



Evaluation of the Humanitarian Repatriation for Stranded Migrants in Libya

Prepared by Altai Consulting for IOM Libya – November - 2016



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ABBREVIATIONS

AVRR	Assistance to Voluntary Return and Reintegration
DCIM	Directorate for Combatting Illegal Migration
DTM	Displacement Tracking Matrix
DAC	Development Assistance Committee
EU	European Union
HRSM	Humanitarian Repatriation for Stranded Migrants
IDI	In-Depth Interviews
IOM	International Organization for Migration
KII	Key Informant Interviews
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
OECD	Organization for Economic Cooperation and Development
UMC	Unaccompanied Minors Children
UNICEF	United Nations Children's Fund
UNSMIL	United Nations Support Mission in Libya

EXECUTIVE SUMMARY

Context

The fragmentation of political power between the two rival governments in Tripoli and Tobruk and the proliferation of armed groups and militias led to the resumption of conflict and violence in Libya in 2014. The emergence of the Islamic State organization (IS) further expanded chaos with the multiplication of attacks targeting Libyan forces; diplomats; journalists and aid workers alike. This forced the humanitarian organizations along with most diplomatic missions to relocate to neighbouring countries.

Smuggling networks benefited from this power vacuum to expand their operations along the 1,100-mile Libyan coastline located very close to Europe. As a result, mixed migratory flows crossing the Central Mediterranean road were multiplied by four since 2013.¹ In accordance with Libya's legal framework on migration; when intercepted by the police or the coast guards, irregular migrants are systematically exposed to arbitrary and indefinite detention.² Migrants' detention centres have multiplied in the country with a number of them taken over by militias and military brigades.

With the breakdown in public services and the lack of funds, conditions in these detention centres have severely deteriorated. Humanitarian organizations have continuously denounced the poor conditions of detention with chronic overcrowding, poor sanitation and health care, and insufficient food.³ There are also frequent reports of torture ill-treatment and exploitation of detainees.

In this context where migrants, in and or out of detentions, are in situations of severe vulnerability, the Humanitarian Repatriation of Stranded Migrants (HRSM) project aims at offering an alternative by organizing safe and dignified return for migrants voluntarily deciding to come back to their home countries but lacking the means to do so. The project also provides in-kind assistance in support of viable income-generating projects, medical treatments, trainings, housing projects or other suitable measures for the most vulnerable returnees.

This final assessment is the result of the cooperation between IOM Libya and Altai Consulting. The overall objective of the evaluation is to assess **the relevance, effectiveness, efficiency, outcomes and sustainability** of the project, along with the tools used for this assistance (forms and databases).

Project Design and Implementation

- HRSM was relevant to the Libyan environment because it responded to the pressing needs of hundreds of migrants stranded in detention centres.
- HRSM was comprehensive because it included both return and reintegration components. If future initiatives allocated a larger budget, the reintegration part could be expanded to a larger number of beneficiaries.

¹ 40,000 migrants crossing the Central Mediterranean road in 2013; 170,760 in 2014 and 153,946 in 2015 according to Frontex European Border and Coast Guard Agency. [Online] Available at : <http://frontex.europa.eu/trends-and-routes/central-mediterranean-route/> [Accessed 9 December 2016].

² Global Detention Project (2013), *Libya Immigration Detention*. [Online] Available at : <https://www.globaldetentionproject.org/countries/africa/libya> [Accessed 9 December 2016].

³ UN News Centre (2015), *Libya: UN condemns 'horrific' week of human rights violations amid county's rising violence*. [Online] Available at : <http://www.un.org/apps/news/story.asp?NewsId=50676#.WErMIFy8XIU> [Accessed 9 December 2016].

- IOM Libya staff proved capable of adapting to the new environment following the relocation of the office to Tunisia. They have successfully adjusted their operations to implement their activities remotely.
- The political instability resulted in the proliferation of detention centres beyond the control of DCIM. The decision, by the Libya Detention Task Force a task force gathering all the UN agencies and the international organizations operating in detention centres in Libya, to only operate in DCIM-run centres excluded an important number of migrants detained by other groups.
- Despite the challenging environment in Libya, coordination with the authorities was good. However, the lack of control in the detention centres has affected IOM's interventions and operations.
- The insecure environment in Libya challenged the capacity of IOM staff to develop timelines in advance and often forced the team to revise its plans at the last minute.
- Monitoring processes were in place but not systematically enforced because of logistical constraints, lack of time and budget.
- Another challenge for HRSM, as for other AVRR initiatives, was to coordinate work in a large number of countries and offices.

MAIN RECOMMENDATIONS

- ⇒ **Create a homogenized form summarizing the backgrounds of the returnees and highlighting any vulnerabilities or possible trauma to be shared with the receiving missions.** This would allow IOM receiving missions to assist vulnerable migrants in the best possible way.
- ⇒ **Share environment briefings about Libya.** Staff in countries of return have rarely been to Libya and some missions appear to have little understanding of the situation in Tripoli. This would be particularly useful given the volatility of the Libyan environment and would allow the receiving missions to better understand the experience of returnees.
- ⇒ **Allocate more resources to IOM receiving missions for the monitoring process.** IOM missions don't have the means to visit returnees who are often in distant locations from the capital.
- ⇒ **Develop more regular mechanisms for reporting and monitoring.** IOM could think about developing tools for quarterly activity reports. IOM receiving missions could implement the monitoring progressively with the waves of returnees coming instead of waiting for the end of the project. This will allow IOM to complete this activity before risking of losing all contacts with the migrants after they received the support.

Return of 722 Migrants and Reintegration of 71 Returnees

- In view of the appalling conditions in the detention centres, IOM mainly targeted its outreach to detained migrants who were the main focus of this project. Indeed, 552 project beneficiaries were detained and 176 were out of detention. This project orientation was relevant since IOM was for many migrants the only recourse for protection. The second most effective outreach mechanism involved connecting with migrants indirectly, through referrals from the embassies of countries of return.
- HRSM assisted 722 migrants in returning to their country. This represented almost 39% increase compared to the initial target of the project.
- The registration process took place accordingly although IOM faced difficulties in gathering information because of the lack of organization and the overcrowding of the detention centres.
- IOM Libya focused on sharing information prior to departure, and did not engage in in-depth

preparation of reintegration pre-departure because most of the beneficiaries were detained and prolonged interviews entails more security threats for the staff.

- The beneficiaries' return to their country of origin happened as it was planned, and the IOM mission welcomed the migrants at their arrival and distributed the transportation stipend.
- 69% of the 103 returnees entitled for reintegration received their support. They all decided to invest their grant to set-up a small business.
- IOM offices in receiving missions were able to assist most returnees to complete the procedure of reintegration. However, the staff did not always have the time and the capacity to deliver in-depth support and follow-up the establishment of businesses.

MAIN RECOMMENDATIONS

- ⇒ **Improve the conditions under which the interviews are conducted in the detention centres.** Due to security consideration IOM staff has limited time to spend in the detention centres. Although they cannot avoid the presence of guards, arrangements can be made to insure the privacy and confidentiality of the conversation with the migrants.
- ⇒ **IOM could try to get more funding to support regular medical visits and health support in the detention centres.** These medical services could as much as possible be generalized to all the migrants in the detention centre and not only the ones involved the return process. **Furthermore, IOM should increase the assistance given to the very ill returnees upon their arrival to their home country.** IOM could develop partnerships with institutions and NGOs that can attend to their unmet medical needs. Another option would be to create a fund to support emergency needs at the arrival. This money would be allocated to the most urgent cases to allow the returnees to cover their costs while waiting for the disbursement of the reintegration grant.
- ⇒ **Simplify the reintegration procedures** on the donors' side, so that IOM staff can spend less time on administrative work, and focus on counselling.
- ⇒ **Improve the information given to the migrants about the different options available for their reintegration.** IOM staff in receiving missions could also further improve their support in **developing business plans.** This implies more thorough research on the local economy; the very small businesses and their perspectives of development.

1. INTRODUCTION

1.1. CONTEXT

1.1.1. LIBYA

Libya constitutes an important crossroad for migrants coming from East and West Africa and crossing the Central Mediterranean route to Europe. As off October 2016, 145,381 migrants arrived by sea to Italy,⁴ and the Libyan Coast Guard (or other entities) rescued 14,023 migrants.⁵ 2016 has also been the deadliest year yet recorded, with the number of fatalities soaring to 3,134 deaths as of October.⁶

Since the revolution, Libya has been through cycles of crisis marked by the collapse of the rule of law and expanding chaos. This, in turn, significantly impacted the situation of migrants who have become more vulnerable to ill treatment, arbitrary arrest and detention. The Libyan Directorate for Combating Illegal Migration (DCIM) declared it maintained 18 detention centres in Libya with 7,000 migrants detained.⁷ IOM also identified as many as 300 unaccompanied migrant children held in detention centres as of August 2016.⁸

Amnesty International also reports an increase in abductions for ransom of sub-Saharan migrants and refugees in Libya, notably along the different smuggling routes in the country, with some families being held captive up to six months for being unable to pay ransoms.⁹ Amnesty documented various types of abuses including: racism; religious intolerance; sexual violence, with migrants held in detention centres reporting that they were beaten with objects such as wooden sticks, hoses, rifle butts, and iron bars and subjected to electric shocks; lack of access to washing and sanitary facilities; insufficient quantities of food and water given to detained migrants.¹⁰ This indicates an increasing pressure on migrants to leave the country in the current context. However, extremely vulnerable migrants remain stranded in the country with no means of departing to Europe or going back to their countries of origin.

In this context, the overall objective of HRSM is to assist stranded migrants in Libya who wish to return to their country of origin but have no means to do so. It targets migrants who are detained under the authority of DCIM, migrants rescued/intercepted at sea by the authorities as well as migrants who are - irregularly - residing and stranded in urban centres and prefer to return to their countries of origin.

⁴ International Organization for Migration (2016), *Mixed migration flows in the Mediterranean and beyond*. [PDF] Available at: http://migration.iom.int/docs/WEEKLY_Flows_Compilation_No27_20_October_2016.pdf [Accessed 30 November 2016].

⁵ ibid

⁶ ibid

⁷Point mentioned during a Key Informant Interview with IOM Operations Officer.

⁸ International Organization for Migration (2016), *IOM works to improve conditions in Libyan immigration detention centre*. [online] Available at: <https://www.iom.int/news/iom-works-improve-conditions-libyan-immigration-detention-centre> [Accessed 30 November 2016].

⁹ Amnesty International (2015), *'Libya is full of cruelty', Stories of abduction, sexual violence and abuse from migrants and refugees*. [PDF] Available at: <https://doc.es.amnesty.org/cgi-bin/ai/BRSCGI/MDE1915782015ENGLISH?CMD=VEROBJ&MLKOB=33253431111> [Accessed 30 November 2016].

¹⁰ ibid

1.1.2. HRSM IN LIBYA

HRSM was implemented by IOM Libya from the 1st September 2015 to the 31st August^h 2016. This project was funded by the State Secretariat of Migration of Switzerland. The main purpose of the project was to respond to the protection needs of migrants in Libya through the provision of humanitarian repatriation assistance, and also sustainable reintegration for an estimated 20% of the total number of returnees supported by the project.

To date, the project assisted 722 migrants stranded in detention centres and urban centres in Libya to be repatriated to their countries of origin in a voluntary, humane and dignified way. IOM offered migrants - after a screening process and in collaboration with relevant embassies, DCIM and community leaders - the possibility to voluntarily return on a commercial or a charter flight. Logistics, liaising and facilitation of consular services, exit visas, fit-to-travel medical check-up, clothing, hygiene materials and medical pre-departure assistance were provided, on top of counselling, transit/reception assistance and facilitation of onward transportation to the final destination within the migrants' countries of origin. Furthermore, socio-economic reintegration assistance was provided for almost 10% of returnees considered to be the most vulnerable. The assistance was in-kind and used in support of small business start-ups, education, job placement, medical assistance or housing.

1.2. OBJECTIVES

This final assessment is the result of the cooperation between IOM Libya and Altai Consulting. The intended audience includes the Swiss State- State Secretariat of Migration, IOM – Libya, other IOM missions and the IOM Office of the Inspector General.

The overall objective of the evaluation is to assess **the relevance, effectiveness, efficiency, outcomes and sustainability** of HRSM in Libya, along with the tools used for this assistance (forms and databases).

The following objectives have been identified in accordance with IOM evaluation guidelines:

- 1) Pre-departure – To analyse the relevance and effectiveness of each step of the humanitarian repatriation process:
 - Decision making process: What motivated the migrant's decision to move to Libya? What motivated the migrant's decision to return to his country of origin?
 - Referral system: Does the referral system reach all potential beneficiaries? Is the referral system the most objective system?
 - Candidate screening: Are the questions from the Personal Data form relevant and do they allow a selection of the most vulnerable candidates such as trafficked persons and unaccompanied minors?
 - Communication and information sharing: Did the migrant understand the information given pre-departure? Are the selection criteria well understood by the migrants? Is the reintegration assistance process in the country of origin well explained?
 - Medical clearance: Are the criteria for medical fitness to travel adequate?
 - Logistics: Is the operational procedure (interview - travel arrangements - departure) timely and efficient? Is the quality of the travel assistance sufficient?
- 2) Post- arrivals (Senegal and Nigeria) – To analyse the quality and impact of the return as well as the reintegration process in the countries of origin:
 - Transit: Was travel assistance provided in the transit airport? Are the returnees received and oriented in the transit airport?
 - Travel assistance: Was the travel assistance provided post-departure (airport assistance upon arrival and, where applicable, accompanied travel) sufficient and efficient?

- Reception at IOM office: Are the returnees received by IOM staff at the airport? Are the returnees well received by the IOM office?
 - Reintegration plan: Do the returnees selected for the reintegration assistance correspond to the most vulnerable returnees? Does the IOM staff provide guidance on the chosen reintegration activity of the returning migrant?
 - Disbursement procedures: Are the disbursement procedures well understood by the beneficiaries of the reintegration assistance? Is the disbursement completed in a timely manner? Are the procedures efficient and adapted to the local financial infrastructure?
 - Outcome / perceived impact: Does the assistance facilitate the reintegration of the returnee?
 - Does it have an impact on his/her living condition and is it sustainable based on the experience of returnees? Has it addressed some of the push factors that may have driven the beneficiary to migrate in the first place?
 - Is there is a risk of failed reintegration? What would be the impact, including on renewed migratory aspirations?
- 3) Project tools (forms, database and Project M&E tools):
- Whether in the departure and on arrival/later assessments are the forms used suitable for the purposes of evaluating the efficacy of the evaluation of the Humanitarian Repatriation for Stranded Migrants in Libya project?
- 4) Develop recommendations for future phases of AVRR projects in Libya

2. METHODOLOGY

2.1. RESEARCH APPROACH

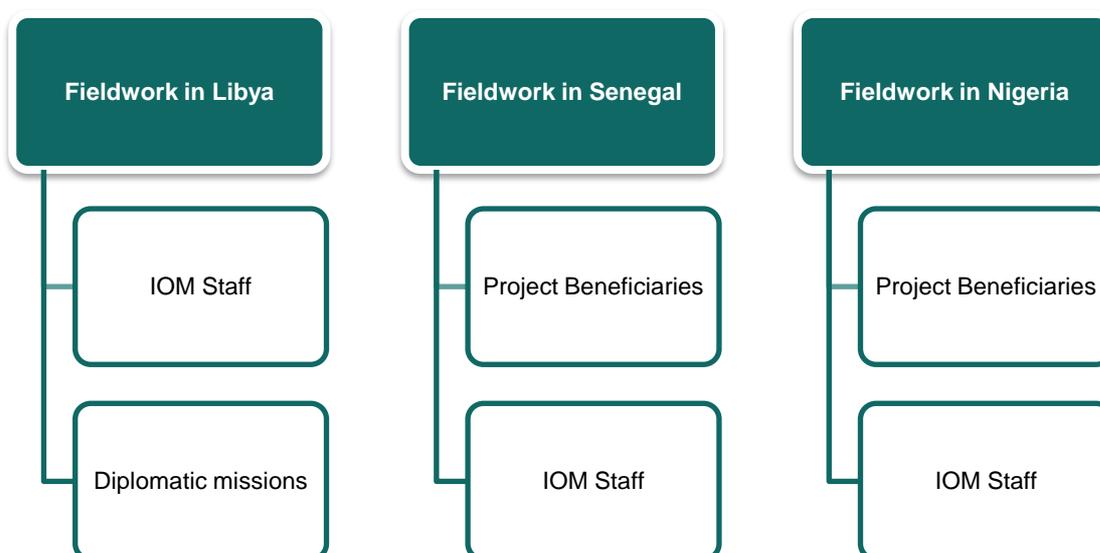
Altai Consulting undertook a multi-country approach (three countries) for this evaluation. The research team first conducted interviews in Libya with IOM staff, in addition to relevant diplomatic missions and other partners to investigate the pre-departure procedures and assistance, as well as the project's design and implementation.

This phase allowed the research team to assess the level of cooperation between the stakeholders that come into play in the early stages of the return process, and the changes in the processes since the deterioration of the security conditions in Libya since 2014.

The team also conducted fieldwork in two countries of origin (Senegal and Nigeria) to meet beneficiaries. These interviews provided insights about the migrants' motives pre-departure, their experience in Libya, perceptions of the quality of the assistance provided pre-departure, in transit and post-arrival, in their countries of origin. Migrants who have been entitled to the reintegration assistance also shared feedbacks about the conditions of their return and IOM's support.

Furthermore, the research team interviewed IOM staff in the countries of origin to analyse the level of cooperation between the missions, as well as the collaboration with other organizations facilitating the reintegration of returnees.

Figure 1: Fieldwork components



This evaluation assessed the different components of HRSM in Libya. First, the research team assessed the project's design, its implementation and management. It looked in particular at how the project was conceived, whether it was relevant to its environment and whether its components provided an adequate answer to its objectives. The research team also evaluated the implementation of the project, especially its tools (forms, databases, monitoring and evaluation systems).

The second component of the evaluation focused on the project's outputs, and compared the project's results with its initial targets.

The third and last component assessed the project using the framework developed by the Development Assistance Committee in the *DAC Principles for the Evaluation of Development Assistance*¹¹ with its five indicators: **relevance, effectiveness, efficiency, outcomes and sustainability**.

2.2. FIELDWORK COMPONENTS

2.2.1. LIBYAN FIELDWORK

In the first part of the fieldwork, Altai Consulting focused on four main themes:

- Project design and implementation;
- Selection of beneficiaries and outreach mechanisms;
- Assistance to beneficiaries in the pre-departure phase;
- Coordination between IOM Libya and the other stakeholders involved (IOM missions in countries of origin, diplomatic missions, local partners).

Desk review

First of all, the research team reviewed the project documents, including the project proposal, the guidelines for IOM missions in countries of origin and the various forms used for the implementation of the project. This desk review helped design the framework of analysis, and provided information regarding the project design and the modalities of its implementation. The project's activities and field reports as well as pre-and post-arrival forms also provided information about the nature of IOM's support in the different phases of the project.

KIIs with IOM Libya staff

Altai Consulting's research team conducted a series of interviews with relevant IOM staff that have worked on HRSM in Libya. These interviews informed our team on the project design and implementation, along with the project's outcomes. These interviews focused on the pre-departure procedures and assistance as well as the level of cooperation between the different stakeholders involved in the early phases of the process of return of the migrants and the evolution of the procedures followed with the deterioration of the security situation.

KIIs with other stakeholders

Altai Consulting interviewed other stakeholders including embassies and other international non-governmental organizations involved. The research team assessed the level of cooperation between IOM Libya and these organizations, the strengths and weaknesses of the existing coordination mechanisms; the evolution of these mechanisms with the deterioration of the security situation and finally, whether these could be further strengthened and improved.

¹¹ Organization for Economic Co-operation and Development (1991), *Development Assistance Committee. Principles for evaluation of development assistance*. [PDF] Available at: <http://www.oecd.org/dac/evaluation/50584880.pdf> [Accessed 30 November 2016].

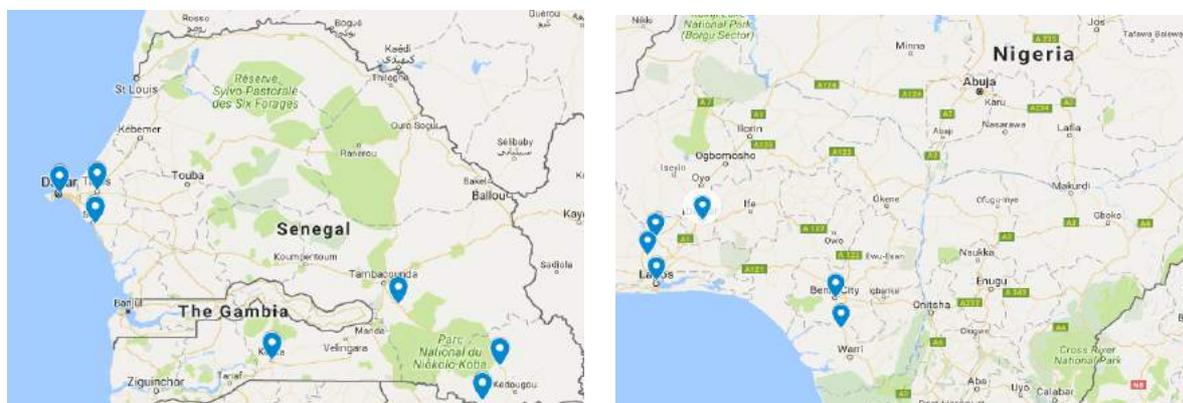
2.2.2. FIELDWORK IN COUNTRIES OF RETURN

In the second part of the fieldwork, the research team interviewed the beneficiaries as well as IOM teams in countries of return. In this phase, the team focused on five main themes:

- Support to beneficiaries during their travel;
- Assistance to beneficiaries after their return;
- Project's outcomes and the perceptions of returnees about their reintegration;
- Coordination between IOM Libya and IOM offices in countries of return;
- Coordination between IOM offices and other organizations involved in the reintegration process.

Fieldwork was conducted in Senegal and Nigeria. The research team completed interviews in Dakar as well in Tambacounda, Kolda, Fatick and Thies. In Nigeria, the researcher interviewed returnees in the Delta State, the Ogun State and the Edo State.

Figure 2: Map of locations visited for the fieldwork in Senegal and Nigeria



IDs with beneficiaries

The research team interviewed beneficiaries post-arrival in Senegal and Nigeria. These returnees benefited from HRSM in Libya and the team assessed the level of support they received during the pre-departure, transit and post-arrival phases. The research team also looked at how IOM's assistance contributed to the reintegration of the 20% most vulnerable returnees. Information about beneficiaries' motives for departure, perceptions of their experience in Libya and their return were also documented.

KIs with IOM Senegal and Nigeria staff

The research team met with IOM staff involved in HRSM to assess the level of coordination between IOM Libya and offices in countries of return, the processes and procedures and their evolution with the deterioration of the security situation in Libya. The research team further explored the outputs and the outcomes of the reintegration process and collected information regarding the support provided to the most vulnerable beneficiaries after their return to facilitate their reintegration. Altai Consulting also assessed the level of cooperation with other stakeholders involved in the reintegration process (such as partnerships with medical facilities or educational institutions and also other non-governmental organizations involved with returnees).

2.2.3. LIMITATIONS

Given budget and time constraints, Altai Consulting did not have the opportunity to interview all the beneficiaries of the projects, nor was the team able to talk to IOM offices in all the countries of return. The research team's ability to interview returnees was also hindered by the fact that IOM staff in countries of return had sometimes lost contact with returnees, especially the ones who did not benefit from the reintegration assistance. This small sample size limits the representativeness of the data collected for this research.

3. PROJECT DESIGN & IMPLEMENTATION

This first section looks at the design of HRSM in Libya in terms of its relevance to the objectives it aimed to serve, along with the conditions of its implementation. The analysis acknowledges the challenges of designing and implementing the project, but also identifies the fields where better planning or a different approach could have improved HRSM's outcomes.

KEY FINDINGS

- HRSM was relevant to the Libyan environment because it responded to the pressing needs of hundreds of migrants stranded in detention centres.
- HRSM was comprehensive because it included both return and reintegration components. If future initiatives allocated a larger budget, the reintegration part could be expanded to a larger number of beneficiaries.
- IOM Libya Staff proved capable of adapting to the new environment following the relocation of the office to Tunisia. They have successfully adjusted their operations to implement their activities remotely.
- The political instability resulted in the proliferation of detention centres beyond the control of DCIM. The decision to only operate in DCIM-run centres excluded an important number of migrants detained by other groups.
- Despite the challenging environment in Libya, coordination with the authorities was good. However, the lack of control in the detention centres has affected IOM's interventions and operations.
- The insecure environment in Libya challenged the capacity of IOM staff to develop timelines in advance and often forced the team to revise its plans at the last minute.
- Monitoring processes were in place but not systematically enforced because of security, logistical constraints, lack of time and budget.
- Another challenge for HRSM, as for other AVRR initiatives, was to coordinate work in a large number of countries and offices.

3.1. PROJECT DESIGN

3.1.1. RELEVANCE OF THE PROJECT DESIGN

Relevance of the intervention with respect to the Libyan environment

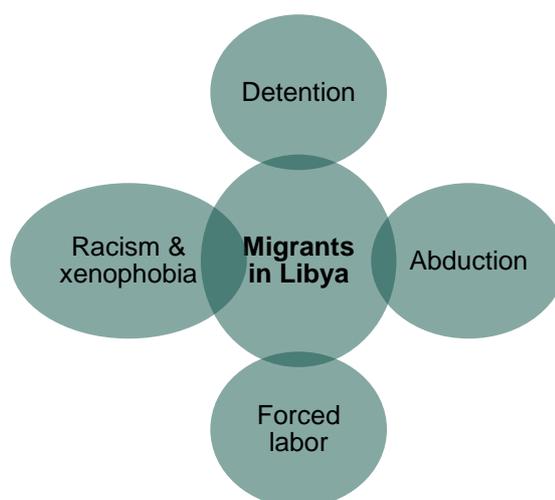
HRSM in Libya is part of an effort to continue AVRR activities in the country, despite the current turmoil that forced IOM staff along with a number of other humanitarian actors to relocate and conduct their activities remotely.

IOM developed a thorough analysis of the project's relevance to the Libyan context in its proposal. First, it acknowledged Libya as a major transit and destination country for migrants from West and East Africa, estimating the number of vulnerable migrants currently in the country at 200,000.¹² Secondly, the proposal pointed out that the fighting in Libya substantially deteriorated the situation of Libyans as well as migrants, considering that as many as 5,000 migrants were vulnerable and in need of humanitarian and return assistance at the time of the proposal.¹³

¹² IOM (2016). *Humanitarian Repatriation for Stranded Migrants*. Project proposal.

¹³ IOM (2016). *Humanitarian Repatriation for Stranded Migrants*. Project proposal.

Figure 3: Mains problems faced by migrants in Libya



Libya is not a signatory of the Geneva Convention and Protocol Relating to the Status of Refugees. Per Article 6 of Law No 19 of 2010 on Combating Irregular Migration, *illegal migrants will be put in jail and condemned to forced labour in jail or a fine of 1000 Libyan dinars and expelled from the Libyan territory after serving their sentence.*¹⁴ Only few nationalities are lawfully entitled to asylum in Libya including Iraqi and Palestinian nationals. Despite intense lobbying of international organizations such as IOM and UNHCR, the regulatory framework on migration in Libya still does not clearly distinguish between irregular migrants, refugees and asylum seekers. All foreigners who are arrested for lack of lawful immigration status are at risk of being detained. IOM has thus concentrated most efforts deployed for this project in the detention centres where it has identified the most pressing needs of migrants.

Although, the Ministry of Interior issued a decree as early as 2011, prohibiting the arrests and interrogations of detainees by “revolutionary brigades”, makeshift detention centres like military camps or hangars run by militias have proliferated since the revolution in Libya.¹⁵ This has considerably complicated the operations of IOM in the country. If IOM only operates in the DCIM-run centres, the multiplication of detention centres beyond official control means that an important number of stranded migrants remain excluded from IOM’s assistance.

On the other hand, IOM also supported stranded migrants irregularly residing in urban centres under this project. These migrants are mostly coming to Libya for work and often end up forced into different types of exploitation including slavery. Employers generally do not have enough cash to pay the salary of their employees, especially with the deteriorating economic situation and the lack of liquidity in the country. The precarious status of irregular migrants leaves them with limited recourse to legal or social protection. They are also the first victims of racism and xenophobia that are fuelled by widespread rumours of the use of foreign mercenaries from Africa in the Gaddafi era.¹⁶

¹⁴ ACAPS (2015). *Secondary Data Review: Libya*. [PDF] Available at:

https://www.acaps.org/sites/acaps/files/products/files/libya_sdr.pdf [Accessed 30 November 2016].

¹⁵ Amnesty International (2012). *“We are foreigners, we have no rights”: The plight of refugees, asylum-seekers and migrants in Libya*. [PDF] Available at: http://reliefweb.int/sites/reliefweb.int/files/resources/full%20report_168.pdf [Accessed 30 November 2016].

¹⁶ Amnesty International (2012), *Militias threaten hopes for new Libya*. [PDF] Available at:

<https://www.amnesty.org/en/documents/MDE19/002/2012/en/> [Accessed 30 November 2016].

Although a full assessment of the Libyan context could not be conducted under this evaluation, the assessment made by IOM team is supported by Altai work on Libyan refugees and mixed migration flows in and out of Libya.¹⁷ Migrants are indeed increasingly vulnerable in Libya and in need of protection and support. IOM chose to grant 20% of the migrants considered as being the most vulnerable a grant of 1000\$ to support their reintegration in their home country. This amount represents an increase compared to the money granted for other projects. However, the exclusion of 80% of the beneficiaries remains problematic, especially considering the poor conditions and vulnerable situation common to all the migrants in Libya.

Relevance of the project in the countries of return

Based on the nature of HRSM and its emphasis on the process of return, the tasks of the receiving missions were simple and straightforward and consisted mainly in the welcoming of migrants at the airports and the distribution of the transportation stipend. Only the most vulnerable cases entitled to reintegration required significant efforts and involvement of IOM staff in receiving countries. However, the teams of these different countries seemed insufficiently informed about those cases. IOM missions could share more extensive descriptions of the backgrounds and the conditions of return of these migrants. A better information exchange between the different missions could have led to greater synergies for the reintegration of the most vulnerable cases. This tend to be a weakness common to the design of all the AVR projects, the limited number of returnees entitled for reintegration under this project could have allowed for a better coordination and supervision that are necessary for the success of the project.

- ⇒ **Recommendation 1: Improve the information exchange on very vulnerable cases.** This will allow the receiving missions to better grasp the profiles of the migrants and identify their vulnerabilities and consequently provide better counselling and guidance for their reintegration.

Adequacy of the intervention with respect to the objectives

As defined in HRSM's documents, the objectives of the activities were:

- 1) **Overall objective:** "The main purpose of the project is to contribute to the protection of migrants in Libya through the provision of humanitarian repatriation assistance and to further contribute to the sustainable reintegration of 20% of the proposed caseload."¹⁸
- 2) **Specific target:** Humanitarian repatriation assistance for 722 migrants stranded in Libya under the project. 10% of these beneficiaries, identified as the most vulnerable, benefited from a reintegration grant to facilitate their socio-economic reinsertion. ¹⁹

The table below linked these objectives with HRSM activities, as defined in the project's proposal. It shows that the project developed a comprehensive set of actions that address all of the project's goals. This framework is very thorough for the activities regarding the return of migrants, and indicates that IOM Libya has established a comprehensive procedure to select beneficiaries and organize their travel back to the countries of origin. In the meantime, the project provided little detail about the reintegration activities.

¹⁷ Altai Consulting/UNHCR (2013). *Mixed Migration: Libya at the Crossroads*. [PDF] Available at:

<http://www.altaiconsulting.com/insights/mixed-migration-libya-at-the-crossroads/> [Accessed 30 November 2016].

¹⁸ IOM (2016). *Humanitarian Repatriation for Stranded Migrants*. Project proposal.

¹⁹ *ibid*

Table 2: HRSM's activities and objectives

Objectives	Activities ²⁰
<p>The safe and dignified voluntary return of up to 722 stranded migrants in detention centres in Libya to their countries of origin</p>	<ul style="list-style-type: none"> • Reach out to migrant communities and the ones in detention centres, informing them about the possibility to be assisted to return back to their country of origin • Provide individual counselling to potential evacuees through trained local partner organizations • Register/profile persons in need of assistance • Forward data on the returnees to their embassies in order to issue travel documents • Identify special needs for disembarkation (e.g. wheelchairs) or if medical escorts are needed • Organize in-country travel (Libya) as well as transportation to the designated port of departure • Seek approval for exiting Libya (exit visa), and also entering and transiting through Tunisia, if departure point is Tunisia
<p>The 10% most vulnerable migrants are provided with reintegration assistance</p>	<ul style="list-style-type: none"> • Provide reintegration assistance, if feasible, to 20% of the proposed caseload • Monitor the progress of reintegration projects through follow-up with returnees in order to track and assess the reintegration process

3.2. PROJECT IMPLEMENTATION

3.2.1. ORGANIZATION

Organization among IOM offices

Defining responsibilities and organization for the project was challenging because a large number of people are working together, both in sending missions and countries of return, sometimes without having even met. Responsibilities for the project were split across several offices, which required a sustained coordination effort, a common feature for AVR R initiatives. The office in a host country organized the returns, and offices in countries of return managed the reception of returnees and the reintegration process.

In Libya

Although the relocation of IOM office in Tunisia resulted in new challenges for the coordination and the implementation of the activities, IOM staff proved capable of reorganizing and adapting to the new context.

The Operations Officer assumed the responsibility of a Project Manager for HRSM. He developed the project's proposal, was responsible for the day-to-day monitoring, and ensured that financial aspects of the project were closely monitored.²¹

²⁰ IOM (2016). *Humanitarian Repatriation for Stranded Migrants*. Project proposal.

²¹ IOM (2016). *Humanitarian Repatriation for Stranded Migrants*. Project proposal.

The staff of IOM Libya consists of 19 staff members based in Tripoli, including four doctors. The Operations Officer, a Project Assistant and a Flight Booking Assistant are based in Tunis. The team was split into three operational groups, supporting the main phases of the return process:

- Team 1 consisted of staff members based in Tripoli. They were responsible for the visits to the DCIM-run detention centres and were the first ones to establish contact with the stranded migrants. They completed an assessment of the detention centre and a first census of the number of migrants who voluntarily wished to return to their countries of origin. They were also responsible for the collection of the information necessary to issue the laissez-passer.
- Team 2, also based in Tripoli, conducted the initial interviews with the migrants, the fit-to-travel medical check and selected the most vulnerable cases entitled for the reintegration assistance. They provided the pre-departure assistance and explained to the migrants the processes and procedures for the return and reintegration.
- Team 3 consisted of staff members located in Tripoli and Tunis. They were in charge of the operations and logistics, and their responsibilities consisted in the booking of tickets for commercial flights or arranging for charter planes. They also coordinated the medical assistance needed during the travels (such as preparing a medical escort and providing for wheel chairs or stretchers).
- The Project Assistant based in Tunis was responsible for elaborating the manifest of migrants returning from Libya allowing the team to keep track of the migrants assisted under HRSM. She also shared information with her counterparts in the receiving missions regarding the returnees and their needs upon arriving to the airport.

In countries of return

Staff members in countries of return involved in this project were the AVRR Focal Points in their respective missions. They were in charge of welcoming returnees at the airport and providing the transport stipend. This support allowed returnees to have access to onward transportation to their final destination, often located far away from the capital. The staff in countries of origin were also responsible for guiding the migrants who benefited from the reintegration assistance throughout the procedure of getting the funding and, finally, monitoring their reintegration.

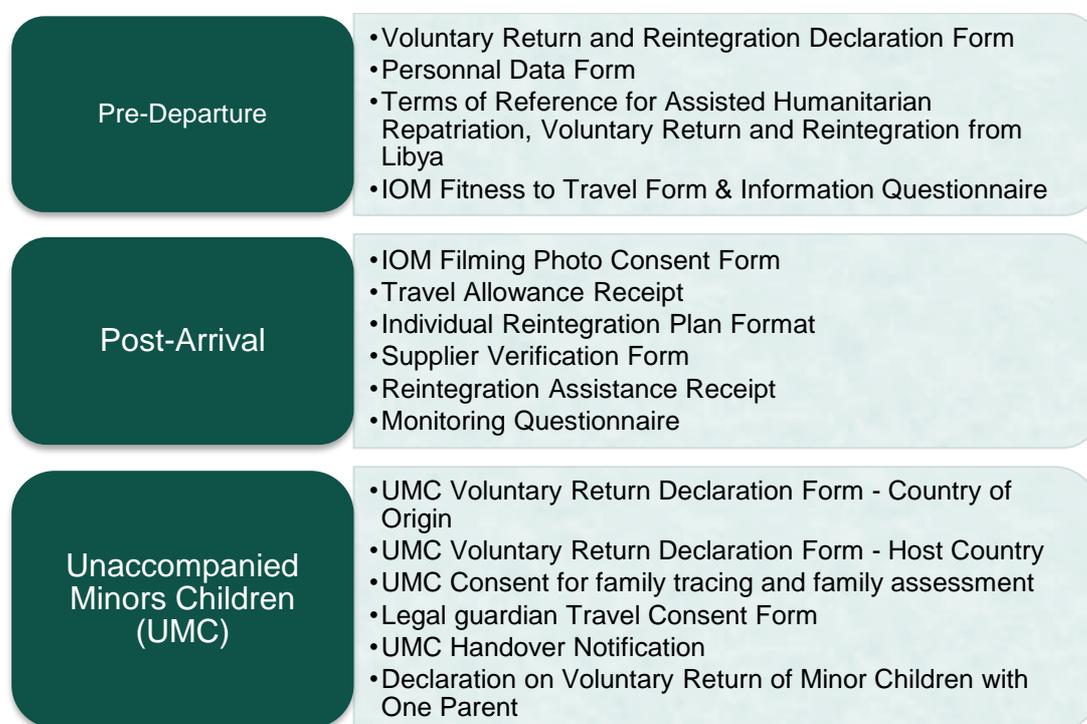
As it is the case for other AVRR project, the challenge for the receiving missions is that they often worked on different projects at the same time, which had different donors' stipulated procedures to follow, and with returnees from different countries. For instance, the AVRR Focal Point in Nigeria managed the return operations from six different countries, including Libya, Morocco, Greece and Italy. Similarly, the AVRR Focal Point in Senegal had to oversee the AVRR operations from four countries: Libya, Norway, Italy and Greece. This sometimes made the missions of these offices challenging, all the more as they welcomed migrants who are often vulnerable and need time and counselling.

- ⇒ **Recommendation 2: Increase the mobility of the Operations Officer based in Tunis.** In order to create a strengthened relation between the sending and the receiving missions, the mobility of the Operations Officer could be further enhanced, with more regular trips to countries of return for example.
- ⇒ **Recommendation 3: Online-communication tools could allow the donors and IOM to organize a kick-off meeting at the beginning of each project.** Such gatherings would be an opportunity for all partners to meet and share their respective experiences of AVRR.

Tools

The following figure summarizes the forms used by IOM in Libya and the countries of origin under HRSM.

Figure 4: HRSM's forms



The forms used by the IOM team aimed at collecting information about beneficiaries and documenting the disbursement of travel allowances and reintegration grants.

Pre-departure forms

The forms used in the pre-departure phase included the Declaration Form for Voluntary Return and the Terms of Reference for the project. Both these documents were meant to ensure that migrants fully understood and agreed with the procedures for their return. The Personal Data form and the Fitness to Travel form allowed to gather further information on returnees. The Fitness to Travel form focused on the physical condition and health of the migrants, and the Personal Data form included broader information.

For instance, the Personal Data form encompassed data on the key demographics and more general information on the reasons that pushed the migrants to leave their country of origin, their initial desired destination, if they were victims of trafficking, their education level and language abilities, in addition to their previous situation before emigrating and upon arriving in Libya. This form allows IOM to better grasp the profiles of the migrants coming to Libya, but it was not systematically shared with the teams in receiving missions.

The pre-departure forms were filled out manually and scanned to the other stakeholders involved. Receiving hand-written documents was an issue raised by the representatives of the diplomatic missions who regretted that the data was not collected through electronic means. The improvement of the readability would increase the accuracy of the data and reduce the delays of issuing travel documents.

Post-departure forms

The forms used in the post-departure phase were mainly focused on documenting the disbursement of travel allowances and reintegration grants. The Reintegration Declaration Plan documented other qualitative aspects of the migrants' reintegration plans. For the requests for medical assistance, the form delved into the nature of the medical examination and treatment needed. For the requests for educational or training assistance, the form recorded the course description, its duration and the title of the expected award.

Finally, for the requests to set up a micro-business, the form examined:

- The business plan and the business idea: including the type of business chosen, its development stages, the partnerships to be developed and the business premises;
- The marketing strategy: including the price analysis, the customer base analysis, the competition analysis and the differentiation strategy;
- The preliminary risk analysis and the strategies to overcome the risks identified;
- The future plans: including the middle and long term objectives as well as the sustainability strategy;
- The financial plan: including a description of the resources needed and the provision of a starting cost;
- The expected profitability analysis: including the expected monthly sales, monthly expenses, rent, utilities and the expected profits before taxes;

While these aspects are necessary to probe in order to acquire a better understanding of the reintegration plans and avoid a failure of the reintegration process. The forms seemed extensive and necessitated sustained efforts and time to be filled out.

Forms used for the return of Unaccompanied Minors Children (UMC)

The forms used for the return of UMC were more extensive and heavier in terms of data collection. This is in line with IOM's AVRR procedures for UMCs meant to determine that the child's best interest rest in his return to his home country. The process required the signature of the Voluntary Return Declaration form by a legal guardian or a parent in the host country and in the country of origin. A Legal Guardian Travel Consent form was also necessary to ensure that the legal guardian understood and agreed to all the conditions of the travel. It also confirmed that the UMC would be handed over to his legal guardian in his destination, after which he would sign the UMC Handover notification.

Finally, the UMC Consent for Family Tracing and Family Assessment allowed IOM to gather information on the departure of the UMC including an assessment of their family and their living and socio-economic conditions. The return of UMC also involved the intervention of the Libyan Ministry of Social Affairs and the United Nations Children's Fund (UNICEF) to verify the information gathered. These procedures allow IOM to ensure that the UMC will be returned to a safe and protected environment, but the length of the process and the important number of actors intervening are the cause of important delays which leave the UMC in very precarious situations while waiting for their return.

- ⇒ **Recommendation 4: Develop an electronic database incorporating all the information and forms gathered by IOM staff.** Staff could use as much as possible electronic means to collect the data during the interviews both during pre-and post-departure phases which will facilitate information sharing between the different IOM offices and other stakeholders involved.

3.2.2. IMPLEMENTATION: TIMELINE AND PLANNING

The deteriorating security situation in Libya significantly impacted the implementation of HRSM. Since 2014, the turmoil and the presence of armed groups in the country have forced IOM to relocate to Tunisia. IOM still keeps a presence in Libya with staff members located in Tripoli, but their ability to move has been extremely affected. Their access to detention centres is now limited to the north of the country, and is limited within that perimeter due to security considerations.

Similarly, before 2014 the staff could receive migrants to conduct the first interviews at the IOM office, these meetings rarely take place as they require sustained coordination with the IOM security teams. Likewise, for stranded migrants, the first interviews currently occur directly in the detention centres. These precarious conditions impacted IOM's capacity to provide much needed counselling and in-depth discussions with the migrants. This also hampered the possibilities of systematically gathering comprehensive data about the beneficiaries.

Another factor that disrupted IOM's operations in Libya is the lack of control in the detention centres. As a matter of fact, the detention centres are increasingly independently run by the directors and the guards of the facilities, and IOM's access is mainly a result of the trust and relationship the staff developed with these actors. Migrants are sometimes transferred from a centre to another without prior notice to the Storage Unit of DCIM, and this one does not keep track of the movements of all the migrants. IOM faces a similar problem with the Transportation Unit, which has limited capacity and budget.

Finally, the insecure environment in Libya often forced the team to revise its plans at the last minute. On several occasions, the departure of migrants had to be postponed because of political events in Tripoli. These challenges have adverse effects on IOM's ability to receive and make arrangements for returnees.

3.2.3. COORDINATION WITH OTHER ACTORS

In Libya

Libyan authorities

IOM has maintained a good working relationship with the Libyan authorities that have a good understanding of the approach and processes of IOM Libya. The government facilitates the access of IOM staff to the detention centres and also escorts the IOM convoys transferring migrants from the prisons to the airport. The smooth and free procedure for obtaining exit visas for the returnees is also an illustration of the good collaboration between IOM and the Libyan authorities.

However, the internal power-struggles and the lack of budget of Libyan institutions impacted the work with IOM. The Ministry of Interior does not consider DCIM a priority, and so the office has not received funding since May 2015.²² This has disturbed its ability to provide basic services in the detention centres, like food and water supplies, basic health services, or hygiene material which subsequently deteriorated the conditions of detention of the migrants. Furthermore, the political instability also affected DCIM's control in the detention centres. As a result, the access and successful conduct of activities is often dependent on the willingness of the staff working in the prisons.

Consulates of the countries of return

IOM has also kept excellent relations with the embassies of the countries of return, and continue to work closely with the consulates. Staff of the embassies expressed gratitude for IOM's support, IOM being often a point of contact for their nationals in Libya. In fact, an important number of embassies do not have a presence in Tripoli anymore and they always refer their nationals to IOM.

Some facilitate the procedure to speed up the issuance of the laissez-passer. The Senegalese Embassy, for example, directly issues laissez-passers for the migrants recorded by IOM, based on the census in the detention centres. They only require for a Senegalese community leader to be present with the IOM staff during the census, instead of going through an exhaustive verification of identities back in Senegal. This considerably reduces the delays and confirms the good level collaboration with IOM.

²² Point mentioned during a Key Informant Interview with IOM Operations Officer

IOM also regularly organizes meetings to share information about the situation of migrants and provide updates regarding their activities. In 2016, IOM planned a gathering in Tunis, with the representatives of fourteen embassies from the main countries of return, to discuss the processes and overcome remaining challenges in their cooperation.²³ IOM also set up a visit for the representatives of seven West African embassies to a detention centre in Libya in September 2016.²⁴ This visit allowed the embassies to check on the conditions in the detention centres, and contributed to IOM's advocacy against mistreatments in jail.

In countries of origin

IOM offices in countries of return

IOM Tripoli shared the project's guidelines with IOM offices in countries of return at the outset of the project. All the receiving missions interviewed convened that these were very clear and straightforward. As for the return process, IOM Libya was sending the manifest of return that includes the list of returnees, their basic information as well as the project supporting their return. Some receiving missions complained about the delays for receiving this manifest and mentioned it did not always leave them enough time to properly organize the reception of beneficiaries. For example, the AVRRC Focal Point in Burkina Faso regretted not always being able to distribute the exact amount of the transportation stipend at the airport because it changed according to the funding and she reported receiving the manifest only a day before the arrival of the migrants.

Communication between IOM Tripoli and offices in countries of return was regular and consistent. It tended to be related to operational matters and remained functional. Greater communication and regular meetings could be beneficial to project improvement. For instance, as there many migrants returning to Nigeria and Burkina Faso, IOM Libya organized a field visit to these countries. The Operations Officer and the Project Assistant informed and trained their counterparts on the different aspects of the project and interviewed returnees on the assistance received under this project. IOM staff also declared that meeting in person their interlocutors in the receiving missions considerably improved their communication and collaboration.

Greater information exchange concerning the background and the situation of the migrants would be useful for IOM staff in countries of return to support them in the reintegration process. IOM staff in countries of return only received the manifest of migrants travelling and the list of the ones who were entitled to reintegration. They also received basic information on the migrants such as their names, dates of birth, detention status and contact numbers.

IOM staff in countries of return also mentioned difficulties due to the misspelling of names and places in the countries of origin or the inaccuracy of the contact numbers. This can partly be explained by the lack of literacy of the migrants and the problems stemming from their use of languages that are not understood in Libya (French and other local languages). It could also be due to the harsh conditions under which the data was gathered, IOM staff conducting interviews within the detention centres.

- ⇒ **Recommendation 5: Create a homogenized form summarizing the backgrounds of the returnees and highlighting any vulnerabilities or possible trauma to be shared with the receiving missions.** This would allow IOM receiving missions to assist vulnerable migrants in the best possible way.

²³ Point mentioned during a Key Informant Interview with IOM Libya Project Assistant

²⁴ International Organization for Migration (2016). *IOM facilitates diplomatic visit to Libyan immigration detention centre.* [online] Available at: <https://www.iom.int/news/iom-facilitates-diplomatic-visit-libyan-immigration-detention-centre> [Accessed 30 November 2016].

- ⇒ **Recommendation 6: Share environment briefings about Libya.** Staff in countries of return have rarely been to Libya and some missions appear to have little understanding of the situation in Tripoli. This would be particularly useful given the volatility of the Libyan environment and would allow the receiving missions to better understand the experience of returnees.

3.2.4. MONITORING

Monitoring process

As stated in the project proposal for HRSM, IOM staff in the receiving missions are responsible for monitoring 20% of consenting returnees three to six months after their return. IOM Libya has indeed developed the methodology of its monitoring from the beginning of the project. In an effort to harmonize the forms used for AVRR projects, IOM Libya decided to use the IOM standard Reintegration Monitoring form.

The monitoring process includes ad-hoc visits to the returnees' place of business. The returnee had to sign the Filming Photo Consent form to allow IOM staff to gather material proofs of the existence of the project. These visits gave the opportunity for IOM staff to assess the sustainability of the reintegration support. It also allowed them to gain a better knowledge and understanding of the local economies as well as identify the best opportunities for returnees. The monitoring process is thus central for all AVRR projects as it enables IOM to appropriately design its support by learning lessons from the different projects implemented.

While the team in Libya did develop monitoring mechanisms, IOM offices in countries of return could not systematically enforce them. Indeed, none of the receiving missions interviewed (Burkina Faso, Nigeria, Senegal) had implemented the monitoring process at the time of our evaluation. This is a common challenge with all AVRR projects where the receiving missions often lack time and budget to implement the monitoring process.

- ⇒ **Recommendation 7: Allocate more resources to IOM receiving missions for the monitoring process.** IOM missions don't have the means to visit returnees who are often in distant locations from the capital.
- ⇒ **Recommendation 8: Develop more regular mechanisms for reporting and monitoring.** IOM could think about developing tools for quarterly activity reports. IOM receiving missions could implement the monitoring progressively with the waves of returnees coming instead of waiting for the end of the project. This will allow IOM to complete this activity before risking of losing all contacts with the migrants after they received the support.
- ⇒ **Recommendation 9: Train project staff on basic notions of monitoring and evaluation** so that they know what a logical framework is, what objectives and indicators consist of and why it is important to systematically assess indicators at the end of a project.

4. PROJECT OUTCOMES

Return and reintegration constitute two complementary activities of the project. HRSM provided stranded migrants with the opportunity to return home in a dignified manner and, for 20% of them, to reintegrate with a small grant. In order to assess the outcomes of the project, the two phases are analysed in the following section.

KEY FINDINGS

- In view of the appalling conditions in the detention centres, IOM focused its outreach on detained migrants who were the main focus of this project. This orientation of the project was relevant since IOM was the only recourse for protection for many migrants. The second most effective outreach mechanism involved connecting with migrants indirectly, through referrals from the embassies of countries of return.
- HRSM assisted 722 migrants in returning to their country. This represented a 39% increase compared to the initial target of the project.
- The registration process took place accordingly, although IOM faced difficulties in gathering information because of the lack of organization and the overcrowding of the detention centres.
- IOM Libya focused on sharing information prior to departure, and did not engage in in-depth preparation of reintegration pre-departure because most of the beneficiaries were in detention centres.
- The return of beneficiaries happened as it was planned, and the IOM missions welcomed the migrants at their arrival and distributed transportation stipends.
- 69% of the 103 returnees entitled for reintegration received their support. They all decided to invest their grant to set-up a small business.
- IOM offices in receiving missions were able to assist most returnees to complete the procedure of reintegration. However, the staff did not always have the time nor the capacity to deliver in-depth support and follow-up on the establishment of local businesses.

4.1. RETURN OF STRANDED MIGRANTS

4.1.1. OUTREACH TO MIGRANTS IN NEED

Prior to the deterioration of the security situation, IOM staff in Libya were engaging with migrants in the streets, placing information posters and information leaflets. Currently, their outreach strategy almost entirely rests upon their visits and activities in detention centres. Indeed, although outreach activities were not a specific objective of this project, IOM staff still worked on informing stranded migrants of the options available to them.

Institutional outreach

IOM's visits to the detentions centres were the main outreach mechanism under this project. IOM went to detention centres to provide assistance to migrants (e.g. distribution of mattresses, food, hygiene kits). The team also completed an assessment of the centres, recording the number of migrants detained per nationality. Through these visits, IOM informed migrants of the possibility to return home with their support. These visits were key to HRSM because IOM staff could often not receive migrants in their office. Stranded migrants also have no access to information and counselling - especially as the authorities confiscated their cell phones.

Indirect outreach

IOM's second most effective outreach mechanism is through referrals by embassies of countries of origin. Since most countries do not have mechanisms to support their nationals in detention centres, many respondents reported that their embassy directed them towards IOM when they reached out for assistance. This was the case for 6 out of 13 returnees interviewed in this research.

In cases where consulates are not present in Libya, like for Senegal, IOM worked with community leaders who volunteer to disseminate information about IOM to migrants, participate in the visits to the detention centres and share information with their embassy in Tunisia.

"We have a Senegalese community leader who has been in Libya for decades. He maintains good relations with the Libyan authorities and sometimes knows more about Libya than Senegal. They volunteer to accompany IOM to the detention centre and forward the information collected to us. They also help with the identification of migrants and the translation of the interviews."

KII Senegal embassy

Sometimes migrants directly contacted their relatives, instead of calling their embassies'. This can be explained by their fear of getting prosecuted in their countries of origin considering the irregular nature of their arrival to Libya or simply by the fact that they didn't have the contact details of their embassy. 2 of the 13 respondents shared they were referred to IOM through a family member or a friend who knew they were in Libya.

"After I was released, I was able to contact my mother and she reached out to IOM."

IDI VOT Nigeria

"I was arrested by the police for about a month and my brother contacted IOM, and that was how I left the detention centre."

IDI Returnee Nigeria

4.1.2. SELECTION OF THE PROJECT BENEFICIARIES

The visits to the detention centres were the mean through which most migrants first entered in contact with IOM. Detained migrants represented the clear majority of HRSM's beneficiaries: 514 out of the 684 returnees assisted under this project. After gathering the migrants, IOM staff briefed them on the available assistance under HRSM and their options to benefit from it.

During these first visits, IOM staff recorded the migrants willing to voluntarily return to their home country. An initial list with the number of migrants interested in HRSM was put together to inform the selection of beneficiaries.

After gathering the necessary information in initial interviews, IOM assessed the vulnerability of the cases and decided on humanitarian repatriation, reintegration and/or further referral accordingly. For the vulnerability assessment, IOM staff used the Migrants At-Risk form to identify the most vulnerable profiles. Herebelow is a figure summarizing the profiles considered to be at risk:

Figure 5: Profiles considered to be at risk²⁵

Children and adolescents	Disabled individuals	Elderly people	Large household
Lesbian, Gay, Bisexual, Transgender and Intersex	Medical cases	Members of ethnic/religious minorities	Single headed household
Pregnant women/lactating women	Survivors of gender-based violence	Unaccompanied and separated children	Women travelling alone

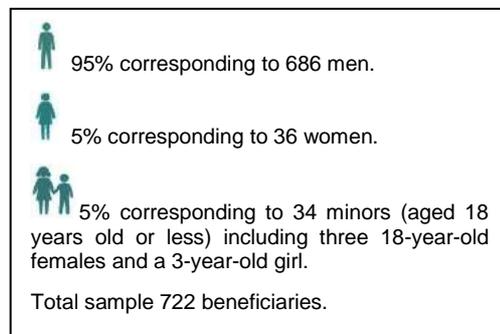
Under HRSM, particular attention was provided to victims of trafficking; pregnant women; migrants with special needs; physically and mentally ill migrants; mono-parental families; and elderly persons (over 60 years). The clear identification of vulnerabilities in the At-Risk form helped the staff in Libya to identify the cases urgently in need of assistance. However, they shared facing challenges to select the migrants entitled to the reintegration assistance, and the team asked the IOM's Protection Unit to be further involved by providing additional guidance and support. They called for the inclusion of more returnees in the reintegration assistance, and regretted that this support was limited to 20% of the caseload (considering the needs and great vulnerability of the beneficiaries).

4.2. PROFILES OF BENEFICIARIES

Demographics

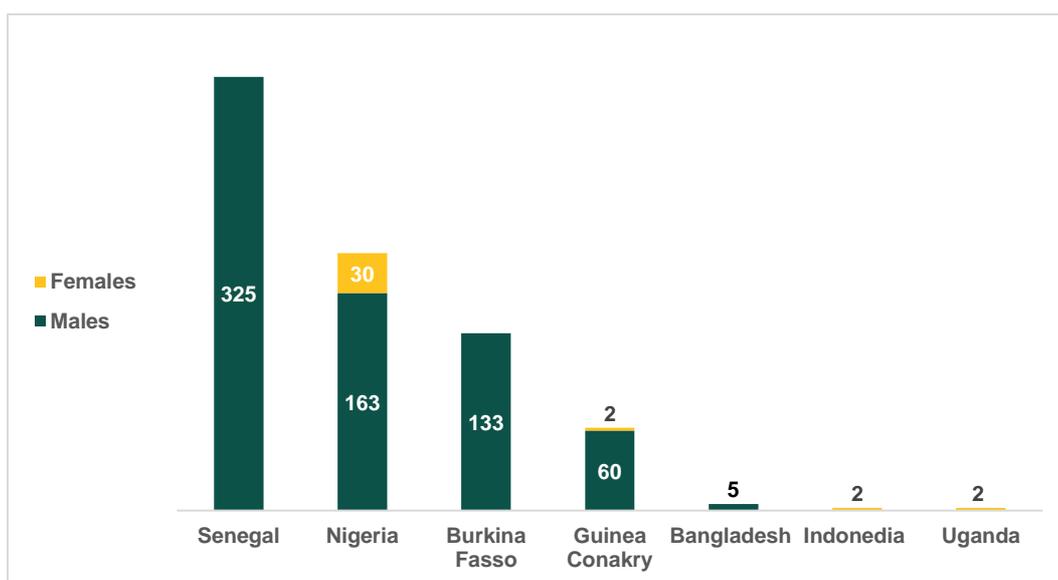
The number of migrants supported under this project amounts to 722. This number is 39% above the project's initial target (440 migrants).

This is mainly because HRSM's budget was based on commercial flights and each ticket was estimated at 1,000 USD. Transport costs were cut by more than 50% with the use of charter flights. Based on the needs on the ground, IOM facilitated the repatriation of migrants through both commercial and charter flights, when the number of migrants allowed it.



²⁵ IOM (2016), Humanitarian repatriation for stranded migrants. Protection mainstreaming Reference document, profile to be at risk.

Figure 6: HRSM beneficiaries' gender per nationality



The vast majority of the project's beneficiaries were young men from East Africa, and only 36 women were supported by HRSM. Senegalese nationals outnumbered the other nationalities and accounted for 45% of the beneficiaries. They were followed by Nigerians (27%) – the nationality with the most important number of female migrants (women represented almost 18% of the beneficiaries originating from Nigeria). Likewise, almost 18% of the migrants supported by this project were from Burkina Faso. Finally, migrants from Guinea Conakry amounted to almost 9% of the sample, followed by a small number of migrants coming from Southeast Asia and other African countries

The average age of the beneficiaries of the project was 27, with the majority of beneficiaries (almost 54% of them) between 18 and 27. Many of the returnees were illiterate, and the average education level was low. Migrants rarely came from the capital and were usually from the poorest and most rural areas, the regions of Tambacounda, Kolda and Sedhiou in Senegal for instance.

These trends reflect the general demographics of migrants entering Libya and confirm previous research that shows that a significant number of people embarking in irregular migration and transiting through Libya are young men coming from the poor regions of West African countries.

Motivations to travel to Libya

○ Push factors

All the returnees interviewed declared they left their country because of economic difficulties. Either they had a family to support and were not able to find a source of income in their country, or they had debts they were unable to repay. A returnee in Nigeria stated for example that he was initially employed in a farming business, but he contracted a loan to start his own business and could not make enough money to pay his debts. Interviewees often explained that their difficulties were due to their lack of education and qualification, as well as limited economic opportunities.

Some returnees also shared they decided to migrate because they were encouraged by the large number of people leaving from their area to look for better opportunities abroad. A returnee in Senegal reported that as many as fifteen young men from his village (and almost a hundred from his district) had left to Libya. Another returnee from Senegal stated that the success of other migrants encouraged him to undertake the same path.

○ **Pull factors**

Migrants mentioned two main factors to explain why they chose Libya as a destination or a transit point for their travel. A widespread misperception mentioned by about half of the respondents (7 out of 13 returnees) is the ease to cross from Libya to Europe. Some returnees said they believed crossing the Mediterranean Sea to Italy would take less than one day for the most lucky, and on average a week. Also, since the fall of Gaddafi’s regime, the coast is believed to be less heavily guarded compared to other transit points like Morocco, hence facilitating the movement of smugglers.

“My final destination was Italy so Libya was only a transit country. I chose to transit from Libya because I thought it would be the least complicated way to reach Europe (between 6 and 24 hours of navigation).”

IDI Returnee in Senegal

The other respondents (6 out of 13 returnees) explained that Libya appeared to be a country where job opportunities were numerous. This was particularly the case for the Nigerians in our sample, except for the trafficked migrants, all declared they intended to stay and work in Libya to save money and meet the needs of their families’. Construction work was particularly appealing to migrants who stated it was a sector well-known for recruiting foreigners.

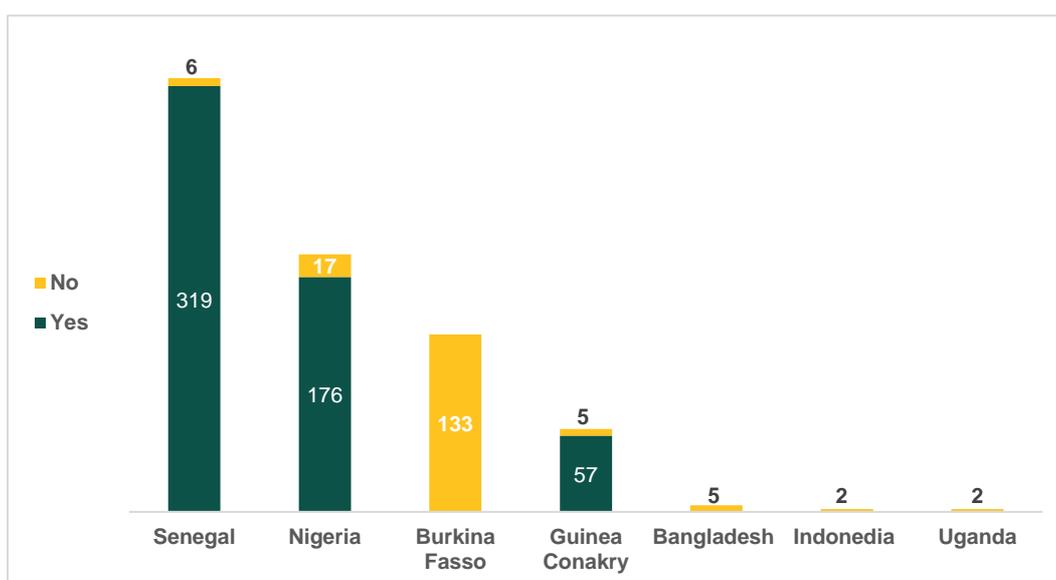
“I heard there are plenty job opportunities and businesses in Libya. I thought I could make more money there so I could take care of my family.”

IDI Returnee in Nigeria

Motivations to return

In 76% of the cases, migrants chose to return home because they were detained and, seeing no end to their detention, preferred to return home. This is the specificity of HRSM, compared to other AVRR programs implemented in North African transit countries (Morocco, Egypt). The important number of detained migrants in the sample can be explained by the fact that IOM focused on outreach in the detention centres – instead of deploying outreach activities in the cities due to security concerns. Moreover, migrants shared stories of abuse including the harassment and exploitation they experienced in Libya, which encouraged them to leave the country. Finally, migrants who had been injured wished to return home to get medical assistance.

Figure 7: HRSM beneficiaries’ in detention



○ Release from detention

Choosing to return home rather than remaining in the detention centre was the main motivation for most beneficiaries. Some migrants were arrested by the coast guards while attempting to cross the Mediterranean, others were sent to the police by their smugglers, and some were arrested in their house or at work. Most migrants who were in jail explained that they were not told how long they would stay imprisoned. Most believed that, without the intervention of their consulates or IOM, they would still be in jail. This explains why migrants were so relieved to receive IOM's assistance.

"I decided to return because of the detention. I would have liked to work in Libya but I didn't know when I would be released from the detention centre."

IDI Returnee Senegal

○ Precarious conditions in the detention centres

The precarious conditions in the detention centre coupled with the uncertainties on when or how the migrants would be released was a point mentioned by all the returnees interviewed. Most of them talked about reaching a state of exhaustion because they did not receive regular and sufficient food. Some reported being denied access to water for drinking or cleaning. The conditions of detention described were deplorable, with an important number of migrants packed in rooms with no mattresses, often with minors being detained in the same rooms as adults. Migrants spoke about hygiene conditions encouraging the spread of contagious diseases, especially skin, respiratory and vector-borne diseases.

Detained migrants also shared experiences of violence and torture. They reported cases of extortion and racketing with the guards stealing their personal belongings (phones, bracelets, rings, etc.).

"The prison was very hard, guard would hit us with their big military shoes. They would kick us, walk on us, they did not hesitate to hurt us, it really was more than one can take. I was very sick during my detention and incapable of moving. Still, guards would hit me to go to the gathering area to receive food. Only one time a guard took pity on me and brought me two loaves and a glass of coffee. This was the only good gesture I received during all my time in prison."

IDI Returnee Senegal

Although the research team did not interview female migrants who were detained, previous research indicate that women experience abuses as well. Human Rights Watch collected testimonies of female migrants who shared that male guards strip-searched them on arrival at the jail, and conducted invasive body searches.²⁶

○ Health conditions

Several migrants reported sustained injuries while they were travelling or contracted diseases while in detention. They could not afford to buy medicine in the jail, or pay the guards to get assistance. Migrants are dependent on the organizations that visit the detention centres to access medical assistance since the authorities managing the centres do not provide such assistance.

The United Nations Support Mission in Libya (UNSMIL) reported, after visiting 11 detention centres for migrants, that there were "conditions of grave concern, including chronic overcrowding, poor sanitation and health care, and insufficient food. There were also consistent reports of physical or verbal mistreatment, labour exploitation, sexual abuse".²⁷

²⁶ Human Rights Watch (2014). Libya: whipped, beaten, and hung from trees. [online] Available at: <https://www.hrw.org/news/2014/06/22/libya-whipped-beaten-and-hung-trees> [Accessed 30 November 2016].

²⁷ UN News Centre (2015). Libya: UN condemns 'horrific' weeks of human rights violations amid county's rising violence [online] Available at: <http://www.un.org/apps/news/story.asp?NewsId=50676#.WD6npuYrJhF> [Accessed 30 November 2016].

“The main reason why I decided to leave Libya to return home is the suffering I endured while being there. I had a stomach ulcer that reoccurred while I was there.”

IDI Returnee Nigeria

“There was no other way, I was sick. Without IOM, I would be dead. I was injured I could not return through the desert and couldn’t afford the plane costs. I thought they would amputate my leg once I reached Senegal”.

IDI Returnee Senegal

- **Family**

Whilst family was never a determining factor in the choice of the beneficiaries interviewed, it was still very present in returnees’ discourse. In Libya, migrants often felt isolated from their family because they could not call them regularly.

“I first wanted to cross to Europe, but then I realized it was too risky. I am the only male in my family, the only one my mother has. I didn’t want to risk my life because my mother would have been left with no support if I died at sea.”

IDI Returnee Senegal

Expectations for the return

Migrants’ expectations prior to their return were ambiguous: they were happy to go home but worried for having failed to make a living in Libya or reaching Europe. The returnees who were in detention prior to meeting IOM explained that their only objective was to find a way out of their detention. Yet some talked about the shame of returning home empty-handed after having wasted money. The reintegration assistance precisely aims to address these challenges, and all the returnees interviewed welcomed this support and considered it as a great opportunity.

4.3. REGISTRATION PROCESS

The application process to join the project took place as planned, with the beneficiaries signing the Declaration form and having a medical check before leaving. However, the main issue that arised was the need for in-depth interviews and counselling as most migrants were in detention. IOM staff did not have enough time to conduct counselling in a systematic manner because all their efforts were concentrated in meeting the administrative requirements to release migrants.

Initial interviews

- **Information shared during the initial interview**

The first interviews happened mainly in the detention centres. After gathering the migrants, IOM staff briefed them on the assistance available under HRSM and their options to participate in it.

All the returnees interviewed confirmed they had received comprehensive information regarding the project prior to their return. They were all aware of the transportation stipend and the ones entitled for reintegration were notified. However, not all understood everything the IOM staff had explained to them, especially the migrants receiving the reintegration assistance who often regretted not having received enough information on the procedures for receiving the funding.

The majority of respondents (10 out of 13 returnees) did not understand the criteria used for their selection for the reintegration assistance including three returnees who believed they were chosen because they were lucky. Two migrants interviewed declared understanding their selection without further elaborating and only one respondent of the study declared he obtained the reintegration grant

because he was seriously ill. In general, migrants did not have time to think about their reintegration in Libya as they were informed about the reintegration assistance just before leaving the country.

“IOM only told me I will be travelling to Nigeria and when I get there they will give me some money to start a little project of my own.”

IDI Returnee Nigeria

“IOM explained to us the conditions of the trip and that once we reach Senegal, they would give us 50 USD each. Some of us were chosen by drawing lots and IOM assured us that we would be contacted once we reached our destination for a grant.”

IDI Returnee Senegal

○ Translation

Although IOM staff speak excellent Arabic, French and English, the team sometimes faced difficulties with migrants who only spoke local dialects. These cases were relatively common given that migrants often came from rural areas and had not been to school. IOM in Senegal reported sometimes receiving wrong names or locations, caused by problems of communication with the migrants.

- ⇒ **Recommendation 10: Improve the conditions under which the interviews are conducted in the detention centre.** Although IOM staff can not avoid the presence of guards, staff could try to negotiate measures to ensure better privacy and confidentiality of the conversation with the migrants.
- ⇒ **Recommendation 11: Develop support materials for illiterate migrants** (videos, comics, etc.). This would be very helpful for people who do not know how to read.

Medical visits

Under HRSM, all the beneficiaries had to go through a medical examination before their return, and this was conducted accordingly – in spite of the challenges to operate in the detention centres. This is a common procedure in all AVR programs and aims to assess whether a beneficiary is fit for traveling. This examination usually happened just after the initial interview with the migrants. An IOM doctor led the consultation in the detention centre.

This medical check was usually quick, which resulted in an important number of migrants disregarding it and declaring not having benefited from it. As a result of the conditions in the detention centres, the doctors generally could not undertake a full medical check-up. Some migrants regretted the basic nature of the medical visit and the fact that the doctor did not always provide them with prescriptions for medicine.

- ⇒ **Recommendation 12: IOM could try to get more funding to support regular medical visits and health support in the detention centres.** These medical services could be, as much as possible, generalized to all the migrants in the detention centre – and not be limited to the ones involved in AVR/AVRR projects.

4.4. PRE-DEPARTURE

The beneficiaries often described the pre-departure period as the most difficult. This phase was frustrating because migrants were in a precarious situation in Libya, in detention centres, vulnerable to harassment and eager to leave the country.

Wait and doubts

The length of the pre-departure phase varied, depending on when IOM got in touch with the migrant and at which stage of the project the registration took place.

Delays mainly depended on the number of migrants from a given nationality IOM could interview, along with the capacity of the staff to process the applications and obtain the travel documents. Delays were also caused by the security situation in Tripoli that sometimes restricted the capacity of IOM to move to the detention centre or to the airport.

This period was particularly difficult for migrants, whether in detention or not, and IOM did not have the opportunity to provide them assistance. For the ones who were detained, this delay meant staying longer in a detention centre where they were kept in poor conditions. This wait was difficult, especially as the detainees did not know when they would be able to leave and some, at times, started doubting that IOM would actually provide them assistance. The ones who were not detained were also very vulnerable because they had to meet their basic needs while not always being able to move or work.

“The main challenge I faced was to stay in the detention centre. The food was bad; the general living conditions were terrible. I kept telling myself it would only last for a while.”

IDI Returnee Nigeria

“The process of return took long and I was paying for the transportation myself to meet IOM staff which were far from where I was staying. I had to pay for accommodation as well. IOM should provide security or shelter where the migrants could stay before they leave.”

IDI Returnee Nigeria

4.5. RETURN

The return to the home countries went well and the beneficiaries received assistance at the beginning and the end of their journey.

Journey back to the country of origin

The travel back to the country of origin took place without problems. IOM usually informed stranded migrants a day prior to their departure. IOM also generally distributed food and hygiene kits a day before the departure in the detention centres. Migrants did not seem to face difficulties to go to the airport. Migrants who were not detained received assistance to facilitate their transportation to the airport. IOM staff accompanied the detained migrants and provided a bus to transfer them to the airport. Libyan authorities escorted the transfer to guarantee the security of the convoy.

“IOM helped me prepare for my departure by giving me a coat because it was winter. I was also given about 30 dinars for transportation to the airport.”

IDI Returnee Nigeria

Under HRSM, IOM organized the returns to some countries by charter flight due to the high number of migrants of the same nationality. This allowed IOM to save more than 50% of the initial cost of transportation planned and consequently increase the caseload of migrants assisted.

The onward transportation allowance under this project was set at 50 USD per person. Due to the deterioration of the security situation and considering the unavailability of USD in Libya, migrants received this stipend upon their arrival in their country of origin. This did not impact the journey as IOM provided food in the plane and most migrants did not have to transit through other airports before reaching their home country.

All the returnees interviewed declared they had no additional needs during their trip. On the contrary, this transportation stipend constituted a significant support that the migrants mainly used for their transportation to their place of origin, often located away from the city. Others declared they used the money to buy clothes or phone credit since all their belongings were confiscated in Libya.

Arrival

IOM staff was at the airport to welcome returnees and this assistance was highly valued. They distributed the transportation stipend and collected the contact numbers of the returnees entitled to the reintegration assistance. IOM officers also informed the returnees on the necessity of visiting the office as soon as possible to receive their grant.

IOM was sometimes accompanied by the authorities of the country of origin, which provided additional support to the returnees. In Senegal for example, IOM coordinated the arrival of returnees with the Ministry of Foreign Affairs' Directorate for the Senegalese residing abroad. The Directorate sent representatives who welcomed the returnees at the airport. The respondents interviewed in Senegal shared they received an additional stipend from this Directorate. One case of a particularly vulnerable migrant in Senegal who had urgent medical needs also reported that the Directorate took care of his transfer from the airport to the hospital and covered his medical treatment. Likewise, in Burkina Faso the Ministry of Foreign Affairs and the Ministry of Women, Social Solidarity and Family supported IOM. Representatives of these ministries accompanied IOM to the airport and provided shelter to all the returnees. The authorities also secured food and water provisions in the shelter.

- ⇒ **Recommendation 13: Develop partnerships with local NGOs that can provide temporary shelter for the returnees.** This is especially true as the charter flights generally reach their destination in late hours of the night. This leaves the migrants with few options to reach their final destination, as public transports no longer operate at these times of the night.
- ⇒ **Recommendation 14: IOM should increase the assistance given to the very ill returnees upon their arrival to their home country.** IOM could develop partnerships with institutions and NGOs that can attend to their unmet medical needs. Another option would be to create a fund to support emergency needs at the arrival. This money would be allocated to the most urgent cases to allow the returnees to cover their costs while waiting for the disbursement of the reintegration grant.

4.6. REINTEGRATION PROCESS

The total amount of the reintegration assistance under this project was of 1000 USD per person. The returnees had to inform IOM about their reintegration plan and gather invoices from suppliers. The receiving mission verified the documents and sent them for approval to IOM Libya. When the Tripoli office reviewed and agreed to the returnee's plan, the returnees were authorized to get their grant.

4.6.1. PREPARATION FOR THE REINTEGRATION IN LIBYA

The options offered to the most vulnerable returnees were broad, ranging from setting up a business, vocational training, medical assistance and house rental. Given the vulnerability of the migrants assisted, the objective of the grant was to facilitate the rehabilitation and reinsertion phase into their social and economic environment.

Figure 8: Description of the type of assistance provided under HRSM

Start up for business activity	Accommodation	Education and Vocational Training	Medical aid	Other
<ul style="list-style-type: none"> • Rent of premises, business license, purchase of equipment/goods, transportation means, etc. 	<ul style="list-style-type: none"> • Housing rent, purchase of material for restructuring/restoring, shelter fees, temporary guesthouse, nursery home, etc. 	<ul style="list-style-type: none"> • School fee/taxes, procurement of educational material, books, uniforms, personal computer, transport, etc. 	<ul style="list-style-type: none"> • Purchase of medicines/drugs, specialized medical treatment and follow-up, hospitalization, physiotherapy, etc. 	<ul style="list-style-type: none"> • First aid goods, food, heating, etc.

The first steps of the reintegration took place in Tripoli, but were limited since the majority of the beneficiaries were in a detention centre prior to their departure. During the initial interviews, IOM staff filled out the At-Risk form that allowed them to select the most vulnerable migrants, entitled to the reintegration assistance. However, this form only identified general categories of vulnerabilities, IOM could instead develop clear and precise criteria for choosing the most vulnerable cases. The conditions in the jails not allowing for in-depth conversation to occur, migrants did not report sharing their ideas or discussing their project with IOM in Libya.

4.6.2. REINTEGRATION PROCESS IN THE COUNTRIES OF RETURN

Under HRSM, 10% of the migrants supported were entitled for the reintegration assistance. They were chosen based on criteria of vulnerability. This assistance was meant to support the reintegration of returnees, by funding accommodation, education, medical treatment or capital to start a micro-business.

First contact with the IOM office in the countries of return

After the beneficiaries arrived in their country, the period of time before the start of the reintegration process varied a lot, from one week to six months, depending on the motivation and situation of the returnee.

○ Delays before first contact

Some returnees complained about the delay it took them to get in contact with the IOM mission in their country of origin: only 3 respondents out of 13 could reach IOM in the first month after their arrival, whereas for the others, it took two to six months. The HRSM's procedure requires the migrants to reach out to IOM in their home country to proceed with the reintegration assistance; but sometimes migrants misunderstood this instruction and gave their contact numbers to IOM at the airport. Some were waiting for IOM to reach out to them, and had to look for other means to contact the mission after not hearing back from them. Some explained that they had to look up for IOM's contact number on the Internet, and others called IOM Libya to inquire about this delay.

"I had to call their office in Libya when I did not hear from them for about a week after I returned. The IOM staff in Libya informed me that they will get in touch and that was when a person from IOM Nigeria contacted me."

IDI Returnee Nigeria

"We left our phone numbers to IOM Senegal for them to contact us. They never contacted me although they said they would do it after a week. I almost lost hope in the truthfulness of the assistance and in my chances to actually get it. I consulted their website on the Internet and after calling their office in Senegal twice with no answer, I got hold of an officer who helped me start the reintegration process."

IDI Returnee Senegal

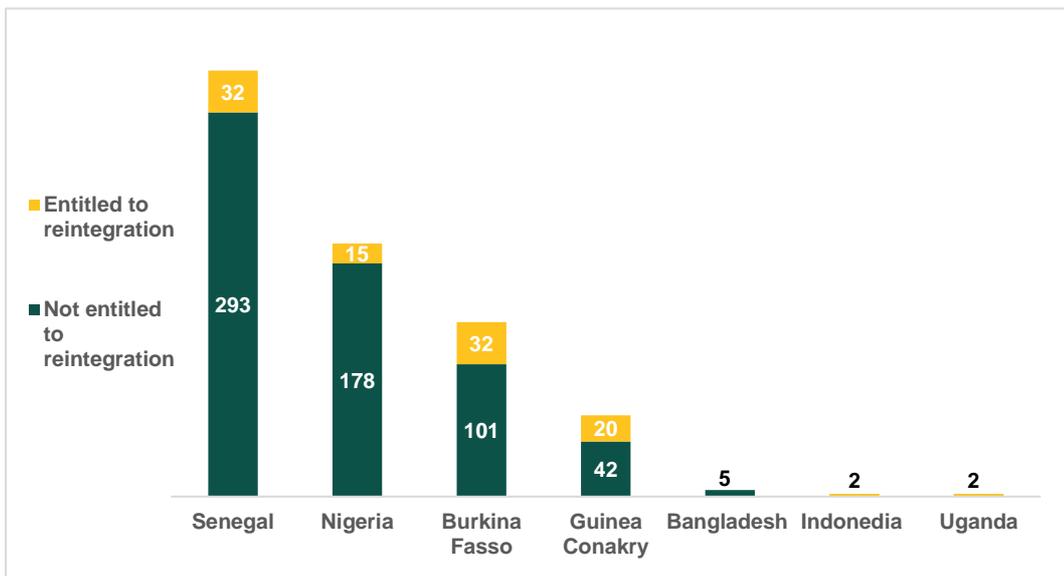
○ Distance to IOM office

Because most returnees came from rural areas, distance to the IOM office often constituted an important constraint for the reintegration process. Only a few returnees reported residing close to IOM, and 9 out of 13 interviewees explained they had to pay 20 USD or more to cover the transportation costs to the IOM office. This issue was critical because, sometimes, migrants had to undertake several trips to the office before completing the procedure.

In Senegal, the AVRR Focal Point mentioned giving his email address as well as fax number to the migrants to reduce the number of times they had to go back and forth to his office. However, the education level and lack of literacy of an important number of returnees severely constrained this initiative.

- **Closed cases**

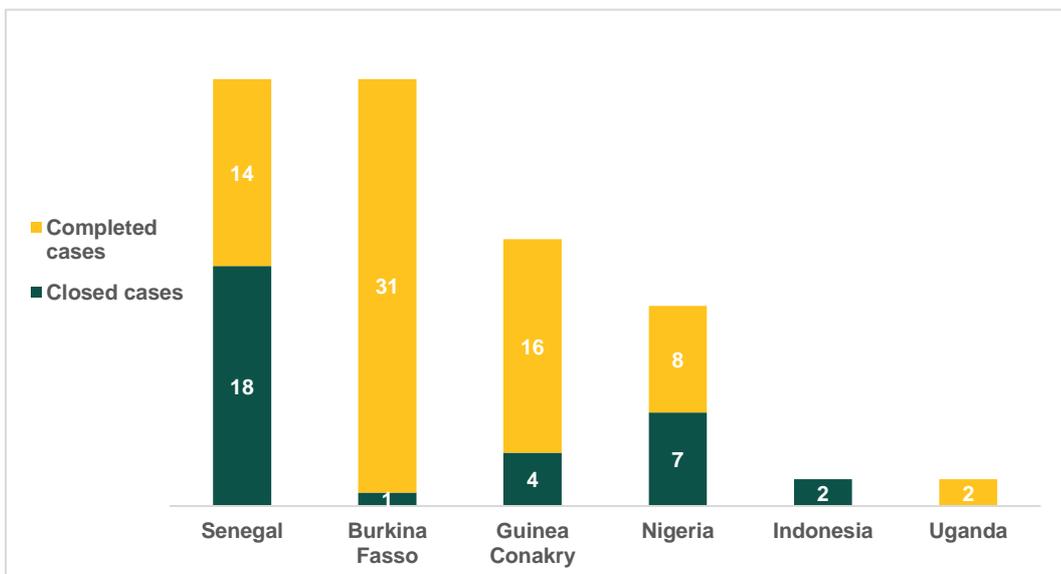
Figure 9: HRSM's beneficiaries of the reintegration assistance per country



Under this project, 103 returnees were considered as particularly vulnerable and entitled to the reintegration assistance. This number corresponded to almost 14% of the caseload, which remains inferior to the initial target of 20% planned in the project proposal. However, as mentioned above, the total number of returnees also exceeded IOM's initial target.

Furthermore, only 69% of the returnees obtained their reintegration assistance. 32 migrants did not receive the funding although they were entitled to it. Herebelow is a figure detailing the number of closed cases for the reintegration assistance per country:

Figure 10: HRSM's closed cases per country



In some cases, the beneficiaries did not get in touch with IOM missions and the staff were not able to reach out to them either. The exact reasons for this cannot be identified, but it is likely linked to several factors:

- Logistical constraints: the migrant lost IOM's phone number and address; the number he or she gave to IOM is not working or out of coverage area.
 - Financial constraints: the migrant lives far from the IOM office, and he or she does not have enough resources to travel back to the capital.
 - Personal choice: the migrant has found another way to reintegrate (found a job, started a business already) and does not have time or motivation to work with IOM; the migrant does not believe that IOM really wants to help him or her; the returnee wants to migrate again.
- ⇒ **Recommendation 15:** Deploy further efforts to **ensure beneficiaries before their departure and at their arrival that IOM is going to assist them.**

Reintegration process

The reintegration procedure was prepared in the country of return and IOM Libya had to give its approval to the plan. First, the returnees developed a business plan and they had to provide invoices to IOM mission in their country of origin. IOM Libya then had to approve the plan before the returnees could buy their equipment.

○ Submission of valid preformat and invoices

Little support was provided for the returnees for the elaboration of their reintegration plan. On the contrary, it is specified in the project's guidelines that the IOM missions in the countries of origin should encourage returnees to be proactive and independent throughout the reintegration process and seek the required information themselves.²⁸ However, the assistance targeted very vulnerable cases, and interviews with returnees and IOM offices indicated that returnees were not autonomous and required more assistance and support.

The returnees had to complete the Individual Reintegration Plan and submit it to the IOM mission for a first approval before it was forwarded to IOM Libya for the final validation. The main challenge faced by the returnees was to obtain valid invoices. This was further relayed by IOM officers who complained about the difficulties they face to be compliant with donors' requirements. The main difficulty was due to the widespread informal economy in the countries of return. In these countries, it is challenging to get companies to deliver invoices because the owner did not always have the capacity to do so, or was suspicious that the migrant would use such documents against him.

"First, there is the problem of lack of illiteracy, which affects both migrants and suppliers of the equipment. Especially in remote areas: they rarely use invoices, do not know how to write them, which means that we often receive calamitous bills which we cannot accept."

KII AVRR Focal Point IOM Mission in Senegal

○ Approval by IOM Libya

The approval of the reintegration plans by IOM Libya did not raise difficulties. The plan was usually validated one to three days after the receiving mission sent it. The content of the plans was rarely modified and the AVRR Focal Point focused on the administrative side of the applications and whether all the requirements had been filled.

- ⇒ **Recommendation 16:** **Simplify the procedures** on the donors' side, so that IOM staff can spend less time on administrative work, and focus on counselling.

²⁸ IOM (2016), Humanitarian repatriation for stranded migrants. Project's documents, Guidelines for CoO missions.

- ⇒ **Recommendation 17:** Establish of a network of returnees and initiate **sponsorship initiative** in which returnees who have succeeded provide support to recent returnees. This would require identifying these successful returnees, training them, monitoring their work and giving them a small compensation for their activities.
- ⇒ **Recommendation 18:** When migrants come from far away areas, explore the possibility of **working with local authorities to certify the purchase of equipment.**

4.6.3. FORMS OF REINTEGRATION

All the returnees interviewed opted for starting a small business because their priority was to quickly earn an income to support their family. It also appeared that, sometimes, migrants were not informed on the other options available under HRSM.

Setting up a micro-business

All the returnees interviewed (13 respondents) decided to use the reintegration assistance to start a small business, with an important number deciding to go back to their previous activity or participate in a family-run business. A Senegalese returnee reported that he used the grant to buy sewing machines to use his tailoring skills and experience. Another returnee mentioned he previously owned a land and wanted to invest the grant to start a business in arboriculture and vegetable crops.

The amount of money provided for reintegration under this project was higher than other AVRR projects. Some migrants still were not able to start their activities because the funds they received were not enough. While some migrants benefited from their families' support, others resorted to indebtedness.

“They did not provide me with the sophisticated equipment that would have been sufficient to run this business. They cut down on so many things, the support was not enough. However, my mother helped me.”

IDI Nigeria

In a few cases, despite not having the ideal conditions for setting up their business, migrants decided to use the funds they had to start an activity to generate a much-needed income. For instance, a returnee in Nigeria declared selling beverages from her home while waiting to save enough money to afford the costs of renting a shop.

○ IOM's assistance with the business plan

All the beneficiaries interviewed reported they lacked assistance for developing their business plan. While returnees explained that IOM staff helped them to obtain valid invoices, some regretted that their efforts were focused on disbursing the grant instead of supporting them to set up a sustainable activity.

In the future, IOM could think further on how to improve its support in developing business plans and

“I would have liked them to guide the process of selecting what to do and how to proceed with my business effectively.”

IDI Returnee Nigeria

“They only asked us to submit our invoices and left us to choose the business we would like to do ourselves. They could have given us advice and guidance on how to go about it.”

IDI Returnee Nigeria.

better informing the returnees about the business environment. Beneficiaries sometimes missed information about the economic sector in which they wanted to engage, or lacked data regarding operating costs for their micro-company. This issue is common to AVRR projects; IOM staff rarely have time and often do not have the resources nor the skills to support the reintegration of the returnees.

“IOM did not provide much assistance for the reintegration, they just gave me three sewing machines. I have the equipment but as I do not manage to dispose of my products, I cannot recruit additional people. IOM could organize events or help us get in touch with other organizations who can support us to find a market and sell our products.”

IDI Returnee Senegal

Training and education

None of the beneficiaries under HRSM chose to invest in training or education. This can partially be explained by the fact that the returnees wanted to rapidly engage in income generating activities to meet their needs. About half of the returnees (7 out of 13 respondents) complained about lacking the technical and commercial knowledge to sustain a business. In the case of Senegal, IOM had previously set up a training centre in Dakar that could have benefited a number of returnees. However, returnees had very few opportunities to enrol in the training courses as IOM often lacked the funding to include large groups of returnees.

“A training and capacity building centre was opened in Guediawaye, on the outskirts of Dakar, by IOM two years ago. There are many migrants who benefit from training sessions and it is also a reception and advice centre for migrants. When we organize trainings, we randomly call two to three people by program to participate because we can't invite all the returnees. Initial training courses on management are often organized in Wolof so that migrants can understand. This year three training sessions were organized since the beginning of the year and a certificate is given to the migrants at the end of the training.”

KII IOM Senegal AVRRC Focal Point

Medical assistance

None of the beneficiaries of HRSM chose to invest in medical assistance. This might be linked to the lack of information they had on the different forms of reintegration available. Many returnees suffered from injuries or disease they contracted in Libya. One returnee in Senegal complained that he needed urgent medical services but was not able to cover their costs. This has led him to disregard important treatment. Considering the precarious situation in the detention centre and the abuses most migrants experience, including physical and psychological assaults, IOM could consider improving its support to the most urgent medical cases. This could be achieved by the development of partnerships with NGOs or medical institutions that can tend to the unmet needs of the returnees.

“I still need help; the money is finished and I still have problems. I need to change my bandage every day and clean my injury, this costs me 500 CFA. It's too much for me so I just buy the bandage from the pharmacy for 250 CFA and change it myself without cleaning it at the hospital. I only do that now, I'm tired, it's been a year now and I don't have strength even if it hurts really bad.”

IDI Returnee Senegal

Accommodation

The beneficiaries of HRSM never chose to invest in accommodation. They seemed to prioritize investing in income generating activities that would potentially allow them to cover for their accommodation. However, a returnee in Senegal reported using the equipment he bought with the assistance of IOM to start a micro-business and build his own house.

“I have been working in the construction sector for more than 10 years. I received the assistance for buying construction equipment like cement and sand but instead of using it for starting a business, I started to build my own house. Not having my own house was the main reason why I left the country in the first place.”

IDI Returnee Senegal

Need of emergency cash

In some cases, returnees faced difficulties because they needed cash quickly and could not use their grant to address these emergency needs. For instance, a beneficiary from Senegal was transferred directly upon arriving at the Dakar airport to the hospital. He had to rely on his family's support and other organizations to be able to cover for the costs of his treatment.

- ⇒ **Recommendation 19: Improve the information given to the migrants about the different options available for their reintegration.**
- ⇒ **Recommendation 20: Create a fund to support emergency needs** at the arrival in the country of origin. This money would be allocated to the most urgent cases, for instance the migrants who need urgent medical treatment. This would allow them to cover their costs while waiting for the disbursement of the reintegration grant.
- ⇒ **Recommendation 21: IOM staff in countries of return could devote more time to accompany and guide the returnees all along the reintegration process.** For instance, IOM could further improve its support in **developing business plans**. This implies more thorough research on the local economy; the very small businesses and their perspectives of development. IOM staff should also be better informed on entrepreneurship, business management and development.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1. CONCLUSIONS

Notwithstanding the dangerous environment in Libya, IOM is one of the very few organizations implementing activities in the country. The office had to be relocated to Tunisia, and IOM staff was able to adapt to continue supporting the migrants in the country. Considering the situation in the detention centres in Libya, IOM partially shifted its focus from supporting reintegration and development to answer the urgent humanitarian needs of migrants. This was welcomed by all the returnees interviewed who insisted that IOM saved their lives by moving them out of Libya.

Although the security situation constitutes a key challenge to IOM's operations in Libya limiting the movement of the staff, IOM could develop partnerships with other organizations to ensure more regular supplies and medical assistance in the detention centres. Indeed, Libyan authorities often do not have the means to provide such services, and leave migrants in very vulnerable situations. Furthermore, IOM could also address the vulnerabilities of non-stranded migrants who sometimes are unable to move freely or work to meet their needs.

If reintegration was not prioritized for this project, financial and psychological support in addition to in-depth counselling and follow-ups with returnees are still necessary to ensure the success of the activities. Migrants have often spent considerable amounts of money to migrate and experienced traumatizing events during their travel and upon their arrival to Libya. The disillusion that follows constitutes a main obstacle to their reintegration.

The grants provided an important relief welcomed by all the returnees, and IOM could further explore the ways it can support migrants to set-up their business and sustain it in the long term. Partnerships with training and capacity building organizations could further be enhanced. These partnerships should be expanded to include private sector partners who have a better knowledge of the local economies. Furthermore, as there are many migrants coming from the same areas, IOM could further explore the opportunities of implementing community based reintegration projects involving both the returnees and the local communities. This will allow IOM's support to be inscribed into a larger development framework.

Furthermore, a considerable number of migrants in Libya are found to be in very vulnerable situations with some having sustained heavy injuries or been victim of trafficking and abuses. Donors could increase as much as possible the number of migrants receiving the reintegration assistance. IOM could also rethink the support it provides to answer to the specific needs of these particular cases. Delivering emergency cash and short-term support could benefit migrants with urgent needs. Their reintegration could be further supported if additional partnerships were developed with NGOs and other organizations that can tend to their unmet needs (e.g. shelters for victims of trafficking and other abuses).

5.2. MAIN RECOMMENDATIONS

5.2.1. SHORT-TERM RECOMMENDATIONS

- ⇒ **Increase the assistance provided in the detention centres** (IOM). This assistance includes provision of food; water and medical assistance it could also encompass stranded migrants who are not benefiting from IOM's return support;
- ⇒ **Advocate against the detention of migrants in Libya and lobby for the improvement of their conditions** (IOM/donors);
- ⇒ **Increase information sharing between sending and receiving missions**, for a better preparation of the returns and the reintegration (IOM);

- ⇒ **Develop offices in high-return areas** (IOM); this will considerably encourage returnees living in remote area to engage in the reintegration process;
- ⇒ **Increase the efforts to guide the migrants throughout the reintegration process** (IOM); this will require more resources for the receiving missions, in terms of research capacity and staff.
- ⇒ **Externalize monitoring mechanisms**, to collect regular data and ensure it is analysed (IOM/donors);
- ⇒ **Enhance returnees' networks and try to establish a sponsorship initiative** (IOM).

5.2.2. LONG-TERM RECOMMENDATIONS

- ⇒ **Continue efforts to harmonize all AVRR programs** (reintegration grants, procedures, forms etc.) (IOM/donors);
- ⇒ **Develop partnerships with local NGOs providing shelter for vulnerable people**, IOM could build on existing capacities and fund these shelters as well as provide training to the staff on specific issues related to the migrants.
- ⇒ **Explore opportunities for community based reintegration projects.** Providing there is an important number of returnees in the same area, IOM could further encourage community based projects that will not only assist returnees but also have a positive impact on the other members of the community.
- ⇒ **Explore opportunities for partnerships with local stakeholders**, with NGOs, in particular micro-finance organizations, and the private sector to multiply the impact of the reintegration assistance (IOM).

6. ANNEX: SUMMARY RECOMMENDATIONS

6.1. PROJECT DESIGN AND IMPLEMENTATION

- ⇒ **Need for coordination:** IOM Tripoli would benefit from working more closely with the receiving missions in the design phase of a project, but also after, in order to share all the relevant information regarding returnees' arrival and vulnerabilities to improve the reintegration assistance.
- ⇒ **Need for better monitoring:** The monitoring could be improved by more funding allocated to the process and the externalization of the process.

6.2. PROJECT OUTCOMES

6.2.1. RETURN OF STRANDED MIGRANTS

- ⇒ **Explore the possibilities for filling the gap in assistance in the pre-departure and post-arrival periods,** at least for the most vulnerable cases. IOM Libya could try to provide a more regular assistance to migrants kept in detention centres. IOM in receiving missions could also provide for emergency assistance for the most vulnerable cases upon their arrival at the airport.

6.2.2. REINTEGRATION PROCESS IN THE COUNTRIES OF RETURN

- ⇒ **Increase the information shared on the reintegration process:** IOM should ensure that all migrants are aware of the different options offered for their reintegration. IOM could also provide more instructions on the procedures to follow to receive the grant especially for the least educated migrants.
- ⇒ **Develop psychological counselling:** This dimension was absent from the project whereas returnees from Libya have been through traumatic experiences and could greatly benefit from this type of support.
- ⇒ **Develop partnerships with micro-finance institutions and the private sector in a few countries, as experimentations:** NGOs are likely to have a more in-depth experience in the establishment of small businesses and could maybe offer additional funding to returnees, through micro-loans. Companies could secure regular revenues to the returnees and keep them from the pressure of starting their own business.
- ⇒ **Establish local branches** in the regions where returnees usually come from. This would encourage returnees to take part in the reintegration process.

7. ANNEX: LIST OF INTERVIEWS

7.1. LIST OF RETURNEES INTERVIEWED

NAME	AREA OF RETURN
SENEGAL	
Kekouta N'diaye	Kolda Region
Malang Konde	Kolda Region
Aliou Ba	Tambacounda Region
Boubacar Keita	Tambacounda Region
Mamadou Saknine	Tambacounda Region
Ousmane Souare	Tambacounda Region
Abdourahman Barro	Thies Region
Yamar Diop	Thies Region
NIGERIA	
Douglas Obanor	Edo State
Sonia Ogunmeye	Delta State
Amirat Abdullahi	Ogun State
Zainab Abdullahi	Ogun State
Kafayat salawu	Ogun State

7.2. LIST OF STAKEHOLDERS INTERVIEWED

NAME	POSITION	ORGANIZATION
Ashraf Hassan	Operations Officer	IOM Libya
Nadia Khlifi	Project Assistant	IOM Libya
Juma Ben Hassan	Operations Assistant	IOM Libya
Ayoub Ibrahim	Interview Coordinator	IOM Libya
Badini Aicha	AVRR Focal Point	IOM Burkina Faso
Senghor Ndofen	AVRR Focal Point	IOM Senegal
Fadayomi Sarah	AVRR Focal Point	IOM Nigeria
Oussman Fall	Second Counsellor	Embassy of Senegal in Tunisia
Jérôme Tuet	Protection Coordinator	International Committee of the Red Cross