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Final Evaluation of the Project

“Addressing the needs of Stranded and Vulnerable Migrants in Targeted Sending, Transit and Receiving Countries”

IOM Project Funded by the European Union (Feb. 2015 – Jul. 2017)

FINAL REPORT

Prepared by Altai Consulting for IOM Morocco – July 2018



List of Acronyms

ALCS	Association de Lutte Contre le Sida / Association for the Fight Against AIDS
ANAPEC	Agence Nationale de Promotion de l'Emploi et des Compétences / National Agency for the Promotion of Employment and Skills
AVRR	Assisted Voluntary Return and Reintegration
BID	Best interests of the child determination
CECOJ	Centre d'Ecoute et d'Orientation des Jeunes / Youth Occupational Orientation Centres
CMC	Case Management Committee
CNDH	Conseil National des Droits de l'Homme / National Human Rights Council
CNLCT	Comité National de Lutte Contre la Traite des Personnes / National Committee for the Fight against Human Trafficking
CoDs	Countries of destination
CoOs	Countries of origin
CSOs	Civil Society Organizations
CVT	Centre for Victims of Trafficking
DICOMA	Association Diaspora Congolaise au Maroc / Association for the Congolese Diaspora in Morocco
DRC	Danish Refugee Council
IPNA	Immigration, Passports and Naturalization Authority
EUTF	European Union Trust Fund
FEDSAIL	Federal agency responsible for the reception of asylum seekers
FSMMIDA	Federal Small Medium Manufacturing Industry Development Agency
GADEM	Groupe Antiraciste d'Accompagnement et de Défense des Etrangers et Migrants / Anti-racist Group for the Defense and Accompaniment of Foreigners and Immigrants
GoE	Government of Ethiopia
GoM	Government of Morocco
GoT	Government of Tanzania
HEW	Health Extension Workers
IGAD	Inter-Governmental Authority for Development
IOM	International Organization for Migration
ISIC	Institut Supérieur de l'Information et de la Communication / Information and Communication Institute
MAEC	Ministry of Foreign Affairs and Cooperation
MCMREAM	Ministère chargé des Marocains Résidant à l'étranger et des Affaires de la Migration / Ministry for Moroccans Living Abroad and Migration

MoFA	Ministry of Foreign Affairs
MoHA	Ministry of Home Affairs
MoJ	Moroccan Ministry of Justice and Freedoms
PWG	Protection Working Group
RTM	Regional technical meetings
SNIA	National Strategy on Immigration and Asylum
SNNP	Southern Nations, Nationalities, Peoples Region
TCTA	Tanzania Correctional Training Academy
ToT	Training of Trainers
UMCs	Unaccompanied minor children
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
VoTs	Victims of trafficking

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EXECUTIVE SUMMARY

The final evaluation of the European Union-funded project “Addressing the needs of stranded and vulnerable migrants in targeted sending, transit and receiving countries”, under the auspices of the EU Directorate-General for International Cooperation and Development (DEVCO), aims to measure the project’s performance against the OECD evaluation criteria of effectiveness, efficiency, relevance, sustainability and impact as they apply to the IOM mandate. The evaluation sought to extract key lessons of the program to support IOM Assisted Voluntary Return and Reintegration (AVRR) Morocco in following best practices and lessons learned as identified throughout the implementation of the project.

The project’s overarching objective was to contribute to developing Human Rights-based migration management approaches to address the needs of stranded and vulnerable migrants in targeted sending, transit and receiving countries. The main targeted countries were Morocco, Tanzania and Yemen as well as countries of origin of migrants in these countries (Ethiopia, Cameroon, Guinea, Côte d’Ivoire, Nigeria). Specifically, the project was articulated around three components: the capacity-building of migrant host/transit countries and countries of origin; the development or complementing of AVRR operations, and the implementation of regional technical meetings to reinforce regional coordination and learning.

It found that all components were highly relevant. The capacity-building and regional coordination components in particular addressed an important gap of knowledge with respect to IOM activities, migration issues and trends, and other countries’ challenges and practices, while AVRR addresses a critical need in providing assistance to migrants who cannot or no longer want to remain in the country of destination and out of which a significant portion was identified as vulnerable according to precise project criteria.

The primary effect of the capacity-building and coordination components was a shift in perspectives of participants. Many participants of the capacity trainings noted that their view on migrants changed drastically. The media trainings also pushed journalists to engage in more fact-checking when reporting on migration issues. Participants to the regional technical meetings gained an understanding of other countries’ challenges and practices by being able to hold open and frank discussions. The AVRR component and organization of returns in particular was effective under some very challenging conditions (from the war in Yemen to significant staff workload). However, reintegration assistance was inadequate or insufficient and crucially suffered from the lack of systematic monitoring and follow-up on AVRR beneficiaries upon their return, despite some punctual monitoring missions being organized by the PMU and CMCs.

The overall impact of the project is difficult to evaluate, but certainly the capacity-building trainings led to concrete change in practices among individuals who work directly with migrants, and there is a willingness to update approaches to migration management. AVRR’s impact was limited by the design of reintegration assistance (including support measures and financial assistance), but some externalities were noticed as returnees have been found to communicate the risks of illegal immigration. Yet, the project’s sustainability is limited as the relationship-building between countries and institutions has generally not reached a level where it will be naturally sustained. Overall management of the project was found to be efficient, although more country-level coordination would be beneficial.

The challenges were numerous as the program was spread thin between a very large set of activities and countries, with limitations of resources and contextual difficulties (political, security and logistical). Despite a number of limitations highlighted and areas of opportunity identified to improve the programmatic approach, IOM was able to meet most of the challenges raised by this project.

This project is one of the first of its kind in the region and should therefore be credited for having opened new doors in different fields, especially in light of growing displacement and migration flows inside Africa. **As the necessity for regional actors to work together intensifies, the project provides a significant set of lessons and recommendations on the challenges regional cooperation entails, so that future program planners may build its strengths and overcome its weaknesses.**

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1 INTRODUCTION

1.1 BACKGROUND

The European Union-funded project “Addressing the needs of stranded and vulnerable migrants in targeted sending, transit and receiving countries”, under the auspices of the EU Directorate-General for International Cooperation and Development (DEVCO), aimed to contribute to developing Human Rights-based migration management approaches to address the needs of stranded and vulnerable migrants in targeted sending, transit and receiving countries. The main targeted countries were Morocco, Tanzania and Yemen as well as countries of origin (CoOs) of migrants in these countries (Ethiopia, Cameroon, Guinea, Côte d’Ivoire, Nigeria).

The authorities of Morocco, Tanzania and Yemen had recognized the need to address the challenges related to the situation of stranded migrants and mixed flows in their territories and had expressed interest to address these issues with external support.

More specifically, the project intended to contribute to improving the capacities of the migrant host/transit countries and countries of origin to address the situation in the longer term while at the same time addressing the immediate needs of the stranded and vulnerable migrants in these countries. It intended to complement planned or ongoing development operations in the target countries and/or those of voluntary return and reintegration (AVRR). Moreover, the project also included a cross-cutting element of awareness-raising and exchange of experiences and best practices among the participating countries.

The project was implemented over 30 months, between February 2015 and July 2017.

1.2 OBJECTIVES OF THE EVALUATION

1.2.1 OVERALL OBJECTIVE

The final evaluation of the project measures project performance against the OECD evaluation criteria of **effectiveness, efficiency, relevance, sustainability and impact** as they apply to the IOM (International Organization for Migration) mandate.

On this basis, the evaluation extracts the key lessons of the program support IOM in following best practices and lessons learned as identified throughout the implementation of the project.

This report delves into each set of project activities (capacity building, AVRR and regional coordination), providing a thorough evaluation of each component against the evaluation criteria of effectiveness, relevance, sustainability and impact, as well as a summary of strengths and weaknesses, together with opportunities and challenges, in each instance. While the relevance, effectiveness and impact are analyzed separately for each component in order to take into account the very different nature of each activity of the portfolio, it was judged more adequate to analyze the efficiency of the program, as well as cross-cutting criteria of gender and do-no-harm and finally lessons learned. This approach allows for country- and activity-specific analysis of lessons learned in addition to portfolio-wide ones.

1.2.2 SPECIFIC OBJECTIVES

As per the evaluation’s terms of reference, the specific objectives of the external evaluation were to:

- Determine the relevance and the impact of the project;
- Assess the achievement of project results against indicators;
- Identify strengths and weaknesses, opportunities and challenges and any external factors that might have affected the achievement of the immediate objectives and the delivery of the outputs;
- Identify best practices and lessons learned during the project implementation;

- Provide concrete recommendations for future design and implementation of projects/programs based on evaluation findings and conclusions; Highlight recommendations for ensuring the sustainability of results.

1.3 METHODOLOGY

As agreed with IOM Morocco, the scope of the evaluation focused on observations and interviews with stakeholders from Morocco, Yemen, Tanzania, as well as Guinea and Ethiopia as CoOs (countries of origin) concerned. One of the main reasons why Guinea and Ethiopia were selected for the evaluation process is that Ethiopian and Guinean stranded migrants were the biggest beneficiary groups in this project.

The approach was qualitative in essence, since the breadth of the activity portfolio (countries and types of activities) and the limitations of time and resources available for the evaluation would not have allowed for a quantitative or a longitudinal approach. As a result, the findings presented are based on qualitative observations and interviews. However, we believe that this approach and the methodological framework used allowed for an **insightful evaluation of the portfolio and the identification of opportunities for activities to be further developed in the future.**

The methodology consisted of:

- **A desk review** of all project documents provided by the IOM offices, including project design documents, donor project reports, activities and meeting reports, monitoring visits reports and internal evaluations. Other resources were also reviewed to better understand the project contexts.
- A total of **70 key informant interviews with stakeholders involved in project activities**, including government authorities (members of key partner ministries or government agencies involved in migration management) and civil society organizations. The majority of the informants interviewed were nonetheless based in capital cities of the countries selected in the scope of the evaluation.
- **Individual interviews and FGDs with 43 returnees¹** including: Guinean returnees (8 interviews and a FGD with 9 participants), and Ethiopian returnees (3 FGDs gathering 26 participants in total, mostly young males in their early 20s all coming from the Southern Nations, Nationalities, Peoples Region (SNNP).

Table 1: Number of KIIs

Target Group	Number of interviews					
	Morocco	Tanzania	Yemen (phone)	Guinea	Ethiopia	DEVCO
IOM Missions	3	3	2	3	2	-
Government officials	9	11	2	6	3	-
Other stakeholders (NGOs, international organizations, CSOs, EU Delegations)	14	3	-	4	4	1
Total	70 KIIs					

¹ It should be noted that only a few interviews with returnees were budgeted in this evaluation and were not meant to be representative but a qualitative exercise.

Table 2: Number of FGDs

Target Group	Number of Focus Group Discussions / Individual Interviews	
	Guinea	Ethiopia
Returnees	1 FGD (9 Participants)	3 FGDs (26 participants)
	8 individual interviews	
Total	4 FGD (35 participants)	
	8 individual interviews	

The methodology presented some limitations:

- The key limitation of this evaluation is that, in agreement with IOM, only two CoOs were included in the scope of the evaluation. Therefore, the evaluation was not meant to accomplish a comprehensive assessment of the project in its entirety.
- Given budget and time constraints, the evaluator could collect returnee FGD data in a limited number of areas with returnees to evaluate the reintegration component of the project. A comprehensive qualitative assessment of reintegration would require covering more sites and conduct separate focus groups with vulnerable migrants, with children migrants, and include additional FGDs with members of the community to factor in their point of view on reintegration.
- Considering that the researcher was not able to travel to Yemen for security reasons, interviews with stakeholders were conducted over the phone, which effected the volume and quality of the interviews.

Within the confines of the evaluation approach defined, it has been challenging to gather evidence of positive changes of the public opinion towards migrants in the countries of destination [CoDs] as an outcome of media training.

2 CAPACITY-BUILDING COMPONENTS

Capacity-building components were generally found to adequately respond to the needs expressed in the initial assessment phase. Their design was based on an interesting combination of studies and workshops, and they brought together a variety of audiences that permitted a dialogue across institutions. The downside of this approach was a limited depth in terms of skills development, but this component could provide a solid base for the development of future programs that are focused on the different institutions with a longer-term approach and more time spent on developing capacity and developing migration management strategies and policies. In that sense, the capacity-building components can be considered a first step to bring together and educating key staff of various institutions and organizations with migration management concepts, and an initiative to be further developed across the next generation of programs.

2.1 BACKGROUND & ACTIVITIES

2.1.1 BACKGROUND

The overall objective of this component was to reinforce the capacity of Morocco and Tanzania and the main CoOs' authorities and selected civil society organizations to provide assistance and manage vulnerable and stranded migrants.

In order to reach this objective, the project carried out various thematic trainings. Topics and content were determined based on the findings of capacity-building needs assessments commissioned by IOM. Two study tours for a delegation of Moroccan officials were also arranged in Belgium and in Côte d'Ivoire. Media trainings in Morocco and Tanzania were added to ensure a fairer coverage of migration issues and ultimately contribute to positively shift public opinion and increase, in the long run, the willingness of the government to maintain efforts towards protection of vulnerable migrants and handling them in accordance with Human Rights principles. Due to the crisis in Yemen, where the war broke out at the end of March 2015, no capacity-building activities were carried out in Yemen, nor could Yemeni stakeholders join the trainings organized in Morocco or Tanzania.

2.1.2 ACTIVITIES

IOM Morocco organized in Rabat five thematic trainings on key aspects of migration management, as follows:

Table 3: Thematic trainings in Morocco

Title	Content	Number of participants
Psychosocial assistance to stranded and vulnerable migrants (training workshop and roundtable)	Migration trends in MENA, psychosocial dimensions of migration; psychosocial issues with victims of trafficking (VoTs) and minors; concepts, needs and resources of psychosocial assistance (including institutional response); information management about migrants.	39

Return and Reintegration- training workshop	Global trends and problems of migration in general; concepts and tools of assistance in return and reintegration; actors of AVRR; return management; identification of vulnerable migrants; assistance to VoT; migration policy in Morocco; effective practices in reintegration; community-based approach of reintegration	30
Return Reintegration Unaccompanied Migrant Children and of	International legal instruments regarding unaccompanied minor children (UMC); national legal frameworks, UMC migration patterns and trends in West Africa; best interest of the child determination (including in the context of voluntary return); protection, assistance and referral of UMC; return and reintegration of UMC	37
International Migration Law training workshop	Migration fluxes and routes in MENA; information on AVRR program; migration in Morocco and migration policy; mixed migration (actors involved in migration management and international conventions on migrants' rights and Human Rights; rights of returnees in Africa; entry in country of return; vulnerable groups in context of return; comparison of national legal frameworks related to vulnerable and stranded migrants	23
Assistance to victims of trafficking training workshop	Legal framework of human trafficking and concepts; mapping of actors fighting trafficking in Morocco; good practices in identification and referral of VoT; international and regional systems of identification, assistance and return and reintegration of vulnerable migrants (including information on AVRR)	23

For this set of topical trainings, IOM had targeted key actors in migration management in Morocco and invited representatives of main CoOs who travelled to Morocco (namely Côte d'Ivoire, Cameroon, Guinea and Nigeria). In all trainings, Moroccan actors represented the largest group among participants (at least two-thirds of participants in each training were coming from Moroccan partner entities). This was due to budget constraints in inviting members from CoOs.

Trainers were a mix of international staff (often staff from IOM headquarters, but also Regional Offices in Cairo and Dakar), who are both experts in the field and seasoned trainers, along with national experts and GoM representatives.

As a companion to each training in Morocco, IOM commissioned an external expert to prepare a study on a specific problem related to the training focus. These studies were not only intended to enrich the training content and foster discussions between actors from different countries, but their results would later be incorporated into IOM programming. Thematic studies were first submitted to the Steering Committee who could then provide input on said studies before being shared. IOM's intention was to share these studies with key stakeholders and ensure that the knowledge disseminated would then be durably accessible. Thereby, the project generated the following studies, written in French:

- Guidelines on identification and referral of vulnerable migrants;
- community-based approach to reintegration;
- mapping of psychosocial assistance of vulnerable and stranded migrants in the Moroccan context;

- foreign victims of trafficking in Morocco; and
- guidelines on the determination of the best interest of the child in the context of return of unaccompanied migrant children.

To complement trainings, a study tour was held in Belgium from 2–6 July 2017. Participants included three government representatives from the Moroccan Ministry of Foreign Affairs and Cooperation, the Ministry for Moroccans Living Abroad and Migration Affairs (MCMREAM) and *Entraide Nationale*, respectively, as well as two IOM staff members and a representative of DEVCO in Brussels who joined in some visits. The study tour incorporated theoretical and practical learning, with the overall objective of observing how Belgian authorities and their partners run their voluntary return programs, in order to identify good practices. The Moroccan delegation attended operational visits demonstrating the daily work of Belgian authorities with migrants, held discussions with the Antwerp municipal authorities and visited a reception center for migrants at the Antwerp airport. The delegation also toured the facilities of the FEDSAIL, the federal agency responsible for the reception of asylum seekers.

Another study tour was also organized in Cote d'Ivoire from 8–10 November 2016 involving four representatives from the Moroccan government² as well as two IOM staff and one representative from the EU Delegation to Morocco. The study tour offered an opportunity for Moroccan and Ivorian authorities to meet and share good practices and reinforce coordination efforts for returnee reintegration processes. The Moroccan delegation also met with IOM Côte d'Ivoire and some of the AVRRE project beneficiaries.

IOM Morocco included a media training component in the project based on the rationale that migrants are denigrated in Morocco and Tanzania. This is particularly challenging in Morocco where migrants are often presented in the media as violent and a burden on the economy. The media training in Morocco targeted students of ISIC (Institut Supérieur de l'Information et de la Communication/Information and Communication Institute). At that time, ISIC was launching a Master of Media and Migration, with the support of IOM. The training is a rather new initiative, differing from pre-existing media training initiatives in Morocco generally targeting working journalists: the "Operation Al Wassit" project offered professional trainings (in French) for journalists on migration in 2017, trainings by the *Institut PANOS* as well as UNESCO. Of note, IOM, in partnership with UNHCR, is currently undertaking journalist training in the same direction through the EU-funded RDPP project.

As it was done to support other training components, IOM Morocco commissioned a study on the influence of media over the public opinion on migration-related issues, and its preliminary findings were presented during the training. The training involved a wide range of journalists and experts on media or migration issues. IOM also included testimonies of migrants as well. IOM trained 31 students over three days. Students had to apply to participate in the training and were selected based on their school records and a cover letter.

In Tanzania, the project capacity-building element shared a similar Expected Result as in Morocco: namely that authorities and key countries of origin are better able to address challenges related to stranded and vulnerable migrants, including the strengthening of return processes and assistance in CoOs.

However, **IOM had a different focus, both in terms of topics of training and the types of target groups and approach.** Given that the civil society's ability to assist migrants is barely existent, IOM Tanzania targeted government institutions only: the target beneficiaries were officers from the Ministry of Home Affairs' (MoHA) Department of Immigration, Department of Police force and the Department of Prisons. These institutions have been long-term partners of IOM work in Tanzania. At the same time, the training program reached out not only to officers in central offices but also to law enforcement officers in priority regions selected because of the high presence of migrants. Thematically, the training program covered migration management under the prism of Human Rights and migrants' protection.

² The Moroccan governmental institutions involved were *Entraide Nationale*, Ministry of Foreign Affairs and Cooperation, Ministry of Interior, and MCMREAM.

In terms of approach, **IOM Tanzania chose to rely on a Training of Trainers (ToT) strategy to reach out to the largest audience.** The first ToT included modules aimed at furthering the teaching skills of trainers before focusing on the specific migration-related topics.

IOM Tanzania's set of migration trainings is summarized in the table below:

Table 4: Trainings in Tanzania

Date	Location	Training topic and content	Type of Participants	Number of participants
Apr 2015	Moshi	ToT on teaching methods and protection-sensitive migration management (1-week training): teaching skills, mixed migration flows and trafficking, victim identification, victim assistance, investigations, interviewing of vulnerable migrants	Middle-ranking Immigration and Police, Prison department officers from central offices	21
Aug 2015	Moshi	Migrants' Rights (Human Rights law, migrants' rights in Tanzania, migration management, VoT, vulnerable migrants, IOM assistance)	Law enforcement officials (10 immigration officers, 7 police officers and 8 prison officers working from regions with high numbers of irregular migrations notably: Kilimanjaro, Tanga, Coast, Iringa, Mtwara and Lindi.)	25
Oct 2016	Tanga	Migrants Rights for Local Government officials (mixed migration flows and types of migrants, Human Rights law, migrants' rights in Tanzania, migration management, IOM assistance)	Local government officers in 4 districts (16 Ward Executive officers, 5 Community Development officers, 4 Social welfare officers, 4 Immigration officers.)	29
Nov 2016	Arusha	ToT on migration management (mixed migration flows and trafficking, victim identification, victim assistance, investigations)	Middle-ranking Immigration and Police, Prison Department officers from central offices	18
Jan 2017	Bagamayo	Migrants' Rights (Human Rights law, migrants' rights in Tanzania, migration management, VoT, vulnerable migrants, IOM assistance)	Law enforcement officials (8 mid-level officers from Police, 8 from Prison and 8 from Immigration) working in 7 regions with numerous irregular migrants	24

The training program design was not entirely rooted in the needs assessment findings, which focused on the registration component. The key adjustment to the thematic training program was based on the fact that local government authorities were added to the target groups. As the first

responders, the assessment highlighted the importance that these local officials have some knowledge of migration law and can collaborate effectively with the Immigration Department. This collaboration was especially important in reinforcing proper procedures for handling irregular migrants, especially the more vulnerable individuals. IOM staff were satisfied with the needs assessment, and the report was well received by the government and partners. Overall, the needs assessment focused on the alignment capacity of local government authorities with the registration component.

In addition to the migration-specific trainings, a Training of Trainers (ToT) workshop was conducted in May 2016 to train Information Technology personnel on the SoPs for e-registration and gain operational skills needed for the e-registration application.³

In collaboration with the UNHCR, IOM coordinated a three-day **media training workshop** entitled, “*Understanding and Reporting on the Needs of Stranded, Vulnerable and Irregular Migrants in Tanzania.*” The workshop was attended by 26 journalists, from the Iringa and Mbeya press clubs. The participants were selected based on their frequent involvement in reporting on migrant issues. A second training was held in Arusha and attended by 24 journalists. An important share of participants was selected from local media outlets in regions with a high flow of migrants crossing through Tanzania.

In Ethiopia, IOM’s capacity-building strategy principally targeted governmental actors in the four main emigration regions in the country: Amhara, Oromia, Southern Nations, Nationalities, and Peoples, and Tigray regional states.

It sought to **build capacities in reintegration support and psychosocial training**, working closely with the Protection Working Group (PWG), a committee already created by the Ethiopian government to focus on reintegration issues at the federal and regional levels (see more information on PWG in the Section 3.1.2).

IOM also worked directly in collaboration with the national “Task Force to Combat Trafficking” committee sub-groups, including the Ministry of Foreign Affairs’ Consular Affairs department, for assistance to return and reintegration of irregular migrants. Another major partner was the Federal Small Medium Manufacturing Industry Development Agency (FSMMIDA), which has conducted several other returnee reintegration projects with IOM.

10 training sessions and workshops, and one training of trainers (ToT) session, were organized:

- Eight workshops conducted, two for each of the four regions, targeting senior PWG staff and attended by 258 participants (79.1% male) in total. The trainings aimed to enhance the capacities of actors involved in the reintegration process, notably with regards to vulnerable returnees (theoretical framework, guiding principles of reintegration, practical counselling, effective use of referral mechanisms).
- Two training sessions were organized in Amhara and Oromia for 48 healthcare professionals and social workers from district (*woreda*)-level centers (78.7% male), facilitated by the Center for Victims of Trafficking (CVT). The CVT focused on improving psychosocial assistance to vulnerable returnees, through a combination of theory and practical cases emphasizing the specific issues faced by traumatized returnees, including stigmatization and a sense of shame and isolation. Indirectly, the trainings targeted Health Extension Workers (HEW), who are

³ Indeed, the project initiated the implementation of an electronic registration (e-registration) system to enable Tanzanian immigration and police services to collect biographic and biometric data on irregular migrants. The need was confirmed by the needs assessment conducted in the first phase of the program. The system was piloted in 32 district and regional immigration offices in regions with high numbers of migrants. IOM intended to allow the government to gather relevant data with the intention of an increased involvement of the authorities in carrying out voluntary returns in a safe manner. IOM provided immigration officers with e-registration equipment and, using a ToT approach, taught them how to use it. Alongside the trainings and equipment, a database has been developed to centralize the data, but it is not yet operating. At the end of the project, 280 irregular migrants were registered and given protection cards. The interviews highlighted that the e-registration pilot is a success so far. However, the initiative would need to be rolled out at the national level to fulfil its purpose. During the evaluation, only one immigration inspector who took part in the ToT could be interviewed and reported having trained four officers under his supervision. No data could be collected on the extent to which the trainers have trained their peers. The inspector reported that his team is now able to obtain biometric data independently.

attached to these health centers and reach out to the community directly to provide care through mentoring and supervision by the targeted health professionals.

- Finally, the ToT was held in Adama town, involving 22 attendees (including 4 women – or 18.2%) from the Ministry of Health.

These activities reached a total of 328 participants, largely exceeding the initial project target of 100 stakeholders.

2.2 RELEVANCE OF CAPACITY BUILDING ACTIVITIES

To ensure the relevance of the capacity-building component, the project team commissioned capacity-building needs assessments in Morocco, Tanzania and Ethiopia⁴. Each needs assessment had the objectives to identify existing capacities of key potential actors from the government and civil society who could be involved in the project, evaluate the priority topics that were needed to increase actors' ability to manage migration fluxes, enhance protection of migrants' rights and suggest a capacity building plan for the project. Overall, the capacity-building program was fairly aligned with needs assessments' findings.

In the **Tanzanian context**, it is of note that many efforts had previously been conducted by IOM to build the capacity of authorities, in particular in the field of border management. However, based on the objectives of the program around vulnerable and stranded migrants, a gap was identified in the Immigration, Prison and Police Departments of the MoHA to lay the ground for a more humane treatment of irregular migrants and develop a better understanding of migrants' situation, specific needs and rights.

The quality and accuracy of the needs assessment report allowed for an adequate design of the capacity-building program in Tanzania. Inter alia, the needs assessment allowed to identify precisely the right actors to be supported within the three departments of the MoHA and suggested to bring local government entities into the training as well (such as ward executive officers or district councils).

In addition, a specific training module on e-registration was added to consolidate the efforts IOM had started in that field since 2014, and in line with the Government of Tanzania (GoT)'s willingness to pursue the e-registration of irregular migrants.

In Ethiopia, the comprehensive evaluation of capacity-building needs revealed several priority areas for capacity-building in the provision of reintegration services to vulnerable returnees in Ethiopia, notably the absence of government psychosocial support services leading returnees to be referred directly to health centers and the lack of a referral network for recovery and reintegration.

In Morocco, the capacity-building component was an opportunity to mobilize a number of institutions around migration management concepts and raise the attention of a number of audiences to create a positive dynamic around migration, trigger collaboration and pave the way for future trainings to be organized in a more targeted manner.

The project was very relevant in designing a mix of capacity-building approaches and methods: in addition to trainings, the project included the development of research studies related to the theme covered by the trainings, as well as study tours targeting Moroccan authorities so they could observe and learn *in situ* both about return assistance and reintegration aspects in the CoOs, and a few on-the-

⁴ The curriculum for trainings was based on an externally-commissioned needs assessment. Needs assessments consisted of interviews with IOM partners and stakeholders. The needs assessment incorporated inputs from beneficiaries on the ground in Morocco as well as IOM officers working in countries of origin. However, foreign stakeholders were not directly consulted due to time and financial constraints, with the assessment instead relying on consultations with the IOM missions in countries of origin. In the CoOs. On a related note, given the widespread presence of IOM officials in the field, both in Morocco and the CoOs, one informant questioned the necessity of commissioning an external consultant to write a needs assessment on a topic and in a context in which IOM teams are already highly knowledgeable.

job sessions (that could not be assessed in this evaluation). All these approaches complemented each other effectively.

Moreover, mixing CoOs and CoDs officials in the trainings in Morocco was relevant too, in that it provided the opportunity to reinforce relationship-building and contribute to the project-specific objective of enhancing collaboration across countries and between countries of origin and destination. Mixing civil society and government officials was also relevant, as the Government of Morocco (GoM) needed to establish more connections and increase their collaborations to receive coherent assistance. As reported by some Moroccan officials during KIIs, the government is also seeking to establish more connections with NGOs.

The capacity-building component in Morocco also took place at a very timely juncture: With the ongoing implementation of the SNIA, key government actors involved in its implementation were in a good position to benefit from extra knowledge and training on migration assistance. Moreover, the SNIA tends to focus on regular migration and integration; therefore, building complementary knowledge on management of irregular migration based on Human Rights principles was of great relevance to the SNIA. The training on “assistance to Victims of Trafficking” (VoT) was also timely, taking place a couple of months after the law on trafficking was adopted in September 2016 (Law 27.14). The capacity-building initiative also came in the context of good political will on the part of the Moroccan government regarding migration.

Trends from the feedback received suggest that the participants considered the **training content quite relevant in Tanzania:** participants expressed interest in sessions focused on understanding vulnerabilities, migrant health and the rights of migrants with urgent medical needs.

In Morocco, however, **there was a sense that the content of the training was not relevant to each participant.** Feedback collected from key informants illustrates this, as representatives of the Moroccan Ministry of Justice and Freedoms (MoJ), for instance, found the review of Laws on Trafficking within the training on international migrant law very relevant, whereas the psychosocial assistance training was, on the contrary, not found relevant by those participants, who stated: “*This training was more important for social workers and actors who work directly with migrants*”. This audience found that there were too many people from central administration involved and, consequently, couldn’t see how they would be positioned to train others. According to them, it would have been more relevant and useful to involve people from the MoJ social and judicial assistance unit, in particular the person in charge of internal capacity-building. Other participants highlighted that this training was more appropriate for social workers and health workers. Overall, the selection of participants from the MoJ should have been more strategic, however the invitation and the agenda were sent to the SG who was then responsible to nominate relevant people – this was out of IOM’s hands. The *Entraide Nationale*, a public institution created to provide social assistance to the most bereft populations in Morocco, including migrants, is a key partner for IOM. With the attendance of either the head of the migration unit and/or social workers, *Entraide Nationale* were potentially represented at all the trainings. Representatives of the *Entraide Nationale* who were interviewed stated that they didn’t feel that there was overlap in terms of other trainings they receive from other actors, and they affirmed that there was continuity and depth of focus in the subjects covered.

Media training in Tanzania and Morocco addressed the need to tackle biased, inaccurate and negative representations of migrants. The IOM initiative under this program was therefore a first step in the direction of undertaking a more open analysis and producing a balanced narrative around migration and migration management, and it was in line with other expected results of the project, notably that of increasing governments’ accountability in terms of migration management. “*We wanted to reduce or avoid racist articles on migrants and thus mitigate discriminations in the long run*”, explained an IOM representative. IOM’s intention when designing media trainings was to prepare journalists to report in a more balanced fashion in hopes of positively influencing public perception of migrants. IOM’s objective is consistent with the recommendations of the 2013 CNDH (Conseil National des Droits de l’Homme/National Human Rights Council) report on migrants and Human Rights in Morocco.

According to informants reached, Tanzanian journalists habitually use only one source, most often the police, without further investigation, to cover migrant issues. With this in mind, the trainings in Tanzania

aimed to increase the capacity of journalists to develop accurate and fair reporting on migration issues. The trainings aimed to help journalists understand the vulnerability facing migrants—many of whom are asylum seekers, victims of violence or minors. As a related motivation for the trainings, a reliable and critical media can encourage the authorities to enact positive change on these issues.⁵

In Morocco, stigmatization has worsened over the last decade overall, even if temporary improvements were noticeable in the wake of King Mohammed VI's 2013 speech on immigration. Moreover, according to GADEM (Groupe Antiraciste d'Accompagnement et de Défense des Etrangers et Migrants / Anti-racist Group for the Defense and Accompaniment of Foreigners and Immigrants), as a result of negative coverage and public absorption of those messages, migrants themselves have a biased perception of Moroccan people, thinking that there is even more racism in that country than there actually is.

Since the King's speech on immigration, which initiated the development of the SNIA, Morocco has seen some improvements regarding perception of migrants⁶. Unfortunately, recent coverage linking migrants to unrest has seen that trend receding, with media coverage on migrants further degrading perceptions. Media outlets are not very independent⁷, and cases of intimidation of journalists or instances of foreign journalists being expelled for having challenged the negative perception of migrants have been reported by CSOs. Overall, tensions around the issue seem to be worsening rather than improving.

Finally, the study tours for Moroccan stakeholders were a relevant complement to the trainings.

As mentioned by several stakeholders interviewed around the study tour, government representatives need to gain a better understanding of migration management challenges by gaining a more holistic understanding of the issue, and a better knowledge of the steps marked by migrants in their return and reintegration process. The study tours organized by IOM Morocco were designed to complement the training workshops and the studies commissioned and aimed at giving a first-hand experience to representatives of key ministries in countries. In line with the key objectives of the capacity building component, the first study tour in Côte d'Ivoire focused on return and reintegration needs of stranded and vulnerable migrants as requested by the EU delegation in Morocco and was therefore directly relevant to the program focus.

2.3 EFFECTIVENESS OF THE CAPACITY BUILDING COMPONENT

All trainings were formatted to ensure a good level of participation from attendees and dedicated time for discussions and used group work sessions based on case studies, which included various examples. All trainings lasted two days. Finally, for each training in Morocco, IOM also commissioned an external consultant to conduct a study supporting the training thematic area and who presented preliminary findings at the training.

Overall, trainings were well-received by participants⁸. The five thematic trainings in Morocco above received high ratings of general satisfaction. The Psychosocial assistance training participants were satisfied at 95%, participants of the Return and Reintegration training at 100%, participants to the Return and Reintegration of UMC at 88%, participants to the International Migration

⁵ It is important to note that this component of the project could not be fully evaluated, as only two participating journalists were interviewed and due to their limited command of English language, little information could be collected.

⁶ For further details refer to the study "Média et Migration. Couverture médiatique de la migration : l'influence des différents média sur l'opinion publique au Maroc" published by IOM, as well as the report by Reporters without borders: "Media Ownership Monitor". Summary here: <http://maroc.mom-rsf.org/fr/>

⁷ For more details on freedom of the media in Morocco : <https://freedomhouse.org/report/freedom-press/2016/morocco>

⁸ For each training, IOM collected the participants' evaluation of the quality of the training and feedback using a standard form, rating: overall degree of satisfaction, organization of sessions and logistics, approach used by facilitators, clarity and appropriateness of content and training material used. Participants were also asked to name the most useful sessions, the most relevant ones, and potential application in one's professional context. However, the latter information has not been systematically reported on in the training reports shared by IOM.

Law training at 69 %, and participants of the training on Assistance to Victims of Trafficking (VoTs) at 76% satisfaction.

In Ethiopia, participants' views of the trainings were generally encouraging. The best responses came from governmental actors, notably the Ministry of Foreign Affairs (MoFA), which claimed that the trainings had *"brought great value"* and *"increased the awareness and capacity of [...] staff"*. CVT's Country Director reported having received positive feedback regarding its psychosocial trainings for local health professionals, which were also described as "very essential" by the Federal Task Force. Good Samaritan, a local NGO that worked on the reintegration component of the project, said the different IOM trainings had met their expectations and contributed satisfactorily to building up the capacity of the involved actors.

In Tanzania, participants praised the training content as well as the facilitators' expertise and teaching approaches. No significant weaknesses were noted in the feedback received. As a small aside, it seems that the migrants' rights training in Moshi received a slightly lower score relative to the other four trainings. In this case, approximately half the participants – 52% - marked the training "Excellent/Very Happy", while two-thirds of participants gave this highest rating to the other trainings.

The general satisfaction reflected the good organization of trainings and appreciation for the training approach. In Morocco, over 90% of participants deemed that the organization and logistics of each trainings were either good or excellent. The Return and Reintegration training recorded the highest percentage of "excellent" answers (81%) while the training on International Migration Law obtained a comparatively lower score. The response in Ethiopia was more mixed, as CVT, which held both trainings for health professionals, raised many criticisms regarding planning, pointing out that in one of the regions notice had not been given in advance, leading some trainees to miss the first day (half of the training). They also considered information provided to trainees in advance to have been insufficient regarding the topic of the training, leading to surprises (*"they didn't know what we were going to talk about"*).

A key strength of the trainings was the degree of expertise of the facilitators and the teaching methods used. All stakeholders interviewed, as well as IOM staff and EU officers, felt that the trainings were well-crafted in general and that IOM chose the right experts for the task. In Ethiopia, organizers and participants praised the professionalism, expertise and experience of the trainers. CVT, which organized the healthcare staff sessions, considered the multi-year experience of its staff specialized in trauma psychology to have been a key success factor and saw active participant engagement.

Participants in Morocco acknowledged that training included practical examples to illustrate concepts and gave feedback on group work and case studies. In almost all interviews carried out, informants confirmed that they valued the approach of case studies and efforts to include practical examples. As one informant put it: *"Sessions were interactive and participative with plenty of practical examples."* In all trainings, participants found that the facilitators encouraged participation and collaboration between participants. Several participants interviewed pointed out that the **efforts to draw conclusions out of the collective discussions** taking place during the training session was a good practice.⁹

The length of the training was deemed too short by participants in the three countries - this sentiment was echoed almost systematically during interviews with stakeholders and was a very common complaint in training activities in general. In the context of this project, it reflects both an interest by the participants in the topic of the training as well as indicates that the trainings were dense, content wise. While two days of training are rarely enough to acquire, assimilate and systematically apply a new range of skills, it is not necessarily advisable to lengthen the duration of trainings given

⁹ Notwithstanding, there is still room for improvement: compared to the high scores received in almost all criteria determined in the form, two aspects received lower rates of satisfaction in almost all trainings: 1. The balance of theoretical and real examples and, 2. The clarity of content and presentation.⁹ It might be concluded that the trainings, may require more clarity of concepts and more examples to illustrate these concepts, especially pertaining to the intervention true of the Moroccan experts invited alongside IOM facilitators who were said to be a bit too academic in their presentation.

that the implicit objectives of the training were to provide general knowledge on a defined topic, raise awareness about stakeholders' needs and appropriate responses.

Whilst overall feedback is positive, **the perceived usefulness of the trainings varied across audiences and themes.** For some participants, the trainings were the opportunity to get acquainted with themes they knew very little about. As one respondent from *Entraide Nationale* put it: *"We didn't know anything about migration. We have learned a lot, including the basics, such as what a returnee is or the difference between trafficking and smuggling."*

More broadly, **the trainings helped stakeholders better identify different categories of migrants and improve coordination between agencies to manage migrant cases.**

In Morocco, participants were in fact particularly interested in deepening their capacity of identification of vulnerable groups of migrants, especially VoTs (even regarding the VoTs training itself) unaccompanied minors and migrants in mental distress in the context of voluntary return.

In Tanzania, participants noted the usefulness of learning to better identify different categories of migrants, particularly regarding trafficking cases, and better understanding their specific needs. The majority of participants noted their intention to share knowledge with their colleagues about better identifying and handling the cases of trafficking victims, especially in regard to communicating effectively with the correct assistance agencies for vulnerable migrants, for example when referring sick migrants to health services. Feedback praised the practical information on how to better coordinate between agencies to manage migrant cases, noting the usefulness of reviewing the specific responsibilities of each agency.

In turn, **the trainings helped make IOM's role in the system of assistance to vulnerable migrants and how it operates less "remote" or "abstract"**, as reported by a few participating NGOs in Morocco. Following the training in Tanga, one participant noted key learning about IOM and its role helping the Immigration Department monitor the flow of migrants through verification and registration work¹⁰.

The skills acquired were directly related to the work of the different institutions invited. In Ethiopia, NGO Good Samaritan asserted that the skills acquired were directly related to their work and that the activities alerted them to the amount of effort needed by the government in migration management to bridge policy gaps.

The psychosocial capacity-building was seen as crucial by the government, who acknowledged that it could affect a lot the reintegration process down the road, and it was critical to address on return the hardships of detention of Ethiopian migrants abroad;

To develop synergies with the government's national employment plan, IOM partnered with the federal SME agency as well as local micro-finance institutions to foster linkages with existing training institutions and access to financial services. Start-up kits were also given to beneficiaries.

However, while the set of institutions represented was lauded, the representatives sent to trainings by institutions did not always appear to be the adequate audience.

IOM invites institutions and provides information in the letter of invitation to help institutions choose the right candidates for the trainings, but it has **no control over who the selected participant from the institution will be.** In various instances, people selected by institutions were not the most relevant person to attend the training, as reported in Morocco.

Participating NGOs and government institutions alike tended to **alternate training attendees** as a means of ensuring that a wider selection of staff benefit from learning opportunities or to get around issues of availability. Although the **desire for fairness** is understandable, the tendency toward

¹⁰ The evaluator was only able to interview actors from the Central Administration during his field visit; nonetheless, these interviewees confirmed that the trainings had proven very useful in their ongoing work.

alternating attendees so that selected participants could have a “turn” to benefit from a capacity-building opportunity was at the expense of **sending the staff member who most closely works on the specific topic of the training**. This issue was particularly conspicuous for *Entraide Nationale*.

For example, one of the social workers who attended the UMC training reported not working with minors; another one who attended two trainings works in a center that takes care of disabled individuals and does not work with migrants. The latter social worker thought that she had been selected because she had been newly recruited at the time. In the same vein, the president of the Juvenile Tribunal in Guinea was not involved in the return of migrants; nevertheless, the training was useful in the participant’s better understanding of trafficking, which is of relevance to the juvenile court. As far as he was concerned, the benefits were more relevant for issues of emigration than return.

This challenge is not as acute for NGOs. Given they do not have the same constraints of hierarchy and chain of command facing government agencies, there is room for more strategic selection of training participants on their part. NGO Good Samaritan considered IOM to have targeted the right beneficiaries and institutions working on migration management, which, like themselves suffered from a shortage of skilled staff. They considered IOM to have shared core concepts relevant to their work and appreciated the templates and materials provided, which “*helped the participant to be well-prepared for their work in the long-term*”.

This does not however negate the positive effect of including participants from different backgrounds and countries. In many instances, interviewees (participants and facilitators alike) mentioned remembering the high quality of the group of participants in Morocco, their high involvement and their interesting profiles. IOM arranged interpretation in English, French and Arabic in all trainings, but several interviewees from Morocco and Guinea wished that more facilitators had been French speakers or that some modules could have been done in Arabic for Moroccan stakeholders.

While the participants directly benefitted from increased knowledge, dissemination of knowledge following the trainings was limited.

As far as Moroccan and Guinean stakeholders were concerned, they had shared what they learned in the trainings to a very limited extent. Few former participants of the trainings were in a position to transfer some of the knowledge to other colleagues for whom the knowledge would have been relevant for their own work as well.

For instance, the head of the migration unit at *Entraide Nationale*, who participated in almost all trainings, acknowledged that there was no dissemination of what was learned from the training. Only a couple of social workers from *Entraide Nationale* arranged a short presentation and informal discussions with other social workers back at the social center they work at.

Similarly, only one representative from civil society organizations reported providing some information on the content of the trainings to their colleagues during regular staff meetings. The Guinean NGO Sabou Guinée (organization providing assistance to victims of trafficking) was the only case where a formal training was carried out internally, over a day, to share the learnings from the trafficking training. This further reflects the limited dissemination of knowledge from trainings to relevant staff.

Notwithstanding, IOM Morocco did offer to support internal trainings. However, even though it should be the responsibility of each partner institution to share the knowledge gained in the training, it was apparently not a common practice among stakeholders interviewed, Moroccan ones in particular.

In Ethiopia, although mostly ad-hoc, secondary knowledge-sharing appears to have occurred. While the MoFA described an “informal” dissemination through exchange of ideas and training material, the FSMIDA claimed to have disseminated information and used “model” case studies from the project for experience sharing through ToTs, public dialogue forums, and closer supervision down to district level. NGO Good Samaritan also used IOM documents and experience “effectively” as references for similar trainings, especially on human trafficking.

In Tanzania, there has been very limited consequent dissemination of knowledge for the non-Training of Trainer (ToT) sessions, according to interviewees based in the central offices in Dar es

Salaam. The heads of department stated that they had submitted internal reports about the trainings to their respective Commissioner General of each of the three branches. As participating officers based in the regions were not reached, the dissemination of acquired knowledge on their side could not be assessed.

Fittingly, the ToT led to broad knowledge sharing. The Training of Trainers targeted individuals who were already placed within each Department attending the course. These trainers would then be responsible for training their peers. Feedback from the ToT participants indicates that the training sessions were very well received, with high quality teaching and many important materials covered. According to the Tanzania Correctional Training Academy (TCTA) trainer, the sessions were active and participatory.

At the ToT in Moshi, IOM facilitators made participants develop a basic outline of training strategies to train their peers within their departments. While the participants were able to identify modules, targets and methods for these internal trainings for each institution, these strategies were too vague as to who would be included from each department. It seems that these draft plans might not have been further developed as the internal trainings carried out were somewhat limited in terms of the volume of content shared.

At the Immigration Department, the Division Head was responsible for ensuring that internal trainings would follow the ToT. 20 staff under his supervision were trained, and he also reported informally mentoring field officers when he goes out on mission.

At the Prison Department, after the ToT, two trainings were organized in 2016, as part of the in-service training program for 270 on-duty prison officers in the detention facilities holding migrants in the Kilimanjaro and Morogoro regions. However, they unfortunately lacked funds needed for additional trainings. Some content taught at ToT was incorporated into two short modules on Human Rights and on migration in general. The TCTA trainer expressed interest in assessing the impact of these trainings of the Training Academy.

The trainer from the Police Department interviewed reported that only a two-hour session with 120 officers was organized, in Swahili, based on notes summarizing key learnings from the ToT and without using presentations. There was no follow-up with IOM as the officer did not consider it necessary.

Although it was not required in the project proposal, IOM lamented that, because of a very heavy workload, the follow-up on the implementation of these training plans was limited.¹¹

The thematic studies developed to accompany trainings in Morocco were well received. Although some recognized that the quality of the thematic studies was uneven, (notably, the study on human trafficking was seen as disappointing in comparison to other studies by two interviewees), the value of the work submitted was praised by most interviewees.

Some shortcomings in terms of follow-up were noted: Four separate training participants interviewed pointed out that they did not receive the studies after their finalization. Studies were shared with organizations involved in the training, but not individual participants, indicating a lack of follow-up internally. On a separate note, at the time of this evaluation it seemed as though IOM had not yet followed-up and acted upon the results and recommendations of these studies.¹²

This was particularly apparent with the *Study on the voluntary return process for irregular migrant children*. In Morocco, the Ministry of Justice is seeking to accelerate the return of irregular migrant children by authorizing the public prosecutor to decide on best interest determination instead of leaving

¹¹ Due to restrictions on this final evaluation scope of work, it has not been possible to collect evidence directly from peers trained by project trainers to assess the quality or the outcomes of these internal trainings.

¹² Between the evaluation and prior to finalization of the report, a new project of assistance to UASC was funded by Danish authorities and has taken into consideration the thematic study during its development phase.

the decision to the judge of the juvenile court. The study developed for the training on Unaccompanied Migrant Children [UMC] focused specifically on the issues of determining the best interests of the child (BID).

Two informants interviewed considered that IOM had not taken ownership of this study to advocate for a change. The study was formatted as a practical guideline to be readily used by targeted actors. While the study's recommendations were discussed in a specific meeting between IOM and relevant stakeholders and deemed practical, the consultant who conducted the study wished that IOM could advocate more strongly to the government to use the tool.

Overall, feedback from interviewees reported that findings of the research studies presented during training sessions brought about useful discussions and practical recommendations. This is a commendable practice on the part of IOM, but it was suggested that IOM could use its leadership to follow through with the dissemination of the reports. More importantly, IOM Morocco should carve out the time to reflect internally on the findings of the thematic studies.

Study tours were particularly lauded for their eye-opening quality, both in Belgium and Côte d'Ivoire. The first practical outcome of the study tour in Belgium was to help the Moroccan delegation better understand the system/model in place in Belgium and assess their own policy and programming. Participant feedback indicates significant learning from these visits, with delegates reporting they now better understood the needs of migrants and are better prepared to provide services preparing migrants for the return, especially in regard to assisting with qualifications such as vocational training.

Specifically, the operational visits increased **awareness of the challenges migrants face with reintegration** and in particular realized the need of vocational training centers in host, transit and origin countries. Linked to this, delegates understood that reintegration money must be complemented with occupational training for reintegration to be sustainable.

This echoes the impressions left by the tour in Côte d'Ivoire. The MCMREAM representative felt the tour "opened their eyes" to realities of the migrant return and reintegration process, however also expressed frustration that one short visit was not enough time to understand and to develop a roadmap for actions needed going forward. That said, he expressed satisfaction that this approach was "*better than theoretical training.*" In particular, he felt that talking directly to returnees gave valuable insight into their constraints and challenges. The study tour gave a more complete understanding of how networks could be put in place within returnee communities to facilitate the reintegration of returnees. Namely, a system of care can be developed through NGO services dovetailing government capabilities.

Furthermore, participants from the Moroccan delegation showed that they understood the importance of having a professional orientation and even professional training assistance for returnees before their departure.

Another instance of significant learning was the opportunity to see in practice **the synergies between all actors involved in facilitating voluntary returns.** Participants reported first realizing the important role of civil society in the return process only after seeing these operations in action. The participants reporting this realization added that the involvement of civil society was currently missing in Moroccan voluntary return program operations and would be an area for future improvements, as their action complements that of the government with regard to psychosocial support, legal assistance, etc.

The Ministry of Foreign Affairs and Cooperation (MAEC) representative highlighted the benefit of engagement with the actors directly involved in voluntary migrant returns, adding that this experience has significantly influenced their efforts to assist migrants. "*We have much to learn from other countries*", expressed one delegate. The EU DEVCO representative and other officials interviewed thought that this practical approach was much more fruitful than workshops and conferences in developing the capacity of the Moroccan delegation to develop and operationalize a similar process in Morocco.

During the study tour an **attitude shift was notable amongst the participants as delegates began articulating their priorities around voluntary return** as opposed to deportation. Participants reported their Belgian counterparts emphasized an approach to migrant assistance focused on listening,

orientation and accompanying with the aim of ensuring a migrant feels he/she is being assisted and not pushed out. As one delegate explained, *“I observed that the IOM agent at the airport is discreet and one gets the feeling that the process goes smoothly and respectfully.”* Another added, *“This discretion is necessary because migrants have the feeling that they fail by returning.”*

Relatedly, one participant interviewed about his experience expressed concern that the Moroccan authorities face competing priorities for resources that are much more limited than those of their Belgian counterparts, yet he concluded that this reality cannot impede effective policy around voluntary return.

The media trainings also yielded high-levels of satisfaction. 96% of participants to the Moroccan media training deemed it “excellent”. Participant feedback demonstrated significant capacity and motivation to gain new perspective on the issue of migration in Morocco. Four participants were interviewed for the evaluation and all those interviewed found the training excellent, highlighting the quality and expertise of contributors. The participants appreciated that several experienced journalists also intervened. The facilitators’ approach of the training was praised, as well as the facilitators’ ability to manage groups. The training had a good balance between concepts and terminologies, exercises and testimonies. Conversely, the participants interviewed expressed disappointment in not receiving feedback on the articles they were asked to submit as part of the training. Trainers at no point were supposed to provide feedback on these projects, yet students interviewed strongly wished their work would have been reviewed and commented on. Although one student was selected for a scholarship on the basis of a written article, there was no feedback on the work provided by the trainees.

One of the trainers interviewed considered the participants motivated and able to ask relevant questions, but felt the training was too dense and packed too much information into a short time. The trainer also felt that there was a lack of continuity between teaching modules.

Regarding the usefulness of content, participants underlined that they **found a focus on terminology very helpful and appreciated having statistics on migration presented**. They repeatedly mentioned being touched by the testimonies given by migrants invited to the training, noting that these encounters were very helpful in **gaining an understanding of the real-life stories and challenges facing migrants**. Participants explained that knowing the lived reality facing migrants allowed them to be more rational and sensible in their analysis.

When reflecting on skills gained from the trainings, participants noted their new-found ability to be critical when **reading articles about migrants and to identify flaws in the reporting**. The participants demonstrated this shift in understanding by beginning to question the credibility of famous journalists and being critical of their lack of knowledge on migration issues. One student in particular who had previous experience as a journalist recognized through the trainings that he had used stereotypes in his past work.

As for the Tanzanian media training, respondents felt the trainings were well-organized, fulfilled their expectations and that the facilitators demonstrated considerable expertise. This is consistent with the positive feedback collected by IOM directly after the training.

The trainings were considered highly relevant by interviewed participants who recognized that the media community in Tanzania does not have a good understanding of migration issues. Attendees were encouraged to develop an inquisitive approach in reporting on migrant issues rather than simply repeating the slogans presented by law enforcement. The hope was that journalists would come to see the media as a potential critical voice, helping balance public discourse on migrant issues rather than acting as a “mouth piece” for law enforcement.

In line with the written feedback from participants, the journalists interviewed were pleased to state they realized how inaccurate previous reporting had been on migration. They highlighted the value in understanding the different categories of migrants and the right terminology to employ. Notably, participants developed their knowledge on migrants’ rights and were in a better position to understand clearly the mandate and missions of IOM.

The project also aimed at addressing a lack of “ethical standards” common in media reports. Journalists were taught to seek out multiple sources rather than relying on a single source and adopt ethical

standards when reporting on minors and other vulnerable groups. Several Moroccan government representatives interviewed found usefulness in the framework of the SNIA and its sub-objective of migration laws reform. A number of thematic areas covered by the trainings were praised by Moroccan participants: Migration fluxes and routes (according to a participant, “*It was a good tool to capture the scope of the problem and understand the risks taken by migrants.*”), Legal frameworks, AVR programs managed by IOM, Information related to the SNIA.

2.4 IMPACT & SUSTAINABILITY

The project trainings aimed to provide an advanced understanding of the existing situation facing migrants and the needs of vulnerable ones, a look at relevant legal frameworks, systems of protection and migration management. As an outcome, participants in capacity building activities reported having an increased understanding of such issues.

The trainings in Morocco did yield some **critical awareness of what a more comprehensive assistance to vulnerable and stranded migrants** needs to include in terms of **significant initiatives**, from both Moroccan authorities and NGO participants. For instance, as an outcome of the Migration International Law training, the Ministry of Justice representatives formulated recommendations, as a part of their role in the law reforms planned under the SNIA is to better comply with international standards of migration management.

As far as Moroccan civil society is concerned, **NGO representatives report having increased their understanding of the role of the actors involved in migration management**; the training allowed them to better handle cases and refer migrants to the right actor. For example, as one NGO representative reported: “*[we now refer to] ANAPEC [Agence Nationale de Promotion de l’Emploi et des Compétences/National Agency for the Promotion of Employment and Skills] for migrants who desire to work. We didn’t know that they were also working with migrants.*” In particular, two NGO representatives interviewed also recounted that they now call IOM in order to get protection assistance whenever they identify cases of VoTs.

Participation of Tanzanian officials in the capacity-building activities of the project has brought about, across the three departments of MoHA, **a radical shift in the attitude of authorities towards irregular migrants**. Almost all officials interviewed repeatedly highlighted that they now understand the extent of the vulnerability of migrants: they no longer considered migrants as “*criminals*” or “*bad persons*”, and realized that “*they are, in fact, victims.*”. Many stakeholders also reported that they no longer use the terms “*illegal migrants*” and showed increased empathy for the situation of migrants. IOM officers confirmed that this in itself has been crucial progress from the circumstances prior to the project. An Immigration Department officer reports a “*big change*” in his approach, saying that now victims of trafficking are “*treated like human beings*” when identified by the authorities. Rather than pressing charges, the Department now attempts to contact relatives to help them return home. Similarly, a Department legal advisor explained she used to systematically recommend court proceedings, but now advises investigations when there is a suspicion of a trafficking case. Accordingly, an inspector from the Immigration Department who works with irregular immigrants on identification explained that, previously, all so-called “*illegals*” were taken to court, whereas now, she understands that trafficking victims are not criminals and must be differentiated.

The knowledge gained from the capacity building activities has led to concrete outcomes in terms of policies and programming.

At *Entraide Nationale*, the Head of Migration is now planning, with help from other donors to adapt the social services currently provided by *Entraide Nationale* based on knowledge gained from the training. Specifically, *Entraide Nationale* did not, as yet, have **emergency reception centers**, and is instead only offering social protection centers. The representative stated they are now considering opening reception centers, noting that before the trainings, “*we didn’t know that there could be a need for such facilities.*” Moreover, the *Entraide Nationale* has expressed a desire, within the future EU Regional

Development and Protection Programme in the North of Africa project, to help **create professional training centers in Morocco for returning migrants**.

Furthermore, a major outcome of the training is that the Moroccan Ministry of Family, Solidarity, Equality and Social Development, which supervises *Entraide Nationale*, launched a study that aims to **mainstream migration assistance in *Entraide Nationale's* assistance strategy**. Hence, the head of the migration unit plans to adjust the assistance based on what they learned from the training.

However, it should be noted that social workers from *Entraide Nationale* who attended the trainings pointed out that they were not in a position to apply what they have learned from the training because they were either not working directly with migrants or because the topic of the training was not relevant for the needs of migrants they are dealing with on a daily basis in their centers.

Considering that major institutional actors who participated in the project (Ministry of Interior, MAEC, MoJ, MCMREAM, *Entraide Nationale*,) have prominent roles in the implementation of the SNIA, it is reasonable to expect that the impact of the capacity-building efforts of the project will improve the implementation of the SNIA, under its specific objective 15: "Manage the flux of immigration based on a Human Rights-based approach" .

While there is no tangible impact regarding this matter for the moment, it appears that the GoM is more willing to take measures to have a greater role in the assistance of return. They understand that voluntary return is a better strategy than expulsion. And, thanks to the project, some government officials are also more inclined to facilitate the reintegration of returnees by providing basic services to returnees before departure (such as vocational orientation or even training).

The president of the Juvenile Tribunal in Guinea, who took part in the trafficking training, reported that he applied the acquired knowledge in the framework of the reform of the Guinean child rights law that the government is currently engaged in. Thanks to the information gathered in the training, the president of the Juvenile Tribunal suggested additional amendments designed to enhance the protection of children migrants' rights, in the broader ongoing reform of Child Law that UNICEF is supporting in the country.

Among NGOs interviewed in Guinea, the association Sabou Guinée reported that they incorporated information on identification of VoTs they had gained from the training into their sensitization material used for caravans reaching out to families along the border with Senegal.

It appears that the trainings had a good impact on the referral of victims, as well as improved identification and care of VoTs. For example, as one NGO representative reported: "*For instance, [we refer to] ANAPEC for migrants who desire to work. We didn't know that they were also working with migrants.*" In particular, two NGO representatives interviewed also recounted that they now call IOM out to get protection assistance whenever they identify cases of victims of trafficking.

In Tanzania, as a direct consequence of capacity building, the Head of the Immigration Department wrote a series of memos for immigration officers, in central and regional offices, on how to handle migrants based on the principles that were taught in the trainings. Several officials reported that the Immigration Department had positively changed its approach to addressing migrant issues, and an immigration inspector gave examples of situations in which migrants had been referred to IOM or a social welfare agency rather than being sent to jail.

The Tanzania Ministry of Home Affairs' Immigration Department reports handling migrant cases in a more humane way, based on a new understanding of migrant needs and vulnerabilities gained through the trainings. An interview with an Immigration Department inspector illustrates this shift: "*I changed the way I interrogate.*" She went on: "*...I am friendlier. I ask the same questions though, but before, I was doing it harshly.*" The inspector noted the importance of learning about correct interrogation procedures, explaining that they had previously treated everyone the same way, even minors. Today, she claims, minors are placed under the assistance of the Ministry of Social Affairs where they wait until family tracing can be completed; that being said, the verity of this statement is in question. In fact, IOM was contacted by the Immigration Department following the trainings to explain

that the migrants recently intercepted were provided with food, taken to hospital when needed, and that migrant minors were taken to a shelter run by the Ministry of Social Welfare.

The trainer of the Police Department also reported significant attitude change amongst the officers, who now learned to differentiate between various categories of migrants and their specific needs. When arrests of irregular migrants occur, they are now separated such that elders, the ill and minors can get special assistance from local authorities and/or the IOM. The officers are also now trained to not automatically deport asylum seekers and to better identify victims of trafficking.

The Tanzania Ministry of Home Affairs' Prison Department also reported efforts to improve the treatment of migrants, based on a new understanding of migrants' rights and needs. According to the Assistant Commissioner, the Department previously had little knowledge of Human Rights and learned about protecting the rights of migrants from the trainings. A practical outcome is the implementation of a new practice letting migrants organize themselves within detention centers and to select group representatives to speak to Ethiopian officials when they come to undertake nationality verification for voluntary return assistance.

However, the new knowledge cannot resolve many remaining practical and financial concerns. Although Immigration Department officials' mind-set has evolved, and they know migrants need special care and facilities, these facilities simply seldom exist. The Police Department representative expressed his willingness to reform procedures; however, some of the recommended changes are difficult to apply. A private room in police stations would be necessary to properly interrogate trafficking victims in a confidential way; yet, such facilities do not exist in many cases. Also, trafficking victims are not meant to remain in custody for more than 24 hours before being sent to court, according to Tanzanian law. Yet, in many locations there are no court facilities nearby and migrants must stay longer in detention. With prisons over-crowded, Immigration tends to receive deportation orders and waivers on sentencing. Language is also a major issue, as the Department must pay for translators but lacks the funds.

A direct outcome of the ToT in Tanzania was an adaptation of teaching methods. The TCTA trainer produced a report after the ToT lessons learned and developed recommendations for their bureau based on that new knowledge. One of the key recommendations was to properly and sustainably include the entire training content into their curriculum. However, modifying the curriculum is an arduous procedure and is only undertaken every three to five years.

In Ethiopia, the MoFA was grateful for the benefits of the training, sharing that it had made the government's work more "swift" and "systematic" in addressing migrants' issues, citing the collaboration on document identification and with Ethiopian Airlines on transportation as examples.

As a parallel, the impact on the quality of services provided by the 48 trained Health Extension Workers was not directly measured through the evaluation; however, based on the statement of CVT who facilitated the training and the Ethiopian authorities interviewed, the psychosocial assistance will have a very important impact on the vulnerable returnees through increased quality of care and better coverage.

Another positive outcome for participants in capacity-building activities was increased collaboration between stakeholders. The key benefit for several Moroccan CSOs interviewed was the connection with government entities. Interviewees reported that they could forge bonds with people from the Ministry of Interior, MAEC, *Entraide Nationale* and ANAPEC. As one respondent shared, "*It was very rich (...) I can call [person from the ministry of interior] directly*". These interviewees pointed out that there are few opportunities to create connections like these and then be able to contact someone from the government on demand. Still, there were no examples collected or clear evidence provided on the outcomes resulting from the connections established or strengthened between the two categories of actors. Notwithstanding, **this is an important positive result in itself**, especially considering that, to some extent, the GoM tries to engage more with civil society within the framework of the implementation of the SNIA.

Trainings further provided new opportunities for **horizontal collaboration** between government ministries working on similar migration issues, with a notable impact on the ongoing efforts to implement

the SNIA. The MoJ reported having reinforced relationships with the Ministry Delegate of the MCMREAM. Participants found that the training effectively builds on principles currently applied in the SNIA, helping ensure the Ministry of Justice, MCMREAM and IOM consolidate their efforts in the same direction and towards the same goals.

Interagency coordination in Tanzania also saw significant improvements stemming from the trainings. The representative of the Prison Department explained that the bureau now recognizes the importance of involving Immigration services in their work, especially when migrants need medical care. He notes that having joint trainings has allowed communication to improve, with lines of communication and focal points now much clearer. The Prison and Immigration Departments are even sharing resources, such as translators. The Prison Department expressed a similar finding, explaining that the police now consult directly with Immigration for advice on investigations or the handling of migrant cases. Apparently, this has been helpful in determining “*where to keep the people*”.

The impact of capacity building activities however is constrained by cultural and structural roadblocks within the governmental systems. In Tanzania, irregular migration involves a number of agencies, and coordination is still a major problem for the actors involved, according to the Immigration Department. Moreover, even if the agencies change their policies and position, this may not be sufficient to trigger changes. Migrant rights issues involve the highest levels of policy-making. Policymakers, politicians and especially members of Parliament need to be made aware of migrant rights issues for a major and sustained impact on these matters.

Although significant efforts were made to target the best possible participants at high, middle and operational levels within each organization, this may not be sufficient for a sustained change of practice. Despite much reported attitude change amongst participants, **if the leadership and top decision makers are not implementing reforms based on this shift, there will be no real impact.** The IOM Project Manager in Tanzania also noted that the needs assessment had emphasized the requirement for additional training on registration, particularly on equipment needs, yet this was not effectively addressed during the training

The IOM team found that the background of the law enforcement institutions they worked with was an obstacle to a better treatment of migrants. Human Rights principles are not integrated into their legal training, making it a major challenge to change long-established procedures and behaviors. Besides law enforcement agents, the laws in Tanzania are themselves problematic. Asylum seekers and victims of trafficking are incorporated into the legal code, but the other cases of vulnerabilities endured by migrants are absent.

A number of activities could be further developed in future programs to address this specific point:

- Develop training modules to raise awareness on migrant, better explain the variety of migrants profiles in a mixed migration context and their specific needs, and present examples of legal framework adopted in other countries (benchmark).
- Join efforts with organization such as Asylum Access Tanzania and UNHCR to make an assessment of detention practices for asylum-seekers and vulnerable migrants - nation-wide, and the opportunity to create migrant reception facilities as alternatives to detention centres
- Propose technical assistance to the government to support this change on the legal front and coordinate with potential donor to support the required structural investments.
- Combine these efforts with advocacy groups

The study tours organized as part of the capacity building activities in Morocco yielded substantial learning, yet dissemination of that new knowledge has followed a slow hierarchical process. The MAEC participant did share observations with his Director, but beyond this meeting, briefings for other colleagues of the *Division des Affaires Consulaires et Sociales* were informal. A written report was sent to the Secretary General of MAEC Ministry, though no concrete actions have

been taken so far. Nevertheless, the MAEC expressed interest in reforming aspects of their programming, particularly regarding vocational training and civil society collaboration. That said, the MAEC representative is concerned that little substantive change is possible without an increased cooperation of other ministries.

Lack of cooperation between ministries does not, however, appear to be the only obstacle to applying lessons learned. While the MAEC delegate agrees that the Moroccan government needs to develop partnerships with civil society, the MAEC delegate think that various government officials are reluctant to further involve civil society actors based on the assumption that organizations are “politicized”. Civil society organizations appear spontaneously, and while they can be helped and developed with government or donor support, they are born from grassroots movements. The MAEC delegate acknowledges there are some ‘reliable’ organizations in place (in terms of efficiency) - for example, *Fondation Orient-Occident* -, and has expressed a commitment to “*help the ones that are emerging*”.

A further limitation was the lack of post-training progress monitoring and assessment, as pointed out by the Ethiopian MoFA. This made it difficult to identify the impact of the trainings. The CVT suggested this should be done by local resources in the future and proposed offering psychosocial services for vulnerable returnees at IOM’s Addis Ababa transit center. On its end, the association Good Samaritan acknowledged that they have learned how to improve their service and standard.

The sustainability of the capacity-building activities in Morocco is difficult to capture within the boundaries of this evaluation, since most activities were conducted recently. However, several aspects regarding sustainability can be highlighted, and IOM offices in Rabat will be in a position to follow-up on some of these aspects in the future, in order to better measure the sustainability of the changes generated and design complementary activities to build on the very concrete gains of this program.

When it comes to the details of the training, various Moroccan stakeholders interviewed often had little recollection of the content of the trainings of the project, as they attend many trainings from other projects; it is likely that refresher trainings might be necessary for targeted stakeholders. However, key concepts of migration management and vulnerability seem to have been acquired and a general level of knowledge gained by all participants, providing them with a common ground to better collaborate on future activities.

The challenge of turnover has been particularly blatant at *Entraide Nationale* in Morocco and there is a risk, in all organizations involved, that a part of the knowledge gained will disappear with staff moving to other jobs or organizations. **The challenges of staff turnover could partly be mitigated by the development of a strong institutional knowledge around migration management within each target organization.** However, as observed in the Effectiveness section above, this was not identified as an area of strength of the program, as few participants were in a position to disseminate knowledge within their organization following the training.

More than the development of a corpus of knowledge within each organization, the most sustainable effect of the program is certainly the development of concrete activities and policies, such as the mainstreaming of migration assistance in *Entraide Nationale* assistance’s strategy and the dynamic of collaboration and consultation created between the different actors in the training workshop.

This dynamic might have to be maintained through regular meetings and relayed by a number of programs in the future, but it is certainly the most sustainable part of the capacity-building activities developed in Morocco.

In Tanzania, turnover among trainees also challenged the sustainability of activities. Rapid turnover in the Immigration Department has weakened the impact of trainings. More than half of the participants interviewed had since changed positions, making it difficult to put lessons learned into application. This is a problem that has been particularly acute within the Immigration Department. It will continue to affect all levels of government with a change in Cabinet soon resulting in new MoHA Heads of Division. It seems that continuous trainings would be necessary to ensure the correct officials are

receiving the necessary trainings. This is especially true given a current new recruitment plan amongst law enforcement and a growing influx of Ethiopian migrants. It was also noted that between the two ToTs, some participants had changed, which jeopardized the impact of the exercise. The challenge of turnover has been particularly blatant at the Immigration Department in Tanzania (among middle-ranking officers). Nevertheless, there is no information about turnover of the Tanzanian officers in the regions

The ToT approach developed in Tanzania is supposed to naturally generate further internal trainings and the development of a sustainable local capacity, but those ensuing internal trainings in target institutions have so far been limited in terms of duration and content. The TCTA hopes to incorporate training content in its curriculum. The dissemination of the knowledge gained will also depend on the willingness of higher ranking officers, including Commissioners General, who remain to be trained and involved in the dynamic generated.

The first impact of the media trainings was an increased interest in the issue of migration, along with a new understanding of how to identify and deconstruct stereotypes. Moroccan participants reported that, following the trainings, they have read research papers and otherwise deepened their knowledge on migration issues, with one student electing to make migration the topic of her thesis. Another participant noted gaining the knowledge and skills to report on migration as a factor of positive impact and source of wealth for society. All participants reported increased self-efficacy in their ability to write in an objective and rigorous way.

Targeting students in Morocco was a strategic and wise tactic by IOM. It is obvious that working with students in journalism would change the views and attitudes of the industry more sustainably and possibly create good reporting habits. Considering recent and ongoing efforts with journalists in place, it was sensible to target students. The future impact, however, may be mitigated because of factors that are not within IOM's control:

- First, based on the response from the students interviewed, a significant portion of ISIC students wish to pursue a career in communications or public relations, either in the private sector or within international organizations.
- Second, even though some students wish to pursue careers as journalists, there are very few job opportunities available in Morocco for young journalists. Recognizing the market for journalism is very narrow, only one in four of the participants interviewed plan to pursue a career as a journalist and another one stated that her choice would be determined by arising opportunities. These two students had already moved abroad when interviewed and explained that many of their peers would try to find jobs abroad, as European countries and the USA offer better work prospects.
- Finally, it is important to note that IOM staff and EU representatives were aware that even though this activity would be relevant to the objectives of the project, it would not show impact in the timeframe of the project.

Overall, however, from the perspective of continuity of IOM presence and its core programming, this component is still appropriate and will contribute to IOM's and donor's priority of migration in Morocco.

In Tanzania, before the training migrants were depicted as nefarious people, often harming the country. Journalists left the training with an understanding that migration can be beneficial. As one participant explains, *"I realized that some can come with knowledge or ideas that can be positive for our society"*, following-up that he now writes more accurately on migration issues. Another respondent reported significant change in his approach to reporting on migration, expressing: *"After the training, I changed the way I write about migration. First of all, I use the right terminology. I don't use the word 'illegal' anymore. I understand better the situation of the migrants and learned about trafficking."*

Based on a regular media review routinely done by the IOM communications unit, **the IOM project officer noted a significant improvement in the quality of reporting on migration since the training.** The officer highlights, for example, a change in the terminology used when describing migrant-related issues.

IOM also noticed **more collaboration efforts on the part of journalists**: the organization received an increasing number of phone calls from journalists and was invited for more interviews or consulted more systematically on migrant issues. For instance, an IOM official recently appeared on a radio program to discuss trafficking, while another IOM staff helped a journalist write an article on migration.

In sum, an immediate and critical outcome of the training is that IOM could establish or reinforce a collaborative relationship with a network of national and local media outlets who are likely to contact IOM for additional information or assistance before publishing articles on migrations. Although journalists acknowledge the helpfulness of IOM in their research, they noted that government agencies remain an obstacle to accurate reporting. This is particularly important given that, as a journalist explained, “*When you want to write about migration, the Immigration Department does not give you the data you need.*”

In terms of the sustainability of the training, it hinges on bringing editors onboard. As the majority of participants explained during the training, it may be possible to change the content and quality of articles with media trainings, but real impact will only be sustainable once newspaper editors are also on board. As the “gatekeepers” on publishing articles, they will ultimately decide on the tone and content of reporting or whether an article is published or not. Based on this need for the congruence of perspective between editors and journalists on the nature of migration, IOM organized a half-day meeting with editors following the training. Although not all newspapers represented from the training were present, a fair proportion of them did attend. IOM presented a condensed version of the key messages from the media training for the editors.

According to IOM and two journalist participants, the main outcome of this meeting was that editors expressed openness to a collaborative approach to their work and seemed to have shifted their attitudes in favor of a more balanced coverage on migrants.

2.5 SUMMARY OF FINDINGS & RECOMMENDATIONS

Overall, the trainings led to positive and concrete outcomes.

The overall perception of the training program was positive, and its impact considered as very concrete by a majority of trainees and stakeholders interviewed, with a number of concrete examples given of changes already generated by the training program. Trainers were judged as very professional and accurate in their approach.

Thematic areas covered were relevant and directly applicable: they helped participants develop a stronger knowledge of targeted themes on which they had weaknesses and how to use this knowledge in their daily missions. **The content was judged relevant** by governmental and non-governmental actors and contributed to increasing the participant awareness. The Ministry of Foreign Affairs in Ethiopia in particular praised the training approach and thematic coverage and confirmed that their staff had highly benefitted from it. **Thematic studies were very strongly appreciated** by the trainees who read them and who were presented preliminary findings during the trainings

In Tanzania, very concrete changes in perception and attitude of officers from several ministries and agencies were reported: in general, the training helped officers shift their understanding of migrant needs and rights and generated concrete changes in attitude among many of them. The training allowed many participants to develop **a better knowledge of IOM as a partner** and a stronger understanding of IOM activities.

The right organizations seem to have been targeted, on topics that were relevant to them. In Tanzania in particular, the right actors from the Prison and Immigration Departments seem to have been targeted for the training. **In general, the training sessions were also an opportunity for trainees to collaborate with other individuals and learn from each other.** Participants were able to share informally between themselves through work sessions.

Some limitations were identified that could easily be addressed. Several interviewees noted they would like a **longer training duration** – as noted in Morocco, for most trainees the subject matters were technical and deserved a longer training period.

The selection of individuals was not always strategic. The selection of participants was judged insufficient by some organizations, where middle-management or assistants could have benefitted from the training or some parts of it. Tanzanian judges should have participated in the training more systematically, as well as some local community leaders and border management officers. Higher-level leaders and Commissioners General need to be reached out to by the training since the real changes can only be implemented with their support.

In Morocco, complementary thematic areas were suggested to align future training sessions to participants' priorities, such as legal assistance to migrants, Integrated system of assistance, assistance to find jobs for migrants in the host country, and economic impact of HT. The needs assessment could also have better factored in other actors' interventions—and redundancy was reported by some Moroccan stakeholders, although they could not give examples.

The **design of the capacity-building program in Morocco** could have provided more space for helping Moroccan authorities to develop their own "model" of management of irregular migrants, with longer-term support to policy-making.

In **Tanzania, the ToT approach, while relevant, was challenged** by the fact that not all trainers were able to deploy proper training plans following the workshops. Furthermore, prison staff continue to require more training, according to stakeholders interviewed. Other gaps in the local capacities were highlighted, such as the lack of equipment, lack of capacity in investigation and HR shortcomings, or the need for some officers to speak the language of migrants. While none of these could be addressed by the training components, some follow-up could be ensured by IOM as a partner to these organizations.

It would be beneficial that IOM provide further guidance for selecting participants and for disseminating knowledge, so trainings can have a multiplying effect within institutions. This is all the more important since the selection process of participants in the training is not necessarily effective. In Tanzania, the positive changes must be consolidated with the involvement of higher-level decision makers, and a concurrent reinforcement of basic care capabilities and infrastructure for vulnerable migrants, especially shelter solutions, is needed.

In Morocco, the workshops could have included some of the emerging migrant associations¹³. It is a sensitive matter, as Moroccan government officials are reportedly reluctant to work with these associations because they consider them too political¹⁴. Nevertheless, it could have been relevant to facilitate connections between carefully selected migrant associations and participating government officials to create trust and give these migrant associations a chance to gain some legitimacy. Moreover, it would have been beneficial for these associations to have the opportunity to improve their services to migrants.

There is also a need for follow-up on trainings. IOM should make sure to systematically send the training material to participants: three interviewees from Morocco complained that they were not given the material nor the training reports¹⁵, and two interviewees pointed out that it would have helped to organize proper sessions within their organization to share some of the key learnings from the trainings.

The lack of subsequent follow-up in capacity-building and monitoring and evaluation in Ethiopia was seen as detrimental to the sustainability of the project. The Federal Task Force notably called for an assessment to study progress and acquisition of skills and knowledge from the training. In addition, there were calls to operationalize the case management and referral system, notably by developing the PWG's capacity, given the lack of a comprehensive case management system for reintegration. Finally,

¹³ For example: ARCOM, ALECM, Collectif Communautés sub-sahariennes au Maroc, etc.

¹⁴ As noted in 2.2, the GoM had made an appeal to include NGOs in the implementation of the NIA, but few civil society organizations (CSOs) responded.

¹⁵ IOM systematically shared material with participants via the email address they communicated during the training. There may have been a wrong email address submitted, entered, or some recipients forgotten.

CVT also advised IOM to leverage local resources more effectively, such as by providing capacity-building to universities and those involved in direct service provision.

The two media training components generally received a **very positive feedback from participants** and were seen as addressing a critical gap for both students in Morocco and professional journalists in Tanzania.

The **quality of the training materials and trainers was ranked high**, and the training was reported to have a **direct and immediate impact** on the way journalists were able to report on migration-related issues following the training sessions. In Tanzania, the training opened a channel of communication between journalists and IOM to get accurate information from IOM or engage with IOM. A follow-up session with media editors could further ensure that they are committed to improving the way their journalists report on migration.

However, a few areas of improvement were highlighted in both Morocco and Tanzania. Although the general thinking behind targeting journalist students in Morocco is a sound approach – given the motivation and high levels of interest demonstrated by the students - targeting journalists directly, and ultimately their editors, as was done in Tanzania, would likely have a more rapid and sustained impact. IOM has signed a memorandum of understanding with ISIC to help improve sustainability.

The media training in Morocco was negatively impacted by the limited time available. Both facilitators and students reflected that the trainings must either reduce content or be extended beyond the three-day window.

Regarding content of the media trainings in Morocco, students interviewed felt that additional assistance developing an audiovisual product would be an interesting and highly relevant output from the trainings. This point was highlighted by two of the four Moroccan student respondents.

In Tanzania, additional follow-up trainings might benefit from targeting the editors as well as journalists. Reinforcing cooperation between IOM and editors could have a significant impact on the quality and content of reporting.

In the long-run, the impact of the media training of journalists might be limited if a significant number of trained students from ISIC do not stay in Morocco working as journalists, as many will pursue a career in communications or work as journalists abroad.

Regarding the impact of the training of Tanzanian journalists: as forewarned in the limitations of the evaluation scope, while it is too early to assess the real impact of this component on public opinion, a noticeable increase of reporting on migration issues among Tanzanian outlets represented in the training was measured by IOM communication department through their daily media monitoring. A follow-up study integrating a public opinion survey component could be commissioned by IOM to assess the evolution of perceptions and support future collaboration with the local media, as well as complementary training modules where needed.

3 AVRR COMPONENT

Overall, AVRR components of the project were successful in reaching out to migrants in vulnerable situations willing to return to their country of origin, yet reintegration of returnees continues to be challenging. Reintegration assistance were deemed inadequate, but more crucially, there was insufficient follow-up once returnees had returned to their communities. Reintegration was not considered a long-term process; consequently, AVRR did not include regular follow-up over time. Nevertheless, AVRR staff were consistently noted and appreciated for their dedication and attention. In order to allow governments of the countries of origin to incrementally take over responsibilities regarding reintegration of returnees, case management committees were put in place in Guinea and Ethiopia. However, committees did not fully appropriate their new mandates.

3.1 BACKGROUND & ACTIVITIES

3.1.1 BACKGROUND

The component was designed with an overall objective in line with traditional Assisted Voluntary Return & Reintegration Activities developed by IOM: “To provide safe and voluntary return to and assistance in countries of origin to stranded migrants in Morocco, Tanzania and Yemen in close cooperation and coordination with involved governments, allowing the latter to gradually take on increased responsibility and build up their operational and development capacities to implement these programs”.

3.1.2 ACTIVITIES

The assistance provided covered both the return process to migrants’ CoO and their reintegration. IOM provided return assistance, covering registration of beneficiary returnees, medical check-ups, travel assistance (obtaining travel documents and arranging transportation).

While IOM usually conducts outreach and information and counselling, it must be noted that **in the case of Morocco, the number of volunteers presenting themselves to IOM for return were so high that outreach was not necessary.** The beneficiaries went through registration at the IOM office and availed of medical checks with an external doctor. In Morocco, IOM staff accompanied the returnees to the airport and provided them with hygiene kits and a small amount of money to cover nominal fees upon arrival and being assisted by the IOM office in the CoO. In this project, however, the “pocket money” was disbursed through another budget.

As per its usual voluntary return process, IOM coordinated with the embassies of the countries of origin, who then proceed to verify the nationality of the applicants for return and issue temporary travel documents for the undocumented ones. Most of those applying for voluntary return do not have passports, visas or other official documentation and often do not wish to give their real names. IOM nurtures excellent relationships with the embassies of CoOs and was effective in executing the return process by arranging preparation meetings with each embassy individually. The Guinean Embassy also continues to refer migrants who contemplate returning to their country to IOM.

IOM Morocco assisted a total of 874 migrants to return to their CoOs, slightly above its initial objective of 850 beneficiaries. The majority of returnees supported were male migrants (86% male and 14% female), and most of them were irregular migrants stranded in Morocco. Very few cases of victims of trafficking were identified (six in total). The beneficiaries of the project were selected by giving priority to vulnerable migrants according to a list of vulnerability criteria that IOM adjusted specifically for the project, based on its global guidelines. A total of 56% of project beneficiaries qualified as vulnerable. In terms of nationality, the breakdown was as follows: 57.3% of the returnees were Guinean, 22.7% from Côte d’Ivoire, 14.6% from Cameroon and 5.4% from Nigeria.

In Tanzania, IOM return assistance focused on Ethiopian detainees in Tanzanian prisons. IOM conducted missions in prisons, during which a high number of applicants for voluntary return were identified. Information was given verbally by IOM to migrants in detention, inviting those who were interested in voluntary return to come forward. As a good practice demonstrated by immigration officers

in Tanzania, officials had designated English-speaking “leaders” among migrants to facilitate the communication regarding concerns affecting those in detention.

In coordination with local judicial authorities, imprisoned migrants were proposed a return option: IOM provided a first orientation to migrants volunteering before their return and ensured basic needs were met as well as possible. Medical screenings were conducted, and IOM offered some medical care to those in need. Serious cases were admitted to hospital upon return to Ethiopia through coordination with the IOM office in Ethiopia.

For minors, family-tracing was conducted in coordination with the IOM team in Ethiopia, and UNICEF, together with the Ministry of Social Welfare, conducted a family assessment on the ground. In some cases (for instance, if family-tracing was incomplete) minors were placed in rehabilitation centers by the Ministry of Social Welfare upon return.

Immediately before departure, migrants attended a session to review the return process and share information on reintegration. Migrants received clothes, food, hygiene kits and a medical check-up. Migrants were then assisted with transport to the airport, accompanied by a prison officer and IOM staff.

Over the course of the project, IOM provided return assistance to a total of **426 Ethiopian migrants stranded in Tanzania**, a number slightly under the intended project objective of 440. Within this caseload, 103 migrants were unaccompanied male minors; the remainder (323) were all adult males. 36% of the beneficiaries qualified as vulnerable migrants.

Organization of return assistance in Yemen was disrupted and challenged by the outbreak of the war in Yemen at the end of March 2015. The AVRR information and registration in Yemen was undertaken within the Yemeni migrant detention center. The detention center for migrants has minimal spaces (with a capacity of 500) and, although the Yemeni authority plans to increase the center's capacity, at the present time, additional people are put in central prisons. Women are detained in a separate section. The Yemeni government provides no assistance to the migrants. In some cases, prison guards were sharing their own food with migrants in detention. The Immigration, Passports and Naturalization Authority (IPNA) confirms that IOM staff provided for all the medical assistance, food and other basic needs within the holding center.

IOM prioritized the use of DEVCO funds for the most urgent cases, first assisting migrants facing combined vulnerabilities. The vulnerability criteria used in Yemen were slightly adapted from the list of criteria established for the project by IOM: age (prioritizing children), circumstances of migration, experience of migration process. IOM provided returnees with food at the detention center and non-food items, such as hygiene kits, upon departure.

Medical assistance was available during the voyage thanks to the medical staff of the boat crew, and some minors were assigned foster families post-arrival. The sea lanes were controlled by the Kingdom of Saudi Arabia as part of the conflict and therefore Yemeni nationals were prohibited from accompanying migrants on the boat; consequently, while there could be no IOM escorts, IOM requested medical escorts from boat operator (such IOM escorts were not possible until March 2017 when the conflict context started to change again) Through the project, IOM Yemen organized the return of a total of **414 Ethiopian migrants**. At the inception of the project, IOM was able to assist 117 Ethiopian migrants in emergency, organizing return to their CoO by plane. After the crisis turned parts of the country into a war zone, IOM had to adjust the voluntary return assistance under dire circumstances and critical constraints. Dealing with substantial logistical challenges and waiting for the authorization from DEVCO to validate the first amendment of the contract, the voluntary return assistance resumed in 2016. From then on, IOM facilitated transport of stranded migrants by boat through Djibouti. Two convoys left Yemen for Ethiopia in July 2016, carrying 150 migrants each.

Almost the entire caseload of 414 Ethiopian returnees were irregular migrants. 65% of them were unaccompanied male minors, and only a small fraction of them were female minors (1.7%, or 7 cases). The rest of the caseload was comprised of 19.9% of female adults and 13.4% of male adults. Among the 417 beneficiaries, 11 serious medical cases were found and 10 cases of victims of trafficking. Yemen is mostly a country of transit, with the majority of migrants hoping to find lucrative work in Saudi

Arabia. In spite of the crisis, migrants are still coming in, deceived by smugglers who keep them clueless about the ongoing war, despite the development of recent programs¹⁶ developed by IOM and the Danish Refugee Council (DRC) to better inform migrants along the route and support them along the way.

IOM was also responsible for organizing reintegration assistance to beneficiaries upon their return to their CoO. The design of reintegration assistance in Guinea and Ethiopia included a number of specificities.

Reintegration assistance designed for the project was limited to in-kind assistance amount while other AVRR IOM projects include more comprehensive assistance. Stakeholders noted the amount of individual assistance budgeted for the project was small compared to other AVRR projects. The design only included limited human and financial resources for the follow-up of returnees' reintegration. **The AVRR beneficiaries of the project in Morocco received an individual in-kind assistance of 500 Euros to help them reintegrate their community. An enhanced assistance of 605 Euros was provided to returnees who qualified as vulnerable along the criteria determined for the project¹⁷.** As per IOM's broad practice¹⁸, this financial assistance covers the costs of the equipment or assets necessary to set-up an income-generating activity for a value up to the amount of assistance allocated for the project. This financial assistance can also be used for medical treatment for sick returnees or to cover the costs of education or vocational trainings, which is commonly the reintegration plan for minors. Based on pro-forma invoices, IOM pays the assets directly through a network of partner suppliers or covers the costs of education or medical assistance. In the case of vulnerable returnees, a portion of the financial assistance is given in cash to start their activity, before receiving their business set-up assets.

The IOM staff in Guinea maintained close communication with the team in Morocco to develop the life project of AVRR beneficiaries during a counselling session of returnees upon arrival: the AVRR staff determines past employment and completes a reintegration plan.

- Out of 501 Guinean returnees supported by the project 61% chose to start a **moto-taxi business**. Reintegration assistance also provided moto-taxi drivers with insurance and registration as well as fluorescent safety jackets.
- Another 17% chose to **sell phone credit refill cards**, 3% to **open a small trade business** (3%).
- 2,6% preferred to use the cash assistance for education, with a year of education fees covered.
- A final group use their reintegration assistance to seek **medical treatment**, leaving little funds for developing an income generating activity. IOM assists the sick ones by referring returnees to medical institutions for treatment.

In Ethiopia, the reintegration assistance approach differed slightly compared to other participating countries. Among the Ethiopian returnees, the vulnerable ones (410 out of 840 returnees) benefited from a more comprehensive reintegration assistance. IOM Ethiopia established partnerships with microfinance institutions and job placement agencies it signed agreements with, in order to help set-up businesses or facilitate occupational integration. Moreover, 150 vulnerable returnees from Tanzania could benefit from vocational trainings at Hosanna Polytechnic College, which IOM had also signed an agreement with. The migrants were given between 5,000 and 6,040 ETB for immediate assistance with their reintegration.

Along with reintegration assistance, Case Management Committees were created in participating CoOs so local authorities and civil society actors could take some ownership of the reintegration process and engage in activities, based on the assessment that, in most cases, IOM

¹⁶ The DEVCO-funded Addressing Mixed Migrations in Eastern Africa

¹⁷ This financial assistance was co-funded by this project and the AVRR Morocco programme.

¹⁸ According to the IOM AVRR Handbook

was the only organization involved in a process that could benefit from a better mobilization of local relevant actors.

The intention was that the CMCs would help coordinate the access to services for migrants. Each country was given the chance to develop terms of reference for their CMC in order to be relevant in the local context and avoid redundancies, and took into account the mapping of actors involved in reintegration and services to migrants which was conducted.

In Ethiopia, the project built on the existing structure that would fulfil the same role: a government entity called the Protection Working Group (PWG). It is the PWGs¹⁹ mandate to assist the reintegration of returnees; however, prior to the project, they focused on the economic aspect with microfinance and technical vocational training. The psychosocial aspect of reintegration was missing. The project extended their partnership with the Center for Victims of Trauma, which provided training to health practitioners in health institutions in the four priority regions where IOM concentrates its actions. This partnership was well-received by the PWG. As part of the project, IOM developed partnership with the PWG to train them and involve the members in regional discussions within the Regional Technical Meeting.

In Guinea, the CMC was established late in the project. It was decided that the CMC would be presided over by a representative of the government and that the vice president would come from civil society. While IOM had developed guidelines for the creation of the CMC, members interviewed seemed in actuality to have different levels of understandings of the guidelines, as some found them confusing while other felt they were straightforward. The Guinean CMC has not initiated any activity per se, but instead took part in AVRR activities carried out by IOM:

- Reception assistance at the airport whenever this was organized (the welcoming of returnees was not systematically organized);
- Briefing of returnees on the reintegration process before they returned to their communities;
- Monitoring visits to follow-up on returnees assisted by the project (visits organized in Conakry and in Mamou, the province the majority of returnees come from). The visit aimed at assessing how some returnees were doing with their business and reintegration.

3.2 RELEVANCE OF AVRR

Return assistance was found to be overwhelmingly relevant. The high demand for voluntary return in Morocco was striking - while the IOM Morocco program has to manage a caseload of approximately 1,500 voluntary returns per year, the project brought assistance to half of them. However, according to IOM Morocco, the demand remains at 3,000 per year, twice as high as resources currently mobilized, and referrals from partners continue to bring hundreds of new candidates for voluntary return to their CoOs every quarter.

As far as the voluntary return of Guineans in Morocco is concerned, a large number of Guinean returnees are currently stranded in Morocco and willing to return home. Most become stranded as they face a cash constraint at this point in their journey and must work in order to gather the funds to be able to continue their journey. However, in most of the testimonies gathered from returnees, unbearable living conditions in Morocco pushed them to seek help from IOM.

¹⁹ **Description of PWG:** According to proclamation no. 909/2007 the Federal Anti-Smuggling and Trafficking Secretariat was established for prevention and suppression of trafficking in persons and smuggling of migrants. As stated by this proclamation the justice state minister oversees the Anti-Smuggling and Trafficking Task Force. The Task Force consists of more than 30 institutions including government institutes, NGOs, international organizations, women and youth associations' representatives, and religious institutes. The Task Force is divided into four sub-groups; prevention, protection, prosecution and research and development. The prevention sub-group is mainly responsible for preventing such illegal act through working on awareness creation. It is led by Ministry of Labour and Social Affairs (MoLSA). MoLSA has the legal mandate to work on this prevention work. The protection and reintegration group mainly focuses on reintegration works (that include both economical and psychosocial support) for returnees. Among others, the Ministry of Health, IOM, ILO and other religious organizations are member of this sub-group.

IOM helped other migrants being scammed by smugglers who took all their savings and disappeared. Another decided to return because of medical needs: “*I got sick and had no money*”, he explained, “[*there were*] social workers there, but I was not registered.” He heard IOM offered medical assistance and received care from IOM in Morocco before returning.

In general, the returnees heard from friends that IOM would be able to assist them. Two returnees were referred by Caritas who had provided them with assistance in Morocco. In one instance, a returnee travelled to Morocco from Libya in hopes of receiving IOM assistance to return to Guinea. As he explained, he was unable to reach out to IOM in Libya and had friends in Morocco who could help him contact IOM.

In Yemen, **the caseload of stranded migrants also largely outnumbers the human resources’ capacity of AVRR, and organizing voluntary returns from Yemen has become a major humanitarian stake**, as IOM reported that approximately 10,000 migrants were still entering the country each month, most of which headed to Saudi Arabia to look for opportunities, and many were not even aware of the war in Yemen. The entire IOM operation assisted close to 2,000 Ethiopians between the beginning of the crisis and the summer of 2016. In this context, the program was more specifically meant to focus on Ethiopian migrants who were detained, living in harsh conditions (notably, dealing with health and sanitation issues) and needed urgent assistance to return.

A large number of Ethiopian migrants are stranded in Tanzania after being arrested while traveling to reach South Africa. They generally have no passport, or their passport is not stamped. There are **no government-run reception centers for irregular migrants in Tanzania**, who ultimately end up in prison or detained in police stations until they can be deported. According to Tanzania’s 1995 Immigration Act, irregular migrants, especially minors, may also be maintained in custody in remand houses while waiting to be brought to court, which will rule on their irregular status.

Therefore, the structural need for voluntary returns from **Tanzania** was very high in the first place, and following the crisis in Burundi, and upon the request of the Tanzanian government, IOM started targeting Ethiopian migrants stranded in Tanzania to help facilitate their return.

Reintegration assistance was important as migrants returning to their CoO found themselves with limited economic resources after their irregular migration and traumatic experiences. The large caseload of vulnerable Ethiopian migrants stranded in Tanzania and Yemen, and Guineans in Morocco justifies a well-established reintegration program in Ethiopia,

Finally, the establishment of CMCs was a very relevant initiative. The CMC was an innovation in IOM AVRR programming and an opportunity to test the involvement of some key government authorities and CSOs who could assist migrants, including actors able to provide assistance in economic insertion, in reintegration assistance to returnees.

3.3 EFFECTIVENESS OF AVRR

Return assistance in Tanzania, Yemen and Morocco was highly effective at adapting itself to changing contexts. In Tanzania, the decision was made to adjust the AVRR component to another group of migrants after the crisis in Burundi, and the Tanzanian government suggested IOM support Ethiopian stranded migrants. In Yemen, the ability of the program to adapt itself to a rapidly worsening context is striking and commendable.

The success of return assistance hinged on effective collaboration with governments. The relationships between IOM and Moroccan authorities were excellent, as supported by most interviews. IOM also had preparation meetings with relevant ministries to present and discuss its AVRR plans. The government, as per a previous agreement with IOM, funds the air transportation of voluntary returns. In parallel, the MCMREAM Voluntary Return Unit ensures that migrants’ rights are respected and that they are not put at risk of exploitation during the return process. However, the MCMREAM does not actually supervise the voluntary return, as this is the responsibility of the Ministry of Interior.

In Tanzania, IOM also availed of the close collaboration of the Ministry of Home Affairs' (MoHA) Prison Department, who shared the list of irregular Ethiopian migrants detained. IOM carried out registration and identity verification missions in a dozen prisons in Tanzania. The IOM staff was accompanied by Ethiopian officers from Kenya, as there is no Ethiopian embassy in Tanzania, in charge of authenticating nationalities and issuing temporary travel documents. The verification missions also included Tanzanian immigration officers and prison officers (the presence of the latter is mandatory by law). This illustrates the close ties between IOM and the two government's administrations, and their role in carrying out assistance services.

During the crisis, the AVRR in Yemen presented significant obstacles to safe and successful voluntary returns, requiring obtaining the authorization of Djiboutian authorities to use their port and coordinating between Ethiopian, Djibouti and Yemeni authorities. Embassies were evacuated and, as most migrants have no official documentation, the lack of embassy staff to assist on identification significantly slowed returns. IOM secured the assistance of immigration authorities to authorize their exit from Yemen, and informal screenings were done to assess whether returnees were indeed Ethiopian nationals. The Ministry of Interior implemented special leniencies to facilitate returns, exempting Ethiopians who had overstayed their visas and providing them with exit visas, but waiting for travel clearance from the Saudi-led coalition caused further delays.

Identity verification by Ethiopian authorities of migrants now takes place in Djibouti. Since not all migrants applying for return to Ethiopia are truly nationals, new tensions are arising with the Djiboutian authorities. These migrants are barred from returning to Yemen and cannot travel to Ethiopia. The Ethiopian Embassy in Djibouti has added new identification requirements, now demanding birth certificates for children and official ID for adults. As noted, the majority of migrants have lost or destroyed personal documentations. **The situation has created impediments at numerous points in the return process for Ethiopians.**

While return assistance adapted itself in the face of changing contexts, there were significant delays caused by a mixture of important workloads, administrative delays and logistical challenges.

In some cases, in Morocco, it took up to three months for some returnees to return to their CoO. The reasons mentioned were a combination of burdensome workload on a limited staff—all in the context of a growing demand for returns along the past few years. This was all compounded by the delays in gaining approval for the no-cost extensions. At some point, migrants ended up sleeping outside the IOM office, which generated disturbances and even fights among frustrated migrants. As it is not in IOM's mandate to directly provide voluntary return applicants with housing, IOM initially funded Caritas to provide housing and other direct assistance services, which were then taken over by the *Centre Culturel Africain*.

The primary obstacle effecting the return process in Tanzania was that Tanzanian legal procedures are burdensome. For instance, only the Minister of Home Affairs himself is able to sign release orders, often delaying the return process when he is not available. One interviewee notes that the IOM staff said they could help but then took over a month to start organizing the return. Although the IOM presence in prison was limited, it seems the organization did provide much-needed informal emotional support.

In Yemen, administrative challenges (as outlined above) and logistical challenges slowed down the return process. From April 2015, no flights could operate in the Saudi-coalition controlled airspace. While IOM considers air travel the most appropriate means of return transport, alternative options were necessary. IOM arranged return by boat through the port city of Hodeida to return Ethiopian migrants via Djibouti, with bus transport from Djibouti to Ethiopia.

A Yemeni boat was rented to evacuate returnees; however, it was found small and not fit to carry passengers on a 24-hour voyage to Djibouti. Additional safety measures were taken, adding the appropriate number of life boats and life jackets. IOM has long held a good relationship with the IPNA and, despite difficulties for maritime authorities to guarantee the safety of the boat, coordination between IOM and Yemeni authorities was very good.

The were some additional challenges in organizing returns to CoOs. IOM AVRR staff reported that when Tanzanian officers identified and registered Ethiopian migrants in prisons, they often improperly transcribed the names of migrants. As a result, IOM experienced problems matching the names of beneficiaries in their own lists for return. Nevertheless, IOM has since countered this issue in directly checking names with prison warrants.

The Yemeni government would have liked IOM to organize all returns but provided virtually no assistance in this regard. In part, this was a matter of lacking resources; however, there was also a considerable lack of political will to assist migrants.

Overall the delivery of return assistance was effective in the face of high-demand, changing contexts and limited human resources. The competency of the staff was instrumental in delivering assistance. The key factor of success identified by stakeholders interviewed was the competence and the dedication of IOM staff in Morocco, even though the office is, in all likelihood, understaffed. IOM Morocco paved the way for the return process and provided the right instructions for the arrival of the returnees and the reintegration assistance to be properly handled by counterparts in the CoOs. A significant number of Guinean returnees who were interviewed were satisfied with the care they received before departure and felt heard.

The return from Yemen was successfully organized by the IOM team under the most challenging circumstances, as the war in Yemen erupted during the initial phases of the project. IOM Yemen has been very effective in arranging in a timely fashion emergency returns, putting in place a complex return process in a context of conflict. IOM ensured that the return was as safe as possible by providing all the assistance that could be mobilized under extraordinarily difficult constraints.

Whilst return assistance was successful, provision of reintegration assistance was more challenging in part due to the limitations of the assistance available and in part because of the lack of community level and structural interventions.

Reintegration assistance starts prior to beneficiaries' return with pre-departure information and counselling – as they are to be counselled before their departure. Guinean returnees had been pre-counselled in Morocco on their “life project” (term used by IOM staff that denotes business, education or other plans). It appears that pre-departure, IOM proposes only few possible business options. In the context of Guinea, returnees with a business set-up plan were offered only three options: selling phone credit refill cards, moto-taxi, or a trade.²⁰ This may be contributing to confusion for returnees who have inadequate business plans or have unrealistic ideas about the flexibility of the reintegration assistance fund. **While each returnee signs a form saying they were informed on reintegration assistance,** it should be noted that some returnees claimed they had received no information on assistance²¹. 40 US dollars of pre-departure pocket money was provided at the airport to each returnee to cover small costs (note, however, that this money was not funded by the project grant).

Reception upon arrival was well-managed in Ethiopia. The IOM program in Ethiopia has a large reception center in Addis Ababa and is able to provide quality upon-arrival assistance for returnees. The reception center could provide returnees from Yemen and Tanzania with accommodation, food, standard non-food item kits, and address immediate medical needs. The few cases with severe health issues were referred to hospitals. In total, IOM Ethiopia assisted 840 returnees²².

Minors stayed at the transit center for seven to ten days, while UNICEF and the Ministry of Social Affairs coordinated family tracing. At the center, they received psychosocial support and participated in recreational activities. IOM arranged the transportation of the minors, accompanied by social workers,

²⁰ The choice of business set-up plan was reported by multiple sources: IOM staff, CMC members, and returnees.

²¹ Presumably returnees did not fully understand the information shared or did not remember it.

²² There is a slight difference between the total of returnees assisted in Ethiopia compared to the sum of caseload of returnees leaving Tanzania and Yemen as a small number of them did not seek assistance or get in touch with IOM after their arrival in the country.

to be reunited with their family. A total of 144 minors returning from Yemen and 103 from Tanzania were assisted. On their side, adult returnees received a transportation allowance to go back to their place of origin.

IOM Guinea recommends meeting the most vulnerable cases at the airport, which was done appropriately.

The ensuing provision of reintegration assistance was liable to delays and was found inadequate by beneficiaries in Guinea.

The interviewees overwhelmingly deemed reintegration funds insufficient. As a returnee explained, when you must “start from scratch”, it is very difficult with such a small amount. Those interviewed felt they could not open a proper business and were constrained to the smallest possible options as the business they initially wanted to set up would require additional equipment. For instance, some wished to drive a taxi because they felt moto-taxis were dangerous and difficult to drive. However, IOM Morocco is aware of this shortcoming and has raised this issue in the past following past AVRR evaluations.

Nonetheless, three interviewees explained they managed to earn a small income selling simple products (i.e. fruit, fried food and paint). Another explains that, although he can manage to cover his basic needs for his moto-taxi business, it is a very basic income and he cannot save enough to expand his business. A number of interviewees explained that **some investment assistance to expand their projects would make a difference** in this regard.

Other interviewees expressed frustration with the lack of choices available: “*They did not base the help on what we want or according to our capacity*”, one interviewee explained. This is further reflected in the fact that several of the returnees sold their assets to pursue another project. In one case, the young man paid for education for his younger brother, while another began work on a plantation. Others rent their motorbikes to others as they do not want to drive them. This can happen at times in countries where IOM works and, though it is not necessarily negative, it does indicate that the **reintegration assistance is often not relevant or appropriate** for the individual beneficiary. Upon their return, it took many returnees approximately three months to receive their equipment from suppliers to begin their work projects. IOM Morocco sometimes lacked time to validate reintegration business plans of the returnees in Guinea, which has resulted in delays in delivering the reintegration aid. Although those who waited found it difficult to cope during the interim, no major issues were reported as they could rely on family or friends.

IOM AVRR staff in Guinea provided some orientation and guidance on returnee business plans, but themselves recognized not having the skills or sufficient staff to do this in a systematic way. As much as possible, they offer additional work options, such as opening a small restaurant, and discourage business ideas that are they know to be unprofitable, such as cyber cafés. IOM AVRR staff felt these vocational orientations went beyond their normal responsibilities, and the AVRR team leader acknowledged that this required qualification and relevant experience in order to better offer assistance on developing small businesses. As one staffer explained, “*We learned by doing that we have the duty to advise them. We would like to document our practices in this matter*”. This service should be developed, especially given there are no public structures available to properly advise returnees on their economic opportunities.

In Ethiopia, the financial allocation of between 5,000 and 6,040 ETB for immediate assistance was used by the returnees to purchase food, transport and some clothes. In some cases, the returnees used their money to stay in the zonal areas and avoid the stress of confronting family and building a new life. More than one returnee explained that the funds made it much easier to go home and face their families: “*It gave a boost of confidence*”, one man explained. “*It meant we didn't return home with nothing in our hands.*”

Support did not stop with immediate assistance. The group of migrants interviewed were involved in a construction work certificate program on some aspect of building (for example, finishing) through the Oromia Polytechnic Institutions. During the two-month program, the participants received 3,000 ETB to cover the cost of the training and another 2,000 ETB as a subsistence allowance. The funds, according

to some beneficiaries, were not sufficient for life in the district capital, and some migrants explained that the training caused new tensions with their relatives as they were forced to borrow additional money just to complete the course.

Although the respondents report that the quality of the training was good, it was not extensive enough to help them get a job. When applying for work in the field, the trainees found they still lacked basic knowledge and could not purchase enough materials to begin work in earnest. There are already many Ethiopian builders with experience and equipment according to respondents, making it nearly impossible for the trainees to get hired in this line of work with the limited skills acquired.

The program did not give due consideration for a person's existing skills or interests, offering almost no choice in trainings. A number of interviewees felt that support in building their own start-up businesses would be a better form of assistance and more likely to help them over the long term. To this end, IOM Ethiopia signed agreements with microfinance institutions. IOM has also developed a database to match returnees with companies in the industrial park of SNNP, where park agents identified employment possibilities. The interviewees suggest that IOM coordinate with local government, NGOs and the private sector to facilitate employment. Unfortunately, there is no monitoring data on employment after the training was completed.

It seems that Ethiopian returnees had high hopes that IOM would assist them starting a business or finding employment. It is not clear from the testimony whether these forms of support were promised by IOM agents, or merely a perception that detained migrants had gleaned elsewhere. **Regardless, there is a clear gap between high expectations and disappointment with the support actually received.**

Although respondents reported being able to earn some income with reintegration assistance, these funds do not cover basic needs. Most returnees interviewed reported that they seek support from relatives with reintegration. Returnees who could collaborate with other businesses run by family or friends were better off than those who had no such options. For example, the returnee who now sells fruit was able to use his parents' existing shop to set up his small business. That said, most interviewees explained that they were able to cope, and that business worked to some extent.

The success of reintegration varies according to reactions and attitudes from families and communities.²³ For all those interviewed in Guinea, the most difficult part of returning was facing families. Once there, however, the returnees had differing experiences. Approximately half of the group found the reunion with family shameful. *"My mother was discouraged because I returned"*, said one respondent. *"My mother cried and shouted at me because she had given me 5 million GNF [about 500 euros]] to go,"* explained another. Three returnees report reproachful looks and even insults from family, friends and neighbors. A family might understand the difficulties faced but still pass judgment, having heard accounts of others who succeeded abroad. As one respondent explained, family relationships have changed since his return; although his family can forgive the perceived failure, *"it is not the same as before."*

In contrast, the other half of interviewees received support from their families. As one man explained, *"After so much suffering in Morocco, I was happy to come back but I was ashamed of having failed... My wife was supportive."* For these returnees, parents expressed relief or happiness at the return. *"It didn't feel hard for me"*, expressed one, *"because I was staying with my brothers and they supported me. My family understood."*

In Ethiopia, amongst those interviewed, almost all respondents reported being warmly welcomed home by their families. Nonetheless, reintegration was not easy. Most of the migrants had sold every asset

²³ A variety of factors are behind families' reactions. It is difficult to discern what factors separate those welcomed home and those made to feel ashamed by their return. Certainly, the degree of investment or sacrifice made to send a family member abroad make returnees more difficult to reaccept. Another possible explanation is related to how a community perceives migration stories, especially if there are local examples of other young people who "made it" abroad. The age of the returnee also seems to be a factor with younger returnees receiving more family support. As an avenue for further research, it may be useful to explore whether there are specific factors that render families more or less supportive of returnees.

they had, and, in many cases, their family also had to pay brokers. When asked if the assistance received by IOM created any tensions linked with differentiated treatment, all respondents said no, and noted specifically that the funds were too small to have a significant impact on relationships.

The vulnerability criteria applied to reintegration assistance was difficult to implement according to IOM staff. IOM does not usually adapt reintegration assistance to the vulnerability status of returnees²⁴, but the focus on vulnerable returnees was added to AVRRE approach in this project. However, interviews of IOM staff revealed that the difference in reintegration grant amounts (a variation of 105 euros) was not necessarily relevant as there are limited differences between vulnerable and “non-vulnerable” migrants as most migrant assisted in the context of this project were already in vulnerable situations. On that point, IOM teams found it challenging to determine the vulnerability status of migrants as many are not necessarily open to giving details about their past experience and trauma, despite this, IOM Morocco developed vulnerability criteria to better screen for vulnerabilities. Furthermore, it could be argued that the difference in the reintegration assistance (both financial and counselling) was too symbolic to make a real difference in the ability of vulnerable migrants to reintegrate.

Reintegration assistance was also challenged by the constrained resources for follow-up. While Case Management Committees held monitoring visits, a midline evaluation was conducted, and follow-up sessions were organized by IOM staff with beneficiaries, the lack of a systematic database on returnees undercuts any improvement of reintegration initiatives.

Some returnees explained that the follow-up sessions felt more like the IOM staff were checking on compliance with the proposed work project rather than an opportunity for support. Others, however, noted that it was comforting to still be in touch with IOM. One respondent expressed his belief that life would be much worse if the help was not available, and that returnees should be happy to receive it. Several interviewees highlighted that despite the constraints still faced, *“it was the right decision to come back”*.

During the field work in Conakry, the evaluator could directly observe that the AVRRE staff member there following-up with returnees is very dedicated and nurtures a close and required relationship, even on a personal level, with the ones she is in touch with. However, these follow-ups are sporadic and not in-depth. *“I do follow up in groups or by phone. We talk about their income from their business,”* explained the AVRRE staff member. Beyond informal “checking-in”, it seems follow-up was limited to ensuring equipment and assets were received.

Monitoring visits of the Case Management Committee were undertaken during this project, along PMU monitoring visits. However, monitoring is an area that could be improved on as most returnees interviewed asked for more follow-up from AVRRE staff.

Unfortunately, the project had only planned three CMC meetings in Guinea, to the displeasure of the CMC members interviewed. They felt not much could be done in three meetings, especially since the first one was focused on the purpose, role and actions of the committee. Additionally, as the terms of reference and the mandate of the CMC were not clear for everyone, the first meeting was spent trying to get everybody on the same page. Nevertheless, a key member of the CMC concluded that, *“We haven’t defined what was necessary to do for the migrants.”*

Through their involvement in the different stages of the return process via IOM activities, the CMC members²⁵ developed a good knowledge and participation in return and reintegration assistance that could be the basis of future activities and a more systematic role to be further developed. The CMC had no plan of action for activities of its own – although there was a discussion during the third meeting in

²⁴ According to the former IOM regional director interviewed

²⁵ The CMC members include 7 representatives of the government (Ministère des Guinéens de l’Etranger, Ministère de la Sécurité, Direction Nationale de l’Enfance, Ministère de la Jeunesse, Ministère Affaires Sociales, Ministère de la Justice, Service National des Affaires Humanitaires (SENAH)), 4 NGO representatives including AFODE and Sabou Guinée, and 3 IOM representatives

the form of recommendations. The CMC followed activities planned with IOM through the project, such as monitoring visits and reception assistance. Implication of CMC members was rather low, and they didn't have the financial means or the availability to further CMC objectives.

The CMC expressed (at least from two members) the desire to be able to do activities on their own without IOM. Reflecting on the role of the CMC, one member went so far as saying that the activities of the CMC were piloted from IOM and felt this restricted the CMC in accomplishing its objectives: *"This top-down way of running an entity like this cannot bring results. We need control over budget and calendar"*. However, **there seemed to have been a lack of initiative from CMC members to conduct autonomous activities and it should be reminded that IOM was responsible for the set-up the CMC, which was then supposed to be led by the government.**

3.4 IMPACT & SUSTAINABILITY

The primary outcome of AVR across countries has been to assist migrants in difficult situations, ranging from economic hardship and isolation to detention, and to assist them to return to their communities. Especially for Ethiopian beneficiaries, interviewees reported that the return of irregular migrants detained in prisons under harsh conditions has saved many lives and very likely prevented abuses, notably against minors. Furthermore, testimonies of many returnees demonstrated that the availability of assistance itself had restored hope.

That being said, while reintegration support on the three key dimensions (economic, psychosocial and social) is necessary, all stakeholders – including IOM - agreed that the individual financial assistance provided was not enough, either in Ethiopia or Guinea. The interviewees felt they needed an occupation, but the small business projects available with reintegration funds were difficult to make work. In some cases, this difficulty was compounded by delays in receiving their business assets.

Returnees face considerable **challenges developing small businesses**, after return and better orientation on job planning is needed to help migrants succeed. The reintegration assistance funds were too low, according to the CMC members interviewed. Moreover, the **labor market offers few opportunities**, and many returnees find that their **reintegration projects are incompatible with lived realities**. There are also practical challenges reported. Moto-taxis are dangerous and have caused many accidents and injuries. In other instances, some returnees have **sold their business assets** (this is particularly true for those who received motorbikes).

Some official structures exist to assist following up with returnees on reintegration, such as the Guinean Ministry of Youth's *Centres d'Ecoute et d'Orientation des Jeunes* (Youth Occupational Orientation Centers – CECOJ). The CECOJ have a wide-ranging presence nationally; unfortunately, the Ministry has very few resources and little capacity to change that. *"In theory, decentralization is there, but in practice it is a very different story"* said the Ministry's representative. Nevertheless, he considered that these structures are underused. Despite their numerous centers over the country and their willingness to provide services, the CECOJ had little capacity to do so – **relying on existing structures is a sound approach but in practice those structures cannot take over new services easily, especially without additional resources.**

Upon returning to their communities, beneficiaries experienced either isolation from the community and frustration, or encountered support. The community's reaction to their return is a key factor in returnees' successful reintegration. Some returnees explained their frustration with coming home, saying it felt like going back to *"the same misery."* Several reported that the main obstacle facing returnees is the judgement of parents, friends and neighbors. As one respondent expressed: *"What does a 'normal life' mean? If you go back to the same habits, same reasons to emigrate—this is not a normal life... {it is the} same obstacles as before."* During reintegration, it seems that returnees did not seek the company of other returnees unless they were friends before leaving. It appears they have not created a common bond despite encountering the same challenges and now facing the same reintegration difficulties, furthering some returnees' isolation.

As an area for future work, the IOM might consider working with communities to help ensure life projects succeed. This may, however, be a major challenge, given respondent comments explaining it was “difficult to convince” people and communities to change their minds.

Respondents felt they made a community contribution by sharing their stories, with five Guinean interviewees reporting that they have **dissuaded others to attempt irregular migration to Europe**. Through their experience, the community can see that those who remained at home are doing better financially than those who attempted migration. As one interviewee expressed, “*I explained that there are difficulties outside, too—that there are not a lot of job opportunities.*” Among the younger group, returnees explained that some of those they spoke with plan to leave anyway, believing they will have better luck. One interviewee explained that friends who tried to emigrate wrote to him when they themselves became stranded to say he was right after all.

One group of Ethiopian migrants was also involved in making a documentary with the Ethiopian Broadcast Corporation about irregular migration and, through that film, say their community can see the suffering they endured.

Thanks to this project, the EU started the process of changing views internally on the return and reintegration agenda: DEVCO intends to steer away from cash-only grants in order to try to connect the dots with existing services, developing capacity and involve communities. The EU Trust Fund supports several of return and reintegration projects, and long-term monitoring on R&R is needed; but project length does not allow it. DEVCO reports that they have the same view as IOM on R&R: individual assistance should be complemented by community-level interventions.

According to Ethiopian officials, the AVRR project has improved collaboration with destination countries. The representatives of the project in destination countries now have the capacity and knowledge to provide the required assistance for returnees, including medical care, facilitating return process, etc. IOM facilitated bilateral cooperation through the project.

It appears the CMC in Guinea has not directly yielded tangible positive changes for the returnees themselves — CMC members interviewed acknowledged that the CMC achieved very little. The CMC was created in the middle of the project, so it didn’t yield the outcomes expected. A member explains: “*We didn’t fully understand the process of the project. Several points were not clear among the members. In the end, given the time needed for the set up, we haven’t accomplished much.*” In fact, only three meetings were held, and their main activities were welcoming returnees and monitoring missions.

Yet, the CMC’s welcoming committee for returnees could contribute to shift relations between the government and returnees. According to the CNLCT (Comité National de Lutte Contre la Traite des Personnes/National Committee for the Fight against Human Trafficking) president: “*The bare fact that we welcome returnees, our fellow citizens, at the airport is important because it comforts them. This only justifies the existence of the CMC.*” Families recognized that it drew the attention of local authorities on the issue of returnees. CMC could be a structure that contributes to restoring trust between population and government authorities. CMC had also created an action plan to prevent irregular migration through community sensitization.

The CMC in Guinea fell short of activities of its own and of a work plan for reintegration assistance but managed to formulate a few interesting leads, such as sending caravans in the areas of high sources of migrants to do sensitization activities or opening a lab of ideas and partners to generate collective projects.

Ethiopians stakeholders interviewed believed that one of the main achievements of the PWG is the increased involvement of the PWG in mainstreaming the assistance and protection of migrants into the national development agenda, through information-sharing with the Federal Task Force Secretariat, which is overseen and evaluated by the National Council (led by the deputy Prime Minister of Ethiopia).

Most members of the Federal Task Force do not pay much attention to the protection of migrants themselves. This was mainly because they have their own mandate. Even the Ministry of Health,

member of the PWG, focuses on other priorities, especially the ongoing implementation of the National Health Policy.

IOM has made the right decision to build on an existing government entity to increase the capacity of the Government of Ethiopia (GoE) to improve its capacity to assist returnees, instead of creating a similar committee.²⁶ It is worth noting that one Ethiopian NGO interviewed was not aware of any action from the PWG so far. As it seems, there is a lack of visibility on the action of the PWG. On its side, the PWG members claim that they are better able to assist returnees thanks to IOM support. Moreover, in this matter, the PWG intends to strengthen its relationship with IOM.

Sustainability of economic, social and psychosocial reintegration will obviously depend on existing services (access to loans, social services, occupational training) available in their community areas and the level of support the community offers. As a matter of fact, many returnees experiencing challenges in their businesses **seemed to have found coping mechanisms thanks to their families and/or friends.**

Under the budget allocated to reintegration for the project, limited actions were designed to ensure sustainability of reintegration aid, in particular to help the business projects be durable.

Although there is no systematic follow-up in place at the moment and the evaluation did not gather quantitative data on beneficiaries, it appears that, from the testimonies of returnees and the monitoring visits done by IOM, there are various cases of businesses that are still running or even thriving.

Although the CMCs does not seem to be sustainable under its form, it has paved the way for a new structure in Guinea within the EUTF (European Union Emergency Trust Fund for Africa) and counts almost the same members. Under this new structure, many more activities and achievements will be carried out from the list of activities above. The CMC, as it was set up under the project, will be, in the opinion of its members, more of a consultative body to:

- Identify the needs of returnees
- Map the services available
- Monitor the IGA undertaken thanks to reintegration assistance.

According to the President of CMC, the EUTF project comes at a good time. The problems met in the first phase are addressed by EUTF: for instance, on the vocational orientation and in-kind reintegration assistance. A structure like the CMC should be able to design or influence the design of the reintegration assistance and patterns.

3.5 SUMMARY OF FINDINGS & RECOMMENDATIONS

AVRR in the contexts of the countries of this evaluation was consistently highly relevant, yet reintegration efforts in particular provided mixed results.

AVRR is a highly relevant program that has immediate positive impacts for the returnees who are able to leave difficult conditions behind and find that assistance is available. The return process is effective in all countries despite challenging contexts, including high workloads of staff in Morocco and Tanzania, and war in Yemen. The effectiveness of returns relies on the dedication and involvement of staff, as well as the smooth cooperation between embassies, governments and IOM.

Reintegration assistance is perceived as being inadequate, not only in terms of the size of the grant amount available through the project, but also in the assistance provided. The important workload of AVRR project staff has caused delays in unblocking reintegration assistance. Communities are key to the success of reintegration – their acceptance can clinch the success of a reintegration project.

²⁶ Unfortunately, no information on the progress and actions of the PWG could be collected to allow the evaluator to have a clear assessment of the improvement of the PWG's ability to fulfil that goal.

There are some unexpected impacts of AVR, notably returnees spontaneously relate their experiences among their communities and dissuade others from undertaking illegal migration.

However, AVR can be a cost-intensive component when it meets unexpected challenges and on a large scale like in Yemen. and the lack of monitoring and follow-up on reintegration has been repeatedly pointed out.

The case management component was relatively less impactful than other components. Although it is a highly relevant component, the pre-existing PWG in Ethiopia did not fully appropriate its new mandate immediately, while the CMC in Guinea was put in place late in the project.

There are positive highlights of the CMC and PWG, which justify their relevance, as CMC members gained a better understanding of the activities necessary to facilitate reintegration. CMCs were impactful notably by welcoming returnees in their CoO - CMC members interviewed noted the importance of showing the involvement of government officials in the assistance provided to returnees.

However, their impact was limited as the CMC in Guinea had very few meetings and activities, and there was considerable confusion about guidelines and their role. Furthermore, CMC members participated on a voluntary basis and complained of not being paid, resulting in a lack of motivation to dedicate time to the project. Even the transportation fees were not reimbursed. It appears that the opportunities of trainings given to the members (as IOM included CMC members in the trainings in Morocco) was not a sufficient incentive to secure the motivation or the attendance of members, especially the ones with high professional responsibilities. Some members felt that IOM Morocco did not give the CMC enough responsibilities. One member even claimed that the CMC was "*piloted from Morocco*". In the same vein, members would have liked to be able to manage grants or use funds to carry out projects they had discussed during their meetings.

A number of recommendations suggested by IOM, EU and national government staff could be considered to improve the AVR processes and increase the success of reintegration.

- Reintegration assistance could be determined according to vulnerability and existing services in the country of origin. But this is not easy to put in place, as the living conditions and public amenities of migrants' local place of origin should be considered.
- IOM must undertake a process to assemble best practices from all the reintegration projects, similar to what the EU undertakes (they have overviews of reintegration projects by thematic - e.g. small business creation-, geographic areas, etc.). The issue of reintegration has gained much more attention in the past three years within EU institutions.
- Reintegration assistance should be grouped to create collective projects to increase motivation and community support– and become less individual-based and more community-based. The CMC in Guinea, for example, suggests creating a forum to facilitate discussions between returnees and entrepreneurs. It was also suggested to have returnees be grouped in cooperatives to increase their motivation.
- There is a need to ensure communities accept returnees and not stigmatize them. Work with school teachers and local businesses (sensitization and increased efforts to involve businesses in recruitment of returnees) could facilitate community acceptance by raising awareness on returnees' experience.
- More follow-up on reintegration is necessary, with guidance available to help returnees successfully design their business plans. Furthermore, returnees should be guided in the sectors that are the most promising and aligned on their skills. There is a lack of monitoring and evaluation of reintegration initiatives. Ideally, AVR projects should have a budget dedicated to follow up on the reintegration process of returnees. This will be done for the EUTF project in Guinea. For example, a proper database of returnees could be set up, regular visits and assessments after 3 months, 6 months and one year for instance could be implemented, an evaluation of returnees' remaining needs and challenges could be conducted. Such M&E efforts could be combined with assistance programming.

- Vocational training would be relevant both pre- and post-return, and in general beneficiaries should be better prepared to return.
- More time should be allocated to calculating the most relevant amount needed for reintegration according to living conditions and purchasing power locally, as it depends on plans and on discussions with community leaders.
- In Guinea, it was suggested to link reintegration assistance with microfinance opportunities.

Some key recommendations regarding the CMC in Guinea would be to give it more responsibilities and a greater autonomy in carrying out activities. The structure could be sustained through the government budget, as migration remains a priority for the government, through a common fund within the government which is targeted at irregular migration.

Furthermore, a greater level of access between CMC and IOM would be beneficial. In that respect, inviting members of the CMC to attend monitoring missions that IOM staff conduct on reintegration is a fruitful initiative.

The capacity of CMC members varies greatly and, as such, specific trainings tailored to the needs of CMC members and their attribution within the CMC are necessary. Specifically, CMC members should be on equal footing in terms of knowledge of AVRR and other basic migration management terminology.

4 REGIONAL COORDINATION & LEARNING COMPONENT

The regional coordination and learning component consisted in regional technical meetings between representatives of countries of origins and countries of destinations, wherein peer-to-peer exchanges would lead to a better understanding of both common and country-specific challenges and best practices. Participants found those meetings relevant, useful in getting a big-picture understanding of migration issues, and insightful with regard to other countries' specific contexts. Yet, coordination sustainability hinges on a cooperation framework, a plan of action or long-term political will.

4.1 BACKGROUND & ACTIVITIES

One of the key principles of the project design, as intended by IOM and the EU, was to establish a closer collaboration between countries of origin and countries of destinations and to pave the road for governments to better manage return and reintegration independently from international actors in the future. The project aimed to give the opportunity for host and origin countries to share experiences and good practices on return and reintegration. This peer-to-peer encounter also intended to promote further cooperation and draw lessons for future actions of countries involved.

Two regional technical meetings (RTM) were organized in Rabat in November 2015 and in July 2017 for actors from all the countries involved in the project. Apart from representatives of all IOM offices involved in the project, the majority of participants belonged to government ministries or agencies and embassies. The first RTM in Rabat focused on information and practices on return and reintegration in each country. During the second RTM in Rabat, the project accomplishments were presented. Discussions ensued to identify actions or formulate recommendations on the way forward to better assist migrants.

Two regional workshops gathered government actors from Kenya, Ethiopia and Tanzania (in August 2016 and July 2017) involved in migration-related policies to exchange experience and practices on return management of irregular migrants on their way to South Africa. During the second workshops, participants gave an account of progress made since the first workshop and reflected on the way each country has been addressing irregular migration.

4.2 RELEVANCE

This approach addressed a clear need to exchange information across countries about future flows of returnees to anticipate impending reception and assistance needs and build reintegration programs upfront. Collaboration is also required to facilitate the family tracing for minors, as well as the process of verifying nationality. In other instances, representatives of CoOs feel that CoDs tend to lecture or patronize CoOs, with limited trust built in the exercise. Therefore, activities geared towards generating cooperation were justified to diffuse, in the first place, the prevailing mistrust between CoDs and CoOs – as mentioned by some Ethiopian and Guinean officials interviewed.. The project helped CoD and CoO representatives feel on an equal footing.

Furthermore, **this collaboration is needed as CoOs are increasingly making efforts to mitigate irregular migration and are putting in place development plans that contribute to reducing irregular movements.** An effort which is often ignored in Tanzania where many officials still assume that CoOs are not taking their responsibility to prevent irregular migration.

Overall, **the inter-country nature of the program was praised** by a number of key-informants and is in line with a growing trend. Indeed, international donors, partner countries and implementers are realizing that migration programming cannot be developed in silos by small groups of actors at country-level and need to involve a broad consultation at the regional level in the design phase.

In summary, the project design was relevant although unbalanced as more cooperation-enabling activities could have been planned. Importantly, according to most interviewees, the project design was quite relevant to each country's context. According to key informants working for the EU, it was relevant to have chosen Morocco to pilot such a project that implies "South-South" cooperation and the perspective of sharing responsibility regarding assistance. It was all the more relevant as Morocco had taken the presidency of the Migration Commission at the African Union. Finally, EU representatives emphasized that the project was in line with the broader EU priorities on migration.

4.3 EFFECTIVENESS

Overall, participants in RTMs in both Morocco and Tanzania had positive feedback. They found the events well-organized and pointed out that it was a great learning opportunity and a space for open discussion between CoDs and CoOs. Most interviewees stated that *"they had learned a lot"*.

The RTMs yielded some fruitful interactions between participants. Tanzanian government representatives reported that they found the interaction with Ethiopian officials very useful; the questions and answers session notably let them ask directly about the initiatives they are undertaking to prevent migration and address the root causes of migration. Tanzanian representatives had previously not been aware of the Ethiopian economic development plan: *"This kind of meeting is very important to share experiences and understand what efforts they are carrying out."*

According to the Ethiopian stakeholders interviewed, there was also a good level of experience-sharing between countries, especially on the success and challenges countries faced. For example, they learned good lessons from Tanzania on how to reduce illegal migration, namely developing agreements with countries to facilitate regular economic migration or easing access to work permits, or better processes in ID verification processes.

Participants to the RTM in Morocco found it to be the opportunity for EU representatives to inform and discuss ongoing efforts within the EUTF programs with national authorities; the RTM also amounted to a dedicated time and space to take stock of ongoing initiatives and progress made in the different countries involved in the project. This provided **visibility and recognition for government officials** and gave them an incentive to pursue efforts towards better migration management systems.

Most attendees praised the ability to exchange between countries, which fostered interesting discussions, and this was catalyzed by the diversity of CoDs present. However, according to several participants interviewed, the exchanges between CoOs and relevant CoDs were more critical. As a Guinean representative put it: *"I realized the necessity to have a good information system between Morocco and Guinea and share information on returnees' profiles. I would like to receive information on the returnees before they return, and I could provide information on the available opportunities for youth. We could monitor regularly the evolution of trends and make sure returnees won't leave again."*

Even though the CoDs have very different migration contexts, sharing cases of reintegration was particularly useful, as countries realized that they had a lot more challenges in common than expected. In particular, documentation and sustainability of reintegration are issues across geographies. In this respect, RTMs allowed participants to share innovative practices in terms of monitoring returnees and reflecting on practices related to occupational training and labor market integration. The access to services through IT platforms was also discussed with common interest.

Participants also shared an ongoing concern relating to returnees trying to emigrate irregularly a second time. Even though there is no data available to show the extent of the phenomenon, such cases are encountered by authorities. Interviewees who mention this second emigration recognize that it is not frequent, but its very existence should call the effectiveness of reintegration into question—one assumption being that instead of returnees going back to the same precariousness in their places of origin, some prefer to take another chance. Therefore, efforts in occupational trainings are necessary.

Across government participants, the idea emerged during RTMs of developing a common policy to enforce mutual cooperation between CoOs, CoDs and transit countries. Many participants

interviewed became aware that regional coordination should be reinforced, as it helps enhance efforts and exchange information between origin and destination countries in the voluntary return process of vulnerable and stranded migrants. As one Ethiopian official summarized: *“The process of return and reintegration must be two ways”*. It became apparent that effective coordination policy formulation should rely on consistent regulation and harmonized migration tools.

The RTM revealed that there was a clear gap in knowledge on migration issues. Reportedly some high-level ranking officers showed very little knowledge on migration. From informal discussions with other participants, these high-level ranking government officials were happy with this event and wanted to know more about similar events taking place. For the Tanzanian Head of Traffic Police department, it was the first time he could participate in this kind of event. The involvement of the Traffic Police department was important, as the road police is at the forefront of irregular migration. He had the same change of attitude that other Tanzanian colleagues had experienced by participating in the project trainings organized in Tanzania: *“Before [the RTM], I believed that all migrants were illegal (sic). I better understand [how] to handle irregular migrants. Understanding their needs, I have now a better grasp of the root causes of departure—they escape economic hardship. And I understand the sacrifice they do to be able to travel.”*

4.4 IMPACT & SUSTAINABILITY

The regional technical meetings in **Morocco** yielded a significant impact.

First and foremost, contacts were established, and relationships strengthened:

- Between government representatives, especially between CoDs and related CoOs.
- Between agencies across countries ANAPEC in Morocco and “Agence Emploi des Jeunes” in Côte d’Ivoire decided to collaborate.
- Between Sabou Guinée and Moroccan authorities. Sabou Guinée relates that Moroccan authorities needed contacts in Guinea to trace the family of a sick migrant in Casablanca. The NGO found the father and helped Caritas get some of the documents needed. Sabou Guinée also regularly helps the Embassy of Guinea in Morocco trace families, as the process in the latter is too slow. This type of collaboration is not formalized. Sabou Guinée also evaluates families for return of children VoT.
- MoJ forged bonds with Sabou Guinée and other participants from other countries who shared their experiences but have had no contact with each other since they returned.
- The RTM also helped consolidate the partnership between Association de Lutte Contre le Sida/Association for the Fight Against AIDS (ALCS) and the Ministry of Health.
- It should be noted that the increased collaboration was also the result of the level of participation in trainings.

The impact of the RTM was particularly noticeable with Guinean actors. The participation in the RTM influenced the Guinean Youth Ministry to include returnees into its Integration Plan, which now includes the creation of reception centers and the capacity-building of middle management on migration. In addition, the Ministry of Social Welfare created an Irregular Migration Unit under the direction of Social Welfare.

Beyond contacts established between participants, some significant examples of **durable collaboration** were identified:

- The NGO Sabou Guinée now regularly helps the Embassy of Guinea in Morocco to trace families, as their process can be a bit slow.
- ALCS decided to work with more migrant organizations in Morocco such as DICOMA (Association Diaspora Congolaise au Maroc/Association for the Congolese Diaspora in Morocco), to integrate AIDS prevention in their work with migrants. ALCS will train their staff and DICOMA, in exchange, will help ALCS mobilize and reach out to communities (in the framework of a future partnership), in addition to information exchange on social and health issues faced by these migrant communities.

While these examples of collaboration are very positive and illustrate that RTM was a success, **many participants acknowledged that they haven't kept contact with their counterpart in other countries.** It is therefore important to maintain and reinstate South-South contacts and consolidate them. These efforts might, again, need the leadership of IOM and requires an agreement framework or a plan of action between CoOs and CoDs.

Equally, the impact of the regional workshops in **Tanzania** was substantial.

Some contacts were established:

- Although several participants established contacts with their counterparts from other countries, they highlighted that their line managers don't know each other. In particular, during the workshop in Zanzibar, the participants did not have enough responsibility or experience.
- A Tanzanian official did say that he did not stay in touch with their Ethiopian counterpart, as they considered that official information flows were sufficient.
- The RTM created relationships between PWG members and Immigration institutions in Tanzania on cases of stranded migrants, which led to easier updates and information-sharing.
- There are closer relationships between IOM and the three partner branches of the MoHA (Prison, Immigration and Police).
- Ethiopian officials from MoFA felt that the diplomatic relationships with Tanzanian and Kenyan representatives improved.

As intended by the project, the RTMs led to exchanges between authorities of CoDs and CoOs.

The Tanzanian Prison Department now exchanges information with Ethiopian delegates on the number of migrants stranded. As confirmed by Ethiopia's MoFA representative, they demonstrated willingness to assist each other.

According to the Ethiopian MoFA representatives interviewed, there was better cooperation between countries concerned by returning migrants and they foresee promising cooperation on other aspects of migration management, such as notifying Ethiopian authorities when Ethiopians were imprisoned, data exchange on migration and safety of return. MoFA is also strengthening efforts to combat human trafficking and smuggling. Moreover, the cooperation between Tanzanian police and immigration officers and Ethiopian officials was successful when returning prisoners. The Ethiopian MoFA representatives also mentioned that the three countries (along with Tanzania and Kenya) working together on the sensitive issue of irregular migration contributes to improve their diplomatic relationships at large.

Unexpectedly, the regional workshops also helped to reinforce collaboration among Tanzanian institutions. For example, it was reported that there is an increased collaboration between Tanzanian Immigration services and the Police Department on harmonizing returns. The Tanzanian Head of Traffic Police, along with his colleague from Immigration, wrote a report on the issues of vulnerable migrants based on the information shared at the RTM. The report triggered an inter-ministerial meeting on the issue, where decisions were made that prisons would accommodate cells for detained migrants. The report also encompassed recommendations to review the law: notably, the report suggested to review the law, so smugglers can be prosecuted. Moreover, the report stated the necessity to change the way law enforcement treats migrants during the return process or deportation, specifically to make efforts to repatriate irregular migrants by plane instead of transportation by truck and to reduce the time of custody. The report also suggested coordinating with migrants' embassies in Tanzania (or Nairobi for Ethiopians) so migrants can get in touch with their embassies and officials can check the situation of their citizens.

The RTM could also lead to reducing the delays in releases of Ethiopian illegal migrants in Tanzania, as mentioned by an IOM staff member. Previously, the release order allowing to repatriate a migrant needed to be signed by the Minister. This signature could not be delegated, and this slow process continuously kept migrants in detention, in violation of the law. It was decided during the RTM that authorization could be granted by email, thus speeding releases. However, there is no evidence of this being implemented.

Notwithstanding all the positive results, **there is a major factor that mitigates further positive impact:** while participants learned from other countries' experience and shared good practices and formulated recommendations, **these recommendations need to be validated by superiors.** A lack of political commitment will stop any good or relevant recommendations from being acted upon, as useful discussions and recommendations brought about during the RTM need to be validated by the real decision-makers not present at the workshops.

Sustainability of the cooperation is key, and IOM is perfectly aware that the collaboration between countries must be reinforced or at least maintained. IOM is taking actions to make sure that similar regional events were incorporated in new programs. However, in this instance, the informal bonds created might fade away without regular events.

As already mentioned, the collaboration needs to be incorporated in an agreed-upon policy framework between CoDs and CoOs or plan of actions, to ensure that South-South cooperation remains an objective and continues to grow. A pre-existing regional platform such as IGAD could be used to facilitate a regional policy framework.

4.5 SUMMARY OF FINDINGS & RECOMMENDATIONS

The regional meetings were effective initiatives. Instead of advocating what measures countries need to take, CoDs and CoOs had a space to discuss openly and understand each other's challenges and on what elements their collaboration could be based on.

For participating countries, the RTM helped understand the efforts of each country to address their own migration-related challenges. The stakes and migration management solutions differ across countries, and the RTM highlighted some key differences and takeaways.

The RTM has played an important role by creating the awareness on both key migration management issues and also for the officials to be informed of the “ugly truth” of irregular migration and increase CoDs' awareness on migrants' assistance needs. *“They are taken to prison, this is unfair: they are not offenders. We need to treat them differently”*, one official Tanzanian said.

Generally, CoDs expect CoOs to take measures to reduce irregular emigration, and representatives of the CoOs understood better what actions need to be taken in their own countries to prevent emigration. The presence of diplomats of the CoO at the CoD was important so they can realize in which conditions their citizens live when they emigrate. The migrants in Morocco need a consular ID card, but the embassies would not deliver the card if they couldn't have a proof of citizenship. Consular presence is necessary to verify citizenship. Guinean representatives for their part realized that reintegration of returnees requires a specific effort, such as psychosocial assistance, vocational trainings, etc.

Ethiopian stakeholders found the change of perspective in CoDs towards Ethiopians a key progress. Ethiopian officials recognized that the representatives of the project in destination countries have now an increased capacity and knowledge to provide the required assistance to returnees, including medical care and facilitating the deporting process.

Despite the aforementioned progress and changes of attitude, it should be noted that Tanzanian officials seem to remain convinced that the CoOs bear the biggest share of responsibility in the suffering of migrants and, thereby, have the main responsibility to solve the problems by addressing the root causes of emigration in their own country in the first place.

Ultimately, shared perspectives are leading to a harmonization of thinking on migration - as an example, countries are working on fighting smuggling together.

The RTMs were also the opportunity to share good practices. In Tanzania, there was some noteworthy sharing of good practices on passing knowledge on Human Rights laws to law enforcement officers, and sound family-tracing and family reunification good practices. Guinean NGOs shared their good practice of harmonizing the care for women and child VoTs.

The RTM has also given the opportunity for greater dialogue between NGOs and government representatives. Some NGOs were able to convey messages to their own government officials thanks

to the RTM. For example, ACLS reported that the presence of representatives of government institutions made it possible to convey the message that migrants were not responsible for AIDS in Morocco. Regularization of migrants is a good thing, but it must be ensured that regularized migrants have access to services in health, education and access to the labor market. With regard to returnees' reintegration, Ethiopian stakeholders interviewed also came to recognize that they need more support from NGOs and the private sector for the reintegration process. There are few NGOs in Ethiopia who can assist compared to the number of migrants returning.

In Ethiopia, the RTM resulted in identifying what Ethiopia needs to focus on to reduce migration, including the establishment of a responsible and accountable body or structured institution for migration and all interrelated issues.

Actors also realized the extent of IOM's commitment and involvement, and that the EU has a strong political will in supporting government and other actors' efforts to improve migration management.

Some recommendations focusing on improving the sustainability and impact of RTMs can be made. First and foremost, it is critical that similar events continue to be organized in the near future, otherwise the collaboration that has been initiated may fizzle out.

Collaboration efforts need also to be organized with government actors at a higher level with decision-making power. In that case, such efforts to foster durable cooperation must have the objective to develop a plan of action or outline of bilateral agreement or framework agreement as a deliverable of the workshop, and that would be followed up afterwards. Each country could have specific objectives negotiated within a framework (for instance, CoO agreeing to increase efforts to reduce irregular migration, while CoD make specific efforts to safer return; data exchange; or a narrower agenda if migration management sounds too ambitious). Without a defined agenda, the outcomes of these regional meetings will not be sustainable. IOM could also rely on regional platforms such as the Inter-Governmental Authority for Development (IGAD) that could coordinate migration issues over multiple countries.

Alternatively, in a less ambitious and intermediate step, IOM, with the political support from the EU, could encourage government officials to work together on practical projects. For example:

- Pilot projects on employment centers.
- Information system to be put in place between CoOs and CoDs, with support from IOM or other actors.
- Participants from CoOs and CoD in this type of event could be encouraged to exchange information on their initiatives on migration (for instance, update efforts of a CoO to prevent emigration). A simple online platform could be used to this end.

If these activities are not sustained, efforts already accomplished in terms of relationship-building, which is an important milestone for South-South cooperation, may fade out quickly.

5 CROSS-COMPONENT ANALYSIS

While the relevance, effectiveness, impact and sustainability were analyzed for each component to take into account the very different nature of each activity of the portfolio, it was judged more adequate to analyze the efficiency of the program, as well as cross-cutting criteria of gender and “do no harm” and finally lessons learned, at the portfolio level.

5.1 EFFICIENCY

Under the efficiency criteria, the evaluation focuses on considerations regarding the project management.

The project implemented a striking number of activities covering a total of eight different countries, requiring efficient management. The management of the portfolio of activities was dispatched among IOM offices in Morocco, Yemen and Tanzania (“project management sites”). IOM Morocco ensured the overall supervision of the implementation and regional coordination. As the project was funded through DEVCO, the IOM regional office in Brussels was also involved, in order to liaise with the EU. The office in Brussels also provided technical support.

To prepare for coordination challenges ahead, IOM Morocco took specific measures.

- A **project focal point** was appointed in each IOM project management site office. This has been an effective way to coordinate and facilitate the implementation of the project. Nevertheless, as the focal points were drawn from the existing staff (in general from the AVRR), it has been difficult to manage the additional workload since IOM missions in question are reportedly already understaffed.
- Along with regular informal coordination between IOM Morocco and other IOM offices, a **steering committee was set up for the project to take stock of the progress of the implementation once a year.** In addition to the IOM project focal points, the EU representatives took part in meetings. It gave the EU representatives the opportunity to ask questions to IOM field staff directly, which the DEVCO representative was keen on doing as she does not have many opportunities to have direct and detailed discussions with staff from the field on operations and context. IOM staff and EU representatives interviewed viewed this mechanism as a good management tool. While members discussed challenges and suggested solutions, the steering committee could have been the opportunity to reflect further on the program intermediate outcomes (beyond activities), possible adjustments of approaches to maximize impact for the remainder of the project, or discuss the results of the mid-term evaluation, to name a few examples. Moreover, there was a need for more follow-up actions on the meeting discussions. Finally, as the steering committee met once a year, a lighter format with more frequent meetings would have been appropriate for closer monitoring and agile decision-making on the project.
- To ensure that the financial and administrative information could be effectively consolidated and that the EU grant requirements were observed, **IOM Morocco’s Financial and Administrative officer visited IOM offices (except for Yemen)** to give orientation sessions on the processes for the project. From a financial point of view, the monthly coordination between IOM Morocco and other offices went smoothly.
- From a programmatic point of view, **IOM Morocco provided other offices with guidelines on some key activities.** Most notably, IOM provided a clear list of criteria of vulnerability for migrants, produced guidelines to develop CMC terms of reference in each country and guidelines on procedures for AVRR for CMC and terms of reference for the CMC. Of note, these guidelines included a description of the steps of AVRR for the project and information on institutions to refer returnees to (for vocational integration, hospitals for sick returnees, etc.).

Regarding internal monitoring of activities, IOM has documented almost all its activities carried out and has conducted an internal mid-term evaluation. In addition, three monitoring visits were conducted by IOM staff on AVRR activities in Côte d’Ivoire, Ethiopia and Guinea.

A database was used by IOM to monitor the returns and reintegration activities, including financial information. The database was updated by operational staff in Morocco. Users report that it could be better designed and more user-friendly. Moreover, it seems that IOM offices have used different tools. The database could be improved and be standardized across countries to facilitate aggregation of data and monitoring.

IOM staff interviewed appraised that the coordination between IOM offices and IOM Morocco was effective.

However, a few key challenges were identified, the first one being contract amendment approval delays.

The approval of the first amendment of the contract by the EU took five months, mostly because of constraining rules and administrative procedures at the DEVCO level. The process needed frequent back and forths between Morocco and Brussels. Hence, IOM Morocco had to wait until May 2016 to launch the return of AVRRE assistance. Similarly, the validation process delayed return operations in Yemen and various activities in Tanzania. As one informant stated, *“My colleagues at the headquarters in Brussels may underestimate how critical IOM’s situation was with the delay in the signature of the amendment. IOM is very exposed in Morocco and it was very affected; it caused them a lot of troubles—without mentioning that they had to deal with a humanitarian situation in Yemen.”* A second amendment also took over 4 months to be signed.

Staff turnover and workload also caused disturbances in project management. The turnover of staff came in the way of coordination between offices. In Morocco alone, over the duration of the project, the project saw four different project managers (the ones in charge of implementation of activities under IOM Morocco’s portfolio). Also, there was a gap of more than a month after the regional coordinator left before the new one took office. Fortunately, thanks to a good handover process, the impact on project implementation was mitigated.

Across IOM offices, the existing workload of the staff who were given responsibility in the project has been a significant issue. Notably, the project focal points had been over-burdened, which partly explained delays in implementation. Likewise, the financial management, already made complicated by the number of countries to work with, had to be performed by already stretched human resources in most IOM missions. It has also been reported that IOM Morocco experienced delay in validating the life projects from returnees from Guinea – which was compounded by delays in signing amendments to the contract. Again, these processes were mostly due to the heavy workloads of the AVRRE team. More broadly, the design of the project may have been overly ambitious compared to the human resources capabilities.

All these factors considered and taking into account the crisis in Burundi and Yemen, which implied major changes in the project design, the delays in the implementation are largely understandable. The project had to request two no-cost extensions, lengthening the project’s timeframe from 18 to 30 months, to be fully implemented.

Finally, one recurrent project management issue that arose is a relative weakness of IOM in following up on several activities, for instance, following up ToT in Tanzania; the uptake of the thematic studies under the capacity-building activities done in Morocco; follow-up action on decisions made during steering committee meetings, etc.

The relevance of including three CoDs of very different contexts under the same project was, from the outset, questionable.

But as each of these IOM offices was submitting, roughly around the same period, a proposal to the EU for support of voluntary and reintegration assistance, the EU suggested to combine the projects into one multi-country intervention. However, another key rationale was that the participating countries had similar patterns of stranded migrants and therefore could learn from other systems and practices in different contexts. As explained above in this report, it indeed resulted in a good learning experience.

However, the drawbacks in terms of logistical constraints, project management and coordination challenges may have outweighed the learning benefits. Moreover, these cross-fertilization opportunities could have been arranged differently (even through different project lines by the means of study tours, for instance) without merging the three CoDs interventions.

It is important to note, too, that if the projects had been implemented separately, EU delegations in the respective countries would have managed the grants, which would have created much more flexibility and quicker decision-making in general and most notably in regard to the adjustments of the project design and budget, along the way.

Overall, the relationship with DEVCO has been very good. The DEVCO representative was very interested and engaged in the project implementation. Underlying that she was keen on direct interaction, she was satisfied to have received monthly updates developed by IOM Morocco and welcomed opportunities to have direct interactions with project implementers (through the steering committee, for instance). This was a good management practice that enhanced accountability and reinforced the relationship with the EU.

There was no official requirement for EU delegations at the country-level to follow the project. However, the EU officer in Morocco coordinated regularly with IOM Morocco and engaged in operational supervision of the project “as a courtesy”, since it was not part of her responsibilities. The EU delegation representative confirmed that the coordination with IOM Morocco was excellent. DEVCO was satisfied with the reports coming from the EU delegation in Rabat thanks to this good relationship.

There was no country-level coordination in Yemen or Ethiopia.

Project participants and implementers related several recommendations to improve efficiency:

- Improve the format and standardize the database of AVRR migrants assisted.
- Appointing a project focal point was an obvious and sensible decision. However, given the coordination challenges mentioned above, IOM should preferably make arrangements so that, for a similar multi-country project, focal points can dedicate enough time for implementation. Ideally, budgeting will mark supporting staff as necessary in their proposal to donors.
- Activity reports could be improved by systematically identifying results of activities, as some reports tend to be purely descriptive of the activities implemented.
- The short monthly report to the EU should be rolled out as standard practice.

5.2 CROSS-CUTTING ISSUES

The project has proved gender-sensitive in the way it handled the AVRR, as IOM provided appropriate assistance to women by distributing the appropriate hygiene kits to female returnees. Also, IOM provided diapers and baby food for women returnees with infants (extremely rare cases in this project).

Regarding the participation of women in capacity-building activities, IOM would have liked to have more women attend the trainings. That being said, this is largely beyond IOM's control. While activities in Morocco had an acceptable gender balance on average, IOM Tanzania and IOM Guinea acknowledged that the participation of women was disappointingly low, but this merely reflects the lack of women in the participating institutions.

Overall, the project has observed the “Do no harm” principle. Given that vulnerable returnees received more financial assistance than non-vulnerable ones and that IOM recognized that it was not transparent with beneficiaries about this difference of treatment, it could have created tensions between the two groups of beneficiaries. According to the stakeholders interviewed, there have been only minor cases of conflicts between some returnees in Guinea. These tensions could be tamed. It is nonetheless advisable that IOM communicate clearly on the eligibility for different amounts received (605 euros instead of 500) to prevent risks. Likewise, no issues between community members based on the fact that returnees benefited from assistance from the project were reported.

5.3 LESSONS LEARNED

5.3.1 CAPACITY-BUILDING

Capacity-building through training has been found relevant, and it certainly was an opportunity to fill knowledge gaps for participants, especially concerning IOM activities. The content was found very relevant, and very concrete changes in perception and attitude of participants from several ministries and agencies were already reported: in general, the training helped shift their understanding of migrant needs and rights and generated concrete changes in attitude among many of them. This is particularly true of Tanzanian immigration officers.

Overall, the capacity-building component was noted for the excellent procedural approach adopted throughout the IOM offices. From the needs assessment to the inclusion of relevant experts and thematic studies, the excellent organization was a source of satisfaction. The trainings were all the more appreciated as they provided an opportunity to exchange informally between representatives of different countries and institutions.

However, training content and thematic studies were not systematically shared with stakeholders within each institution, limiting their ability to build upon capacity-building activities within their own organizations. Furthermore, the participants targeted were not always the most relevant ones within their institution, and, at best, could only relate the knowledge gained informally; at worst, they could not apply any of the knowledge gained to their own work. Targeting existing training units within government institutions when they are present and are functioning would increase the returns on trainings. Besides, since real changes can only be operated by higher-level managers, they should be more explicitly targeted for these trainings.

Study tours were found to be relevant and very effective, as they gave practical application examples and exposed best practices. Also, the relationships created on a study tour are arguably more likely to be maintained than those forged at trainings.

The two media training components were extremely well-received, and the training was reported to have a direct and immediate impact on the way journalists were able to report on migration-related issues following the training sessions. Arguably the biggest effect of the training in Tanzania was that it opened a channel of communication between journalists and IOM. Yet, targeting editors from media organizations could foster a more general attitudinal shift, which would complement the trainings on migration-reporting.

5.3.2 AVRR

The AVRR component was highly relevant across all contexts, and the return process was found to be very effective in all countries despite challenging contexts, including high staff workloads in Morocco and Tanzania, and even war in Yemen. Excellent cooperation between embassies, governments and IOM, as well as the dedication of AVRR staff, facilitated returns. The AVRR staff has been repeatedly commended for its commitment, but they remain overwhelmed by the workload. This has caused delays in returns and hinders follow-up on cases.

The lack of monitoring or follow-up on returnees is detrimental to project evaluation and improvement, but also has a psychological effect on returnees themselves. Field visits could help AVRR staff better understand the additional needs. Psychosocial assistance is difficult to access, but having more contact upon return with IOM or AVRR staff would provide a source of hope. In fact, returnees noted that the contacts they had had with AVRR staff had been a source of motivation and hope.

The reintegration assistance also showed some design flaws: not everyone is an entrepreneur and the assistance does make the assumption that every returnee should succeed through entrepreneurship. The Guinean in-kind aid for income generating activities leaves returnees with three business options: selling phone credit refill cards, moto-taxi, or a trade (mostly groceries, clothes or other products). Returnees found the options made available to them inadequate and limiting.

In addition, the reintegration financial assistance as found insufficient. Crossing the opinions of staff from IOM Guinea in charge of reintegration, the amount may be significant considering the poverty in Guinea (GPD per capita—PPP is at 2000 US dollars), but it is a small amount to set-up a business. The amount of in-kind financial aid given under the project was under the average amount given by other donors, which approximates 1000 euros in general. The returnees have to scale down their ambition regarding their personal projects to the amount allocated. For instance, if you want to be a taxi driver in Conakry (with a vehicle) it would cost about 2000 euros. In some cases, the families would top up the needs accordingly.

However, the assistance's shortcomings could be alleviated in some cases by a redesign, as the value of a community-approach to reintegration is more thoroughly assessed. Communities are key to the success of reintegration. Such an approach would make reintegration more durable, but also address the driving factors of irregular migration. One of the unexpected impacts of AVRR was on the community of origin, as returnees related their experiences among their communities and dissuaded others from undertaking illegal migration.

The Ethiopian advanced reintegration assistance is a source of good practices, as agreements were made with microfinance agencies and occupational training institutions. The aid is rooted in an understanding of the contexts of returnees' communities.

The case management component was relatively less impactful than other components. While these are sound structures, their sustainability is an issue, and the problem lies in the low appropriation of their mandates.

5.3.3 REGIONAL COORDINATION & LEARNING

The regional meetings were effective initiatives and provided a much-needed allocated time and space for peer-to-peer discussions between CoDs and CoOs. The format itself lent to frank and open discussions that formal diplomatic channels restrict. Those meetings led to a shift in attitudes and perspectives concerning other countries' challenges and practices and are an avenue to share best practices.

Regional coordination should be at the heart of AVRR policies, as successful AVRR necessitates strong and positive relationships, which the regional coordination meetings aimed to foster. Yet, the frequency of the regional meetings had limited impact. Furthermore, it is critical that similar events continue to be organized, as budding collaborations should be encouraged. The gains made may fade quickly if not sustained.

5.3.4 OVERALL MANAGEMENT

The project necessitated a large management structure, with three regional offices as well as IOM offices in Brussels involved. Overall, the management structure was successful; however, cooperation between IOM offices among CoOs could be reinforced.

The project has triggered more support from the EU on other cooperation projects focusing on voluntary returns from EU countries, and as such, provides the basis for best practices for both CoDs and CoOs.

It must be noted that there was an imbalance across components as the project would benefit from emphasizing regional coordination and learning over the capacity-building components, which were more resource-intensive for arguably lower policy-impact.

6 CONCLUSION

The IOM “*Addressing the Needs of Stranded and Vulnerable Migrants in Targeted Sending, Transit and Receiving Countries*” project gave birth to a successful set of activities across countries. Despite a number of limitations highlighted and areas of opportunity identified to improve the approach, IOM was able to meet most of the challenges raised by this program and thereby pave the way for future developments in a field that will require more attention from international donors in the future.

The challenges were numerous, as the program was spread thin between a very large set of activities and countries, with limitations of resources and contextual difficulties (political, security and logistical) - this also made the evaluation challenging-

It was, however, an opportunity to run a number of activities that complement each other in the field of migration management and respond to critical needs expressed in countries of origin, transit and destination in most regions of Africa:

- **The need for governments and civil society organization to better understand migration patterns**, migrants’ profiles and needs, legal frameworks and options of response in an increasingly fluid and complex environment requiring regular updates. These stakeholders are in need of a general basis of migration knowledge, together with more specific skills and tools that should be crafted around their own fields of intervention.
- The need for those stakeholders to learn from each other and use this common ground of knowledge acquired to **collaborate with each other all along the migration stages**, from countries of origin to destination.
- **The need to involve local media in this collective effort**, to better investigate, document, and inform the general public of issues related to migration (risks, preconceptions, vulnerabilities, trends, legal frameworks, etc.) and hold their governments accountable in creating a proactive but balanced response to the migration challenge.
- **The need to design return and reintegration programs with a more holistic and continuous approach**, starting with a proper profiling of individuals at the beginning of the process, a continuous analysis of the labour market in the countries and regions of return and the identification of group or community-based initiatives where relevant. Together with the inclusion of local organizations (e.g. microfinance providers, professional organizations), local government and public service providers could relay the reintegration process with a long-term localized process.

This is already being done by IOM through a number of isolated AVRR programs, but these generally struggle to ensure continuity of funding, knowledge sharing, and developing cross-country collaboration. Return grants are generally too limited to generate sustainable activities and the labour market assessments done too rapidly or scarcely, while IOM officers are not given enough space to develop a job market expertise and tools. Some successful experiences like MAGNET in Iraq should be looked at, together with the CMC/PWG initiatives in the current program. The potential of these initiatives is likely to be strengthened with the next wave of EUTF funding.

In the current context of growing displacement and migration flows inside Africa, the challenge has to be addressed collectively by these different actors who were not necessarily working together so far. This program was one of the first of its kind in the region and should therefore be credited for having opened new doors in different fields. All activities should be looked at thoughtfully by future program planners to build on the strengths and overcome the weaknesses—which were often linked to the inherent limitations in scope and resources of the program.

Going forward, all programs and activities in the region have the potential to contribute to a positive change in migration management, provided efforts are taken to roll them out at the appropriate scale and within suitable timeframes.