



# MAPPING OF SERVICE PROVIDERS FOR THE REINTEGRATION OF MIGRANT WORKERS AND MEMBERS OF THEIR FAMILIES IN SOMALIA.

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# TABLE OF CONTENTS

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1. ACKNOWLEDGEMENTS.....	2
2. ACRONYMS.....	5
3. EXECUTIVE SUMMARY.....	7
4. INTRODUCTION .....	11
4.1. Regional Labour Migration Trends.....	13
4.2 Somalia Labour Migration Trends.....	14
4.3 Return and Reintegration Trends and Current Status.....	15
5. COUNTRY BACKGROUND -SOMALIA.....	16
6. METHODOLOGY .....	17
7. ASSESSMENT OBJECTIVES AND FOCUS .....	19
8. RISKS AND VULNERABILITIES OF MIGRANT WORKER RETURNEES AND MEMBERS OF THEIR FAMILIES.....	20
9. KEY PROCESSES AND SERVICES UPON RETURN AND REINTEGRATION.....	24
10. MAPPING OF GOVERNMENT AND OTHER STAKEHOLDERS INVOLVED IN SERVICE PROVISION FOR THE REINTEGRATION OF MIGRANT WORKERS .....	26
11. POLICIES AND LEGAL FRAMEWORKS ON LABOUR MIGRATION AND RETURN AND REINTEGRATION.....	38
12. CONCLUSION: KEY FINDINGS AND RECOMMENDATIONS .....	38
13. ANNEXES .....	42
Annex 1. Female Migrant Worker Returnees Biographic and Socio-Economic Data.....	42
Annex 2. Male Migrant Worker Returnees Biographic and Socio-Economic Data.....	43
Annex 3. Bibliography.....	44

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## 2.ACRONYMS

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AU	African Union
AMISOM	African Union Mission in Somalia
AVR	Assisted Voluntary Return
AVRR	Assisted Voluntary Return and Reintegration
BLA	Bilateral Labour Agreement
BLMA	Bilateral Labour Migration Agreement
BMM	Better Migration Management
BRMM	Better Regional Migration Management
CBO	Community Based Organization
CoD	Country of Destination
CoO	Country of Origin
CSO	Civil Society Organization
DTM	Displacement Tracking Matrix
EHoA	East and Horn of Africa
ER	Economic Reintegration
EU	European Union
EUTF	European Union Trust Fund
EU-IOM JI	EU-IOM Joint Initiative
FCDO	Foreign, Commonwealth and Development Office
FESTU	Federation of Somali Trade Unions
FGD	Focus Group Discussion
FGS	Federal Government of Somalia
GCC	Gulf Cooperation Council
GCM	Global Compact for Safe, Orderly and Regular Migration
IDF	IOM Development Fund
IDP	Internally Displaced Person
GDP	Gross Domestic Product
GoK	Government of Kenya
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organization
IND	Immigration and Naturalization Directorate
IO	International Organization
IOM	International Organization for Migration/The UN Migration Agency
JI	Joint Initiative
KII	Key Informant Interview
KSA	Kingdom of Saudi Arabia
LMHD	Labour Mobility and Human Development
MESAF	Ministry of Employment, Social Affairs and Family - Somaliland

MOECHE	Ministry of Education, Culture and Higher Education
MOFAIC	Ministry of Foreign Affairs and International Cooperation
MOH	Ministry of Health
MOIS	Ministry of Internal Security
MOLSA	Ministry of Labour and Social Affairs
MOU	Memorandum of Understanding
MRC	Migrant Response Centre
MRRC	National Migrant Reception and Reintegration Centre
MSMEs	Micro-, Small and Medium-Size Enterprises
MWHRD	Ministry of Women and Human Rights Development
NCM	National Coordination Mechanism
NGO	Non-Governmental Organization
NMRRRP	National Migrant Return, Readmission and Reintegration Policy
OSE	Special Envoy for Migration and Children's Rights
PRA	Private Recruitment Agency
RRTF	Return and Reintegration Task Force
RMFM	Regional Ministerial Forum on Migration
SOP	Standard Operating Procedure
TWG	Technical Working Group
UAE	United Arab Emirates
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
USA	United States of America
USD	United States dollar
VOT	Victim of Trafficking

### 3. EXECUTIVE SUMMARY

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The issue of migration and reintegration is becoming a priority for the Federal Government of Somalia (FGS). With the increase in migration flows over the past decade, return and reintegration is becoming an increasingly important issue with many Somalis returning back home to Somalia. The decision to return is often prompted by unforeseen hardships such as changes in government migration policies or the recent COVID-19 pandemic, discrimination, marginalization and lack of economic opportunities.<sup>1</sup> The COVID-19 pandemic has deeply affected the social and economic foundations of every country in the world, and Somalia is no exception. The immediate and adverse consequences of COVID-19 are being felt, especially by the most vulnerable groups, including migrant worker returnees, as many communities have been and still are living in poverty conditions.

This **Mapping of Service Providers for the Reintegration of Migrant Workers and Members of their Families in Somalia** is based on information collected from primary and secondary sources. Primary data collection was conducted using a Key Informant Interview (KII) Stakeholder Questionnaire targeting governmental, non-governmental and international organizations in Mogadishu, Somalia and a Focus Group Discussion (FGD) Questionnaire targeting returned male and female Somali migrant workers also located in Mogadishu, Somalia.

This report maps key governmental and non-governmental stakeholders involved in return and reintegration who were interviewed to gain an understanding of services available to migrant worker returnees as well as to understand the coordination and collaboration mechanisms during the return and reintegration phases. This report highlights the key role of governmental and non-governmental stakeholders in ensuring the safe and dignified return and reintegration of migrant workers.

This report provides an evidence base from separate male and female FGDs conducted to understand the key risks and vulnerabilities faced during their return and reintegration.<sup>2</sup> This report has compiled the key challenges, risks and vulnerabilities which surround migrant worker returnees in their pursuit of sustainable reintegration into their communities of origin.

A desktop review was conducted to review current policy and legal frameworks and coordination and collaboration mechanisms and to map key stakeholders involved in return and reintegration.

#### **Key Findings: Reintegration Mandates, Policies and Management**

- The FGS has **no official legislation, policies or mandate regarding reintegration of returned migrant workers in Somalia**. Therefore, it does not provide services for returning migrant workers and their integration in Somalia. However, there are some government institutions that provide services to the general Somali public, and returned migrant workers and their families can also benefit from them. For instance, the Ministry of Health provides access to health care and the Ministry of Education, Culture and Higher Education provides access to education.

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<sup>1</sup> Push-Pull Factors Influencing International Return Migration Intentions: A Systemic Literature Review, ResearchGate, School of International Studies, Universiti Utara Malaysia, Sintok, Malaysia, 2020.

<sup>2</sup> This Mapping of Service Providers for the Reintegration of Migrant Workers and Members of their Families in Somalia terms of reference provided for the mapping of existing service providers. Focus group discussions were added and conducted to build an evidence base to triangulate information and confirm if and which reintegration services were received.

- The FGS has **no system to identify potential migrant workers departing the country and returned migrant workers who have arrived in the country** regardless of whether they migrated regularly or irregularly.
- **No specific services for migrant worker returnees are provided.** However, government institutions that provide services to the general public with Somali nationality will provide the same services to Somali citizen migrant worker returnees and their families.
- There is a **lack of data collection, analysis, sharing and storage on returned migrant workers in Somalia. This confirms that there is no mechanism to manage and track returned migrant workers.**
- **There is no central coordinating mechanism to manage reintegration and coordinate reintegration services.** This indicates that there is a **lack of coordination among government ministries.**
- There are **no standard operating procedures (SOPs) on operationalizing reintegration.**

#### Key Findings: Government and Stakeholders

- There is **no whole-of-government or whole-of-stakeholders approach** as evidenced by information received during individual interviews with government and other entities.
  - **One government ministry coordinates with NGOs** for the provision of equipment and supplies.
  - **Two government ministries have established MOUs** on how to work together.
- There is **no mechanism to identify migrant worker returnees.**
- There is **no understanding about reintegration** and what it involves, among some entities.
- There is a **lack of an enabling legal and policy framework on reintegration.**
- There is a **lack of technical expertise on reintegration processes.**
- There is a **lack of a central coordination mechanism for collaboration, coordination, and information sharing with all government and other stakeholders and referral pathways.**
- There is **little, if any, information sharing between ministries.**
- There is a **lack of standard operating procedures (SOPs) on reintegration.**
- There is a **lack of resources: financial, human, operational.**
- There are **no migrant worker returnee programmes.**

#### Key Findings: Focus Group Discussions with Male and Female Migrant Worker Returnees:

- The participants want **employment, free education for their children, free medical care, entrepreneurship training.**
- **High stress levels** due to lack of employment, security, health and social status (1 widow) were reported.



- **General lack of social protection and support reported by the women and one widow.**
- **Nepotism is rampant.** Without personal connections, it is impossible to find a job.
- **Spousal and family tensions were reported** due to returning to Somalia from “a better life abroad to a more impoverished life”.

Key Recommendations from Focus Group Discussions with Male and Female Migrant Worker Returnees:

- Provide **return and reintegration screening and evaluation, assignment of a reintegration caseworker, counselling, planning, service coordination and support.**
- Establish **reintegration support groups for women and men.**
- Provide:
  - **Career evaluation and guidance services.**
  - **Job placement services.**
  - **Employment generation efforts.**
  - **Skills and job training.**
  - **Education** assistance.
  - **Financial** assistance.
  - **Psychosocial** assistance.
  - **Medical assistance.**

Key Recommendations: Government and Stakeholders

- **Establish a holistic, coordinated programme to support the return and reintegration of migrants.**
- **Create a legal framework on return and reintegration.**
- **Establish a framework for return and reintegration including SOPs, a referral pathway and a referral directory.**
- **Establish a community-level reintegration programme to address the drivers of irregular migration.**
- **Establish a self-sustainable internal reintegration programme that requires the utilization of best practices.**
- **Capacity-building for all stakeholders on return and reintegration to include technical and financial aspects.**
- **Establish a central coordination mechanism on return and reintegration.**

- **Promote collaboration and partnerships on return and reintegration.**

Final Mapping Recommendations:

- **Institute a Somali National Identification System** utilizing biometrics and issue identification cards. This will assist the FSG in identifying and tracking its citizenry and will support national development planning.
- **Registration of all Somali citizens, including migrant workers, residing and/or working outside of Somalia**, for whatever reason, should be required and implemented by Somali Embassies worldwide. By implementing this, the FSG will be able to track and monitor its citizens.
- **Registration of Somali migrant workers should be included in BLMAs or other labour migration agreements to add an extra “layer of protection” to Somali migrant workers residing and or working abroad.**
- **Data Management Governance System to be established** whereby access and input to be shared, per needs and requirements, by all return and reintegration stakeholders.
- **Develop a government-led Return and Reintegration Programme with resources** (financial, human, including return and reintegration subject matter experts, operational, etc.,) specifically targeted for migrant worker returnees.
- **Adopt the IOM Return and Reintegration Handbook in Somalia as a guide on return and reintegration best practices.**

## 4. INTRODUCTION

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In today's globalized world, labour mobility and labour migration are increasingly important policy issues. Economic hardship and geopolitical crises leading to the lack of decent work are resulting in growing and diverse migratory movements. In many economies, including emerging economies, ageing populations and declining labour forces are also contributing to the growing mobility of workers. Women are joining migration flows in growing numbers as independent workers, with important consequences for gender equality in countries of origin and destination alike.

The East and Horn of Africa (EHOA) region hosts seven of the fifteen top intra-African migration/mobility corridors: South Sudan to Uganda (900,000, no.2), Somalia to Kenya (485,000, no.6), Somalia to Ethiopia (467,000, no.7), South Sudan to Ethiopia (no.8) and Uganda to Kenya (no.13). Moreover, four of the ten countries on the continent with the largest number of immigrants (Uganda, Ethiopia, Kenya, South Sudan) are located in the EHOA.<sup>3</sup> East Africa is a large and dynamic market with close to 174 million people, the majority being youth and ready to enter the labour market or seek opportunities abroad due to increased unemployment in their countries of origin. Before COVID-19, the region's economies were on a steady growth pathway with Sudan, Ethiopia, Djibouti and Eritrea experiencing between 5 and 9 per cent GDP growth per annum. However, production, investment and trade were growing at an uneven pace depending on economic sectors, industries or geographic location. This continues to create incentives for populations from rural and less developed areas to seek livelihood opportunities in more advanced and vibrant urban economic zones – both within the region and outside of it.

In addition, the increased demand for traditionally female sectors of domestic work and other forms of care work has feminized EHOA migration as 50 per cent of international migrants from the EHOA are women.<sup>4</sup> This is reflected in return flows as well. While historically economic migration from Somalia and other African countries has been male- and youth-dominated, the United Nations Conference on Trade and Development (UNCTAD) reports that the number of women migrants in Africa increased in 2017, with women making up 47 per cent of migrants. At 50 per cent of the total migrants in Eastern Africa, the number of women moving out of Eastern Africa was higher compared to other regions on the continent. The rising number of women migrants within and outside the continent is partly influenced by increased job opportunities within Africa as well as in the Middle East and Eastern Asia, particularly in care work, domestic work and in the health sector.

Since the onset of the COVID-19-related economic slowdown, EHOA migrant workers have started to return, particularly from the Middle East and within the Intergovernmental Authority on Development (IGAD) region. Aside from migrant workers travelling through regular channels, there are undocumented migrant workers waiting to be returned. The EHOA governments are also receiving involuntary returns of those languishing in deportation centres and prisons. This requires expanding reintegration opportunities to enable returning migrants and intraregional migrant workers to explore pathways for regular migration and mobility within the EHOA region. Reintegration should follow a holistic approach to economic empowerment and reintegration by looking at returning migrants but also at specific groups that are inclined to potentially become

<sup>3</sup> UNCTAD (2018) Development in Africa Report 2018, Migration for Structural Transformation; [https://unctad.org/system/files/official-document/aldcafrica2018\\_en.pdf](https://unctad.org/system/files/official-document/aldcafrica2018_en.pdf)

<sup>4</sup> The World Bank Country Overview; <https://www.worldbank.org/en/region/afr> (Accessed 10 February 2022).

part of irregular flows. It is critical in the EHoA to ensure conditions are created at the local and regional levels conducive to productive and sustainable livelihoods which are in line with the provisions of the Global Compact for Migration (GCM) to “minimize the adverse drivers and structural factors that compel people to leave their country of origin and for the sustainability of reintegration efforts and the prevention of migration out of desperation”.

Better Regional Migration Management (BRMM) in East Africa is a programme implemented by IOM and funded by the UK’s Foreign, Commonwealth and Development Office (FCDO) to enhance labour migration governance and protection of migrant workers and their family members’ human, social and labour rights through intra- and interregional cooperation on a whole-of-government and whole-of-society approach, to support regional integration and facilitate mobility for transformative, inclusive and sustainable economic growth as well as youth and women empowerment.

The BRMM programme theory of change is described below:

***“IF** government labour migration national and regional policy frameworks improve by building the capacities of governments in a holistic joint, coordinated, whole-of-government approach to developing, adopting and implementing BLMAs and align BLMAs with international principles of ethical recruitment, migrants rights, labour and social standards, including through enhanced cooperation of consular services; **IF** the regional and nation policy improved frameworks move, in the long run, to regulation, enforcement and change on the ground for the benefit of all so no one is left behind; **IF** non-government stakeholders (civil society and by extension labour unions and migrants and migrant associations themselves, etc.) are fully engaged on a whole-of-society approach to have a lasting improvement in conditions for job seekers and migrant workers; **IF** employment conditions and recruitment are switched from a migrant abuse model towards one that is rooted in international ethical standards to support humane labour migration; **IF** government responses are built on evidence-based labour migration data analysis to ensure safe and orderly labour and dignified mobility of migrant workers and members of their families in the region and beyond;*

***THEN** labour migration and human mobility in the EHoA will transform, in the long run, from a currently risky and dangerous livelihood strategy to a safe and productive force, which brings benefits of regional cooperation and integration for sustainable and inclusive economic growth, youth and women empowerment.”*

The programme works at both the regional and national levels. At the regional level, IOM proposes to work with Regional Economic Communities (RECs) and their Member States through the Regional Ministerial Forum on Migration (RMFM) and its four Technical Working Groups (TWGs). At the national level, the programme will support Member States in enhancing their capacities in policy and practice leading to a greater impact and faster results, engaging local government and non-government partners, from the diaspora, private sector, and civil society.

The overarching goal is the strengthening of regional guidance and architecture to improve service provision to returned migrant workers for their sustainable reintegration as a tangible step towards effective implementation of the Global Compact for Safe, Orderly and Regular Migration (GCM), Sustainable Development Goals, African Union’s Vision 2063 and the Regional Ministerial Forum on Migration (RMFM) objectives and other relevant regional cooperation and development frameworks.

Conducting rapid assessments will feed into the programme on Better Regional Migration Management (BRMM), Labour Mobility and Regional Integration for Safe, Orderly and Humane Labour Migration in the East and Horn of Africa, East Africa Programme in the following way:

*Additional rapid assessments will build on and explore further the findings of the Rapid Assessment of Migrant Workers' Vulnerability in East and Horn of Africa: The Case of Ethiopia, Somalia and Djibouti – Research on Existing Vulnerabilities of EHoA Migrant Workers' Status and Rights in Destination Countries (Gulf Cooperation Council GCC)<sup>5</sup>, conducted from 1 August to 15 November 2020, with the financial support of BMM.*

#### 4.1. Regional Labour Migration Trends

Home to an estimated population of 331 million, of which 42 per cent are under the age of 15, the EHoA region hosted 6.2 million international migrants at mid-year 2020. With over 6.5 million internally displaced persons (IDPs) and more than 3.6 million refugees and asylum seekers recorded by the end of the year, countries in the EHoA have continued to experience significant levels of internal and cross-border mobility, although at a reduced pace. Mobility in the region is still triggered by a combination of persistent insecurity and conflict, harsh climatic shocks and conditions, in addition to socioeconomic drivers and more traditional seasonal factors, fuelling intra- and extraregional movements. These intertwined flows of IDPs, migrants and refugees are strongly influenced by historical and cultural links such as those tying similar communities separated by borders in the Horn of Africa and in the Great Lakes region, as well as by dynamics of labour supply and demand, locally and towards the Gulf countries. At the same time, the pandemic has also generated new trends, while exacerbating existing vulnerabilities of the most fragile population groups.<sup>6</sup>

EHoA citizens leave their countries to take up employment in foreign countries. About 3 million Kenyans, 2.5 million Ethiopians and 1 million Somalis live outside of their country. Most of the EHoA low-skilled men and women migrant workers were absorbed in both formal and informal jobs in the Gulf countries, although a significant portion of medium to highly skilled migrant workers took up short-term to long-term employment in the UK, USA, Canada and EU countries. The most significant destination in the GCC countries is Saudi Arabia, where primary categories of employment include cleaning, domestic work, agriculture, construction and related trades, manufacturing, and services. Most women from the EHoA remain employed as domestic workers in the GCC, with a small number also migrating to nearby Jordan, Lebanon, UAE, Kuwait, and Qatar to work in garment manufacturing. Because most of the EHoA migrant workers are relatively low-skilled, their vulnerability is further worsened by the lack of comprehensive medical cover and other benefits enjoyed by their expatriate counterparts. They also lack social safety nets both at destination and in communities of origin to fall back on when their employment or income-generating activities are disrupted.

Women migrant workers form a substantial share of the total migrant outflows from the EHoA region. This is reflected in return flows as well. Female domestic workers travel regularly or irregularly to different countries, particularly to the Middle Eastern countries, to obtain employment. An example is Somalia where low-skilled female workers travel to the Middle Eastern countries to work as domestic workers.

<sup>5</sup> Rapid Assessment of Migrant Workers' Vulnerability in East and Horn of Africa: The Case of Ethiopia, Somalia and Djibouti - Research on Existing Vulnerabilities of EHoA Migrant Workers' Status and Rights in Destination Countries (Gulf Cooperation Council, GCC), International Organization for Migration (IOM), Addisawot Arega and Piotr Kazmierkiewicz, November 2020.

<sup>6</sup> East and Horn of Africa – A Region on the Move – 2020 Mobility Overview in the East and Horn of Africa and the Arabian Peninsula, IOM Regional Office for East and Horn of Africa, IOM Displacement Tracking Matrix.



## 4.2 Somalia Labour Migration Trends

Somalia is a key country of origin for mixed migration in the Horn of Africa. Conflict, insecurity, poverty, and famine have led to massive emigration, especially over the last 20 years. Somalia is the fifth highest country of origin for the number of refugees in the world with more than a million Somali refugees residing in the Horn of Africa and Yemen (UNHCR, 2018a; 2018b). Somali labour migration takes place to neighbouring countries and South Africa, where Somalis often set up small businesses. Somali migrants also work as casual workers and domestic workers in the IGAD region and the Middle East. Return migration has increased in recent years as Somalia has become relatively more stable. The reintegration of returnees is challenged, however, by continuing insecurity, high levels of unemployment, environmental disasters, lack of basic services, and weak governance and rule of law. These factors have also contributed to significant internal displacement, and some returnees have become internally displaced upon their return to Somalia.

The countries currently hosting the largest populations of the Somali diaspora include Kenya and Ethiopia, both home to populations of around 500,000, and Yemen with 250,000. The USA, UK, Libya and Djibouti also host large populations. Migration from Somalia to non-EU countries has increased by around 53,000 migrants per year from 2005 to 2019.<sup>7</sup>

Somalia has a total land area of 637,657 square kilometres and a population of 11,031,386 people (CIA, 2018). More than half of the population lives in poverty, and the World Bank classifies Somalia as a low-income country (World Bank, 2018a; 2018b). Agriculture is the mainstay of the economy, with livestock accounting for approximately 40 per cent of gross domestic product (GDP) and more than 50 per cent of export earnings. A large part of the population are pastoralists. Remittances and telecommunications are further important contributors to the economy (CIA, 2018). Somalia received an estimated USD 1.4 billion in remittances in 2015, which contributed 23 per cent towards GDP (World Bank, 2016).

Remittances serve as a lifeline for many families in Somalia and in recent years have been facilitated by the widespread use of the Internet and mobile money transfers (Ridgwell, 2017). Somalia has a large diaspora, estimated to be around 1–1.5 million people, with the UK, the Netherlands, Norway, Sweden, the USA, Canada, Australia, and Malaysia hosting diaspora communities. The diaspora has strong ties with Somalia, and their remittances bolster education, health care, infrastructure, and private enterprise in Somalia (RMMS, 2016).<sup>8</sup>

Due to their geographic proximity and linguistic, religious, political and cultural ties, the GCC countries have grown in popularity as destination countries for Somali migrants. There is little formal data on the scale of the Somali migrant population in the Gulf. However, the United Arab Emirates (UAE), the Kingdom of Saudi Arabia (KSA), Qatar, Kuwait and Bahrain are thought to be top non-European host countries for the Somali diaspora. In 2017, most Somali migrant workers worked in the UAE.<sup>9</sup>

At the same time, Somalia hosts refugees and asylum seekers, mostly from the Horn of Africa region and Yemen. While insecurity curtails labour migration to Somalia, international aid agencies and the African Union Mission in Somalia (AMISOM) have brought an influx of migrant

<sup>7</sup> Harmonization of Orientation Programs in EHOA Countries (IOM-SH), Somalia Country Profile, Samuel Hall.

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

workers. In addition, migrants from the IGAD region and the Middle East work in the hospitality, IT, and construction sectors, and also as domestic workers, teachers, and doctors.<sup>10</sup>

### 4.3 Return and Reintegration Trends and Current Status

The COVID-19 pandemic has caused a large-scale return of migrants to their countries of origin and stranded millions of others abroad. The combined pressures of the pandemic and the resulting global recession have created an extraordinarily complex policy environment for return, reception, and reintegration. The need for international cooperation on return and reintegration was recognized and incorporated into the Global Compact for Safe, Orderly, and Regular Migration, adopted in December 2018. But scarcely more than a year later, the spread of COVID-19 to countries around the world prompted uncoordinated border closures and travel restrictions while at the same time many migrants were compelled to leave their jobs and often the countries in which they were living. Many were stranded in destination countries and needed help to get home and basic assistance to help them get by. And while some countries of destination initially suspended forced removals, others did not, exerting further pressure on countries of origin and jeopardizing international cooperation in this field. The reception of those migrants who have been able to return has posed a daunting challenge to countries of origin. In many of them, a lack of basic data on the number of migrants abroad as well as their locations and circumstances has made planning difficult. That, along with resource constraints and limited administrative capacity, has inhibited a coherent response to the needs of returnees. Few countries of origin, for example, had adequate quarantine facilities for returning migrants, and the COVID-19 crisis demonstrated the importance of both improving monitoring of returns and ensuring appropriate reception conditions. Some of the investments that have been made during this pandemic could pave the way for more solid reception systems in countries of origin.<sup>11</sup>

Efforts to reintegrate returning migrants into local communities at the time of the pandemic and the economic crisis have had to combine emergency measures for impoverished returnees with longer-term programmes to re-establish livelihoods. The challenges posed by a lack of local job opportunities have been compounded by the loss of migrants' remittances, which provide essential support to migrant households. Many humanitarian and development agencies have reallocated funds to support COVID-19 responses, including reintegration efforts.<sup>12</sup>

While the challenges ahead are daunting, some innovations have been born of the necessity to adjust programmes to the realities of the pandemic. Examples include online training for returnees and efforts to reopen legal migration pathways in a way that is better managed and more respectful of workers' rights. The experience of the pandemic highlights the need for countries of destination as well as countries of origin to be better prepared for disruptions of migration patterns. Lessons for contingency planning can be learnt from earlier disruptions, such as the flight of migrants from Libya in 2011, which led to the adoption of the Migrants in Countries in Crisis Guidelines. Other guidance, for example on common standards for pre-departure health screenings, emergency repatriation, or the strengthening of reception systems, could be enhanced.<sup>13</sup>

The combination of large-scale returns and widespread recession should point reintegration programmes toward the development potential of returning migrants. Investments in asset-

10 An Assessment of Labour Migration and Mobility Governance in the IGAD Region: Country Report for Somalia, FMPT – Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility, International Labour Organization, 2020.

11 Rewiring Migrant Returns and Reintegration after the COVID-19 Shock, Migration Policy Institute, February 2021.

12 Ibid.

13 Rewiring Migrant Returns and Reintegration after the COVID-19 Shock, Migration Policy Institute, February 2021.

building, skills training and entrepreneurship may position battered economies for rebound when the emergency phase of the pandemic is over. Eventually, international migration will be revived and so, paradoxically, the reintegration experience should also prepare people to take advantage of future opportunities to move. A broader conception of reintegration is needed that focuses not only on individual returnees but also on the reintegration of their communities and countries into a healthy global economy and society.<sup>14</sup>

## 5. COUNTRY BACKGROUND - SOMALIA

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Ancient Egypt trade expeditions along the north-eastern coast of Africa — including today's Eritrea, Djibouti, and Somalia — occurred at various times between the 25<sup>th</sup> and 12<sup>th</sup> centuries B.C. Between A.D. 800 and A.D. 1100, immigrant Muslim Arabs and Persians set up coastal trading posts along the Gulf of Aden and the Indian Ocean, solidifying Somalia's close trading relationship with the Arab Peninsula. In the late 19<sup>th</sup> century, Britain and Italy established colonies in the Somali Peninsula, where they remained until 1960, when British Somaliland gained independence and joined with Italian Somaliland to form the Republic of Somalia. The country functioned as a parliamentary democracy until 1969, when General Mohamed Siad Barre took control in a coup, beginning a 22-year authoritarian socialist dictatorship. In an effort to centralize power, Siad Barre called for the eradication of the clan, the key cultural and social organizing principle in Somali society. Resistance to Siad Barre's socialist leadership, which was causing a rapid deterioration of the country, prompted allied clan militias to overthrow Siad Barre in early 1991, resulting in state collapse. Subsequent fighting between rival clans for resources and territory overwhelmed the country, resulting in a man-made famine and prompting international intervention. Beginning in 1993, the UN spearheaded a humanitarian mission supported by international forces, but the international community largely withdrew by 1995 following Black Hawk Down — an incident in which two American Sikorsky UH-60 Black Hawk helicopters were shot down in Mogadishu, killing 21 international forces and wounding 82.<sup>15</sup>

International peace conferences in the 2000s resulted in a number of transitional governments that operated outside of Somalia. Left largely to themselves, Somalis in the country established alternative governance structures; some areas formed their own administrations, such as Somaliland and Puntland, while others developed localized institutions. Many local populations turned to using Sharia courts, an Islamic judicial system that implements religious law. Several of these courts came together in 2006 to form the Islamic Courts Union (ICU). The ICU established order in many areas of central and southern Somalia, including Mogadishu, but was forced out when Ethiopia intervened militarily in December 2006 on behalf of the Somali Transitional Federal Government (TFG). While the TFG settled in the capital, the ICU fled to rural areas or from Somalia altogether, re-emerging less than a year later as the Islamic insurgent and terrorist movement Al-Shabaab, which is still active today. In January 2007, the African Union (AU) established the AU Mission in Somalia (AMISOM) peacekeeping force, which allowed Ethiopia to withdraw its forces, took over security responsibility for the country, and gave the TFG space to develop Somalia's new government. By 2012, Somali powerbrokers agreed on a provisional constitution with a loose federal structure and established the central government in Mogadishu. Since then, four interim regional administrations have been established and there have been two presidential elections. However, significant and fundamental governance and security problems remain.<sup>16</sup>

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<sup>14</sup> Ibid.

<sup>15</sup> Somalia - The World Factbook, Central Intelligence Agency Website, April 12, 2022.

<sup>16</sup> Ibid.

## 6. METHODOLOGY

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This **Mapping of Service Providers for the Reintegration of Migrant Workers and Members of their Families in Somalia** is based on primary data collected from the field and secondary data obtained from various information sources. Data was collected using the qualitative method.

Data was obtained via a desk review of relevant documents and key informant interviews (KIIs) with government and other stakeholders who were identified as subject matter experts on labour migration and return and reintegration.

A field visit to Mogadishu, Somalia, a region known for hosting high numbers of returning migrant workers and their families, was conducted on 23–30 January 2022 to identify and map current return and reintegration service providers. Ten government and stakeholder KIIs were conducted in person with representatives from various government ministries, civil society organizations and an international organization. Two focus group discussions (FGDs) in one male group (3 migrant worker returnees) and one female group (4 migrant worker returnees) were scheduled and conducted in person to provide an evidence base for information. Male and female FGDs were conducted separately to ensure that both male and female migrant worker returnees would comfortably and safely share their first-hand knowledge and experience on their return and reintegration, with special emphasis on the female migrant worker returnees contributing to a gender perspective.

One KII took place later in-person in Nairobi, Kenya, on 4 February 2022. In total, 11 key informants representing the Government and stakeholders were interviewed.

Data collection methodology included the design of 3 questionnaires. For government and other stakeholders, a Mapping of Services for the Return and Reintegration of Migrant Workers and Members of their Families in their Country of Origin – Service Provider Questionnaire and a Government and Stakeholder Interview Questionnaire were used. For each FGD, a Mapping of Service Providers for the Reintegration of Migrant Workers in Somalia – Focus Group Discussion Guiding Questionnaire was used. Collected data was analysed qualitatively.

Due to mandated COVID-19 health and safety procedures, all in-person interviewees were required to sanitize their hands, wear face masks and follow social distancing protocols. Data consent forms were presented in English. When required, the data consent form was reviewed and verbally translated into the Somali language, with the assistance of a Somali/English interpreter, highlighting IOM data collection protection and privacy protocols.

At the request of the IOM Regional Office, IOM Somalia identified and assigned a former IOM Somalia Labour Mobility and Human Development (LMHD) employee, currently under contract with the Somali Ministry of Labour and Social Affairs (MOLSA), as a focal point person to assist in the scheduling of interviews with key stakeholders and returned migrant workers and to provide overall coordination and facilitation throughout the primary data collection. In addition to primary data collection, secondary sources, including available legal and policy frameworks, as well other documents, were used to inform the report. The actual data collection was undertaken by the lead consultant.

## Government and Stakeholder KIs and FGDs:

### Mogadishu, Somalia

- Ten government and stakeholder KIs were scheduled and conducted in person with representatives from the following entities:
  - Ministry of Foreign Affairs and International Cooperation (MOFAIC)
  - Ministry of Labour and Social Affairs (MOLSA)
  - Ministry of Health (MOH)
  - Ministry of Education, Culture and Higher Education (MOECHE)
  - Ministry of Women and Human Rights Development (MWHRD)
  - Ministry of Internal Security (MOIS)
  - Immigration and Naturalization Directorate (IND)
  - Federation of Somali Trade Unions (FESTU)
  - Somali Chamber of Commerce (private recruitment agency)
  - International Organization for Migration, IOM Somalia
- Two FGDs, one for male migrant worker returnees (3 participants) and one for female migrant worker returnees (4 participants), were scheduled and conducted in person. (See Point 8 below on Assessment Limitations).

### Nairobi, Kenya

- One government stakeholder KI was scheduled and conducted in person with:
  - Special Envoy for Migration and Children's Rights (OSE)

A total of 11 government and stakeholder entities were interviewed.

Despite the low number of returned migrant workers who participated in FGDs, it was possible to integrate KI government and stakeholder responses and FGD findings into this report.

Mapping of Service Providers for the Reintegration of Returned Migrant Workers and Members of their Families in Somalia Validation Exercise.

A validation exercise on the key findings and recommendations of the Mapping of Service Providers for the Reintegration of Returned Migrant Workers and Members of their Families in Somalia was conducted in Mogadishu, Somalia on 29 January 2022. As a rule, validation exercises are scheduled and conducted after a preliminary draft report is written to include any stakeholder feedback in the final report. Due to logistics and security issues as described in Point 8 Assessment Limitations below, the validation presentation for Mapping of Service Providers was scheduled prior to the departure of the research consultants.

Of the 10 government and other stakeholder representatives interviewed in Mogadishu from between 23 and 27 January 2022, the following 5 attended the validation exercise: two representatives from the Ministry of Labour and Social Affairs (MOLSA), 1 representative from the Federation of Somali Trade Unions (FESTU), 1 representative from the Ministry of Education, Culture and Higher Education (MOECHE) and 1 representative from the Immigration and Naturalization Directorate (IND).



A PowerPoint presentation was prepared and presented to all validation attendees. The presentation included preliminary key findings and recommendations (see Point 13 Key Findings and Recommendations). At the end of the presentation, the attendees had an opportunity to provide comments, suggestions or other inputs. No discussion ensued. Therefore, the preliminary key findings were not opposed.

## 7. ASSESSMENT OBJECTIVES AND FOCUS

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The overall purpose of conducting the **Mapping of Service Providers for the Reintegration of Migrant Workers and Members of their Families in Somalia** is to contribute to bringing positive change for the economic empowerment and sustainable reintegration of returned migrant workers and members of their families by providing detailed data on existing service providers and to ascertain if returned migrant workers were able to access existing services. Specific objectives of the mapping are:

- To conduct mapping of existing services provided by key government and non-government stakeholders for the reintegration of migrant workers and their family members (Government, non-governmental organizations, civil society organizations, international organizations, UN agencies, etc.).
- To develop recommendations to enhance existing return and reintegration frameworks and standard operating procedures (SOPs) based on the results of the mapping exercise.
- To present the result of the mapping and its recommendations to members of existing referral mechanisms (which includes key reintegration service providers) to endorse its recommendations.

Based on the findings, recommendations are provided to enhance the service provision for the sustainable return and reintegration of returned migrant workers and inform the design of support measures and programming.

### Assessment Limitations

- **Field Trip on the Mapping of Existing Service Providers for the Reintegration of Migrant Worker Returnees and Members of their Families to Somalia:** The field trip (23–30 January 2022) was brief due to other scheduled rapid assessments and mapping commitments for the Foreign, Commonwealth and Development (FCDO) pilot programme.
- **Security and Airport Zone Access:** Due to ongoing security issues in Mogadishu, anyone required to access the Airport Zone must undergo screening at specific Airport Zone access points. At times, due to daily, spontaneous security incidents and alerts, scheduled key informant interviews were delayed or postponed.
- **Scheduling and Rescheduling of Government Stakeholder KIs:** Last minute cancellations of some key informant government stakeholders occurred due to work and/or security-related obligations which required last minute rescheduling of KIs to another day. This caused a significant time and work crunch in an already abbreviated field trip.
- **Scheduling of Male and Female Migrant Worker Returnees for FGDs:** Although it was recommended to conduct male and female FGDs with 6–8 participants each, only 3 male and 4 female migrant worker returnees participated in a male or female FGD. Issues encountered included difficulties in identifying migrant worker returnees able to participate,

communications, scheduling, last minute cancellation of an FGD male migrant worker returnee participant due to a family emergency, transportation and security-related access procedures in the Airport Zone area.

- **Language Barrier:** Most of the KIIs with government and other stakeholders were conducted with stand-by participation of an interpreter fluent in both English and Somali. KII and FGD conversations were conducted with the full participation of an interpreter fluent in both English and Somali. Questionnaires were created in English and verbally translated into the Somali language by the interpreter during the interviews or FGDs. The lead consultant or her designee recorded the interpreter's responses in English. There is a possibility that a quality-of-data loss in translating the questions from English to Somali and translating responses from Somali to English may have occurred. Therefore, a quality-of-data loss in verbal translation cannot be ruled out.
- **Validation Exercise of the Mapping of Existing Service Providers for the Reintegration of Migrant Worker Returnees and Members their Families in Somalia:** Usually validation exercises are conducted after a draft report is written. However, due to security issues, preparatory logistics involved in travel to Somalia and other rapid assessment and mapping exercises' scheduling commitments, the decision to conduct a validation exercise on the last day of the field trip was made. Therefore, on Saturday, 29 January 2022, all government and other stakeholders were invited to a Validation Presentation on the Mapping of Existing Service Providers for the Reintegration of Migrant Worker Returnees and Members of their Families in Somalia.

Although the assessment limitations impacted the already brief 8 days of this field trip (5.5 days of active data gathering, 1 no-work Friday as Fridays are not working days in Somalia, 1.5 consultant travel days and 2-day delay in the arrival of a support consultant), all efforts to accommodate every government representative, stakeholder or FGD migrant worker returnee participant, despite interview cancellation, postponement, delay and/or rescheduling to another day, were made in the interest of completing this mapping assessment during this field trip. Extra hours were worked, data collation and analyses were completed every evening culminating in a successful validation exercise presentation of the key findings and recommendations of the Mapping of Existing Service Providers for the Reintegration of Migrant Worker Returnees and Their Families in Somalia.

## 8. RISKS AND VULNERABILITIES OF MIGRANT WORKER RETURNEES AND MEMBERS OF THEIR FAMILIES:

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**Female Migrant Worker Returnees and Members of their Families: Findings of the Female Focus Group Discussion – See Annex 1**

**FGD with Female Migrant Worker Returnees from Djibouti, Kenya and Saudi Arabia:**

This FGD was conducted as part of the Mapping of Service Providers for the Reintegration

of Migrant Workers in Somalia to provide an evidence base of services required or received. Four female migrant worker returnees were invited and participated. The women shared their stories of departure from Somalia to their return to Somalia from Saudi Arabia, Kenya or Djibouti.

All 4 FGD female migrant worker returnees reside in the greater Mogadishu area. Their ages range from 22 to 40 years indicating that all are in their prime productive employment age and can contribute positively to the socioeconomic status of their area and beyond. Regarding marital status, 2 are single, 1 is married and 1 is widowed. Two women have children. Numbers of household members range from 5 to 9 people. The number of breadwinners in each household is 1. For the interviewed, the time spent out of Somalia occurred between 2008 and 2020, with 2 to 8 years spent abroad. Prior to migration, 2 women had businesses, 1 was a student and 1 was unemployed. As of January 2022, 2 are intermittently/casually employed, 1 has her own business and 1 is unemployed.

Returnee #1 had originally been employed as a domestic worker in Saudi Arabia but later worked casually as a vegetable vendor. Returnee #2 was a student and later worked in banking in Kenya. Returnee #3 did not work in Kenya. Returnee #4 operated a clothing business in a market in Djibouti.

FGD Findings on Female Migrant Worker Returnees' Protection Needs, Risks and Vulnerabilities:

**Facilitating Return:** Returnee #1 was deported back to Somalia from Saudi Arabia due to her illegal status. The Government of Somalia facilitated her and her family's return. Returnees #2 and #3 were voluntarily repatriated from Hagadera Refugee Camp in Kenya back to Somalia. Returnee #4, a widow, fled Djibouti with her family on her own due to perceived threats and discrimination at her market workplace.

**Return and Reintegration Assistance:** All claimed that no return or reintegration assistance was offered nor received during their return and reintegration period.

**Security Issues:** The FGD participants were clearly concerned about security within Somalia. Some mentioned that they felt safer while abroad. All agreed that the current security situation is stressful.

**Family Issues:** One returnee stated that since her father passed away in mid-2019, the family was still in mourning. Her mother was taking care of the grandmother and could do no more. The family composition had changed. She went on further to state that she knew no one in Somalia and did not know how things are done in Somalia nor how to take care of things, i.e., administrative matters.

Another returnee is a widow. There is no formal provision for care of widows and their children. Due to this status, her children are considered "orphans" in Somali society. All are dependent on her for rent, food and money. She works hard, gets up at 4 am to prepare her children and is stressed.

**Financial Issues:** The FGD participants who have children stated that they cannot pay rent or school fees. None of the FGD participants indicated that they managed to save any of their earnings from their migration abroad for future expenses for their return and reintegration in Somalia.

**Medical care:** One returnee mentioned that she "forgot" about herself during the stressful return and reintegration period to the extent that she now suffers from eye/vision issues. A discussion ensued about the few available public medical services. Some mentioned that

public hospitals do not give free services. Doctors will write prescriptions or give medications based on the amount of money one has with them. If someone has the resources, s/he can seek private medical services.

**Psychosocial Issues:** The feeling of stress was common to all participants. Some mentioned that they would like to leave Somalia to alleviate their stress indicating that they felt safer abroad than in Somalia. Some have not paid attention to themselves to find ways to alleviate their stress. One returnee mentioned that her children are discriminated against by other children since they are “newcomers” to the neighbourhood they resettled in.

**Job Placement:** There was a consensus that getting a job to support oneself and one's family is the only solution to their economic problems. One returnee who is educated and has a work record applied for several full-time jobs but did not receive even one positive response. One frustrated returnee was fired from her part-time teaching job for asking her students for their homework. It was mentioned that nepotism is a big problem. Employers do not want to hire people they do not know. Returnees may have skills and have a work record but still cannot find work. The female migrant worker FGD participants stated that they have skills in domestic cleaning, teaching, cashiering and business as a clothing vendor. There is “survey work” which, as one returnee stated, “serves the interests of others”. She compared this FGD questionnaire to another survey.

**Support the female migrant worker returnees want to ensure their sustainable reintegration:** The women responded that they want jobs/employment, job placement services, assistance in creating a business plan to set up a business, free education for children, reintegration or casework counsellor for counselling and planning, establishment of a women's migrant worker returnee group, i.e. support group, cultural and business orientation in the Somali context and, in general, all possible reintegration assistance and support to ensure successful and sustainable reintegration in Somalia.

**This female FGD specifically requested assistance to establish a women's group for the purpose of helping themselves and others reintegrate.** Furthermore, the women would like to raise awareness of their experiences (i.e., living in Saudi Arabia, sister being stuck at the border of Yemen and Saudi Arabia for 3 months, life in a Kenya Refugee Camp) and to share them with others.

The above findings indicate that most of the female returned migrant workers' requirements during the reintegration process are related to economic integration, psychological and social reintegration demands. Based on the responses collected from the returnees, lack of livelihood options and/or employment opportunities are the main drivers for remigration.

### **Male Migrant Worker Returnees and Members of their Families: Findings of the Male Focus Group Discussion<sup>17</sup> – See Annex 2**

#### **FGD with Male Migrant Worker Returnees from Djibouti and Kenya:**

This FGD was conducted as part of the Mapping of Service Providers for the Reintegration of Migrant Workers in Somalia to provide an evidence base of services required or received. Four males were invited but only 3 of them participated. The 4<sup>th</sup> male was unable to participate due to a last-minute family emergency. The 3 men shared their stories of departure from Somalia to their return from Kenya or Djibouti.

<sup>17</sup> The FGD for male migrant worker returnees was facilitated by a pre-identified Somali male fluent in Somali and conversant in English. Although the Mapping of Service Providers for the Reintegration of Migrant Workers in Somalia - Focus Group Discussion Guiding Questionnaire was provided for the purpose of recording responses, the responses were not recorded per returnee.

The returnee from Kenya entered Kenya illegally. He worked as a driver but could not obtain a driver's licence. Therefore, his dream of working in Kenya was not attainable and he decided to return to Somalia by his own means.

The 2 returnees from Djibouti operated clothing and/or trading businesses. One of the 2 was a businessman who sold clothing and other goods supplying Djibouti's cities and beyond Djibouti's borders. Both of their businesses were "destroyed" by the government. Due to changes in local laws, they were unable to remain in Djibouti and both returned to Somalia utilizing their own means.

**Facilitating Return:** All 3 male migrant workers returned to Somalia by road using their own means. Two of the 3 who travelled from Djibouti to Mogadishu by road took weeks to get to Mogadishu. As they travelled from the northern part of the country heading towards Mogadishu in South Central Somalia, they experienced insecurity and extortion from illegal roadblocks and militia groups demanding fees. They were rained upon and at times starved. The 3<sup>rd</sup> FGD male migrant worker returnee travelled from Kenya to Mogadishu by road. His trip was smoother and shorter since Kenya is closer. One of the FGD respondents stated that he incurred debt since he had to borrow money to buy air tickets for his wife and children to fly from Djibouti to Mogadishu. Upon arrival, none of them had a job or any source of income.

**Return and Reintegration Assistance:** One of the male migrant worker returnees reported that his family supported him by offering accommodation to his 5 children and wife. However, no other support was provided to him. Another returnee stated that his family was dependent on him and he was now a burden to his family and is depressed. All 3 FGD participants claimed that no governmental or non-governmental return or reintegration assistance was offered nor received during their return and reintegration period.

**Security Issues:** All claimed that they have security fears due to societal assumptions and expectations that anyone returning from abroad returns with money. Since groups such as Al-Shabaab ask for "taxation" monies, they feel they are in danger if they do not pay.

**Family Issues:** All 3 male migrant worker returnees agreed that their lives are disrupted and that they need to manage the expectations of their families and friends. All 3 confessed that they migrated for economic reasons to better provide for their families but now they are unemployed. The two male migrant worker returnees from Djibouti stated that they used to support their families because they each had a successful business. However, their circumstances became difficult due to changes in government regulations and hostility from the local community. All the returnees have children, wives, parents and siblings who are dependent on them. One returnee reported that he has 5 children who are not going to school because he cannot afford to educate them (e.g., pay for school fees). Currently, all 3 FGD male migrant worker returnees try to provide for their families by doing casual work in the market. However, their incomes are not sufficient to cater for their dependents.

**Financial Issues:** All agreed on their lack of economic "well-being" (e.g., financial security). The male migrant returnee from Kenya stated that he was not able to get a job in Kenya due to lack of documentation; this is why he returned to Somalia. One of the male migrant returnees from Djibouti stated that he had some small savings all of which he used to purchase air tickets for his wife and 5 children from Djibouti to Mogadishu.

**Medical care:** All male migrant worker returnees agreed that there is a lack of free medical care. All stated that their families did not receive any medical care when needed because they could not afford to pay.



**Psychosocial Issues:** There was a consensus of feelings of discouragement and lack of well-being.

**Job Placement:** All agreed that “jobs are not equal and fair”.<sup>18</sup> In addition, all claimed that despite their experience and qualifications, they are unable to find suitable employment because the system is based on nepotism.

**When asked what they want during their reintegration period, the male migrant worker returnees stated the following:**

- Jobs
- Investment advice
- Entrepreneurship training
- Education
- Shelter
- Medical care

**Voices of Male Migrant Worker Returnee FGD Participants:**

- Social Integration: Because we are returning to Somalia, we need to adapt to the society. Therefore, we need “general integration”.
- Children’s Education: We need children’s education because “we have families”.
- Psychosocial Care: Counselling
- Job Creation: Shopkeeper, Driver
- Medical/Health care

## 9. KEY PROCESSES AND SERVICES UPON RETURN AND REINTEGRATION

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In some countries, upon return, migrant workers begin to receive short- and long-term services from governmental and non-governmental organizations, beginning with their arrival at the airport followed by transit centre accommodation and services and finally, return to their families and communities.

**Return Services (Day 1 of the migrant worker’s arrival up to Day 30):** The first 30 days after arrival are critical. Success during the return stage will determine the success of reintegration once the migrants return to their families and communities.

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<sup>18</sup> This assumption appears to imply that finding good jobs are not based on a fair and competitive playing field.

**Reintegration Services (Month 2 to 1+ year from the migrant worker's arrival):** In some countries, once migrant returnees arrive back in their communities, there is a variety of means and ways in which reintegration assistance can be provided at the individual,<sup>19</sup> community<sup>20</sup> and structural<sup>21</sup> levels, including community projects that benefit returnees as well as the community-at-large.

Reintegration support that returnees may receive includes:

#### Individual Level

Economic Reintegration (ER) Assistance<sup>22</sup> aims to assist returnees rebuild their economic lives and obtain sustainable livelihood options. Key ER services include:

- **Entrepreneurship Training** assists returnees in identifying available business opportunities in their surroundings, teaches business transaction record keeping and inventory management.
- **Vocational Skills Training:** Returnees receive vocational skills training based on their area of interest, e.g., woodwork, metal work, embroidery, driving, barbering, etc.
- **Business Development Consultations**
- **Cash Assistance**
- **In-Kind Assistance** refers to the provision of start-up capital to enable returnees to start new businesses.

In general, economic reintegration assistance given to migrant worker returnees depends on the capacity of government institutions responsible for return and reintegration support, budget availability, and the interests of the migrant worker returnee. With consideration to the above, once a migrant returnee's interests are identified, the returnee may be sent for vocational skills training or receive a cash grant or start-up capital. However, in reality very few returnees may get this opportunity. The majority of returnees are unable to obtain their needed reintegration assistance due to a lack of capacity. Most government organizations do not or cannot allocate adequate finances to support reintegration activities. Instead, governments depend on support from local, international and civil society organizations to provide economic reintegration assistance.

**Social Reintegration Assistance:**<sup>23</sup> Many returnees, either immediately after arriving in their country of origin or later during the reintegration phase, require social reintegration assistance. At the individual level, social reintegration assistance includes access to health care, education, training, legal services, housing services, food, water and more. At the community level, social reintegration assistance focuses on improving the accessibility and availability of social services in communities of return.

In general, due to the financial capacity limitations of service providers, there may be gaps in the provision of social reintegration assistance. For example, migrant worker returnees may not receive housing services. Also, there are cases where migrant worker returnees are denied access to education just because the registration period has passed. It is important to devise flexible mechanisms to accommodate returnees.

<sup>19</sup> The Individual Level includes initiatives to address the specific needs and vulnerabilities of returnees and returning family members (IOM definition).

<sup>20</sup> The Community Level encompasses initiatives that respond to the needs, vulnerabilities and concerns of communities to which migrants return, including returnee families and the non-migrant population (IOM definition).

<sup>21</sup> Initiatives at the Structural Level promote good governance of migration through engagement with local and national authorities and stakeholders and support continuity of assistance through adequate local public services (IOM definition).

<sup>22</sup> Reintegration Handbook: Practical Guidance on the Design, Implementation, and Monitoring of Reintegration Assistance, IOM 2019.

<sup>23</sup> Ibid.

Psychosocial Reintegration Assistance:<sup>24</sup> During their migration journey, returnees are exposed to various traumatic situations which can cause depression and stress and can contribute to other psychosocial problems. To help them cope with these psychosocial problems, there is a need to refer returnees to organizations or institutions that provide psychosocial services.

### Community Level

**Community Development** is an important component for the sustainable reintegration of migrant returnees. Community-based projects, developed and implemented through the active participation of returnees and supported by the local community, play an important role in the development of the community where the majority of its members are vulnerable. These projects help to address some of the vulnerabilities experienced by the returned migrants and contribute to lowering their chances of remigration.

Ensuring reintegration sustainability for returnees is the end goal of all reintegration efforts. The support returnees receive during the reintegration process should allow them to reach a level of economic self-sufficiency, psychosocial well-being and social stability within their communities. To ensure returnee reintegration sustainability, returnees should receive tailored services based on their interests, previous work experience obtained prior to their migration or during their stay in the country of destination, and job opportunities. Otherwise, coupled with other remigration drivers, there is a high potential of remigration.

## 10. MAPPING OF GOVERNMENT AND OTHER STAKEHOLDERS INVOLVED IN SERVICE PROVISION FOR THE REINTEGRATION OF MIGRANT WORKERS

The following is a description of stakeholders who were identified and interviewed as key informants and subject matter experts on labour migration and as reintegration service providers. Their current and/or draft initiatives, policies and agreements are listed after each entity:

### Ministry of Foreign Affairs and International Cooperation (MOFAIC)

The Ministry for Foreign Affairs and International Cooperation is responsible for Somalia's foreign and international cooperation policies. Its main tasks are to promote Somalia's interests internationally and to contribute to realizing the government's overall foreign policy objectives. Responsible for promoting relations with other countries, MOFAIC works closely with other government institutions to ensure that Somalia speaks with one voice to the world.

*Current status of Initiatives, Policies and Agreements:* **MOFAIC only plays a role in return.** It collaborates with Somali Embassies abroad on the return of Somali nationals back to Somalia.

Migration for Development in Africa (MIDA) FINNSOM is a programme supported by the Government of Finland, MOFAIC and IOM to identify and select suitable Somali diaspora professionals, in collaboration with local institutions, and finance their return for short-term assignments facilitating their settling into both professional and personal environments. **The MIDA Somalia Programme's** overall objective is to strengthen the capacity of state institution

<sup>24</sup> Reintegration Handbook: Practical Guidance on the Design, Implementation, and Monitoring of Reintegration Assistance, IOM, 2019.

in key sectors (health, education, natural resources, immigration, public financial management, human rights and gender equality, disaster management and emergency, etc.) in order to contribute towards achieving the goals stipulated in the National Development Plan of Somalia aligned to the GCM and the 2030 Development Agenda. **MIDA FINNSOM Health** recruits Somali diaspora health and support professionals hailing largely from Finland to help rehabilitate the public health sector in Puntland and Somaliland, while **MIDA FINNSOM Health and Education** focuses on local health and education sector institutions and professionals in South Central Somalia to provide quality health care and education to the general population.

#### Ministry of Labour and Social Affairs (MOLSA)

The Ministry of Labour and Social Affairs of the Federal Government of Somalia has two mandates: to provide policy direction and guidance on all labour administration and vocational training matters and to protect and develop the labour force to contribute to the socioeconomic development of Somalia. MOLSA's vision is to establish a high quality, harmonious and productive workforce with a mission to support harmonious relations, social protection and skilled human resources in Somalia's labour market. However, due to complaints from the public, MOLSA is currently undergoing reform.

It is important to note that MOLSA has not conducted hiring of new staff for the past 5 years. Current staff receive only salary and no benefits. This is due to the FGS' indebtedness to the World Bank and International Monetary Fund and debt restructuring.

#### Current Status of Initiatives, Policies and Agreements:

MOLSA is currently reviewing a **3rd Draft of the Somali Labour Code**, which was developed by MOLSA in collaboration with the International Labour Organization (ILO). **It is a revision of the 1972 Labour Code, which is currently in effect.** Finalized in a Tripartite Workshop on 20-21 February 2019, it was attended by various FGS ministries, all Federal Member States, employees, workers and academia. The final draft is not only aligned with Somalia's economic and social context but also complies with International Labour Standards and other UN Conventions ratified by the FGS. It is expected to be endorsed by the new Parliament after the upcoming general elections, originally scheduled for February 2022 and so far delayed. **The 3rd Draft of the Somali Labour Code provides protection for all Somali citizens, including Somali migrant returnees, working within Somalia. There are no provisions for the protection of Somali migrant workers working overseas or for the reintegration in Somalia of Somali migrant worker returnees.**

**A draft National Employment Policy (NEP)** was developed by MOLSA in collaboration with the ILO. Initiated in 2018 and launched on 24 June 2021, the primary purpose of the NEP is to stimulate adequate employment growth in the economy and create the necessary structures to support a growth momentum to reduce unemployment and underemployment rates and attain full, productive and decent employment for all Somalis.

**Although the NEP has been enacted**, it is linked to a number of key national laws, strategies and policy initiatives, **all of which are at various stages of development, as listed below:**<sup>25</sup>

- Draft Social Protection Policy
- Labour Code

<sup>25</sup> Federal Government of Somalia, National Employment Policy.

- Foreign Investment Law
- Human Capital Development Mechanism
- Civil Service Law No. 11
- Statistics Law
- National Education Policy
- National Education Act
- National Education Sector Strategy Plan
- Draft Infrastructure Strategy/Vision of Somalia – Somali Infrastructure Strategic Plan (2019 - 2063)
- **Draft National Policy on Refugee-Returnees and IDPs – associated with the next point below**
- **Interim Arrangements on Land Distribution for Housing to Eligible Internally Displaced Persons (IDPs) and Refugee-Returnees**
- **A National Employment Survey Centre**, built by Save the Children, a non-governmental organization (NGO), was handed over to the FGS and “opened” a few months ago. It is intended to assist all categories of Somali citizen returnees, including regular and irregular returned migrant workers. Currently, it is not operational since it is not staffed nor funded.

The previous bilateral labour migration agreement (BLMA), signed in 2016 between the Kingdom of Saudi Arabia (KSA) and the FGS for Somali labour, was not renewed due to the lack of a legal framework and enforcement of the BLMA terms to avoid exploitation of Somali migrant workers. However, in December 2021, the Somali Labour Minister met with his Saudi counterpart and agreed, in principal, that a BLMA, currently in the negotiation stages, will be concluded in the near future.

Somalia signed labour migration agreements with Qatar in 2019 and with Kuwait in 2020. However, both agreements are in the preliminary stages of development as they require technical inputs and legal and policy frameworks. MOLSA is currently working on them.

#### Ministry of Health (MOH)

The Ministry of Health’s goals are to improve the health status of the population through health system-strengthening interventions and to provide quality, accessible, acceptable and affordable health services that facilitate moving towards Universal Health Coverage and accelerates progress towards achieving health-related Sustainable Development Goals. Its vision is that all people in Somalia can enjoy the highest possible health status, an essential requirement for a healthy and productive nation. Its mission is to ensure the provision of quality essential health and nutrition services for all people in Somalia, with a focus on women, children, and other vulnerable groups, and to strengthen national and local capacities to deliver evidence-based and cost-effective services based on the Essential Package of Health Services Framework and the Primary Health Care Approach.<sup>26</sup>

<sup>26</sup> Federal Republic of Somalia, Ministry of Health website.



## Ministry of Education, Culture and Higher Education (MOECHE)

The Ministry of Education is responsible for determining the policies and direction of the education system in Somalia. An Education Sector Strategic Plan (ESSP) was developed based on summary findings of a full Education Sector Analysis. The ESSP serves as an important tool to support broader state building goals and will help to capitalize upon the potential of education as a peace dividend for Somali communities and increase the legitimacy of nascent state institutions through improved social service delivery. Findings of the full sector analysis are the basis for the priorities, strategies and activities outlined in the current ESSP covering the period of 2018-2020.

<sup>27</sup>

Current status of Initiatives, Policies and Agreements: MOECHE stated that its Department of Policy and Planning has the official mandate to operationalize return and reintegration for migrant workers and their families. High interest was indicated during the KII interview.

MOECHE has established special schools that migrant children of Somali returnees from the EU, USA and UK can attend since they require special language instruction. No other children attend these schools and, since these returnees reside in specific areas, the schools are located in these areas.

MOECHE coordinates with NGOs including ADRA, CARE and GTZ for the provision of textiles, including curtains, uniforms other supplies and equipment.

MOECHE has established TVET centres and have rehabilitated older TVET centres.

MOECHE and MOLSA have established memorandums of understanding (MOUs) on ways and means to work together.

## Ministry of Women and Human Rights Development (MWHRD)

The Ministry of Women and Human Rights Development promotes social and economic empowerment of women through cross-cutting policies and programmes, mainstreaming gender concerns, creating awareness about their rights and facilitating institutional and legislative support to enable women realize their human rights and to develop to their full potential. MWHRD ensures the development, care and protection of family and children through cross-cutting policies, legal instruments and programmes, spreading awareness about their rights and facilitating access to learning, nutrition, institutional and legislative support to enable families and children grow and develop to their full potential. <sup>28</sup>

## Special Envoy for Migration and Children's Rights

The Special Envoy for Migration and Children's Rights is situated in the Office of the Prime Minister of Somalia. Responsibilities include advocating for the rights of Somali children and migrants at regional and international levels and working closely with international organizations to assist Somali migrants and asylum seekers abroad. In addition, the Special Envoy is the national focal point for human trafficking and smuggling of migrants and responsible for the creation and coordination of Interministerial Task Forces on Migration, Human Trafficking and Return and Readmission (RRTF).

Current status of Initiatives, Policies and Agreements: A comprehensive National Migrant Return,

<sup>27</sup> Federal Government of Somalia, Ministry of Education, Culture and Higher Education, Education Sector Strategic Plan, 2018 – 2020.

<sup>28</sup> Federal Government of Somalia, Ministry of Women and Human Rights Development Website.

Readmission and Reintegration Policy (NMRRRP) has been drafted in coordination with the Ministry of the Interior and other stakeholders and approved by the Cabinet in 2020. It has not, as yet, been ratified by the Parliament. The NMRRRP includes all categories of Somali returnees and is not specific to Somali migrant worker returnees.

The NMRRRP is a national mechanism to respond to and address the needs of returning Somali migrants. It establishes the roles and responsibilities of all levels of government, the UN, international and local partners. The goal is to establish and strengthen legal frameworks and institutional structures/capacities that are necessary for effective and efficient support of Somali migrant returnees, protecting their human rights and facilitating the process of their safe and dignified return, readmission and reintegration.

It is important to note that the NMRRRP specifically includes the following statement: “All actions implemented by the FGS regarding return and reintegration will be gender-responsive and child-sensitive. In addition, the FGS will, in line with the Global Compact for Safe, Orderly and Regular Migration (GCM), promote existing international legal obligations in relation to the rights of the child and uphold the principle of the best interest of the child at all times as a primary consideration in all situations concerning children, including unaccompanied and separated children in the context of international migration.”<sup>29</sup>

The NMRRRP objectives are:

- Provide policy guidance to facilitate the sustainable return of Somali migrants wishing to return voluntarily.
- Provide protection and support to Somali migrant returnees and uphold their rights as citizens of Somalia and assist in the reintegration of Somali migrant returnees.
- Establish the necessary policy framework to enable government institutions to provide effective assistance to Somali migrant returnees and facilitate their adaptation to a new life in their home country.
- Facilitate bilateral and multilateral arrangements and cooperation with the main destination countries of Somali migrants.
- Assist in the reintegration of Somali migrant returnees.

The NMRRRP proposes a whole-of-government and whole-of-society approach for return, readmission and reintegration. Readmission procedures will be developed and implemented via bilateral, regional or multilateral cooperation frameworks and agreements with major hosting countries of Somali migrants. The NMRRRP outlines the overall government-led approach to Somali migrants’ reintegration and the types of support the FGS shall provide to different types of returnees as well as to receiving communities. National Migrant Reception and Reintegration Centres (MRRCs) will be established in Mogadishu and throughout the country, as needed, to provide tailored reintegration assistance to migrant returnees. The NMRRRP specifically stipulates that all return and reintegration actions implemented by the FGS will include gender- and child-sensitive frameworks.

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<sup>29</sup> Federal Government of Somalia, National Migration Return, Readmission and Reintegration Policy (NMRRRP).

- A **general framework to include all categories of migrants** is currently being drafted in collaboration with the African Union (AU), IGAD and IOM. Consultations with stakeholders will be required.
- The Special Envoy is involved in working on a **National Coordinating Mechanism (NCM)** framework modelled on NCMs in Ethiopia and Uganda.
- A **National Migration Policy Framework** is currently being drafted with the assistance of IOM, a consultant and the Office of the Prime Minister (OPM). The forecast for completion is June 2022.
- The Special Envoy emphasized that a **Labour Framework needs to be established before BLMAs can be developed** (see 11.2 above).

A **Policy Paper on Returnees to Somalia** was provided to this consultant. It is not clear when this policy paper was written, if it is connected to the NMRRRP or another document and which FGS entity authored it. However, it provides guidelines on the repatriation of Somali citizens who voluntarily return and do not pose a national security risk, Somali citizens who have failed in their asylum requests abroad and others who have committed crimes and are candidates for deportation.

According to this paper, the FGS is willing to accept rejected asylum seekers and others, including radicalized persons, on a strict case-by-case basis: “Somalia will reject the repatriation of any category of persons who may pose an actual or potential risk to Somali national security and stability in all its forms.”

A Returnees Management Office (RMO) is proposed to coordinate with the immigration and police departments as to facilitate returnees’ safe and stable integration into Somali society. In addition, “each returnee must be given \$10,000 by the deporting STATE to restart their lives upon arrival in Somalia.”

No further information on timelines or implementation is provided in this report.

#### Ministry of Internal Security (MOIS)

The Ministry of Internal Security is responsible for ensuring the safety of both Somali nationals as well as expatriates living within the country.

#### Immigration and Naturalization Directorate (IND)

The Immigration and Naturalization Directorate provides immigration and naturalization services to citizens and visitors at border points of entry to Somalia. Passports, visas, permits and other immigration-related information can be found on its website.<sup>30</sup>

#### Federation of Somali Trade Unions (FESTU)

The Federation of Somali Trade Unions’ vision is to strive to achieve a peaceful, stable and democratic society in Somalia where all working people of Somalia enjoy decent work, decent lives, human rights, respect, social protection and social justice through job creation resulting in the steady improvement of the Somali peoples’ well-being and equal participation for both women and men in the economy. FESTU’s mission is to protect and promote the rights, well-being and interests of all working people of Somalia in a just, democratic, peaceful and prosperous nation by enhancing quality-of-life conditions and improving incomes, working and living conditions for all workers.<sup>31</sup>

<sup>30</sup> Federal Republic of Somalia, Immigration and Naturalization Directorate of Somalia Website.

<sup>31</sup> Federation of Somali Trade Unions (FESTU) Website.

## Somali Chamber of Commerce

The Somali Chamber of Commerce is a trade organization headquartered in Mogadishu, Somalia with outreach throughout the country. An umbrella group for the local business community, it serves business interests while complying with government directives. Somali Chamber of Commerce members represent various business sectors including hospitality, manufacturing, production, recruitment, etc. They work together with MOLSA, FESTUS, MOFAIC, Gar Intermentual Relief and Diplomacy Organization (GREDO, an international Somali NGO), Save the Children and CARE International. The Somali Chamber of Commerce operates via personal connections. There is no physical office, no general contact phone numbers or general email address for addressing inquiries nor website due to “security reasons”.

All work is coordinated via personal connections. As the interviewed representative stated: “Everything depends on who you know. Networking is how things are done in Somalia. It is good to have protocols but networking is best.”

The Somali Chamber of Commerce conducts detailed surveys in various parts of Baidoa/ Mogadishu to profile/identify Somali migrant worker candidates for work recruitment purposes.<sup>32</sup> University student invigilators are hired and go door-to-door administering the surveys. The Chamber of Commerce will share this information with known personnel in MOLSA or FESTU.

The Somali Chamber of Commerce representative requested that funding is allocated to his organization for a reintegration programme that would provide tools, skills, diploma-level technical skills training, language skills and to pay salaries.

Since there is very little information available on the internet about this Somali Chamber of Commerce, the interviewer requested an organizational chart to have a more accurate picture of how the organization operates. Unfortunately, all documents have been either burned or moved so no documentation is available to substantiate the information provided during the interview.

**(Note 1:** Information emerged that the Somali Chamber of Commerce representative currently works for MOFAIC. In addition, the representative’s family members have been or are currently highly placed within MOFAIC).

**(Note 2:** There are no current registered private overseas recruitment agencies in Somalia. Recruitment agencies that do exist within the country focus on domestic recruitment but have not moved into facilitating international labour migration. However, the government has made clear its intention to build an institutional framework to register and regulate overseas recruitment agencies in the coming years. The gap left by the lack of a formalized overseas recruitment sector has unsurprisingly been filled by informal operators such as travel agencies with direct links to Somali business people in the Gulf states and informal relationships with embassies. These travel agencies will be asked to recommend workers in Somalia for jobs in the Gulf and will use their connections with embassies to secure visas for the prospective migrants and facilitate their travel. Some civil society organizations also communicate (mainly skilled workers) with employers as part of job placement programmes. For skilled workers, employers are also directly involved in making travel and visa arrangements).<sup>33</sup>

International Organization for Migration (IOM), the UN Migration Agency

IOM, the UN Migration Agency, is the leading intergovernmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners. IOM works to help ensure the orderly and humane management of migration to

<sup>32</sup> A completed Somali Chamber of Commerce Survey Form was received.

<sup>33</sup> Harmonization of Orientation Programs in EHOA Countries (IOM-SH), Somalia Country Profile, Samuel Hall.

promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need, including refugees and internally displaced people.

IOM works in the following four broad areas of migration management: migration and development; migration facilitation, migration regulation and forced migration. IOM activities that cut across these areas include the promotion of international migration law, policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration.

IOM assists all categories of migrants, including migrant workers. Those wishing to access IOM services may be failed asylum seekers, victims of trafficking, in detention or prison centres and others. They may be referred by a government or they may independently approach IOM. Upon seeking assistance from IOM, a caseworker in the country of destination may be assigned and the migrant completes a form indicating that they want to return to their country of origin. Via IOM's flagship **Assisted Voluntary Return and Reintegration (AVRR) Programme**, return travel will be coordinated and a caseworker in the migrant's country of origin may be assigned to provide reintegration assistance.

IOM's work on return and reintegration has been mainly provided under the **AVRR Programme** and the **EU-IOM Joint Initiative (JI) on Migrant Protection and Reintegration Programme**.

- IOM's AVRR Programme provides a dignified return and fosters the sustainable reintegration of migrants who are unable or unwilling to remain in host countries and wish to return voluntarily to their countries of origin. Providing administrative, logistical and financial support, including reintegration assistance, and together with a vast network of partners comprising governmental authorities and non-governmental partners both in the region and in the countries of origin, IOM assists migrants in making informed decisions on their return and facilitates their reintegration in their countries of origin.

IOM's approach to reintegration addresses three dimensions: economic, social, and psychosocial. Sustainable reintegration occurs when returnees achieve economic self-sufficiency, social stability within their communities, and psychosocial well-being that allows them to cope with (re)migration drivers. Having achieved sustainable reintegration, returnees are able to make future migration decisions as a matter of choice, rather than as a necessity.

Policy makers have been increasingly recognizing that the governance of return migration is an indispensable part of a comprehensive approach to migration management. This can only be achieved through complementary efforts and coordination among State and non-state actors at both national and international levels.

- The **EU-IOM Joint Initiative for Migrant Protection and Reintegration Programme** enables migrants who decide to return to their countries of origin to do so in a safe and dignified way, in full respect of international human rights standards and in particular the principle of non-refoulement.<sup>34</sup> Launched in 2016, it is the first comprehensive programme to save lives and to protect and assist migrants along key migration routes in Africa. In close cooperation with partnering state and non-state actors, it provides assistance to returning migrants to help them restart their lives in their countries of origin through an integrated approach to reintegration that supports both migrants and their communities, has the potential to complement local development, and mitigates some of the drivers of irregular

<sup>34</sup> IOM definition of non-refoulement: The prohibition for States to extradite, deport, expel or otherwise return a person to a country where his or her life or freedom would be threatened, or where there are substantial grounds for believing that he or she would risk being subjected to torture or other cruel, inhuman and degrading treatment or punishment, or would be in danger of being subjected to enforced disappearance, or of suffering another irreparable harm.

migration. The **EU-IOM Joint Initiative** covers and closely cooperates with 26 African countries in the Sahel and Lake Chad, the Horn of Africa, and North Africa.

The objectives of the **EU-IOM Joint Initiative for Migrant Protection and Reintegration** include:

- Improve **protection**; provide **direct assistance** and enable the **assisted voluntary return** of migrants stranded along the migration routes.
- Support the **reintegration process** of returning migrants in an integrated approach which addresses economic, social, and psychosocial dimensions and fosters the inclusion of communities of return.
- Enable migrants and potential migrants to make **informed decisions** about their migratory journey and sensitize their communities on migration.
- Strengthen **migration data and communication** on migratory movements as well as on needs and vulnerabilities of migrants in order to support evidence-based policies and programme design.
- Strengthen **capacities** of state and non-state actors in protection and migration governance.
- Contribute to the **stabilization of communities** at risk by revitalizing the local economy, improving access to basic socioeconomic infrastructures, and attempting to strengthen social cohesion.

**The EU-IOM JI Programme in Somalia closed at the end of March 2022.** Returned Somali migrants who benefitted from this programme **since 2017 (a total of 950 individuals and over 780 returnees) have been supported with reintegration assistance.**<sup>35</sup> There is a proposed post-JI budgeting project under development which is expected to continue for the next 11 months. Also, IOM Somalia will work with the IOM Regional Office on a new programme which is expected to capitalize on JI's successes and resources and will have a capacity-building component on protection and voluntary return awareness, data collection and analyses.

IOM Somalia, through its **Migrant and Protection and Assistance Section (MPA)**, provides assistance to Somali migrants and others on the move, especially those who are vulnerable and subject to exploitation and abuse, including unaccompanied children, smuggled migrants and victims of trafficking. Together with its partners, IOM has established a network of **Migrant Response Centres (MRCs)** at strategic locations along key migration routes in Somalia, namely Bosaso and Hargeisa, and also in Mogadishu, as well as within the EHoA. These MRCs provide individual and direct assistance to migrants and to returnees in need. Through these centres, IOM has established systems to identify and refer migrants, including migrant worker returnees, and other returnees to specialized services.

MRCs in Somalia were established in Bossaso (2009), Hargeisa (2011) and Mogadishu (2021). MRCs in Bossaso, Puntland and Hargeisa, Somaliland, situated on the Eastern Migration Route connecting Ethiopia and Somalia to Yemen, Saudi Arabia and other GCC countries, focus more on migrant movements and human trafficking.<sup>36</sup> The MRC in Mogadishu does not have the migrant movements as do the MRCs in Hargeisa and Bosaso. It focuses more on returnees. There is a temporary accommodation centre, the Almond Centre, which can accommodate migrant returnees on an "as-needed" basis.

<sup>35</sup> Guidelines on Voluntary Migrant Return and Reintegration Adopted in Somalia, Press Release, International Organization for Migration, November 16, 2021.

<sup>36</sup> Migration Along the Eastern Corridor, IOM Regional Office for the East and Horn of Africa, IOM Regional Data Hub, Report 23 as of 31 January 2022 Publication: 10 March 2022.



The following services are provided:

- Registration, screening and counselling.
- Basic medical assistance.
- Emergency assistance, including non-food items, hygiene kits and referrals to health services.
- Shelter referrals.
- Protection for unaccompanied minors and victims of trafficking (partnering with UNICEF, Save the Children and MESAF - Somaliland Ministry of Employment, Social Affairs and Family).
- Psychosocial support.
- Awareness-raising and information.
- Assisted voluntary return (AVR) assistance.

Assistance is available to all returnees and all migrants. IOM may ask for a supplementary document from the immigration authority to support that the person(s) requesting assistance is indeed a returnee from another country (on occasion, Ethiopian nationals will declare that they are Somali nationals in order to receive Somali returnee benefits from IOM. Through close cooperation with the Ethiopian Centre in Hargeisa, which assists Ethiopian migrants, these Ethiopian citizens are returned back to Ethiopia). **Note that the level of assistance offered may be different for those who come through JI or AVR or AVRR route.**

For JI or AVRR migrant returnees, including migrant worker returnees, support includes:

➤ **Reception Services at an IOM Reception Centre:**

- Meeting migrants upon arrival and addressing the most immediate concerns.
- Provision of temporary accommodation.
- Provision of medical support through a referral system.
- Provision of mental health and psychosocial support services (MHPSS).
- Provision of in-country travel by land and/or air to the migrant returnee's home.
- Provision of pocket money for food.
- Mobile phone communications for migrant returnees to call their relatives to inform them that they have returned and are in a safe place.

➤ **Reintegration Services:**

IOM modified its approach on reintegration in 2017. Instead of focusing solely on the economic dimension of reintegration, IOM now includes social stability and psychosocial dimensions as important factors to be taken into account during the reintegration of migrant returnees. This holistic reintegration approach is detailed below:

- Individual level – Supports reintegration through individual financial support, business training and/or the establishment of a small business.

- Community level – Supports reintegration by looking at urgent community level needs and establishing programmes or projects to address the needs of a community. This creates cohesiveness between communities and migrant returnees. Some migrant returnees have obtained employment in community projects of 6 months duration or longer.
- Structural level – Supports reintegration by providing reintegration capacity-building to government and local partners at the policy level in support of returning citizens.

IOM assigns case management workers who are in contact with the migrant returnees to develop a reintegration plan and to support their needs. Monitoring and evaluation (M&E) of migrant returnees' reintegration plans are conducted under a separate M&E team. M&E is an important component of reintegration since migrant returnees sometimes require a different approach or plan than was initially formulated.

M&E is usually scheduled at 3 months post-arrival and, if needed, again at 6 months or later since some cases require intense case reintegration management for 1 year or more. At the 6-month interval, follow-up questions concerning their reintegration progress are posed to the migrant returnee.

During this process, at the 3- or 6-month interval, some migrant returnee beneficiaries may become vulnerable. These beneficiaries are welcome to return to IOM to receive additional assistance or guidance in solving a problem. A case in point is the recent fire in the Hargeisa Market where some migrant returnee beneficiaries had businesses. IOM is in the process of conducting an affected migrant returnee damage assessment and has researched its database of migrant returnee beneficiaries to identify past migrant returnee beneficiaries who can provide support to those that lost their businesses.

IOM's Migrant Management Operational System Application (MIMOSA) Database is IOM's updated database that integrated all IOM information databases into one. MIMOSA Migrant Assistance is a conduit to MIMOSA in recording data on the case and individual level for various migrant types who benefit from the services provided by IOM. It is aimed to make the system accessible in remote places, where internet access is limited, and availability of a remote workstation is scarce. MPA is a central and user-friendly application where case workers can log on to using their mobile phones to manage the information of their cases and apply the services relevant to their specific migration process.<sup>37</sup> From 2012, the MIMOSA database began to include reception and reintegration data. .

IOM Somalia's MPA Section recently commissioned a report from Ragsoon Consultants to map local level actors who assist in reintegration and to later create referral pathways. Key risk factors for returnees were taken into consideration. A directory will be finalized and will act as a reference of services in support of returnees. In addition, it will show how to "join hands" with IOM and others in the interest of maximizing quality and quantity of services. This directory is intended to serve all migrants.

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<sup>37</sup> MIMOSA Migrant Assistance App Advice, [MiMOSA Migrant Assistance by International Organization for Migration \(IOM\) \(appadvice.com\)](http://mimosamigrantassistancebyiom.org).

Current status of initiatives, policies and agreements:

- An IOM initiative, a **UN Labour Migration Thematic Working Group** has been established under the UN Migration Network. UNHCR, ILO and IOM are members of this working group. (Note that ILO does not have a permanent presence in Somalia). IOM currently chairs this group. This working group is considered a “coordinating mechanism” for guiding the FGS and is part of the UN Migration Network in Somalia.
- The **UN Migration Network Somalia** consists of 6 working groups:
  - Group 1: Enhancing National Capacities in Data Collection, Analysis and Dissemination. IOM Somalia is the working group lead.
  - Group 2: Protection of Children on the Move. UNICEF is the working group lead.
  - Group 3: Improving Migrants’ Safe and Effective Access to Services. IOM Somalia is the working group lead.
  - Group 4: Enhancing Pathways for Regular Migration to Facilitate Decent Work and Labour Mobility. ILO is the working group lead.
  - Group 5: Strengthening Capacities of Justice and Rule of Law focusing on Prevention of Human Trafficking and Smuggling. UNODC is the working group lead.
  - Group 6: Labour Migration Thematic Working Group: IOM Somalia is the working group lead.
  - **There is no UN working group on reintegration.**
- A **Somali National Diaspora Policy**, currently in the process of development, was launched in Mogadishu on 3 June 2021. This policy is intended to serve as the main national framework to efficiently and strategically engage the Somali diaspora in assuming a significant role in humanitarian and development efforts within the country. Funded by the IOM Development Fund (IDF) and in support of MOFAIC, the project will focus on two outcomes:
  - The FGS strategically engages with the diaspora as key development actors and
  - The FGS aligns diaspora engagement to national and global frameworks, ensuring policy coherence and integrated migration governance.

The IOM project team recruited 2 consultants, both members of the Somali diaspora, to provide technical support to and to work closely with MOFAIC. Consultations with member states have commenced. No preliminary draft is ready for sharing.

### **Management Gaps and Challenges Statements from Interviewed Government Representatives and Stakeholders Involved in Labour Migration and the Reintegration of Migrant Workers in Somalia**

- Lack of an enabling legal and policy framework. Currently, informal agreements have been made between some ministries to facilitate cooperation on reintegration of migrant worker returnees and members of their families. “Goodwill” is the modus operandi.
- Lack of a central system to identify potential migrant workers departing the country and migrant worker returnees, regardless of whether they migrated regularly or irregularly.
- Lack of standard operating procedures (SOPs).
- Lack of technical expertise on return and reintegration.

- Lack of a functioning central coordination mechanism (NCM) and referral pathways.
- Lack of financial, human and operational resources. Capacity-building is required.
- Lack of programmes.
- Lack of clear communications.
- Lack of information sharing.
- Unclear organizational hierarchy.

## 11. POLICIES AND LEGAL FRAMEWORKS ON LABOUR MIGRATION AND RETURN AND REINTEGRATION

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There are no current official FGS return and reintegration mandate, policies, legal framework or specific services for Somali migrant worker returnees and members of their families. In addition, there are no current policies in effect on labour migration.

However, the **National Migrant Return, Readmission and Reintegration Policy (NMRRRP)** is encouraging in that it provides a comprehensive guideline and framework and delineates the roles and responsibilities of the FGS' various ministries, authorities and other stakeholders and provides tools and solutions to migrant worker returnees' return and reintegration challenges.

## 12. CONCLUSION: KEY FINDINGS AND RECOMMENDATIONS

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The issue of migration and reintegration is becoming a priority for the Federal Government of Somalia (FGS). With the increase in migration flows over the past decade, return and reintegration is becoming an increasingly important issue with many Somalis returning back home to Somalia. Somalia's most precious natural resource is its citizens, and, in this context, Somali migrant worker returnees. Somali migrant worker returnees contribute to the gross national product (GNP) via remittances and via knowledge and skills transfers which benefit society as a whole. It is vital for the FGS to "give back" and support migrant worker returnees just as migrant workers have contributed to the country. In view of this, the FGS has taken steps towards the need to focus on return and reintegration policies and processes for migrant workers. However, much work remains to be done.

Key Findings: Reintegration Mandates, Policies and Management

- The FGS has **no official legislation, policies or mandate regarding reintegration of returned migrant workers to Somalia**. Therefore, it does not provide services for returning migrant workers and their integration to Somalia. However, there are some government institutions that provide services to the general Somali public, from which returned migrant workers and their families can also benefit. For instance, the Ministry

of Health provides services such as access to health care and the Ministry of Education, Culture and Higher Education provides access to education.

- The FGS has **no system to identify potential migrant workers departing the country and returned migrant workers who have arrived in the country** regardless of whether they migrated regularly or irregularly.
- **Specific services for migrant worker returnees are not provided.** However, government institutions that provide services to the general Somali citizen public will provide the same services to Somali citizen migrant worker returnees and their families.
- There is a **lack of data collection, analysis, sharing and storage on returned migrant workers in Somalia.** This confirms that there is no mechanism to manage and track returned migrant workers.
- **There is no central coordinating mechanism to manage reintegration and coordinate reintegration services.** This indicates that there is a **lack of coordination among government ministries.**
- There are **no standard operating procedures (SOPs) on operationalizing reintegration.**

Key Findings: Government and Stakeholders

- There is **no whole-of-government or “whole-of-stakeholders” approach** as evidenced by information received during individual interviews with government and other entities.
  - **One government ministry coordinates with NGOs** for the provision of equipment and supplies.
  - **Two government ministries have established MOUs** on how to work together.
- There is a **lack of a mechanism to identify migrant worker returnees.**
- There is a **lack of understanding about reintegration** and what it involves, among some entities
- There is a **lack of an enabling legal and policy framework on reintegration.**
- There is a **lack of technical expertise on reintegration processes.**
- There is a **lack of a central coordination mechanism for collaboration, coordination, information sharing with all government and other stakeholders and referral pathways.**
- There is **little, if any, information sharing between ministries.**
- There is a **lack of standard operating procedures (SOPs) on reintegration.**
- There is a **lack of financial, human, and operational resources.**
- There is a **lack of migrant worker returnee programmes.**

Key Findings from Focus Group Discussions with Male and Female Migrant Worker Returnees:

- The participants want **employment, free education for their children, free medical care, and entrepreneurship training.**
- **High stress levels** due to lack of employment, security, health and social status (1 widow) were reported.

- **General lack of social protection and support reported by the women and the one widow.**
- **Nepotism is rampant.** Without personal connections, it is impossible to find a job.
- **Spousal and family tensions were reported** due to returning to Somalia from “a better life abroad to a more impoverished life.”

Key Recommendations from Focus Group Discussions with Male and Female Migrant Worker Returnees:

- Provide **return and reintegration screening, evaluation, assignment of a reintegration caseworker, counselling, planning, service coordination and support.**
- Establish **reintegration support groups for women and men.**
- Provide **career evaluation and guidance services.**
- **Job placement services.**
- **Employment generation efforts.**
- **Skills and job training.**
- **Education** assistance.
- **Financial** assistance.
- **Psychosocial** assistance.
- **Medical assistance.**

Key Recommendations: Government and Stakeholders

- **Establish a holistic, coordinated programme to support the return and reintegration of migrants.**
- **Create a legal framework on return and reintegration.**
- **Establish a framework for return and reintegration including SOPs, a referral pathway and a referral directory.**
- **Establish a community-level reintegration programme to address the drivers of irregular migration.**
- **Establish a self-sustainable internal reintegration programme that requires the utilization of best practices.**
- **Capacity-building for all stakeholders on return and reintegration to include technical and financial aspects.**
- **Establish a central coordination mechanism on return and reintegration.**
- **Promote collaboration and partnerships on return and reintegration.**



#### Final Mapping Recommendations:

- **Institute a Somali National Identification System** utilizing biometrics and issue identification cards: This will assist the FSG in identifying and tracking its citizenry and will support national development planning.
- **Registration of all Somali citizens, including migrant workers, residing and/or working outside of Somalia**, for whatever reason, should be required and implemented by Somali Embassies worldwide. By implementing this, the FSG will be able to track and monitor its citizens.
- **Registration of Somali migrant workers should be included in BLMAs or other labour migration agreements to add an extra “layer of protection” to Somali migrant workers residing and or working abroad.**
- **Data Management Governance System to be established** whereby access and input to be shared, per needs and requirements, by all return and reintegration stakeholders.
- **Develop a government-led Return and Reintegration Programme with Resources** (financial, human, including return and reintegration subject matter experts, operational, etc.,) specifically targeted for migrant worker returnees.
- **Implement the IOM Return and Reintegration Handbook in Somalia as a guide on return and reintegration best practices.**
- **Capacity to Manage Return and Reintegration:** Create a **Coordination Mechanism and write standard operating procedures** for a government-led Return and Reintegration Programme for all migrant workers.
- **Conduct research on current return and reintegration programmes in effect in other countries** to learn **best practices** to contextualize to the Somali environment.

## 13. ANNEXES

### Annex 1. Female Migrant Worker Returnees Biographic and Socio-Economic Data

#### MAPPING OF SERVICE PROVIDERS FOR THE REINTEGRATION OF MIGRANT WORKERS IN SOMALIA.

##### FOCUS DISCUSSION GROUP

*Female migrant worker returnees biographic and socio-economic data*

	Sex	Age	Status	No. of children	No. in household	No. Of breadwinners in household	Departure and Return Dates	No. of years out of Somalia No. of years worked out of somalia	Employment Prior to Migration Paid Unpaid	Employment Since Return Paid Unpaid	Notes
Returnee 1	F	40	M	7	9	1 – Husband	2008  2016 Saudi Arabia	8 years  5yrs domestic worker	Paid -Business -Vegetable vendor	Paid -Cleaner -Casual/ Inter-mittent vegetable work	-No legal status -Deported from Saudi Arabia
Returnee 2	F	26	S	0	6	1 = Self	2018  2020 Kenya	2 years  2 years Student Banker	None - Student	Paid -Short jobs -Teacher (5mos) -Banker -Cashier Intermittent work	- Voluntary return from Hagadera Refugee Camp in Kenya
Returnee 3	F	22	S	0	8	1 -Sister	2010  2018 Nairobi Kenya	8 years  0 years	None	Unemployed – no work	-Voluntary return from Hagadera Refugee Camp in Kenya
Returnee 4	F	35	W	3	5	1=Self	2011  2016 Djibouti	5 years  5 years - clothes vendor	Paid -Business -Clothes vendor	Paid -Business – clothes vendor	-No legal status in Djibouti. -Work-related discrimination in Djibouti. Felt threatened

## Annex 2. Male Migrant Worker Returnees Biographic and Socio-Economic Data

## MAPPING OF SERVICE PROVIDERS FOR THE REINTEGRATION OF MIGRANT WORKERS IN SOMALIA

## FOCUS DISCUSSION GROUP – MOGADISHU, SOMALIA

## Male migrant worker returnees biographic and socio-economic data

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