



European Union

Stabilizing At-Risk Communities and Enhancing Migration Management to Enable Smooth Transitions in Egypt, Libya, and Tunisia (START)

Funded by the European Union



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FOREWORD



Amr Taha
START Programme Manager, International Organization for Migration

With the momentous changes brought about by the Arab uprisings of 2011 and subsequent unrest in Egypt, Tunisia and Libya, it has been paramount for international development partners and their counterparts to focus on supporting these governments in curbing the resulting economic instability during this transition period while ensuring the basic needs of the most vulnerable populations were met. The “Stabilizing At-Risk Communities and Enhancing Migration Management to Enable Smooth Transitions in Egypt, Libya, and Tunisia (START)” programme was designed as an effective, comprehensive platform to support the Governments of Egypt, Libya and Tunisia to enhance migration governance and stabilize communities – particularly those affected by migration in terms of displacement, stranded and undocumented migrants, and, or those wishing to return to their homes- through regional cooperation and mutual support. It drew on IOM’s expertise in (i) labour migration and migration policy, (ii) migration and integrated border management, (iii) migrant protection and assistance, and (iv) emergency preparedness and response.

Over 54 months of implementation, the START programme managed to remain relevant and successfully lay the groundwork for strengthening migration management in North Africa in the face of unprecedented shifts in the dynamics in the three countries and across the region. These shifts included the ousting of the Morsi government in Egypt in 2013, followed by three cabinet reshuffles in 2014 and 2015, fragmentation of government structures in Libya in 2014, political crisis in Tunisia in 2013-2014 and the adoption of a new constitution, historical levels of mixed migration flows toward Europe from and through the three countries, and the increased prevalence of extremist activities in all three countries.


The project responded to these challenges and addressed the immediate needs of migrants and host populations affected by the conflicts while always working to create sustainable institutional change that will assist the target governments through these difficult transitions and beyond. For example, in Libya, IOM established a network of NGOs covering all four corners of the country to meet the basic needs of more than 4,000 displaced Libyan families and over 10,000 stranded migrants while supporting rescue at sea operations in addition to establishing governmental Legislative and Policy Task Force on migration management that plans to continue its work in spite of the political instability. In Tunisia, IOM has supported the modernization of entry and exit points throughout the country while working with the Tunisian Government to rescue over 1,000 migrants fleeing Libya by sea; helped 327 stranded migrants voluntarily return to their countries of origin; enhanced government counterparts’ preparedness to handle migration crises; and delivered a passport-fraud detection software to help manage the

country's borders. In Egypt, the project provided over 2,500 job seekers in communities at high-risk of migration with livelihood training of which 34 per cent secured employment while also supporting employment centres to conduct counselling and referral services on an ongoing basis. In addition, IOM also set up an online platform, Bosla, which provides information to migrants on services available to them in Egypt. These are but a few of the achievements START has delivered that helped the three countries in their endeavours to address the complex migration challenges they face.

This publication provides a summary of IOM's experience within the framework of START drawing on the successes, lessons learnt and challenges achieved and faced by IOM and its partners, which could not have been made possible without the generous and valuable contribution of the European Union.

It is incumbent upon me to thank first and foremost, the European Union Delegations in Egypt, Libya and Tunisia, as well as the Governments in the same countries. I am also most obliged to the IOM teams, as well as our partners, and all those who worked behind the scenes to make this regional programme a success. We hope that this publication is useful for other development partners in guiding their future projects and capitalizing on IOM's experience. ■

Sincerely,



Amr Taha



IOM Staff distribute non-food items to stranded migrants in Libya ©IOM Tripoli

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INTRODUCTION

The 2011 Arab uprisings in the Middle East and North Africa and the ensuing conflict in Libya sparked one of the largest eras of displacement in recent history. In response to the violence and unrest that ended Muammar Gaddafi's 42-year rule, a massive outflow of foreign workers in Libya, which had been a major destination and transit country for both regular and irregular migrants, fled to safety in neighbouring countries. By the end of 2011, at least 796,915 migrants¹ in the country had crossed into bordering states.

The disruption of migration patterns had significant consequences for Libya and long-standing implications for its prospects of post-crisis reconstruction. Before the crisis, migrants accounted for at least 10 per cent of Libya's population, and the exodus of nearly a third of the country's estimated 2.5 million migrant workers interrupted critical services and weakened already poor national capacities.² In light of Libya's reliance on migrant workers, the return of skilled and low-skilled migrant workers became a key element in the country's economic recovery and ongoing stabilization efforts after the partial consolidation of power by a new government in November 2011. At the same time, the realities of the crisis highlighted the need for state actors, including those in bordering countries, to adopt sound migration management systems and ensure the protection of migrants' rights, many of whom had been caught in the crosshairs of the conflict and detained in undignified conditions.

The massive cross-border movements likewise exerted negative impacts on the stability and wellbeing of bordering countries such as Tunisia and Egypt, both of which were experiencing delicate political transitions. In addition to an initial influx of hundreds of thousands of displaced migrants, the return of 97,000 Tunisian and 173,873 Egyptian migrants³ to their respective countries added pressure amid unprecedented economic slowdowns and high levels of poverty and unemployment. Compounding the difficulty of reintegrating returnees into origin communities, the crisis adversely affected crucial remittance outflows from Libya, which plummeted from 1.6 billion USD in 2010 to 650 million USD in 2011.⁴ As Egypt and Tunisia were two of the biggest recipients of remittances from Libya – Tunisians sent home up to an estimated 60 million USD and Egyptians remitted an estimated 33 million USD before the crisis⁵ – the substantial reduction in remittance inflows strained origin communities that depend on labour migration for their livelihoods. The fact that 78 per cent of Egyptian returnees from Libya surveyed by IOM in 2011 were the sole providers for their families at home clearly demonstrates the scale of the crisis's economic and social consequences for vulnerable communities.⁶

3. Aghazarm et al, 2012.

4. "Annual Remittances Data," World Bank, April 2016, <http://goo.gl/ZH5YoF>.

5. Actual figures are estimated to be even higher as migrants may have relied on informal channels for sending money. Emanuele Santi, Saoussen Ben Romdhane and Mohamed Safouane Ben Aïssa. "The Impact of the Libyan Crisis on the Tunisian Economy," African Development Bank, July 2012; IOM Egypt, 2011a.

6. Rocio Sanz, "Socio-economic Profile of Egyptian Migrants Returning from Libya due to the Crisis," IOM Egypt, August 2011, <http://goo.gl/00AHUp>.

1. Christine Aghazarm, Patrice Quesada, and Sarah Tishler, "Migrants Caught in Crisis: The IOM Experience in Libya," IOM, 2012.

2. "Backgrounder on Egyptian Migration to Libya," IOM Egypt, 2011, <http://goo.gl/AVUNFT>.

On the heels of this regional upheaval and its resulting impacts on migration, IOM launched the European Union (EU) funded “Stabilizing at-risk communities and enhance migration management to enable the smooth transitions in Egypt, Libya, and Tunisia (START)” on December 19, 2011. To fulfil the overarching goal of supporting the political transitions of three new governments by enhancing governance and stabilizing communities through regional cooperation and mutual support, the programme aimed to address the complex challenges posed by the migration crisis by drawing on IOM’s expertise in labour migration and migration policy; migration and border management; migrant protection and assistance; and emergency preparedness and response. Implemented by IOM missions in Egypt, Libya and Tunisia with the ongoing support of IOM’s Regional Office for the Middle East and North Africa in Cairo and in coordination with EU delegations in all three countries, START aimed to enhance migration governance by:

1) Strengthening capacities and mechanisms to address labour market gaps through human capital development and regular migration with a focus on areas and sectors critical to Libya’s transition and recovery;

2) Supporting the Government in strengthening migration-related policies and legislation in Libya and strengthen national capacities in the management of migration flows;

At the same time, the programme was designed to support at-risk communities by:

3) Averting issues that could undermine economic growth and political stability in Egypt and Tunisia, through measures that stabilize at-risk communities, including those that suffer from high unemployment pressures and/or are struggling to absorb returnees.



An estimated 173,873 Egyptians fled conflict amid violence in Libya in 2011 ©IOM/Ahmed Mleeg

4) Ensuring, in coordination with other relevant actors, those displaced by the Libyan crisis continued to have access to basic services in Egypt and Tunisia (while strengthening local capacities to cope with future surges) and, once conditions permit, to facilitate their return to, and reintegration in, their origin communities.

While initially designed as a 36-month programme until the end of 2014, START was implemented in a context of repeated political crises including regime changes and cabinet reshuffling that amplified complex migration dynamics and posed significant constraints on the implementation of planned activities, requiring an 18-month extension.⁷

In Libya, the disintegration of political authority in early 2014 and an acute increase in violence undermined achievements realized with government stakeholders. As the country's security deteriorated into a full-blown crisis that severely limited IOM operations, growing political divisions and the lack of clear government counterparts led to the suspension of all capacity-building components in July 2014 at the EU delegation in Libya's request. In response, IOM reallocated funds toward emergency response programming to meet emerging needs, including those tied to a dramatic increase in the number of migrants from 43,000 in 2013 to more than 170,000 in 2014 risking the perilous sea journey from Libya to Europe in unseaworthy vessels.⁸ In addition to supporting rescue-at-sea operations, these funds helped IOM Libya be among the first responders to renewed crisis in the country by providing return assistance for stranded migrants as well as non-food items and hygiene kits, health assistance,

and psychosocial support for migrants in detention centres and internally displaced persons (IDPs) through a network of eight local NGO partners. The rise of irregular mixed migration of those fleeing violence in Libya likewise impacted programming in Tunisia, which also saw an increase in support for migrants rescued at sea through the provision of emergency shelter, medical and social assistance, and return and reintegration assistance starting in 2014.

Ongoing political transition and security concerns in Egypt and Tunisia also created significant operational challenges. Political divisions in Tunisia caused a high rate of government turnover in key ministries that impacted capacity-building activities. Similarly, the need to re-establish and rebuild new relationships with ministries after the ouster of President Morsi in July 2013 and subsequent cabinet reshuffles was one of the main obstacles encountered in Egypt. Reflected in the fact that five different ministers headed the Ministry of Manpower and Emigration since the inception of START, which later split into two separate ministries, the difficulty of working with government counterparts in Egypt, which likewise lacked a parliament until the beginning of 2016, led IOM to work increasingly with private-sector partners and civil society organizations to realize objectives in community stabilization. In all three countries, fragile security and difficult political situations continued to affect government priorities and their ability to engage in key project objectives. Despite constraints imposed by drastic changes in the context, START realized a wide array of achievements in capacity building, stabilization, emergency preparedness and response, and migrant assistance and protection over the course of the 54-month programme. To maximize START's impact, its activities were continuously linked and run in parallel to complement IOM, EU or EU member state-funded, and UN programmes.

7. In coordination with the EU, the programme was first extended by 12 months in 2014, and again by six months in 2015. The programme ended on June 31, 2016.

8. "Migration Trends Across the Mediterranean: Connecting the Dots," IOM, 2015. <https://goo.gl/yQhgll>

Steering committees were established in all three countries to oversee programme implementation.

Through key partnerships with relevant government authorities, non-governmental organizations and United Nations agencies, private sector actors, and local communities and associations in Libya, Egypt, and Tunisia, START activities built the capacity of various government entities and civil society organizations; established a Legislative and Policy Task Force in Libya; assisted Libyan IDPs, migrants, and returnees; provided livelihoods and employment services for at-risk communities in Egypt and Tunisia, including returnees from Libya; and offered direct assistance to vulnerable migrants stranded or in transit through the three countries, among others. In total, more than 600

government counterparts benefitted from trainings from all three countries; over 10,000 migrants and 20,000 displaced Libyans have been assisted through the distribution of NFIs and hygiene kits, and 1,215 migrants were assisted to return home to 18 countries; 1,700 job seekers in Egypt received career counselling while in Egypt and Tunisia over 2,800 received employability and/or technical training resulting in more than 1,350 individuals benefiting from livelihood opportunities through employment or micro-projects under START. Together with the lesson learned from activities whose implementation faced significant challenges, these achievements laid the foundations for further interventions and provided examples of best practices for future IOM and EU-supported programming. ■



Mr Pasquale Lupoli, IOM MENA Regional Director, Dr Nahed Ashry, Minister of Manpower and Emigration, and Mr Reinhold Brenner, Deputy Head of EU Delegation in Egypt (left to right), sign START MoU ©IOM



Trainees from Libya's Ministry of Interior complete a migration management course ©IOM

CAPACITY BUILDING TO ENHANCE MIGRATION GOVERNANCE

After a series of sweeping political changes in the Middle East and North Africa in 2011, the three new transitional governments of Libya, Egypt, and Tunisia were confronted with vast migration challenges. Many of these challenges stemmed from Libya's central role as a regional migration hub and gateway between Africa and Europe. Since the mid-twentieth century, Libya has attracted migrants with foreign labour needs fuelled by economic development and modernization tied to rich gas and oil reserves and open-door immigration policies for nationals of Arab and sub-Saharan African states. With the outbreak of conflict in 2011, the exodus of hundreds of thousands of migrant labourers from Libya disrupted critical services where national capacity was already limited, especially in the construction, agriculture, and health sectors.¹ Among those in the exodus were hundreds of thousands of Egyptians and Tunisians, whose return to their origin communities added pressure to the two states amid unprecedented economic slowdowns and high levels of poverty and unemployment.

The massive cross-border movements witnessed during the Libya crisis also highlighted the irregular status of an estimated one million of the country's migrants. When Libyan authorities replaced open-door policies with strict visa regimes in 2007, most of the migrants who were working in or transiting through Libya – the latter of which became an increasing trend in the 2000s with the rising incidence of those risking the sea journey to Europe – were transformed into irregular migrants

overnight. As Libya subsequently adopted policies to curb irregular inflows, which also grew as conditions in sending countries deteriorated, many migrants, especially those of Sub-Saharan African origins, became increasingly subjected to aggressive expulsion and detention policies. In the aftermath of the conflict, the need to establish sound migration management systems, and control thousands of kilometres of porous land borders and coastline, and address the absence of a humane and rights-based framework for handling migratory flows – especially in the absence of asylum legislation that distinguishes between undocumented migrants, asylum seekers, and refugees – became critical.

While the end of Gaddafi's four-decade rule left behind weak state institutions that lacked the capacity to manage migration, the consolidation of a new government provided a unique opportunity in 2011 to enhance migration governance in a state that occupies a pivotal place in regional migration flows. Responding to this opportunity in the framework of START, IOM launched a series of capacity-building interventions in coordination with key government stakeholders to establish sound migration management practices and harness the development benefits of fair and transparent labour migration schemes between Egypt, Tunisia, and Libya, where productive exchanges had the potential to fill critical labour gaps in Libya while improving economic conditions in Tunisia and Egypt. Seeking to address short and medium-term priorities and to set the Government of Libya on the path for longer-term change, the range of capacity-building activities under START included activities to help

1. "Assessment of Priorities for the Development of Libya's Migration Policy: A Strategic Vision," Eurasyllum and IOM, November 2014.

government officials assess the current systems in place, generate information to revise and update policy, improve existing migration management procedures, establish fair and transparent labour migration schemes to restore productive labour exchanges from Egypt and Tunisia to Libya, and promote migrant labour rights and protection in accordance with international standards.

While concrete progress was made in these areas, the disintegration of a centralized political authority and resulting establishment of rival governments in Tobruk and Tripoli proved to be an insurmountable roadblock for capacity-building activities after July 2014. With the collapse of relatively centralized control over state institutions, a lack of viable government

counterparts and deteriorating security conditions led the EU to request the halt of the intervention. In addition to interrupting activities requiring cross-border cooperation and dialogue, security considerations and political change likewise presented significant challenges to remaining capacity-building components that targeted the governments of Tunisia and Egypt, the latter of which experienced acute political change with the removal of former President Morsi and a series of ministerial restructuring. Despite these setbacks, the range of interventions implemented under START in partnership with state actors in all three countries created the initial framework for addressing challenges in migration management and future cooperation on migration issues.

MIGRATION GOVERNANCE

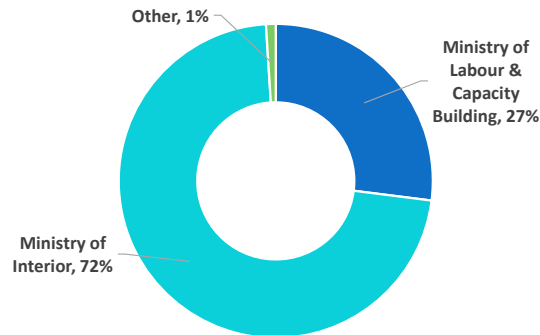
Through START, IOM took a number of steps to enhance migration governance and ensure that migration happens in safe conditions, according to the rule of law and in-line with international standards. In response to significant gaps in Libya's migration policy – which include the lack of a formal migration policy instrument, asylum law, and framework ensuring migrants' rights – IOM supported the formation of a Legislative and Policy Task Force under the aegis of the Ministry of

Justice that had a mandate to assess and revise Libya's legislation on migration. Formally institutionalized by Order 441 from the Prime Minister's Office on 1 July 2014, the Task Force, which included nine members of four key ministries involved in migration management, met eight times over the course of 2014. Based on a review of existing migration legislation and concrete recommendations formed on topics such as visa policy, residency, existing procedures for the detention of



Libyan government officials participate in a study tour to Spain (left) and a labour migration training in Libya (right) ©IOM

Distribution of START Trainings within the Government of Libya



irregular migrants, and repatriation from Libya, these meetings resulted in a draft of a new migration policy. The fact that the Task Force has continued its work after START support was suspended highlights how the practice of institutionalizing interventions in coordination with government counterparts helps to ensure their sustainability and longer-term impact.

Although two separate entities – a Policy Task Force and a Legal Task Force – were initially planned, these bodies were merged to address a lack of capacity on migration issues encountered throughout all ministries, indicating a need for greater capacity-building trainings on migration legislation at all levels of government. While START supported the participation of a task force member in an International Migration Law course on the role of international legal instruments in the management of migration, this gap points to difficulties working with a newly formed government that was in the process of establishing itself, which prevented activities from being linked more closely. In this case, the formation of task forces should have been more directly informed by IOM efforts to generate a comprehensive

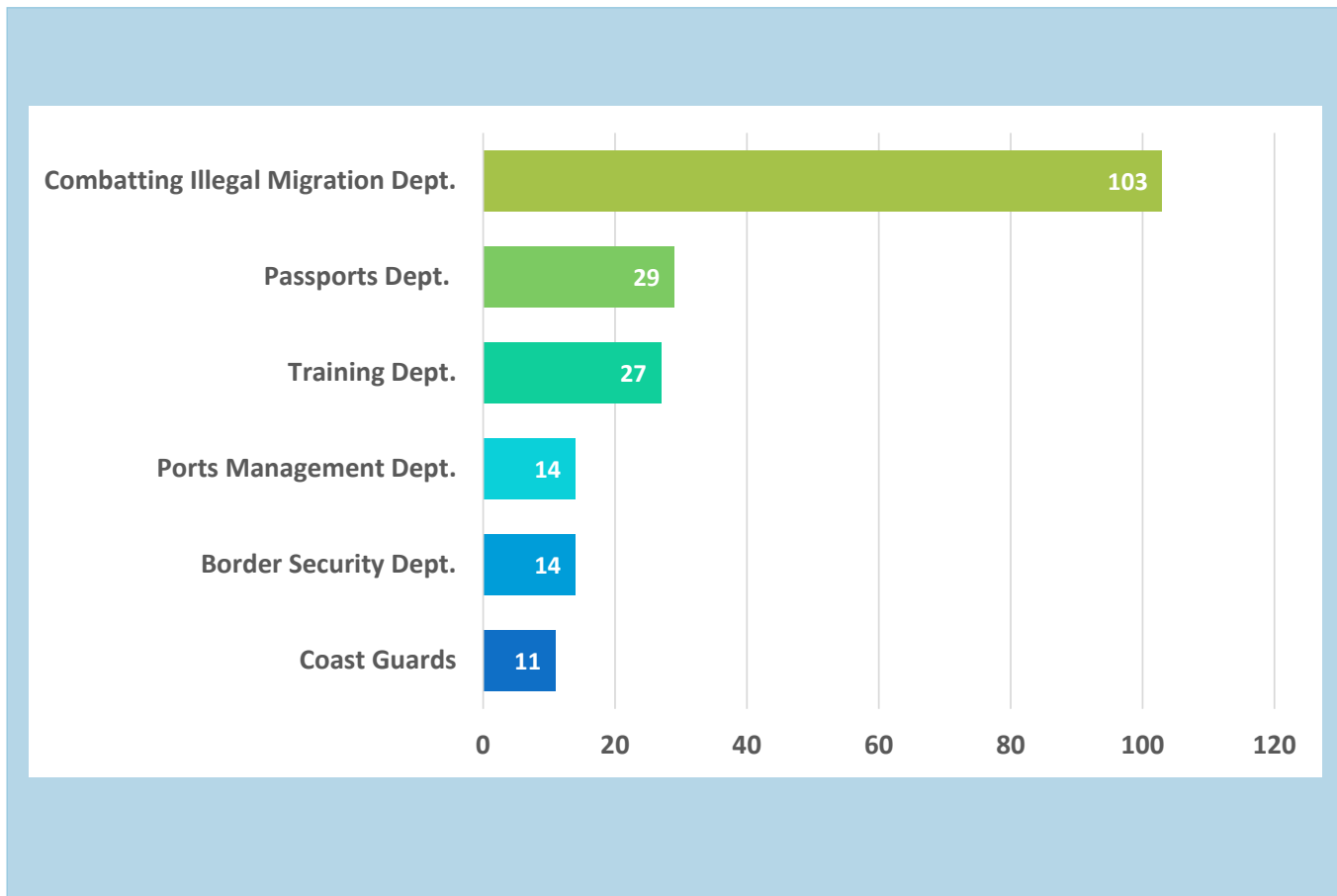
assessment that provided an overview of migration management challenges and priorities for policy development in Libya. Later published as “Assessment of Priorities for the Development of Libya’s Migration Policy: A Strategic Vision,” the document reviews Libya’s current rules, institutional set-up and practices relating to migration in order to put forth concrete policy options to address issues such as the limited knowledge of many officials on migration legislation, cumbersome procedures complicating legal migration, and the paucity of legislation ensuring the protection of migrants. Although the documents’ recommendations were intended to guide the Legislative and Policy Task Force in fulfilling their mandate, they were never formally approved by government counterparts. While many of the assessment’s recommendations for short, medium, and long-term policy options will continue to be valid when stability returns to Libya and a central government reconsolidates political authority, undertaking comprehensive assessments that likewise take into account government objectives should be prioritized to ensure that common goals and government priorities, which are crucial for capacity-building interventions, are taken into account from the beginning.

Given that strong partnerships and common political and economic interests among states at bilateral, regional, and intraregional levels are essential for complementing good migration governance on the national level, IOM also convened three Interstate Meetings to promote dialogue and cooperation between representatives from Libya, Egypt, and Tunisia to address gaps in international cooperation on migration. In April 2014, 38 government stakeholders from the three countries met in Cairo to discuss common cross-border migration management challenges and labour migration opportunities in the first interregional dialogue of its kind, which set a precedent for future dialogues such as the Khartoum

Process and the Valetta Summit. Although the second and third interstate meetings failed to bring together representatives from the three states due to the situation in Libya and delays caused by new procedures for officials in Egypt, they reflected IOM's strong level of engagement and continued cooperation with the Government of Tunisia throughout START. Given the

fact that the security situation in Libya precluded the programme's labour migration component, which had been one of the Government of Tunisia's expressed priorities under START, this continued engagement hinged upon concerted efforts to re-engage counterparts on other aspects of the programme.

Top Five Departments Trained in the Ministry of Interior in Libya



MIXED MIGRATION MANAGEMENT

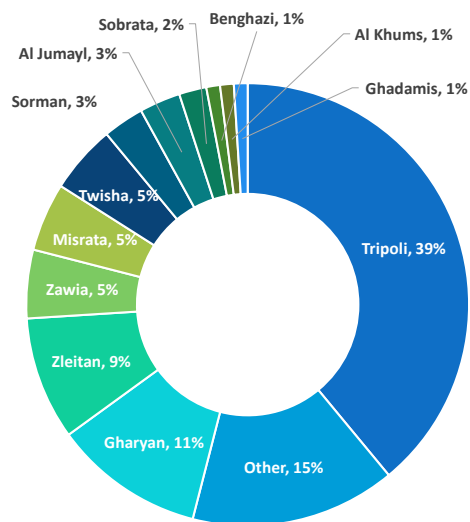
Before the renewed crisis in Libya, IOM addressed insufficient levels of training for officials by providing a series of capacity-building activities on the basics of migration management. In coordination with Libya's Ministry of Interior, the main government stakeholder charged with overseeing migration, 241 officials from more than 10 of the ministry's departments received training on topics relevant to the Libyan context that touched on migration policies and legislation, international migration law, the rights and obligations of migrants, identifying and protecting vulnerable migrants, retention centre management, and international cooperation.

Through repeated efforts to engage Egyptian government counterparts in similar trainings, IOM

was able to raise authorities' awareness on migrants' rights in migration management as 60 judges from various governorates learned about issues of trafficking, migrant protection, and international migration law, and were given practical tools to identify victims of trafficking, investigate reported cases, and prosecute perpetrators while upholding the dignity of victims.

Part of these capacity-building efforts was specifically focused on building the capacities of authorities to provide migrants with adequate health services. To this end, IOM also enhanced the capacity of 23 Libyan officials from the Department for Combatting Illegal Migration, responsible for managing retention centres in which migrants often have no access to medical

Geographical Distribution of Libyan Government Officials Trained under START



services, to administer first aid and support sick migrants manage. For migrants transiting to or from Libya through Egypt, IOM strengthened the resources of Matrouh General Hospital, the main health care provider and focal point for medical referrals for all migrants crossing the border from Libya. Based on a comprehensive assessment that identified a need to increase the technical qualifications of staff, the rehabilitated training room ensured that the hospital

had a suitable location to carry out trainings. During a five-day training course, the renovated facilities were put to use to increase the capacity of 30 Ministry of Health and Population employees from five different units of the hospital. In addition, another training provided to 35 critical service providers in Aswan, which also is along a major migratory route, enhanced their nursing, life support, and infection control skills.

INTEGRATED BORDER MANAGEMENT

In Tunisia, IOM enhanced the government's capacity to manage its borders, an activity deemed critical by government counterparts in response to increased mixed migration flows in the region, through a comprehensive assessment of border management and the facilitation of the dissemination workshop on «Border management: control and surveillance, document fraud and protection of migrants» supported by the European Union, UNHCR, ICMPD and IOM.

Following the identification of the government needs and priorities, IOM enhanced border police and

National Guard capacities on the management of mixed migration flows and assistance to migrants based on their profile through the provision of equipment and a Training of Trainers delivered to 16 officials on how to use the equipment, under a Swiss-funded programme implemented by IOM and UNHCR.

Finally, IOM has supported a pilot project enhancing the border management through the development of software to be deployed at all border posts. In addition to addressing security concerns by detecting passport fraud, the software ensures faster processing at the border and reduces long queuing times for arriving migrants. Moreover, the software will allow reliable information to be collected on the characteristics of migrants entering the country, which has been lacking until now, with an eye to impact future programming. Despite significant delays and challenges faced in realizing this component, achievements made in promoting integrated border management in Tunisia underlined the possible results that strong coordination between governmental and partners and donors, linking multiple programs, and synergies between projects can have in working with government counterparts across all three countries.



The final delivery of the software was made possible through the support of a series of joint efforts between stakeholders working on border management, including the Ministry of Interior, IOM, UNHCR, and EU

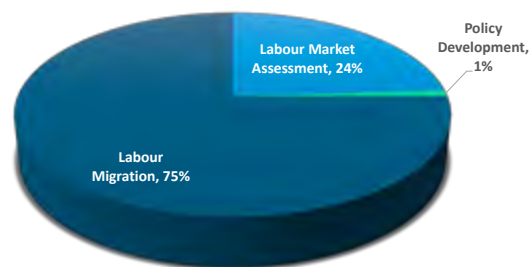
delegation in Tunisia, which helped realize common objectives to overcome the setbacks facing each agency individually.

LABOUR MIGRATION MANAGEMENT

Capacity-building activities for enhancing regular labour migration in Libya under START sought to empower Libyan officials to monitor the labour market and identify critical gaps to be filled with foreign labour, and help them to address gaps through the establishment of fair and transparent procedures for recruiting foreign labourers, in part by setting in motion rapid labour exchanges in critical sectors. In pursuit of the first objective, which partially responded to a lack of information about Libya's labour market after 2011, IOM provided the Ministry of Labour and Capacity Building, the main institution tasked with labour migration regulation, with a series of trainings on how to assess and monitor labour market dynamics. Based on a pilot labour market assessment training conducted under a different programme, which examined Libya's agricultural sector, 24 officials from the Ministry of Labour and Capacity Building participated in trainings to learn how to design and deliver a labour market assessment and expand their knowledge of the needs and opportunities of the Libyan labour market.

The emphasis on labour market assessment was in part the result of major challenges IOM faced in efforts to fill critical labour market gaps in Libya by deploying professionals from Egypt and Tunisia, which have the potential to play positive roles in the development of all three countries. In particular, steps to fill health care professional shortages from Egypt and Tunisia to Libya throughout 2012 using fair and transparent recruitment procedures faltered when the donor requested their suspension in light of other planned activities that

Type of Training Delivered to Ministry of Labour and Capacity Building Officials



would impact Libya's health sector. While the interstate cooperation mechanisms that were piloted during the recruitment provided a model for governmental stakeholders for future labour migration exchanges based on sound procedures, including partnerships with local actors and institutions including Arab Medical Union in Egypt and the Agency for Technical Cooperation and Assistance and the National Agency for Employment and Independent Work in Tunisia, IOM experience in this activity again highlighted the need for closer coordination and cooperation with donors and other agencies to maximize resources and avoid duplicating efforts, especially in light of the progress that had been made. While IOM adapted programming in this component by setting in motion mechanisms to deploy Tunisian labour migration experts within Libya's Ministry of Labour and Capacity Building, and provided support for the necessary infrastructure improvements of a training room equipped to host pre-departure cultural orientation sessions for up to 50 labour

migrants in the Egyptian Ministry of Manpower and Emigration, the outbreak of renewed crisis rendered the initial purpose of these interventions and other efforts to facilitate labour exchanges between the three countries untenable.

IOM complemented its efforts to build the Government of Libya's capacity to assess labour market gaps by enhancing officials' awareness of how to safeguard labour migrants' rights and build mechanisms to promote regular migration that meets international standards. In coordination with the Ministry of Labour and Capacity Building, IOM conducted four training courses over the course of 2013 that instructed

67 ministry officials working in cities along key migratory routes on the international legal framework, international cooperation on facilitating labour migration, needs assessments for foreign labour, protection of migrant workers, and best practices to prevent or reduce irregular labour migration. Eight Libyan authorities were further exposed to international best practices in labour migration legislation and job-matching schemes through a study tour to Spain. Over the course of one week in October 2013, the officials learned about Spain's labour migration schemes and border management policies, which are strong models for Libya given the parallels between both countries' migration challenges.

RECOMMENDATIONS

The capacity-building components planned under START responded to both the challenge and the opportunity presented by vast political change that brought new governments face-to-face with the region's complex migration issues. Many of these activities centred on enhancing the capacities of counterparts in the Government of Libya, whose migration policies and practices had the potential to exert a sizeable positive impact on migratory flows in light of Libya's role as a regional migration hub. Despite the progress made toward achieving START's objectives, the deterioration of conditions in Libya prevented IOM from continuing activities targeting labour migration and regional migration management initiatives. While the suspension of these components provides only an incomplete picture of best practices and lessons learned, continuing activities with the governments of Tunisia and Egypt pointed to a need for better interagency coordination and cooperation with partners and donors in pursuit of common objectives. While coordinated efforts allowed progress to be made in promoting border management

in Tunisia despite the challenges encountered, adopting a similar approach in Egypt may have facilitated further achievements in strengthening border management.

Notwithstanding events outside of IOM's control, the following recommendations can be drawn from the organization's experience implementing capacity-building activities under START:

- 1. Reinforcing stronger and more formalized mechanisms to enhance coordination between partners and donors through specific fora.** Under START, the benefits of heightened cooperation with all stakeholders were highlighted by IOM's experience in promoting border management in Tunisia, while a lack of common vision in activities such as the deployment of labour migrants from Egypt and Tunisia to Libya resulted in shifts in the direction of programme implementation. Working groups should be the main mechanism of ensuring this coordination, particularly in sensitive areas of programming. Rather than approaching government

counterparts separately, agencies should devise a common strategy where interventions complement one another to present governments with unified goals and clear pathways to achieving them. Donors should be strongly encouraged to participate in interagency working groups, and a schedule of regular meetings between partners should be included in project proposals, particularly in contexts that are likely to shift rapidly.

2. Focusing regional migration programming on addressing push factors for irregular migration. Given IOM’s mandate in assisting stranded migrants to return home, this should include robust mechanisms for reintegration of migrants who are evacuated from Libya, including support for obtaining gainful employment and measures to promote social reintegration. Stabilization activities and legal emigration services in countries with poor economic conditions that continue to drive irregular immigration to Libya should be emphasized. For migrants from conflict-affected states, measures should include enhancing access to legal services for refugees and asylum seekers.

When the situation in Libya stabilizes, recommended actions to be taken include:

3. Creating fair and transparent channels for regular migration to Libya. The recommendations for short, medium, and long-term changes to policy development formulated in IOM’s Assessment should

be duly updated in coordination with government counterparts as a preliminary guide to address Libya’s current body of rules and administrative practices in the field of migration. This includes establishing a formal migration policy instrument and promoting legal migration mechanisms, simplifying complex procedures and requirements for entry and stay — including documentation — of legal labour migrants, and enhancing cooperation on labour migration through bilateral agreements with sending countries. Measures taken in these regards should take into account the different types of migrant labourers in Libya and their needs, including seasonal, temporary, and circular migrants.

4. Addressing practices and legislation for irregular migrants. Based on the findings of IOM’s Assessment, this includes, but is not limited to creating alternatives to immigration detention and putting an end to indefinite detention practices, refining criteria for expulsion, revising rules to guarantee the human rights of migrants and asylum seekers, strengthening cooperation with sending countries on return and readmission, and establishing a system of registration of irregular migrants. As is the case with the recommendation above, measures to reinforce institutional capacities in promoting safe and orderly migration should be informed by IOM’s Migration Governance Framework (MiGOF), a tool that sets out the essential elements of planned and well-managed migration. ■



Over 400 migrants detained in Libya receive evacuation assistance from IOM at the request of the Senegalese Embassy in Tunisia as part of START Emergency Response activities ©IOM/Jennifer Sparks

EMERGENCY RESPONSE

The outbreak of renewed armed conflict in Libya heavily impacted START programming in 2014 amid escalating levels of violence and political infighting. As the lack of clear government counterparts required the suspension of capacity-building components, the resurgence of unrest sparked the largest wave of internal displacement in Libya's recent history. Since 2014, ongoing unrest has created an estimated 361,000 IDPs on top of the 56,000 still displaced from 2011. Amid the destruction of private property, public infrastructure, and the disruption of basic services and social systems, many are living in unhealthy and insecure conditions.¹

The implosion of law and order also strongly affected migrants and regional patterns of mixed migration by creating a huge migratory pressure from Libya. Often faced with arbitrary arrest, harassment, and intimidation, migrants are left with extremely limited options for leaving the country. While the high risk of arbitrary detention at the numerous state and non-state checkpoints to reach Libya's southern border discourages stranded migrants from returning home, in many cases to sub-Saharan African countries, the imposition of strict requirements for entry into Tunisia effectively closed the Libyan-Tunisian border. As of May 2016, there were an estimated 234,699 migrants still in the country, 61 per cent of whom live in informal settings and 4 per cent are held in centres,

where facilities are over-crowded, unsanitary, and lack access to basic healthcare.²

The explosive combination of these factors has been reflected in the drastic rise in the number of migrants risking the dangerous sea journey in 2014, which increased more than four-fold from 2013. In the absence of law enforcement, smugglers in Libya operate with impunity, and send more and more migrants to their deaths in unseaworthy vessels: More than 6,000 out of 350,000 migrants attempting the journey from North Africa to Italy in 2014 and 2015 are thought to have perished, making the Central Mediterranean the deadliest sea migratory route in the world.³

To address the dramatic disintegration of conditions in Libya, which sent shockwaves across borders in the form of increased mixed migration flows into Egypt and Tunisia, IOM scaled up its emergency response through START to meet the growing needs of populations affected by the crisis. Through the reallocation of funds from capacity-building activities to humanitarian assistance, IOM assisted more than 30,000 IDPs and migrants in Libya; enhanced the capacity of government stakeholders in Tunisia to prepare response mechanisms for sudden onset crises; supported the rescue at sea of 2,200 migrants; and evacuated 888 vulnerable migrants from Libya, including 401 Senegalese in the biggest evacuation operation out of the country since 2011.

1. "Displacement Tracking Matrix: March-April 2016," IOM Libya, May 2016, <http://www.globaldtm.info/libya/>.

2. Ibid.

3. <http://missingmigrants.iom.int/>.

HUMANITARIAN ASSISTANCE

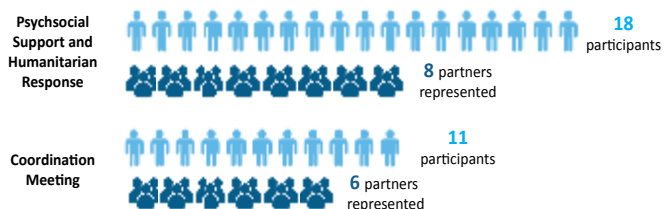
As START programming shifted to meet emerging needs, deteriorating security conditions compelled the evacuation of IOM's international staff from Libya. In response to challenges faced in distributing aid remotely, IOM leveraged its contacts among Libyan civil society organizations to establish a network of local NGO implementing partners, creating a model for future best practices that can be replicated in other crisis scenarios where humanitarian access is severely limited. Through a series of capacity-building trainings and monthly coordination meetings made possible by START and other complementary programmes over the course of 2014, IOM extensively trained this network of partners – which suffered from a lack of technical capacity – to be able to conduct needs assessments, distribute aid, provide psychosocial support, respond to health needs, and assist rescue at sea operations. While enabling the provision of emergency relief throughout most of Libya, including particularly volatile areas in the South and East, sustained efforts to train the network's partners has developed the long-term capacity of local NGOs and civil society organizations to serve their communities where presently government institutions cannot.

The wider impact of the capacity-building activities extends beyond the immediate participants themselves,

as IOM partners have also begun cascading trainings to other organizations and civil society actors. Through START, an IOM partner that operates in the suburbs of Tripoli delivered two trainings on psychosocial support and first aid to a total of 53 youth volunteers and trainees from seven other NGOs in October 2015. Through ongoing programmes after START, IOM continues to hold monthly coordination meetings to provide relief in Libya and deliver dozens of capacity-building trainings to enhance partners' capabilities, which continue to build soft skills in areas that still require further training, including monitoring and evaluation. In the longer-term, this local network of NGO partners will not only enhance civil society in Libya but also create longer-term stakeholders in migration issues that can reinforce the country's capacity to address migrant needs.

Through this network, IOM was one of the first responders to address urgent needs for humanitarian assistance in Libya after full-blown crisis returned to the country in 2014. Over the course of START, IOM has been able to reach over 30,000 beneficiaries to address the deplorable living conditions of those most affected by crisis and instability inside Libya through its emergency response interventions, including more than 10,000 migrants and 20,000 IDPs. Responding to urgent medical needs, START contributed to larger IOM efforts to ensure migrants' access to medical services by providing health care for 150 detained migrants across three detention centres, who were screened, treated and provided with necessary medications. In addition, START contributed to wider psychosocial support projects addressing the mental and emotional scars left by conflict and displacement by allowing 250 individuals from IDP and host families in Abu Salim, a district of Tripoli, to benefit from cultural and sport activities in September 2015.

START Trainings for NGO partners in Libya



Humanitarian assistance was also provided beyond Libya's borders. After the beheading of 21 Egyptian migrant workers in Libya caused a renewed wave of displacement, IOM responded to the Government of Egypt's request in March 2015 to provide medical support, food, and water to Egyptian returnees at the Salloum entry/exit point.

As part of emergency interventions carried out under START, IOM also evacuated 888 particularly vulnerable migrants from Libya to 15 countries, many of whom had been detained for many months and were eager to return home. Those assisted were identified through assessment visits to retention centres carried out by NGO partners or based on requests made by a number of different embassies that asked for IOM support in facilitating their citizens' evacuations from Libya. In one such operation, START co-funded the single largest

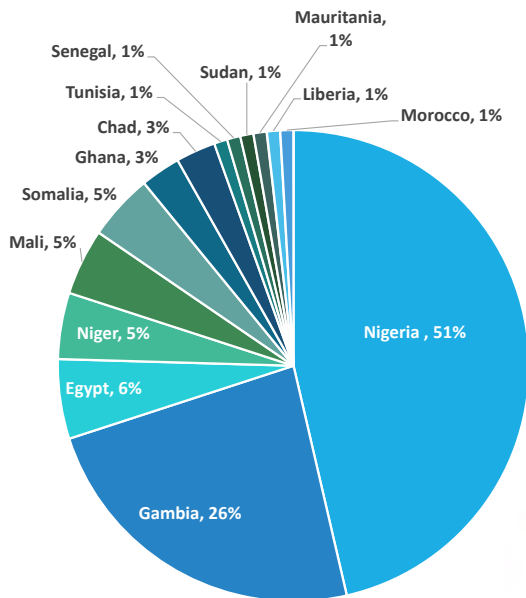
evacuation out of Libya since 2011. At the request of the Senegalese Embassy in Tunisia in February 2015, IOM organized a series of airlifts out of Libya for 401 stranded Senegalese citizens, including 12 minors, who were being held at retention centres after being seized during a raid on the buildings where they were living. The operation evacuated beneficiaries, who were provided jackets and medical support, from Libya on bus convoys accompanied by ambulances and police vehicles to Tunisia, where they then boarded charter flights to Dakar. Involving the Ministry of Interior in Libya and Tunisia, the Libyan Red Crescent, International Committee of the Red Cross, and the Department for Combatting Illegal Migration, this complex evacuation would not have been possible without strong coordination with various partners, again highlighting the scale of achievements that are possible through heightened cooperation.



IOM partners in Libya distribute aid to migrants rescued at sea in Janzour ©IOM

Humanitarian Assistance to Migrants and IDPs in Libya Since July 2014

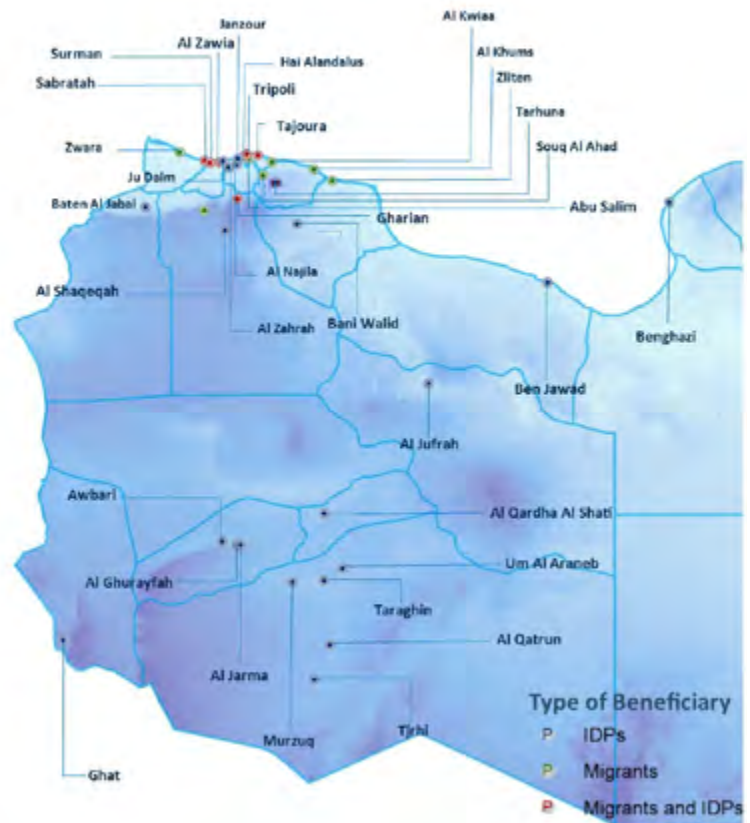
Country of Origin of Migrants Receiving Health Care Services



11,725 hygiene kits



NFI 33,470 non-food items





An IOM doctor performs a health check for a migrant receiving evacuation assistance in Libya ©IOM Tripoli

RESCUE AT SEA

After the dramatic increase in the number of migrants making the perilous sea voyage from Libya to Europe, IOM partners in Libya began cooperating with the Libyan Coast Guard to assist rescue at sea operations along the Mediterranean's deadliest migratory route. During 2015, four rescue at sea operations involving 1,435 migrants who were nationals of more than 17 countries were assisted by IOM and its partners. In addition to providing logistical and material support to rescued migrants through the distribution of hygiene kits and essential non-food items, NGO partners reported that rescue at sea operations have provided them with an opportunity to raise awareness on migrant rights and encourage their humane treatment by officials, which have been reflected, in efforts to secure appropriate and

secure transportation. This highlighted a future channel for promoting awareness and the humane treatment of migrants among officials through NGO partners in Libya to address widespread reports of abuse in centres.¹ In 2016, START also assisted the Libyan Red Crescent with the provision of 1,180 body bags in its effort to provide dignified burials for migrants drowned at sea.

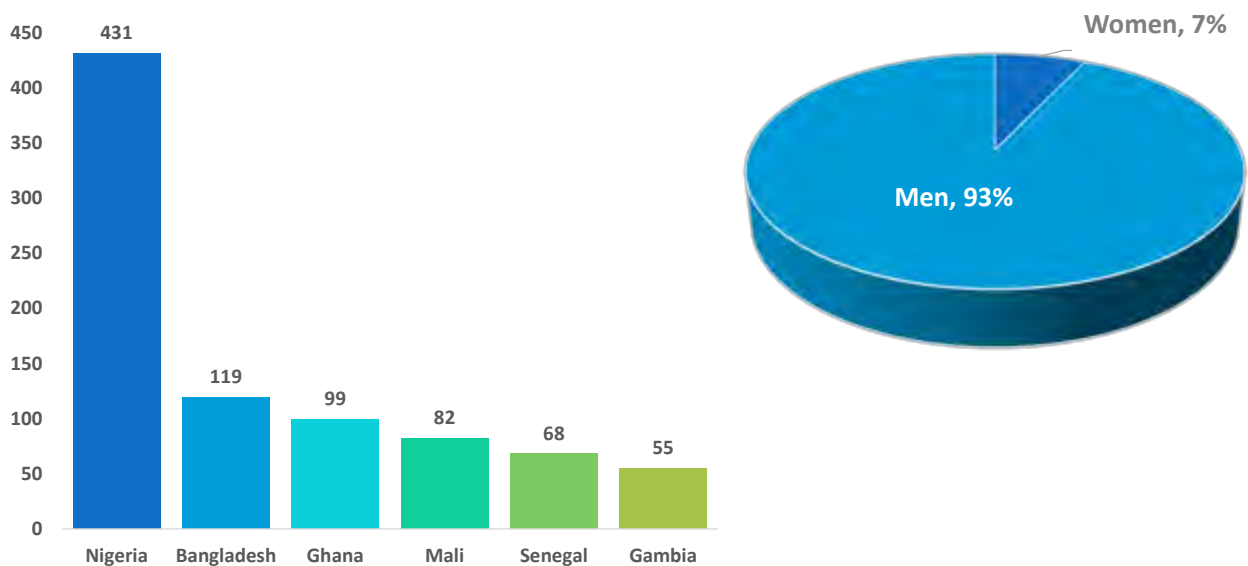
While the majority of migrant boats from North Africa depart for Europe from Libya, a number of these drift off course into Tunisian waters where they are rescued at sea by the Tunisian Coast Guard. Through a coordinated system of providing assistance to migrants

4. "Libya is Full of Cruelty": Stories of Abduction, Sexual Violence, and Abuse from Migrants and Refugees," Amnesty International, 2015. <http://goo.gl/FZDNvY>.

rescued at sea by the Tunisian authorities that included the Government of Tunisia, the Tunisian Red Crescent, UNHCR, and UNICEF, 1,204 migrants received IOM assistance with the provision of immediate short-term assistance and support to authorities. Once the Government of Tunisia had disembarked, identified and registered migrants, a range of needed assistance including medical care, food and non-food items, and support for asylum seekers or particularly vulnerable individuals was coordinated with authorities and partners. Through this system, START provided medical assistance and hygiene kits to all 1,204 migrants and identified a shelter where 758 migrants were hosted for up to 21 days, with the support of the Tunisian Red

Crescent. A further 853 migrants received food items. Assistance for particularly vulnerable migrants, including unaccompanied migrant children (UMCs), was provided in partnership with UNICEF and Tunisia's Ministry of Social Affairs to ensure further support. This system of cooperation, which ensured all migrant needs are met according to their vulnerability and has led to the development of standard operating procedures for the assistance to migrants rescued at sea in Tunisia, provides a model of best practices for rescue at sea activities for NGO partners in Libya. All migrants requesting Assisted Voluntary Return (AVR) support were referred to IOM, which helped a total of 327 individuals return home through START.

Top Six Nationalities and Gender of Migrants Assisted after Rescue at Sea Operations in Tunisia





IOM staff assist a rescue at sea operation in Zarzis, Tunisia after the Coast Guard rescued migrants from a boat that had capsized

©IOM/Jennifer Sparks

EMERGENCY PREPAREDNESS & RESPONSE

In the aftermath of the massive cross-border movements witnessed since 2011, IOM also took steps to support the Government of Tunisia in establishing and institutionalizing inter-ministerial response mechanisms for large-scale population movements induced by sudden onset crises. START supported the provision of four workshops for 91 government stakeholders and NGO representatives that covered different emergency scenarios where the movement of people was a central issue, including wildfires, industrial accidents and sea pollution, migration crisis management, and natural disasters. Through these workshops, IOM also formulated a series of recommendations based on identified weaknesses for the development of national crisis management mechanisms that has created an initial framework for authorities as a foundation for ongoing efforts in this sector. This includes the lack of a clear definition of which institutions are responsible for what tasks and coordination mechanisms, and furthermore a

paucity of knowledge on minimum standards for humanitarian assistance defined by the international community. The cooperation and interaction initiated during these workshops have led IOM to share its expertise on emergency preparedness in a series of workshops, discussions, and trainings to governmental and non-governmental counterparts working all over the country. In addition, through START, IOM has been actively contributed to the development of the national contingency plan in 2014 and coordination meetings in the Southern region. To make progress toward addressing these weaknesses and pave the way for the implementation of a national inter-ministerial coping mechanism, nine government officials were exposed to crisis preparedness best practices during a study tour to Turkey, which provided a perfect model for Tunisia, as it has experience handling large displacement flows emanating from the ongoing crisis in Syria as well as natural disasters.



Eight officials from Tunisia attend a study tour in Turkey in April 2016 that exposed them to best practices in crisis preparedness and response mechanisms ©IOM

RECOMMENDATIONS

Despite the logistical challenges created by security concerns, IOM has been able to provide a range of assistance to those affected by conflict in Libya under START. By establishing a network of local partners and providing sustained capacity-building activities in Libya, IOM was able to meet humanitarian needs. Waves of Egyptian returnees fleeing violence were also assisted at the Salloum entry/exit point in response to the Government of Egypt's request. In Tunisia, IOM enhanced the government's ability to handle migratory surges – which are bound to continue as long as Libya remains in a state of unrest – and responded to its request to provide immediate assistance to migrants rescued at sea. As was the case with capacity-building activities, interventions that included well-coordinated response mechanisms with government and non-governmental partners continued to increase the scale of achievements, as exemplified by the NGO network in Libya and the evacuation of 401 Senegalese from Libyan retention centres. Moving forward from the experiences and lessons learned from providing emergency response within the framework of START, it is recommended that:

1. The network of local NGO partners should continue to be strengthened and expanded in Libya to address further areas of need. Based on growing accounts of abuse of migrants in retention centres, one area of need is to train partners to conduct formalized awareness raising activities for officials on the humane treatment of migrants based on well-defined standard

operating procedures, which should also be defined for assisting rescue at sea operations in Tunisia. In particular, partners should be trained to keep careful records of those assisted to further information-gathering efforts that can inform programming and lay the groundwork for a registration system of migrants in Libya. Given the access provided and long-term benefits of developing the NGO network, the model deployed by IOM in Libya should be replicated in areas with prolonged crisis scenarios where the capacity of civil society actors is built up in order for them to become long-term stakeholders in protecting the rights of migrants.

2. Progress made in the creation and institutionalization of emergency crisis and preparedness mechanisms in Tunisia should be further strengthened.

Based on the recommendations made during the workshops carried out during START, future interventions should encourage government counterparts to assign specific tasks and responsibilities to specific ministries; develop and institutionalize crisis coordination systems through relevant laws and mechanisms; and attend practical crisis simulation workshops and trainings to streamline the system in place. As a guideline, IOM will continue to promote the best practices identified under IOM's Migration Crisis Operational Framework, a practical, operational and institution-wide tool that improves and systematizes the way in which the organization supports member states and partners to better prepare for and respond to migration crises.■



Migrants from Libya at Salloum entry/exit point in Egypt. START was launched in the aftermath of a regional migration crisis sparked by the 2011 conflict in Libya ©IOM/Ahmed Rady

MIGRANT PROTECTION AND ASSISTANCE

Among the many migration issues highlighted in the aftermath of the outbreak of the crisis in Libya was the urgent need for the protection and assistance of crisis-affected populations. Trapped by violence and instability in Libya, many migrants found themselves stranded in the country, living in poor conditions while increasingly exposed to severe human rights violations and other forms of abuse and exploitation. Those migrants arrested and held in centres face detention for undefined periods of time – Libyan law defines neither time limits on detention nor minimum conditions for centres – in overcrowded, unsanitary facilities that lack even the most basic health care items amid reports of inhumane and degrading treatment. Over the course of Libya's repeated episodes of crises, the conditions of many of these centres, which are neglected by the state or fell into the hands of armed militias, continued to deteriorate.

Many of the hundreds of thousands of migrants who streamed across the Egyptian and Tunisian borders over the course of 2011 also escaped violence to find themselves in difficult conditions. Often leaving with few resources on hand, those who fled left behind homes, jobs, and belongings in Libya to join the ranks of Egypt and Tunisia's migrant communities. Among those hundreds of thousands who crossed into Egypt and

Tunisia were Libyans, tens of thousands of whom are thought to have remained or been displaced once again with the renewed outbreak of conflict in Libya in 2014. In both countries, the living conditions for migrants and the displaced, many of whom lack any official documentation, are poor. The little information on these communities that exists suggests that they face significant barriers to accessing basic public services such as health, education, employment, or legal aid, which stem from issues including language, a lack of awareness of available services, fear of being detained and discrimination.

IOM launched a range of activities under START in the aftermath of the Libyan crisis to improve the protection of migrants and provide the most vulnerable with assistance. Designed to provide immediate assistance in parallel to longer-term reforms, these interventions generated much-needed information on migrant communities and their needs; assessed the conditions of thousands of migrants across 13 retention centres in Libya; launched information platforms to raise awareness of services among migrants across the region; established a referral system among NGO partners to streamline migrant assistance and identify existing gaps in services; and provided home visits and direct assistance to more than 3,000 migrants in Egypt and Tunisia.

DIRECT ASSISTANCE TO VULNERABLE MIGRANTS

Before START shifted to emergency response, the programme played a key role in IOM's provision of direct assistance to vulnerable migrants in retention centres in Libya. Through START and complementary programmes, IOM assessed migrant needs in 13 state-

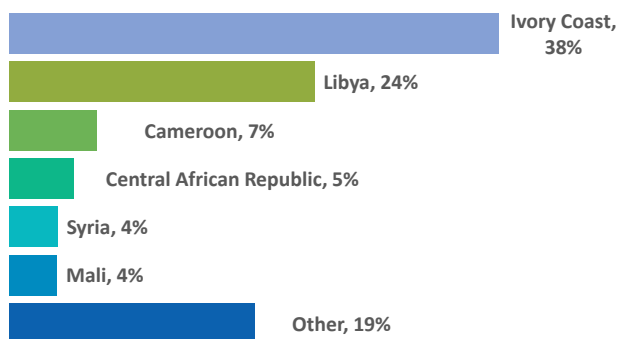
run retention centres, conducting 22 visits to state-run centres and assessing the needs of 4,412 migrants between January and June 2014 alone. While a number of follow-up measures were coordinated with partners working on protection, IOM addressed

poor conditions in four centres by distributing 1,039 non-food items including 667 hygiene kits. IOM also directly carried out a number of crucial interventions to address the overcrowding and lack of any health services found at the centres assessed. In May 2013, START funded the establishment of a medical clinic at Twaisha Retention Centre to serve thousands of migrants a year in coordination with the Ministry of Health, which provided five staff for medical screenings, treatment, and laboratory work. In another intervention, multiple assessment visits to Zleitan and Misrata Centres, which lacked medical facilities and services for sick migrants despite the presence of those with hepatitis, HIV, and tuberculosis, were followed up with the delivery of a first aid course to 23 centre officials – none of whom had any specific training – and the provision of essential first-aid items and medications. In response to an outbreak of scabies

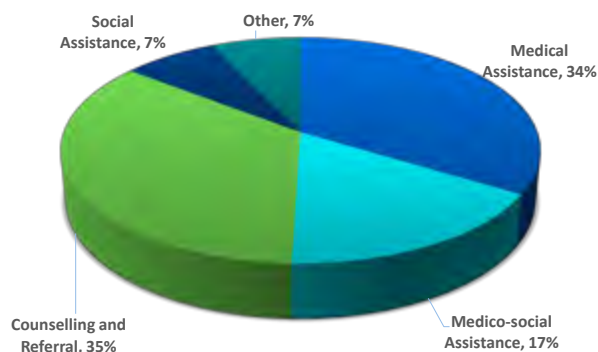
at Zleitan as a result of overcrowding, IOM distributed 100 bed sheets and 216 clean items of clothing.

In Tunisia, IOM likewise provided assistance to very vulnerable and stranded migrants, many of whom were referred by partners that collaborate closely with IOM’s efforts to serve irregular communities. Over the course of the programme, IOM was able to help 160 migrants from 18 countries by providing medical assistance, social assistance, assisted voluntary return, a combination of those, or referral to the appropriate governmental or non-governmental structures based on their cases. Of those assisted, almost 80 per cent were irregular migrants, 57 per cent were female, and 26 per cent were minors. While the majority of assisted migrants were from Côte D’Ivoire (38%), Libyans represented more than 43 per cent of those who received assistance in 2015.

Top 6 Nationalities of Migrants Receiving Assistance in Tunisia



Type of Assistance Provided to Migrants in Tunisia



RAISING AWARENESS ON RIGHTS & SERVICES

Over the course of START, IOM gathered information on migrant communities and mapped available services that are crucial for spreading awareness on protection issues and supporting migrants to be aware of their rights and facilitate their stay in Tunisia through the publication of a booklet “Bienvenue en Tunisie.” In May 2016, START provided visibility for an IOM study¹ on the socio-economic situation of Libyans living in Tunisia. Given the lack of information on the numbers and conditions of Libyans, very few of whom are

1. Sami Mouley, “Etude qualitative d’évaluation de l’impact socio-économique et besoins des Libyens en Tunisie,” IOM Tunisia, March 2016. <https://goo.gl/04drk4>.

registered with Tunisian authorities, the study makes a critical contribution to understanding their needs and provides concrete data confirming suspicions that their vulnerability is increasing over time.

In another intervention, IOM carried out a comprehensive survey of service providers in Tunisia to generate information on migrant services for the Migration Resource Centres, which are information hubs for raising awareness on existing services and opportunities for migrants, returnees, and all those considering emigration. Despite efforts to turn the Migration Resource Centres into resource hubs

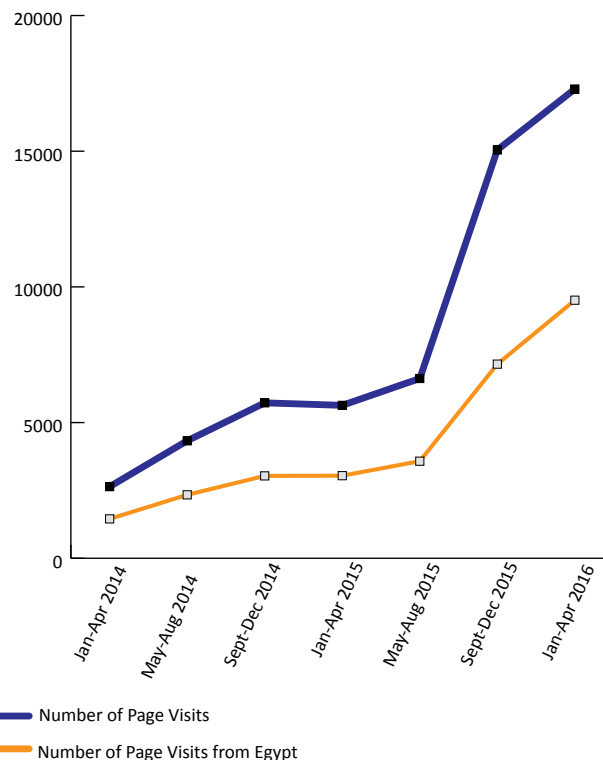


IOM launches a study on the socioeconomic situation of Libyans living in Tunisia ©IOM

for migrant communities, only three per cent of beneficiaries requesting information from the centres have been migrants, highlighting the need for further outreach among migrant communities. Preliminary measures to address this gap were taken by enhancing the capacity of MRC staff to provide counselling and information on the critical services available to migrants through two information sessions providing details on topics such as procedures to obtain work and residence permits, and launching a website in Tunisia (<http://www.centresmigrants.tn/>) that details available health, social, and legal services and provides contact information for the relevant associations. To disseminate information gathered by IOM on critical, essential, and basic services to migrants in Egypt, START also supported the launch of Bosla (<http://bosla-egypt.info/>) in Arabic and English, surrounding which numerous visibility events and efforts were organized. Both sites will continue to be expanded and maintained by government stakeholders and other ongoing programmes beyond START. Going forward, Bosla will be turned into a regional platform and translated on into additional languages to improve its reach in migrant-dense communities

IOM also took steps to spread awareness on migrants' rights, protection, and conditions in Tunisia through a series of trainings, information sessions, and events. In 2013, START supported an event held by the Association des Etudiants et Stagiares Africains en Tunisie (AESAT) under the aegis of the Ministry of Higher Education to raise awareness of existing services for Sub-Saharan migrant students. Further cooperation with AESAT, an organization that represents sub-Saharan students in Tunisia, included support for a two-month tour in 2015 of areas where many sub-Saharan students live to inform them about their rights and access to services in Tunisia, which addressed the lack of

Bosla Website Page Visits



services outside Greater Tunis despite the dispersion of migrants throughout the country. In 2014, IOM co-organized three of workshops to inform partners and stakeholders on child migrants' rights and protection. On the heels of these workshops, IOM formalized standard operating procedures for the protection and assistance of migrant, refugee, and asylum-seeking UMCs with UNHCR and UNICEF.



IOM staff provides direct assistance to a migrant and her daughter in Tunisia ©IOM

FACILITATING ACCESS TO SERVICES

While health is a central concern for migrants, many are unaware of their right to benefit from public services, or hesitate to use them out of a fear that their irregular status might be revealed. In partnership with the Government of Tunisia's National Office for Family and Population, IOM carried out an in-depth study on barriers to accessing health services. Finding that migrants face high levels of discrimination in public services, the study also confirmed that migrants are badly informed about their legal right to access healthcare and lack access to information about service providers, a problem that is compounded by discriminatory practices and a lack of awareness among service providers. While further awareness-raising interventions are needed both for migrants and service providers, IOM began addressing

some of the issues raised in the study by supporting the Ministry of Interior's Welcoming and Orientation Centre in El Ouardia with medical supplies. Further health activities were also centred on generating information on specific health topics: In a series of workshops, roundtables, and committees made possible by START, IOM gathered information on the availability of services for migrants with HIV/AIDS in Tunisia throughout 2014.

In Egypt, difficulties faced by migrants accessing health services was addressed by expanding the reach of IOM's pre-existing Community Health Volunteers (CHVs) initiative. Through a series of capacity-building trainings and information sessions, migrant volunteers were empowered to serve their community's health needs



Community Health Volunteers (CHVs) participate in a polio vaccination campaign in early 2014 ©IOM

by providing home-based services, which included spreading awareness about Bosla and identifying particularly vulnerable migrants for further assistance. From 2013-2014, the CHVs carried out an average of more than 765 consultations and home visits every month, reaching approximately 2,650 Sudanese, Eritrean, Somali, and Ethiopian migrants on a monthly basis living in Greater Cairo, where many of Egypt's estimated 1 million migrants are concentrated. In 2014, volunteers referred a further 127 vulnerable migrants to direct medical and socio-economic assistance. Through small-scale community events, IOM also raised awareness about the dangers and risks of irregular migration, including to members of the Syrian community. As a result of increased demand for services due to outreach efforts in communities, the work of the CHVs led to the parallel establishment of a direct assistance team to meet the social, emotional, and physical health needs of vulnerable migrants.

In a comprehensive assessment of the initiative, service providers and beneficiaries identified home-based information and services for migrants by members

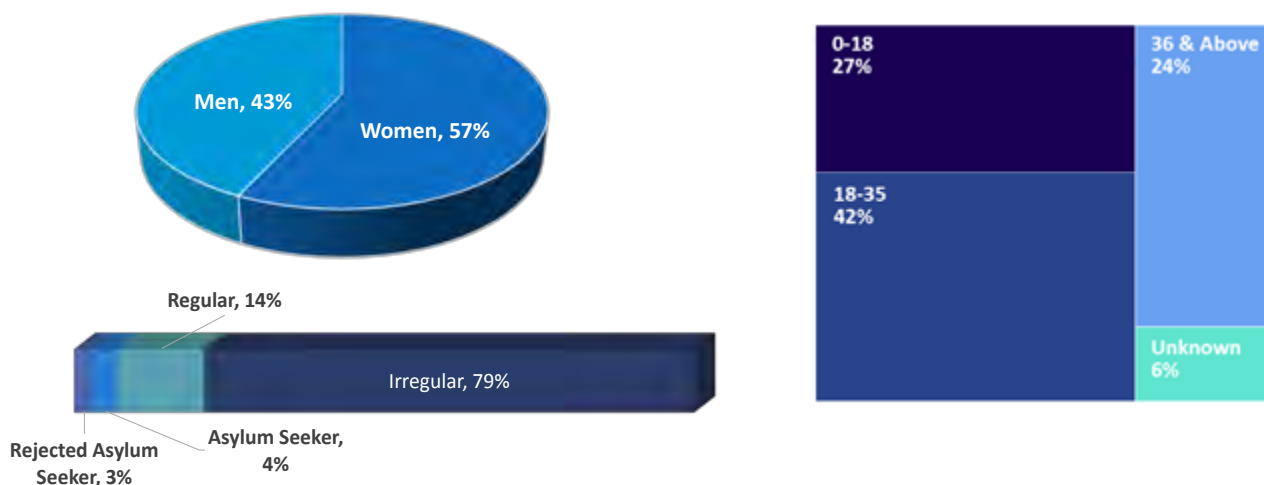
of their own communities as a best practice that improved levels of outreach and built local capacities. Through the CHVs, IOM established a direct channel to migrant communities, allowing the organization to monitor the health and protection needs of migrants especially during times of acute needs. During a spike in violence and abuse perpetrated against migrants during heightened political tensions in June 2013 in Egypt, the CHV network allowed IOM to conduct more than 900 consultations and home visits in partnership with NGO Terre des Hommes and the Psychosocial Training Institute in Cairo to provide vulnerable migrants with essential material aid and non-food items, emergency medicine, medical care and referrals, and transportation allowances to seek services outside of conflict-affected areas. In response to this spike in inter-communal violence, dozens of Egyptian volunteers were also trained to provide services in order to encourage social cohesion and tolerance between communities. The network also proved itself to be a crucial link between the Government of Egypt and informal migrant communities during a government-led polio vaccination campaign in early 2014. By helping to spread awareness

about the campaign through the migrant community, the CHVs ensured that the crucial participation of migrant communities in efforts to eradicate polio in Egypt was secured, resulting in the vaccination of 760 migrant children.

At the same time, IOM’s experience with the CHV model provided a number of lessons learned for future interventions. The assessment of the initiative revealed that volunteers lacked the capacity and training to answer communities’ needs in some cases, especially as migrants are often exposed to significant abuse and exploitation. This was tied to the fact that the network relied on volunteers, which made investing in comprehensive capacity-building trainings infeasible due to volunteer turnover. One potential route for addressing this issue would be to continue to seek ways to institutionalize the CHV model through partner organisations, which could allow more resources to be invested in volunteers. In addition, the lack

of a strong referral network to other services in the Egyptian context can draw lessons from best practices in Tunisia, where IOM facilitated migrant access to services by consolidating a referral system between NGO partners in Tunisia who provide assistance to migrants. Through two coordination meetings, data on existing services was pooled to reinforce a referral system between 10 NGO partners that includes mechanisms for cost sharing on specific interventions for particularly vulnerable migrants, identifying gaps in existing services, and avoiding duplication of effort. The major gaps in available services identified through the network included access to housing, regularization of status, and other legal assistance, on the basis of which recommendations were formed including a need for strengthened collaboration with authorities. IOM also reinforced the capacities of NGO partner Caritas to provide services by donating hygiene kits, food, and computers to equip their new temporary shelter for vulnerable migrants who lack access to housing.

Gender, Status, and Age Group of Migrants Assisted in Tunisia



RECOMMENDATIONS

Throughout the course of START, IOM implemented various interventions focusing on protecting migrants' rights and providing them with assistance. In addition to assessing migrants' needs and supporting small-scale infrastructure improvements in retention centres in Libya, activities in Egypt and Tunisia centred on generating information about migrant communities, raising awareness about existing services, and facilitating migrants' access to services. The highlights of the programme included the strengthening of partnerships that led to a referral system among NGO partners in Tunisia to provide direct assistance and the provision of home-based services to migrant communities through members of their own community in Egypt. At the same time, the interventions cast light on a continued need for greater awareness raising among migrant communities and the general public about migrant rights. Recommendations for future programming in migrant protection and assistance include:

1. Addressing gaps in information about and for migrant communities that are crucial for informing programming. Although concerted efforts to gather information and support research on migrant communities was made in the context of START, further information on the numbers, socio-economic conditions, and geographical spread of migrants is needed across the board. Drawing on the integrated border management intervention in Tunisia, linking information-gathering efforts to other activities can help incentivize cooperation on information-gathering activities about migrants, especially given sensitivities regarding conducting research on certain topics.

2. Replicating a collaborative referral system with NGO partners in Egypt. As in Tunisia, where coordination meetings identified large gaps between migrant demand for housing and legal aid and the availability of these services, establishing a referral network in Egypt would help identify critical gaps in addition to streamlining assistance and avoiding duplication of efforts. Creating a referral system could also facilitate efforts to institutionalize CHV networks by incorporating them into existing civil society organizations. By addressing concerns surrounding sustainability, volunteers, who should be recruited according to the same standards as professionals to avoid high turnover rates, would be able to receive much more detailed and extensive training that extends beyond health.

3. Continued awareness raising on existing services and rights in both Egypt and Tunisia. Based on the information collected in the health study in Tunisia and the assessment of the CHV network in Egypt, the majority of migrant communities still lack awareness about the services that are available to them. In particular, outreach efforts should continue to promote tools such as the Migrant Resource Centre website and Bosla in coordination with other partners serving migrant communities through targeted information campaigns. In addition, the example of empowering migrants to serve migrant communities in Egypt could act as a channel to increase the reach of the network of NGOs in Tunisia working on these issues, especially in the case of hard-to-reach areas or communities, such as Libyans.

4. **Raising the awareness of civil society, public sector providers, and government officials on the conditions and rights of migrants.** While migrants often lack awareness of available services and their rights, they also face discrimination and harassment due to misperceptions among host communities that often bar them from accessing services. The health study in Tunisia found that public sector providers routinely deny migrants services despite the fact that migrants are legally entitled to access their services. In addition to dedicated information campaigns and trainings, sensitizing service providers can be achieved by directly negotiating agreements with providers in migrant-dense neighbourhoods such as the agreement reached with the Clinique St. Augustin in Tunisia.

5. **Addressing factors that keep migrants in vulnerable or illegal situations.** One of the most frequently cited barriers facing migrants in Tunisia by

partners were the large fines leveraged against migrants who overstay visas or enter the country irregularly. This problem is amplified by the fact that many NGO partners lack the necessary connections with government institutions to address individual cases, making them unable to assist migrants in persistently vulnerable situations with little recourse to action. Government counterparts should be made aware of this issue, and efforts to formalize pathways for waving fines should be sought.

6. **Addressing gaps in services outside of capital cities.** In both Egypt and Tunisia, partners providing services for migrants are concentrated in the capitals. An effort should be made to grow networks such as the CHVs to cover a greater number of areas where migrants are concentrated by establishing links with local associations and institutions. ■



START's first Interstate Meeting took place in Cairo. In attendance: Minister of Manpower and Emigration, EUD and Government Officials from Egypt, Libya and Tunisia ©IOM



Beneficiaries attend an employment fair in Fayoum in Egypt ©IOM



A beneficiary of START community stabilization in Tunisia has been assisted to create his own bakery in Kairouan ©IOM

STABILIZING AT-RISK COMMUNITIES

After the wave of uprisings brought down the 23-year tenure of Ben Ali in Tunisia and three-decade rule of Hosni Mubarak in Egypt, the massive flow of Egyptian and Tunisian migrants who fled violence in Libya found themselves faced with the socio-economic and political realities of two countries struggling with transition. In addition to new governments who were navigating delicate political and social change, both Egypt and Tunisia were experiencing unprecedented economic slowdowns. While Egypt's annual GDP growth rate dropped from 5.1 to 1.8 per cent from 2010 to 2011, Tunisia's retracted from 3.5 per cent to a negative growth of 1.9 per cent over the same period.¹

Egyptian and Tunisian migrants in Libya, the vast majority of whom are young males with elementary levels of education that have left home to find better economic opportunities abroad,² returned to impoverished and marginalized communities where high unemployment had been exacerbated by regional unrest. The reduction of remittances from Libya placed significant strain on returnees' origin communities. A 2011 IOM assessment found that nearly 94 per cent of Egyptian returnees from Libya had been sending remittances back to Egypt, where more than a quarter of the population lives below the poverty line.³ Over three-quarters of those surveyed were the sole providers for their families at home.⁴ As poor economic conditions and reintegration

difficulties threatened to disrupt the ongoing transition, local economic pressures and a lack of prospects added migratory pressure on communities struggling to absorb returnees, increasing the risk of unplanned and irregular migration. While the number of migrants from Tunisia doubled from 25,000 to 50,000 from mid-2011 to mid-2012 with respect to averages recorded in previous years, more than half of whom were irregular migrants,⁵ bleak conditions in Egypt have caused a rise in risky migration, especially among UMCs. Since 2011, Egypt has the highest ratio of UMCs among irregular migrants reaching Europe. IOM research found that 85 per cent of all UMCs cited job opportunities as a driving force for irregular migration.⁶

To support ongoing transitions in Egypt and Tunisia amid difficult political and economic contexts, IOM conducted livelihood interventions under the framework of START to stabilize at-risk communities and mitigate the negative consequences of disrupted labour migration flows. In spite of repeated challenges faced and delays encountered due to five waves of internal restructuring in Egypt, which eventually split IOM's main government counterpart, the Ministry of Manpower and Emigration, into two separate ministries, IOM pursued alternative models of cooperation to allow activities to be realized. Through START, and in partnership with seven NGOs, one public-private partnership, four private sector organizations, and dozens of local institutions in both

1. World Bank Database, <http://data.worldbank.org/>.

2. "Migration of Tunisians to Libya: Dynamics, Challenges, and Prospects," IOM and AfDB 2012; Sanz, 2011.

3. World Bank Database, <http://data.worldbank.org/>.

4. Rocio Sanz, "Socio-economic Profile of Egyptian Migrants Returning from Libya due to the Crisis," IOM Egypt, August 2011, <http://goo.gl/00AHUp>.

5. "MPC Migration Profile: Tunisia," Migration Policy Centre, May 2013, http://www.migrationpolicycentre.eu/docs/migration_profiles/Tunisia.pdf.

6. Nils Feller, "Egyptian Unaccompanied Migrant Children: A Case Study on Irregular Migration," IOM Egypt, 2016, <https://goo.gl/qDEGx0>.

countries, IOM's achievements included but were not limited to the establishment of four employment offices in Egypt and support to the development of four migrant resource centres in Tunisia; the provision of training to over 2,800 beneficiaries resulting in more than 1,350 livelihood opportunities in Egypt and Tunisia; building

the local capacities of five NGOs across 12 different delegations in Tunisia; and the creation of Narwi, an online platform that will link Arab expatriate investors to local entrepreneurship initiatives.

RESOURCE CENTRES

In response to negative employment dynamics in governorates with high rates of labour migration to Libya, IOM Egypt created four Information, Counselling, and Referral Services (ICRS) offices in Menoufeya, Qalyoubia, Fayoum, and Sharkeya to improve youth employability through skills enhancement, job placement, and encouraging business start-ups. The two offices in Qalyoubia and Fayoum were established in November 2014 in collaboration with the former Ministry of Manpower and Emigration. While all four

offices were initially planned to be established in cooperation with the Government of Egypt, which would allow the institutionalisation of the ICRS model within the government's Public Employment Services Offices (PES), significant challenges in coordinating with government counterparts, including delays and an official request to suspend IOM activities in PES offices after June 2015, led IOM to pilot new forms of partnership for the other offices. In Menoufeya, IOM partnered with Menoufeya University officials to



A beneficiary fills out an application during an employment fair in Egypt © IOM

establish an ICRS office on campus, heralding a new model of flexible partnership that capitalizes on the university's reach among youth to target graduates as well as local community members. The fourth office was established within a local NGO initiative and inaugurated in December 2015 in cooperation with the National Employment Pact (NEP), a consortium of private companies focused on workforce development to meet the needs of the private sector, in response to a surge of returnees in Sharkeya after the beheading of 21 Egyptians in Libya by armed groups.

All ICRS offices were renovated, furnished, and equipped with the necessary amenities to provide career services, to address the lack of adequate facilities in PES offices that included functioning internet connections. ICRS office staff members also received a series of capacity building trainings to enhance their services to beneficiaries. In PES offices, IOM partner Nahdet el-Mahroussa, which also ran the Menoufeya ICRS office until university staff were hired and trained to take over, seconded two employment experts per PES office to provide on-the-job training and job-shadowing. Through a partnership with Microsoft, IOM delivered a Training of Trainers, which enhanced the reach of capacity-building activities by giving trainees the tools to become trainers themselves, for Menoufeya office staff on career counselling and job referral and orientation. NEP also provided full capacity-building trainings to staff in Sharkeya, including on-the-job training through a seconded expert and Training of Trainers on its match-making platform that links jobseekers and employers based on skills. In addition, START supported workshops in August and November

2014 to orient staff on the goals of the ICRS offices, build their capacity to provide career services, including career counselling and job scouting, referrals, and matching, and train them to use a beta-version of Forsa, a job-matching database created by IOM under START to link employment activities in PES offices.

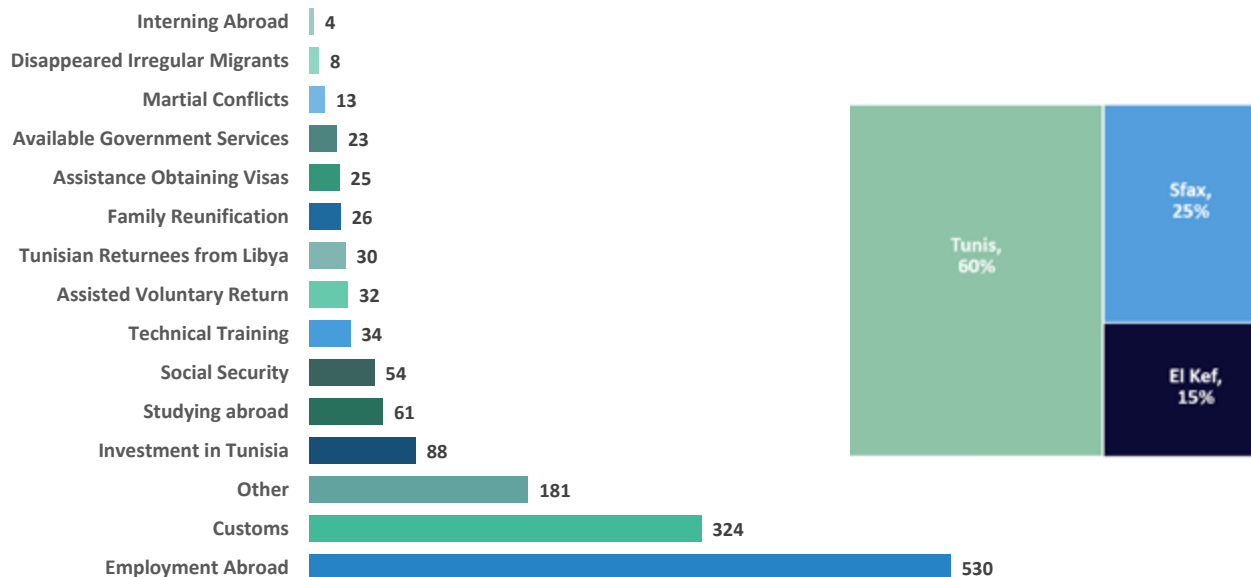
Despite the suspension of START activities in the PES offices in Fayoum and Qalyoubia, at least 1,700 individuals benefitted from career counselling services and more than 2,800 beneficiaries were referred to jobs or entrepreneurship paths in the framework of START. IOM also implemented sustainability plans for the Menoufeya and Sharkeya ICRS offices that included commercializing services in cooperation with the private sector to ensure their continued operation beyond the lifetime of START.

In Tunisia, START addressed the increasing incidence of irregular migration by furthering the development of four Migrant Resource Centres, which can act as a model for future interventions in Egypt. In addition to providing information for migrants, the centres, which are located in Sfax, El Kef, Medenine, and Tunis, promote legal channels of migration and act as a reliable source of information about migration to raise awareness of existing services and opportunities for returnees and those considering emigration. Based on the substantial demand for these services in Tunisia, where at least 1,433 individuals looked for information on emigration for education and employment opportunities abroad in 2014-2015, the fourth centre in Medenine was recently established.



Field visit to the Migrant Resource Centre in Tunis after the second interstate meeting ©IOM

Type of Assistance and Location of Services Provided by the Migrant Resource Centres



EMPLOYMENT INTERVENTIONS

After the suspension of activities with government counterparts in Egypt, IOM implemented livelihood activities with civil society and private sector partnerships. Due to difficulties establishing new relationships with NGO partners, IOM mobilized pre-existing partnerships with two NGOs and pursued alternative models of cooperation, including one private-public partnership and four private sector actors. Through these efforts, IOM administered sub-grants to seven partners under START to implement quick-impact livelihood activities in Menoufeya, Qalyoubia, and Fayoum, providing Egyptian youth, who face alarming levels of unemployment – which reached over 26 per cent in 2015 – with fair and decent employment opportunities as an alternative to irregular migration and assist at-risk communities with high numbers of returnees. Based on economic dynamics and priority sectors identified in two community forums held in January 2015, activities addressed obstacles to employment encountered by both blue-collar jobseekers, who are at a greater risk of irregular migration, and white-collar jobseekers, who face limited employment opportunities in the three governorates.

While START employment interventions in Egypt focused on quick-impact activities, IOM supported five NGO partners in Tunisia to improve the medium to long-term socio-economic prospects of marginalized communities with high numbers of returnees across four governorates. Designed to complement the Government of Tunisia's decentralization strategy by empowering local and regional authorities and reinforcing the reach of local institutions in their communities, the interventions took place in Siliana, El Kef, Kerouain, and Jendouba in vulnerable areas selected based on a

comprehensive needs assessment that also identified potential implementing partners and economic sectors of intervention. As high levels of unemployment, especially among youths (38%) and university graduates (62%), are linked to low rates of job creation and an overstretched public sector, the interventions were designed in coordination with the Government of Tunisia to boost the private sector. To encourage entrepreneurship and combat unemployment, IOM established micro-projects in agriculture, eco-tourism, and the production of artisanal goods and handicrafts through a range of activities including professional trainings, awareness raising on possible business opportunities, creation of linkages between beneficiaries and existing institutional structures, and in-kind grants for business development. To identify synergies with other local development projects across Tunisia, information about the initiatives was included on a START-supported online platform, StartTunisie (www.starttunisie.tn), which hosts information about more than 30 projects.



NGO partners in Tunisia participate in a capacity-building training ©IOM

In both countries, one of the challenges in implementing these activities was the limited technical capacity and experience of partners. In Egypt, delays in coordination with government officials limited the timeframe available for implementation, leading IOM to tailor interventions in close cooperation with partners to ensure that planned activities matched partner capacities. Although IOM provided continuous support to partners and extensive informal training on monitoring and evaluation, best practices and financial procedures, time constraints limited the organisation's ability to provide formal capacity-building activities and time to take stock of local communities and structures.

Partners in Tunisia, who were selected based on the quality of proposed interventions, were able to benefit from a longer timeframe in which they received capacity-building and proposal-development support. In partnership with the NGO Technical and Practical Assistance to Development, which specializes in coaching civil society organisations, IOM improved

partners' work plans, project management skills, and monitoring and evaluation practices based on needs assessments, bilateral meetings, and multiple visits conducted to project sites. By designing the overall action of their interventions with IOM support, the NGOs, four of which are based in Tunisia, increased their capacities and established new relationships with local authorities and communities, including local authorities, public sector actors, and other associations. While all partners in Tunisia reported that their capacities were greatly reinforced through their experiences under START, the complexity of the interventions and relative inexperience of partners still proved to be a barrier to achieving intended impact. Issues encountered ranged from a lack of follow-up with targeted beneficiaries to difficulties complying with required financial reporting, which caused delays that interfered with interventions relying on natural or tourism cycles.

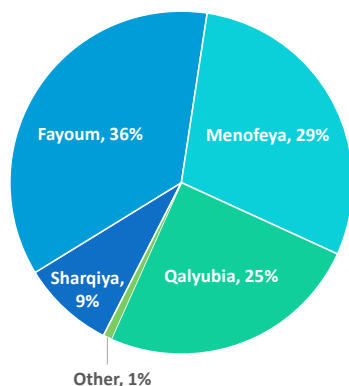
Over the course of livelihoods programming in Egypt, IOM constantly readapted the scope of its interventions



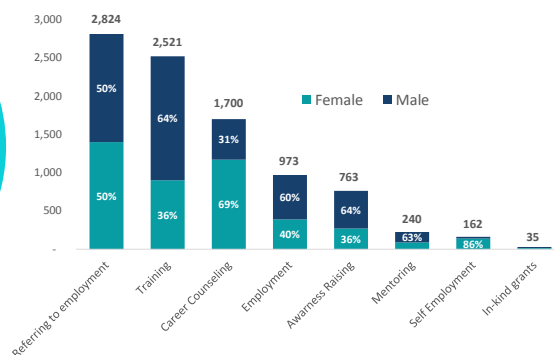
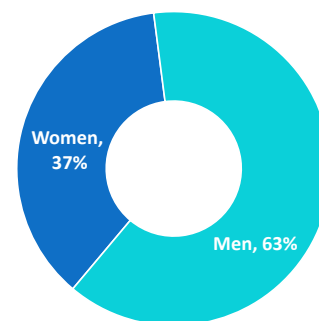
Beneficiaries of START community stabilization interventions in Tunisia tending their bees ©IOM

Livelihood Interventions in Egypt

Trainings by Governorate



Beneficiaries in Egypt by Gender



in response to challenges faced that allowed IOM to address a much greater range of employment barriers than initially planned. While activities began by focusing on the provision of soft-skills and technical trainings to increase beneficiaries' employability, a need for further outreach and awareness raising about existing employment opportunities led to a series of employment fairs across the three governorates. Further interventions were formulated to address a range of additional barriers to employment that IOM identified during START, including activities focused specifically on the blue-collar job market, which responds to the needs of most returnees or those especially at-risk of irregular migration; changing negative social perceptions surrounding blue-collar opportunities, which account for the majority of jobs available in Egypt; addressing problems stemming from the employer side that drive low retention rates; and providing opportunities for young entrepreneurs in light of low levels of white-collar opportunities.

Through this flexible approach, more than 2,500 beneficiaries in Egypt received soft-skills and technical

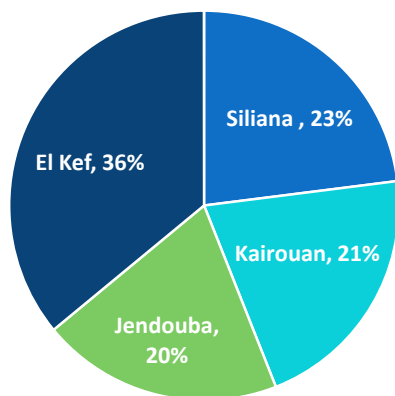
trainings based on labour market assessments, including mobile and computer maintenance, English language, candle production, and entrepreneurship trainings; six large employment fairs hosted over 2,790 jobseekers and over 70 employers, leading to more than 1,600 job interviews; over 760 youth and community members attended 39 awareness-raising sessions to address perceptions about blue-collar jobs that negatively impact employment, based on which a career development booklet targeting blue-collar workers was produced; 71 employers received work-ethic trainings to combat low placement and retention rates; and 240 young entrepreneurs received entrepreneurial training and mentoring, of whom more than 30 individuals received six in-kind grants to realize their business start-up ideas. As a result of these interventions, over 970 beneficiaries secured employment while 162 were self-employed of which 86 per cent were women as they face societal barriers to access the labour market. Based on feedback from partners, addressing negative perceptions about blue-collar opportunities and women joining the workforce, tailoring training packages more carefully to employer

needs, and obstacles to job retention on the employer side, including poor management and discriminatory practices, and unsafe working conditions, remain major obstacles that future activities should continue to address.

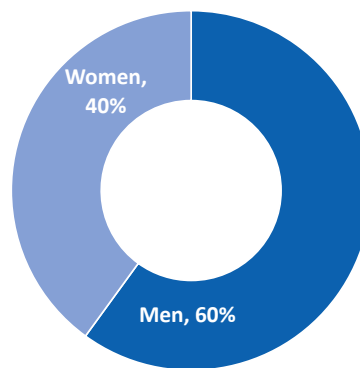
In Tunisia, a total of 220 direct employment opportunities were created under START through the support or establishment of 162 community projects, start-up businesses, or other small income generating activities, while a total of 315 beneficiaries received workforce development trainings. Specifically, the interventions created opportunities for small-scale honey, milk, and cheese producers who received cows, bees, and necessary production equipment. Amongst the beneficiaries, 31 entrepreneurs were trained and supported in preparing business plans to obtain micro-finance loans from state-run institutions to create economic activities such as textile and clothing, bakery, and handicrafts. In addition, nine young entrepreneurs

launched their business in eco-tourism and a social enterprise - Kolna Hirfa- was created to sell artisanal handicrafts and goods made by craftswomen from three governorates. The interventions highlighted the fact that partners with strong pre-existing connections in local communities generally obtained better results. The projects they designed carefully took into account the realities of the communities and designed more realistic interventions, and the strength of their relationships with local authorities and institutions helped facilitate any corollary administrative procedures, which proved to be a significant obstacle for some partners. As was the case in Egypt, a number of activities also lacked clear outreach strategies, including marketing for small businesses, which limited the potential impact of the interventions among the target beneficiaries. This further highlighted the need to formalize all partnerships and expectations made during interventions to ensure that common goals and objectives are defined.

Employment Interventions in Tunisia by Governorate



Beneficiaries of Employment Interventions by Gender





A beneficiary of START community stabilization intervention in Tunisia with the dairy cows provided to him ©IOM

LINKING MIGRATION AND DEVELOPMENT

In Egypt, high levels of youth unemployment are exacerbated by a lack of white-collar opportunities in the job market. While small business owners or aspiring local entrepreneurs in marginalized communities lack access to capital and funding to get their ideas off the ground, expatriates are often eager to invest back in their origin communities. To connect beneficiaries from destabilized communities in Egypt with local, regional, and expatriate-supported investment and sponsorship schemes, START supported the development of Narwi, a platform to promote job creation, entrepreneurship, access to capital and markets, and secure the participation and engagement of young people in economic and social development. Building off the momentum created by the new Ministry of State for Emigration and Expatriates' Affairs in Egypt, the website builds off of the proven power of crowd-funding to

promote micro-lending from Arab expatriates to micro-entrepreneurs. This likewise responds to a repeated challenge facing livelihood interventions due to a lack of micro-financing opportunities. Once publically available, Narwi will function on the basis of revolving donations, so that repaid loans will be channelled towards new youth development initiatives. After engaging with expatriate community members through a series of focus group discussions carried out in multiple communities raised the awareness of potential contributors, the platform will continue to be developed to maximize its full developmental potential and be promoted through sustained outreach campaigns under a different programme. It will also be expanded to include micro-lending possibilities for entrepreneurs in Lebanon, Jordan, Iraq, Yemen, and Somalia.



Officials from the Ministry of State for Emigration and Egyptian Expatriates' Affairs meet with IOM HQ during a visit to Geneva to meet Egyptian expatriates ©IOM

RECOMMENDATIONS

START provided valuable information on how to increase the impact of programming in areas of livelihood interventions to tackle long-standing barriers to employment and push factors for irregular migration, especially among youth. In both countries, a lack of decent employment opportunities posed challenges to countering the draw of the informal sector, where workers are uninsured and unprotected from exploitation. As a result, actions such as changing mentalities about available opportunities, including those that prevent women from working, stimulating the private sector, and addressing barriers on the employer's side are crucial components to future intervention. In addition, further recommendations and lessons learned include:

1. **Supporting further in-depth studies and labour market assessments.** In both countries, a lack of knowledge of local procedures or community dynamics proved to be a repeated challenge for programming. Taking the time to gather greater information on market dynamics prior to interventions could have increased the impact of activities. In Tunisia, for example, this may have averted difficulties caused by a national milk crisis or the lack of a market for the small businesses that were created. It is therefore recommended that all employment interventions prioritize working directly with local partners or include an “incubation” period, dedicated to making local connections, understanding local dynamics, and putting in motion carefully planned outreach strategies before activities are implemented. The “incubation” period will likewise allow clearer benchmarks and indicators to be established, and the development of any necessary project materials, including Arabic-language resources for blue-collar beneficiaries.

2. **Encouraging stronger coordination mechanisms among partners to share resources and identify possible synergies.** At a workshop attended by IOM's partners for Egypt-based interventions, the benefits of stronger coordination mechanisms throughout the timeframe of activities was highlighted. Partners emphasized that the creation of an online platform where they could share challenges, best practices, and tools such as training materials and outreach strategies, and mid-term evaluations conducted by IOM, would have allowed them to better adapt programming to improve outcomes. The platform should also merge multiple existing employer databases among the partners in an effort to share resources and avoid duplicating efforts. Likewise, while some complementary synergies were created among micro-projects, this could have been further developed through a mid-term evaluation or final workshop where partners shared their tools and experiences in Tunisia. Online platforms such as Forsa or StartTunisie should continue to be promoted and expanded as forums in which partners can collaborate to a greater degree.

3. **Providing career development services before youth enter the job market.** The ICRS office in Menoufeya provides direct access to youth and can be expanded as a channel through which young Egyptians, especially white-collar job seekers, can be trained to receive multiple skill sets appropriate to their talents before they graduate. Integrating career development services alongside degrees would also help students link their studies and career prospects more closely. Similar models can be replicated in Tunisia, which would give immediate access to a large number of youths facing unemployment given the country's high rates of unemployment among university graduates.

Programmes should also contain awareness-raising sessions on Labour Law in both countries that deter beneficiaries from entering the informal labour market, or provide pathways for regularization of informal businesses.

4. **Providing emigration services in Egypt to promote legal channels of migration.** Based on beneficiary feedback and the country's high rates of UMCs and other irregular migration, emigration appears to be the preferred option for many youth, even after they have benefitted from trainings or received employment. Promoting regular migration pathways in Egypt can be taken by transplanting the Migrant Resource Centre model in cooperation with the Ministry of State for Emigration and Egyptian Expatriates' Affairs, or further integrate it into existing services in ICRS offices in Menoufeya or Sharkeya. As was the case in Tunisia, where staff capacity was enhanced through trainings on legal migration and the prevention of trafficking, staff providing these services in Egypt should be trained in order to provide quality services.

5. **Addressing negative mentalities prior to other employment interventions.** As in Egypt, where negative perceptions about blue-collar employment created a significant obstacle for improving employment outcomes, partners repeatedly encountered challenges in sustaining youth involvement throughout interventions in Tunisia, where a strong preference for public sector employment remains a barrier to engaging youth with private sector initiatives. Awareness raising

focused on the private sector's opportunities and how to access entrepreneurial pathways offered by state institutions are one possible avenue for continuing such activities in both countries, and should be carefully linked to other employment interventions to maximize impact.

6. **Seeking continued cooperation with government counterparts.** Activities carried out in parallel with government structures institutionalize the results of interventions. This should be encouraged by maximizing inter-agency and donor cooperation and formulating common strategies to present government stakeholders with common goals that are coordinated through inter-agency working groups. In Tunisia, future programming should target institutional change that seeks to simplify procedures and raise awareness among government counterparts about how to better support and work with NGO partners undertaking small-business creation activities. ■



EUD Egypt, IOM meet with Minister of Manpower and Emigration ©IOM



An employer interviews a beneficiary at an employment fair in Egypt © IOM

THANKS to all our partners

EGYPT

Government Counterparts

Ministry of Foreign Affairs

Ministry of Interior

Ministry of Manpower (Formerly Ministry of Manpower and Emigration)

Ministry of State for Emigration and Egyptian Expatriates' Affairs (Formerly Ministry of Manpower and Emigration)

University of Menoufeya

Partners

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

Education for Employment | Egypt

El-Mahrousa Center for Socioeconomic Development (MCSD)

Innovety

Microsoft

Nahdet El Mahrousa

National Employment Pact (NEP)

Silatech

Tourism and Hotels Enterprise Training Partnership (TRADCOM & HOREST ETPs)

LIBYA

Government Counterparts

Ministry of Foreign Affairs

Ministry of Health

Ministry of Interior

Ministry of Justice

Ministry of Labour and Capacity Building

Department for Combating Illegal Migration

Partners

Ayadi Al-Khair Association

International Medical Corp

International Organization for Cooperation and Emergency Aid (IOCEA)

Libyan Red Crescent
Multakana Centre
Psychosocial Support team (PSS)
Shaik Tahir Azzawi Charity Organization (STACO)
Tamzeen

TUNISIA

Government Counterparts:

Ministry of Defense
Ministry of Development, Investment, and International Cooperation
Ministry of Equipment, Housing and Territory Planning
Ministry of Foreign Affairs
Ministry of Health
Ministry of Interior
Ministry of Social Affairs
Ministry of Vocational Training and Employment
Civil Protection
Department of Basic Healthcare
National Agency of Employment and Independent Work
Office National de la Famille et de la Population (ONFP)
Office of Tunisians Abroad
Tunisian Agency for Technical Cooperation
Tunisian Coast Guard

Partners

Afrique Intelligence
Association Amal
Association Beity
Association des Etudiants et Stagiaires Africains en Tunisie (AESAT)
Association des Ivoiriens Actifs de Tunisie (ASSIVAT)
Association tunisienne des droits de l'enfant (ATDDE)
Association Tunisienne des Ingénieurs Agronomes (ATIA)
L'Association Tunisienne de Lutte contre les Maladies Sexuellement Transmissibles et le Sida (ATL MST SIDA Tunis)
Avocats sans frontières
Caritas Tunisie
Croissant Rouge Tunisien
France Terre d'asile – section Tunisie – La Maison du droit et des migrations
Handicap International

Insaf el Kef (INSAF)

Kolna Tounes

Médecins du Monde

Médecins sans frontières

Nebrask

Observatoire des médias, du développement et des droits de l'Homme

Organisation Maghrébine des études et du développement des ressources humaines (OMEDRH)

Technical and Practical Assistance for Development

Tenmya 21

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ANNEX I: SAMPLE OF START COMMUNICATION MATERIALS

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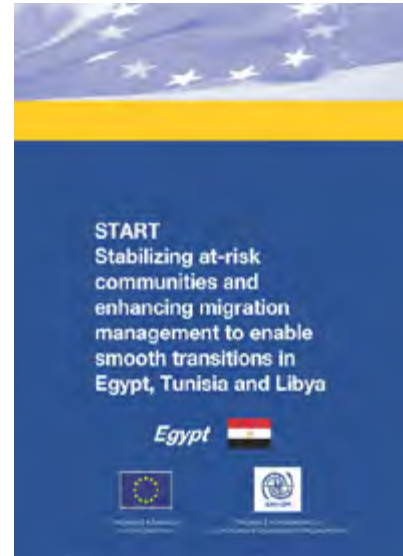
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START Regional Brochure



START Egypt Brochure



START Libya Brochure



START Tunisia Brochure

Stabilizing At-Risk Communities and Enhancing Migration Management to Enable Smooth Transitions in Egypt, Libya, and Tunisia (START)



International Organization for Migration
المنظمة الدولية للهجرة



European Union