



# **Internal Review Report**

## **Implementation of the EASO Operating Plan for Greece 2017**

**The document is prepared by the Planning and Evaluation Unit (PEU) of EASO.**



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## Internal Review Report Implementation of the EASO Operating Plan for Greece 2017

Prepared by the Planning and Evaluation Unit (PEU) of EASO.

### I. INTRODUCTION

This review was undertaken by the Planning and Evaluation Unit (PEU) of the European Asylum Support Office (EASO). It evaluates the implementation of the 2017 EASO Operating Plan (OP) for Greece. Instead of a comprehensive evaluation, this exercise intends to be a rapid and limited analysis which covers a summative overview of the activities and outputs undertaken. It aims at describing the main outputs achieved by the OP and highlighting selected findings. This OP outlines EASO's support to Greece in 2017 in response to a situation of disproportionate pressure. It includes a number of prioritized areas, such as support to the implementation of the EU-Turkey Statement, relocation support, support to the Greek Dublin Unit, support to the reception system and professional development and capacity building activities. In 2017 EASO implemented over 33 million EUR in commitments and over 31 million EUR in payments for its operations in Greece.

The main challenges of the review are the limited time and resources available, including the lack of a structured monitoring and evaluation strategy<sup>1</sup>, which contributed to the reduction of the scope of this exercise by excluding elements such as the broader migration context, financial management<sup>2</sup>, human resources and workflows. The methodology was limited to a desk review<sup>3</sup> and selected interviews with national authorities, selected partners and EASO staff working for the Operations Department. To this extent, it does not include views of all stakeholders and beneficiaries. This review recognises the challenge of evaluating OPs without having targeted indicators in place from the start of the intervention. This shortcoming affects the availability of relevant and detailed data for the review exercise.

Because of its limited scope, this assessment should mainly be considered as a tool to facilitate and catalyse internal reflections and initiatives aiming at improving EASO's technical and operational assistance to Greece and beyond.

The OP includes 12 measures which had differing types and levels of implementation. The current report assesses the implementation of each of the measures and clusters them in terms of their function as follows.

#### 1. Actions relating to relocation

- HEL 1 : Support with the provision of relevant information to potential relocation candidates, the lodging process at the Asylum Service and the Escalation Desk of the Relocation Unit

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<sup>1</sup> Such a strategy is under preparation in 2018 and therefore a more extensive evaluation will be possible towards the future.

<sup>2</sup> It is expected that the different audit exercises cover these elements.

<sup>3</sup> The figures indicated in this report mostly consist of operational data collated weekly by the coordination office in Athens on the basis of EASO teams inputs. For these reasons, discrepancies with official and validated data produced at national level according to different methodologies or definitions may arise.

- HEL 3: Support with the detection of possible document fraud
- 2. HEL 2: Support with handling outgoing Dublin take charge requests
- 3. HEL 4: Support with the implementation of the EU-Turkey statement and enhancement of the Asylum and Reception system
- 4. HEL 5: Practical Support in the operation of the Reception and Identification Centres
- 5. Capacity building support
  - HEL 6: Support in training EL personnel in the framework of the EASO Training Curriculum
  - HEL 7: Tailor-made ad-hoc workshops
  - HEL 8: Study visits of EL officials to EU Member States
- 6. Programme management support
  - HEL 9: Support with the absorption of EU funds and other financial resources
  - HEL 10: Support of the Reception and Identification Service in planning and implementing projects
- 7. HEL 11: Practical support to enhance the identification and quality of the response to vulnerable applicants

The current review is performed in the framework of HEL12, entitled “Mid-term review and final evaluation of the implementation of the EASO Special Operating Plan to Greece”.

## II. FINDINGS

### 1. Actions relating to the Relocation Programme (Measures HEL 1 and 3)

Within the framework of Measure HEL 1, EASO provided support to facilitate the relocation process. Measure HEL 3 aimed at increased awareness on different types of identity abuse and associated criminality. It was foreseen to provide advice on existing practices, techniques, tools and tips related to identity documents.

Under this measure, in 2017, EASO contributed to following initiatives:

- Relocation registration was finalised in mid-March 2017, with approximately 27,000 persons having been registered in total (for 2015-17);
- 24,904 requests for relocation were sent by Greece;
- 22,814 acceptances were sent by Member States;
- Over 7,500 calls were received weekly on the EASO hotlines, providing applicants with concrete and accurate information on their cases and the relocation procedure;
- Over 50 site visits for information provision were performed;
- Assessment of call case files was provided by the Escalation Desk;
- Support was provided to the Greek relocation Unit responsible for the matching of relocation candidates, including the development of a matching tool;
- Support was provided, in cooperation with the Greek AS, Member States and UNHCR, in contacting applicants to be transported to appointments;

- Throughout 2017, 51 experts were deployed to provide support for the implementation of the Relocation Programme. 19 interim staff provided enhanced processing support for this and the regular asylum procedure.

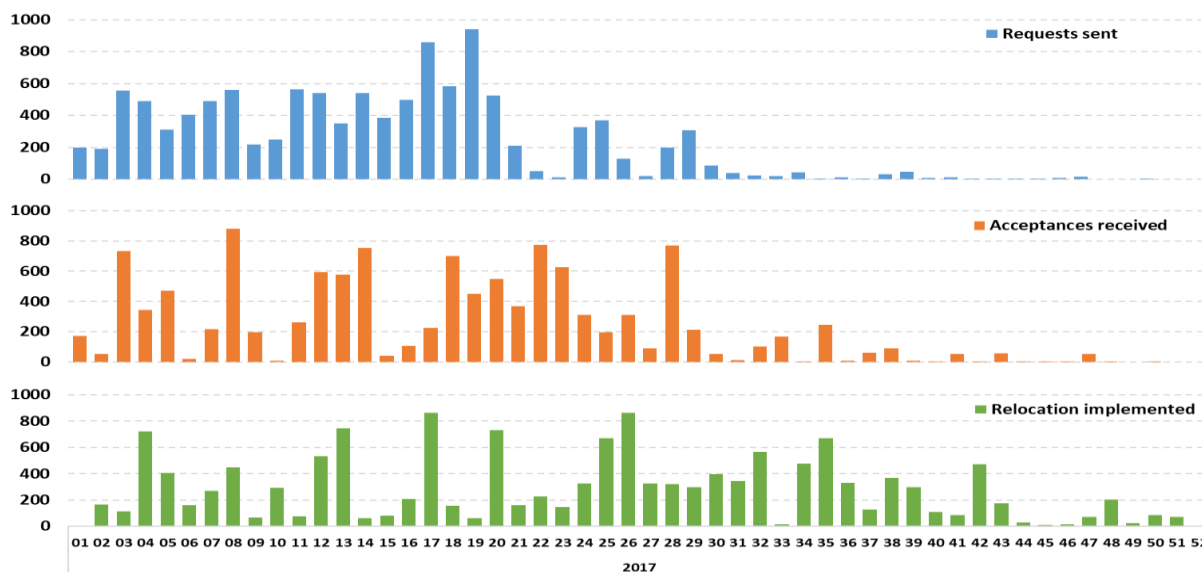


Figure 1: Weekly numbers of relocation take charge requests sent out, acceptances received and relocation transfers

Selected challenges and lessons learned were:

- Many of the efficiency challenges are due to the complexity of the different actors and different external factors such as procurement limits, working conditions, access to database, communication and coordination.
- There were no MS expert deployments for fraud experts in the North of Greece, only for Athens. This was linked to GAS geographic prioritisation.
- The matching tool was developed late in the process and hence was not fully used. Its development should have been planned earlier in the process. Nevertheless it has potential application on other operational contexts.
- Working conditions and tools need to be accessible to ensure effective collaboration and to ensure the delivery of results. With hindsight it is apparent that EASO should have negotiated with the Greek authorities to ensure better access to internal working tools such as Alkyoni.
- The temporary nature of MS experts' deployment (high turnover – average deployment period of six weeks) led to a continuous investment in onboarding new arrivals. In the future longer term deployments, especially for junior experts, should be negotiated.

## 2. Support with handling outgoing Dublin take charge requests (Measure HEL 2)

The agreed objective of this Measure was to facilitate the processing of potential Dublin cases, including in the context of relocation, in which another MS would be responsible for examining the application for international protection, in a manner that respects the criteria of the Dublin Regulation, as well as the principles of equity, fairness and efficiency.

### Greek Dublin Unit - 2017 output

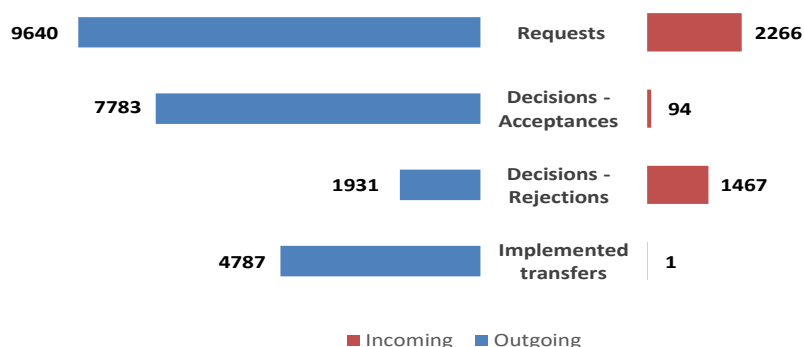


Figure 2: Output of Greek Dublin Unit in 2017<sup>4</sup>

Nine experts were deployed for the provision of on-demand advice, tools and presentations to support the Dublin Unit of the Greek Asylum Service (GAS) and six interim support staff supported the Dublin Unit.

Selected lessons learned were:

- Certain technical assistance tasks at times need to be undertaken exclusively in Greek language. To this extent, job descriptions or terms of reference of experts need to take into account language requirements;
- Prepare detailed deliverables in job descriptions, agreed with the national counterparts and work on processes to ensure efficiency gains (under implementation in 2018);
- Continue capacity building for the Greek Dublin Unit's caseworkers, focusing on the evolving needs and wider working environment;
- A number of useful tools were developed which can be shared and further adapted for Dublin work beyond Greece;
- Alternatives for infrastructure (containers) need to be explored in dialogue with the Greek authorities, especially in a longer term working setting;
- EASO's support to the Greek Dublin Unit could be more effective if supported by complementary activities with other MSs, in addition to activities of the EASO Network of Dublin Units.

<sup>4</sup> Source: Greek Asylum Service statistical data on Dublin Regulation procedures

### 3. Support with the implementation of the EU- Turkey statement and enhancement of the Asylum and Reception system (HEL 4)

The EU-Turkey Statement, agreed upon in March 2016, implied a significant change in the processing of asylum applications. The objective of this measure was to support the Greek authorities with processing applications for international protection within the Greek border procedure for asylum claims. EASO conducts interviews with the applicants for international protections and drafts opinions (on admissibility, eligibility or the merged workflow) which are submitted to the Greek Asylum Service for decision.

In 2017, EASO delivered the following contributions:

- Conduct 9,143 interviews (of which 4,832 related to the admissibility procedure, 2,958 to the merged workflow and 1,353 to the eligibility procedure);
- Draft 8,338 opinions;
- Conduct 650 vulnerability interviews;
- Produce 2,274 vulnerability assessments;
- Consolidate information and preparing files to facilitate second instance decisions;
- Secure the presence of interpreters in support of all asylum processes.
- Support to the drafting of SOPs, workflows and quality feedback. Quality feedback was provided on 124 cases and specific tools were developed (f.e. respective Iraq and Afghanistan Guides for interview).
- Support under the form of containers, IT equipment and security services

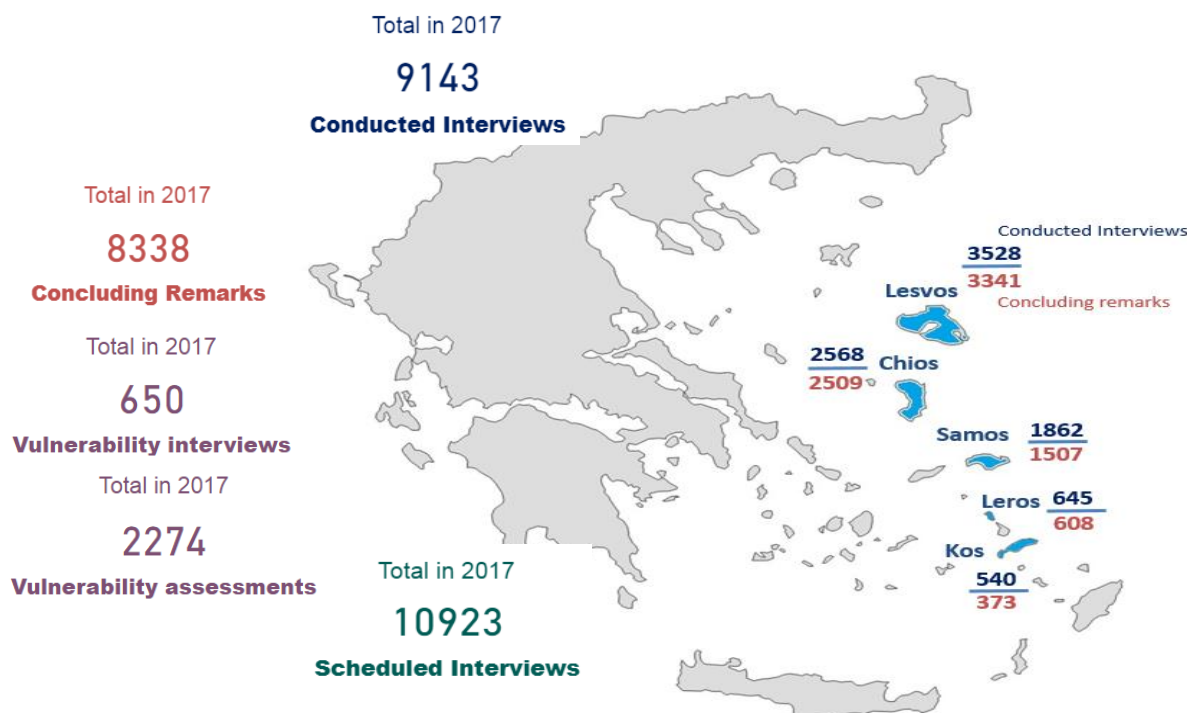
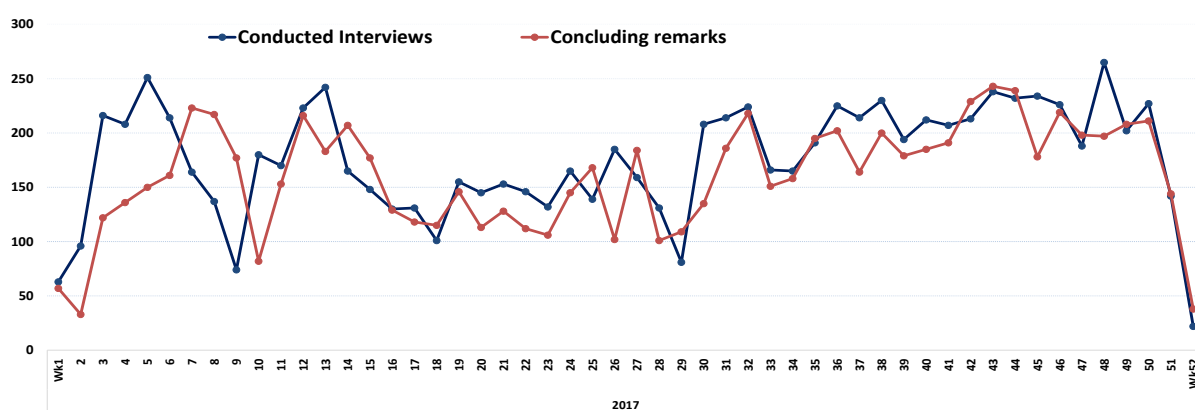


Figure 3: Overview of border procedure deliverables of EASO in the Greek hotspots in 2017

The support foreseen by the measure was 150 experts for 6 months; 15 Member States interpreters for 6 months and 135 interpreters. In practice in 2017, EASO deployed 308 MS experts for a wide range of timeframes with an estimated monthly presence of about 70 experts, 58 interim caseworkers, 25 interim registration assistants, 11 interim legal rapporteurs (seconded to the Appeals Authorities).

Summary of the main challenges and recommendations:

- There were challenges in terms of public management such as procurement, human resources and planning from Greek side;
- EASO was confronted with changing and evolving preconditions to properly plan, negotiate and procure the different actions.
- The unpredictable and volatile nature of arrivals of new applicants on the Greek territory increased the difficulty of planning and the risk of inefficiencies of deployed MS experts and engaged staff.
- Particularly in the hotspots, EASO's staff, MS experts and interim caseworkers performed their daily tasks in challenging working conditions, including limited security arrangements, difficult workspaces, strikes and coordination challenges.
- This Measure has been impacted by the complexity of the asylum procedure in the context of the EU-Turkey Statement and the legal limitations of EASO's direct involvement. This was combined with continuous changes to procedures and standard operating procedures (SOPs).
- The temporary nature of MS experts led to a continuous investment in onboarding newcomers and this creates inefficiencies. There is need to further define the different profiles in order to ensure accountability, quality and coherent workflows.
- EASO working so closely in partnership with the Greek asylum authorities is a precedent which needs to be explained to the larger public and in particular to civil society groups. EASO should consider an information campaign relating to its specific role and support to Greece.



**Figure 4:** Weekly numbers of conducted interviews and drafted concluding remarks in 2017. Figures relate to all persons affected by the interviews and the concluding remarks.



#### 4. Support with the enhancement of the Asylum and Reception system (Measure HEL 5)

RIS is the authority responsible for the management of Reception and Identification Centres in the five hotspots as well as in centres on the mainland. Greece has committed to increase its reception capacity and RIS requested EASO's support in its reception facilities. Whereas the signed OP foresaw hands-on assistance to be delivered by EASO, informal renegotiations between EASO and RIS proved crucial to redefine EASO's intervention, which included:

- EASO Train-the-Training Session, Reception Module targeting 10 RIS staff;
- Training in Identification of Persons with Special Needs (IPSN) tool in Chios, Kos and Lesbos;
- Vulnerability assessment template developed by EASO and shared with RIS;
- Provision of ICT equipment
- Technical specifications finalized by RIS and EASO on the resident badge system;
- Production of communication material for the hotspots;
- EASO Reception Experts deployed to Leros, Samos, Chios and Kos for practical support, advice on shelter allocation and briefing of newly hired staff;
- Workshops for the Center for Disease Prevention and Control Keelpno on vulnerability assessment;
- Secondment of 9 interim staff.

Summary of the main challenges and recommendations:

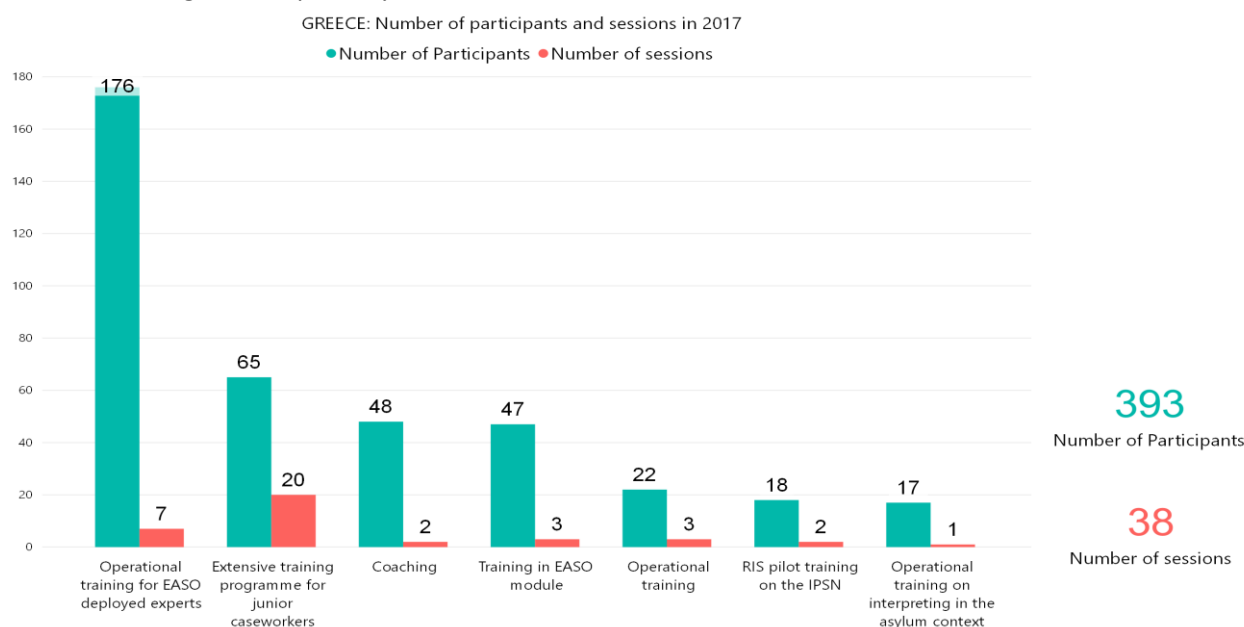
- The constant changes in management, vision and operational set-up of RIS had an adverse effect on the definition, planning and implementation of EASO support interventions.
- The Reception and Identification Centers are confronted with thousands of asylum seekers stranded on Greece's hotspots. Their presence puts under pressure the already-crowded RIS facilities.
- There may be an opportunity to work more strategically on the identification of specific areas of support that would be pursued together with RIS management.
- There is a need to engage continuously and strategically with the RIS management in order to ensure that best use is made of the available resources and activities are followed as per planned.

#### 5. Capacity building support (HEL 6, 7 and 8)

Measure HEL 6 has as its main objective strengthening the capacity of the Greek staff through further implementation of the EASO Training Curriculum. It envisages improved skills of trainers in delivering training to their colleagues. The 2017 EASO Progress Report indicates that 69 representatives of the Greek authorities took part in support measures such as training sessions and study visits. EASO conducted a series of training sessions targeting personnel of GAS and RIS, in addition to further capacity building activities targeting EASO interim staff and MS experts that would ultimately aim at increasing the quality of their work in support of the Greek authorities.

Measure HEL 7 refers to tailor-made ad-hoc workshops. It sets as its main objective the improvement of expertise of stakeholders involved in international protection and reception-related matters at first and second instance as well as the management of financial programs. In 2017, 21 representatives of the Greek authorities participated in relevant meetings in Malta, including on Dublin and quality.

Measure HEL 8 refers to study visits of Greek officials to EU MS with the goal of enhancing exchange and cooperation between the Greek authorities and other MS in the area of reception, expanding their institutional network and further strengthening their bilateral relations. While the 2017 OP referred to two study visits of approximately six participants, only one study visit to Belgium for four officials of the RIS and two EASO staff took place on in 2017. The visit focused on the residence badge system used in the Belgian Reception System.



**Figure 5:** Number of Greek participants and EASO training sessions in 2017 - Source: EASO Annual Training Report 2017

The main challenges and key recommendations included:

- There is a complementarity between workshops and training activities. Future efforts need to plan more precisely how synergies between the two approaches can be optimized;
- The limited availability of human resources within the Greek institutions did not allow the implementation of extensive training programmes;
- There is need for a structured capacity-building strategy with clear complementary goals and target audiences. A needs assessment could prioritize more urgent needs and support the planning of an agenda of activities such as trainings, workshops and study visits;
- There is a need to look into ways to increase training opportunities for Greek local authorities staff. Currently EASO operational training efforts primarily target interim staff and MS experts on specific job related requirements but synergies can be explored.

## 6. Project Management Support (HEL 9 and 10)

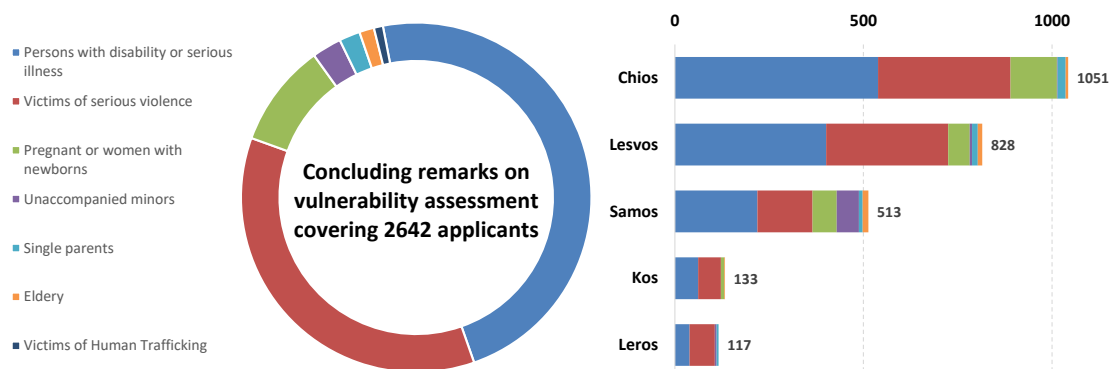
Measure HEL 9 intended to enhance capacity and knowledge of Greek officials in designing and implementing the necessary tools and systems to facilitate the management and maximise the use of EU funds and other financial resources and to set up a consistent and stable program with the available funds. The OP foresaw two activities with one expert deployed to relevant Ministries/Departments, depending on the specific needs of the Greek counterparts and the expertise of the deployed experts. In 2017, one expert was deployed to support with absorption of EU funds

Measure HEL 10 focused on support to RIS which was facing staff shortages to administer and manage multiple tasks related to first reception and reception of applicants for international protection. In 2017, two experts on EU funding and one interim support staff were deployed to RIS to support with this measure.

These two measures highlighted the importance -during identification and formulation of deliverables- to carefully assess the feasibility of the different support deliverables in a challenging public sector environment. A risk assessment may identify some of the main obstacles which can be mitigated through detailed joint workplans including SMART indicators. There is also need to agree with the authorities on key milestones in order to ensure that full use is made of the available resources. Future planning may need to embed “pre-condition” elements to ensure that the necessary conditions and commitments are in place before proceeding to action.

## 7. Practical support to enhance the identification and quality of the response to vulnerable applicants

Measure 11 aimed at strengthened capacity of the Reception and Identification Service and Asylum Service to identify, assess and refer vulnerable applicants to ensure that special procedural needs and special reception needs are appropriately addressed. Experts and interim support staff were deployed in accordance with the relevant measures of the special operating plan for Greece. Beyond the EASO guidance and support for vulnerability assessments during the asylum process (see measure 4), this measure provided practical support to enhance the identification and quality of the response to vulnerable applicants for RIS. This was achieved by means of the development of a medical/vulnerability template as well as training for the relevant staff. Moreover briefings and training for child protection officers were initiated.



**Figure 6:** Concluding remarks drafted in the framework of vulnerability assessments in the Greek hotspots in 2017 conducted in the framework of the border procedure, by type of vulnerability (left) and location (right)

The main challenges and key recommendations included:

- While the initiatives aimed at enhancing ownership and consensus building between different stakeholders with different organisational cultures, timely delivery of a template remained a challenge, especially taking into account the annuality of the Operational Plan.
- Developing harmonized procedures involving multiple stakeholders through a participative process takes time – these may be best accommodated using a multi-annual programmatic approach.
- With the deployment of multiple vulnerability experts on the islands, there is more potential for EASO quality support, in particular if the capacity of the vulnerability team in headquarters would be enhanced.
- Future interventions may need to focus more on referral pathways; this can enhance complementarity and synergies in process management.

The measure was implemented in a context where there was a shortage of vulnerability experts on the islands. EASO could explore different strategies to support the availability of vulnerability experts.

### III. CONCLUSIONS

The current OP 2017 took place in a complex, challenging and unpredictable environment. The capacity of Greek counterparts is still limited with challenges related to public financial management and evolving public governance and disproportionate migratory pressure.

During 2017, EASO's support focused on three main priority areas:

- Support to the implementation of the EU relocation programme;
- Support to the operationalisation of the EU-Turkey Statement;
- Capacity building of concerned national authorities on the Common European Asylum System (CEAS), with a particular focus on reception, identification, assessment and referral of vulnerable applicants.

EASO's performance has overall been positive. However, the particular design of the OP, which includes a combination of 12 hybrid measures of various sizes and relevance to the above priority areas, does not favour a rigid and objective appreciation of performance. The OP for example does not provide sufficient detail on the expected outputs and their targeted result indicators. Hence, from an evaluation point of view, it is difficult to measure performances and the current review only touches on elements of information that were gathered in a short time period.

EASO was referred to by most stakeholders as a relevant support organisation to the response to the migration crisis in Greece. While the OP remains relatively vague, much effort was undertaken to rapidly respond to the requests of the national counterparts in coordination with the different lead actors, in particular in the beginning of 2017. The emergency context of the operating environment must therefore be considered. Much effort was undertaken at central level to coordinate with key stakeholders.

Efficiency remains difficult to measure as data remains limited on the costing and outputs of the different interventions. Various stakeholders expressed their appreciation for the exceptional rapidness of EASO to respond to requests, especially in the first part of 2017. In terms of interviews and drafting of opinions, while it is recognised that EASO instituted quality check mechanisms, there is a need for closer monitoring in order to assess to what extent EASO case workers are producing results in the most efficient way. While processing time may have reduced significantly in terms of first decisions, it remains above the deadlines as a reference. The processing time in the interviews was reduced by making more efficient use of infrastructure, use of additional caseworkers under interim contracts, working in shifts and the setting up of a helpdesk for the caseworkers. Beyond the staff inputs, the OP has not taken into account the necessary working infrastructure to allow decent working conditions for staff. Special effort was undertaken to improve the processing time but the complexity and unpredictability of the processing procedures in a challenging public service context do not facilitate optimal use of resources.

Most interviewees were of the opinion that EASO effectively delivered in relation to the respective measures. In 2017 EASO provided more than it committed to in the OP 2017. Infrastructure support, the use of interim workers and the deployment of the rapporteurs to support the judges of the Appeal

Committees for example were added. Where effectiveness was limited, this often was linked with institutional challenges and inefficiencies. In certain circumstances, the case workers could have been used in a more optimal way, thus resulting in increased quality. Efforts were undertaken to prepare the experts before the assignments, which was in particular relevant for the junior experts. On relocation, EASO ultimately delivered what was agreed.

EASO's support is likely to have produced a significant impact on the Greek asylum system, in particular with relation to the relocation programme and the implementation of the EU-Turkey statement.

The sustainability of EASO's intervention remains a challenge, in particular with relation to the EU Turkey statement implementation. The Greek authorities see the migration problem as an EU wide problem. While most interviewed national counterparts recognise the intrinsic weaknesses of the Greek public services to plan, budget, procure and oversee public services in a timely manner, they expect the EU and by extension EASO to stand by under the current migration crisis at this critical juncture. While various agencies are progressively preparing withdrawal such as UNHCR and DG ECHO, key stakeholders are of the opinion that EASO should not withdraw too early. In a very short timeframe, EASO has remained committed to support the Greek authorities on selected components of this very challenging task. Support to a MS under disproportionate pressure is part of its mandate, but there is no clarity as yet in terms of the duration of EASO support towards a possible exit.

The intervention in Greece has given EASO much visibility both at European policy level and in country at the hotspots. EASO is seen by many as the agency of the European Union supporting Greece under pressure. But the nature of the visibility remains challenging as some of the measures are not very popular in the public opinion.

EASO, especially in early 2017, was very flexible in responding to continuously changing demands and filled a number of critical gaps which facilitated the Greek authorities in coping with the migratory pressure. While much of this support was ad hoc in nature, it seems that –with a longer term exit perspective in mind- there is scope to rethink the strengths and weaknesses of the strategy. This should lead to a transition process where certain tasks are returned to the Greek authorities while others may further evolve in function of policy, legal and technical expertise development, possibly linked with a future mandate for EASO.

#### IV. MAIN RECOMMENDATIONS

*Recommendation 1: Improve the intervention logic to make the EASO Operating Plan strategic, coherent and pragmatic*

A longer-term programming approach would facilitate the implementation of an intervention logic with clear milestones and building on a needs assessment. The current intervention logic has some challenges such as:

- Data is limited to output level. It would be useful to place these in a larger context (outcome and impact levels), by for instance drawing a connection with the CEAS or international standards.
- There is a need for coherence in the planning of operational interventions, as EASO currently has two parallel planning exercises (financial and operational).
- A clear distinction should be made between outputs and inputs. In the 2017 OP, these are both described as deliverables. Beyond the staff inputs, the OP should take into account the needed infrastructure and support functions to allow minimum, safe and sustainable working conditions for staff involved in operations.
- There are no baselines and limited targets which makes it difficult to measure if the projected results have been achieved through the production of meaningful indicators.
- Some of the deliverables foreseen in the 2017 OP to Greece were not realistic and were not taking into account absorption capacity and institutional challenges.

*Recommendation 2: Prioritize key EASO expertise, added value, leverage and complementarity*

EASO has a very specific and technical mandate and the operational activities allow the organisation to put into practice some of the tools, expertise and knowledge developed by its different sectors. To this extent the country-specific operational plans can benefit from this expertise, but can also be instrumental to allow feedback mechanisms for policy changes in practice. This planning exercise could build on a needs assessment and propose a prioritisation of the use of EASO expertise taking into account complementarity and added value issues.

*Recommendation 3: When considering increased support, ensure adequate mobilization of human resources, processes and infrastructures.*

The mobilisation of human resources is a core function of EASO's operations. There is need to guarantee the delicate balance between efficient, flexible and rapid interventions on one hand and strong support functions ensuring adequate working conditions on the other. While appreciating that EASO's rapid expansion in Greece occurred as a result of emergency needs, there is a need to take into account organisational response capacities, risks and needs prior to committing to interventions. EASO's operations are mostly centered around the human resources factor and hence their efficiency and effectiveness depends greatly on the way these resources are planned, coordinated and managed.

*Recommendation 4: Align operational and financial planning and monitoring where possible*

Although the review of financial management falls beyond the scope of this exercise, the limited data gathered by this review underline the need for a stronger planning exercise through the implementation of activity-based costing with clear reference to measures (or results). Estimating costing for predefined units of intervention may prove very useful in priority setting and ultimately



monitoring and assessing efficiency of operations. This may also prove useful in the context of possible future contingency planning where a costed EASO member state “special support package” could be developed as a stand-by under the conditions of a predefined emergency situation.

*Recommendation 5: Carefully review the visibility of EASO operations in line with its mandate*

EASO was seen by many as the executive agency of the European Union supporting Greece under pressure. The nature of the visibility however remains challenging as some of the measures are not very popular in the Greek public opinion. There is a need to explain the role and the limitations of EASO interventions to different target groups and specific constituencies such as the larger public, the non-governmental sector, the migrant community and the authorities. Recognising that EASO operates in a politically sensitive environment, EASO is also bound to report to its Management Board and its larger constituency to communicate about performance and progress of its operations. To this extent, it needs to design in agreement with the supported MS a way to communicate its operations.

*Recommendation 6: Establish an integrated knowledge management and applied learning approach*

The OP includes various capacity building events. Some of these build on the core EASO training offer, while others have a more localised approach. It was observed that EASO capacity building was highly appreciated when it built on specialised tools developed by EASO which could be adapted to the local context. Alternatively, local good practices and lessons learned have a relevant potential to be sources of knowledge to be integrated in learning packages. For EASO to enhance its added value and leadership on subject matters related to its mandate, it is key that a more structured and planned approach to knowledge management and applied learning is integrated in the OPs.

*Recommendation 7: Work towards appropriate exit strategies and sustainability plans where possible*

Wherever possible, the operational support should be framed into a dynamic of progressive handover to the MS. The operational support should be considered as a timely response to a MS under stress, but not as a continuous effort replacing core functions of the MS. To this extent, change results indicators should be developed and monitored in order to appreciate to what extent support has graduated and can now be fully handed back to the MS. EASO’s operational interventions aim to provide support to the MSs under significant pressure, and this often coincides with situations of emergency. The inclusion of sustainability elements -including an exit strategy- in the OPs can produce longer term positive effects on the capacity of MS to respond to migration challenges.