, the Evaluation Team will prepare and deliver an interactive presentation of the key highlights of the evaluation to UNHCR and other key stakeholders. The requestor of the evaluation, RB MENA, with the support of the Evaluation Office as appropriate, and with the collaboration of operations, will play an important role in disseminating and communicating the results at country and regional levels and within UNHCR through, for instance, delivering presentations to UNCT and other country and regional stakeholders including FDSP; contributing to spotlight sessions with UNHCR HQs, in relevant UNHCR communities of practice and networks; translating the report's executive summary in local languages for maximized outreach; contributing to infographics; possibly short videoclips and other communication products all aimed at socializing evaluation results.

IV. ORGANIZATION AND CONDUCT OF THE EVALUATION

Evaluation Management and Quality Assurance

23. The evaluation will be managed in line with the relevant provisions of [UNHCR's Evaluation Policy](#), defining the principles, norms, standards, roles and responsibilities of the key actors involved; and [UNEG Norms and Standards for Evaluations \(2016\)](#).
24. The **Senior Evaluation Officer based in RB MENA will be the Evaluation Manager** and will be responsible for: (i) managing administrative day to day aspects of the evaluation process (ii) acting as the main interlocutor with the Evaluation Team (iii) facilitating communication with relevant stakeholders to ensure evaluators receive the required information and data as well as technical guidance on content, and (iv) reviewing the interim deliverables and final reports for quality assurance – with the support of UNHCR operations, the RB MENA and the ERG.
25. The evaluation is expected to adhere to the ['Evaluation Quality Assurance' \(EQA\) templates](#) and guidance, which clarifies the quality requirements expected for UNHCR evaluation processes and products. The draft inception and final evaluation reports will be shared with an external provider for their quality assurance, in addition to being reviewed by the Evaluation Manager and the ERG. Evaluation deliverables will not be considered final until they have

⁸ See for example: Cosgrave and Buchanan-Smith (2016) [Evaluation of Humanitarian Action \(EHA\) Guide](#) (London: ALNAP) and Beck, T. (2006) [Evaluating Humanitarian Action using the OECD-DAC Criteria](#) (London: ALNAP)



received a satisfactory review rating and have been cleared by the RB MENA. Adherence to the EQA will be overseen by the Evaluation Manager.

26. While the **Evaluation Team will be responsible for organizing their work, RB MENA and operations will assist the Evaluation Manager and Evaluation Team** by facilitating logistical and administrative arrangements as required to ensure the smooth implementation of the evaluation, by: (i) providing documentation, data and information (ii) facilitating in-country data collection, including arranging confidential meetings and interviews with key informants, FGDs and Field visits as appropriate, (iii) coordinating in-country feedback on key evaluation deliverables, (iv) supporting the establishment and co-chairing of the ERG, (v) including the Evaluation Team in relevant meetings in a view to understand the context, activities and challenges of the call centres.

27. Upon completion, the final evaluation report will be shared with RB MENA senior management with the request to coordinate the formulation of the formal Management Response as appropriate, which will also be made available in the public domain once completed.

Timeline and Expected Deliverables

28. The Evaluation Team will carry out the evaluation indicatively **from June 2024 to December 2024 (seven months)**. The **Management Response** is planned within three months from the final report, indicatively **by March 2025**. The contract is expected to be signed in May 2024. The table below shows the indicative workplan which will be further refined, detailed, and finalized in the inception phase. Estimated days for Team members should be divided by bidders for the respective team members as they deem appropriate and included in the proposal.

Phases/Key Activities	Key Deliverable	Indicative Timeline	Payment Schedule
Inception phase, including: - Gathering and desk review of relevant documentation; remote briefings/interviews as appropriate - TL Inception kick-off meeting with ERG; - Draft Inception Report (IR) - EQA review on the draft inception report - Circulation for comments and finalization	- Final Inception report (approx. 20 pp.) – including detailed workplan and methodology, final evaluation questions and evaluation matrix.	June-July	50%
Data collection & initial analysis phase, including: - Field work: 3 country visits: Jordan (TBC), including RB MENA; 2 other countries TBD at Inception Phase - KII and FGDs (in country and virtual as required); in depth data/document review - Exit debrief meeting (with ERG) - Initial analysis and triangulation - Validation meeting on preliminary findings and conclusions - Stakeholder feedback on preliminary findings and emerging conclusions	- Validation event on preliminary findings, conclusions with stakeholders (incl. ERG)	August-September	
Data Analysis (cont'd) and Reporting phase, including: - Analysis continued and write-up - Co-shaping recommendations workshop - Draft Evaluation Report - EQA review of draft report, circulation for comments	- Strategic recommendations events with stakeholders (incl. ERG) - Draft final report including recommendations (for circulation and comments)	October - November	30%
Finalization of evaluation report and dissemination, including: - Inclusion of all feedback in the final report - Socializing the evaluation results (virtual and or in-person) - Communication products for maximizing outreach	- Final Evaluation Report (approx. 50 pp. excluding max. 5 pp. Executive Summary and Annexes), in English - Presentation to UNHCR and in-country stakeholders (virtual or in-person) - Final report translation into Arabic (and French, optional). - Short video in English (with subtitles in Arabic)	November-December	20%



Ethical Considerations

29. The Evaluation Team will be required to sign the UNHCR Code of Conduct, complete UNHCR's introductory Protection training module, and respect UNHCR's confidentiality requirements. In line with established standards for evaluation in the UN system, and the [UNEG Ethical Guidelines for Evaluations](#) (2020), evaluation in UNHCR is founded on the fundamental principles of independence, impartiality, credibility, and utility. These inter-connected principles subsume specific norms that will guide commissioning, conducting, and supporting the use of the evaluation. This includes protecting sources and data, informed consent, respect for dignity and diversity and the minimization of risk, harm, and burden upon those who are the subject of or participating in the evaluation, while at the same time not compromising the integrity of the evaluation. This evaluation envisages the participation of vulnerable groups, such as FDSP, and is therefore expected to gain formal ethical review, as appropriate.
30. The evaluation should adhere to UNHCR's [Data Protection Policy](#) to ensure personally identifiable information is adequately safeguarded.

V. HOW TO APPLY

31. Offers are requested under UNHCR's [Frame Agreement](#) (2022-2026), and from FA holders of LOT 1 (Strategic Thematic Evaluations).
32. UNHCR requires a brief Technical Proposal from the evaluation company to the TOR and a Financial proposal. The Technical Proposal should be **5 pages (A4) maximum, excluding annexes**. Companies will be given **3 weeks to submit** their proposals. The proposals should avoid repeating what is written in the TOR; and instead use the TOR as a point of departure to build on it and provide new content.
33. Based on results of the Secondary Bidding Process, an agreement between UNHCR and selected FA holder will be issued with Purchase Order (PO), including a Scope of Work (SOW) following the standard categories. This will clarify the deliverables, timeline and payment schedule.
34. The content should cover:
 - A. Technical component (70%)
 - a. Company Qualification: max. 20 points.

This score will be taken from the score allotted at original FA process. No action on the FA holder on this.
 - b. Understanding of the TOR: max. 15 points.
 - i) The scope of the evaluation as deemed feasible to the bidder and relevant to the TOR, this includes: (i) a summarized description of major external vs. internal focus areas to be included (ii) any restructuring and revisions to the area(s) of inquiry, as well as (iii) any proposed additional areas of inquiry/key questions to be included in the scope, and why.
 - ii) Qualifications to the TOR. Any preconditions and factors that the bidder feels are critical to the successful delivery of the evaluation, including data collection, limitations and proposed ways to overcome and the like. Demonstrated understanding of the contextual and operational challenges/opportunities associated with undertaking of evaluative work in UNHCR is a plus.
 - iii) Proposed approach and methodology in relation to what is specific about this evaluation, with due consideration for innovative/creative practices in response to points raised in a) and b) above. For example, detailing around methods pertaining



- to data collection and data analysis (coding and use of software), as well as stakeholder engagement to ensure utility and buy-in.
- iv) Propose any amendments and details to the timeline in TOR.
- c. Team Composition: max. 30 points
 - i) Outline the team composition required to address the scope and proposed area(s) of inquiry, including specific roles and responsibilities of each, and if and how they have worked together previously;
 - ii) Propose two persons for each position, with summary CVs (2-page max) appended to the proposal for the positions of Team Leader and Team Members-Subject Matter Specialists (international protection with specifics on gender/AGD, AAP, CWC; call centres/hotlines; data analyst). Please refer to Annex I for the Evaluation Team Profile and Qualifications.
- d. Quality assurance and ethics arrangements: max. 5 points
 - i) The firm should provide a brief outline of their quality assurance mechanisms and ethics protocols throughout the evaluation, including copy editing and core contents, for this specific TOR. This should include the processes and responsibilities, the checks and balances to ensure the quality of the process and product.
- B. Financial component (30%)
 - a. Overall Financial Offer and structure
 - b. Summary of cost (Annex B Financial Submission) outlining proposed number of days.
- C. Documents to submit
 - a. Technical Proposal, structured as indicated above under A.
 - b. Shortened CVs of proposed team members. This must include key relevant sectoral and geographic experience, contact details, nationality.
 - c. Financial submission – using Annex B is mandatory.
 - d. Any other document that can demonstrate understanding the requirement and the capacity to deliver.

ANNEX I. EVALUATION TEAM PROFILE AND QUALIFICATIONS

- 35. The evaluation will be carried out by a team of independent evaluation consultants, comprised of a **Team Leader and two to three Team Members**.
- 36. Professional integrity, cultural awareness, sensitivity and respect for diversity and the ability to meaningfully involve relevant stakeholders, especially FDSP, is of particular importance.
- 37. The Evaluation Team shall collectively demonstrate the required mix of **evaluation competencies, professional background and expertise**, and adequate knowledge and experience in **subject matters relevant to this evaluation, such as: forced displacement/ international protection/refugee responses; sectoral expertise in call centres, quantitative data analysis, Accountability to Affected People (AAP) and Age, Gender and Diversity (AGD) approaches**.
- 38. The evaluation team should possess **MENA regional and country evaluation/research, as well as knowledge of Arabic**, which will greatly facilitate interaction with local actors and communities. French will be an asset.
- 39. The Evaluation Team should be gender balanced, culturally diverse, and **comprised of international and national evaluator(s)**.



40. All reports will be in English. The final report shall be translated into Arabic. A French translation should be budgeted as optional and will be confirmed in the course of the evaluation. Further, the required skills and qualifications are outlined below:

41. Evaluation Team Leader

- A post-graduate or master's degree in development studies, international law, human rights law, international refugee law; international relations, political sciences, social sciences or economics, plus a minimum of 12 years of relevant professional experience in humanitarian response settings and/or development interventions.
- Minimum of 10 years of evaluation experience in humanitarian or development settings with demonstrated ability in mixed research methodologies, and an excellent understanding of humanitarian country operations.
- Proven experience in successfully leading an evaluation team and managing fieldwork in complex environments.
- Technical expertise in one or more of the subject matters relevant to this evaluation (see above).
- Proven track record in leading large-scale evaluations.
- Institutional knowledge of UNHCR's protection mandate and operational platform.
- In-depth knowledge of and proven experience with various data collection and analytical methods and techniques used in evaluation and operational research.
- Experience in facilitating the generation of useful and action-oriented recommendations to senior management and programming staff.
- Proven expertise in facilitating participatory workshops at strategic levels involving different groups and participants.
- Excellent drafting, communication and presentation skills.

• Team members - Senior Expert(s)

- A post-graduate or master's degree in a relevant field plus a minimum of 5 years' of relevant professional experience in humanitarian and/or development settings.
- Technical expertise in the above relevant field (call centres; AGD, AAP); and related analytical frameworks and programming approaches and standards.
- Strong knowledge of MENA context, refugee and forced displacement issues.
- Minimum of 7 years' experience in quantitative and qualitative data collection and analysis in humanitarian and development settings.
- Experience in conducting applied research and/or evaluations, preferably in areas similar to this evaluation.
- In-depth knowledge with various data collection and analytical methods and techniques used in evaluation and operational research relevant to the subject matter.
- Strong facilitation, communication (oral and written) and presentation skills.

As mentioned above, the Team Leader may possess one of the above sectoral expertise, in addition to evaluation experience and team leadership experience.

The expert in data analysis shall possess the following profile:

- A post-graduate or master's degree statistics, data science, or relevant field, plus a minimum of 7 years' of relevant professional experience in large data analysis.
- Minimum of 4 years' experience supporting quantitative and qualitative data collection and analysis for evaluation purposes (preferable) or operational research in humanitarian and development settings.
- Technical expertise in the usage of quantitative and qualitative data analysis software packages, data visualization and handling of web-based management systems.

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Annex 3 - Evaluation Participants

Interviews

Country/Role	Organisation
Egypt	
Call centre agent	PSTC/Terres des Hommes
AAP Officer	Save the Children
Field Officer	UNHCR
Protection	UNHCR
Operation Data Management	UNHCR
ODM	UNHCR
Programme Manager	UNHCR
Housing Team Manager	PSTC/Terres des Hommes
Public Information Manager	UNHCR
Senior Call Centre Manager	UNHCR
ICT	UNHCR
Senior RSD Officer	UNHCR
CBI officer	UNHCR
Protection officer - Infoline supervisor	UNHCR
Protection Officer	UNHCR
Protection	UNHCR
Senior protection officer	UNHCR
Assistant Representative-Protection	UNHCR
Operation Data Management	UNHCR
GBV Helpline team leader	PSTC/Terres des Hommes

Country/Role	Organisation
Programme Coordinator	Save the Children
Public Information Officer	UNHCR
Human Resources Officer	UNHCR
Protection	UNHCR
Protection	UNHCR
Public Health associate	UNHCR
Livelihoods	UNHCR
Protection - Legal	UNHCR
Protection	UNHCR
Community-Based Protection Officer	UNHCR
Programme Officer	UNHCR
Case management team leader, GBV	CARE
Team Officer	UNHCR
Protection	UNHCR
AAP Officer	UNICEF
Iraq	
Protection Officer (AAP FP)	UNHCR
Protection Unit - AAP/CP, GBV, ALL PROTECTION - FO	UNHCR
Senior Protection Officer	UNHCR
Field Officer	Terre des Hommes
Information Management Unit - Supporting Protection Tools	UNHCR
Protection Officer	UNHCR
Assistant Representative (Protection)	UNHCR
IRC is UNHCR Protection Partner including legal aid, which handles hotline for emergency issues	IRC

Country/Role	Organisation
Volunteer rep (COB)	Volunteer with UNHCR and others
Protection Unit	UNHCR
Volunteer rep (COB)	Volunteer with UNHCR and others
CBI UNHCR	UNHCR
Iraq CWC 2022	UNHCR
Call centre operator and COB	ICC
Jordan	
Senior Operations Data Management Associate	UNHCR Jordan CO
Assistant Registration Officer	UNHCR Azraq Field Office
Senior DM Assistant	UNHCR Mafraq Field Office
Associate Resettlement & Complementary Pathways Officer	UNHCR Jordan CO
Head of Interpretation Unit	UNHCR Jordan CO
Assistant Operations Data Management Officer	UNHCR Jordan CO
Senior Protection Officer	UNHCR Jordan CO
Inter-Agency Coordination Associate	UNHCR Jordan CO
VAF/ MEAL focal point	UNHCR Jordan CO/ FCDO
Senior RSD Officer	UNHCR Jordan CO
Senior Public Health Associate	UNHCR Jordan CO
Senior Call Centre Associate	UNHCR Jordan CO
Community-Based Protection Officer	UNHCR Jordan CO
AAP Coordinator	WFP
Assistant Representative Operations	UNHCR Jordan CO
CBP Officer	UNHCR Jordan CO
CBI Associate	UNHCR Jordan CO

Country/Role	Organisation
Associate Protection Officer	Focal Point
Data Management Associate, CBI	UNHCR Jordan CO
Senior Livelihoods and Economic Inclusion Assistant	UNHCR Jordan CO
Asst Representative (Protection)	Strategic decision-making
Senior Legal Associate	UNHCR Jordan CO
Senior External Relations Officer	UNHCR Jordan CO
Finance officer	UNHCR Jordan CO
Senior External Relations Associate	UNHCR Jordan CO
Inter-Agency Coordination Associate	UNHCR Jordan CO
Senior Information Management Officer	UNHCR Jordan CO
Protection Associate	UNHCR Jordan CO
Head of Aid Department	ARDD
Assistant Registration Identity Management Officer	UNHCR Irbid Field Office
Education Associate	UNHCR Jordan CO
Senior Call Centre Assistant	UNHCR Jordan CO
Libya	
Assistant Protection Officer	UNHCR Libya
Senior Protection Officer	UNHCR Libya
Assistant Chief of Mission - Protection	UNHCR Libya
Assistant Field Officer(N)	UNHCR Libya
Protection Associate	UNHCR Libya
Community-Based Protection Officer	UNHCR Libya
Moomken CFM Project manager	Moomken Operators and Management
Volunteer representative	UNHCR

Country/Role	Organisation
Moomken CFM IT supervisor	Moomken Operators and Management
Durable Solution Officer	UNHCR Libya
Interpreter	UNHCR Libya
Mauritania	
Data and Information Management Officer	UNHCR
Deputy Representative	UNHCR
Assistant Programme Officer	UNHCR
Partner (receiving referrals from phoneline-urban population).	El insaniya
Field Officer	UNHCR
Associate Community-Based Protection Officer	UNHCR
Refugee representative/community association member (French speaker)	Community leader
Inter-agency coordinator of communication with communities (Sector lead)	WFP
Social Protection	UNHCR
Partner running phoneline 2022-23	ALPD
Tunisia	
ICT Focal Point	UNHCR
Senior Protection Officer	UNHCR
Helpline Operator	UNHCR
Data Management Focal Point	UNHCR
Protection Officer	UNHCR
Helpline Operator	UNHCR
CBP Focal Point Zarzis	UNHCR
Protection Rotational Operator - Community-Based Protection	UNHCR
Helpline Operator	UNHCR
Protection Rotational Operator - Registration	UNHCR

Country/Role	Organisation
Deputy Representative Protection	UNHCR
CBP Focal Point Tunis	UNHCR
Helpline Operator	UNHCR
Associate External Relations Officer	UNHCR
Helpline Operator	UNHCR
Information Management Focal Point	UNHCR
Associate Protection Officer	UNHCR
Helpline Team Leader	UNHCR
Protection Rotational Operator - Resettlement	UNHCR
Regional (MENA) /Global	
Senior Protection Officer AAP	UNHCR HQ
Innovation Service - DIMA	UNHCR HQ
Senior AAP Officer in DIP	UNHCR HQ
Protection Officer Digital AAP	UNHCR HQ
Business Analyst, GDS	UNHCR HQ
Senior Community-Based Protection Officer (RB MENA/MPS)	UNHCR MENA RB
Senior Protection Officer (Lebanon)	UNHCR MENA RB
Senior Registration and Identity Management Officer	UNHCR MENA RB
Senior Resettlement and Complementary Pathways Officer (RB MENA/MPS)	UNHCR MENA RB
Business Analyst	UNHCR MENA RB
Head of Bureau Operations Support and Coordination Service	UNHCR MENA RB
Programme Monitoring Officer	UNHCR MENA RB
Head of Bureau Protection Service	UNHCR MENA RB
Operational Data Management Officer	UNHCR MENA RB
Senior Operations Officer	UNHCR MENA RB
Senior Community Based Protection Officer	UNHCR MENA RB

Country/Role	Organisation
Senior DIMA Coordinator	UNHCR MENA RB
Senior Protection Coordinator	UNHCR MENA RB
Community engagement and accountability with people affected by crisis specialist	Canadian Red Cross
Senior manager, emergency operations	Canadian Red Cross
IASC AAP Working Group	IASC/Independent
Senior Regional Refugee Coordinator	USAID/PRM Amman
AAP	WFP HQ

Focus Groups

Stakeholder Category	Male	Female	Number of participants
Egypt			
Sudan (refugee participation)	4		4
Sudan (refugee participation)		5	5
Syria (refugee participation)	7		7
Syria (refugee participation)		7	7
Sudanese with disabilities (refugee participation)	4	3	7
Ethiopia and Eritrea (refugee participation)	6		6
Refugee Leaders (refugee participation)	1	2	3
Total	22	17	39
Jordan			
Call centre operators	4	2	6
Helpline users - Females, Syrians, below the age of 64		7	7
Helpline users- Males, Syrians registered as disabled		6	6
Helpline users, volunteers with UNHCR, mixed nationalities	4	4	8
Helpline users, female (two with their sons), mixed nationalities above the age of 64		8	8

Stakeholder Category	Male	Female	Number of participants
Helpline users-frequent callers mixed nationalities		6	6
Helpline users, male, mixed nationalities, refugees and asylum seekers	5		5
Helpline users, female, Sudanese, below 64		5	5
Camp Leaders	5		5
Total	18	38	56

Annex 4 - Evaluation Matrix

Evaluation Questions	Sub-questions	Assessment criteria
EQ1. Relevance		
EQ1. How relevant are the information and services provided by the call centres, hotline/helplines to the users' information and services needs (including users with specific needs and diverse profiles)?	1.1 How accessible are the call centres, hotline/helplines to users, including those in hard-to-reach areas due to poor network as well as those with specific needs and diverse profiles (e.g., in terms of transport/phone costs, connectivity, language, age and disability)?	<ul style="list-style-type: none"> - Evidence that communication channels for forcibly displaced and stateless persons to use PBCC are designed to ensure accessibility to those in hard to reach-areas and those with specific needs taking into account cost to them, access to phone, differences in gender, ability/disability, other challenges. - Evidence that factors that could hinder access are considered including political, cultural or social factors as well as changing environments e.g. due to conflict, - Evidence that access to PBCC is monitored and adaptations made, when necessary, while adapting to new contexts (including best practices, & lessons learned). - Evidence that lessons are gathered and acted on to ensure access for all.
	1.2 To what extent are the information and services (e.g., information, referral) provided by call centres, hotline/helplines up-to-date, accurate, and consistent with messages across the communication and transparency ecosystem (e.g., leaflets, counselling, hotlines, website, social media)?	<ul style="list-style-type: none"> - Evidence of information for and used by call operators is regularly updated particularly in times of change including in dynamic contexts e.g. conflict, further displacement or when services, assistance is changing. - Evidence that information resources used by call operators are consistent with other information provided through other UNHCR communication channels including community centres, volunteers, mass communication methods.

Evaluation Questions	Sub-questions	Assessment criteria
		<ul style="list-style-type: none"> - Evidence of investment in capacity to ensure provision and use of updated information including in terms of people and time.
	1.3 How do call centres, hotline/helplines ensure and enhance relevance of the information and services they provide, based on context changes and the users' feedback and information needs (including persons with specific needs and diverse profiles)?	<ul style="list-style-type: none"> - Evidence of information priorities, needs being assessed regularly - Evidence that information and service provision is adapted in response to needs and priorities assessments - Evidence of adaptation of information and service provided to changes in context.
	1.4 Which rank occupy call centres among community's preferred communication channels? And why?	<ul style="list-style-type: none"> - Evidence of communication channel preferences being gathered and disaggregated by gender, age, type of person assisted by UNHCR (refugee, IDP, stateless, other) - Evidence of what are forcibly displaced and stateless persons communication channel preferences disaggregated by gender, age etc. - Evidence that resourcing and time/attention to PBCC vis-a-vis other methods considers forcibly displaced and stateless persons preferences. - Evidence regarding the rationale for people's preferences in relation to options in information, communication eco-system including PBCC, printed material, community volunteer, community centre, mass communication, other method.

Evaluation Questions	Sub-questions	Assessment criteria
	1.5 What lessons and good practices are there from MENA COs on how to strengthen the relevance of PBCC and their services/information in different contexts?	<ul style="list-style-type: none"> - Lessons and good practices relating to the implementation and management of the PBCC - Lessons and good practices relating to the structure, processes and capacities of UNHCR to support PBCC
EQ2. Efficiency		
EQ2. To what extent are the call centres, hotline/helplines operated efficiently (e.g., information and data management, IT infrastructure, operators)?	2.1 To what extent are PBCCs designed and implemented efficiently? How are data and information practices and principles considered in the design and maintained in day-to-day operation?	<ul style="list-style-type: none"> - Evidence that the design and implementation process make best use of available resources and build on existing work where possible - Evidence that operational efficiency has been considered in the original design (probe: workflow efficiency, integration of available technology resources) - Evidence that PBCC approach to data management is designed with flexibility, scalability and replicability in mind (in order to respond to changing needs and cross-operational needs). E.g. the selection of software/ tools, working to pre-agreed data standards. - Evidence that PBCC's associated data and information management practices can be considered robust

Evaluation Questions	Sub-questions	Assessment criteria
		<p>and provide good value for UNHCR and partners</p> <ul style="list-style-type: none"> - Evidence that accessibility and information protection is prioritised (probe: accessibility, security)
	2.2 To what extent is data and information processed, stored and shared efficiently and securely?	<ul style="list-style-type: none"> - Evidence that data and information collection, processing, storage and back-up routines are adequate (align with UNHCR data transformation principles), systematic and make use of available technology/ tools - Evidence that data flows are logical, efficient and automated where appropriate (in line with Data Protection policy) - Evidence of interoperability between UNHCR data systems and partner data systems - Evidence of data visualisation and reporting data is efficient and meets needs of key stakeholders - Evidence that data is secured securely and privacy and confidentiality of service users is upheld (in line with Data Protection policy)
	2.3 To what extent are resources allocated and managed to support efficiency?	<ul style="list-style-type: none"> - Key areas of expenditure associated with PBCCs across operating contexts and modalities. - Evidence that resourcing decisions to PBCC and within PBCC are informed by data, and opportunities to improve resource efficiency are identified and actioned

Evaluation Questions	Sub-questions	Assessment criteria
		<ul style="list-style-type: none"> - Evidence that investments in technology provide UNHCR value for money whilst maintaining a good standard of delivery - Allocation and efficacy of human resources across different PBCC modalities and contexts
	2.4 To what extent is the process for receiving calls, identifying individuals case data, handling requests, making referrals and commencing outbound calls efficient; for both the user's information and service needs and for UNHCR staff?	<ul style="list-style-type: none"> - Evidence the workflow and pathways are clear to UNHCR staff - Referrals are timely and correspond with the users' needs - Evidence that data and information necessary for case management is accessible to operators and provides a full and accurate account of a user's profile and needs - Evidence the process for follow up is handled in a correct and timely manner - Evidence repeat callers and 'troublemakers' can be identified and handled appropriately
	2.5 How well do call centres monitor and manage their performance and adjust service and resources to ensure optimal functionality and capacity?	<ul style="list-style-type: none"> - Evidence on how different PBCCs monitor and manage their performance (including less sophisticated modalities) - Evidence that call centres are using the data they generate, or data generated by PBCCs elsewhere to inform their ongoing working practices (e.g. number of operators, hours of operation, course correction) - Evidence of reporting associated with the PBCCs is timely - Evidence that call operator well-being and feedback is considered as part of PBCC management for efficiency. (e.g. duty of care protocols, practice, operator feedback gathered and used by PBCC managers)

Evaluation Questions	Sub-questions	Assessment criteria
	2.6 What lessons and good practices are there from MENA COs on how to strengthen the efficiency of PBCC in different contexts?	<ul style="list-style-type: none"> - Lessons and good practices relating to the implementation and management of the PBCC - Lessons and good practices relating to the structure, processes and capacity of UNHCR.
EQ3. Effectiveness		
EQ3. How effective are call centres, hotline/helplines in strengthening two-way communication and transparency, in building relationship and trust with users?	3.1 What factors influence user-satisfaction and trust in different models of PBCC?	<ul style="list-style-type: none"> - Evidence of user satisfaction with PBCC - Evidence of any variations in satisfaction levels between models of PBCC - Evidence of any differences by profiles of users (women, men, youth, elderly, people with disabilities, LGBTQI+, status etc) - Evidence regarding PBCC ability to respond to: <ol style="list-style-type: none"> a) High number of calls b) Different nationalities/languages c) Different needs (urgency) d) Cultural differences
	3.2 To what extent is the data and information collected, subsequently analysed and used to inform effective response and programming (referred to AAP core actions Feedback and Response and Learning and Adaptation)?	<ul style="list-style-type: none"> - Evidence that data and information collection e.g. as feedback is analysed e.g. collated and trends identified. - Evidence that programme managers (assistance, protection and other relevant functions) consider and engage with data and information collected in programme management? - Evidence of programmes being adapted based on data and information (feedback) data gathered through PBCC.
	3.3 How effectively are users informed on query/case resolution	<ul style="list-style-type: none"> - Evidence that users are kept informed regularly on their query status.

Evaluation Questions	Sub-questions	Assessment criteria
	status (closing feedback loop with the user)?	<ul style="list-style-type: none"> - Evidence of user levels of satisfaction with level of information on their query - Evidence that speed and effectiveness of case resolution is monitored and managed
	3.3 How effectively are PBCC managed to track and enhance their role in strengthening two-way communication and building trust?	<ul style="list-style-type: none"> - Evidence that PBCC are monitored for user trust in information and the service e.g. of its confidentiality - Evidence that PBCC are monitored for the extent to which they track speed and quality (accuracy, completeness, timeliness) of feedback to queries, complaints and feedback.
	3.4 What lessons and good practices are there from MENA COs on how to strengthen the effectiveness of PBCC and their services/information in different contexts?	<ul style="list-style-type: none"> - Lessons and good practices relating to the implementation and management of the PBCC - Lessons and good practices relating to the structure, processes and capacities of UNHCR to support PBCC
EQ4. Coherence		
EQ4. To what extent do call centres, hotline/helplines operate coherently and in a coordinated manner along the four interconnected AAP core actions.	4.1 How well are the call centres coordinated within the overall communication and transparency eco-system (including phone-based contact centre integration with other communication tools)?	<ul style="list-style-type: none"> - Evidence of connectedness between call centres and other parts of communication and transparency eco-system - Evidence of partners and field office understanding and use of different systems for AAP. - Evidence of consideration of PBCC comparative advantages, strengths and weaknesses in different contexts in designing their role(s) and functions as part of a wider communication and transparency eco-system. - Level of coordination of different systems for communication and transparency at UNHCR CO and field office levels

Evaluation Questions	Sub-questions	Assessment criteria
	4.2 How is coordination with different sectors and partners conducted to ensure the delivery of the most relevant and updated information in a timely manner?	<ul style="list-style-type: none"> - Evidence of a system for coordination with sectors and partners to ensure information provided by PBCC to users is up-to-date and relevant e.g. to update FAQs, knowledge base, other. - Evidence of an inter-sectoral/multi-functional/cross organisational system to identify changes and consider implications for PBCC and support their adaptation - Regularity and attendance in coordination system <ul style="list-style-type: none"> - Sector (UNHCR programme/partner) staff satisfaction with accuracy of operator information shared
	4.3 To what extent is UNHCR contact-call centre system coherent with other agency AAP approaches in-country?	<ul style="list-style-type: none"> - Evidence of linkage between UNHCR and other agency approaches to AAP that use PBCC. - Extent of coordination of information provided by PBCC and feedback received with other agencies - Extent of user/community clarity about range of options/where to engage
	4.4 What lessons and good practices are there for UNHCR on how ensure coherence of PBCC with wider AAP /communication and transparency eco-system in different types of contexts.	<ul style="list-style-type: none"> - Lessons and good practices relating to the implementation and management of the PBCC <ul style="list-style-type: none"> - Lessons relating to the structure, processes and capacities of UNHCR to support PBCC
EQ5.Strategic Positioning		

Evaluation Questions	Sub-questions	Assessment criteria
EQ5. What are the implications for RB MENA's and operations' strategic positioning vis-a-vis call centres, hotline/helplines at regional and country levels, including interagency centres?	5.1 What key lessons and good practices can be distilled from the experience of PBCC at different stages of an operation including a) scaling up and b) closing a call centre (Iraq case study)?	<ul style="list-style-type: none"> - Lessons from country case studies (Iraq for closure; Egypt, Mauritania, Tunisia for scaling up, other) regarding: - Maintaining information flow and accountability to forcibly displaced and stateless persons as PBCC evolves. - Storage and protection of data when system evolves, transitions, closes - Lessons regarding any handover to other entity e.g. authorities when UNHCR PBCC closes - Lessons regarding UNHCR capacity and systems needed to manage evolution of PBCC for scale up and/or closure.
	5.2 What lessons are there regarding UNHCR's strategic positioning of its PBCC (in the sector) in relation to cooperation with other humanitarian agencies and their PBCC/AAP systems?	<ul style="list-style-type: none"> - Lessons on benefits and challenges of cooperation with other agencies in different models. Taking into consideration factors such as resourcing available, stage and scale of crisis (L1, L2, L3) scale and nature of operations, other agency AAP activity, other for appropriateness of: <ul style="list-style-type: none"> a) In-house v outsourced models b) UNHCR-focused v collective/inter-agency approaches c) Scope of role of PBCC e.g. assistance, protection, combined
	5.3 What are the implications of external trends for UNHCR strategic positioning in use of PBCC?	<ul style="list-style-type: none"> - Lessons/implications from trends including: <ul style="list-style-type: none"> a) Humanitarian sector AAP - collective approaches, use of technology b) Other contexts/sectors regarding use of technology. - Lessons from UNHCR experience to keep abreast of technology and to incorporate it

Evaluation Questions	Sub-questions	Assessment criteria
	5.4 What are the implications of the operational context e.g. stage, urgency of emergency (L1, 2, 3, other) or scale of FDSP for the choice of appropriate contact-centre model?	<ul style="list-style-type: none"> - Lessons regarding how the stage and scale of a crisis may influence the choice Factors to consider relating to: <ul style="list-style-type: none"> a) Operational context - geographic distribution of forcibly displaced and stateless persons access to them, stage of emergency L3, L2, L1, transition to development b) Other agency presence and use of call centres c) extent of favourable protection environment towards forcibly displaced and stateless persons [relevant]

Annex 5 - UNHCR Data and Information Ecosystem

Overview

1. UNHCR is responsible for registration of refugees across all country operations in RB MENA. The implication for information systems is that ProGresv4 (or v4) - the key corporate UNHCR application – is widely used as a primary tool. This is beneficial because UNHCR has full control over a key source of data (where globally, other organisations do not). UNHCR can determine the data standards, governance processes, associated data management practices and workflows. V4 provides a single source of evidence with limited complications in terms of interoperability and access to data and information for staff.
2. Historically RB MENA had a high number (~150) of custom-built applications and tools designed to solve problems which were not covered by corporate solutions. This pattern was common across UNHCR globally. DIMA's efforts have helped reduce the number of applications in MENA, streamlining and reducing the need for single use solutions. Some tools remain in use because they are widely adopted, well integrated into workflows and continue to be useful to operations. V4 was introduced globally in 2019, which introduced additional capabilities not found in v3, e.g. ability for externals to use, offline capability etc. This played a role in some of the smaller more niche tools being phased out.
3. Overall, the organisational culture with regards to data and information practices are thought to be moving in a positive direction, with higher volumes and better-quality data available over time. Within RB MENA, there is a culture of openness and support; whereby data siloes, and siloed thinking is not prevalent. There are instances where operations may work in siloes on specific issues or close off collaboration on niche tools. This trend is more commonly found in the larger, better funded operations with more IM capacity on the ground where they are more confident in developing their own solutions, which in turn means they may be more protective and resistant to change (which might undo their hard work). Operation to operation this differs. The appetite for collaboration with others is encouraged through strong personal relationships across country operations and trust of senior managers. DIMA's approach to improving data, information and systems in the region is to play a facilitative, supportive role and 'not push anything' on operations, recognising any approach needs to be CO led to achieve good sustainability through ownership. A practical way of advancing this is via the Information Management Working Group; for the cross-fertilisation of expertise and to discuss IM practice in the region.
4. Technical units are tracking data in their own way in some cases, where they export from larger sources and compile their own Excel sheets for tracking, e.g. monitoring status and source of referrals. This was not explored further as it is outside the core of the PBCC data and information practices, rather the PBCC data informs these unit-based practices.

Key applications in use in RB MENA

5. Profile Global Registration System (**ProGresV4**) – also referred to internally as v4 - is UNHCR's enterprise registration tool for refugees and asylum-seekers. Operational since 2003, version 4 (launched in 2019) is a cloud-based application that allows for real-time data entry and retrieval.

6. The Refugee Assistance Information System (**RAIS**) is a custom-built web application, developed in-house by RB MENA. It allows UNHCR and partner staff to record activities and coordinate assistance, allowing staff and partners to be better equipped to respond to needs and engage in case management across a) large and diverse populations and b) diverse information and communication channels. It has been deployed in 9 country operations in the region, and the source code has been shared with operations outside the region to be adapted for use elsewhere (e.g. Ukraine, Poland, Bangladesh).
7. The original requirement for RAIS arose due to a combination of surge in demand for services in the region (related to Syria response) and to enable better data management related to assistance; more secure information transfer, less duplication, to improve efficiency between agencies etc. At the time ProGres (v3) was lacking capability and could not be used by external partners. RAIS is sophisticated in its capability, is customisable in terms of access permissions and can be configured and managed locally to adapt to context. It played a central role underpinning UNHCR's ability to respond to the Syria crisis and continues to play a key role supporting operations across RB MENA.
8. RAIS is considered old in digital terms and may be behind the curve of technology developments; e.g. it is built on old software which has implications for maintenance and security. While in most country operations it functions perfectly, in some operations it faces technical issues which cause the system to run slowly or to go down. This is linked to how operations use RAIS and how much 'strain' they put on the system at a particular moment; e.g. associated with the complexity and timing of query executions, calls to refresh data in reports, SQL queries in the back end. Responding to these performance issues, DIMA increased the capacity inside Azure in October 2024. In addition, the different pieces have been developed *differently* – e.g. each page is built differently in the background – which means it is very difficult and time consuming to maintain. There is an understanding between DIMA and GDS is that RAIS should be phased out, and while *something* can continue to exist (due to a clear user requirement), it should be built on a different platform to leverage recent upgrades in technology, remove the age-related risks and create fewer unnecessary maintenance issues. Given the scale of RAIS, this will take significant time and effort. In lieu of a new solution, RAIS will continue to be used and expanded into other operations (e.g. Tunisia and Mauritania in 2024).
9. Interactive Voice Response (**IVR**) is a technology leveraged for the benefit of PBCCs specifically, which is where UNHCR deploy off the shelf software (e.g. Cisco apps) to enable persons of concern to call a number, listen to a range of options, and interact through their phone to navigate the pre-set menus. Depending on their request, they may hear the information they need through a voice recording, or they may be connected with a human agent. In the background the software generates data analytics which can be exported, e.g. to determine length of call, branching options selected, basic identifying data etc.
10. IVR was introduced primarily to provide efficiency gains and tackle the issues of large call volumes and long waiting times, and in turn reduce the burden of effort on human call operators who were under a lot of pressure. A key benefit of IVR is in automating repetitive processes, handling those common areas of every flow and taking the 'low skill' tasks to free up human operators for the higher skilled tasks like interpretation, counselling and feedback. IVR is configured in line with need and while it requires a certain level of technical knowledge to introduce and maintain, the level of complexity and comprehensiveness can differ in operations. It can be relatively basic, where the IVR only handles a couple of standard introductory questions, then all calls are passed to an agent. Alternatively, it can be more advanced and handle some requests on its own, by offering an automated voice response based on the pre-programmed branching logic. In the extreme, IVR can be configured to call data from other applications, perform logical tests and run calculations to

determine a response for a caller (e.g. if they are eligible for assistance, and if not, when they are next eligible).

Information systems integration

11. V4 is the principle corporate tool and a key source of information. RAIS draws down data from v4 daily, so details entered into v4 should be available locally in RAIS within 24 hours of updates. There were syncing issues in the past which means some details differed between v4 and RAIS, which have now been resolved. RAIS does not push data back to v4, so this flow of data is one way – v4 to RAIS. Any updates/ corrections which need to be made to v4 (e.g. where RAIS data is the ‘correct’ record) data need to happen in v4, where the appropriate agent is notified (e.g. by email) and makes the change manually. RAIS data is exported to the Global Data Service, but it does not feature in any ‘standard reports’ that UNHCR produce.
12. There are some nuances where different applications/ tools are used for *a similar purpose*. This was necessitated due to historical syncing issues. E.g. the Data Highway was developed in Jordan as an alternative to RAIS as a source for local data. This database similarly draws down v4 data, for cases related to Jordan. Egypt has its own Data Highway, linked to the same historical syncing issues. The principal (but not only) use of this database is to support the IVR branching logic and to verify caller details in line with v4 data, via an API. The original intention was this information would be drawn from RAIS. Across the ecosystem, the incidence of duplication is low. RAIS is a key contributor to this.
13. IVR also connects to RAIS via a separate API to check details associated with eligibility for assistance. These details are not included in v4, so in this regard RAIS fulfils a specific regional need related to assistance. Additionally, IVR can be configured in line with RAIS ids to create automated flows, e.g. creating tickets and referrals which notify staff elsewhere of relevant actions. In essence this is a two-way relationship between IVR and RAIS, where both tools benefit from automatic flows of data.
14. There are limitations to this. For example, a RAIS ticket cannot be created if the caller hangs up before they pass the first few stages of the menu, so only IVR data tracks the ‘true call volumes’ associated with the service, but RAIS collects data on the ‘useful’ calls (those with some data attached). Provided callers progress far enough to hit a ‘trigger’, IVR will create a closed ticket in RAIS even if the call is resolved by the IVR or does not require any action, so RAIS has a record of a person calling. This is a huge efficiency gain to support with the same person calling multiple times with the same request. There is some evidence to suggest where RAIS faces issues, tickets are not being created where they should be. In this case UNCHR may be missing requests for assistance, where a related ticket nor referral is being created, and thus no follow up or provision of assistance made.

Annex 6. Glossary of Information Management Terms

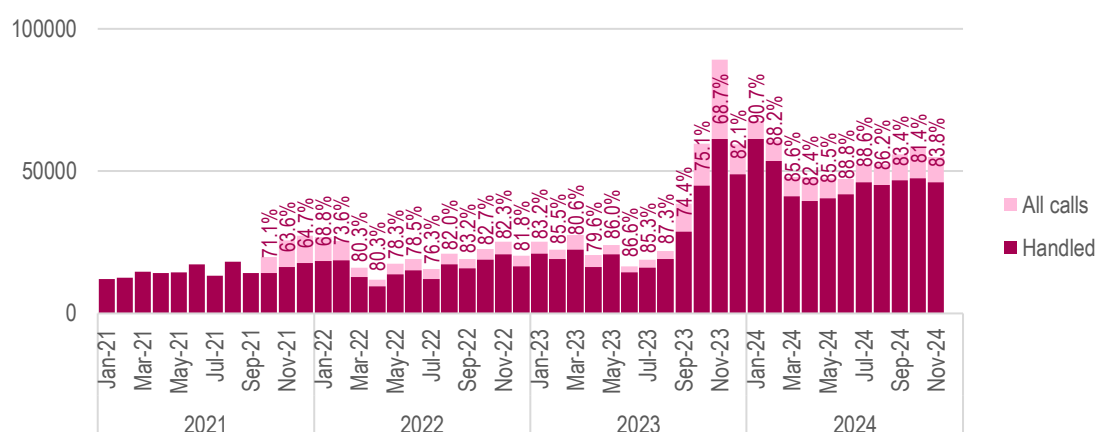
15. **Refugee Assistance Information System (RAIS):** A web application that is used at the regional level and allows partner staff to record activities and coordinate assistance. RAIS is currently the key inter-agency platform for case management in the areas of assistance, referrals, ticketing, etc. RAIS was developed, maintained and supported by DIMA in the MENA Bureau, with country operations managing access to the system by UNHCR staff and partners.
16. **Infoline:** A module within RAIS that is used to record requests from the People we serve
17. **Interactive Voice Response (IVR):** A system that allows the PWs to get a response on their inquiries, it is linked with RAIS API with the ability to create a ticket and referral when needed
18. **Project X:** A system developed by UNHCR Lebanon that provides interface between ProGresv4 registration data and case management data and allows implementing partners access to this information. Project X is complementary to ProGresv4 and RAIS.
19. **IrisGuard:** A biometric identification system used (Iraq, Jordan, Egypt and Lebanon) within the MENA region for identity management of UNHCR's persons of concern (for Cash based intervention purposes) and to authenticate provision of services to refugees, including financial services.
20. **ProGresv(4):** ProGresv(4) (Profile Global Registration System) is UNHCR's enterprise registration tool for refugees and asylum-seekers. Operational since 2003, version 4 (current) is a cloud-based system that allows for real-time data entry and retrieval. Beyond the core registration functionality, the system also offers modules that are used for the management of protection activities, such as Refugee Status Determination (RSD), Voluntary Repatriation and tracking of incidents of sexual and gender-based violence (SGBV) and child protection (CP).
 - **Biometric Identity Management System (BIMS):** A system, integrated within ProGres version 4, that captures 10 fingerprints, 2 irises and photo data of persons of concern.
 - **PRIMES:** Population Registration and Identity Management EcoSystem (PRIMES) as a new approach to aggregating data from registration and identity management. PRIMES is a platform that brings together UNHCR's case management and biometric systems, such as ProGresv4 and the Biometric Identity Management System (BIMS).
21. **PowerBI:** Off-the-shelf business intelligence (BI) tool that helps users analyse, visualise, and share data.
22. **Azure:** Off-the-shelf cloud computing platform with a range of services. Supports infrastructure, platform, and software as service computing. E.g. Virtual machines, website and database hosting, advanced computing services such as AI and machine learning.
23. **SQL database:** Systems that store collections of tables and organise structured sets of data in a tabular columns-and-rows format, similar to that of a spreadsheet. The databases are built using structured query language (SQL), the query language that not only makes up all relational databases and relational database management systems (RDBMS), but also enables them to "talk to each other".

Annex 7 - Data analysis

Call volumes

- 24.** KII indicates that Phone-Based Contact Centres consistently receive a higher volume of calls than they can respond to. This is true for operations with and without IVR. There is no consistent source in use for reading how many calls are missed (where callers do not enter the channel as the lines are busy). In Libya the figures for May-24 to Nov-24 are monitored and stand at 1,942,565 missed calls, where only 61,259 are 'answered' (3.2%). Libya may be an exception as callers use digital bots to dial the lines to reach UNHCR, resulting in an artificially high number of missed calls.
- 25.** For calls that do reach UNHCR channels, a high proportion of these are handled where the modality is to connect direct to an agent. This can be seen in the data from Egypt below, which is agent only.

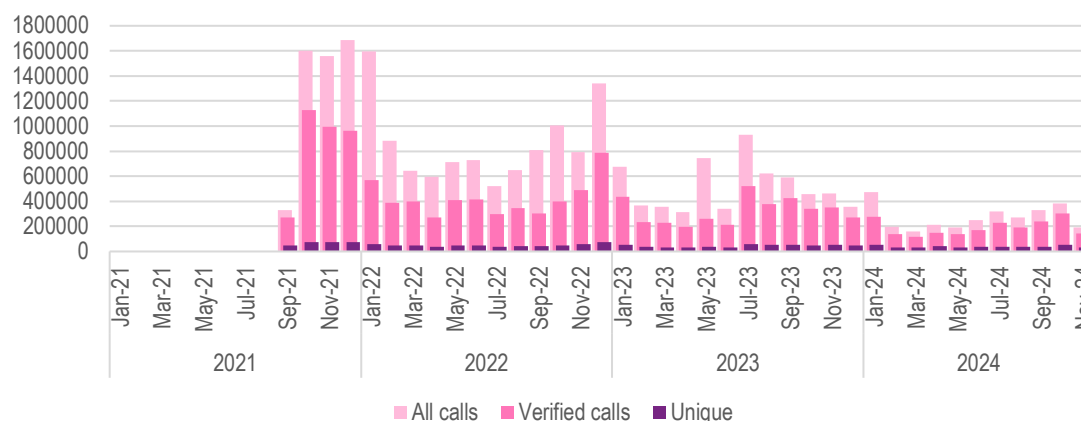
Figure 1. Calls to Egypt helpline team



Source: Egypt helpline team

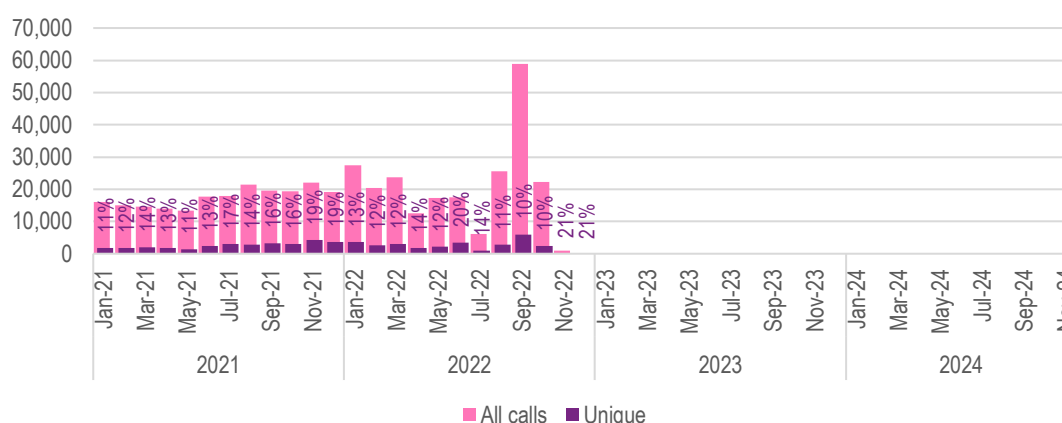
- 26.** Where IVR is in use, it is possible to determine how many calls are dropped before a caller enters basic verification details and passes language selection at the start of the call (All calls). Verified calls describes where the caller successfully inputs required details to pass this point in the menu, essentially creating a useful data record. Unique calls describe the distinct (unique) case id per month, which is very low. This aligns well with KII data indicating many people who call PBCCs are calling multiple times. While some repeat calls reflect new support requests (e.g. to request support with a different service), many are follow-ups on previous inquiries (i.e. check on the status of an existing request) or attempts to clarify information.

Figure 2. Jordan, calls to helpline, all calls, verified calls and unique calls



Source: DAG Jordan (Jordan only)

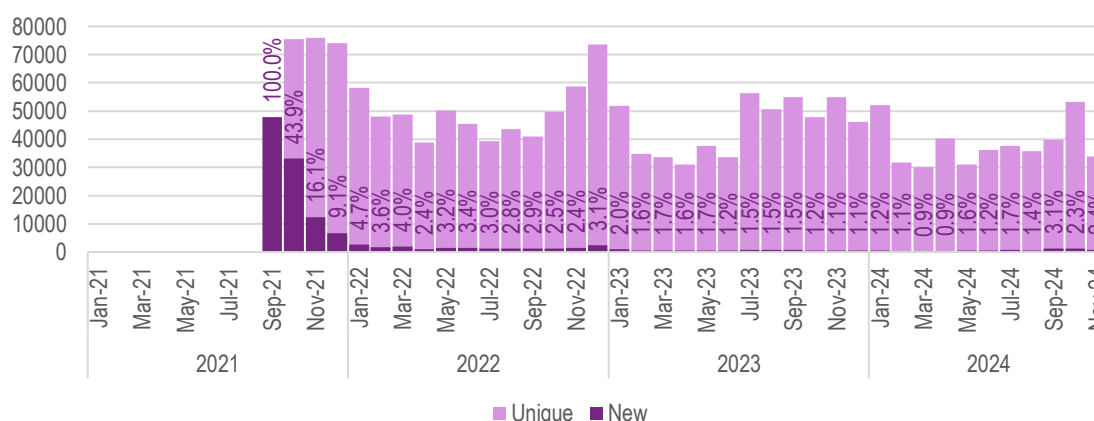
Figure 3. Jordan, calls to helpline, all calls and unique calls



Source: Iraq IIC data

27. The chart below displays the ‘new unique’ users within the scope of reliable data, indicating between 0.9% and 3.4% new cases contacted the helpline in Jordan in the last two years. This is families who have never called the hotline before (after Sep-21). To some extent this aligns with the lack of new registration in Jordan post-2019, with fewer new callers expected overall.

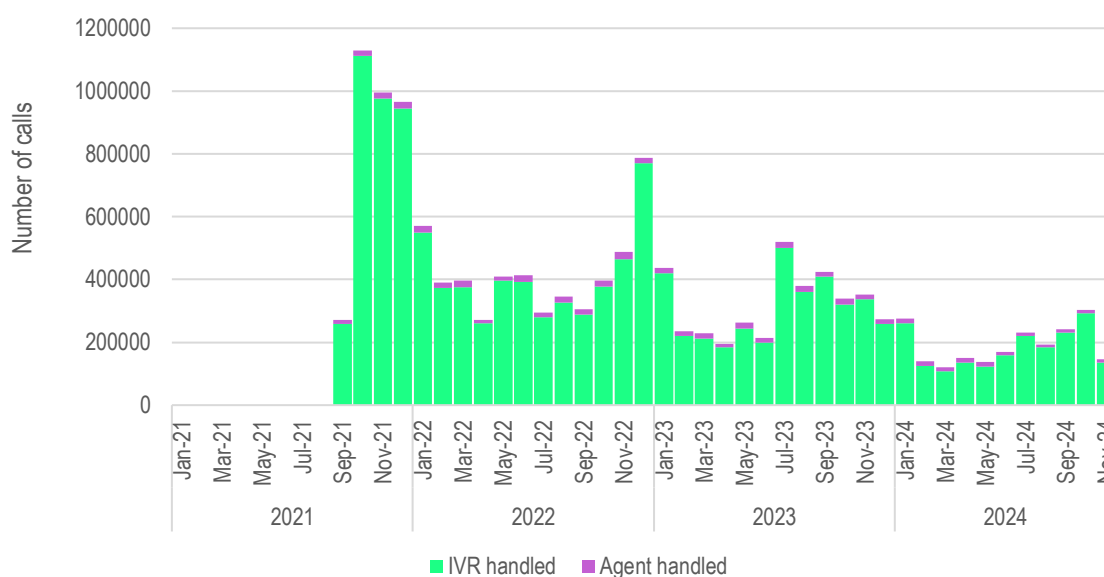
Figure 4. Calls to Jordan helpline new and unique



Source: DAG Jordan (Jordan only)

- 28.** The impact of enhanced IVR in Jordan is clearly visible in the data, where 95% of handled calls are resolved by the IVR. This greatly amplifies UNHCR's ability to respond to the demand whilst also ensuring those calls that do require the attention and consideration by a human agent are directed and prioritised accordingly.

Figure 5. The Proportion of calls handled by enhanced IVR, Jordan

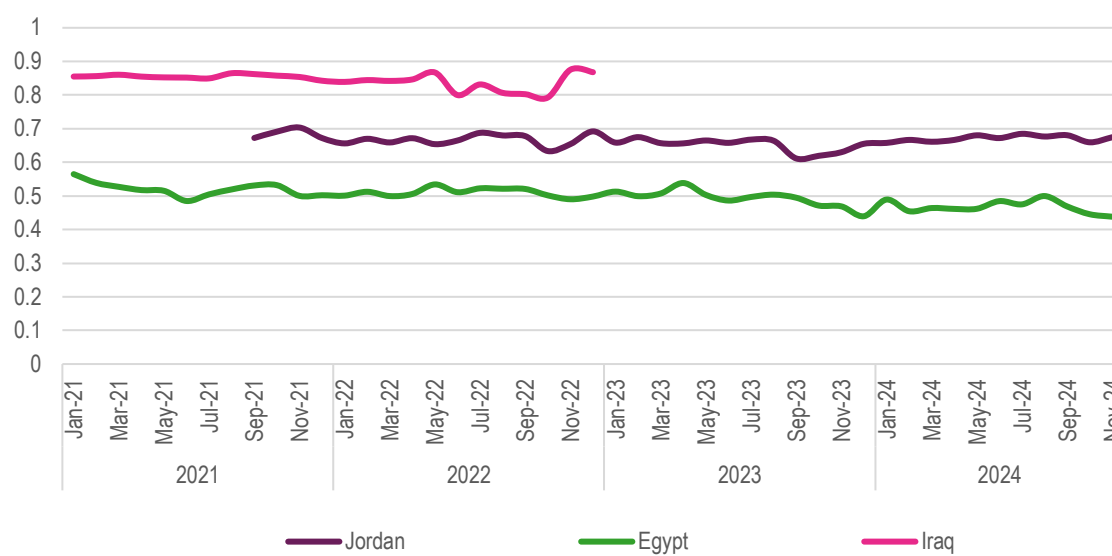


Source: DAG Jordan (Jordan only)

Age – Gender – Diversity of callers

- 29.** This element is difficult to ascertain in the data due to the way ids are managed. In many cases, it will provide a 'household profile' based on the Principle Applicant details, rather than who called the call centre.

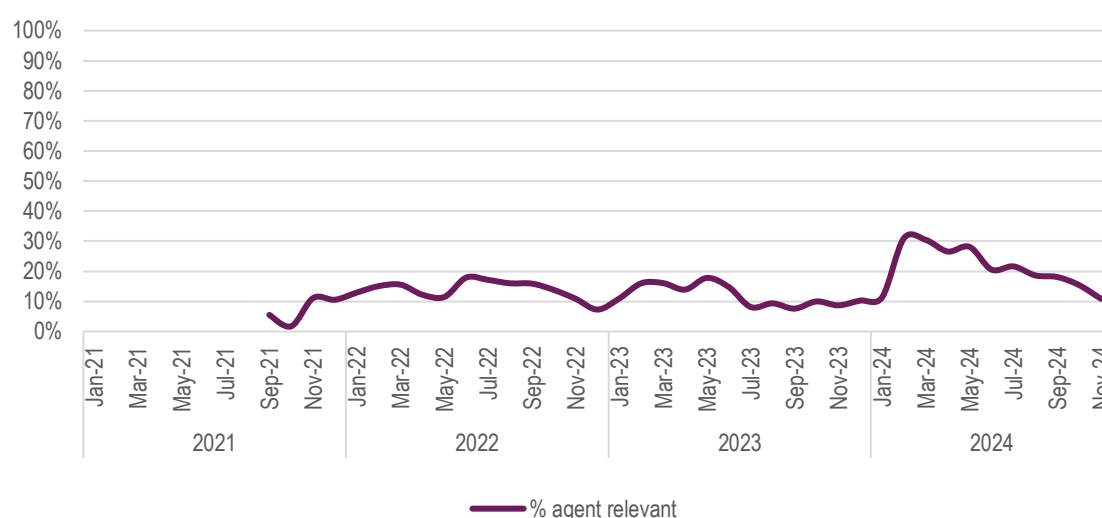
Figure 6. % of male calls for Jordan, Egypt and Iraq



Accessibility - ability to reach a human agent

30. Accessibility was identified as a useful area of inquiry during inception. Historically, accessibility is a key issue for PBCCs due to lengthy waiting times to speak to an agent. This reflects the high demand and limited agent numbers/ working schedules. In Jordan where enhanced IVR is in use, not all calls need to channel to an agent to be resolved. The chart below indicates the proportion of 'agent relevant' calls over time, where the configuration of the menu would determine the case should be handled by an agent. The remaining portion of the chart would be deemed 'IVR relevant'.

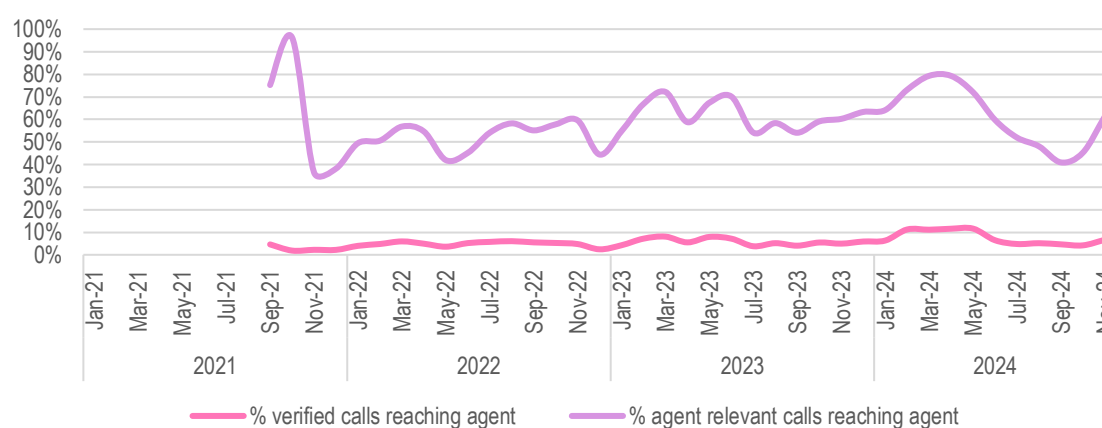
Figure 7. Jordan, % relevant agent



Source: DAG Jordan (Jordan only)

31. Overall, a small proportion of verified calls (<10%) reach an agent. For those designated 'agent relevant', the proportion of calls reaching an agent changes month to month, fluctuating between highs of 80% and lows of 36% (58.7% average). This validates the perceived difficulty UNHCR faces in responding to the volume of calls with human agents, where callers are dropping before the agent can connect with the caller.

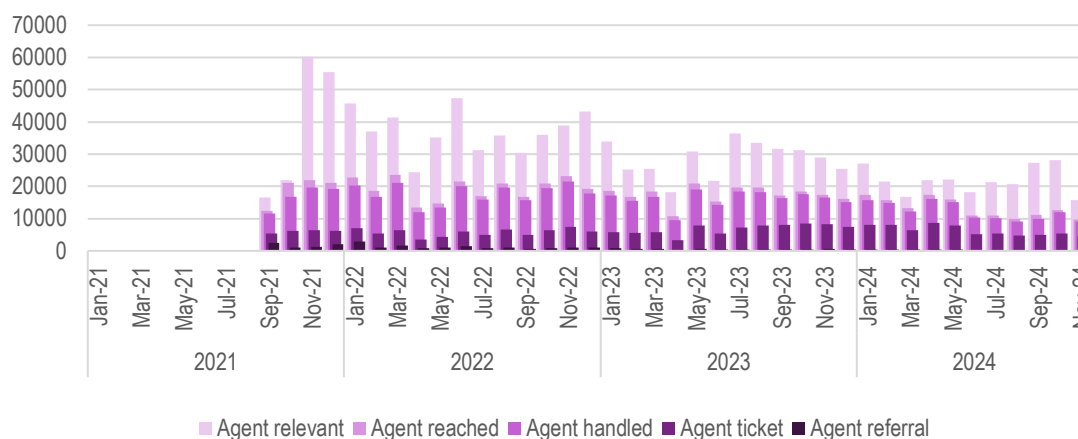
Figure 8. Access to agents



Source: DAG Jordan (Jordan only)

32. The chart below displays further detail for the breakdown of agent relevant calls in actual numbers; those reaching an agent, those designated 'handled' (satisfactory response), and where agents create a related ticket or referral in RAIS.

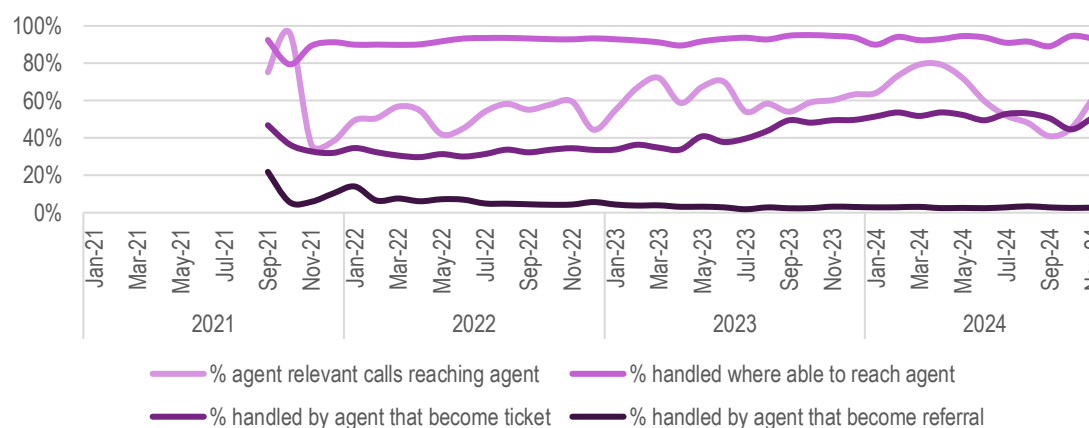
Figure 9. Jordan, flow of calls to agents



Source: DAG Jordan (Jordan only)

33. This clearly indicates that though callers may struggle to reach an agent through initially, a high proportion (92% average) are receiving the information and services they require once they reach an agent. The proportion of tickets created is trending upwards over time, from 37% in 2021 to 51% in 2024 (41% average). Tickets may only serve to 'log' the call, or update details in an existing ticket - it may not be indicative of required action. The proportion of referrals made via agents is trending downwards over time and is a much smaller proportion of the agent relevant calls (4.8% average lead to referral). This may be related to callers already having active referrals in the system. Referrals made by agents would be for cases of a serious nature (e.g. GBV, CP), which are directed to them by default rather than handled by the IVR branching.

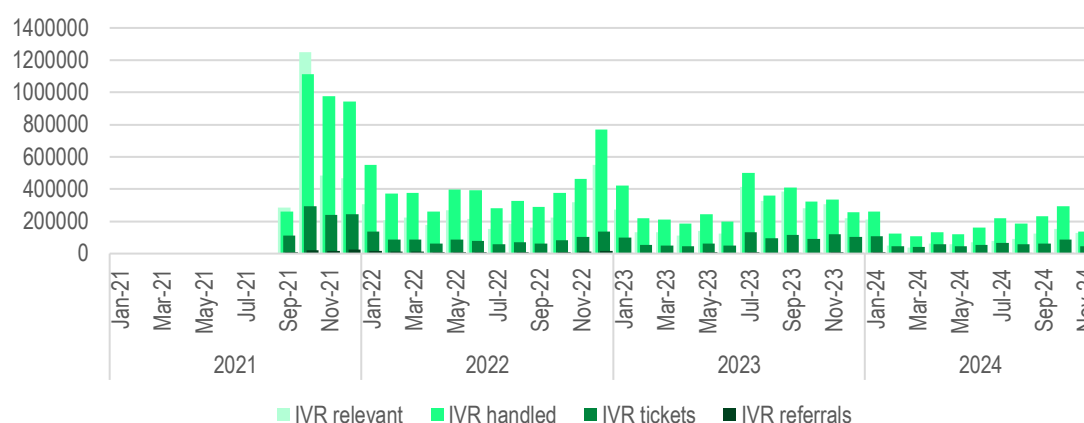
Figure 10. Jordan, how calls were dealt with



Source: DAG Jordan (Jordan only)

34. For calls relevant to IVR, the proportion of tickets and referrals created are lower, though the call volumes are much higher overall. A ticket is created for 28% of calls on average, ranging between 22% in 2022 and 35% in 2024. Referrals are very consistent across years, with between 2% and 2.4% of calls via the IVR resulting in a referral (2.2% average). To provide examples of figures, for Nov-24 the total IVR handled calls was 136125, resulting in 46503 tickets and 1415 referrals. Agents in the same month handled 9018 calls, creating 4592 tickets and 243 referrals. IVR is clearly a vital support function to supplement the effort of agents.

Figure 11. Jordan, IVR overview



Source: DAG Jordan (Jordan only).

Note: IVR handled calls may exceed IVR relevant calls as IVR works 24 hours a day, so this figure includes the calls handled by IVR outside of office hours that would usually be directed to an agent.

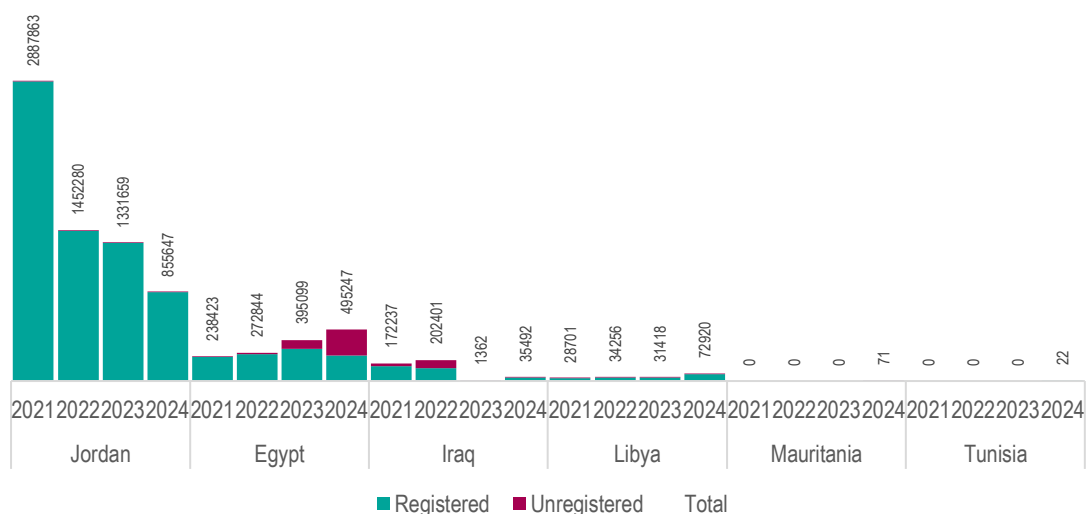
Volume of calls

35. Data on caller volume and patterns are collected in different ways in the PBCC according to the technology available.

Data based on RAIS

36. **RAIS Tickets** (filtered to calls as source) provide a record of calls logged, whether they require any follow up from UNCHR and partners (referral). Enhanced IVR creates closed tickets in RAIS where no attention is required; it might be where the IVR has resolved their query, or it is not relevant for follow up; e.g. they are not yet eligible for cash assistance. Creating closed tickets is to ensure a data trail for how many times certain cases contact UNHCR. The volume of tickets created is much higher for Jordan due to this enhanced IVR capability, though call numbers overall are decreasing. However, not all countries have been using RAIS e.g. Mauritania is just moving to it in 2025, so this does not capture all calls.

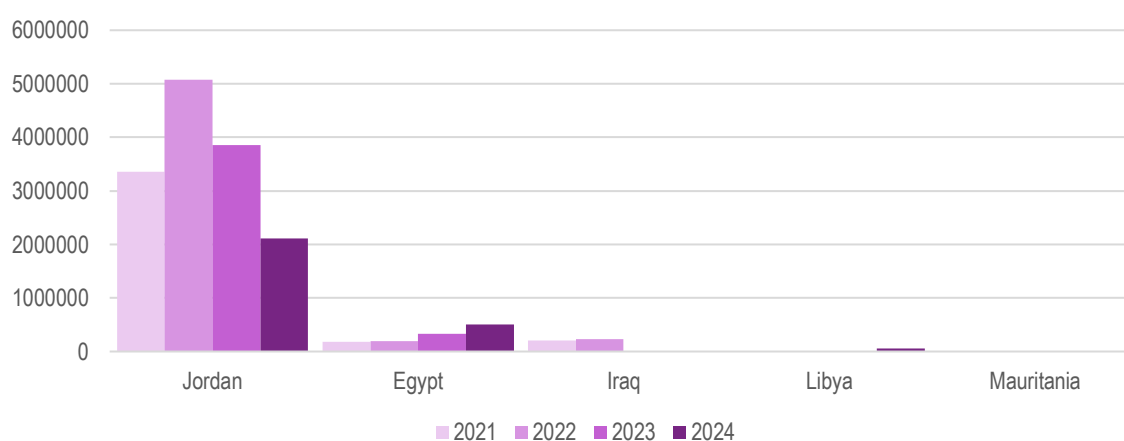
Figure 12. Caller volume across evaluation countries in MENA (numbers as registered in RAIS)



Handled calls by year

37. Handled calls by year displays data as generated by PBCC teams, which may draw from other sources as well as RAIS (e.g. Cisco data). Where operators are handling calls and using RAIS to enter data, tickets should line up with number of calls as call operators log the data as they go. With enhanced IVR, only a small proportion of calls become tickets and referrals. The call volumes will be much higher and reflect figures closer to the ‘true demand’ the PBCC is facing.

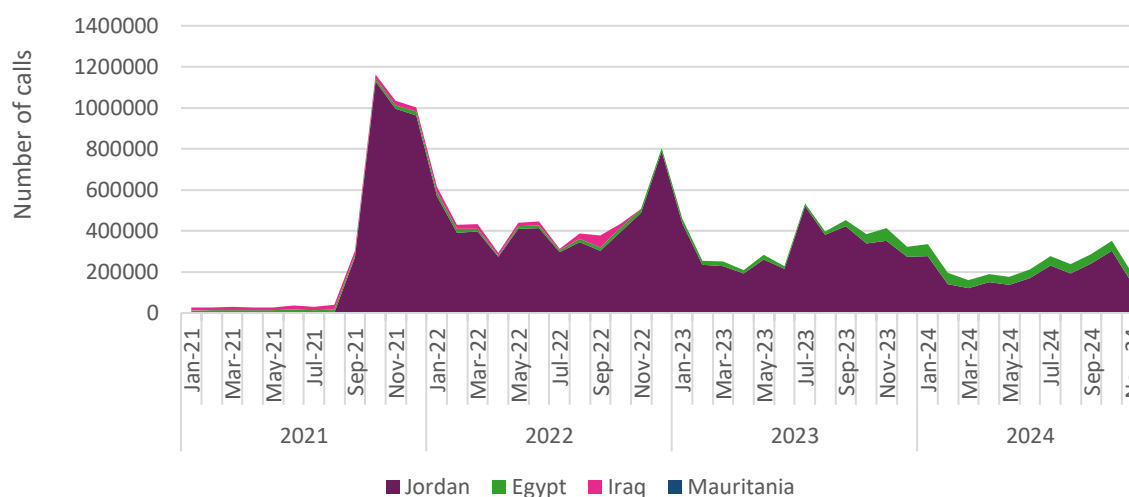
Figure 13. Handled calls by year



Handled calls by month

38. Review of the calls by month reveals a more diverse pattern with peaks in some countries in some months e.g. when there is a service change.

Figure 14. Call handled by month



Nature of calls

39. The subject of calls varies according to contexts. Call topic indicates a high volume of calls relate to registration, particularly in Egypt which increased from 47% of calls in 2021 to 76% in 2024 as numbers from Sudan increased rapidly and Iraq 53% to 85% in 2022 at the close of the IIC, due in part to dealing with backlog of registrations during Covid. Jordan is lower at just 14% rising to 32% of calls, which aligns with Jordan not allowing new refugees to be registered (since 2019). Data indicates calls for Cash Assistance are declining: this is most prevalent in Jordan where cash assistance eligibility was changed in 2023. Calls pertaining to cash assistance have dropped from 63% in 2021 to just 5.2% in 2024. Similarly in Egypt, cash assistance calls decline each year, and have dropped from 30% to 8% of all calls made. However, both Iraq and Egypt have separate CBI PBCC and their data is not included here.

Figure 15. Division of call by subject, per year

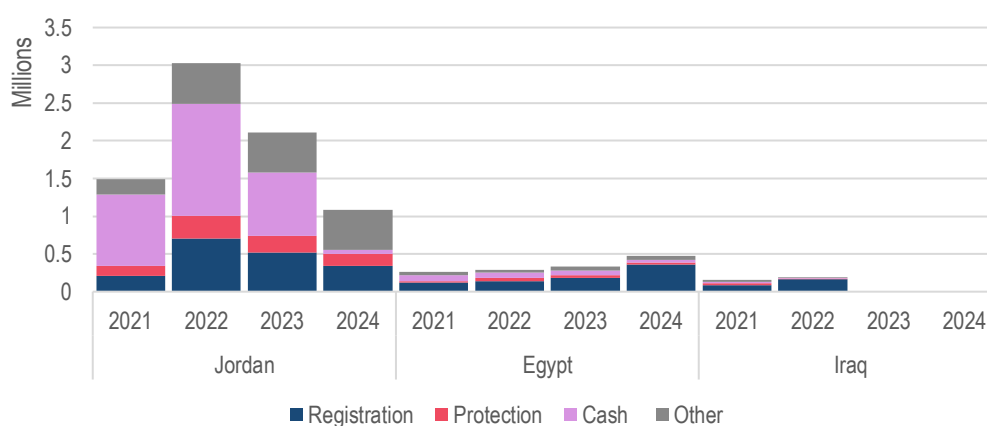
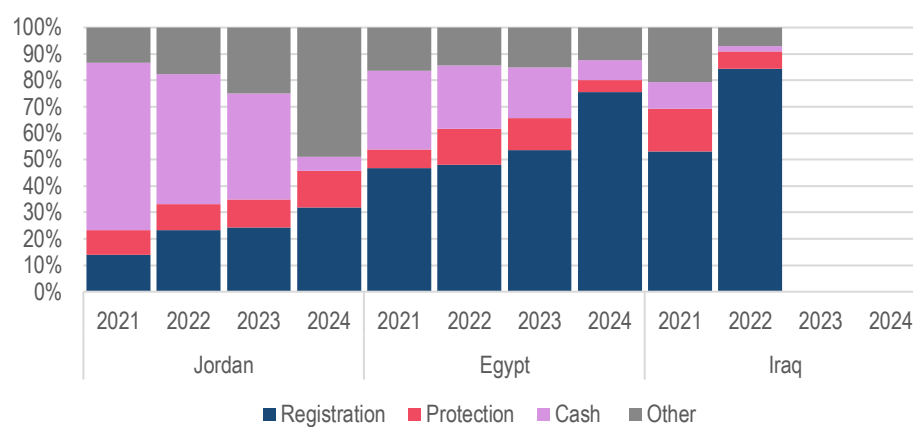


Figure 16. The proportion of call by subject, per year, as a percentage of the total

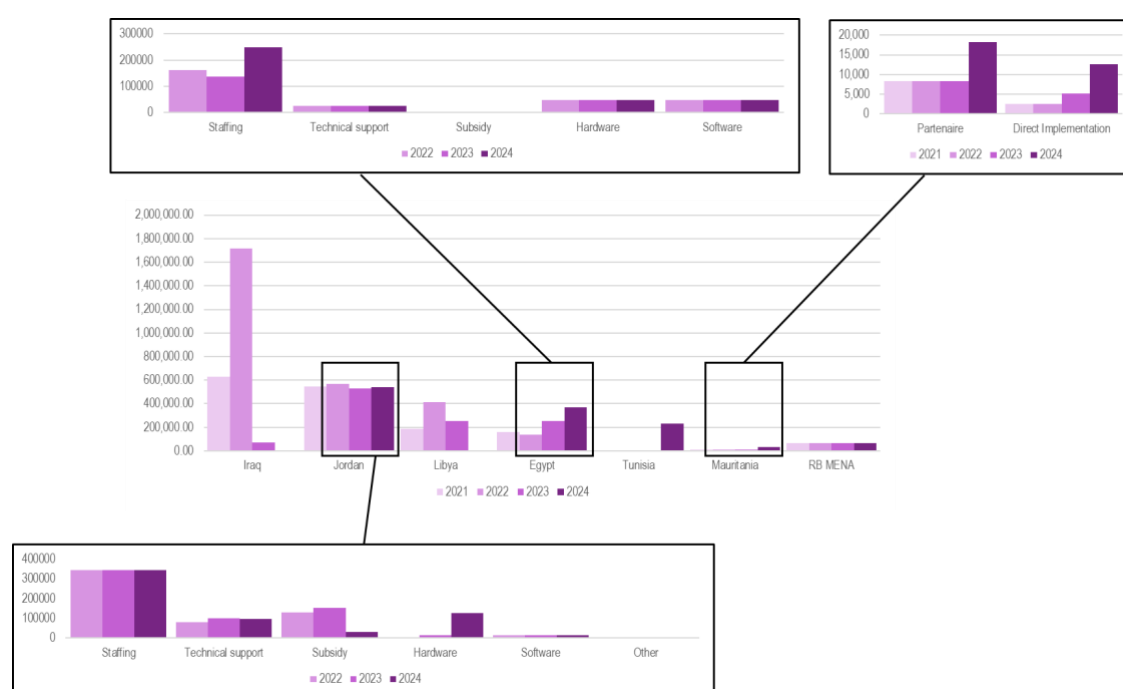


Annex 8 - Analysis of PBCC Financial Data

40. The evaluation found a significant data gap in financial data available from COs in part due to the way financial data was organised. It is also important to account for indirect costs, such as updating information databases, configuring technical systems and providing staff with training, as well as time costs, such as the staff time that needs to be invested in change processes like IVR rollouts, recording messages, and communicating with FDSP about changes in the PBCC services. In operations which have additional specialist partner hotlines and helplines, such as Egypt, Iraq and Mauritania for CBI, some partners costs are not included in overall PBCC budgets, even where partners' helplines and hotlines are funded by UNHCR. As a result, the actual costs of different PBCC models remain unclear. UNHCR staff also reported anecdotally that there are significant costs, both direct and in terms of staff time, in moving between different PBCC models but the evaluation found an evidence gap in costing these transitions.¹ Each country operation has a different approach to funding their PBCC. For example, in some countries the PBCC is funded through core funding while in others it is tied to funding for a particularly programmatic area and supported by a specific donor.

41. Noting the above challenges the evaluation used the available data to explore some aspects of costs of PBCC at least in terms of patterns displayed below.

Figure 17. Breakdown of PBCC financial costs by core component



¹ UNHCR staff in Egypt, Libya and Tunisia

42. Key costs for PBCC are:

- Staffing – this comprised two-thirds of the PBCC budget for COs where data was available. Some hardware and software costs were proportionate to the number of operators.
- Some short-term costs relate to technology upgrades or developments notably the introduction of enhanced IVR in Jordan and Egypt which are associated with significant costs (approximately \$100k in Egypt for set up)
- External technical support comprises 10-17% of overall PBCC budgets and is highly valued.
- Some COs have provided financial support to subsidise the costs to FDSP but this is being phased out in most countries due to the high costs. It had taken up nearly a quarter (24%) of the Jordanian budget.
- Finally, costs are at regional level e.g. those relating to Azure hosting costs.

Further detail

43. Staffing related to call operators is the primary cost associated with PBCCs. This constitutes between 55 and 60% of the budget in Jordan and between 53% and 67% in Egypt. The hardware and software costs vary depending on the number of operators and level of technical complexity in the set-up. Licenses are often issued per operator, and operators would need access to their own equipment. As a guide the set-up costs for Egypt for Enhanced IVR (recent so a good guide) is ~\$100k per year, roughly 50/50 in terms of hardware and software. The data indicates this is lower for Jordan ~30k, but it may be that they categorise IT costs in a different way. The increase in 2024 for Jordan relates to a specific tranche of work in expanding the enhanced IVR to camps, some of which will be a one-off cost (though may be affected by depreciation and obsolescence).

44. The composition of technical support is more variable year-to-year depending on the needs of the operation. In the aggregate this is between 14% and 16% of the budget in Jordan, and 7% and 10% in Egypt. This relates to technical support with IVR tree configuration, equipment set up, on site technical support etc. These inputs seem highly valued by UNHCR staff and in some cases the service provider is the same across countries (e.g. Data Consult). Another example of technical support is the voice recording for the IVR and the design and deployment of satisfaction surveys.

45. Subsidising the cost of calls is something operations prioritise, though are increasingly under pressure to scale back as budgets are cut and core services need to be retained. The subsidy component in Jordan (subsidising ~30% of calls) was costing up to 24% of the annual budget, which in 2024 was reduced to 5% and is no longer offered to new callers. In Libya this was covering 100% of the calls (the only toll free operation) or ~30% of the annual budget. This is due to be removed in 2025 to re-budget for enhanced IVR in order to be able to respond to more calls.

46. Support from the regional level in provisioning information systems to support PBCC and allow them to function efficiently and effectively has a standing cost of around \$60k-65k per

year mostly related to Azure hosting fees, as well as a single staff post to maintain, support and deploy to new areas (including training). In the past there were 6-7 people working on building out and maintaining RAIS.

Annex 9 - Country Context and PBCC Overviews

47. This annex includes a set of country overviews with details of the country context, key characteristics of the PBCC and its development. It includes a timeline of the evolution of the PBCC's use of technology. It finishes with a summary table of the PBCC and their developments.

NB. *Call centre expenditure data is based on that provided by UNHCR in the inception phase (with the exception of Mauritania which was shared in data collection). This is approximate. As noted in the evaluation main report the financial data available was not comprehensive nor consistently categorised across countries. This data provides only a indication of scale of funding per country and model.*

1. Egypt

1a) Country and PBCC overview

Country	Egypt
PBCC Category	Central PBCC – Infoline but transitioning to inter-agency call centre Additional Hotlines run by partners and (co)-funded by UNHCR for CBI, health, GBV, legal, general AAP
Operational status	Infoline fully operational in-house call centre with process underway to transition to inter-agency call centre
Staffing modality	Currently in-house – all agents are UNHCR staff. Will transition to an interagency call centre in 2024/25.
Call centre expenditure²	2021 – 162,121 USD 2022 – 136,493 USD 2023 – 250,047 USD

² Expenditure on UNOPS and in including expenditure on equipment in 2023 only

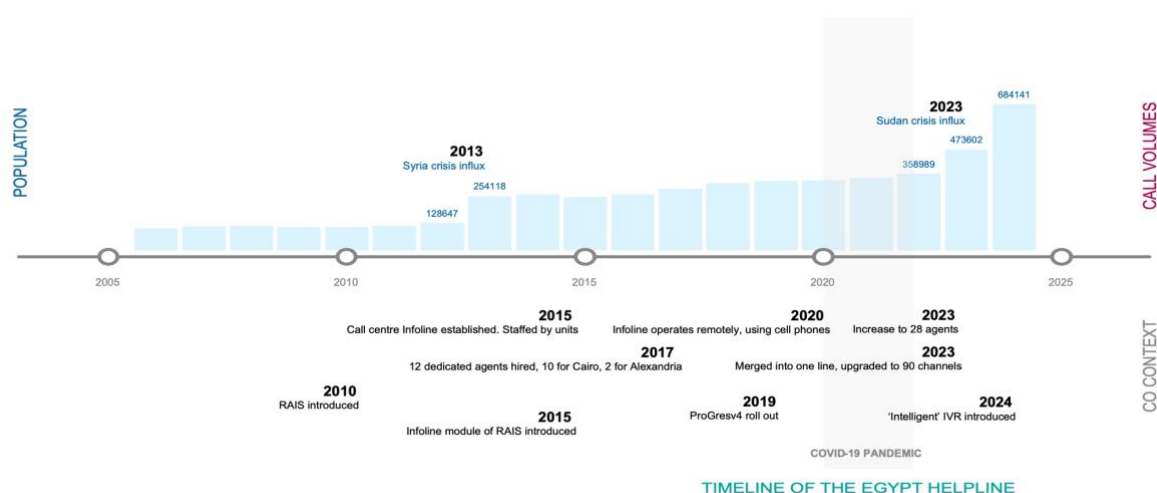
Population focus	Refugees and asylum seekers			
	Year	Total Population of Concern	Key Nationalities	Languages Spoken
	2021	270,000	Syrians (50.43%), Sudanese (19.18%), Eritreans (7.72%) RB MENA - Year-End Repo	Arabic, Tigrinya, Somali
	2022	300,000	Increased representation of Sudanese due to conflict	Arabic, English, Amharic
	2023	473,000	Sudanese surpassed Syrians as the largest group	Arabic, Tigrinya, Somali
	October 2024	826,000	65% Sudan; 19% Syrian; 6% S Sudan; 5% Eritrea. Rapidly increase in 2023-24 as Sudan conflict escalates	
UNHCR operation and strategy. Protection environment	<ul style="list-style-type: none"> Increasing pressure on protection spaces Restrictions on crossing into Egypt and risks in movement within countries without documentation that's only available in Cairo. 			
Inter-agency	<ul style="list-style-type: none"> Co-chairs Inter-agency CBP group where CWC spoken 			
Overview of PBCC	<p>Egypt's call centre, the Info Line was established in Cairo in 2015 and has been gradually upgraded. Following the outbreak of the Sudan Crisis in April 2023, the number of calls received dramatically increased necessitating an expansion of the call centre. The call centre initially operated from Cairo but in 2023 was expanded to a second location in Alexandria. The number of phone channels was expanded from sixty to ninety channels and the number of call</p>			

agents was expanded from ten to thirty staff. The Info Line receives around 24,000 calls per month and eighty-three percent of calls relate to registration and appointments. The Info Line uses IVR although the country operation has experienced some technical difficulties since its rollout. The system is supported by RAIS and ProGres v4.

Due to an increasing refugee population in 2024, UNHCR can no longer support demand for the Info Line alone and is seeking to transition to an call centre that will be inter-agency in the sense of bringing together UNHCR central line and implementing partners hotlines and helplines. It will also be open to other agencies to join it. It is planned to be contracted out with a tender process planned for early 2025. It is anticipated the new system Egypt Refugee Information Contact Centre (ERICC) will provide greater capacity to handle calls and enable easier inter-agency referrals.

- 30 operators plus 2 managers/supervisors.
- 90 lines/channels
- Cost- not free

1b. Timeline of Egypt PBCC – population and technology developments



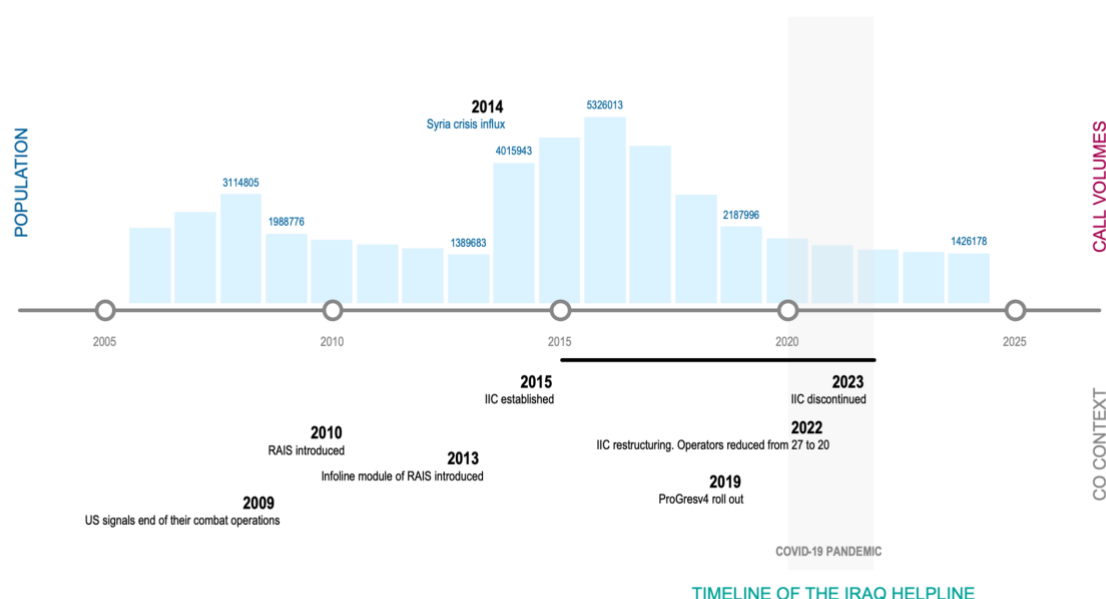
2. Iraq

2a. Country and PBCC overview

Country	Iraq
PBCC Category	Call centre up to 2023 and then phones part of a decentralized communication and feedback mechanism
Operational status	Iraq Information Centre (IIC) an inter-agency centre contracted out to UNOPS initially worked as a centre for IDP. UNHCR supported a range of separate hotlines for refugees in parallel to his up to 2020 when UNOPS contracted to expand services to include refugees

	<p>with UNHCR support. The IIC was deactivated at end of 2022 when the context evolved from humanitarian to a durable solutions/development focus.</p> <p>From 2023 UNHCR developed a more localized, partner-led CFM system with a phoneline one of the communication options run by each partner in a specific governorate.</p>
Staffing modality	Interagency operated by UNOPS
Call centre expenditure	<p>2021 – 629,563 USD</p> <p>2022 – 1,719,054 USD</p> <p>2023 – 73,276 USD</p>
Population of focus	<p>IDPs, refugees and asylum seekers</p> <p>2024 – total refugee population 327m799- 90% Syrian, then Iran, Turkiye, Palestine.</p> <p>Biggest change in 2023 when total in need of humanitarian assistance shifted from 11million in 2017 to 2.5million in 2022 (IDPs _refugee). Refugee population relatively stable.</p>
Overview of PBCC	<p>The Iraq Information Centre (IIC) Helpline was established in 2020 in response to heightened needs of the population after the defeat of Da'ish and in response to the COVID-19 pandemic. It was an inter-agency PBCC run by UNOPS with 90-95% of the resources coming from UNHCR for refugee services but significant funding from other agencies, notably WFP for the wider IIC which catered for IDPS too. The Helpline served both refugees and IDPs with a dominant focus on IDPs and provided support and referrals for UNHCR, WFP, UNICEF, UNFPA, and the Government of Iraq.</p> <p>Latterly, UNHCR embedded registration services within the Helpline's offering including call-out facility in 2022 to alert FDSP to appointments for registration as part of coping with the Covid backlog.</p> <p>The call centre used RAIS as its ticketing and referral system. The call centre was one among other tools for AAP implemented by the IIC. The call centre was closed at the end of 2022 due to a decrease in the IDP caseload, communication challenges and other agencies pulling out funding. It also coincided with UNHCR transitioning to a more development-focused new strategy.</p>

2b. Timeline of PBCC in Iraq, population of interest and technology developments



3. Jordan

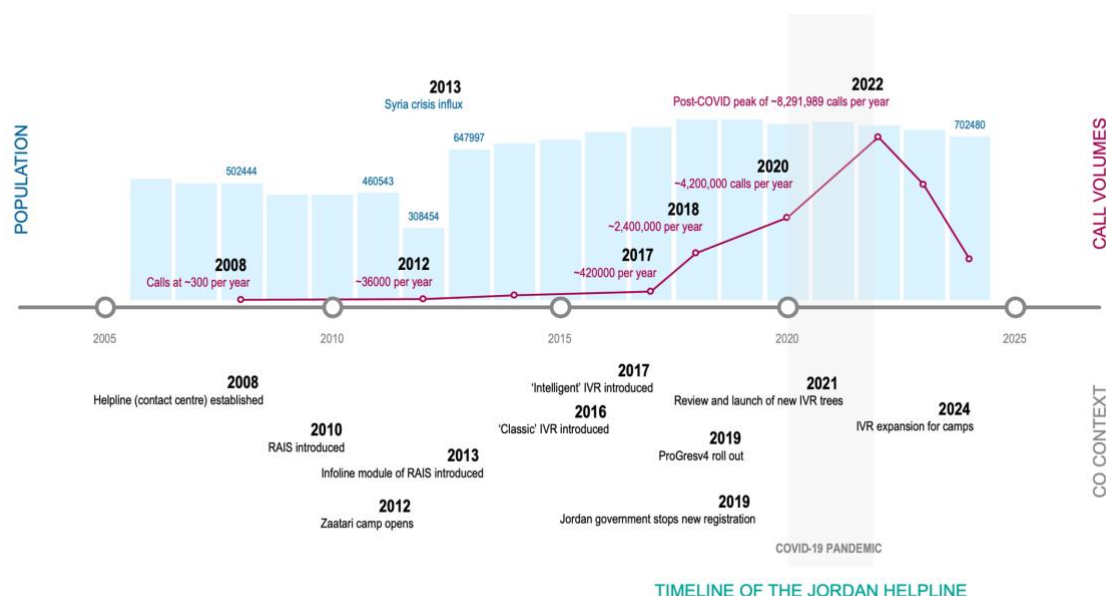
3a. Country and PBCC overview

Country	Jordan
PBCC Category	Call Centre
Operational status	Fully operational
Staffing modality	In-house – all agents are UNHCR staff
Call centre expenditure³	2021 – 544,818.21 USD 2022 – 567,758.07 USD 2023 – 531,808.38 USD
Population of focus	Refugees and asylum seekers 2024 Syrian – 621,182 Iraq – 49,793 Yemen – 12,755 Sudan – 4, 934

³ In-house costs

	<p>Somalia- 468</p> <p>Relatively Steady numbers 2021-24</p>
Overview of PBCC	<p>UNHCR Jordan has operated a phone-based helpline since 2008. This began as the 'Information Line' in 2008 and was subsequently upgraded to a full call centre using the Cisco Call Centre Express system in 2014. The number of operating agents grew during this time from six in 2012 to 14 in 2014. In 2016, the system underwent further Cisco updates to include features such as a call recording system and IVR. Channels were further expanded in 2018 to enable 52 simultaneous calls.⁴ Basic IVR was introduced in 2016 and upgraded to intelligent IVR in 2017 to enable the linking of Cisco and RAIS. The IVR system was overhauled in 2021 to increase the branching options available and to add Somali language options.⁵</p> <p>The IVR is a 24/7 service and agents are available Sunday-Thursday. Agents answer around 10% of all calls to the Helpline with the remainder being addressed by the IVR. The Helpline was heavily used during COVID-19 and in 2020, 350,000 calls were answered a month. This has declined in subsequent years and in 2024 on average 120,000 calls are answered per month.</p>

3b. Timeline of PBCC population and technological development



4. Libya

4a. Country and PBCC overview

⁴ UNHCR (2021) UNHCR Jordan Helpline SOP 2021

⁵ UNHCR (2021) UNHCR Jordan Helpline SOP 2021

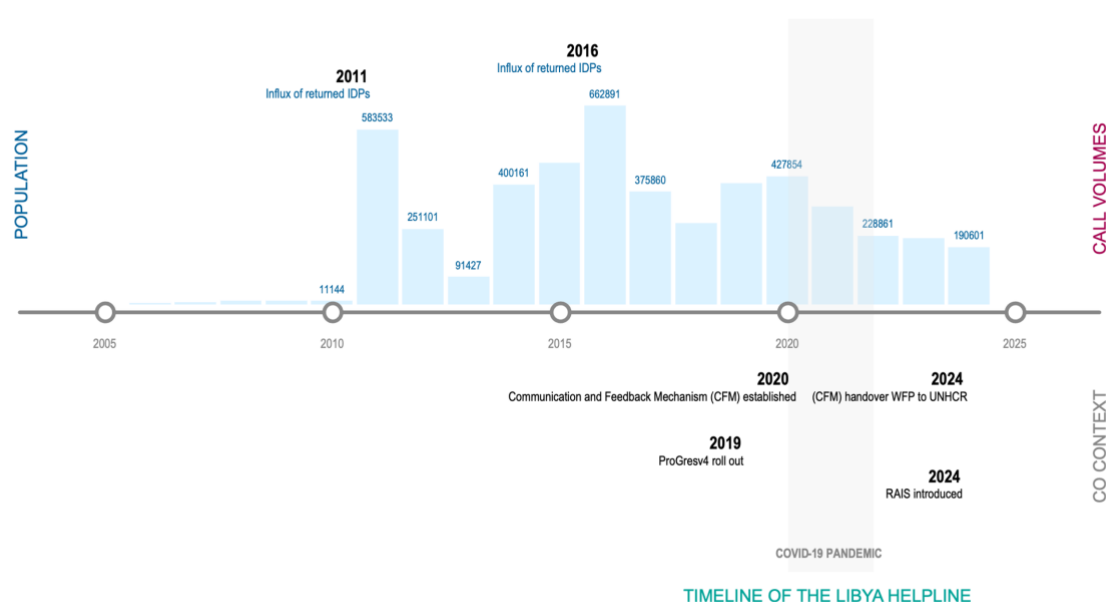
Country	Libya
Population served by UNHCR⁶ and protection context	<p>2024 – over 60,000 refugees</p> <p>IDP- 125, 802</p> <p>Short term displacement by disasters e.g. 125,800 displaced in 2023 by floods</p> <p>Registration limited to Tripoli and for 9 nationalities only</p> <p>Refugee/Asylum population disproportionately male and single except Syrian and Palestinian more gender balanced.</p> <p>L2 emergency</p>
PBCC Category	Call Centre (focus on complaints and feedback)
Operational status	Fully operational – undergoing transition from interagency to UNHCR-managed call centre
Staffing modality	<p>Previously managed by WFP using agents from implementing partner Moomkin. Now UNHCR has taken over direct management of the system but with the same partner, Moomkin.</p> <p>Started with 4 operators and now 16 operators.- 8 per shift 16 lines who work double shift. Heavy operator turnover. Almost 50/50 gender balance – difficult to sustain females until 11 pm for cultural issues - not easy to keep female in the evening we do have female. So recently a female left us.</p>
Call centre expenditure⁷	<p>2021 – 186,842.71 USD</p> <p>2022 – 413,195 USD</p> <p>2023 – 251,050.21 USD</p>
Population of focus	Refugees, asylum seekers, and IDPs
Overview of PBCC	The PBCC, known as the Communication and Feedback Mechanism (CFM) Call Centre, was established in 2019/2020 by the Emergency Telecommunications Sector (ETS). Initially the CFM centre was an inter-agency centre, established and managed

⁶ Annual Results reports, Libya, 2021,22,23,24

⁷ Service provider expenditure

	<p>by WFP as lead for the Telecommunications Sub-Cluster in response to a joint identified need for an inter-agency feedback system. The CFM became the core phone-based system used by forcibly displaced persons with UNHCR. The centre is run by an NGO called Moomkin. Moomkin an awareness-raising and media organisation who also provides other humanitarian services, . Multiple agencies benefited from the CFM Centre. However, 98% of centre users were refugees and asylum seekers falling under the mandate of UNHCR. UNHCR were not involved in direct management of the CFM centre but did receive referrals. UNHCR provided fifty percent of the funding for the CFM centre.</p> <p>2020-2021: UNHCR intended to establish its own separate call centre through NRC and parallel WFP IA. But after comparative analysis, it did not prove to be operational and was more cost effective and productive to stay with the WFP IA call centre.</p> <p>In 2024, WFP funding for the CFM centre ceased and the centre's funding and management (of the partner) has been taken over by UNHCR as of May 2024. The exact modus operandi of the centre under UNHCR is still being explored. Some agencies have shown interest in continuing through the inter-agency mechanism. UNHCR has retained Moomkin as an implementing partner for the centre. UNHCR is exploring an IA model for the future. Through a quick handover, UNHCR is transitioning from WFP's case management system SUGAR CRM to RAIS and has undergone capacity building for call operators on the use of RAIS alongside community-based protection, child protection, GBV and case management. Legal services capacity building is provided by Intersos. Between May-August 2024, the CFM centre received a total of 25,000 calls. Currently use basic IVR but are in the process of developing it further</p>
PBCC additional information	<p>6 languages catered for</p> <p>Inter-agency cooperation strong during Covid with an inter-agency call centre in Tawasul serving as a national one.</p>

4b. Timeline of Libya PBCC with population of interest and technology developments



5. Mauritania

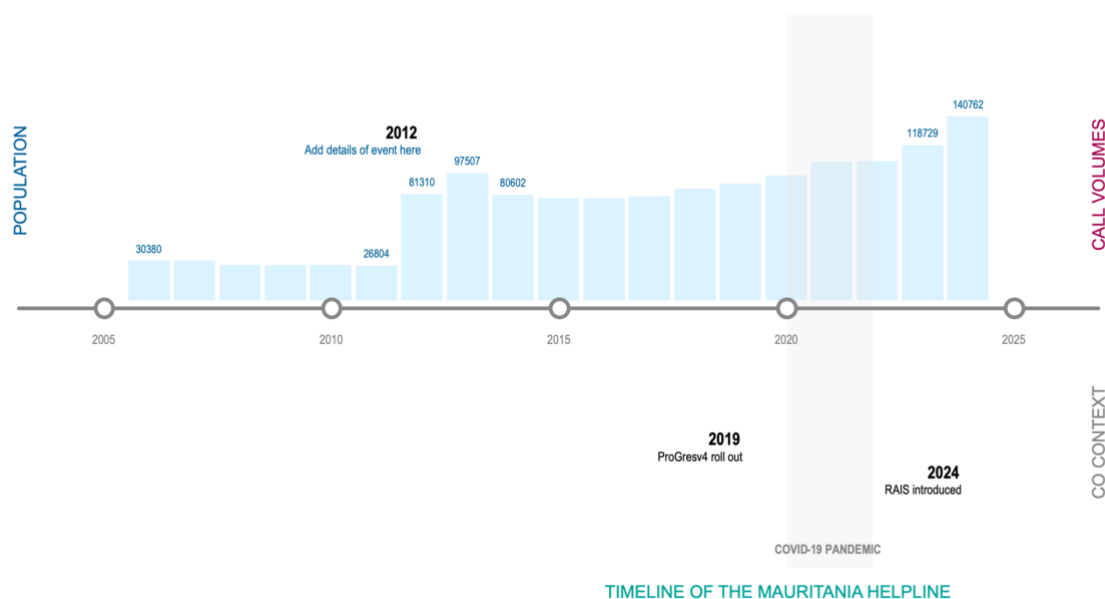
5a. Country and PBCC overview

Country	Mauritania ⁸
PBCC Category	Hotline
Operational status	Moving to a more centralized approach (2024-25)- adopting RAIS and run by new partner (for hotline) CIAUD
Staffing modality	Mixed: The hotline was initially managed by UNHCR staff, with Save the Children covering the camps and other partners running their own hotlines., but this decentralised approach proved inefficient.
Partner Budget / Direct Implementation Budget	2021 – 8,291.30 USD / 2,551.16 USD 2022 – 8,291.30 USD / 2,551.16 USD 2023 – 8,291.30 USD / 5,102.31 USD
Population of Focus	Refugees and asylum seekers

⁸ Data on call centre expenditure was not available during the inception phase but will be requested as part of the main data collection phase

	<p>2020 – 65,000 refugees plus 4,500 asylum seekers</p> <p>2022 – 68000+50000</p> <p>2023- 75,000 + 6000</p> <p>2023- 85,000+7000</p> <p>2024- 146, 357 +8004</p> <p>Increase due to instability in Sahel esp. Mali</p>
Overview of PBCC	<p>UNHCR Mauritania has adapted its phone-based communication system to manage the influx of Malian refugees, with 110,000 refugees in camps and 140,000 in surrounding areas. The growing number of refugees created challenges in registration and overwhelmed the PBCC system too.</p> <ul style="list-style-type: none"> • 2021- Single hotline managed by protection team • 2022- hotline transferred to single partner – ALPD under decentralized approach to enhance access in urban and camps. • 2023- rising demand expansion of hotline to have 2 active lines. New partnership with EI Insaniya and AFCF. • 2024- hotline centralized under CIAUD. 5 staff. 3 x 24/7 lines. <p>In 2023-24, efforts were made to centralise hotline services under one partner to cover urban and out-of-camp areas. Refugees mainly use the hotline as their preferred communication method, although some rely on help desks due to language barriers and phone issues. Additionally, in 2024, UNHCR operates two hotlines, uses WhatsApp groups for general information, and organises community meetings, including "teatime" sessions, to address feedback and refugee concerns. A process is underway to move to a more centralized and streamline PBCC system for UNHCR involving a smaller number of partners.</p>

5b. Timeline of Mauritania PBCC, population and technology



6. Tunisia

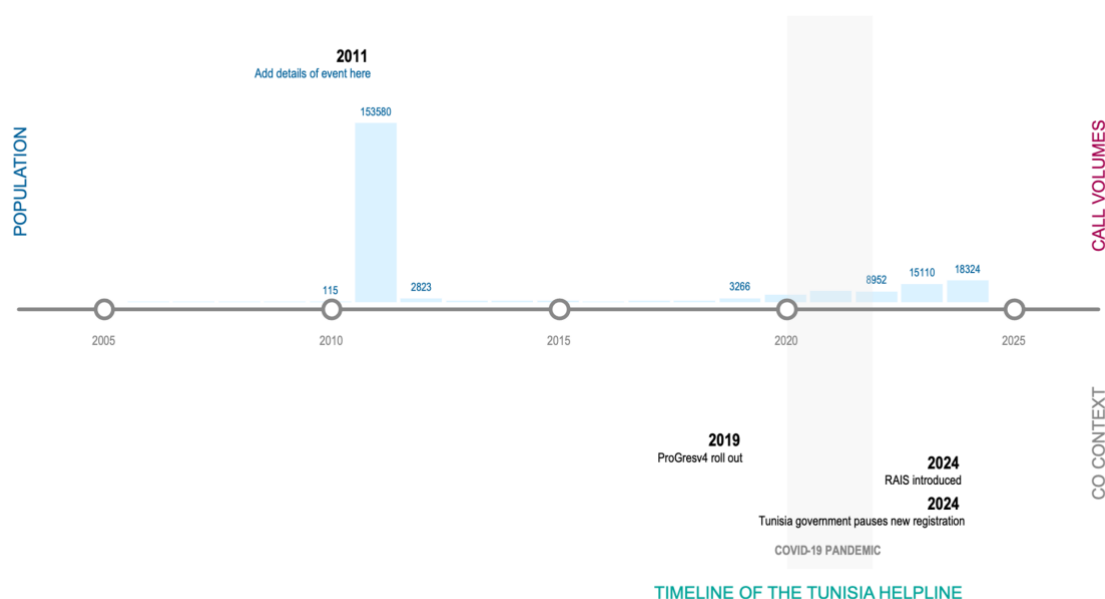
6a. Country and PBCC overview

Country	Tunisia
PBCC Category	Helpline
Operational status	Transitioning from partner implemented Helpline to UNHCR Helpline
Staffing modality	UNHCR staff
Call centre expenditure	No data
Overview of PBCC	<p>Between 2021-2023, UNHCR Tunisia did not have its own internally-managed Helpline but instead utilised a Helpline delivered by an implementing partner. In June 2024, UNHCR absorbed the Helpline when the implementing partner ceased operations to ensure continuity of services.</p> <p>Since taking over management, UNHCR are working to systematise the Helpline in line with the Jordanian call centre model, aiming to establish a more structured and efficient support system. The Helpline is currently run by UNHCR who support the Helpline in addition to their existing full-time roles within UNHCR. However, full time Helpline operators and a Team Leader will be</p>

recruited. Call centre equipment will be in operation from February 2025.

Due to contextual constraints in Tunisia, the Helpline is not t use to support registration of new arrivals however UNHCR operates the Helpline flexibly in response to arising challenges. The Helpline helps UNHCR to better understand new arrival populations in Tunisia.

6b. Timeline of Tunisia PBCC development, population and technology



Summary of PBCC by country – key characteristics and developments

Country	Centralised	Managed in-house or partner	UNHCR focus or inter-agency responsibilities e.g. WFP	Additional IP/UNHCR hotlines supported by UNHCR?	Developments 2021-25
Egypt	Yes	In-house	UNHCR +IPs	Yes	<ul style="list-style-type: none"> Evolving in 2025 to unified inter-agency (UNHCR and IP) system plus others can join (ERICC). The new system is likely to be contracted out-potentially to a commercial service provider.
Iraq	No	Partner-led. UNHCR oversight, some of them are specialist e.g. legal.	UNHCR+IPs	Yes (CBI)	<ul style="list-style-type: none"> Previously up to 2022 an inter-agency, unified system (IIC) outsourced to UNOPS which originally served IDPs and later also refugees from 2020 Closure in 2023 aligned with sector shift from humanitarian to development

Country	Centralised	Managed in-house or partner	UNHCR focus or inter-agency responsibilities e.g. WFP	Additional IP/UNHCR hotlines supported by UNHCR?	Developments 2021-25
					<p>and the closure of clusters, decline of funding.</p> <ul style="list-style-type: none"> 2023-24 - A decentralised, partner-led system established as part of integrated CFM system
Jordan	Yes	In-house	UNHCR+IPs	No	<ul style="list-style-type: none"> Introduction of enhanced IVR in 2017 and reviewed in 2021 Expanded coverage to camps in 2024
Libya	Yes	In-house	UNHCR+IPs	No	<ul style="list-style-type: none"> 2021-24 Previous-WFP managed inter-agency system up to 2024. Withdrawal of WFP from funding resulted in UNHCR to take over management of the partner but maintained the same partner contracted to run the

Country	Centralised	Managed in-house or partner	UNHCR focus or inter-agency responsibilities e.g. WFP	Additional IP/UNHCR hotlines supported by UNHCR?	Developments 2021-25
					<ul style="list-style-type: none"> centre (Moomkin). Moved from using Sugar CRM to RAIS along with move from WFP to UNHCR. Same partner (Moomkin).
Mauritania	Yes	Partner	UNHCR+IPs	Yes	<ul style="list-style-type: none"> 2021- UNHCR hotlines managed by UNHCR protection staff. 2022- Decentralised system and use of partners in some locations. 2024 – Centralised, international partner, full time staff, RAIS training
Tunisia	Yes	In-house	UNHCR+IPs	No	<ul style="list-style-type: none"> Previous system outsourced to UNHCR protection IP with hotline part of broader set of services. 2024 – UNHCR-direct managed

Country	Centralised	Managed in-house or partner	UNHCR focus or inter-agency responsibilities e.g. WFP	Additional IP/UNHCR hotlines supported by UNHCR?	Developments 2021-25
					<p>line. Initially staffed by protection staff on duty (by rotation) and now full-time recruited call centre team with operators</p> <ul style="list-style-type: none"> • New system includes call out by operators. Used for some monitoring surveys.