

**THE EUROPEAN UNION EMERGENCY TRUST FUND FOR STABILITY AND  
ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND  
DISPLACED PERSONS IN AFRICA**

**1. IDENTIFICATION**

Title	Reference: <b>T05-EUTF-NOA-REG-13</b> EU-IOM Joint Initiative in North Africa - Top up to Voluntary Humanitarian Return and Reintegration Assistance			
Zone benefitting from the action / Localisation	Libya and North Africa region			
Total cost	Total estimated cost: 24 000 000 EUR Total amount drawn from the Trust Fund: 24 000 000 EUR			
Implementation modality(ies)	Indirect management through Contribution Agreement.			
DAC – codes	15190 – Facilitation of orderly, safe, regular and responsible migration and mobility			
Main delivery channels	International Organization for Migration (IOM) – 47066			
Markers	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participatory development / good governance	<input type="checkbox"/>	<input type="checkbox"/>	x
	Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and empowerment of women and girls	<input type="checkbox"/>	x	<input type="checkbox"/>
	Trade development	x	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, newborn and child health	x	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	x	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	x	<input type="checkbox"/>	<input type="checkbox"/>
	Disability	x	<input type="checkbox"/>	<input type="checkbox"/>
	<b>Rio Markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	x	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	x	<input type="checkbox"/>	<input type="checkbox"/>
	<b>Migration Marker</b>	x	<input type="checkbox"/>	x
SDG	Goal 10 to reduce inequality within and among countries. Target 10.7 to facilitate orderly, safe, and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.			
Valetta Action Plan Domains	1. Advantages of migration in terms of development and fight against the root causes of irregular migration and the phenomenon			
Strategic objectives of the Trust Fund	EUTF Objective 3: Improved migration management in countries of origin, transit and destination.			

	<p>EUTF North of Africa (NOA) Monitoring and Evaluation (M&amp;E) Framework Strategic Objective 4: to foster more inclusive social and economic environment and stability in the region</p> <ul style="list-style-type: none"> <li>• EUTF NOA Specific Objective 4.V. Sustainable, impartial and development-oriented reintegration mechanisms are progressively established, taking into account local contexts and existing complementary development cooperation</li> </ul> <p>EUTF North of Africa (NOA) Monitoring and Evaluation (M&amp;E) Framework Strategic Objective 5: To mitigate vulnerabilities arising from irregular migration and to combat irregular migration</p> <ul style="list-style-type: none"> <li>• EUTF NOA Specific Objective 5.VI. Rights-based assisted voluntary return from transit and destination countries is ensured.</li> </ul>
Beneficiaries of the action	Indicatively 15,000 stranded and vulnerable migrants benefit from protection, voluntary return to their country of origin and an estimated 10 % or more (1,500 or more) will receive reintegration assistance in their countries of origin
Derogations, authorized exceptions, prior agreements	n/a

**2. RATIONALE AND CONTEXT**

**2.1. Summary of the action and objectives**

This new Action aims to provide an additional indicative number of 15,000 vulnerable or stranded migrants with voluntarily return assistance. The Action is expected to mainly support voluntary humanitarian returns from Libya to their country of origin. In line with the principles of the EU-IOM Joint Initiative, returning migrants should be provided with access to reintegration support in their countries of origin. For those returning to a country where there is no EU-IOM reintegration project in place, reintegration assistance will also be provided through this project. This represents an estimated percentage of 10% or more (i.e. 1,500 or more) of the number of migrants assisted to return. This Action comes as a top up to the EU-IOM Joint Initiative for Migrant Protection and Reintegration in North Africa and will be implemented by the International Organization for Migration (IOM), under which it is expected that the targeted caseload for voluntary return assistance will be exhausted by the end of 2019 or early 2020 if the current pace of voluntary returns is sustained. Reintegration assistance of migrants returning through this Action to countries in the other two windows of the EUTF (Sahel and Lake Chad and Horn of Africa) as soon as channelled through the Joint Initiative in these two regions if additional funding can be identified.

**2.2. Context**

**2.2.1. National context**

In Libya, the ongoing conflict has impacted the overall social and economic dynamics of the country while creating conditions for increased and dangerous social schisms to occur. Despite continued efforts to establish a unified national government through democratic elections, the electoral stalemate is further exacerbating considerable gaps in socio-economic support to local communities and decreased attention on addressing migration-related concerns. This adds to the already precarious situation of vulnerable and stranded migrants and the communities hosting them and produces strong drivers for secondary migration, particularly for younger populations. This, in conjunction with the ongoing conflict in Tripoli and around the country, has paved the way for illegal activities such as trafficking of human beings and migrant smuggling to flourish and has strengthened the drivers of irregular migration linked to state fragility, conflict, violence, and civil unrest.

According to IOM’s Displacement Tracking Matrix (DTM) round 26 for Libya<sup>1</sup>, there were at least 655,144 migrants of over 39 nationalities in Libya in August 2019. Of these migrants, 92% are considered to be adults (87% men and 13% women), and 8% are classified as minors (67% accompanied and 33% unaccompanied). Out of this number, 85,891 are estimated to be in urban areas in Tripoli and 4,754 in detention centres. The main countries of origin are estimated to be Niger (20%), Egypt (15%), Chad (15%), Sudan (12%), and Nigeria (9%). The three main regions where migrants are recorded as present are Tripoli (20%), Ejdabia (11%) and Murzuq (10%).

Also in other parts of North Africa region stranded migrants remain in urgent need of options to return voluntarily to their country of origin. They often live in very dire conditions in urban areas without much future perspective. The offer of being assisted to return voluntary to their home country, can indicate a new beginning when combined with sustainable reintegration support.

**2.2.2. Sector context: policies and challenges**

Surviving the dangerous routes to Libya only exposes migrants to more threats, dangers, and exploitation as their lives are constantly under the auspice of growing lucrative trafficking and smuggling trade. This remains a direct result of the political insecurity and instability that has plagued Libya’s ability to reconstruct the basic provision of essential services and adapt international standards for rule of law. Intrinsically, the current migration crisis has only been exacerbated by the continued and deepening lack of governance, tumultuous social and economic opportunities, and wavering internal conflicts.

The complexities of Libya’s political, economic, and social situation compounded by its geographical position both in terms of the neighbouring countries and proximity to Europe’s border has resulted in mixed migrations flows that encompass forced migration, labour migration, domestic migration, and migrants seeking onwards travel to Europe. Estimates of migrants in Libya range between 640,000 and 1 million, most of whom are living in urban centres. Owing to ongoing conflict and instability, hundreds of thousands of people across the country are living in unsafe conditions and high risk environments, with reduced or no access

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<sup>1</sup> [https://displacement.iom.int/system/tdf/reports/Libya\\_Migrant%20Report\\_R26.pdf?file=1&type=node&id=6579](https://displacement.iom.int/system/tdf/reports/Libya_Migrant%20Report_R26.pdf?file=1&type=node&id=6579)

to healthcare, medical supplies - including medicines, food, safe drinking water, shelter and education.

Migrants arriving in and transiting through Libya, and more broadly North Africa as well as migrants in an irregular situation, are highly vulnerable to exploitation and abuse. They suffer severe violations to their human rights. During their journey, they risk injury and violence. Many experience the hazards of unsafe travel in overcrowded boats, inside closed trucks, trains, or on foot through the desert. Others are left stranded en route or unable to continue their journey due to injury or illness. Upon arrival at destination, migrants risk exploitation and abuse because of the frequency with which they are employed in unregulated or informal-sector activities by employers. Particularly women and children are subjected to gender-based violence throughout the migration process. Many also spend prolonged periods in government custody where they have limited access to services that meet their immediate and at-times life threatening humanitarian needs.

As per the Libyan law which criminalises entering, exiting and staying irregularly in Libya<sup>[1]</sup>, there are currently 4,754 individuals detained in the Department for Combating Illegal Migration (DCIM) detention centres in Libya. Migrants do not undergo any kind of formal registration and do not have access to legal process before and while being in detention. Additionally, armed groups hold migrants in an unknown number of unofficial detention centres across the country. Migrants disembarked in Libya are in urgent need of assistance, suffering from dehydration, trauma, skin diseases and having been subjected to abuses along the journey.

To address migration-related challenges, Libya does not have a comprehensive migration governance framework. Existing laws and regulations, some of which date back to the 1950s, contain significant gaps. Even though the country signed and ratified the 1969 OAU Convention on Refugees, Libya has never signed the 1951 Refugee Convention. Large numbers of economic migrants have a long tradition in Libya, from unqualified workers to highly technical personal, but lack a legal status. On 29 November 2017, the EU-AU-UN agreed to put in place a joint Task Force calling for facilitating the voluntary humanitarian returns (VHR) to countries of origin, and the resettlement of those in need of international protection in order to save lives and ensure protection of migrants and refugees along the routes and in particular inside Libya. The tripartite taskforce represents an important initiative and offers a frame to the discussions with Libyan authorities on migration related challenges.

The number of persons departing from the coastline in Libya and reaching Europe decreased significantly since 2016 when over 181,000 persons reached Italy. In 2018 a total of 23,370 persons reached Italy while in 2017 118,874 persons did. In 2019 until 7 November, 9,944 persons reached Italy by sea. In 2018 a total of 15,235 persons were rescued/intercepted at sea, compared to 14,332 in 2016. In 2019 the number persons rescued/intercepted at sea remains significant, with a total of 8,283 migrants that have been returned to Libyan shore by the Libyan Coast Guard between 1 January and 31 October 2019. The hardship of these disembarked migrants remains of an extreme gravity.

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<sup>[1]</sup> Source: Global detention project, Immigration Detention in Libya, February 2015, URL: <http://www.refworld.org/pdfid/5567387e4.pdf>; Global legal monitor (US Govt.): <http://www.loc.gov/law/foreignnews/jurisdiction/libya>.

Both migrants with and without a legal right to stay can benefit from assisted voluntary return (AVR) and voluntary humanitarian return (VHR) programmes. Voluntary forms of return are both more humane, allowing irregular migrants to return with greater dignity, and are more cost-effective. Thus, the voluntary form should be the preferred option. Common motivations for migrants to return voluntarily include changed circumstances in the country of origin, reuniting with family members, the completion of an individual migration ‘project’, a wish to contribute to the development of the country of origin or a desire to take advantage of new economic opportunities there.

### ***2.2.3. Justification***

As a direct response to the migration crisis in Libya, IOM developed the Voluntary Humanitarian Return (VHR) Programme for stranded, vulnerable, or detained migrants who expressed their desire to voluntarily return from Libya to their country of origin. The VHR programme supports migrants to acquire consular support, return home safely while providing reintegration support upon arrival through a tailored, comprehensive reintegration plan. The VHR process in Libya is governed by the IOM Voluntary Humanitarian Return programme, with Integrated Protection based on Standard Operating Procedures (SOPs). Reintegration assistance will only be provided through this Action for those returning to a country where there is no EU-IOM reintegration project in place. Sufficient funding shall be provided under the other two EUTF windows for reintegration support for the migrants returning to countries of the EU-IOM Joint Initiative. The latter will ensure the synchronisation of return and reintegration funding under the EU-IOM Joint Initiative. Although this Action will focus on VHR activities from Libya, it does not exclude reinforcing Assisted Voluntary Return and Reintegration (AVRR) activities from other parts of the North Africa region according to changing needs. AVRR in the North Africa region is mainly undertaken by IOM, which is therefore also the best suited implementing partner.

As the EU-IOM Joint Initiative is a cross-regional concept implemented across the three windows of EU Trust Fund, this Action cannot be funded under any other instrument as this would undermine the coordination of the Joint Initiative. Furthermore this Action is part of a broader triple-nexus strategy for which the EU Trust Fund is the only available implementing EU-funded tool in the North of Africa.

The comparative advantage of IOM as an implementing partner for this Action is significant as there is no other existing organisation that could sustain the same large scale voluntary return and reintegration mechanism in such a volatile environment. The ongoing conflict in Libya has posed a challenge to all implementing partners of the EU Trust Fund, however among all organisations it is particularly IOM that has succeeded to avoid any suspension of their activities and continue to carry out the highly needed voluntary humanitarian returns, as a protective measure for stranded and vulnerable migrants.

## **2.3. Lessons learnt**

This Action will build on the achievements, lessons learnt and insights gained from a number of IOM projects supporting migration management funded by the EU and other donors as well as from IOM’s extensive experience in design and delivery of migrant protection and Assisted

Voluntary Return and Reintegration (AVRR) programmes and Voluntary Humanitarian Returns (VHR) in Libya (including in the framework of EU-IOM Joint Initiative for Migrant Protection and Reintegration). IOM continues its outreach to migrants in need of assistance, both in urban settings and in detention centres, offering protection and voluntary return as a humanitarian measure. Recently IOM has been able to expand VHR support to migrants from Sabha in the South of the country. This constitutes a big step forward as before that VHR was mostly limited to airports in Tripoli and its vicinity.

VHR operations are complicated by the fragile security situation and difficult operating conditions in Libya. Furthermore, the Libyan authorities impose an exit visa fee for migrants returning from an urban area which has further complicated the operation of the VHR programme, adding costs and delays to the process. IOM continues to advocate for the waiver of the exit visa for all beneficiaries of the VHR programme and has established close relationships with the concerned officials allowing a smooth delivery of the exit visas.

Under the EU Trust Fund for Africa Action “Managing mixed migration flows in Libya through expanding protection space and supporting local socio-economic development” (T05-EUTF-NOA-LY-03), IOM has facilitated the voluntary humanitarian return from Libya for a total of 18,293 migrants to 33 different countries of origin across Africa and Asia during the period extending from 1 May 2017 to 14 August 2018.

Under the EU Trust Fund for Africa Action “EU-IOM Joint Initiative for Migrant Protection and Reintegration in North Africa” (T05-EUTF-NOA-REG-04), IOM has further provided VHR assistance to over 11,500 migrants to 27 countries of origin between 15 August 2018 and 30 September 2019. At the current pace of operations under this Action, it is estimated that the target of 15,000 VHR will be reached by December 2019, while the Action was initially designed for a total duration of 24 months.

The present Action is envisaged as a top up to the EU-IOM Joint Initiative in North Africa (T05-EUTF-NOA-REG-04).

#### **2.4. Complementary actions and synergies**

Strict complementarity and coordination will be sought with relevant initiatives funded at bilateral and regional level by the EU and other donors, particularly the Action ‘Protecting vulnerable migrants and stabilizing communities in Libya’, ‘the Regional Development and Protection Programme (RDPP) in North Africa’, as well as ongoing projects funded under the EU Trust Fund in the Sahel and Lake Chad, and in the Horn of Africa regions, notably the EU-IOM Joint Initiative in the Sahel and Lake Chad Region and the EU-IOM Joint Initiative in the Horn of Africa, as well as with UNHCR’s Evacuation Transit Mechanism (ETM). As for RDPP, synergies should especially be sought with projects under the Protection Pillar, funded through AMIF by DG HOME.<sup>2</sup>

For migrants assisted to return from Libya to EUTF countries under the present Action, reintegration support will be provided under the EU-IOM Joint Initiative in the Sahel and Lake

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<sup>2</sup> In particular: (i) the project “enhanced support in migration managements for Libyan authorities to identify and register migrants” (IOM EUR 700,000 starting in January 2020 until August 2021); and (ii) the project “Migration Management for Libyan Authorities to identify and register migrants” (IOM EUR 750, 000 starting in February 2019 until July 2020).

Chad, in the Horn of Africa, and in North Africa.

Referral mechanisms for migrant assistance will be developed in cooperation with partners. Information sharing meetings with the EU Delegation for Libya and other key stakeholders will be organized regularly to discuss Action progress and identify potential synergies with actions implemented with the same stakeholders in similar areas.

Synergies will be sought with the "Pilot action on voluntary return and sustainable community-based reintegration" project, funded by the EU under the Development Cooperation Instrument (DCI) as part of the migration and asylum component of the 'Global Public Goods and Challenges' thematic programme, and implemented by IOM, in which a Knowledge Management Hub is being established to promote synergies between the return and reintegration programmes supported by development cooperation.

In short, the Action will seek to maximize the complementarity of other interventions covering assistance, protection and reintegration from and to those involved countries. During the development and implementation phase, IOM will seek synergies among activities funded by different sources to strengthen the impact and sustainability of the actions.

## **2.5. Donor coordination**

To ensure continuity of assistance for stranded migrants in Libya and after return to their countries of origin close coordination of funding for Voluntary Humanitarian Returns (VHR) under this Action and reintegration assistance under the Actions of the EU-IOM Joint Initiative in the Sahel and Lake Chad and Horn of Africa regions will be ensured. The Coordination and Reporting Committee of the EU-IOM Initiative will function as a de-facto Steering Committee for this Action.

## **3. DETAILED DESCRIPTION**

### **3.1. Objectives and expected outputs**

The **overall objective** (expected impact) of this action is: to contribute to the strengthening of migrant protection and sustainable reintegration systems in North Africa (*contributing to Strategic Objective 5 ("Mitigating vulnerabilities arising from irregular migration and to combat irregular migration") and Strategic Objective 4 ("Fostering more inclusive social and economic environment and stability in the region") of the EUTF North Africa window Monitoring and Evaluation (M&E) Framework*).

The **specific objectives** (expected outcomes) are the following:

(1) to improve protection and enable the voluntary return of stranded migrants and migrants in transit in North Africa (*contributing to the Specific Objective 5.VI ("Rights-based assisted voluntary return from transit and destination countries is ensured") of the EUTF NOA window M&E Framework*)

(2) to support their sustainable reintegration in countries of origin (*contributing to the Specific Objective 4.V ("Sustainable, impartial and development-oriented reintegration mechanisms*

are progressively established, taking into account local contexts and existing complementary development cooperation”) of the EUTF NOA window M&E Framework).

The **expected outputs** are the following:

**Result 1.1:** Stranded and vulnerable migrants in Libya are provided with voluntary humanitarian return assistance.

**Result 2.1:** Returning migrants are supported in their reintegration in selected countries of origin.

An indicative logical framework reflecting objectives and results is included in Annex of this Action Document.

### 3.2. Main indicative activities

**Result 1.1:** Stranded and vulnerable migrants in Libya are provided with voluntary humanitarian assistance.

**Activity 1.1.1: Focusing on the most vulnerable migrants in Libya, provide voluntary humanitarian return assistance<sup>3</sup>**

*Common definition of the activity under the overall EU-IOM Joint Initiative:*

*Migrants seeking to voluntarily return from Libya to their countries of origin will be assisted through IOM’s Voluntary Humanitarian Return (VHR) Programme which provides comprehensive and holistic protection mainstreaming in order to facilitate the return of migrants, voluntarily to their countries of origins. The VHR programme with Integrated Protection in Libya is facilitated and governed by the guidance and process outlined below:*

**Pre-departure:**

1. **VHR Applicant Identification and Protection Gate** - IOM informs persons of its Voluntary Humanitarian Return Programme (VHR) through outreach at detention centres, in urban areas or by receiving migrants in its offices in Tripoli. Interested individuals are identified and a protection screening is used to identify vulnerable individuals that may require specialized services or protection response.
2. **Consular Support and Prioritization** - IOM provides consular support to stranded migrants in detention centres and urban sites by facilitating linkages with their respective diplomatic representatives in Libya, either through field visits or virtually through IOM’s Online Consular Sessions, in order to process travel documents. IOM fast-tracks consular support for prioritized vulnerable migrants.
3. **Protection Gate and Voluntary Return Declaration** - IOM VHR Staff conduct a rapid vulnerability questionnaire to uphold Do-No-Harm and *non-refoulement* principles and determine if additional protection assistance is warranted. IOM VHR Staff explain to migrants the voluntary nature of returns and requests the signing of a Voluntary Declaration Form.

<sup>3</sup> This action will mainly target needs for voluntary humanitarian return support from Libya. In case of substantial changes to migrant routes and flows evolve during the implementation period, activities and geographic scope of the action could be extended to include other parts in North Africa.



4. **VHR Process Adjustments for Vulnerable Migrants** - For migrants who are eligible and interested in VHR, yet require specialized services, such as psychosocial support, family tracing or best interest determination, the VHR process timelines are individually adjusted and resumed after servicing. Alternative protection solutions, such as humanitarian admission to third country or attaining work/residence permits, are explored for individuals who do not want to return.

5. **Medical Checks (Medical Fit for Travel)** - IOM administers medical checks to migrants both in detention centres and urban sites to ensure medical needs are addressed and ensure they are fit to travel. IOM Medical Teams will “red flag” suspected protection cases for an in-depth Protection visual assessment or indicative behaviour.

6. **Exit Visa Processing** - IOM supports migrants with necessary formalities by preparing exit visa forms and submitting them on behalf of migrants once their travel documents have been received from their embassies. According to the passport authority, all migrants who have entered Libya irregularly are requested to pay a fine before they can receive the exit permit. That said, IOM managed to negotiate free exit permit for all migrants in detention centres and will cover the cost for the rest.

7. **Travel Arrangements** - All migrants are captured in IOM Migrants Management system database. IOM arranges migrants’ movement on either charter and/or commercial flights depending on availability of seats and routings in coordination with Libyan authorities, IOM in transit countries and local authorities in their countries of return. For charter operations, all charters will be processed by the Humanitarian Evacuation Cell (HEC) in HQ. All charter flights will have one or two IOM Operational and or medical escorts depending on the needs.

8. **Distribution of Non-Food Items (NFIs)** - IOM distributes packs of non-food items consisting of clothes, footwear and hygiene kits to migrants before their return flight to assure a dignified return. IOM Direct Assistance Staff will refer suspected protection cases to Protection Staff based on indicative behaviour.

9. **Coordination with Receiving IOM Missions** - IOM Libya will ensure timely, secure information sharing with receiving IOM Missions on vulnerable migrants from the moment protection-related VHR adjustments are made until their departure flight. IOM Libya will also follow-up with receiving missions to verify that all identified vulnerable migrants are received by Protection Staff and special assistance is provided, as necessary.

#### **Departure Assistance:**

10. **Departure Assistance:** On the day of departure, returnees are assisted at the airport by IOM staff that provide them with IOM bags, for easy recognition by the IOM airport assistants during transit as well as the receiving end. Every migrant receives a non-food item kit and medical/operational travel escorts will be provided when necessary (health cases, unaccompanied migrants etc.). All migrants receive pre-departure briefings. Depending on vulnerability and length of the flight, some migrants received accommodation during transit and upon arrival.

11. **Arrival Assistance:** The IOM airport assistant in the countries of origin receives the migrant, supports on the re-entry formalities, responds to immediate vulnerabilities, provides

relevant referrals and instructs the returnee on the most suitable time/procedure to contact the reintegration focal point to finalize the reintegration procedures.

**Result 2.1: Returning migrants from Libya are supported in their reintegration in selected countries of origin.**

**Activity 2.1.1: Provision of post arrival assistance**

**Common definition of the activity under the overall EU-IOM Initiative:**

*Upon arrival in their country of origin, migrants will receive initial orientation counselling and post-arrival assistance to meet their immediate basic needs upon return. Assistance will be tailored to address specific needs for migrants in a situation of vulnerability and can include psycho-social support, medical care and shelter.*

**Activity 2.1.2: Provision of reintegration assistance**

**Common definition of the activity under the overall EU-IOM Initiative:**

*The EU-IOM Joint Initiative in North Africa will provide immediate assistance and limited reintegration support for returnees to countries of origin where they are not covered by existing EU-IOM reintegration projects. Working with IOM Offices in countries of origin and paying particular attention to the needs of vulnerable migrants, the programme will provide reintegration assistance, following counselling and individual orientation of returnees. Vulnerable migrants will receive individual reintegration support adapted to suit their specific needs. Complementarity links will also be sought between the activities supported under this Action and other initiatives implemented in countries of origin in the area of reintegration. IOM will monitor the progress of these reintegration activities in order to track and assess the effectiveness of the assistance provided and to ensure reintegration initiatives are carried out according to plan.*

Migrants returning from Libya under this Action will also be assisted under this Action through individual reintegration in countries not covered under other EU reintegration projects, for example: Nepal, Bangladesh<sup>4</sup>, Pakistan, Benin, Philippines, Chad, Sierra Leone, Comoros, Togo, D.R. Congo, Yemen, Iraq, Zimbabwe, Indonesia, Congo Brazzaville and Liberia. As there are very limited cases per country, no community approach is envisaged, however synergies with other projects and actions at national level will be promoted. Indicatively, 1,050 migrants voluntarily returning from Libya will be assisted in their reintegration back in their country of origin, when the country of origin is not covered under other EU-funded reintegration initiatives implemented by IOM.

<sup>4</sup> The EU funded reintegration project in Bangladesh only exceptionally allows for the provision of reintegration assistance for migrants returning from Libya.

### 3.3. Risks and assumptions

Risk	Level of risk (High/ Medium/ Low)	Mitigating measures
Government officials deny direct access to migrants in detention centres or other migrant detention facilities	Medium	Capacity building initiatives for government officials to sensitise them on the rights of migrants and conducting bilateral meetings with the officials on a weekly basis and sensitise them about the VHR program.
Beneficiaries cannot engage due to fear, insecurity, inability or access; unhappiness based on misconceptions about services or assistance not being equal.	Medium	Provide safe and secure platforms to register migrants in DCs and urban settings. Increase outreach on VHR in DCs and urban settings.
Risk of political instability in the region and possible changes of governments.	Medium to high	IOM applies strict security criteria that mitigate risks related to security or political instability down to levels that are acceptable to the organization, the missions and the individual staff members in targeted countries. IOM is closely monitoring security aspects on the ground in close cooperation and coordination with UNDSS. IOM's humanitarian policy is embedded in the Principles for Humanitarian Action (PHA). IOM has demonstrated its ability to keep operating in challenging security environments and to adapt its activities accordingly to avoid any interruptions in operations implementation. IOM closely follows and enforces the Human Rights Due Diligence Policy on UN support to non-UN security forces (HRDDP).
Passport authority deny or slow the provision of exit visas, particularly for departing migrants living in the urban settings	Medium to high	To sensitise officials on the rights of migrants the return to their home countries.

The assumptions for the success of the project and its implementation include:

- Local authorities/ governments allow continued access to detention facilities.
- Target beneficiaries are willing to participate/cooperate. Safety of the civilians in the detention centres sites or other organized facilities is adequately provided.
- Local authorities/ governments maintain authority, and environments are safe enough to implement planned activities.
- Passport authority continue with exit visa issuance.

### 3.4. Cross-cutting issues

Good governance and human rights will be integrated in all areas of intervention. Activities will promote good governance principles with an emphasis on a rights-based approach to migrant assistance. All reintegration assistance will be carried out in a way that the rights of the migrant are upheld, with special support provided to vulnerable returnees such as victims of trafficking, unaccompanied and separated children, migrants with health needs and single-

headed families. The project will also promote protection principles for vulnerable migrants and durable solutions for their sustainable reintegration in their community.

The Action will engage as much as possible all relevant stakeholders at the local and national levels in order to achieve a broad and comprehensive understanding of effective migration management policies. A “do-no-harm” approach to ensure that migrants and communities are not negatively affected by the actions will be applied.

Both age and gender considerations will be mainstreamed in all activities of the project, with gender and age sensitive interventions, and sex disaggregated data. Unaccompanied and separated children and victims of trafficking will be provided with specialized assistance and protection services.

### **3.5. Stakeholder analysis**

Main stakeholders to be involved in the proposed action include:

- Government authorities at national and local levels in Libya and beyond, who will be consulted at all stages of implementation, including in particular to address the pre- and post-departure and voluntary return process;
- International Organisations, civil society organisations and social partners engaged in support to returnees, especially at the local level;
- Returnees, who will benefit from access to tailored support to ensure a dignified voluntary return and needs-based reintegration assistance.

## **4. IMPLEMENTATION ISSUES**

### **4.1. Financing agreement, if relevant**

Non applicable.

### **4.2. Indicative operational implementation period**

The implementation period for activities under this Action will last until 31 December 2021.

### **4.3. Implementation modalities**

Activities will be implemented by IOM by indirect management through a contribution agreement (in accordance with article 62(c) of the Financial Regulation of 2018). IOM, as the UN Migration Agency, has extensive experience and competences in supporting response to migration challenges at all levels (international, regional, national and local). IOM's membership of 173 countries counts all EU Member States, as well as Libya. IOM has a distinct mandate for voluntary return and reintegration assistance. The EU and IOM already have a strategic partnership in this area.

IOM entered into a Strategic Cooperation Framework with the European External Action Service and participating Directorates General of the European Commission in 2012. IOM was positively assessed by the European Commission through the Seven-Pillar Assessment in 2014

and is a formal party to the EU-UN Financial and Administrative Framework Agreement (FAFA).

**4.4. Indicative budget**

This Action would establish a new financial commitment for the following amount. Under the assumption of implementation of the full amount of this Action during the implementation period, at least 15,000 returns will have been completed.

<b>Component</b>	<b>Amount</b>
<b>Total</b>	<b>24 000 000 EUR</b>

**4.5. Monitoring and reporting**

The implementing partner must establish a permanent internal, technical and financial monitoring system for the action and prepare regular progress reports and final reports.

The monitoring and evaluation framework will be aligned with the standard log-frame of the EU-IOM Joint Initiative in North Africa. It is based on a set of tools, including voluntary return and reintegration programme monitoring questionnaires.

In the initial phase, the indicative logical framework agreed in contract and / or the agreement signed with the implementing partner must be complemented with baselines, milestones and targets for each indicator. Progress reports provided by the implementing partner should contain the most recent version of the logical framework agreed by the parties and showing the current values for each indicator. The final report should complete the logical framework with initial and final values for each indicator.

The final report, financial and descriptive, will cover the entire period of the implementation of the action.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The implementing partner(s) will report on a number of common EUTF indicators of the selected results for this Action.

Project Implementing Partners will be required to provide regular data, including the evolution of the actual values of the indicators (at least every three months) to the contracting authority, in a format which is to be indicated during the contract negotiation phase. The evolution of the indicators will be accessible to the public through the EUTF website (<https://ec.europa.eu/trustfundforafrica/>) and the Akvo RSR platform (<https://eutf.akvoapp.org/en/projects/>).

#### **4.6. Evaluation and audit**

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. The amount allocated for external evaluation and audit purposes should be shown in EUR. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

#### **4.7. Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, which will be developed early in the implementation. The measures are implemented by the Commission, the partner country, the contractors, the beneficiaries and / or the entities responsible in terms of legal obligations regarding communication and visibility. Appropriate contractual obligations will be included in the financing agreement, purchase and grant agreements and delegation as well as contribution agreements. Communication and visibility requirements for the European Union are used to establish the communication and visibility plan for the action and the relevant contractual obligations.

Given the sensitivity of this action, it is necessary to foresee communication and visibility measures that will be established at the beginning of implementation on the basis of an Action Plan. Nevertheless, the visibility of the European Union will be ensured taking into account the evolution of the local security context and according to the sensitivity of the activities carried out, so as not to threaten the security of the organization, the donor and the final beneficiaries, and in particular humanitarian organizations, in order not to compromise their principles of neutral and independent humanitarian action.

## **List of acronyms**

AVRR	Assisted Voluntary Return and Reintegration
DCI	Development Cooperation Instrument
DTM	Displacement Tracking Matrix
GBV	Gender-Based Violence
HEC	Humanitarian Evacuation Cell
IOM	International Organization for Migration
RDPP	Regional Development and Protection Programme
SOPs	Standard Operating Procedures
VHR	Voluntary Humanitarian Return
VoTs	Victims of Trafficking

## Annex: Indicative Logical Framework Matrix

	<b>Results chain: Main expected results (maximum 10)</b>	<b>Indicators (at least one indicator per expected result)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Impact (Overall objective)</b>	To contribute to the strengthening of migrant protection and sustainable reintegration systems in North Africa ( <i>in line with EUTF NOA M&amp;E Framework Strategic Objective 5 and 4</i> )	% beneficiaries reporting sufficient levels of economic self-sufficiency, social stability, and psychosocial wellbeing in their community of return.	AVRR database, VHR database, AVRR reintegration sustainability survey	<i>Not applicable</i>
<b>Outcome(s) (Specific Objective(s))</b>	SO1. To improve protection and enable the voluntary return of stranded migrants and migrants in transit in North Africa ( <i>in line with EUTF NOA M&amp;E Framework Specific Objective 5.VI</i> )  SO2. To support their sustainable reintegration in countries of origin ( <i>in line with EUTF NOA M&amp;E Framework Specific Objective 4.V</i> )	1.1. % of migrants who report that they have been provided with sufficient and useful information to take an informed decision to return 1.2. % of stranded migrants assisted satisfied with support received to voluntarily return to their countries of origin  2. % of beneficiaries reporting that the reintegration assistance met their needs	1.1. AVR/VHR programme monitoring survey (Question 6). Data collection to occur in country of origin. 1.2. AVR/VHR programme satisfaction survey. Data collection to occur in country of origin.  2. Reintegration programme satisfaction survey (Question 9)	Security and political context remain stable in countries of return.  Socio-economic conditions remain conducive for reintegration plans designed through case management to succeed.
<b>Outputs</b>	Output 1.1. Stranded and vulnerable migrants in Libya are provided with voluntary humanitarian assistance.  Output 2.1. Returning migrants are supported in their reintegration in selected countries of origin.	1.1.1. # of migrants assisted to return voluntarily to their countries of origin 1.1.2. % of migrants satisfied with travel arrangements made for them  2.1.1. # of beneficiaries who have received reintegration assistance 2.1.2. % of surveyed beneficiaries declaring being satisfied with the reintegration assistance received from IOM	1.1.1. Flight rosters. Invoices for arrival allowances. Medical forms. Interview forms. 1.1.2. VHR programme monitoring survey.  2.1.1. AVRR database/VHR Database 2.1.2. Reintegration programme satisfaction survey	IOM will remain able to access migrants in areas of identified greatest need. Migrants are willing to participate in the programme.  Capacities in non-EUTF countries allow for follow-up on reintegration assistance.