

MID-TERM INTERNAL EVALUATION FOR PROJECT “IMPROVING LIVING CONDITIONS OF INTERNALLY DISPLACED PEOPLE IN EASTERN UKRAINE” (DS.0033)

FINAL REPORT

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Note: The expressed opinions in this report are those of the authors and do not necessarily reflect those of the International Organization for Migration (IOM).

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EXECUTIVE SUMMARY

The *Improving Living Conditions of Internally Displaced People in Eastern Ukraine* project, funded by the Government of Germany through the KfW Development Bank, commenced in March 2020 and aims to enhance housing conditions for Internally Displaced Persons (IDPs) in Ukraine. The project's main objective is to provide access to safe, affordable housing for IDPs by implementing sustainable housing solutions while aligning with Ukraine's national strategies. The full-scale invasion of Ukraine in 2022 significantly impacted the housing needs of displaced populations, leading to an urgent demand for both temporary and permanent housing solutions. The project, originally focused on the Eastern regions, was revised to address these new needs, including expansion to other regions and the introduction of modular housing for rapid construction. This mid-term evaluation covers the project's activities from March 2020 through December 2023, assessing its relevance, effectiveness, efficiency, coverage and coherence, as well as lessons learned. It also provides recommendations for future actions and project improvements.

The Evaluation Team conducted this assessment using the widely recognized development criteria of relevance, effectiveness, efficiency, coverage and coherence, following the definitions and guidelines established by the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) and Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP). These criteria, which are considered the global standard for evaluations, are also embedded within IOM's Project Handbook, Evaluation Policy, and Monitoring and Evaluation Guidelines. In addition to these core criteria, the Evaluation incorporated cross-cutting themes as outlined in IOM's policies and guidelines, specifically the Rights-Based Approach to Programming (RBA) and Gender Equality. The evaluation applied a mixed-methods approach, combining both quantitative and qualitative data collection techniques to ensure a comprehensive assessment of the project.

Primary data collection included 30 key informant interviews with stakeholders such as IOM staff, local authorities, contractors, and beneficiaries. Additionally, three focus group discussions were held with beneficiaries in Kyiv, Horenka, and Irpin to gather insights into the relevance and adequacy of the housing interventions. A survey, with 25 responses, provided quantitative feedback on beneficiary satisfaction, while six Most Significant Change (MSC) stories captured personal narratives about the project's impact on individuals' lives and communities. Secondary data collection involved an in-depth desk review of over 125 project documents, including design reports, narrative accounts, technical assessments, and monitoring reports. This review allowed for triangulation of findings from the primary data and ensured alignment with national policies and IOM's internal guidelines. The use of project documentation, such as financial reports and performance monitoring data, helped evaluate the project's resource management, progress toward objectives, and adaptability to evolving needs, particularly following the full-scale invasion in 2022. To ensure the validity and reliability of the findings, data was gathered from multiple sources, enabling triangulation of primary and secondary data. Using this methodology, the Evaluation found the overall below results for this evaluation:

Project Performance Summary	
Relevance	Excellent
Effectiveness	Very Good
Efficiency	Good
Coverage	Excellent
Coherence	Excellent
Total	Very Good

The evaluation's rating is based on the following conclusions.

- Internal livability gaps persisted, particularly concerning basic furniture, household items, and incomplete repairs, limiting beneficiary satisfaction.
- Delays and poor-quality internal repairs, especially for vulnerable groups like the elderly, remained significant challenges.
- Capacity-building efforts improved local governance and financial management, but local authorities need more practical, hands-on training for long-term project management.
- Many beneficiaries were unaware of formal complaint mechanisms, leading to dissatisfaction with responsiveness and a preference for informal communication methods.
- Communication efforts were inconsistent, with many beneficiaries expressing frustration over the lack of clear updates and deadlines.
- Procurement delays were exacerbated by incomplete contractor documents and complicated approval processes of IOM, causing project delays.
- The need for more frequent monitoring and site inspections was identified to address issues such as roofing, insulation, and internal repairs.
- Urgency for exterior repairs, especially roofing and insulation, was noted, particularly before winter and rainy seasons.
- The project maintained resource integrity through monitoring mechanisms, but continuous M&E, including beneficiary feedback, is necessary to maintain housing standards.
- Beneficiaries expressed frustration over inconsistent communication regarding project timelines, and regular updates were lacking.
- The project successfully coordinated with international organizations, like the Shelter Cluster and HLP TWG, ensuring alignment with broader housing efforts.

Based on the conclusions above, the evaluation has put forward the following recommendations:

- Incorporate plans to address internal livability needs such as providing essential furniture and ensuring functioning heating systems in future housing rehabilitation and construction projects to fully meet the living standards of IDPs and vulnerable populations.
- Implement additional practical, hands-on training for the MMBs in areas like project management, financial governance (revolving fund management), tenant relations and housing maintenance to ensure they are fully equipped to manage housing projects independently.
- Strengthen communication efforts to raise awareness of formal complaint mechanisms. Ensure these channels are accessible and responsive to all beneficiaries, especially vulnerable populations such as women, elderly, and persons with disabilities. Utilize MMBs and government announcements as a key method.
- Reduce IOM's internal approval timeline for contractor agreements and document reviews from 4 weeks to avoid any delays. Develop a backup list of pre-approved local contractors to mitigate delays caused by contractor shortages. Reduce procurement cycle time by 20% by revising the bid evaluation process and prequalifying vendors with existing frameworks.

- Hold joint bi-monthly planning and review sessions with local authorities during design and procurement phases to ensure their full engagement.
- Increase site inspections from quarterly to monthly to monitor construction quality, particularly on roofing, insulation, and internal repairs, to achieve a reduction in post-construction complaints related to quality (plumbing, windows, etc.) within 6 months, measured through contractor and beneficiary feedback.
- Implement a project timeline that prioritizes exterior repairs (roofing, insulation) before the onset of winter and rainy seasons.
- Establish a continuous monitoring and evaluation (M&E) framework for housing standards, including regular site visits and beneficiary feedback collection. Ensure that all units meet agreed-upon standards for safety, accessibility, and comfort.
- Establish a schedule of monthly updates for beneficiaries, using mostly preferred communication channels (e.g., government announcements or social media), to provide clear information on project timelines, progress, and any delays.
- Leverage partnerships with international organizations, such as the NEB Housing Law Initiative, to bring European expertise into Ukraine’s housing schemes.
- Continue supporting NRC’s Housing Institute in advocating for necessary legislative reforms, particularly around revolving funds and sustainable housing financing models.

1. ACRONYM LIST

ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
DAC	Development Assistance Committee
EOA	Explosive Ordnance Awareness
ESMP	Environmental and Social Management Plans
ESHS	Environmental, Social, Health, and Safety
FGD	Focus Group Discussion
GBV	Gender-Based Violence
GDPR	European Union's General Data Protection Regulation
GoU	Government of Ukraine
HLP - TWG	Housing, Land and Property Technical Working Group
IDP	Internally Displaced Persons
KII	Key Informant Interview
LDF	Local Development Fund
MHPSS	Mental Health and Psychosocial Support
MMB	Municipal Management Bodies
MoU	Memorandum of Understanding
MSC	Most Significant Change
NRC	Norwegian Refugee Council
OECD	Organisation for Economic Co-operation and Development
PSEA	Protection from Sexual Exploitation and Abuse
PwD	Persons with Disabilities
RBA	Result-Based Approach
SoP	Standard Operating Procedure
UXO	Unexploded Ordnance

2. CONTEXT AND EVALUATION OBJECTIVES

2.1 CONTEXT AND BACKGROUND

The full-scale invasion in Ukraine has resulted in an unprecedented displacement crisis, significantly impacting the shelter needs of millions of people. The escalation of the conflict in February 2022 has displaced more than 6 million individuals within Ukraine, straining housing resources and creating severe humanitarian challenges¹. As of 2024, the International Organization for Migration (IOM) and Shelter Cluster estimate that approximately 7.9 million individuals require shelter assistance, of which 4.37 million are non-displaced, 2.15 million are internally displaced persons (IDPs), and 1.4 million are returnees². The housing crisis in key regions such as Kyiv, Chernivtsi, Ivano-Frankivsk, Lviv, and Vinnytsia reflects the broader national emergency, with many IDPs unable to access adequate shelter. This displacement has led to overcrowding in temporary accommodations, such as collective centers, schools, and unfinished buildings³. In Kyiv and its surrounding oblast, the destruction of infrastructure has been widespread, leaving many households reliant on emergency shelter kits and non-food items provided by humanitarian organizations⁴. Despite ongoing repair efforts, including light and medium repairs, these areas continue to experience a severe shortage of both temporary and permanent housing solutions⁵. Western regions such as Lviv and Ivano-Frankivsk, while less directly impacted by conflict-related damage, have faced an overwhelming influx of IDPs. This has led to significant pressure on the existing housing market, resulting in inflated rental prices and a scarcity of available accommodations⁶. Similarly, in Vinnytsia and Chernivtsi, humanitarian organizations have reported challenges in meeting the shelter needs of the displaced population due to both limited resources and logistical constraints⁷.

IOM is currently implementing the Project “Improving Living Conditions of Internally Displaced People in Eastern Ukraine” with the objective of contributing to the Government of Ukraine’s (GoU) efforts to improve housing conditions of Internally Displaced Persons (IDPs) by increasing the opportunities and options to access to housing. The project, funded by the Government of Germany (BMZ) through KfW Development Bank, commenced on March 25, 2020, and is set to conclude by March 24, 2025, with a possible no-cost extension until 31 December 2027. The project has a total budget of 72,100,000 EUR. Please refer to Annex 1 for the details on project outcomes and outputs.

Although the project was launched and initially progressing as planned, the full-scale invasion of Ukraine in February 2022 significantly altered the operational environment. Nearly two years into implementation, IOM was forced to suspend activities and subsequently adjust the project’s activities and methodology to accommodate the drastic changes in context, needs, and access. The revised project plan was approved on September 22, 2023.

After the full-scale invasion of Ukraine in 2022, IOM suspended project activities and later modified the project’s activities and implementation methodology. This included re-registering the project and signing new MoUs with different stakeholders. IOM conducted assessments and technical evaluations of 19 selected sites in Chernivetska, Ivano-Frankivska, Kyivska, Lvivska, and Vinnytska Oblasts, with various stages of project implementation initiated at these sites. Public hearings were held with communities and local authorities, and IOM implemented a series of trainings for local authorities to strengthen institutional capacity to manage local housing projects. SOPs were developed for security and safety measures, including Explosive Ordnance Awareness (EOA) training

1 <https://reporting.unhcr.org/operational/situations/ukraine-situation>

2 Shelter NFI Cluster Ukraine, 2024, monthly report July; Shelter NFI Cluster Ukraine, 2024, Shelter Response Support Assessment, August.

3 Shelter NFI Cluster Ukraine, 2024, monthly report March; Shelter NFI Cluster Ukraine Mid-Year Report, 2024 August.

4 Shelter NFI Cluster Ukraine, 2024, monthly report July; Shelter NFI Cluster Ukraine, Shelter Response Support Assessment, August 2024.

5 HNRP Activities Handbok, 2024.

6 Shelter NFI Cluster Ukraine Mid-Year Report, 2024 August.

7 Ibid.

for personnel and construction workers, and initiated risk awareness activities in collaboration with Ukroboronservice. IOM also developed designs for semi-prefabricated or prefabricated apartment buildings as part of the project's housing solutions and supported the Ministry for Communities, Territories, and Infrastructure Development (Ministry for Restoration) with advocacy materials for the housing policy, focusing on affordable rent and rent-to-own modalities, as well as the establishment of a revolving fund mechanism.

2.2 EVALUATION OBJECTIVE

The purpose of the mid-term independent evaluation is to assess the relevance, effectiveness, efficiency, and coherence of the project's implementation. The evaluation aims to identify good practices, lessons learned and provide recommendations to guide the future implementation of activities and the achievement of the project's intended outcomes. The findings will be used by the project team and senior management at IOM Ukraine to evaluate the project's design and completed activities, offering insights for future programs. Additionally, the results may assist stakeholders, such as government authorities and NGOs, in assessing the project's implementation model, while also helping the donor evaluate the project's mid-term progress. Evaluate the relevance, effectiveness, efficiency, coverage and coherence of the project's implementation, focusing on the project's ability to meet its intended outcomes and objectives.

The evaluation has the following objectives:

- Uncover valuable insights, lessons learned, and good practices that can inform the ongoing implementation of the project and future similar projects.
- Provide recommendations for improvements in the further implementation of activities to help achieve the intended results effectively.
- Serve stakeholders such as the project team and IOM's senior management, as well as external stakeholders, such as government authorities and the donor, to assess the project's mid-term progress and inform decision-making for similar programs.

2.3 EVALUATION SCOPE

The evaluation covers project activities from March 25, 2020, to December 31, 2023 and encompasses the full geographic scope of the project, focusing on the targeted oblasts: Chernivetska, Ivano-Frankivska, Kyivska, Lvivska, and Vinnytska. It included all groups of project participants, such as beneficiaries (IDP and host community members), stakeholders (government and non-government partners), individual contractors, implementing partners, and IOM staff.

2.4 METHODOLOGY

For this evaluation, the Evaluation Team applied the standard development criteria of Relevance, Effectiveness, Efficiency and Coherence, based on the definitions and guidelines provided by the Development Assistance Committee of the Organization for Economic Cooperation and Development (DAC-OECD) and Active Learning Network for Accountability and Performance (ALNAP). These guidelines not only serve as the global benchmark for conducting evaluations but are also embedded within IOM's Project Handbook, Evaluation Policy, and Monitoring and Evaluation Guidelines. *Please refer to Annex 2 for the evaluation matrix.*

2.4.1 IMPLEMENTATION METHODS

This evaluation integrated both quantitative and qualitative data collection methods to address the evaluation questions. This approach allowed the evaluation to identify both intended and unintended outcomes, as well as factors that either supported or impeded the achievement of the project's objectives. To enhance the validity and reliability of the findings, the methodology generated data from multiple sources, enabling triangulation. The primary data collection took place between August 26th and September 16th, 2024.

Desk Review:

The Evaluation Team reviewed a total of 125 documents including project documents, project narrative reports, assessments, SoPs, housing agreements, MoUs, monitoring visit reports, housing site documents and training materials. Please refer to Annex 2 for the list of documents reviewed.

Key Informant Interviews:

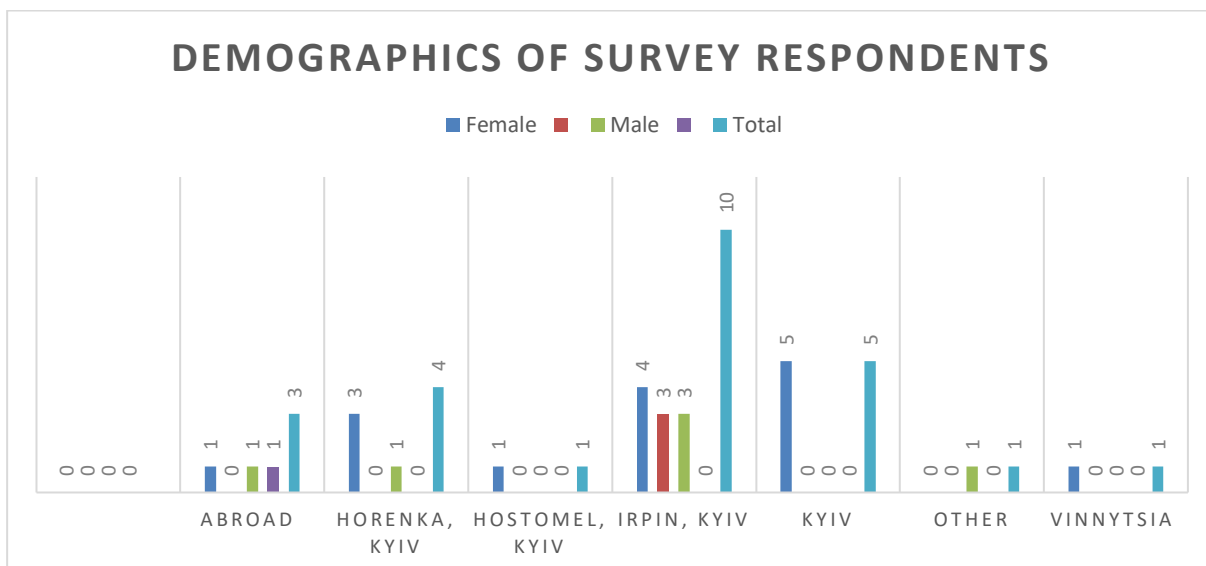
30 stakeholders were interviewed for the purpose of this evaluation, 11 from IOM team, 2 contractors, 13 local authorities and 4 external stakeholders/implementing partners. The KIIs focused on generating data regarding all evaluation criteria through semi-structured and open-ended questions to encourage respondents' freedom to provide expansive and comprehensive responses. The KIIs were conducted online depending on the respondent's preference and availability. Please refer to *Annex 4 for the list of key informants.*

Focus Group Discussions:

3 FGDs were conducted with the project participants in Horenka (1 female group) and Irpin (1 female and 1 male group) in Kyiv and a total of 10 participants attended the discussions. The discussions focused on gathering beneficiaries' views on the "IDP Housing" project provided by IOM in Kyiv. In Kyiv oblast, however, the project modality differs from other oblasts, as the focus is on the recovery of damaged and destroyed housing for residents to return to, rather than on the rental of municipal housing. Therefore, the FGDs focused on (1) what makes rehabilitations suitable and comfortable particularly for displaced persons, (2) identify the most pressing needs within the community, covering housing, access to services, and areas that still need improvement, (3) how well the rehabilitations addressed the specific needs of vulnerable groups (women, people with disabilities, etc.), and (4) what factors influenced the equitable distribution of benefits from the project, (5) perceptions of how well the project was being implemented, (6) perceptions on the quality and sustainability of the rehabilitations provided, and (7) whether the rehabilitations were meeting the needs of the community in a timely manner. Moreover, the participants were also asked about their awareness of their rights regarding assistance, and how confident they felt using channels to report issues, including concerns around confidentiality and the effectiveness of complaint mechanisms. The FGDs were conducted both online and in-person.

Surveys:

The survey gathered information about beneficiaries' views on the IOM's housing project aimed at improving living conditions for internally displaced people in various regions of Ukraine. The focus was on understanding participants' experiences with the project, including their opinions on housing unit relevance, accessibility, effectiveness, and the timeliness of project implementation. The survey link was disseminated through IOM's social media groups with support of the IOM team and a total of 25 submissions were made, as follows.



Most Significant Change Stories:

6 participants from Irpin (2 female and 1 male) and Horenka (2 male and 1 female) provided their individual stories through online meetings. Through storytelling, participants shared how the project affected their lives, housing needs, and well-being, while also providing insights on what could have happened without this assistance.

1.2.2 DATA PROCESSING

Data collected through surveys was processed using Excel. The team cleaned the data by removing errors, duplications, and unnecessary information. Descriptive statistics were generated to identify trends and patterns. The qualitative data, including transcripts from interviews and focus group discussions (FGDs), was analyzed using Dedoose software. This process involved coding and organizing themes, representing the data, and interpreting the meaning behind quotes. Inductive analysis was employed to ensure that the quotes aligned with the themes, and the analysis was validated through member checking to ensure quality and accuracy. Data triangulation was used to ensure rigor by comparing findings from different sources and methods, including primary and secondary data.

1.2.3 ETHICAL CONSIDERATIONS

- All participants were asked for their explicit consent before taking part in the evaluation. This included informing them about the study's objectives, their rights to withdraw at any time, and how their information would be used.
- The privacy of all respondents was strictly maintained. Data was collected under the assurance of confidentiality, and only evaluation team members had access to the collected data. Personal data was protected in compliance with the European Union's General Data Protection Regulation (GDPR).
- The evaluation team followed the "Do No Harm" principle, ensuring that data collection did not expose participants to any risks or harm. They were also trained to handle sensitive issues and provide safe referrals if necessary.

1.2.4. LIMITATIONS AND MITIGATION MEASURES

- *Availability of Key Informants:* Due to shelling on August 26th, respondents were unavailable for interviews and experienced power outages. Moreover, some key informants declined interviews due to concerns about relevance. These interviews were re-scheduled at later times.

- *Sensitive Questions:* Some participants felt uncomfortable with questions related to sexual exploitation and abuse. They found these topics awkward or even dismissed them as irrelevant to their context, treating them with humor. This made it challenging for the interviewers to proceed with these discussions. These questions were rephrased to ensure better responsiveness.
- *Availability of FGD Participants:* Many participants were unavailable due to employment or other reasons. Moreover, the provided participant lists had some challenges, as certain individuals were no longer residing in the listed locations and even some resided abroad. The participant list was reviewed, and additional participants were sourced.
- *Availability of Survey Participants:* The evaluation team did not meet the targeted survey respondents (90) due to unavailability of the participants. To compensate the data gap, the evaluation team increased the number of key informant interviewees and MSC stories to the extent possible, within the timeframe.

1.2.5 EVALUATION SCALE

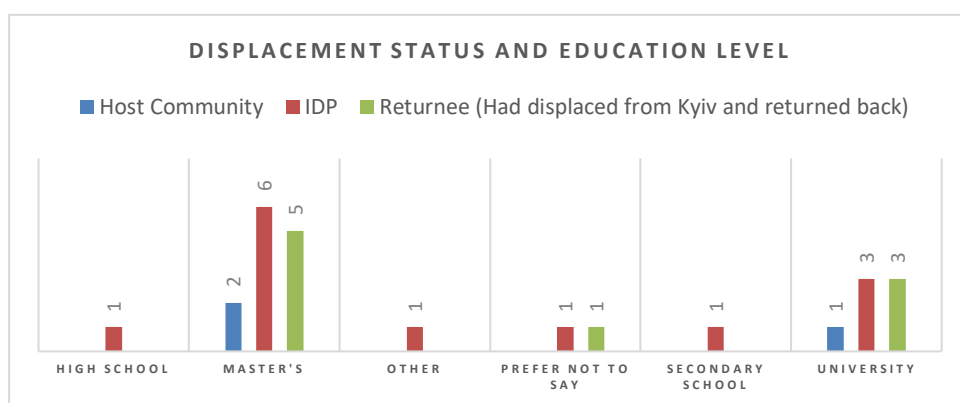
This evaluation assesses the OECD DAC criteria comprising relevance, coherence, effectiveness, efficiency, impact, and sustainability using the following evaluation scale:

Evaluation Criteria Scaling		Explanation	Supporting Evidence
5	Excellent (Always)	There is evidence of strong contribution and/or contributions exceeding the level expected by the intervention.	Supporting evidence will be detailed for each rating given
4	Very Good (Almost always)	There is evidence of good contribution but with some areas for improvement remaining.	
3	Good (Mostly, with some exceptions)	There is evidence of good contribution but with some areas for improvement remaining	
2	Adequate (sometimes with many exceptions) – There is evidence of contribution, but significant improvement required	There is evidence of some contribution, but significant improvement required	
1	Poor (Never or occasionally with clear weaknesses)	There is low or no observable contribution	

3. FINDINGS

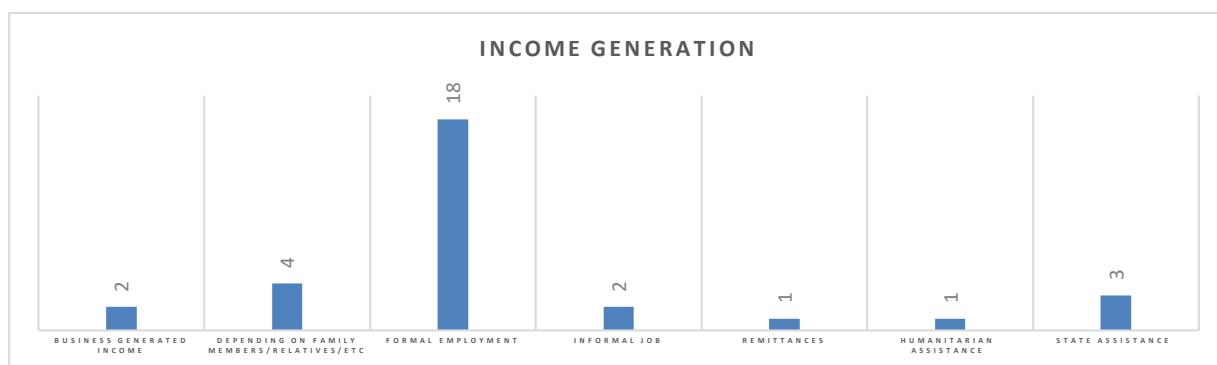
3.1 DEMOGRAPHICS OF THE SURVEY PARTICIPANTS

The survey conducted among 25 respondents, predominantly consisted of internally displaced persons (IDPs) and returnees, with 22 participants falling into these categories. One respondent, a male aged 25-59, identified as having a disability based on the Washington Group questions. The remaining respondents did not report any disabilities. In terms of educational background, the majority of participants were highly educated, with 52% holding a master’s degree. A further 28% had completed a university education. Only a small proportion of participants (4%) reported high school or secondary school as their highest level of education, while another 4% indicated vocational secondary education. Notably, 8% of respondents chose not to disclose their educational attainment.



Regarding income sources, 62% of respondents reported formal employment as their primary means of income. Family support was identified

as the main source of income for 14% of participants, while 7% relied on business-generated income and another 7% on informal jobs. Only 3% of participants cited state assistance, remittances, or humanitarian aid as their primary source of income, indicating a limited reliance on external financial support.



The survey respondents were engaged in various sectors of employment, with a significant concentration in a few key areas. The largest sector represented was Education and Training, accounting for 24% of respondents. This was followed by Retail and Sales, which constituted 20% of participants. Three sectors—Transportation and Logistics, IT and Telecommunications, and Public Administration—each made up 12% of the total. Meanwhile, Legal professionals represented 8% of the respondents. Smaller percentages were observed in Manufacturing and Production (4%), Hospitality (4%), and Freelancers (4%).

3.2 RELEVANCE

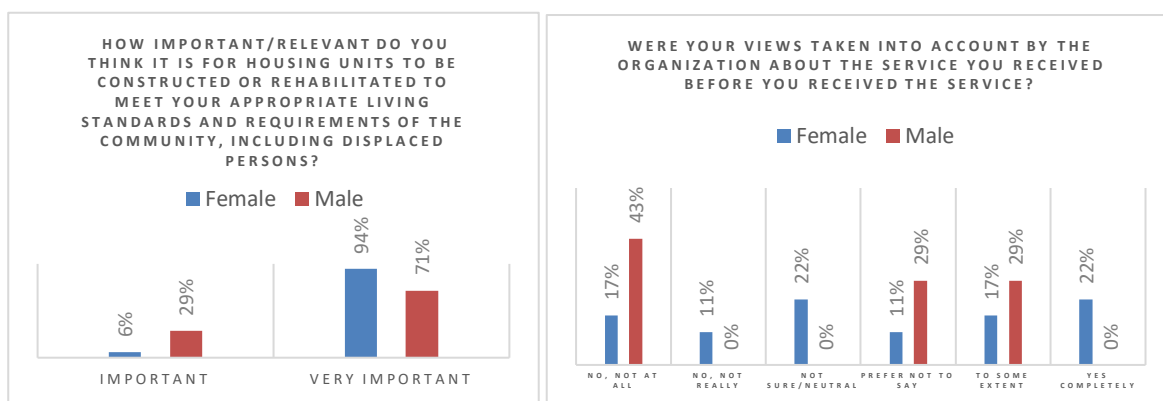
Performance: Very good

Relevance 1. To what extent were the constructed or rehabilitated housing units relevant to meeting the living standards and requirements of the targeted IDPs and local community members?

Finding 1.1. The housing units largely met the living standards of IDPs and local communities, aligning with legal standards, local needs, and energy efficiency requirements. However, gaps in internal repairs and basic furniture provision show room for improvement in fully addressing livability, especially for elderly populations.

Sources: Key informant interviews with IOM project staff, implementing partners and governmental actors, and desk review and FGDs, surveys and MSCs with beneficiaries

- The housing project aligned with evolving national and international standards, ensuring compliance with both Ukrainian regulations and EU directives. For instance, the housing designs incorporated modern energy efficiency measures, which were identified as a priority through early consultations with local authorities.
- The housing units were strategically placed in areas with access to essential services like schools, healthcare, and public transport. This integration into the local infrastructure was essential to ensuring that the units met the daily living needs of IDPs.
- The project was adapted based on community consultations to ensure it met the specific needs of IDPs and vulnerable groups. IOM conducted profiling exercises and FGDs to identify key needs and inform evidence-based decision-making. For example, features like ramps, wider doors, and barrier-free access were incorporated to support individuals with disabilities, while preferences for separated kitchens, accessible bathrooms, and enclosed balconies were integrated into the final designs to meet community expectations.
- While the project was highly relevant in addressing the housing needs of displaced persons and local community members, as reflected by the survey where 88% of participants rated it as "very important" and 12% as "important", only 36% of the survey respondents felt that their views were fully considered in meeting their appropriate living standards and requirements.



- Community consultations through KIIs, MSC stories, and FGDs revealed both positive impacts and areas for improvement. While participants from Khmilnyk praised the energy-efficient upgrades, such as modern insulation and heating systems, some, particularly elderly residents from Horenka, expressed dissatisfaction with internal livability issues, such as the lack of heating and furniture. This highlighted the need for further work to meet the full living standards of beneficiaries.

"I need my apartment to be fully repaired even with furniture. I already want to refuse everything. I'm not sure I can endure this. I don't even know if I'll survive." (FGD, Irpin, Female)

- The housing project's long-term relevance was strengthened by energy-efficient design and modern construction methods. In Khmilnyk, individual heating systems and insulation greatly improved living conditions, addressing both immediate needs and future sustainability for IDPs.

Finding 1.2. The capacity-building activities were valuable in improving local authorities' skills, particularly in financial governance and housing management, but more hands-on training is needed to fully support the successful implementation and long-term management of housing projects.

Sources: Key informant interviews with IOM project staff and governmental actors, and desk review

- Capacity development focused on key areas: a) Good governance, including accountability and financial management; b) Management of municipal enterprises for housing and communal services; and c) Legislative frameworks for housing projects.
- Interviews from Chernivtsi and Lviv highlighted the relevance of learning from European rental housing models, such as those in Germany, Poland, Lithuania and Austria, to adapt best practices for managing rental housing for displaced persons.

"The experience shared with us from other countries like Poland, Lithuania, or Germany is a good step because it allows us to learn from their experiences. This way we can understand how it works there and what the specific features of such a project would be for us" (KII, Chernivtsi, Local Authority)

- Municipal authorities attended gender mainstreaming workshops in Kolomyia and Lviv, integrating gender perspectives into housing projects, particularly for vulnerable groups like female-headed households.
- Capacity-building workshops in Khmilnyk and Vinnytsia covered project management, financial governance, and infrastructure planning, but local authorities noted a need for more practical, hands-on training to better manage housing projects.

"We need more hands-on training to bridge the gap between theory and practice... Our employees have been trained, but we still need more practical experience in project management and housing operations" (KII, Lviv, Local Authority)

Finding 1.3. The establishment of MMBs and LDFs was seen as relevant, but local authorities faced challenges due to delays in legal and administrative setup and identified the need for enhanced training in housing project management, financial reinvestment strategies, communication, and navigating new legal frameworks.

Sources: Key informant interviews with IOM project staff and governmental actors, and desk review

- The Municipal Management Bodies (MMBs) were established to address both immediate housing needs and ensure long-term project sustainability. In regions like Chernivtsi, MMBs play a strategic role in reinvesting rental income into community infrastructure, overseeing daily operations, rent collection, and maintenance. This reinvestment strategy is essential for the long-term sustainability of housing projects and helps alleviate future financial strains, making MMBs essential for supporting both IDPs and local communities.

"The idea of a revolving fund... could work well in Ukraine and will help us. It will be useful for Ukrainians... This mechanism, after the construction of these buildings, will ensure funds are reinvested into infrastructure and community development, reinforcing the long-term sustainability of the project." (KII, NRC)

- MMBs were also relevant in maintaining direct interaction with residents. For example, in Severodonetsk, the MMB was responsible for gathering feedback on rent, maintenance issues, and housing conditions, making it an essential body in ensuring that the housing projects remained responsive to the needs of IDPs and local communities.
- LDFs are crucial for ensuring financial sustainability by managing rental income and reinvesting it into future housing projects. This revolving fund model allows beneficiaries to pay rent below market prices, covering maintenance costs and potentially supporting new cycles of affordable housing construction.

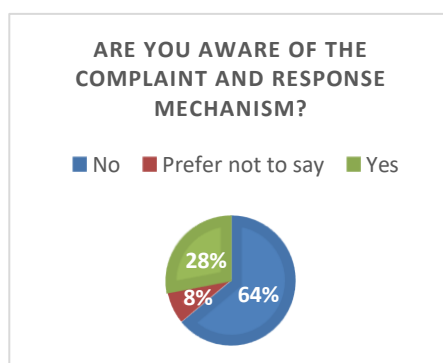
"It is important that those organizations are self-sufficient in terms of economy... The revolving fund mechanism allows for continuous reinvestment into housing, making the Municipal Management Bodies financially independent in the long run." (KII, NEB Common Good Initiative)

- While the establishment of MMBs and LDFs was seen as relevant, local authorities identified challenges in operationalizing them, citing delays in the legal and administrative setup, as well as gaps in training, limited their ability to fully address housing needs. Local authorities noted that the need for enhanced and practical trainings on housing project management, managing the revolving funds, rent income, and reinvestment strategies and communication skills for dealing with diverse community members for better managing expectations, and resolving conflicts. Moreover, given that current Ukrainian legislation is not fully adapted to the housing management models being introduced, local authorities expressed a need for legal training to help municipal bodies navigate these changes, especially as new laws are introduced.

Finding 1.4. Despite efforts to raise awareness about free assistance, ethical behavior, and formal complaint mechanisms through various channels, many participants remained unaware or dissatisfied with responsiveness, with some relying on informal communication methods due to delays and lack of feedback.

Sources: Key informant interviews with IOM project staff and governmental actors, desk review and FGD, KIIs, MSCs and surveys with beneficiaries

- The project used training sessions, public announcements, and communication materials in Lviv and Ivano-Frankivsk to clearly inform beneficiaries about their right to free assistance, with messaging embedded in materials and communication strategies.
- The project emphasized ethical behavior and PSEA in training sessions for contractors and staff, which were well-received. Contractors and project staff were made aware of behavior standards, which were integrated into the project's Code of Conduct.
- The project established several formal complaint and reporting channels, including hotline (0800215015), feedback forms, Telegram groups, and an upcoming online platform. These channels were consistently mentioned in KIIs, where project staff emphasized their importance



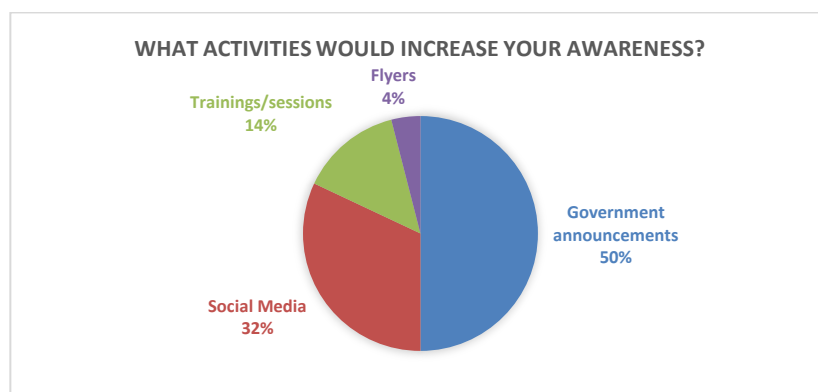
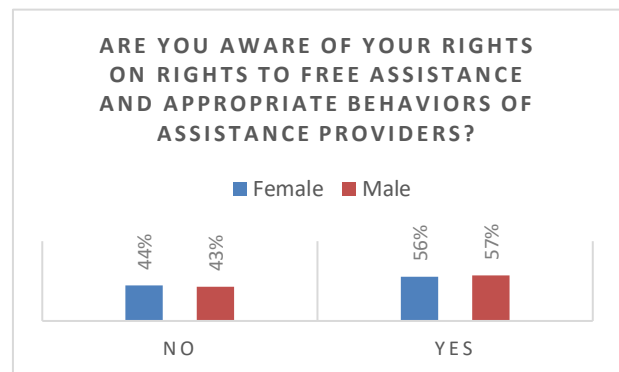
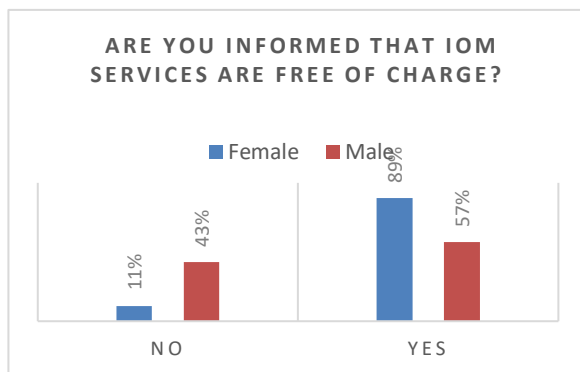
and availability. These channels allowed for both rapid dissemination of information and receiving feedback from beneficiaries, as IOM’s two-way communication and community engagement plans.

- Despite these efforts, participants in FGDs and MSCs frequently reported not knowing about these formal mechanisms or expressed dissatisfaction with their responsiveness, supported by the survey results as it was only 28% reported knowing the channels. Out of this 28%, only 57% knew about IOM’s hotline. Some participants relied on informal communication, such as Viber groups, rather than using formal complaint channels, citing frustration with the lack of feedback from project teams. In cases where channels were known, delays in responses discouraged beneficiaries from using them. The project’s responsiveness to complaints was highlighted as a significant issue despite their awareness, with a note that deadlines for addressing grievances were often missed.

"We don't know anything about it—neither I nor my family. We don't know anything. If such an option were available, I think we would have filed many complaints by now given how dire our situation is."
(FGD, Horenka, Female)

"We don't know about the hotline... Most of the communication is with the contractors." (FGD, Irpin, Male)

- While 80% of the survey respondents reported being aware of that IOM services are free of charge, it was 56% who were aware of their rights on rights to free assistance and appropriate behaviors of assistance providers. 44% who reported not being aware of rights and appropriate behaviours, highest share (50%) opted for government announcements as the most effective method for raising awareness, followed by 32% favoring social media channels. Another 14% asked for training sessions while 4% for the flyers.



Relevance 2. To what extent the project and its implementation respond to the Government of Ukraine’s priorities to promote access to housing solutions?

Finding 2.1. IOM is working to align its housing project with Ukraine's strategy to integrate IDPs by advocating for legislative reforms, including rent-to-own and affordable housing schemes, while also strengthening local governance through decentralized solutions to better support long-term housing goals.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors, and desk review

- The IOM housing project aligns conceptually with Ukraine's strategy to integrate IDPs and provide long-term housing solutions. However, significant legislative gaps, particularly the lack of a comprehensive legal framework for rent-to-own and affordable housing schemes, complicate practical implementation. The Strategy on Government Policy on Internal Displacement till 2025⁸ emphasizes the need for reforms, particularly in these areas.
- IOM has been proactive in its advocacy, providing feedback on the draft law "On the Basic Principles of Housing Policy" and promoting affordable communal housing solutions. This includes a rent-to-own model, mechanisms for affordable municipal rent through direct municipal programs without auctions, and the introduction of revolving funds to ensure the financial sustainability of non-profit housing rentals. Additionally, IOM Ukraine's housing team is advocating for two draft laws within a ministerial working group: the draft law "On the Basic Principles of Housing Policy," which will replace the outdated Housing Code and amend laws related to the rental of state and communal property, and a second draft law focusing on social housing
- The project's core element of rent-to-own schemes supports the integration of IDPs by offering pathways to homeownership. Additionally, the establishment of municipal management bodies and local development funds ensures that local governance structures are strengthened, enabling decentralized control over housing solutions. This aligns with Ukraine's decentralization reforms and broader housing strategies aimed at long-term support for displaced populations.
- As the legal framework evolves, there is strong potential for the affordable rent and rent-to-own schemes to align more fully with the government's strategies. Key stakeholders, including Ukrainian ministries and local authorities, have expressed optimism that legislative reforms currently under discussion will eventually close the gap between strategy and implementation.

Finding 2.2. The establishment of MMBs supports Ukraine's decentralization efforts by empowering local authorities to manage housing projects independently, but many municipalities still face challenges due to limited resources, expertise in legal frameworks, project management, and financial operations.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors, and desk review

- The establishment of MMBs aligns with Ukraine's decentralization reforms⁹ by giving local authorities the autonomy to manage housing projects, handle financial operations, and ensure sustainable management, supporting the government's goal of empowering local governance.

"MMBs will enable local governments to manage housing projects independently, which is in line with Ukraine's decentralization strategy to shift governance from central to local authorities" (KII, NRC)

- MMBs foster local ownership of housing initiatives, enhancing the governance capacity at the

⁸ <https://www.refworld.org/policy/strategy/hatlegbod/2023/en/124305>

⁹ <https://www.refworld.org/policy/strategy/hatlegbod/2023/en/124305>

municipal level. By making local authorities responsible for project management, MMBs strengthen local decision-making and accountability.

"In my opinion, the creation of municipal management bodies will indeed increase local governance capacity and align with the government's goals." (KII, Lviv, Local Authority)

- Despite aligning with decentralization goals, many municipalities face challenges due to limited resources and expertise in the areas of legal and regulatory knowledge, project management skills, financial management of the revolving funds and competencies in operational management, contract development and tenant relations.

Relevance 3. To what extent are the project and its activities meeting stakeholders and beneficiaries' needs and expectations?

Finding 3.1. The project supported infrastructure improvements for the municipalities and provided valuable training for local contractors, though challenges remain in increasing power capacity, managing housing projects effectively, and meeting stringent international standards.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors, and desk review

- The project supported the development and improvement of local infrastructure, such as roads and utilities, to support the new housing units. In municipalities like Ivano-Frankivsk, Vinnytsia, Chernivtsi and Lviv, infrastructure upgrades are part of the project, which also includes provisions for accessibility.

"We are building networks to these facilities and the entire infrastructure – this is our responsibility with the project. We are improving the infrastructure within the city. Will there be a road there or not? Of course there will be." (KII, Chernivtsi, Local Authority)

"The Makova Street area has been actively developing... Within a 500-meter radius, there is an existing educational complex which includes a kindergarten and grades one through three. There's also a plot of land planned for a future school, shops, and public transport stops." (KII, Ivano-Frankivsk, Local Authority)

- However, infrastructure and capacity building needs are still there. The need to increase the power capacity for electricity and gas is mentioned by the authorities, due to lack of financial means, in Chernivtsi as a critical challenge that the project has not fully addressed yet. Local authorities, particularly in Vinnytsia, also expressed doubts about whether they had enough qualified personnel to manage the housing projects effectively over the long term. The volume of work required to manage these projects was seen as a challenge.
- The project offered valuable opportunities for local contractors, providing training on project expectations, procurement guidelines, and housing management systems, which supported local businesses. Contractors also appreciated that the project adhered to high standards, aligned with both Ukrainian and European regulations, further enhancing their understanding of these requirements.
- Some contractors struggled to meet the stringent requirements set by IOM. The contractors reported delays in the tendering process and challenges in complying with international standards, which led to postponed project activities.

Finding 3.2. While the project has met urgent structural needs like roof, window, and facade repairs, and provided energy-efficient solutions and accessibility modifications, many beneficiaries still face unmet needs, particularly in terms of basic furniture, household appliances, and comprehensive interior repairs.

Sources: Key informant interviews with IOM project staff and governmental actors and MSC and FGDs with beneficiaries

- Beneficiaries appreciated that the project addressed urgent needs, such as repairing roofs, windows, and facades, which were essential for making the buildings habitable again. For example, one beneficiary in Irpin mentioned;

"We are grateful that the organization has started helping us with restoration. They've already begun working on the facade" (FGD, Irpin, male)

- Many beneficiaries, particularly elderly individuals, noted that they could not afford major repairs on their own, and the project provided them with much-needed assistance for rebuilding.

"The building will be fully energy-efficient. I understand that it will be warm in winter. They are insulating the building with basalt plates and installing energy-saving window blocks. I hope that it will be cool in summer and warm in winter after the insulation." (MSC, Irpin, female)

- Modifications were made to accommodate individuals with disabilities and mobility issues. This included removing steps, widening doorways, and ensuring that buildings were more accessible. Such efforts were appreciated, where these changes addressed the specific needs of disabled IDPs.
- While structural repairs were successfully completed, many beneficiaries, especially elderly individuals, reported that they lacked basic furniture and household appliances, which were lost or destroyed during the conflict. This gap was particularly burdensome as it affected their ability to make their homes fully livable.



"We—I—would like not only to be moved into bare walls with basic renovations but also to be provided with furniture and basic household appliances" (MSC, Horenka, Female)

- Some beneficiaries expressed concerns that while external repairs (such as insulation and energy-saving measures) were completed, important internal repairs, such as plumbing, electrical wiring, and bathroom fixtures, were neglected. Several beneficiaries pointed out the poor quality of

certain repairs, particularly with the windows.

"The windows were installed, but not properly. On some floors, the sizes were different, and the installation had uneven gaps" (FGD, Irpin, female)

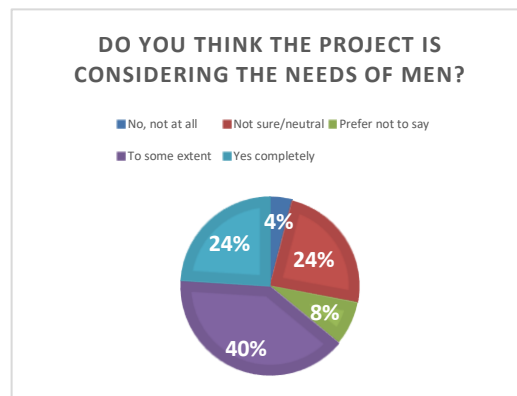
Relevance 4. Does the implementation strategy meet the practical and strategic needs of persons of different genders and persons with a disability?

Finding 4.1. The project effectively addressed the needs of men by providing employment opportunities, prioritizing essential workers for housing, involving them in leadership roles in housing restoration, and improving their psychological well-being by enabling them to return to permanent homes.

Sources: Key informant interviews with IOM project staff and governmental actors and MSC, FGDs and surveys with beneficiaries and desk review

- 64% of the survey respondents reported that the project considered the needs of men. Men were hired as laborers for the contractors, helping to stabilize their incomes and address economic challenges during the crisis. Men working in essential sectors, such as public utilities, were prioritized for housing due to their role in supporting community services. This ensured they had stable living conditions while continuing their critical work.

"Construction always involves hiring local entrepreneurs, including men for temporary jobs or contracts" (KII, Lviv, Local Authority)



- The project allowed men to play leadership roles in managing housing restoration projects, giving them an active voice in decision-making processes. For example, in Irpin, men took on leadership roles in coordinating with IOM, local stakeholders and contractors, ensuring that repairs met the needs of their communities.

"I represent the interests of our fellow residents. I help represent them when dealing with contracts with the housing office (ZHEK) because our building is managed by the Irpin housing office." (MSC, Irpin, male)

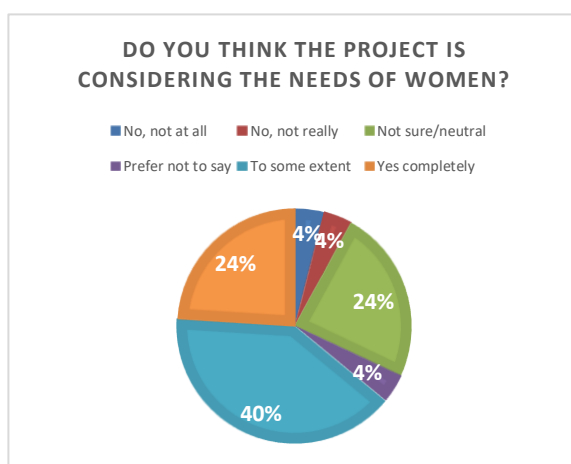
- Many men emphasized the psychological relief of returning to their own homes. This helped them regain a sense of normalcy and emotional stability, which was critical after being displaced. A man in Hostomel expressed that returning to a permanent home significantly improved their mental well-being.

"Once we are finally back in our home, there is a sense of relief and normalcy. It was tough living in temporary housing, but now we can start rebuilding our lives. The stress is easing because we have something stable again." (MSC, Irpin, male)

Finding 4.2. The project addressed critical housing and safety needs for women, including security measures and energy-efficient housing, but many women, especially elderly beneficiaries, still face unmet needs like the lack of basic furniture and household appliances.

Sources: Key informant interviews with IOM project staff and governmental actors and MSC, FGDs and surveys with beneficiaries and desk review

- 64% of the survey respondents reported that the project considered the needs of women. The project addressed critical housing and safety needs for women, particularly those who were heads of households and displaced. Housing units were designed to prioritize safety with well-lit public spaces and secure access points, addressing women's concerns about security, especially for those with children.
- Community profiling and consultations, such as those in Chernivtsi and Vinnytsia, played a crucial role in ensuring that the housing designs and allocations considered the needs of women. The profiling exercises, which included surveys, allowed women to express their concerns and needs.



"The building will be fully energy-efficient. I understand that it will be warm in winter. They are insulating the building with basalt plates and installing energy-saving window blocks." (MSC, Irpin, Female)

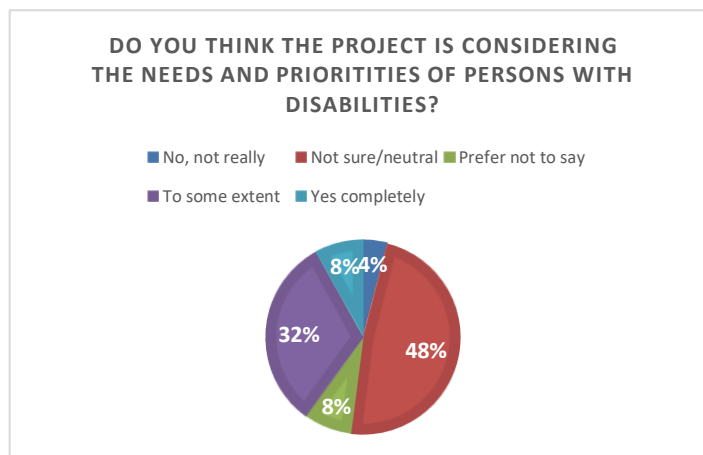
- By providing safe and stable housing, the project indirectly supported the psychological and emotional well-being of women, particularly those who had been displaced. For many, moving into secure housing provided a sense of normalcy and relief after the stress of displacement.
- Many women, especially elderly beneficiaries, expressed that while structural repairs were made, they still lacked basic furniture and household appliances, which made it difficult to fully inhabit the restored apartments.

Finding 4.3. While the project made some efforts to adapt housing for persons with disabilities, many participants expressed frustration with delayed accessibility features, incomplete repairs, and the lack of integrated solutions like ramps in older buildings.

Sources: Key informant interviews with IOM project staff and governmental actors and MSC, FGDs and surveys with beneficiaries and desk review

- 40% of the survey respondents reported that the needs of persons with disabilities are

considered by this project, but only 8% felt that these needs were fully covered. In project locations, housing designs were adapted to meet the needs of persons with disabilities, including modifications for wheelchair access and specially adapted units equipped with accessible features, ensuring inclusive housing solutions.



- Some participants with disabilities expressed dissatisfaction with the quality of repairs and the delays in completing them. This created additional hardships for those who were already struggling with health issues.

"The windows were installed, but not properly... On some floors, the sizes were different, and the installation had uneven gaps." (FGD, Female, Irpin)

- In Irpin and Horenka, participants raised concerns that accessibility features like ramps were not integrated into the reconstruction of older buildings. These areas prioritized critical structural repairs, leaving accessibility considerations for a later stage, which frustrated some beneficiaries with mobility challenges.

"But with the current situation, we have many people with disabilities. I think all buildings and infrastructure should be adapted for such people so they can move freely and feel comfortable." (FGD, Irpin, Female)

"The building is old and may not fully address the needs of people with disabilities. We cannot predict whether a person with disabilities will live on the first or fifth floor. Installing a mechanical ramp or elevator would be very expensive and would no longer be considered a restoration but rather something entirely new." (KII, Kyiv, Local Authority)

Relevance 5. To what extent has the project adapted and/or is adapting to changing external conditions in order to ensure project outcomes are achieved?

Finding 5.1. The project adapted to external conditions by relocating to safer regions, increasing the number of housing units, modifying designs to accommodate people with disabilities, and introducing modular housing for rapid construction to meet the urgent shelter needs of IDPs.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors and desk review

- Originally, the project was intended for conflict-affected regions like Donetsk and Luhansk. However, following the escalation of the conflict, the project was relocated to safer areas such as Kyiv, Chernivtsi, Lviv, Vinnytsia and Ivano-Frankivsk.
- In response to the growing number of IDPs, the project saw a significant increase in the number of housing units. For example, in Chernivtsi, the original memorandum mentioned 260

apartments, but this number was revised to 334 in the final project plan.

- Feedback from community consultations, particularly in Vinnytsia, led to the modification of housing designs to accommodate people with disabilities and mobility challenges. Adjustments included wider doorways, lower steps, and the removal of thresholds to ensure that the housing units were accessible for all beneficiaries.
- Given the urgent need for immediate shelter due to large-scale displacement, the project introduced a modular housing approach. This allowed for the rapid construction of semi-prefabricated apartment buildings, addressing the immediate needs of IDPs.

3.3 EFFECTIVENESS

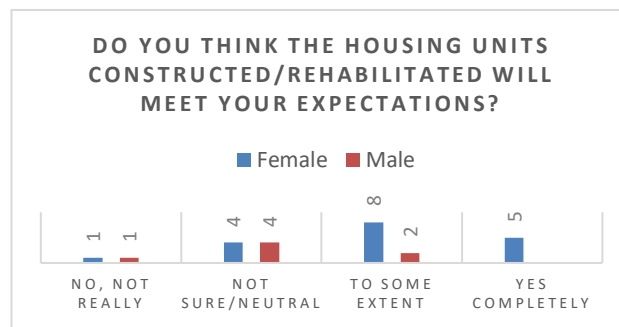
Performance: Very Good

Effectiveness 1. To what extent has the project been achieved or is it likely to achieve the project outputs and outcomes?

Finding 1.1. The housing rehabilitation efforts have been appreciated by some beneficiaries for timely external repairs and provision of essential items, both men and women expressed frustrations with significant delays, inconsistent communication, poor quality of work, and failure to address specific internal repair needs, particularly for vulnerable groups such as the elderly.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors and desk review

- The project initiated the construction and rehabilitation of housing units, including accessible designs for people with disabilities, utilizing rapid modular and semi-prefabricated structures in regions like Khotyn and Drohobych to meet urgent housing needs while adhering to environmental standards through Environmental and Social Management Plans (ESMPs), including waste management and stakeholder engagement.
- In some regions, particularly those severely affected by conflict, the project was unable to achieve all its intended outputs. For example, in Severodonetsk, delays in land registration and preparatory work meant that some housing units were not completed during the reporting period. Six land plots had been allocated for construction, and design improvements had been made. However, due to the war, construction tenders for these units could not be signed, and only 40% of the contracted preparatory works were completed. In Kramatorsk, the initial plan for 250 apartments had to be adjusted to 160 apartments due to an urban plan, with an additional 90 apartments planned for a neighbouring land plot. Although the design was updated and land agreements were signed, construction did not commence because the tenders were not launched before the full-scale invasion.
- 60% of the survey respondents reported that housing units constructed/rehabilitated will meet their expectations. During the FGDs and MSCs, several women and men expressed gratitude for the rehabilitation efforts, such as the repair of their buildings and the provision of basic amenities like insulation and windows. They noted that IOM and local authorities acted swiftly when shelling damaged buildings.



"Thank God IOM together with the Irpin City Council found a sponsor to fund the capital repairs of our building... The external work is, I think, good. Everything is progressing well, thank God" (MSC, Irpin, Male)

- This included immediate repairs to critical infrastructure like roofs and windows, helping them prevent further damage. Several women noted the value of having IOM's assistance in clearing debris and providing temporary modular homes. In some cases, women and men received household appliances like refrigerators, stoves, and furniture, which helped them start over after losing everything in the war. One respondent expressed gratitude for IOM's assistance with repairing the windows and noted that the contractor was doing a "decent" job despite the challenging conditions. In a few cases, men acknowledged that communication with the contractor or IOM representatives was good, allowing them to report issues or check the progress of repairs. For example, one respondent mentioned frequent meetings with IOM staff and felt that there was strict oversight of the work being done.
- On the other hand, 28% of women and 71% of men reported the opposite. Delays and inconsistent communication about project timelines left beneficiaries in the dark regarding when the projects would be completed and when they could expect to return to their homes. One man from an MSC story shared that he was often told, "We'll start soon," but no actual work began.

"They even started reconstructing the walls, took off the roof, replaced everything. But in our case, everything halted... No one explains anything clearly. We're just waiting, expecting something to start, but nothing happens" (MSC, Horenka, Male)

- Women frequently raised concerns about the quality of work being done by contractors. Poor oversight led to substandard work, with some residents finding newly installed windows faulty or being dissatisfied with the contractors' professionalism.

"The repairs need to be done quickly, but everything seems delayed or low-quality... Some of my neighbors had work done, but their apartments ended up in worse condition afterward" (FGD, Irpin, Female)

"For example, when they delivered doors, we suggested installing a doorphone system, but now we're being told to arrange and install it ourselves. Why is that our responsibility?" (FGD, Irpin, Male)

- In some cases, women felt their specific needs were not considered. For example, they mentioned not being involved in decisions about what type of repairs or furnishings were provided. They also highlighted that the repairs often didn't address underlying issues like insulation or dampness. For women with more severe damage, such as those whose homes were destroyed, the assistance provided was not enough to rebuild their lives. Many women, especially older ones, emphasized the need for more substantial financial aid to rebuild or furnish their homes after everything was lost.

"For elderly people like myself, I can't afford new furniture or equipment... They haven't offered any specific support for people in my situation" (MSC, Irpin, Female)

- Men felt that their specific needs were not fully addressed, particularly regarding internal repairs. For instance, some mentioned plumbing, electrical wiring, or bathroom fixtures that had been damaged by the bombings but had not been addressed during the repairs.

"My bathtub is leaking now which makes sense after all the vibrations from the explosions... IOM should address the plumbing as part of the next phase of repairs" (MSC, Irpin, male)

Finding 1.2. The project developed capacity building programs based on capacity building assessments conducted and delivered trainings for improving local authorities' ability to manage housing projects through workshops focused on governance, transparency, and financial sustainability.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors and desk review

- One of the key successes of the project was the establishment of MMBs across the project locations, including the earlier locations of the project such as Severodonetsk and Kramatorsk. These bodies are responsible for the management and supervision of housing projects, including tasks such as rent administration, tenant relations, and building maintenance.
- Based on capacity assessments conducted by IOM, the project developed tailored capacity development programs for each municipality to address specific governance and management needs. These programs covered topics such as transparency, ethical conduct, and financial sustainability, ensuring local authorities could oversee housing projects in line with good governance principles.
- The project organized a series of capacity-building workshops designed to equip local authorities with the necessary skills to manage housing projects. Workshops covered areas such as governance principles, financial management, and the operation of communal enterprises. These training sessions improved the governance capabilities of municipal staff, helping them manage housing projects effectively. For example, a three-day training in Lviv targeted 26 municipal representatives from regions like Khotyn, Drohobych, and Stary Sambir, focusing on municipal investment programs and housing project management.

Finding 1.3. MMBs support the constructed housing units by managing the buildings, ensuring repairs and maintenance, overseeing rental agreements, and establishing LDFs to create a self-sustaining model for the long-term benefit of the community and housing initiatives.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors and desk review

- MMBs were set up in collaboration with local authorities and IOM, with tailored capacity-building initiatives ensuring that these entities could effectively manage the housing units after the project's completion. However, they are not fully operational yet.
- Their responsibilities include managing residential buildings, ensuring timely repairs and maintenance, and implementing governance practices such as transparency, accountability, and sound financial management. These bodies are integral to managing rental agreements, overseeing the operation and maintenance costs, and ensuring that the housing units met the expectations of internally displaced persons (IDPs) and other residents.
- MMBs will also work on creating LDFs, which will allow the income generated from the project (such as rent payments) to be reinvested into the community. This approach aims to create a

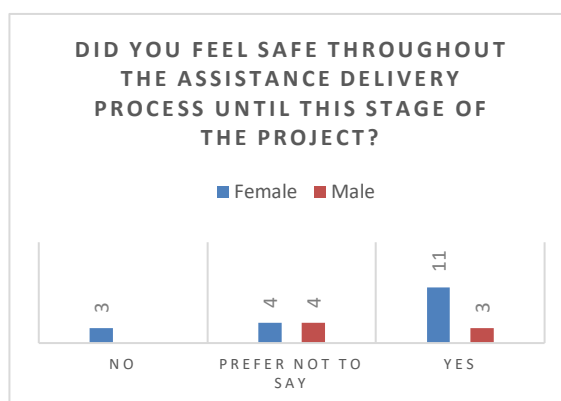
self-sustaining model that would help maintain and expand housing initiatives in the future.

- The project’s successful engagement with the Ministry for Reintegration of Temporarily Occupied Territories, along with other government bodies, played a crucial role in advancing these legislative efforts. The Tripartite MoU between IOM, the Ministry, and local authorities further strengthened cooperation and provided legal backing for the affordable housing projects.

Finding 1.4. The project implemented SEA and gender mainstreaming training, monitored its impact, enforced a Code of Conduct, and ensured that 56% of beneficiaries felt safe during assistance, with some citing a lack of information and support as reasons for feeling unsafe.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors, contractors, desk review and surveys with beneficiaries

- The project successfully implemented SEA (Sexual Exploitation and Abuse) and gender mainstreaming training for a wide range of stakeholders, including frontline workers, municipal authorities, construction contractors, and implementing partners. Notably, 67 construction contractors received targeted training, with 94% of the participants being male. This training helped increase awareness of their responsibilities in preventing SEA and integrating gender considerations into their work.
- The project maintained ongoing monitoring to ensure that the training sessions were effective. Regular check-ins, surveys, and feedback mechanisms were implemented to track the understanding and application of SEA and gender mainstreaming principles among contractors and other stakeholders.
- A Code of Conduct was developed and publicly disclosed, outlining ethical standards and behaviors for all workers involved in the project. Frontline workers were required to consent to this code, ensuring that all parties understood and complied with SEA prevention policies. This ensured transparency and accountability across the project’s workforce.



- It is important to note that the Evaluation Team was not able to discuss PSEA related topics during the interviews with the contractors and the contractors did not feel comfortable. Please refer to the field learnings in the Annex.
- Around half (56%) of the survey respondents felt safe during the assistance; 12% they did not and another 31% preferred to not to respond to the question. When asked the reasons, lack of information and support was reported as the key reasons.

Effectiveness 2. What were or are the major external factors influencing the implementation of the project activities and achievement of the intended results?

Finding 2.1. The project adapted to external challenges, population movement, rising costs, legal obstacles, and labor shortages by relocating activities, engaging stakeholders, managing costs, hiring and training staff, and maintaining close coordination with local authorities to ensure the continuity of construction and housing projects.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors, contractors, desk review

- The ongoing conflict in Ukraine, particularly the full-scale invasion, significantly disrupted project timelines and activities. The conflict created unstable conditions, forced project relocations (e.g., from Severodonetsk to safer regions), and led to security risks like airstrikes and forced displacement. These challenges delayed construction and other project activities, particularly in conflict-affected regions. The project adapted by relocating activities to safer areas when necessary, such as moving from Severodonetsk to other regions. IOM closely coordinated with municipal partners to ensure that critical processes like land allocation and design approvals continued, even under conflict conditions.
- Population movement, especially the return and further displacement of IDPs, affected the demand for housing. In places like Chernivtsi, despite temporary returns to unsafe areas, many IDPs continued to move back due to relatively safer conditions. This migration pattern influenced the implementation of housing projects and the allocation of resources. The project closely monitored the movement of IDPs and adapted its planning based on changes in demand for housing in different regions. It also engaged IDP representatives in the design and decision-making process to ensure housing solutions were tailored to their needs.
- Rising construction costs and inflation, exacerbated by the conflict, increased the financial burden of project activities. Costs related to materials and connecting housing units to utilities like gas and electricity were significant. Local governments often lacked the resources to cover these expenses, which slowed project progress. To manage increasing costs, the project focused on close coordination with local authorities and carefully managed procurement processes. Additionally, it sought donor approvals for budget adjustments when necessary.
- The conflict disrupted supply chains, resulting in delays in delivering construction materials. Additionally, the mobilization of skilled labor due to the conflict led to a shortage of workers, further delaying project implementation. IOM launched tenders for specialized services to ensure essential materials and services were sourced. To tackle the labor shortage, the project hired less experienced staff and provided them with necessary training.
- The absence of a well-defined legal framework for affordable housing rental and other related laws created obstacles for the project. Issues related to land allocation, property regulations, and utility connections posed significant challenges, particularly in regions like Khmilnyk. The project engaged in advocacy efforts with government stakeholders to address gaps in the legal framework.
- The presence of unexploded ordnance (UXO) and asbestos-containing materials in some locations delayed construction due to the need for surveys and specialized contractors. Furthermore, connecting housing units to utilities like water, sewage, and electricity faced delays due to damage infrastructure. The project delayed construction where necessary to conduct specialized surveys and engage contractors to handle UXO and asbestos safely.
- Administrative and bureaucratic procedures, especially related to donor approval processes, land registration, and local government coordination, caused delays in decision-making and implementation. In some regions, local elections further delayed project coordination. IOM maintained continuous communication with local governments and stakeholders, resolving

delays through working groups and advisory boards. It worked around delays by accelerating other processes where possible.

- The mobilization of skilled labor due to the conflict resulted in shortages of qualified workers, which slowed construction activities. Some contractors struggled to find skilled labor for specialized tasks, further impacting timelines. In response to the skilled labor shortages, IOM worked to train its own staff and collaborate with local governments and contractors to identify labor sources, ensuring that construction timelines continued without excessive delay.

Finding 2.2. The project overcame delays and coordination issues by improving contractor supervision, revising substandard municipal designs, mentoring local staff, and strengthening internal and external communication, ultimately ensuring smoother project execution.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors, contractors, desk review

- Delays in procurement and contracting, especially incomplete documentation from bidders, caused setbacks in projects such as Irpin and Horenka. The project introduced more stringent supervision and mentoring of contractors to ensure the submission of complete documentation. The project also began working closely with contractors on compliance and capacity building to speed up the process.

"We had contractors submitting incomplete documents, which extended the tender lines...contracts were often delayed due to insufficient coordination between procurement and technical teams." (KII, IOM team)

- The design and procurement teams were overloaded due to the volume of evaluations and designs required across different sites, contributing to delays. The project requested additional staff to support the design and procurement teams and hired consultants to cover short-term staffing gaps.

"There's just too much work and they're [procurement] understaffed... There's been many mistakes creeping in, and procurement is super slow due to a lack of staff." (KII, IOM team)

- The project faced significant delays due to receiving substandard designs from municipalities, which were often rushed and incomplete, requiring extensive revisions. Additionally, municipalities were slow to provide necessary infrastructure connections (water, sewage, electricity) and legal contributions, expecting the international community to cover these costs, further delaying progress. The IOM stepped in to revise or redesign the provided plans, while also mentoring municipal staff on technical and legal requirements. The project improved coordination through regular meetings, provided targeted capacity-building, and terminated contracts with underperforming contractors to ensure smoother project execution.

"It's challenging to get the right alert in terms of contribution of legal stuff within the municipalities... there was always an expectation that the international community would cover these responsibilities." (KII, IOM team)

Effectiveness 3. To what extent has gender mainstreaming and a rights-based approach been applied in the design and implementation?

Finding 3.1. The project emphasized accessibility and prioritized vulnerable groups such as persons with disabilities (PwDs), the elderly, and female-headed households, although many beneficiaries expressed confusion regarding the selection criteria and transparency of the process.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors, desk review, MSCs and FGDs with beneficiaries

- The project incorporated accessibility measures, particularly for persons with disabilities, which was a requirement from both the donor and Ukrainian national legislation. Ground-floor apartments were allocated for families with members who had limited physical abilities to ensure accessibility.

"We have a special focus on accessibility for people with disabilities and the elderly. We ensure that our designs consider gender-based violence prevention" (KII, IOM team)

- Consultation processes were conducted with internally displaced persons (IDPs) and local communities, including vulnerable groups like PwDs, to incorporate their feedback into housing design and planning. Some of these consultations involved questions about specific needs, such as preferences for separate kitchens or accessible bathrooms.
- Female-headed households were identified as part of the target group in the allocation of affordable rental units. The project prioritized these families and considered their specific vulnerabilities in the design and allocation of housing. The project also ensured that gender-based violence (GBV) prevention measures were incorporated into housing design, such as ensuring that corridors were designed to prevent blind spots, and that lighting was placed in key areas to promote safety.

"For female-headed households and other vulnerable groups, we prioritize affordable rental units, but much of the specific support still relies on the municipalities' involvement" (KII, IOM team)

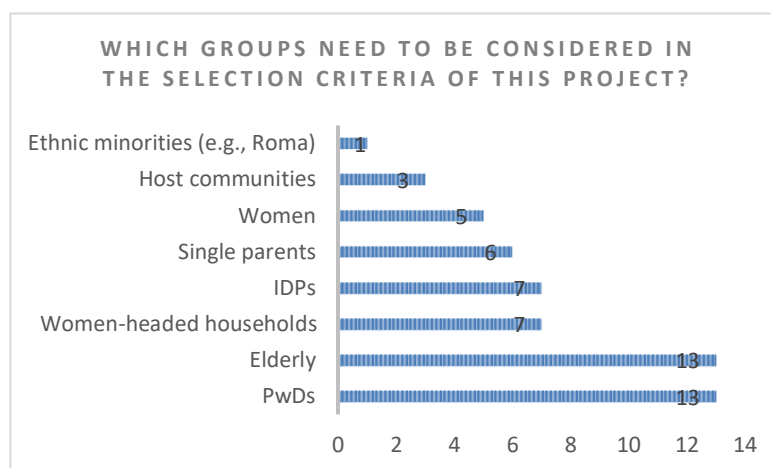
- In some cases, beneficiaries were unclear about the selection process or the exact benefits they would receive. For instance, one respondent mentioned that they filled out a form but were unsure about the details of the selection process or the assistance they would receive. There were instances where beneficiaries felt that the information regarding selection criteria and benefits was not fully transparent. For example, one respondent shared concerns about the lack of communication and clarity.

"We didn't have much information... there's no transparency in what exactly we are supposed to get and how it was decided." (MSC, Irpin, Female)

"They explained there was some criteria, but it was never really clear. I don't know why we were selected, to be honest." (MSC, Horenka, Male)

- Another beneficiary expressed frustration at the lack of proper explanation for why certain people were selected;

"It was never really explained why some were selected and others weren't." (FGD, Irpin, Female)



- According to the survey respondents, PwDs and the elderly were considered the most important groups for inclusion in the selection criteria, each being chosen by more than 50% of the respondents.

Finding 3.2. The project integrated GBV prevention measures and prioritized female-headed households while implementing PSEA training, although gaps in formal complaint channels led many beneficiaries to rely on informal communication methods, reducing the accountability needed for addressing SEA incidents.

Sources: Key informant interviews with IOM project staff and governmental and non-governmental actors, desk review and FGDs with beneficiaries

- The project explicitly integrated GBV prevention measures in the housing design. For example, corridors were designed to avoid blind spots, and lighting was installed in key areas to promote safety for vulnerable groups such as female-headed household.
- Female-headed households were identified as a priority group in the allocation of affordable rental units, with particular attention to their vulnerabilities, such as the risk of GBV. This ensured that the housing design considered safety measures specific to their needs.
- The project implemented extensive PSEA training for frontline workers, contractors, and municipal staff, ensuring that they were aware of their responsibilities in preventing SEA. These training sessions were key to equipping staff with the knowledge to identify, prevent, and respond to potential SEA incidents.
- In the absence of widespread awareness about formal complaint channels, many beneficiaries relied on informal means of communication, such as speaking directly with contractors or community representatives. While these informal channels provided immediate access, they lacked the formality and accountability required for effective SEA reporting and resolution.
- To strengthen PSEA initiatives, the project can focus on further increasing awareness and training for staff, beneficiaries, and external partners, ensuring everyone understands their rights and knows how to report incidents. Monitoring and reporting mechanisms can be enhanced to improve accessibility of reporting mechanisms to the community members. Community-based protection networks involving local leaders should be established to provide beneficiaries with trusted avenues for reporting issues.

Effectiveness 4. To what extent has environmental protection been applied in the design and implementation?

Finding 4.1 and 4.2. The project implemented energy-efficient designs and strict environmental controls, including asbestos removal and pollution reduction, while community consultations ensured local concerns were addressed and sustainable practices promoted.

Sources: Key informant interviews with IOM project staff, non-governmental actors, contractors and desk review

- The project prioritized energy-efficient designs, incorporating insulation, energy-efficient windows, modern heating systems, and prefabricated modular units to reduce energy consumption and long-term costs. This approach not only minimized heating and cooling demands but also ensured rapid construction with less on-site waste.
- ESMPs (Environmental and Social Management Plans) guided waste management, pollution control, and natural resource preservation, with regular environmental audits to ensure compliance with local and international standards. These plans included specific protocols for minimizing the environmental impact of construction activities and ensuring the project met sustainability benchmarks.
- Waste management included recycling materials like concrete, metal, and wood, while hazardous materials, including asbestos, were safely removed according to regulations. Specialized contractors were hired to handle asbestos, ensuring it was disposed of properly to meet safety and environmental guidelines.
- Pollution reduction measures such as dust suppression, water drainage systems, and noise barriers were implemented to minimize environmental impact in populated areas. These measures ensured that construction activities did not excessively disrupt local air and water quality or cause significant noise pollution.
- Community consultations and environmental education campaigns ensured that local concerns were addressed, promoting sustainable practices and enabling adjustments based on feedback. This community involvement helped refine the project's environmental strategies and raised awareness of sustainability efforts among residents.

Effectiveness 5. Are there any identified improvements that could help to strengthen the ongoing project interventions and enhance their effectiveness?

Finding 5.1. The project can improve effectiveness by addressing labor shortages, enhancing procurement processes, implementing better contractor communication, and ensuring higher quality control on initial surveys and designs.

Sources: Key informant interviews with IOM project staff, non-governmental actors, and contractors

- A critical issue is the need for additional funding to meet the initial target of constructing 2,000 apartments. Due to inflation and unforeseen design changes, the current budget only allows for the construction of 1,100 units. More accurate budgeting and communicating the budget limitations to donors and local authorities would help prevent unrealistic expectations.
- The procurement team faced significant challenges, including understaffing and a lack of construction procurement expertise. Hiring more procurement officers with specific construction experience and improving the speed and accuracy of contract approvals were suggested as essential improvements.
- One major area for improvement is in communication with contractors. Implementing a formal Request for Information (RFI) system would help track and address contractor queries more

efficiently. Regular meetings with contractors would be functional for maintaining alignment between the project team and the construction companies.

- The quality of initial damage surveys conducted by local authorities was considered insufficient, leading to substandard designs and delays. The project had to rework designs while construction was already underway. Improving the quality control on initial surveys and designs by ensuring that they are conducted by qualified teams could prevent these issues in future projects. Ensuring higher quality control over designs from the start, including better vetting of architectural firms, would prevent delays and improve the efficiency of the construction process.
- The project faced difficulties with labour shortages, partly due to workers being mobilized for military service. Improving the retention of skilled workers and accounting for potential labor shortages during the design, would ensure realistic scheduling and timely completion.

Finding 5.2. Project could improve implementing means-tested housing allowances, ensuring transparency through strict auditing, promoting financial independence for housing organizations, and facilitating access to low-interest loans for beneficiaries to support long-term housing solutions.

Sources: Key informant interviews with IOM project staff, government and non-governmental actors

- Shifting from the traditional social housing model, where tenants only cover utility costs, to a cost rent model would allow for better financial sustainability. In a cost rent model, tenants contribute to repaying loans taken for the construction of housing units, with subsidies provided for those who need assistance. This can ensure that operational and maintenance costs are covered, creating a self-sustaining financial structure. The cost rent model can allow for more balanced cost recovery, ensuring that housing projects do not rely entirely on external funding or municipal budgets.
- To support tenants who struggle to afford rent, means-tested housing allowances can be introduced. This system would allow municipalities or external organizations to cover part of the rent for vulnerable populations, ensuring that they can remain in their homes without placing an excessive burden on the housing system. The provision of housing allowances would help maintain the economic stability of housing providers while ensuring that the needs of the most vulnerable populations are addressed.
- A financially sustainable housing model should aim for a diverse tenant base, mixing stable-income households (such as teachers and civil servants) with vulnerable populations like IDPs, single-headed households, and individuals with disabilities. This mix ensures that rent-paying tenants help balance the financial equation while still accommodating those who require subsidies. By combining different tenant groups, the housing system remains resilient, with enough financial stability to weather changes in economic or political conditions.
- Implementing strict auditing and compliance standards is essential to prevent the misuse of funds and ensure transparency, particularly when working with construction companies and local stakeholders. Open and transparent tender processes, free from conflicts of interest, would safeguard the integrity of the financial models. This will also build trust among donors and beneficiaries, ensuring that housing programs maintain a high level of accountability and efficiency in delivering affordable housing solutions.
- Housing organizations should aim to be financially self-sufficient and independent from local governments to avoid political interference and corruption. This independence allows housing entities to focus on long-term financial planning and stability, rather than being subject to shifting political priorities or local power struggles. Achieving financial maturity will require careful management and long-term planning, potentially taking several decades to establish a fully stable

system. This approach ensures that housing projects can continue to meet the needs of the population in the long run.

- MMBs and beneficiaries should have better access to low-interest loans or credit through international financial institutions like the European Investment Bank. This would allow them to manage rent-to-own schemes sustainably, reducing reliance on short-term funding or municipal budgets. Access to affordable financing ensures that housing programs can continue to grow, providing long-term solutions for displaced populations and other vulnerable groups.

Finding 5.3. The project would benefit from offering targeted training in Public-Private Partnerships, financial management, legal compliance, sustainable housing practices, community engagement, and e-governance, to enhance the capacity of local authorities and improve the financial and operational efficiency of housing projects.

Sources: Key informant interviews with IOM project staff, government and non-governmental actors

- Training on developing and managing Public-Private Partnerships would enable MMBs to attract private sector investment, enhancing the financial sustainability of housing projects.
- Refresher workshops on budgeting, resource allocation, and financial forecasting would help local authorities better manage project finances and improve overall financial oversight.
- Comprehensive training on navigating housing laws, compliance, and bureaucratic processes is needed for local authorities to ensure adherence to regulations and avoid delays.
- Capacity-building in sustainable housing management would help local authorities incorporate energy-efficient and eco-friendly practices into housing developments, fostering long-term environmental sustainability.
- Training on community engagement strategies, including participatory planning and conflict resolution, would strengthen the alignment of housing projects with community needs and foster better collaboration.
- Introducing digital tools for municipal management and providing training on e-governance platforms would improve transparency, streamline decision-making, and enhance accountability in service delivery.

3.4 EFFICIENCY

Performance: Good

Efficiency 1. To what degree are inputs available on time to and from all parties involved to implement activities and at planned cost?

Finding 1.1 and 1.2. The project faced significant delays due to a combination of war-related workforce shortages, procurement inefficiencies, complicated approvals from IOM, and substandard design documentation from local authorities, showing the need for improved communication, staffing, and resource management to ensure timely project implementation.

Sources: Key informant interviews with IOM project staff, government actors and contractors

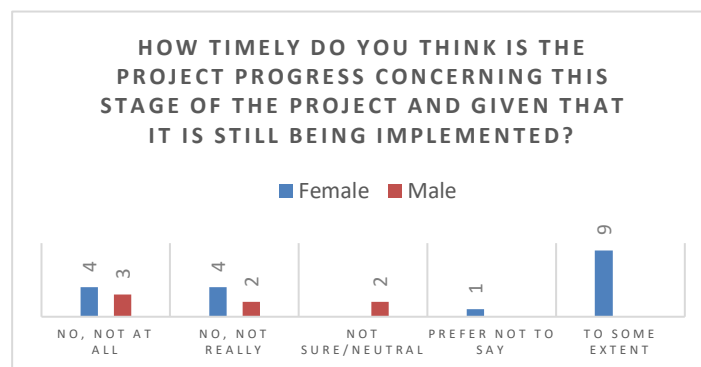
- A shortage of construction workers has been a consistent challenge due to the ongoing war and mobilization efforts. Many workers have been conscripted, making it difficult for contractors to maintain a steady workforce. This has caused significant delays in managing construction and

rehabilitation processes. The war has led to cases where workers en route to construction sites were stopped and mobilized, contributing to the delay in timelines.

- Procurement delays have been exacerbated by administrative hurdles and difficulties in processing tenders. For instance, incomplete or poor-quality procurement documents from contractors often require multiple rounds of follow-up. Additionally, tenders had to be re-announced due to the lack of suitable contractors, leading to project slowdowns. The understaffing within the procurement teams, combined with re-evaluations due to incomplete documentation, extended the project timelines. Some contractors were not able to meet the requirements, leading to further delays. Due to the war, there were significant issues with finding qualified contractors, leading to re-announcement of tenders. This delayed procurement and, consequently, the start of construction activities.
- While contractors have complied with the requirement to use eco-friendly materials such as those that exclude asbestos, sourcing materials like spill kits has been difficult. The limited availability of vendors in Ukraine and the high costs associated with these materials have caused procurement delays.
- Contractors mentioned waiting several weeks (3-4 weeks) for approval of additional agreements, which slowed down the project. They reported a need for faster response times from IOM to avoid delays. The delayed approval for procurement and document signing not only affected the schedule but also froze the working capital for contractors.
- Design documentation provided by local authorities was often incomplete or substandard. For example, inadequate damage surveys and designs caused significant delays during construction phases. IOM’s decision to take over the design process has mitigated some issues, but the initial delays and inadequate local authority involvement in the early design phases still affected the project timeline.

Finding 1.3. Delays in reconstruction, poor communication, and shifting deadlines exacerbated these frustrations, particularly as the onset of winter and rainy seasons created urgency for timely repairs. While only 36% of respondents noted timeliness to some extent, many highlighted the long periods without progress, with work stalling for months, and uncertainties remaining about when repairs would be completed.

Sources: FGDs, MSCs and surveys with the beneficiaries



- 52% of the beneficiaries noted that the project progress was not timely and it was only 36% who reported timeliness was to some extent.
- Many respondents expressed frustration with delays in the reconstruction process, highlighting that it took much longer than anticipated. For instance, a participant noted that it had already

been nearly three years since the full-scale war began, and reconstruction was still incomplete. Some participants observed that the reconstruction work had started but then stalled. In one case, work stopped for over half a year, and there was uncertainty about when it would resume

“It’s already the third year and the house should be standing and we should be living there. But we’re still scattered around living wherever we can” (FGD, Horenka, Female)

- Respondents noted the need for timely repairs before the onset of winter and during the rainy season. This urgency was driven by fears that delays in exterior work, such as fixing roofs and facades, could lead to further damage to buildings.

“Our roof and facade need to be completed first and then we can move on to the interior work. That’s my concern for now” (FGD, Irpin, Male)

“We hope everything will be completed before winter starts because the rains have already begun” (FGD, Irpin, Male)

- Several respondents pointed out that a lack of clear timelines and inconsistent communication about project progress contributed to their dissatisfaction with the timeliness of the support. They felt uninformed about the status of the work and when they could expect it to be completed. There was also frustration with shifting deadlines and changes in project management that caused delays. Some participants reported that the contractors were changed without explanation, further disrupting the process.

“The work was done bad... And now they are talking about the second stage. The first stage isn’t even finished yet. When will it be finished? It’s unclear” (FGD, Irpin, Female)

“We didn’t start in June, July, or September. And now it’s already 2024” (FGD, Horenka, Female)

“Everything stopped after half a year or even more without any progress” (FGD, Horenka, Male)

- Some participants noted the personal toll the delays had taken, particularly for elderly residents and those with health issues, who were struggling with uncertainty about when they could return home.

Efficiency 2. Are project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient and cost-effective implementation of activities?

Finding 2.1, 2.2 and 2.3. Despite initial contractor non-compliance and procurement inefficiencies, the project-maintained resource integrity and addressed challenges through robust monitoring, grievance mechanisms, and adaptive management, preventing significant mismanagement.

Sources: Key informant interviews with IOM project staff, government actors and contractors and desk review

- The IOM teams implemented several monitoring mechanisms, including regular site inspections and supervision by engineers and field teams, to track daily progress. Environmental, Social, Health, and Safety (ESHS) plans were developed in alignment with international standards, such as those set by the World Bank and KfW.
- Contractor adherence to these ESHS plans was overseen through routine inspections and formal

evaluations, with weekly and quarterly meetings held with stakeholders (contractors, donors) to track progress, adjust timelines, and refine project designs as necessary.

- Grievance mechanisms were in place to allow community members and workers to voice concerns. However, some contractors and municipal authorities were unaware of these mechanisms, and feedback from stakeholders revealed occasional difficulty in accessing the complaint hotline during peak demand.
- Although the ESMP was in place, significant effort was required to ensure compliance due to contractors' initial unfamiliarity with the standards, which resulted in misunderstandings and non-compliance.
- There were no major incidents of resource mismanagement, though delays in financial reporting from subcontractors and issues with supplier quality were addressed through training, audits, and accountability mechanisms.
- Project inefficiencies, including procurement delays, challenges in contractor selection, material cost increases, and staffing shortages, contributed to increased costs and extended timelines. These challenges were addressed by adjusting schedules, sourcing alternative materials, and offering additional support to subcontractors, with no notable instances of mismanagement observed.

Finding 2.4. The evaluation found no incidents of mismanagement of project resources or involvement of external partners in any such incidents.

Sources: Key informant interviews with IOM project staff, government actors and contractors and desk review

- The evaluation did not identify any incidents of mismanagement of the project resources and engagement of any external partners involved in any incidents.

Efficiency 3. Are all contractual procedures clearly understood, including by implementing partners and service providers, and are they being followed during project implementation?

Finding 3.1. While contractors grasped the contractual requirements, they faced challenges due to frequent design changes and the absence of a formal query system, leading to delays in decision-making.

Sources: Key informant interviews with IOM project staff, contractors and desk review

- Contractors demonstrated an understanding of the contractual framework, particularly in relation to project deliverables, timelines, and payment procedures. Contractors understood the contractual obligations related to project deliverables and timelines. They received regular monitoring and support from IOM's technical teams and were expected to comply with Ukrainian legislation and additional donor-specific requirements. For example, they worked closely with IOM's technical supervision and followed the necessary steps for procurement, budget adjustments, and project documentation.
- Some contractors initially struggled with the ESMPs and certain health and safety standards. This was partly because enforcement of such regulations was less common in Ukraine, especially in conflict-affected areas, leading to discrepancies in compliance.
- They also confirmed that while they faced some delays, they had a good grasp of the contractual requirements and followed Ukrainian and international standards.
- However, there was a confusion due to frequent design changes and lack of a formalized system

for submitting and tracking questions. For example, there was no established Request for Information system, which is a standard practice in many construction projects. This led to delays in decision-making and inconsistencies in addressing contractor queries. However, recent efforts have been made to improve the situation, such as the implementation of formal weekly site meetings with site engineers and contractors, where decisions are now being documented and shared regularly.

Finding 3.2, 3.3. and 3.4. IOM's robust oversight, including training, technical supervision, and compliance monitoring, ensured contractor adherence to standards, though timeliness in approvals and practical challenges in trainings, such as disruptions to workers' primary duties, inconvenient session timing, and content that was not always immediately applicable, were areas identified for improvement.

Sources: Key informant interviews with IOM project staff, contractors and desk review

- Regular workshops were held to build institutional capacity, covering project management, procurement rules, financial reporting, and compliance with donor standards, ensuring contractors understood their obligations.
- Contractors participated in IOM-led training sessions on UXO, ESHS, PSEA, and other ethical guidelines, though the practicality of these sessions was sometimes questioned when they took workers away from their main tasks.
- IOM provided continuous technical supervision to contractors through regular site visits, monitoring compliance with ESMPs, procurement rules, and safety protocols like Explosive Ordnance Awareness (EOA).
- One-on-one support was offered to contractors, particularly those less familiar with humanitarian compliance, with personalized guidance on financial documentation, procurement, and reporting standards.
- While contractors were generally satisfied with IOM's communication and supervision, they indicated that further training on financial reporting and faster responses to procurement approvals and contract amendments would improve efficiency.
- Contractors praised the transparency and fairness of IOM's project oversight, emphasizing that financial resource management was efficient, though they noted delays in tender and contract feedback.
- Implementing partners submitted regular reports (financial statements, procurement documentation, and progress updates), and compliance was ensured through regular site visits, virtual meetings, when necessary, an internal audit process, and specific controls verifying adherence to procurement and safety protocols, including a grievance mechanism for reporting concerns.

3.5 COVERAGE

Performance: Excellent

Coverage 1. Do synergies exist with other interventions carried out by IOM and intervention partners?

Finding 1.1. The project, focused on affordable housing, avoided duplication of efforts by operating in a specialized development area and coordinating closely with the Shelter Cluster and HLP TWG, particularly for rehabilitation efforts in Kyiv.

Sources: Key informant interviews with IOM project staff, and desk review

- In the context of this project, there is no duplication of activities with interventions by other actors. The project, primarily focused on affordable housing, operates in a specialized area of development rather than in the more crowded humanitarian or transitional spaces.
- Moreover, IOM regularly followed Shelter cluster and HLP TWG, which helped avoiding duplication of efforts.

Finding 1.2. The project effectively aligned with other IOM initiatives through a cross-referral system and coordinated planning, though beneficiaries in Kyiv reported gaps in receiving support from these additional services.

Sources: Key informant interviews with IOM project staff, and desk review, MSC and FGDs with beneficiaries

- The project closely aligned with other IOM initiatives like livelihoods, mental health, and psychosocial support (MHPSS), ensuring that housing beneficiaries also accessed services such as vocational training and cash assistance.
- A cross-referral system allowed beneficiaries to receive support beyond housing, addressing their long-term needs. Joint needs assessments and planning sessions with other IOM teams ensured that housing, cash assistance, and livelihood interventions were coordinated to avoid duplication and maximize impact.
- However, beneficiaries from Kyiv did not report receiving support from other IOM projects, indicating the referral system may not yet be fully operational.

3.6 COHERENCE

Performance: Excellent

Coherence 1: To what extent is the intervention consistent with other actors' interventions in the same context?

Finding 1.1. The project coordinated with key clusters and working groups, ensuring comprehensive shelter coverage, legal resolution of land issues, integration of cash support, and the protection of vulnerable groups through gender-sensitive measures.

Sources: Key informant interviews with IOM project staff, and desk review

- The project actively participated in the Shelter Cluster, coordinating with other shelter interventions to prevent duplication and ensure coverage in underserved areas.
- Though not primarily focused on cash-based support, the project worked with the Cash Working Group to link beneficiaries receiving cash for repairs or rent with IOM's housing solutions.
- IOM collaborated with the HLP Working Group to address land tenure and property rights issues, securing legal approvals and facilitating smoother implementation of housing projects.
- The project partnered with the Protection Cluster to integrate gender-sensitive and protection measures, including PSEA and GBV response, ensuring the safety of vulnerable groups like women and children.

Finding 1.2. The project uniquely targets municipalities as housing managers, while ensuring no duplication of efforts by coordinating through relevant clusters and working groups to provide affordable housing to end users.

Sources: Key informant interviews with IOM project staff, and desk review

- The project primarily focused on municipalities, which will manage the housing assets, while end users benefited/will benefit from affordable rent as secondary beneficiaries.
- As the only actor implementing an affordable housing initiative, the project ensured no overlap with other organizations, with IOM maintaining coordination through the Shelter Cluster and HLP TWG groups.

Coherence 2: To what extent does the intervention add value/avoid duplication in the given context?

Finding 2.1. The IOM housing project significantly enhanced community stability and resilience by restoring homes for displaced families, improving construction safety standards, and integrating energy-efficient practices. It also provided psychological relief to residents, fostered community empowerment through collective actions, and stimulated local economies by creating jobs for local contractors. Additionally, the project contributed to long-term local governance capacity by establishing municipal management bodies and revolving funds, equipping local authorities with the skills to manage housing projects sustainably and seek future funding opportunities.

Sources: Key informant interviews with IOM project staff, governmental and non-governmental actors, contractors, and desk review and FGDs and MSCs with beneficiaries

- Restoration of housing and stability: The project played a crucial role in restoring housing IDPs, which helps stabilize their living conditions and allow for the return of IDPs to their homes, easing the burden on temporary housing. This restoration also contributed to community stability by ensuring that displaced populations could resettle in permanent homes.

“Before the war, my husband and I lived in two apartments that we had worked hard to maintain. Both apartments were destroyed—one completely burned, and the other sustained significant damage, including a large hole in the wall. Without IOM’s involvement, we would likely be forced to move to the village or rely on the kindness of friends and family” (MSC, Horenka, Female)

- Improved construction standards and safety: The project introduced modern construction standards wherever possible, which improved the quality of housing and ensured safer living environments. Additionally, the project contributed to safety through demining activities, reducing risks associated with future construction work.

“My apartment’s walls were damaged by shrapnel, and one wall was pushed out by the blast wave. The doors were hit by shrapnel, and all the windows were shattered. While the reconstruction is still in progress, the project aims to restore everything... IOM has committed to sealing the roof, replacing damaged walls, and reconstructing the interiors” (MSC, Horenka, Male)

“IOM replaced our shattered balcony windows and repaired the roof. Although the work is minimal, it’s enough to bring some stability after everything was destroyed during the shelling. It has prevented further deterioration, especially now that the building is better insulated” (MSC, Irpin, Male)

- Energy efficient buildings: The project has the potential to provide significant long-term benefits through structural repairs and energy efficiency improvements, such as insulating buildings and installing energy-saving windows. These enhancements reduce future heating costs and increase comfort during harsh winters.

“The building will be fully energy-efficient. IOM is insulating the building with basalt plates and installing energy-saving window blocks. This is especially important for the winter, and I hope it will be cooler in the summer and warmer in the winter after all this work is done” (MSC, Horenka, Female)

“They’ve replaced windows with energy-efficient ones, repaired the walls, and added insulation. It’s not just about fixing the destruction from the shelling but also about making sure the buildings are more energy-efficient in the long term” (MSC, Horenka, Male)

- Psychological relief and sense of security: Beyond physical reconstruction, the IOM project provided psychological relief, helping residents feel secure and stable after years of uncertainty and displacement. A participant from Horenka shared her struggles with displacement;

“The war caused significant trauma, and I experienced panic attacks when we returned to Ukraine. We lost everything—our home, my job, and our sense of security. But knowing that IOM is working to rebuild our home has given us a sense of hope. The stability provided by their efforts has helped me regain some sense of normalcy. I’ve even been able to start my own business and open a small shop” (MSC, Horenka, Female)

- Community empowerment and cohesion: The project has also fostered community empowerment and cohesion by involving residents in collective actions, helping them negotiate with contractors and manage the reconstruction process.

“I’ve been in close contact with IOM contractors and the city council. Without their intervention, our building would have been demolished like two other nearby buildings. I’ve represented our fellow residents and ensured that IOM continues with the repairs. The involvement of the community, especially with people like me liaising with IOM, has brought us closer together” (MSC, Irpin, Male)

“We signed letters asking IOM to bring in better crews and speed up the work. As residents, we took collective action to make sure the project moved forward. The sense of community has been empowering, and it has made us stronger” (MSC, Horenka, Male)

- Economic stimulation and job creation: The involvement of local contractors, suppliers, and laborers in the reconstruction process has created jobs and stimulated local economies.

“I lost all my tools during the bombing, so I couldn’t work as a builder for a while. But recently, I’ve been able to get some work. Thanks to IOM’s project, local contractors and workers like me are getting back on our feet. It’s helping us rebuild our lives and our economy” (MSC, Irpin, Male)

“By using local labor, IOM has not only restored homes but also created jobs. People here have been struggling to find work, and this project has given them a chance to earn money and contribute to rebuilding our community” (MSC, Horenka, Male)

- Contribution to local governance capacity: The project enhances local governance and capacity by establishing MMBs and revolving funds, enabling local authorities to effectively manage affordable housing projects. By equipping local governments with the skills and legal frameworks needed for housing management, the project empowers them to seek future funding and expand their capacity for long-term community development.

“The creation of a revolving fund... requires local governments to establish new legal entities, an upgraded version of the housing maintenance service (ZHEK) or management company. We are building the basic knowledge around social housing and the management of affordable housing, ensuring that within a certain amount of time, the complete grant will be recovered plus a fee for operation and maintenance of the buildings. It’s not just about training; it’s about long-term

mentoring... embedding specialists in municipalities to help them set up systems. For us, the main concern is not just the construction but ensuring that the municipal management setups and strategies are done right because this is the main sustainability factor. Our project is essentially helping each community create two new legal entities, and these capacity-building activities help model different legal frameworks suitable for each community" (KII, IOM team)

4. CONCLUSIONS AND RECOMMENDATIONS

4.1 CONCLUSIONS

Project Performance Summary	
Relevance	Excellent
Effectiveness	Very Good
Efficiency	Good
Coverage	Excellent
Coherence	Excellent
Total	Very Good

4.1.1 Relevance

- The housing project successfully addressed the immediate and long-term housing needs of IDPs and local communities by aligning with national and international standards, particularly in energy efficiency and accessibility (Findings 1.1, 2.1).
- Strategic integration of essential services into housing locations enhanced daily livability, while modifications like ramps and barrier-free access met the needs of vulnerable groups (Findings 1.1, 4.3).
- Internal livability gaps persisted, especially regarding basic furniture, household items, and incomplete repairs, limiting full beneficiary satisfaction (Findings 3.2, 1.1).
- Capacity-building activities significantly improved local governance, particularly in financial management, housing operations, and international best practices (Findings 1.2, 3.1). However, local authorities require more practical, hands-on training to effectively manage housing projects long-term (Finding 1.2).
- The establishment of MMBs and LDF structure facilitated the project’s sustainability by fostering local governance and reinvesting resources, though legal and administrative delays hampered their full functionality (Findings 1.3, 2.2).
- The project demonstrated flexibility in adapting to external challenges by relocating to safer regions and introducing modular housing for rapid response to displacement (Finding 5.1).
- Communication efforts fell short, as many beneficiaries were unaware of formal complaint mechanisms, resulting in a preference for informal methods of communication and dissatisfaction with responsiveness (Finding 1.4).

4.1.2 Effectiveness

- The housing rehabilitation efforts were largely appreciated by beneficiaries for addressing urgent repairs, such as external repairs and provision of essential items. However, delays, inconsistent communication, and poor-quality internal repairs, particularly for vulnerable groups like the elderly, remained significant challenges (Findings 1.1, 1.2).
- Despite meeting basic housing needs, including roof and window repairs, about 40% of the intended outputs in severely conflict-affected areas were delayed or unmet due to war-related disruptions (Finding 1.1).

- Capacity-building efforts focused on improving the governance and financial management capabilities of local authorities. These included the successful establishment of MMBs responsible for overseeing repairs and tenant relations, but MMBs were not fully operational yet due to administrative and legislative hurdles (Findings 1.2, 1.3).
- Long-term sustainability is supported by the introduction of LDF, which will allow income generated from rent to be reinvested into housing projects (Finding 1.3).
- The project was flexible in responding to external challenges, such as rising costs, population movement, and labor shortages, by relocating activities, hiring and training staff, and closely coordinating with local authorities (Finding 2.1). Nevertheless, issues with procurement, coordination delays, and poor-quality initial designs continued to hamper smooth execution (Finding 2.2).
- Gender mainstreaming and rights-based approaches were integrated, with special attention given to persons with disabilities, elderly, and female-headed households, though confusion around beneficiary selection processes and transparency was reported (Findings 3.1, 3.2).
- Environmental protections were applied effectively, including the removal of asbestos and pollution reduction measures, alongside the use of energy-efficient designs and sustainable practices (Findings 4.1, 4.2).
- To further strengthen the project's effectiveness, the project stakeholders suggested to improve procurement processes, contractor communication, and oversight, while also addressing skill shortages and challenges related to transparency in the allocation of housing resources (Findings 5.1, 5.2).

4.1.3 Efficiency

- The project faced significant delays due to workforce shortages caused by war mobilization, procurement inefficiencies, and substandard design documentation from local authorities. These challenges highlighted the need for improved communication, staffing, and resource management to ensure timely project implementation (Findings 1.1, 1.2).
- Procurement delays were exacerbated by incomplete contractor documents and difficulties in sourcing materials, with approvals from IOM often taking weeks, further slowing the construction process (Finding 1.2).
- Project beneficiaries in Kyiv expressed frustration over inconsistent communication, shifting deadlines, and the impact of seasonal factors, such as winter and rain, that created urgency for timely repairs (Finding 1.3).
- Despite these inefficiencies, the project-maintained resource integrity through robust monitoring mechanisms, grievance systems, and adaptive management. These efforts prevented significant mismanagement, though initial contractor non-compliance and procurement challenges did result in increased costs and extended timelines (Findings 2.1, 2.2, 2.3).
- The evaluation found no instances of resource mismanagement by any external partners (Finding 2.4).
- Contractors understood their contractual obligations but struggled with frequent design changes and the absence of a formal system for submitting queries, which contributed to delays in decision-making (Finding 3.1).

- IOM’s technical supervision and compliance monitoring helped ensure contractor adherence to standards, although timeliness in approvals and the practical applicability of training sessions were noted as areas for improvement (Findings 3.2, 3.3, 3.4).

4.1.4 Coverage

- The project avoided duplication of efforts by focusing on affordable housing, a specialized development area, while coordinating closely with the Shelter Cluster and Housing, Land, and Property (HLP) Technical Working Group (TWG), particularly in rehabilitation efforts within Kyiv (Finding 1.1).
- By maintaining clear communication with these groups, IOM ensured that the project complemented rather than overlapped with other humanitarian interventions. Moreover, the project aligned well with other IOM initiatives, such as livelihoods and mental health and psychosocial support (MHPSS), through a cross-referral system that allowed beneficiaries to access additional services like vocational training and cash assistance (Finding 1.2).
- Joint planning and needs assessments across various IOM teams ensured coordinated interventions, maximizing the impact for beneficiaries. However, some beneficiaries in Kyiv noted gaps in receiving support from other IOM services, indicating that the cross-referral system is not fully operational in all regions (Finding 1.2).

4.1.5 Coherence

- The project demonstrated excellent coherence by coordinating with key clusters and working groups, such as the Shelter Cluster, Housing, Land, and Property (HLP) TWG, and the Protection Cluster, ensuring that efforts in shelter coverage, legal issues, and protection for vulnerable groups, particularly women and children, were aligned with other actors (Finding 1.1).
- The project’s focus on municipalities as housing managers and affordable housing providers ensured no duplication of efforts with other organizations, as IOM remained the sole actor implementing such an initiative in the region (Finding 1.2).
- The project added significant value to the local context by restoring homes for displaced families, improving construction standards, enhancing energy efficiency, and contributing to the psychological relief of beneficiaries. The use of energy-efficient materials helped reduce future costs for residents, while the project’s focus on community empowerment fostered collective action, bringing residents together to manage the reconstruction process. The involvement of local contractors and laborers not only accelerated reconstruction but also created jobs, stimulating the local economy. Furthermore, the project strengthened local governance capacity, equipping local authorities with the tools and legal frameworks needed to sustainably manage affordable housing projects and seek future funding (Finding 2.1).

4.2 RECOMMENDATIONS

1. Incorporate plans to address internal livability needs such as providing essential furniture and ensuring functioning heating systems in future housing rehabilitation and construction projects to fully meet the living standards of IDPs and vulnerable populations.
2. Implement additional practical, hands-on training for the MMBs in areas like project management, financial governance (revolving fund management), tenant relations and housing maintenance to ensure they are fully equipped to manage housing projects independently.

3. Strengthen communication efforts to raise awareness of formal complaint mechanisms. Ensure these channels are accessible and responsive to all beneficiaries, especially vulnerable populations such as women, elderly, and persons with disabilities. Utilize MMBs and government announcements as a key method.
4. Reduce IOM's internal approval timeline for contractor agreements and document reviews from 4 weeks to avoid any delays. Develop a backup list of pre-approved local contractors to mitigate delays caused by contractor shortages. Reduce procurement cycle time by 20% by revising the bid evaluation process and prequalifying vendors with existing frameworks.
5. Hold joint bi-monthly planning and review sessions with local authorities during design and procurement phases to ensure their full engagement.
6. Increase site inspections from quarterly to monthly to monitor construction quality, particularly on roofing, insulation, and internal repairs, to achieve a reduction in post-construction complaints related to quality (plumbing, windows, etc.) within 6 months, measured through contractor and beneficiary feedback.
7. Implement a project timeline that prioritizes exterior repairs (roofing, insulation) before the onset of winter and rainy seasons.
8. Establish a continuous monitoring and evaluation (M&E) framework for housing standards, including regular site visits and beneficiary feedback collection. Ensure that all units meet agreed-upon standards for safety, accessibility, and comfort.
9. Establish a schedule of monthly updates for beneficiaries, using mostly preferred communication channels (e.g., government announcements or social media), to provide clear information on project timelines, progress, and any delays.
10. Leverage partnerships with international organizations, such as the NEB Housing Law Initiative, to bring European expertise into Ukraine's housing schemes.
11. Continue supporting NRC's Housing Institute in advocating for necessary legislative reforms, particularly around revolving funds and sustainable housing financing models.

5. GOOD PRACTICES

- IDP Profiling Exercise

Description: The project's IDP profiling exercises were a critical factor in adapting to the dynamic and evolving housing needs caused by the conflict. These assessments allowed the project team to modify the housing designs and support services, incorporating feedback from IDPs, local community members, and other stakeholders.

Implementation Example: The assessments identified specific needs such as the inclusion of accessible features for persons with disabilities and energy-efficient housing solutions, ensuring that the housing units were both relevant and sustainable. By conducting community consultations, IOM was able to adjust the designs in real-time to meet the diverse requirements of beneficiaries across different regions.

- Improving Institutional Capacity

Description: The project placed significant emphasis on building the institutional capacity of local authorities through tailored capacity-building programs and the establishment of MMBs and LDFs. The capacity building efforts were in line with the Strategy of State Policy on Internal Displacement for the period until 2025 and decentralization efforts.

Implementation Example: These programs covered governance principles, financial management, and ethical conduct, which ensured that municipal authorities could independently manage housing projects. For example, the training sessions held in Lviv and Vinnytsia focused on sustainable housing management and long-term financial sustainability.

- Leveraging Modern Construction Methods

Description: The use of modular housing solutions was a key innovation in addressing the urgent need for shelter while adhering to environmental standards.

Implementation Example: In response to the urgent displacement crisis, IOM implemented prefabricated modular housing in the project locations. These units were designed to be energy-efficient and quickly constructed, addressing the immediate shelter needs while contributing to long-term environmental sustainability.

- Incorporating Gender and Disability Inclusion

Description: The project successfully integrated gender and disability considerations into its design and implementation, ensuring that vulnerable groups, including women, female-headed households, and persons with disabilities, had access to housing that met their needs.

Implementation Example: Housing units were designed with wider doorways, ramps, and accessible bathrooms to accommodate persons with disabilities. The project also prioritized safety for female-headed households by integrating well-lit public spaces and secure access points in housing complexes.

- Environmental Sustainability

Description: The integration of energy-efficient technologies and adherence to environmental

mitigation practices were pivotal in ensuring the long-term sustainability of housing projects.

Implementation Example: The project implemented advanced heating systems and insulation techniques to reduce energy consumption, lowering long-term costs for beneficiaries. Additionally, the removal of hazardous materials like asbestos in older buildings ensured compliance with environmental standards.

- Learning from International Examples

Description: The project effectively incorporated international best practices in housing and governance, drawing on experiences from countries with well-established social housing systems. This cross-border learning ensured that the project's design and implementation were informed by proven models from other countries, particularly in areas of affordable housing, rent-to-own schemes, and municipal governance.

Implementation Example: Local authorities from project locations benefited from tailored capacity-building programs that were based on successful housing models in European countries such as Germany and Austria. These training sessions emphasized financial governance, sustainable housing practices, and management of municipal housing enterprises, equipping local authorities with the skills to manage housing projects independently and sustainably. By adapting these practices to the Ukrainian context, the project strengthened local governance and aligned with the country's long-term housing strategy.

6. ANNEXES

Annex 1: Project Outcomes and Outputs

Outcome	Output
Outcome 1: IDPs and local community members improved their well-being as a result of increased access to modest housing units under the affordable rent and/or rent-to-own. (During the implementation of the martial law in Ukraine provided housing will be free)	Output 1.1: Develop affordable housing units through purchase, construction and construction of pre-fabricated houses/remodeling and rehabilitation in selected regions in Ukraine ¹⁰
Outcome 2: The capacity of the Government of Ukraine and local communities to provide the required support to meet housing needs is strengthened	Output 2.1: Local authorities of the targeted communities have institutional capacity to run and supervise local housing projects
	Output 2.2: Government of Ukraine upgraded its legal regulatory base, enabling the segment of municipal affordable housing units
Outcome 3: IDPs and local community members affected by the conflict receive housing support in a manner that upholds their rights, dignity and well-being and that is better protected from sexual exploitation and abuse (PSEA)	Output 3.1: Frontline workers and implementing partners including construction contractors have increased understanding on SEA and gender mainstreaming through capacity building support
	Output 3.2: IDPs and local community members with a focus on women, older people, children, persons with disabilities (PWDs) and persons of diverse sexual orientation, gender identity/expression and sex characteristics (SOGIESC), who receive housing support have increased access to complaints and feedback channels to report SEA.

Annex 2: Evaluation Matrix

Criteria	Evaluation Question	Evaluation Sub-question
Relevance	Relevance 1: To what extent the project activities and outputs consistent with the intended outcomes and objectives?	<ul style="list-style-type: none"> • Relevance 1.1. To what extent were the constructed or rehabilitated housing units relevant to meeting the living standards and requirements of the targeted IDPs and local community members? • Relevance 1.2. To what extent were the capacity-building activities relevant to enhancing the skills and knowledge of local authorities and community bodies in managing housing projects? • Relevance 1.3. How relevant were the newly established Municipal Management Bodies (MMBs) and Local Development Funds (LDFs) to supporting the housing needs of IDPs and local communities?

¹⁰ IOM will keep this option (acquisition) to the bare minimum, when other options found less applicable for the for the objective economic reasons (ie, in small towns)

Criteria	Evaluation Question	Evaluation Sub-question
		<ul style="list-style-type: none"> • Relevance 1.4. To what extent did this project's capacity-building activities were relevant in increasing awareness on the rights for free assistance and appropriate behaviours of assistance providers, as well as confidential and easily accessible complaint and reporting channels and are willing to use such services, when needed.
	Relevance 2: To what extent the project and its implementation respond to the Government of Ukraine's priorities to promote access to housing solutions?	<ul style="list-style-type: none"> • Relevance 2.1: To what extent did the affordable rent and rent-to-own schemes align with the Government of Ukraine's initiatives such as the Strategy of Integration of IDPs and Implementation of Long-Term Solutions for Internal Displacement? • Relevance 2.2. How does the establishment of MMBs align with the Government of Ukraine's goals to increase the capability of local governance?
	Relevance 3: To what extent are the project and its activities meeting stakeholders and beneficiaries needs and expectations?	<ul style="list-style-type: none"> • Relevance 3.1: To what extent did the project and its activities meet the needs of the stakeholders, including government and non-government actors as well as implementing partners? Which needs of stakeholders were met successfully and which needs were not met? • Relevance 3.2. To what extent did the project and its activities meet the needs of the beneficiaries? Which needs of beneficiaries were met successfully and which needs were not met?
	Relevance 4: Does the implementation strategy meet the practical and strategic needs of persons of different genders and persons with a disability?	<ul style="list-style-type: none"> • Relevance 4.1. To what extent did the project consider the needs of men and meet them in its activities? • Relevance 4.2. To what extent did the project consider the needs of women and meet them in its activities? • Relevance 4.3. To what extent did the project consider the needs of persons with disabilities and meet them in its activities?
	Relevance 5: To what extent has the project adapted and/or is adapting to changing external conditions in order to ensure project outcomes are achieved?	<ul style="list-style-type: none"> • Relevance 5.1. What changes were made on the project activities concerning the changing needs and operating environment since the beginning of the project?
Effectiveness	Effectiveness 1: To what extent has the project achieved or is likely to achieve the project outputs and outcomes?	<ul style="list-style-type: none"> • Effectiveness 1.1. To what extent did the project achieve output 1.1 "Develop affordable housing units through purchase, construction and construction of pre-fabricated houses/ remodeling and rehabilitation in selected regions in Ukraine"? • Effectiveness 1.2. To what extent did the project achieve output 2.1. "Local authorities of the targeted communities have institutional capacity to run and supervise local housing projects"? • Effectiveness 1.3. To what extent did the project achieve output 2.2. "Government of Ukraine upgraded its legal regulatory base, enabling the segment of municipal

Criteria	Evaluation Question	Evaluation Sub-question
		<p>affordable housing units”?</p> <ul style="list-style-type: none"> • Effectiveness 1.4. To what extent did the project achieve output 3.1. “Frontline workers and implementing partners including construction contractors have increased understanding on SEA and gender mainstreaming through capacity building support”? • Effectiveness 1.5. To what extent did the project achieve output 3.2. “IDPs and local community members with a focus on women, older people, children, persons with disabilities (PWDs) and persons of diverse sexual orientation, gender identity/expression and sex characteristics (SOGIESC), who receive housing support have increased access to complaints and feedback channels to report SEA”?
	<p>Effectiveness 2: What were or are the major external factors influencing the implementation of the project activities and achievement of the intended results?</p>	<ul style="list-style-type: none"> • Effectiveness 2.1. What were the external factors influencing the implementation of the activities and achievement of the intended results? • Effectiveness 2.2. What were the internal factors influencing the implementation of the activities and achievement of the intended results?
	<p>Effectiveness 3: To what extent has gender mainstreaming and a rights-based approach been applied in the design and implementation?</p>	<ul style="list-style-type: none"> • Effectiveness 3.1. How effectively did the project ensure that the selection criteria and allocation of housing units address the specific needs of women, female-headed households, PwDs and other vulnerable groups? • Effectiveness 3.2. How effectively have the project’s protection measures, including PSEA initiatives, been designed and implemented to uphold the rights and dignity of all beneficiaries, with a particular focus on addressing gender-based vulnerabilities and ensuring inclusive access to support services?
	<p>Effectiveness 4: To what extent has environmental protection been applied in the design and implementation?</p>	<ul style="list-style-type: none"> • Effectiveness 4.1. How effectively have sustainable practices, such as energy-efficient design and the use of environmentally friendly materials, been integrated into the construction and rehabilitation of housing units? • Effectiveness 4.2. What measures have been implemented to mitigate the environmental impact of construction activities, including waste management, pollution control, and preservation of natural resources, and how effective have these measures been?
	<p>Effectiveness 5: Are there any identified improvements that could help to strengthen the ongoing project interventions and enhance their effectiveness?</p>	<ul style="list-style-type: none"> • Effectiveness 5.1. What improvements can be made to the construction and rehabilitation processes to enhance the quality and sustainability of the housing units provided to beneficiaries? • Effectiveness 5.2. How can the financial models, such as rent and rent-to-own schemes, be adjusted or improved to ensure greater affordability and financial stability for the beneficiaries?

Criteria	Evaluation Question	Evaluation Sub-question
		<ul style="list-style-type: none"> • Effectiveness 5.3. What additional training and capacity-building activities can be introduced to further strengthen the skills and capabilities of local authorities and Municipal Management Bodies (MMBs)? • Effectiveness 5.4. What enhancements can be made to the protection measures, including PSEA initiatives, to ensure they are more effective in safeguarding beneficiaries' rights and well-being?
Efficiency	Efficiency 1: To what degree are inputs available on time to and from all parties involved to implement activities and at planned cost?	<ul style="list-style-type: none"> • Efficiency 1.1. To what extent were the required resources (funds, materials, personnel) made available by the stakeholders on time? (Were there any delays in provision of inputs from partners or suppliers?) • Efficiency 1.2. To what extent efficient were the internal processes in ensuring timely and availability of inputs? (Are there any bottlenecks within the organization that delay the provision of inputs?) • Efficiency 1.3. To what extent was the project implemented in a timely manner concerning the needs of the participants?
	Efficiency 2: Are project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient and cost-effective implementation of activities?	<ul style="list-style-type: none"> • Efficiency 2.1. Were the project resources regularly monitored throughout the duration of the project? What were the main challenges to monitoring these resources? • Efficiency 2.2. Were there any incidents when the project resources were managed not in a transparent and accountable manner? • Efficiency 2.3. Were there any incidents when the project resources were managed in a way that did not guarantee efficient and cost-effective implementation of activities? • Efficiency 2.4. Were there any external partners involved with this initiative? If yes, please specify.
	Efficiency 3: Are all contractual procedures clearly understood, including by implementing partners and service providers, and are they being followed during project implementation?	<ul style="list-style-type: none"> • Efficiency 3.1. Did the implementing partners understand well the contractual procedures outlined for the project? • Efficiency 3.2. What training and support mechanisms are in place to ensure that service providers are aware of and adhere to the contractual procedures? • Efficiency 3.3. How effective is the communication and coordination between the project management team and the implementing partners regarding contractual procedures? • Efficiency 3.4. What mechanisms are in place to monitor the compliance of implementing partners and service providers with the contractual procedures?
Coverage	Coverage 1: Do synergies exist with other interventions carried out by IOM and intervention partners?	<ul style="list-style-type: none"> • Coverage 1.1. To what extent did the project coordinate its activities with other actors implementing similar interventions in target regions? • Coverage 1.2. To what extent did the project coordinate its activities with other projects implemented by IOM in target regions.

Criteria	Evaluation Question	Evaluation Sub-question
Coherence	Coherence 1: To what extent is the intervention consistent with other actors' interventions in the same context?	<ul style="list-style-type: none"> • Coherence 1.1. Are project activities complementary to the interventions by other actors?
	Coherence 2: To what extent does the intervention add value/avoid duplication in the given context?	<ul style="list-style-type: none"> • Coherence 2.1. Is there a duplication of activities between this project and the interventions by other actors? • Coherence 2.2. To what extent was there added value resulting from this project?

Annex 3: Desk Review Documents

#	Document Name
1	Annex 5_Due diligence report_Khotyn_20 Feb 2023
2	IOM Housing II Project Monthly Update - April 2024
3	IOM Housing II Monthly Update - May 2024
4	IOM Housing-II Project Monthly Update - February 2024
5	Annex 2 - Results Matrix KfW - Annual report 2020-2021
6	Annex 3 - Workplan KfW - rev 2021
7	Annex 4 - MoU_Kramatorsk_Eng_signed
8	Annex 5 - MoU_Severo_Eng_signed
9	Annex 6 - ENG PSB MoM 11 March 2021
10	Annex 11 - Project strategy
11	Annex 12 - Advocacy Note 1 Legislation Feb. 2021
12	Annex 13 - IOM Risk Assessment_EN - rev 2021
13	Annex 15 - Future planning

#	Document Name
14	IOM Ukraine Housing Project - Annual report 2020-2021
15	IPD Housing Programme February 2024 Monthly Update
16	Housing Monthly Project Update - Jan-Feb2023
17	ENG IPD Housing Programme March 2023 Monthly Update
18	IPD Housing Programme May 2023 Monthly Update
19	IPD Housing Programme June 2023 Monthly Update
20	IPD Housing Programme July 2023 Monthly Update
21	IPD Housing Programme August 2023 Monthly Update
22	IPD Housing Programme November 2023 Monthly Update
23	IPD Housing Programme October 2023 Monthly Update
24	KfW Housing Monthly Update December 2022
25	ENG January 2021 Monthly Update - Housing Project
26	ENG February 2021 Monthly Update - Housing Project
27	ENG March 2021 Monthly Update - Housing Project
28	ENG April 2021 Monthly Update - Housing Project
29	ENG May 2021 Monthly Update - Housing Project
30	ENG June 2021 Monthly Update - Housing Project
31	ENG July 2021 Monthly Update - Housing Project

#	Document Name
32	ENG Aug 2021 Monthly Update - Housing Project
33	ENG Oct 2021 Monthly Update - Housing Project
34	Annual report_housing_KOS
35	UA10P0503_Narrative Interim Report_3
36	UA10P0503_Narrative Interim Report_2
37	UA10P0503_Narrative Interim Report_1
38	ENG Nov 2021 Monthly Update - Housing Project
39	ENG September 2020 Monthly Update on Housing Project
40	ENG October 2020 Monthly Update on Housing Project
41	ENG November 2020 Monthly Update - Housing Project
42	ENG December 2020 Monthly Update - Housing Project
43	DS.0033 31May21_Narrative Interim Report_First Year_KfW 25-Mar-2020 to 24-Mar-2021
44	DS.0033 31May22_Narrative Interim Report_Second Year_KfW 25-Mar-2021 to 24-Mar-2022
45	Project Document (initial)
46	Council of Europe Expert Report on National Remedies in Ukraine_November 2023_EN
47	IOM_UKR_Ukraine_Housing_brief_Living conditions, rental costs and mobility factors_July 2024_EN
48	IOM_UKR_General Population Survey_Internal Displacement Report_Round 16_April 2024_EN
49	IOM_UKR_General Population Survey_Internal Displacement Report_Round 16_June 2024_UA

#	Document Name
50	Report_Access to Adequate Housing in Ukraine – a needs-based assessment for investment
51	Report_Can Ukraine Transform Post-Crisis Property Compensation and Reconstruction_EN
52	Report_Rebuilding a Place to Call Home
53	Report_Ukraine Tenurial Tangle_2023_Unruh_EN
54	World Bank_RDNA3 (thru Dec 2023)
55	East SOS_Проблеми єВідновлення. Презентація_УКР
56	Get It Back_Presentation_Dec 2023_EN
57	HLP TWG Meeting Slides_2024.02.22_ENG_UKR_Final
58	SSS Presentation_презентація_УВКБ_житло_ВПО_УКР
59	HLP TWG Meeting Slides_2023.10.26_ENG_UKR_Final
60	HLP TWG MoM 26.10.2023 ENG
61	HLP TWG MoM 26.10.2023 UKR
62	Shelter Cluster SIDAR Presentation
63	ToR_HLP TWG_Ukraine_October 2023_EN_Final
64	HLP TWG Meeting Slides_2023.11.28_ENG_UKR_Final
65	HLP TWG MoM 28.11.2023 ENG
66	Presentation on Draft Housing Law
67	Presentation_Rental Market Initiative

#	Document Name
68	report_access-to-adequate-housing-in-ukraine-
69	Shelter Cluster Recommendations on Cash for Rent_V2_1
70	HLP TWG Meeting Slides_2023.12.21_ENG_UKR_Final
71	HLP TWG MoM 21.12.2023 ENG
72	Presentation_Access to adequate housing in Ukraine – needs-based assessment_EN
73	230302_HLP TWG Meeting_Agenda_Порядок денний_Updated
74	Annex_Presentation_IDP Housing Strategy
75	HLP TWG Meeting Slides_2023.03.02_ENG_UKR
76	HLP TWG MoM 02.03.2023 ENG
77	HLP TWG MoM 30.03.2023 ENG_Merged Presentations
78	Presentation_Overview of Compensation Law and Advocacy Items_UNHCR
79	Presentation_Topline Analysis of Compensation Law_NRC
80	UNHCR Leg Update_Jan 2023
81	UNHCR TLU_Law on Compensation_March 2023. ENG
82	HLP TWG Meeting Slides_2023.06.29_ENG_UKR
83	HLP TWG MoM 29.06.2023 ENG
84	HLP TWG Meeting Slides_2023.08.01_ENG_UKR
85	HLP TWG MoM 01.08.2023 ENG

#	Document Name
86	HLP TWG MoM_EN_UKR_Presentations_Combined
87	IOM_Housing_Project_2.0_ENG_01082023
88	Закон (Housing Law)_UKR_ENG
89	HLP TWG Meeting Slides_2023.08.31_ENG_UKR
90	HLP TWG MoM 31.08.2023 ENG_Final
91	Presentation on Registration of RE Ownership_EN
92	Presentation on Res No. 858_EN
93	HLP TWG Meeting Slides_2024.05.30_ENG_UKR_Final
94	HLP TWG MoM 30.05.2024 ENG
95	Information Note - Shelter Assistance Partner engagement with people in light of The Ukraine Law on Compensation for Damaged and Destroyed Property
96	KfW_Supplemental Grant Agreement 18 November 2022
97	Information Note on Compensation Mechanisms_6 June 2023
98	World Bank Environmental and Social Framework
99	PIA with_LEG_comments_Khotyn Bilingual_final_FA_rev1.1.1
100	IOM Procurement Manual_Rev3_IN168_17032023
101	IOM UA ESHS Policies 23-Jul-2024 - ENG
102	ENG ACM Advocacy Note 05102023 asbestos
103	ENG_Advocacy Note overview_October

#	Document Name
104	ChernivtsiObl_Chernivtsi_IOM_HousingII_MoU_16022024_signed
105	ChernivtsiObl_Khotyn_IOM_HousingII_MOU_16022024_signed
106	IvFrObl_Kolomyia_IOM_HousingII_MoU_16022024_signed
107	KyivObl_Horenka,Hostomel_IOM_HousingII_MOU_16022024_signed
108	KyivObl_Irpin_IOM_HousingII_MOU_16022024_signed
109	LvivObl_Drohobych_Severodonetsk_IOM_HousingII_MOU_16022024_signed
110	LvivObl_Kamianka-Buzka_Severodonetsk_IOM_HousingII_MOU_16022024_signed
111	LvivObl_MinRe-LvivOMA-LuhanskOMA_IOM_HousingII_MOU_16022024_signed
112	LvivObl_Staryi_Sambir_IOM_HousingII_MOU_16022024_signed
113	VinObl_Ahronomichne_IOM_HousingII_MOU_16022024_signed
114	VinObl_Khmilnyk_IOM_HousingII_MOU_16022024_signed
115	VinObl_Ladyzhyn_IOM_HousingII_MOU_16022024_signed
116	ENG_Order_05.02.2024 No 32
117	4200674634_RFQ_ANNEX1
118	External assessment_RDNA 2022
119	External assessment_RDNA 2022-2023
120	Housing-KFW-2024-3
121	IOM Ukraine Call Centre SOP - Final

#	Document Name
122	IOM_HOUSING_PROJECTS_v2.8-UA
123	IOM_Ukraine Displacement Report_Round 2
124	PIA UA1-2023-5635_ACTED (IDP profiling)
125	Restated Project Details

Annex 4: List of Key Informant Interviews

#	NAME	SURNAME	ORGANIZATION/ INSTITUTION	POSITION
1	Anastasiia	FITISOVA	REACH	Research Manager
2	Alina	MOSKALENKO	NRC	Advocacy Coordinator (Legal Reform) Ukraine
3	Wolfgang	AMANN	Institute For Real Estate, Construction and Housing Ltd.	Director and Leader of NEB Common Good Housing Law Initiative for Ukraine
4	Oleh	Kvasnitskyi	Kamianka Buzka City Council	Deputy Head
5	Mykola	Andrusiak	Kolomyia City Council	Manager of the Executive Committee of The City Council
6	Mariana	Bachynska	Saryi Sambir City Council	Head of the Department
7	Ihor	Zhuk	Saryi Sambir City Council	Secretary of the City Council
8	Bohdan	Panychuk	Ahronomichne Village Council	The Head of Legal and Organizational Support Bureau
9	Yurii	Pidvalnyuk	Khmilnyk City Council	The Head of Agroeconomic Development and European Integration Bureau
10	Olesya	Panasyuk	Vinnytsia Regional Council	The Head of the Department of International Cooperation and Project Activities
11	Andrii	Oliynyk	Kolomyia City Council	Head of the Urban Planning Department
12	Volodymyr	Lakhnyuk	Kolomyia City Council	Head of the Department of Architecture and Spatial Planning
13	Eduard	Partsiy	Khotyn City Council	Chief Specialist of the Department of Housing, Infrastructure And Energy Efficiency

#	NAME	SURNAME	ORGANIZATION/ INSTITUTION	POSITION
14	Svitlana	Khimiychuk	Chernivtsi City Council	Head of the Community Economic Development Department at The Department of Socio-Economic Development And Strategic Planning
15	Yan	Ostafiychuk	Chernivtsi City Council	Deputy Head of The Legal Department
16	Bohdan	Fedorenko	Hostomel Settlement Military Administration	Head of the Capital Construction Department
17	Oleksandr	Gura	Llc Watzenrode	Contractor
18	Svitlana	Devochkina	Elit Bud M	Owner of Company
19	Vsevolod	Petrovskyi	Ukroboronservice	Head of the Expert Group on European Integration, ITA And Cooperation with IFIs of the Directorate For Strategic Planning And European Integration of the Ministry of Reintegration
20	Konrad	Clos	IOM	Programme Coordinator (Shelter & Housing)
21	Kieran	O SULLIVAN	IOM	Programme Officer (Engineer)
22	Nikola	Cuk	IOM	Programme Manager (Construction)
23	Olena	Lukaniuk	IOM	Government And Legal Engagement Officer
24	Sergii	SHATKIVSKYI	IOM	Housing Project Officer (ESHS)
25	Anton	FEDIUKOVYCH	IOM	Housing Project Assistant
26	Anna	SELEZNOVA	IOM	National Legal Officer (Housing)
27	Ivan	MAHDYCH	IOM	National Project Officer (Good-Gov & Mpm)
28	Alina	ORLOVA	IOM	Senior Project Assistant (Local Government Liaison)
29	Yasmina	STUPAK	IOM	Senior Project Specialist (AAP)
30	Fan Man	TSANG	IOM	AAP Specialist

Annex 5: Fieldwork Learning Review Session

FGDs:

- Many participants were frustrated, especially regarding delays in reconstruction projects and felt the FGDs were a space to express grievances rather than answer the guide questions.
- Many participants were conscripted or unwilling to participate due to dissatisfaction with the project outcomes.

KIIs:

- Many municipal authorities and contractors were uninformed about key aspects of the project, such as the laws related to reconstruction or complaint mechanism.
- Contractors were uncomfortable with sensitive topics like sexual exploitation training, often dismissing or laughing at these subjects.

MSCs:

- The questions for MSCs were challenging because they were framed around successes that had not occurred yet due to project delays, as per their statements. They mentioned that there were no significant stories to capture, as many aspects of the project were either delayed or not started.

Annex 6: List of Evaluation Instruments

- Key Informant Interviews
- Focus Group Discussions
- Most Significant Change Stories
- Surveys