

Evaluation of the Emergency Transit Mechanism Project in Niger

Final Evaluation Report
August 8, 2025



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EVALUATION INFORMATION AT A GLANCE	
Title of the evaluation	Evaluation of Emergency Transit Mechanism Project in Niger
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Acknowledgement

We extend our sincere appreciation to UNHCR Geneva and Niger offices for entrusting AAN Associates with the responsibility of conducting this evaluation of the Emergency Transit Mechanism (ETM) project. This evaluation carries special significance given the critical role of the ETM in safeguarding the rights and well-being of asylum seekers and refugees transiting through complex emergency settings. The evaluation is both timely and essential in assessing the relevance, efficiency, effectiveness, and sustainability of protection-focused interventions under the ETM framework.

We are deeply grateful for the valuable contributions of the UNHCR team, whose guidance and support were instrumental in shaping this evaluation. In particular, we wish to thank Tony Aseh (Senior External Relations Officer), Remy Kalombo (Monitoring and Evaluation Officer), and Loic Couasnon (Associate Evaluation Officer) for their dedicated engagement throughout the process.

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We hope that this evaluation will contribute meaningfully to the ongoing improvement and strategic direction of protection interventions, ensuring that vulnerable individuals continue to receive the assistance, protection, and dignity they deserve.

**On behalf of AAN Associates,
Nadeem Haider
Chief Executive Officer**

Acronyms

Acronyms	Definition
ADES	Agence de Développement Economique et Social
AIRD	African Initiatives for Relief and Development
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
APBE	Action Pour le Bien Être
CBI	Cash Based Intervention
CIAUD	Comité International pour l'Aide d'Urgence et le Développement
CNE	Commission Nationale d'Eligibilité
COOPI	Cooperazione Internazionale
CRG	Commission de Recours des Réfugiés
DGEC - MR	Direction Générale de l'Etat Civil, des Migrations et des Réfugiés
ERG	Evaluation Reference Group
ETM	Emergency Transit Mechanism
EU	European Union
EUR	Euro
EQA	Evaluation Quality Assurance (EQA)
FCFA	Franc of the African Financial Community
FGD	Focus Group Discussion
GBV	Gender-Based Violence
GIS	Geographic Information System
GoN	Government of Niger
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
IOM	International Organisation for Migration
IP	Implementing Partner
KII	Key Informant Interview
MHPSS	Mental Health and Psychosocial Support
MoU	Memorandum of Understanding
MSRR	Merged and Simplified RSD-Resettlement Procedure
NGO	Non-Governmental Organisation
OECD-DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
IDPs	Internally Displaced Persons
IOM	International Organization for Migration
PDM	Post Distribution Monitoring
PSEA	Protection from Sexual Exploitation and Abuse
QIP	Quick Impact Project
RHU	Refugee Housing Unit
RRF	Resettlement Registration Form
RET	Relief, Education and Training
RSD	Refugee Status Determination
RST	Resettlement
ToC	Theory of Change
ToR	Terms of Reference
UASC	Unaccompanied and Separated Child
UNCAT	United Nations Convention Against Torture
UN	United Nations
UDHR	Universal Declaration of Human Rights
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commissioner for Refugees
WASH	Water, Hygiene, and Sanitation

Glossary

Term	Definition
Asylum seeker	An asylum-seeker is someone who is seeking international protection. Their request for refugee status, or complementary protection status, has yet to be processed. ¹
Convenience sampling	Convenience sampling is the most common type of non-probability sampling, which focuses on gaining information from participants (the sample) who are 'convenient' for the researcher to access. ²
Complementary legal pathways	Alternative routes to resettlement, including family reunification, education opportunities, and humanitarian visas and corridors. ³
Durable solutions	Sustainable options that allow refugees to rebuild their lives, including resettlement, local integration, and voluntary return. ⁴
Evacuees	Displaced persons transferred from conflict zones or unsafe conditions (e.g., Libya) to safer locations like Niger for protection and resettlement processing. ⁵
Host communities	Local populations living near refugee camps or transit centres who share resources and infrastructure with displaced persons. ⁶
Non-experimental design	Non-experimental evaluation designs focus more on the 'how' and 'why' of a program. ⁷
Non-refoulement	This principle reflects the commitment of the international community to ensure to all persons the enjoyment of human rights, including the rights to life, to freedom from torture or cruel, inhuman or degrading treatment or punishment, and to liberty and security of person. ⁸
Mixed methods	Process for collecting, analysing, and "mixing" both quantitative and qualitative research and methods in a single study to understand a research problem. ⁹
Purposive sampling	Purposive sampling (also known as judgment, selective or subjective sampling) is a sampling technique in which researcher relies on his or her own judgment when choosing members of population to participate in the study. ¹⁰
Quick impact projects	Community-driven, small-scale initiatives designed to benefit both refugees and host communities, promoting social cohesion and sustainable development. ¹¹
Refugees	Individuals forced to flee their country due to conflict, persecution, or human rights violations, seeking protection under international law. ¹²
Resettlement	Resettlement involves the selection and transfer of refugees from a State in which they have sought protection to a third State which has agreed to admit them – as refugees – with permanent residence status. ¹³
Simple random sampling	In simple random sampling, each sampling unit of a population has an equal chance of being included in the sample. ¹⁴
Stratified random sampling	Stratified random sampling (also known as proportional random sampling and quota random sampling) is a probability sampling technique in which the total population is divided into homogenous groups (strata) to complete the sampling process. ¹⁵
Theory-based approach	Theory based evaluation test not only if a programme works but understand how and why it works (or not). ¹⁶
Voluntary return	Voluntary return is where refugees return in safety and with dignity to their country of origin and re-avail themselves of national protection. ¹⁷
Utilization-focused approach	An approach based on the principle that an evaluation should be judged on its usefulness to its intended users. ¹⁸

¹ [UNCHR, Asylum Seeker](#)

² [Qualtrics, Convenience Sampling](#)

³ [European Union Migration Commission, Complementary Pathways](#)

⁴ [UNHCR, Durable Solutions](#)

⁵ [UNHCR, Evacuees](#)

⁶ [UNHCR, Host Communities](#)

⁷ [Humanitarian Global, Non-experimental Design](#)

⁸ [UNHCR, non-refoulement](#)

⁹ Creswell J. (2012). Educational research: Planning, conducting, and evaluating quantitative and qualitative research (4th ed.). Upper Saddle River, NJ: Pearson Education

¹⁰ [Business Research Methodology, Purposive Sampling](#)

¹¹ [UN Multidimensional Integrated Stabilization mission in Mali](#)

¹² [Working Paper: The Local integration and local settlement of refugees: a conceptual and historical analysis](#)

¹³ [UNHCR Integration Handbook](#)

¹⁴ [Statistics Canada, Simple Random Sampling](#)

¹⁵ [Qualtrics, Stratified Random Sampling](#)

¹⁶ [Better Evaluation, Theory-based Approach](#)

¹⁷ [UNHCR Integration Handbook](#)

¹⁸ [Better Evaluation, Utilization-focused evaluation](#)

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EXECUTIVE SUMMARY

This is the final report of the evaluation of the Emergency Transit Mechanism (ETM) project in Niger, implemented by the United Nations High Commissioner for Refugees (UNHCR) and its partners, with financial support from the European Union (EU).

Context and Object of the Evaluation

The ETM project in Niger operates in a highly complex regional context marked by political instability, violent extremism, and climate shocks across the Sahel. The country's security context also deteriorated following the change in government administration in July 2023, which resulted in border closures, economic sanctions, and a shift in migration priorities, including the new authorities' decision to suspend incoming ETM evacuation flights. These developments have increased protection risks and further strained already limited resources for both displaced populations and host communities.

The object of this evaluation is Phase II of the ETM project in Niger. The project was launched to provide life-saving emergency assistance, protection, and access to durable solutions for persons of concern evacuated from Libya, as well as support to Niger-registered refugees and host communities. Phase II, which began in April 2022, expanded the project's scope to include spontaneous arrivals in Agadez and continued operations at the Hamdallaye Transit Centre near Niamey.

Evaluation Overview

The evaluation serves both summative and formative purposes. It provides an independent assessment of the results achieved by the ETM project for donors, beneficiaries, and government partners. In addition, it identifies lessons learned and offers recommendations for future programming and similar humanitarian programmes. The evaluation's scope covered Phase II of the ETM project (April 2022–March 2025), with a focus on its implementation in Hamdallaye, Niamey, and Agadez. The evaluation's intended users include UNHCR staff, government partners, the EU, and resettlement countries.

Evaluation Methodology and Limitations

The evaluation methodology integrated qualitative and quantitative methods. Qualitative data were collected through 38 key informant interviews (KIIs), 8 focus group discussions (FGDs), and 6 case studies with UNHCR, implementing partners (IPs), government officials, community leaders, refugees, asylum seekers, and host community members. Quantitative data were collected through a survey of resettled refugees; however, due to a low response rate (3 responses), survey results were excluded from the evaluation findings. The evaluation also conducted an extensive desk review of project documents and relevant literature, which provided additional context and supported the triangulation of primary findings. The evaluation faced some limitations, including the inability to collect data from resettled beneficiaries, potential bias among sampled refugees and asylum seekers due to frustrations with resettlement cases, and the lack of disaggregated indicators for basic services in the logframe to assess their effectiveness.

Key Findings and Conclusions

Relevance

Alignment with Needs of Target Populations: The ETM project was designed to address the protection and basic needs of evacuees from Libya and Niger-registered refugees. Upon arrival in Niger, these evacuees received essential services including shelter, food, health, education, and access to durable solutions with resettlement as the primary focus. The evaluation found that while these interventions responded to identified needs, the suspension of evacuation flights in mid-2023, delays in processing times, and reduced resettlement quotas, significantly limited the project's ability to provide timely protection and durable solutions. As protection needs in Libya increased, the project's relevance in fully meeting these needs was reduced.

Alignment with EU Policies: The ETM project is aligned with the EU's stated commitments to protection, legal pathways, and responsibility-sharing, as outlined in frameworks such as the Lives in Dignity (2016) and the New Pact on Migration and Asylum (2020). However, the project was implemented within a broader EU strategy shaped by the 2015 Valletta Action Plan, the 2017 Migration Partnership Framework, and the Sahel Regional Action Plan (2015–2020), which prioritized containment and border enforcement. As a result, while the ETM was well-aligned with the humanitarian vision of EU policy on paper, its practical delivery was constrained by funding imbalances, conditional cooperation, and limited resettlement opportunities.

Alignment with Nigerien Laws and Policies: The project was anchored in Niger's national laws and policies, including the Refugee Act (Law No. 97-016), the National Migration Policy (2020–2035), and Law 2015-36 on the illicit trafficking of migrants (until its repeal in 2023). However, the change in government administration in 2023 brought a shift in government priorities, resulting in the suspension of evacuation flights, repeal of the Law 2015-36, and non-renewal of the Memorandum of Understanding (MoU) with UNHCR. These developments have strained operational cooperation and introduced significant uncertainty regarding the mechanism's continued relevance under the current administration.

Alignment with Human Rights, Gender Equality, and Equity Commitments: The project demonstrated compliance with international and regional legal frameworks, particularly between April 2022 and May 2023, by enabling access to asylum and supporting the right to an adequate standard of living. Gender equality was systematically integrated, with safe spaces and targeted services for women and girls, though reporting was not always gender-disaggregated and some gaps in service adequacy (such as vouchers and health services) were noted. The needs of vulnerable groups, including persons with special needs and unaccompanied children, were recognized.

Efficiency

Processing Time in Transit Centres: The evaluation found an increase in the average processing time for resettlement: from 38 days in 2017 to 722 days in 2024. This trend is attributed to both internal and external factors. Internally, UNHCR introduced a merged and simplified RSD-resettlement procedure (MSRR) to streamline processes, but this was insufficient to offset delays caused by staffing shortages, insufficient contingency planning, and the complexity of some cases. Externally, the change in government administration in 2023, reduced resettlement quotas, and increased security challenges significantly contributed to prolonged stays. The overall efficiency of the resettlement process remains constrained by factors beyond its control, particularly third-country quotas and shifting geopolitical dynamics.

Communication on Resettlement Process: The ETM project utilized multiple communication channels, including hotlines, information sessions, individual counselling, and printed materials, to inform beneficiaries about the resettlement process. While beneficiaries generally found these channels accessible, their primary frustration stemmed from the lack of progress in their resettlement cases rather than the frequency or clarity of communication. As processing times increased, UNHCR's updates were often perceived as repetitive and unhelpful. The evaluation found that the timeliness and clarity of communication channels was undermined by external constraints, such as delays in resettlement processing and reduced quotas, which made it challenging to manage expectations.

Effectiveness

Provision of Life-Saving Assistance and Protection: Due to the absence of disaggregated indicators, the evaluation team assessed effectiveness primarily using the evacuation and shelter targets, with other service areas assessed based on perceived effectiveness as reported by beneficiaries. For evacuation, the ETM project was partially effective, reaching only 67 percent of the revised target (532 out of 792) due to the suspension of evacuation flights following the change in government administration in July 2023.

In Hamdallaye, the ETM project exceeded its revised shelter target. Beneficiaries generally felt that shelter conditions met their basic needs and provided stability. Cash-based interventions transitioned from in-kind support to monthly cash transfers, which were appreciated for providing autonomy. Education support enrolled 879 children and improved infrastructure, but attendance was low among evacuee families due to concerns about long-term settlement in Niger. WASH interventions improved water access with new boreholes and faucets, and health services were consistently available. Overall, services were generally perceived as adequate and consistently delivered.

In contrast, in Agadez, service delivery was uneven, with concerns raised about adequacy, reliability, and quality. The project built semi-durable houses, but living conditions remained challenging due to overcrowding. The transition from hot meals to a voucher-based assistance system was welcomed for flexibility, but reductions in voucher value limited its effectiveness, with only 53 percent respondents saying it covered at least half of their basic needs and 86 percent resorting to negative coping strategies. WASH improvements included water network extensions and new standpipes but concerns about water quality and insufficient sanitation capacity persisted. Education interventions enrolled 1,073 children and health services recorded 42,122 consultations, but the closure of on-site health facilities forced residents to travel long distances to access health care.

Fostering Social Cohesion: The ETM has successfully contributed to social cohesion, especially in Hamdallaye where the project benefited 7,017 refugees and host community members between 2023 and

2024. Joint vocational training programmes, quick impact projects, and recreational activities supported stronger social bonds among refugees, asylum seekers, and host community members. In Agadez, however, the impact on social cohesion was more limited where the project reached 3,555 beneficiaries between 2023 and 2024 through vocational trainings and recreational activities. Most interactions between refugees and host communities were described as transactional, with few structured opportunities for meaningful engagement.

Unintended Results: The ETM project contributed to several unintended results. 1) The presence of refugees stimulated local economic growth through increased cash circulation, job creation, and improved access to basic services. 2) The project's resettlement focus may have reinforced Niger's image as a transit point to West, potentially increasing irregular migration flows and placing additional strain on national systems. 3) Prolonged stays at the transit centre, due to resettlement delays, have required sustained humanitarian support, leading to the reduction of some services. 4) The discontinuation of cash assistance for non-ETM refugees has contributed to frustration and perceptions of unequal treatment.

Sustainability

Facilitation of Complementary Legal Pathways: The ETM project demonstrated that complementary legal pathways such as humanitarian corridors, education, and family reunification can be effectively facilitated through strong coordination, advocacy, and partnerships. However, the project relied heavily on the humanitarian corridor and did not operationalize labour mobility or private or community sponsorship pathways. The sustainability of these pathways is also constrained by external barriers such as limited quotas and limited interest among refugees, who overwhelmingly prefer resettlement. Without changes in external policies, utilization of all available pathways, and shifts in refugee preferences, complementary legal pathways are unlikely to address the protection and mobility needs of Niger's refugee population.

Contribution to Protection Environment in Niger: The project made a positive contribution to strengthening Niger's protection environment by training over 1,500 state and non-state actors in refugee protection, camp management, and related areas. These capacity-building activities improved case management, referral systems, and collaboration across agencies, laying the groundwork for more consistent and informed protection practices. However, the impact is incremental, with ongoing needs for longer, more in-depth training and additional resources to maintain and expand these contributions.

Lessons Learned

The evaluation has identified the following lessons learned and good practices:

- **The transition to cash-based assistance enabled more responsive and effective support for evacuees and refugees:** The shift from in-kind to cash-based assistance in Hamdallaye, and to voucher-based assistance in Agadez, improved the relevance and responsiveness of support. Beneficiaries, especially women and persons with special needs, reported greater satisfaction and self-reliance. These modalities also contributed to local economic growth, highlighting their relevance in similar emergency and protection contexts.
- **Extending support to non-ETM populations without clear pathways or communication led to frustration and unmet expectations:** Providing assistance to groups outside the ETM caseload without a clear transition strategy created unrealistic expectations and a sense of exclusion when the support ended. This underscores the need for transparent eligibility criteria, clear messaging, and sustainable planning when expanding support to broader populations.
- **Transit models in migration hubs must be designed to avoid reinforcing perceptions that drive unmanaged arrivals and strain local systems:** The ETM project in Niger, a known migration hub, may have reinforced perceptions that arrival in Niger would increase chances of resettlement. This reportedly contributed to unmanaged inflows and pressure on local systems. Future evacuation models or programmes should assess and address potential unintended consequences to ensure that support systems remain targeted and do not unintentionally create additional pressures on host communities and local systems.
- **Positioning resettlement as the primary durable solution created unrealistic expectations.** The ETM's focus on resettlement led many refugees and asylum seeker to expect eventual relocation to West. However, limited quotas, complex case profiles, and shifting political conditions in Niger made this pathway increasingly difficult to access. This experience highlights the importance of designing protection programmes with a diverse set of solutions, supported by clear communication about the feasibility and timelines of each option.

Recommendations

As the ETM project is scheduled to conclude by December 2025, most evaluation recommendations are intended to inform UNHCR's future programming in the region.

RECOMMENDATION 1: UNHCR should explore the feasibility of establishing a complementary pathway based on work permits in future programming. This could help reduce overreliance on resettlement and expand legal mobility options for refugees in Niger.

- 1.1 Conduct a feasibility study to assess the legal, political, and economic viability of introducing work permit-based pathways for refugees in Niger, considering national labour laws and regional mobility frameworks.
- 1.2 Map sectors with labour shortages (e.g., agriculture, construction, services) and assess employer interest in hiring refugees.
- 1.3 Document lessons from similar models in other contexts to inform design and advocacy for a pilot initiative in Niger or the region.

RECOMMENDATION 2: Cash-based assistance should continue during ETM project phase and future programming. While transfer values may vary based on local market conditions, efforts should be made to ensure transparency, equity, and clear justification for differences to avoid perceptions of unfairness or exclusion.

- 2.1 Regularly review transfer values based on cost-of-living assessments for Agadez and Hamdallaye. Ensure any differences are grounded in evidence.
- 2.2 Clearly communicate assistance policies, including differences in assistance amounts, to beneficiaries and communities to reduce tensions and manage expectations.

RECOMMENDATION 3: Increase refugee awareness and readiness to consider alternatives to resettlement (e.g., local integration, education pathways) through tailored information and peer-based support.

- 3.1 Develop communications materials (e.g., videos, brochures, Q&A sessions) on all durable solutions, including successful examples.
- 3.2 Integrate alternative pathway counselling into existing casework and psychosocial support.
- 3.3 Address misinformation and false expectations around resettlement quotas and timelines during group briefings.

RECOMMENDATION 4: Future iterations of the ETM project or similar humanitarian programmes operating in volatile contexts should include contingency planning from the outset to ensure continuity of operations during political or security shocks, such as those experienced in Niger in 2023.

- 4.1 Incorporate structured risk analysis during the design phase, identifying context-specific political, security, and operational risks.
- 4.2 Develop contingency and business continuity plans, including predefined triggers, flexible implementation modalities, and standby arrangements for critical functions (e.g., case processing, cash distribution).

RECOMMENDATION 5: In future programming, conduct a contextual and conflict-sensitive analysis integrating “do not harm” approach. This work, conducted at each implementation site prior to design of social cohesion activities, will help ensure that interventions are tailored to local dynamics, population profiles, and the specific drivers of tension or cooperation (e.g., in Hamdallaye vs. Agadez).

- 5.1 Commission site-specific assessments that assess demographic composition, patterns of mobility, historical relationships between refugee and host populations, and existing or latent tensions (e.g., over resources, services, or aid allocation).
- 5.2 Incorporate findings into intervention design by aligning QIPs, joint activities, and outreach efforts with the identified local needs.
- 5.3 Develop separate strategies for each location, recognizing that a uniform approach may produce uneven results across different contexts.

RECOMMENDATION 6: Future iterations of the ETM project or similar humanitarian programmes should be designed with a clearly defined ToC from the outset, supported by realistic target-setting and a results-framework that prioritizes outcome-level indicators to measure change.

- 6.1 Develop the ToC collaboratively during the design phase with input from UNHCR, IPs, and government stakeholders to ensure shared understanding of expected results and contextual assumptions.
- 6.2 Set realistic and context-specific targets for each result area, based on baseline data and operational constraints. Where feasible, targets should be disaggregated by site (e.g. Hamdallaye vs. Agadez) and demographic characteristics (e.g. age, gender, disability), and intervention type.
- 6.3 Revise the project logframe to move beyond output-level tracking and include outcome-level indicators (e.g., perceived safety, satisfaction with services, improved access to durable solutions).

Chapter 1: EVALUATION OVERVIEW AND APPROACH

This chapter provides an overview of the evaluation of the Emergency Transit Mechanism (ETM) project in Niger. It outlines the evaluation's purpose, objectives, and scope as defined in the terms of reference (ToRs), available in Appendix 1. It also specifies the intended uses of the evaluation for relevant stakeholders. Lastly, it highlights the evaluation's management and oversight arrangements, the composition and role of the evaluation team, and the workplan.

1.1 Evaluation Overview

This is the final report of the evaluation of the ETM project in Niger, implemented by the UNHCR and its partners, with financial support from the EU. The project has been implemented in two phases: Phase I was conducted from December 2017 to March 2022, and Phase II began in April 2022 and will conclude by the end of 2025. This evaluation focuses on Phase II of the project.

1.1.1 Evaluation Purpose

The evaluation serves both summative and formative purposes. As a summative evaluation, it supports UNHCR's accountability to donors, beneficiaries, and government partners through an independent assessment of the results achieved by the ETM project. As a formative evaluation, it promotes institutional learning by identifying lessons learned and offering actionable recommendations to inform decision-making for potential future phases of the project and guide similar humanitarian programmes.

1.1.2 Evaluation Objectives

The evaluation has the following objectives:

- To assess the ETM project using the Organisation for Economic Co-operation and Development – Development Assistance Committee (OECD – DAC) criteria and Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) criteria, with a focus on relevance, effectiveness/impact, efficiency, and sustainability.
- To evaluate the extent to which the ETM project aligns with the migration policies and long-term goals of Niger and the EU.
- To document lessons learned and provide actionable recommendations to inform the design and implementation of potential future phases of the project and similar initiatives.

1.1.3 Evaluation Scope

The evaluation's thematic, chronological, and geographic scope is outlined below:

- **Thematic scope:** The evaluation assessed the ETM project's relevance by examining the alignment of its basic services and durable solutions with the needs of evacuees and refugees, as well as its coherence with national and EU migration policies, human rights standards, and commitments to gender equality and equity. Efficiency was assessed by reviewing if and how UNHCR reduced the time in transit centres and improved communication with refugees and evacuees. The evaluation also examined the project's effectiveness and impact in delivering life-saving assistance and promoting social cohesion between refugees and host communities. Finally, sustainability was assessed by analysing the project's contribution to developing complementary legal pathways and strengthening the protection environment in Niger.
- **Temporal scope:** The evaluation focused on ETM's Phase II, from April 2022 to March 2025. The timeline was extended by three months beyond the original timeline outlined in the ToRs to accommodate the evaluation's data collection process and timing.
- **Geographical scope:** The evaluation focused on Niamey, including Hamdallaye Transit Centre and surrounding areas, as well as Agadez.

1.2 Evaluation Users and Intended Users

The table below outlines the evaluation users and its intended uses.

Table 1: Evaluation Users and Intended Uses

Evaluation Users	Intended Uses of the Evaluation
UNHCR management and staff	<ul style="list-style-type: none"> • Fulfil the ETM project's funding and reporting requirements to the EU Delegation in Niger. • Demonstrate accountability to donors, beneficiaries, and stakeholders through an independent assessment.

Evaluation Users	Intended Uses of the Evaluation
	<ul style="list-style-type: none"> • Apply lessons learned and recommendations to improve potential future phases of the ETM project or inform similar initiatives.
Government of Niger (National Eligibility Commission (CNE))	<ul style="list-style-type: none"> • Ensure alignment of the ETM project with national migration and refugee policies. • Strengthen coordination between national institutions and humanitarian actors. • Understand the ETM's impact on local communities and the national protection system.
EU	<ul style="list-style-type: none"> • Assess the results and value of the EU's financial investment. • Inform strategic and funding decisions related to migration and humanitarian assistance in Niger.
Resettlement countries (e.g. Netherlands, Italy, Germany, and Canada)	<ul style="list-style-type: none"> • Inform national resettlement strategies and refugee integration policies. • Assess the ETM's role in preparing refugees for resettlement. • Guide future commitments to refugee resettlement and complementary legal pathways.
IPs (ADKOUL, Comité International pour l'Aide d'Urgence et le Développement (CIAUD), Relief, Education and Training (RET) Germany, African Initiatives for Relief and Development (AIRD), Cooperazione Internazionale (COOPI), INTERSOS, Agence de Développement Économique et Social (ADES))	<ul style="list-style-type: none"> • Strengthen delivery and coordination in potential future phases of the project or similar initiatives. • Identify capacity gaps and areas for improvement. • Promote adaptive management practices based on evaluation findings and recommendations.
Evacuees, refugees, and host community members	<ul style="list-style-type: none"> • Indirectly benefit from improved design, service delivery, and advocacy resulting from the evaluation's findings and recommendations.

1.3 Evaluation Management and Oversight

The evaluation was commissioned by UNHCR Niger Country Office, as mandated by the EU Delegation in Niger under the ETM project funding. The External Relations Officer based in Niamey served as the evaluation manager, supported by the Senior Evaluation Officer in Dakar and the Monitoring and Evaluation Officer based in Niger. To ensure effective communication and coordination throughout the evaluation process, biweekly meetings were held between the evaluation team and the evaluation manager.

UNHCR established an Evaluation Reference Group (ERG) composed of primarily UNHCR staff. The ERG had the following responsibilities:

- To contribute to the design and execution of evaluation.
- To share available information and documents for review.
- To attend key meetings with the evaluation team.
- To review key deliverables, such as draft inception and final reports, and provide feedback.
- To participate in a validation workshop to review evaluation findings and recommendations.
- To advise on the management response to the evaluation.

1.4 Evaluation Team and Roles

The evaluation was commissioned to AAN Associates, an international development firm responsible for its implementation. AAN Associates assembled a team of international and national consultants to carry out the evaluation with demonstrated expertise, sector-specific knowledge, national experience, and contextual understanding. For more detailed information on the team members profiles, responsibilities, and level of effort, refer to Appendix 2.

1.5 Evaluation Workplan

The evaluation was conducted in four phases: inception, data collection, analysis, and reporting. Key deliverables included inception report, data collection completion report, draft evaluation report, and final evaluation report (English and French). Refer to Appendix 3 for the evaluation workplan.

Chapter 2: EVALUATION METHODOLOGY

This chapter outlines the evaluation criteria, questions, design, and methodology. The final section presents the evaluation limitations and mitigation measures.

2.1 Evaluation Criteria and Key Questions

The evaluation applied the OECD-DAC and ALNAP criteria relevance, efficiency, effectiveness/impact, and sustainability to assess the ETM project. During the inception phase, the evaluation team developed an evaluation matrix (see Appendix 4), based on the questions outlined in the ToRs. The evaluation matrix was organized around key evaluation questions, which were further broken down into sub-questions. Each sub-question was linked to specific indicators, data collection methods and sources, and corresponding data analysis approaches. The table below lists the key questions by evaluation criterion.

Table 2: Evaluation Criteria and Key Questions

Evaluation Criteria	Key Evaluation Questions
Relevance	Q1: To what extent is the ETM project relevant to the needs of targeted populations? Q2: To what extent does the ETM project align with the national policies and frameworks of Niger and the EU, human rights standards, gender equality and equity commitments?
Efficiency	Q3: To what extent has UNHCR improved the efficiency of resettlement process by reducing time spent in transit centres, improving communication, and implementing alternative delivery models?
Effectiveness/Impact	Q4: To what extent was the ETM project effective in providing essential assistance and protection to evacuees and refugees, and fostering social cohesion with host communities, including any unintended impacts?
Sustainability	Q5: To what extent did the ETM project contribute to developing complementary legal pathways and improving protection environment in Niger?

2.2 Evaluation Design

The evaluation used a non-experimental design,¹⁹ guided by two complementary approaches: **utilization-focused**²⁰ and **theory-based**.²¹

The utilization-focused approach ensured that the evaluation remained aligned with stakeholder needs. To support this, the evaluation team engaged the ERG throughout the process. From the outset, the ERG contributed to the inception report and helped shape a relevant and useful evaluation framework. During data collection, ERG acted both as respondents and facilitators providing direct feedback on the ETM project and supporting access to key informants, transit centres, and relevant documentation. They also reviewed the final evaluation report to ensure that the findings and recommendations are relevant, actionable, and useful for future phases of the project or similar programmes.

The theory-based approach provided a structured lens for analysing the ETM project's theory of change (ToC). This enabled the evaluation team to test the causal mechanisms underlying the project's intended outcomes. It also helped identify enabling and hindering factors that influenced the project's progress towards achieving its goals.

2.3 Evaluation Methodology

The evaluation employed a **mixed-method** approach for data collection,²² combining qualitative and quantitative methods to effectively address the evaluation questions. This approach was selected to mitigate the limitations of relying on a single method and to facilitate data collection from a broad range of sources.

Qualitative data was collected through key informant interviews (KII), focus group discussions (FGD), and case studies. Quantitative data was collected through a structured survey targeting resettled refugees. In addition to primary data collection, the evaluation team conducted an extensive desk review

¹⁹ Non-experimental evaluation designs focus more on the 'how' and 'why' of a program.

²⁰ Utilization-focused evaluation is an approach based on the principle that an evaluation should be judged on its usefulness to its intended users.

²¹ Theory based evaluation test not only if a programme works but understand how and why it works (or not).

²² A mixed methods research design is a procedure for collecting, analysing, and "mixing" both quantitative and qualitative research and methods in a single study to understand a research problem.

of relevant project documents, policies, reports, and external literature. These evaluation methods are detailed in the following sub-sections:

2.3.1 Qualitative Methods

KIIs

The evaluation team conducted **38 KIIs with a total of 48 participants (36 males and 12 females)**. A purposive sampling approach²³ was used, based on the desk review and findings from the inception mission, to identify stakeholders who had benefitted from or were directly involved in the design, implementation, or oversight of the ETM project. These stakeholders included representatives from UNHCR, IPs, the GoN, the EU, and project beneficiaries. The team used semi-structured interview guides aligned with the evaluation matrix and tailored to each stakeholder group's role, knowledge, and level of involvement in the ETM (see Appendix 5 for the KII guides).

Several changes were made to the original KII plan due to contextual factors. Key changes included:

- **Conversion of FGDs to KIIs:** FGDs originally planned with refugees and asylum seekers in Agadez and Hamdallaye were replaced with KIIs due to group dynamics and ongoing protests in Hamdallaye and Agadez.²⁴ To prioritize participant safety and comfort, the evaluation team opted for one-on-one interviews, which provided a more private setting for participants to share their experiences without external influence.
- **Changes in Sampling Approach:** A stratified sampling approach²⁵ was initially planned, drawing participants from the list of ETM beneficiaries to ensure diversity across age, gender, and country of origin. However, this proved difficult to implement, as many selected respondents declined to participate. As a result, the evaluation team adopted a convenience sampling approach,²⁶ engaging only those who were willing to participate in the evaluation.
- **Replacement of KIIs with Resettled Refugees by a Survey:** The evaluation team initially planned to interview resettled refugees. However, due to privacy and data protection policies, UNHCR and IPs could not share their personal contact information. As an alternative, the team developed and shared an anonymous online survey to collect feedback from this group.
- **Expanded Stakeholder Engagement:** Additional KIIs were conducted based on preliminary findings during data collection. These included interviews with a Judicial Police Officer (Hamdallaye), UNHCR Programme Officer (Agadez), Deputy Administrator CNE (Agadez), and the Director General of Civil Status, Migration and Refugees (DGEC-MR).

A comparison of planned and actual KIIs is presented below.

Table 3: Distribution of KIIs

Stakeholder		Planned KIIs	Actual KIIs
UNHCR	Senior Protection Officer	1	1
	Protection Officer	2	2
	Resettlement Officer	1	1
	Head of Field Office	1	1
	Head of Sub Office	1	1
	Protection Officer, Libya	1	1
	Programme Officer, Agadez	0	1
Ips	Country Representatives (ADKOUL, CIAUD, RET Germany, AIRD, COOPI, INTERSOS, ADES, Good Neighbours)	8	8
GoN	Head of National Eligibility Commission (CNE)	1	0
	Deputy Administrator CNE, Hamdallaye	1	1
	Deputy Administrator CNE, Agadez	0	1
	DGEC-MR	0	1
	Judicial Police Officer, Hamdallaye	0	1
	CRG	1	0
UN Agency	International Organization for Migration (IOM)	1	1

²³ A form of non-probability sampling in which decisions concerning the individuals to be included in the sample are taken based upon a variety of criteria which may include interviewee's knowledge, capacity, or willingness to participate.

²⁴ Discontinuation of cash-based interventions for non-ETM refugees led to protest by the ETM beneficiaries.

²⁵ Stratified random sampling (also known as proportional random sampling and quota random sampling) is a probability sampling technique in which the total population is divided into homogenous groups (strata) to complete the sampling process.

²⁶ Convenience sampling is the most common type of non-probability sampling, which focuses on gaining information from participants (the sample) who are 'convenient' for the researcher to access.

Stakeholder		Planned KIs	Actual KIs
Host Municipality	Sultanate of Agadez, Municipality of Agadez, Municipality of Hamdallaye	2	3
Donor	EU Delegation in Niger	1	1
Beneficiaries	Resettled Refugees	12	0
	Refugees and Asylum Seekers, Agadez	0	6
	Evacuees, Hamdallaye	0	7
Total		34	38

FGDs

The evaluation team conducted a total of **8 FGDs with 58 participants (33 males and 25 females)** with refugees, evacuees, host community members, and community leaders. Semi-structured guides were used to collect participants' feedback (see Appendix 6 for FGD guides). The sampling approach varied by target group due to operational constraints faced during data collection. Details for each group are outlined below:

- **Refugees and Evacuees with Special Needs:** Similar to the KIs, a convenience sampling approach was used, engaging only those who were willing to participate in the evaluation. Two FGDs were conducted with refugees and evacuees with special needs, involving a total of 13 participants: 3 from Cameroon, 1 from Nigeria, 1 from Somalia, and 8 from Sudan.
- **Host Community Members:** FGDs with host community members were conducted as planned. A random sampling strategy²⁷ was successfully applied to select participants in Niamey and Agadez.
- **Host and Refugee Committees:** Planned FGDs with host and refugee committee members were not conducted, as these committees had been officially dissolved by the Ministry of Interior before the start of data collection.

Table 4: Distribution of FGDs

Focus Group Discussions	Agadez		Niamey	
	Planned	Actual	Planned	Actual
Evacuees (segregated by gender)	2	0	2	0
Refugees and asylum seekers (segregated by gender)	2	0	2	0
Refugees/evacuees with special needs	1	2	1	0
Host community members (segregated by gender)	2	2	2	2
Host committee	1	0	1	0
Refugee committee	1	0	1	0
Community leaders	1	1	1	1
Total	10	5	10	3

Case Studies

The evaluation team conducted **6 case studies** to collect in-depth qualitative data on the ETM project's contributions to basic services, social cohesion, and durable solutions. Although the number may seem small, it was intentionally selected to balance depth of information with the feasibility of data collection. Participants were randomly selected from the pool of FGD participants and included two refugees with special needs and four host community members (three men and three women), with an equal distribution between Hamdallaye and Agadez. A case study template was used to guide the process to ensure consistency across case studies while allowing flexibility to capture each participant's unique experience. Refer to Appendix 7 for the template and the collected case studies.

2.3.2 Quantitative Methods

The evaluation team administered an online survey to ensure the inclusion of resettled refugee in the evaluation. The survey (refer to Appendix 8 for the survey) primarily consisted of closed-ended questions to encourage participation, reduce response time, and facilitate quantitative analysis. The evaluation team collaborated with UNHCR to distribute the survey link to the targeted respondents. Participation was voluntary, with consent obtained at the start of the survey. Despite these efforts, only **3 participants** responded to the survey. Due to the limited number of responses, the survey results were not included in the findings. However, the responses were reviewed and analysed, and the results are annexed for reference (see Appendix 9).

²⁷ In simple random sampling, each sampling unit of a population has an equal chance of being included in the sample.

2.3.3 Desk Review

The desk review served as a key method of secondary data collection, involving a systematic review of documents and literature relevant to the ETM project. This included a wide range of sources such as progress reports, project proposals, national and EU's migration policies, and IP reports (refer to Appendix 10 for bibliography). The evaluation team used a structured approach to both the selection and analysis of documents. This process involved defining clear selection criteria, using a standardized template to extract and organize information, and assigning multiple reviewers to reduce individual bias and improve data reliability.

2.4 Data Processing and Analysis

A mixed-method data analysis approach was used as described below.

Qualitative Data Analysis: Data from KIIs, FGDs, and case studies were manually transcribed, cleaned, and analyzed using MaxQDA software. A two-stage coding process was applied: deductive coding based on the evaluation criteria and questions outlined in the evaluation matrix, followed by inductive coding to capture emerging themes and patterns from stakeholder responses. Following coding, thematic and comparative analyses were conducted to identify key trends, similarities, and differences across stakeholder groups and geographic locations (Agadez and Hamdallaye). Findings were then synthesized according to evaluation criteria and key questions.

Quantitative Data Analysis: Survey data were analysed using Microsoft Excel, focusing on descriptive statistics. In addition, quantitative data from project documents such as logframe were reviewed to supplement and contextualize qualitative findings.

Triangulation: A systematic triangulation process was applied to improve the credibility of the evaluation findings. Qualitative findings were cross checked against secondary sources, including project documents, reports, and relevant policies. This helped ensure consistency, minimize bias, and strengthen the reliability of the overall analysis and findings.

2.5 Compliance to Ethical Considerations, Norms, and Standards

The evaluation team adhered to United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation (2016), UNEG Code of Conduct for Evaluation in the UN System, UNHCR Data Protection Policy, UNHCR Age, Gender, and Diversity Policy, and UNHCR Disability Inclusion Strategy. Refer to Appendix 11 for details on the key measures that were implemented throughout the evaluation.

2.6 Limitations and Mitigation Strategies

The following table outlines the key limitations and mitigation measures adopted by the evaluation team:

Table 5: Evaluation Limitations and Mitigation Strategies

Limitations	Mitigation Strategies
Inability to collect data from resettled beneficiaries	Due to data protection policies, UNHCR and its partners could not share personal contact information for resettled refugees. To address this, the evaluation team developed and distributed an anonymous online survey. However, the response rate was very low (only three responses). As a result, survey results were not included in the evaluation findings but are annexed for reference. This remains a limitation, as the feedback of resettled beneficiaries is not reflected in the evaluation.
Potential response bias in sampled refugees and asylum seekers' feedback	Data collection coincided with a period of frustration among refugees and asylum seekers, which may have influenced participants to emphasize negative experiences. While interviewers were trained to use neutral prompts to encourage balanced feedback, much of the feedback was critical. This potential bias may have affected the overall tone of findings and should be considered when interpreting the findings from refugees and asylum seekers.
Lack of disaggregated indicators for basic services in the project logframe	The project's logframe does not include disaggregated indicators or targets for specific service areas such as water, sanitation, and hygiene (WASH), health, education, and cash-based interventions. In response, the evaluation team relied on both secondary sources (e.g., project reports) and primary data from UNHCR, IPs, refugees, asylum seekers, host community members, and community leaders to assess the perceived effectiveness of these services. While performance ratings were applied only to service areas with defined indicators (e.g., shelter), narrative analysis was used to highlight achievements and identify gaps across other services.

Chapter 3: CONTEXT AND OBJECT OF THE EVALUATION

This chapter provides the context and an overview of the ETM project. It begins by outlining the regional and national context in which the ETM has been implemented. The description then provides an overview of the ETM project, including its objectives, intended results, timeline and geographic coverage, stakeholders and their roles, beneficiaries, budget, and ToC.

3.1 Context

This section provides an overview of the regional and national contexts. The national context is divided into separate sub-sections for Libya and Niger.

3.1.1 Regional Context

The Sahel region is experiencing a convergence of political instability, violent extremism, and climate change, resulting in complex humanitarian needs. As of April 2025, over 4.9 million people were forcibly displaced across Burkina Faso, Mali, Niger, Mauritania, and Chad, including 3.2 million internally displaced persons (IDPs).²⁸

The security situation has deteriorated significantly in recent years. Armed groups have expanded their territorial control by exploiting political vacuums and weak state institutions.²⁹ In the central Sahel (Burkina Faso, Mali, Niger), conflict incidents have risen steadily since 2018, with a 12 percent increase in attacks in 2023 compared to the previous year, and an 87 percent increase since 2019.³⁰ Political instability has intensified following military coups in Mali (2020, 2021), Burkina Faso (2022), and Niger (2023), reshaping the political landscape and complicating humanitarian operations.³¹

Climate change is an equal driver of instability in the region. The Sahel is experiencing temperature increases at a rate 1.5 times higher than the global average.³² In 2024, severe flooding across West and Central Africa affected more than four million people in 14 countries, resulting in at least 1,000 reported deaths and forcing nearly one million people to flee their homes, including approximately 950,000 in Mali, Nigeria, and Niger.³³

Protection monitoring data (Project 21) indicate worsening risks and deteriorating services in Burkina Faso, Mali, and Niger. In 2023, 70 percent of recorded protection incidents were conflict-related, and one in nine involved gender-based violence (GBV). Movement restrictions increased by 30 percent, and in the most affected areas, over 80 percent of children lacked access to primary education.³⁴ Approximately 20 percent of the population did not have access to health services, and 75 percent lacked access to safe drinking water.³⁵

Despite these challenges, West and Central Africa, including Sahel, remain key regions of origin, transit, and destination for mixed migration flows. Key migration routes from the region to Europe include:³⁶

- The Eastern Mediterranean route (Bulgaria, Cyprus, and Greece)
- The Central Mediterranean route (Italy, Malta)
- The Western Mediterranean route (Spain's peninsular coasts, Balearic Islands, Ceuta, Melilla)
- The Western African Atlantic route (Canary Islands, Spain)

3.1.2 National Contexts

Libya

Libya remains a major destination and transit country for migrants and refugees from across sub-Saharan Africa and the Middle East, primarily due to its geographic proximity to Europe and porous

²⁸ [UNHCR Operational Data Portal](#)

²⁹ United Nations Office for the Coordination of Humanitarian Affairs, 2024 Humanitarian Needs and Requirements Overview: Sahel

³⁰ [UNICEF Child Rights and Humanitarian Dashboard](#)

³¹ [Violence in the Sahel](#)

³² [The Sahel and the Challenges of Climate Change](#)

³³ [2024 West and Central Africa Floods](#)

³⁴ Project 21 - Regional Protection Monitoring Report - Central Sahel

³⁵ UNICEF, Amplifying humanitarian impact in the Central Sahel

³⁶ IOM, 2024 Mixed Migration Flows to Europe

borders. The country's ongoing political instability, fragmented governance, and persistent conflict have created a highly unpredictable and often dangerous environment for displaced populations.³⁷

Refugees and asylum-seekers in Libya are typically considered illegal migrants by authorities, which exposes them to protection risks. These include arbitrary arrest, detention, and deportation, as well as severe abuses such as food insecurity, torture, sexual violence, forced labour, abduction for ransom, and trafficking.³⁸ As of August 2024, more than 5,100 migrants were held in official detention centres accessible to UNHCR and partners, with thousands more believed to be arbitrarily detained in unofficial facilities run by armed groups, where humanitarian access is not possible.³⁹

In recent years, the humanitarian situation in Libya has been exacerbated by new waves of displacement due to regional crises, including conflict in Sudan, and by natural disasters like Storm Daniel, resulting in thousands of deaths and displacement in eastern Libya. The country continues to be a critical hub in the Central Mediterranean migration route, with tens of thousands of people intercepted or rescued at sea each year and many others undertaking dangerous journeys or being forcibly returned to Libya from neighbouring countries.

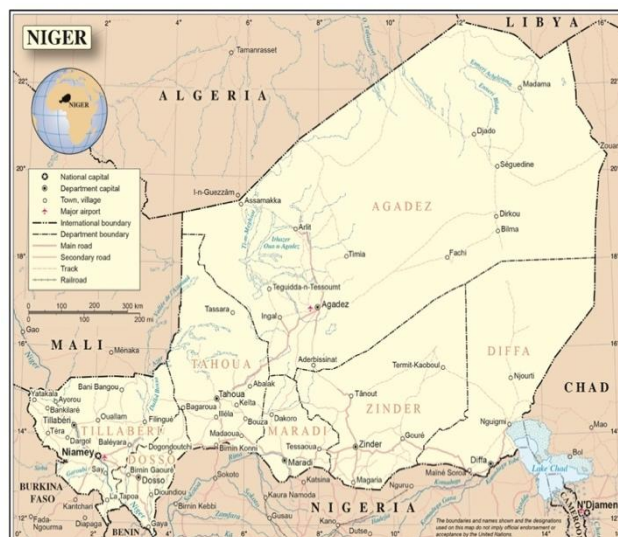
UNHCR has operated in Libya since 1991 without a formal Host Country Agreement. This absence of a legal framework continues to constrain the agency's ability to register and assist asylum-seekers and refugees, particularly outside Tripoli and in the southern regions. Field missions require authorization from Libyan authorities, often delaying or even restricting access to vulnerable populations.⁴⁰ To overcome these challenges, UNHCR has implemented a range of adaptive operational strategies aligned with its protection mandate. For example, the agency has partnered with Libyan authorities, international organizations, and a network of local nongovernmental organisations (NGOs) to coordinate humanitarian responses and extend its reach beyond Tripoli. UNHCR also employs mobile teams and remote modalities to conduct needs assessments, protection monitoring, and aid delivery in areas where access is otherwise limited.⁴¹ These adaptive strategies allow UNHCR to uphold its protection mandate and humanitarian principles, ensuring that assistance reaches those most in need despite the ongoing legal and operational constraints in Libya.

Niger

Niger occupies a strategic position in West Africa, bordering seven countries and serving as a major crossroads for migration, displacement, and humanitarian response (refer to Figure 2⁴² for the administrative map). Since 2012, the country has experienced significant cross-border displacement due to ongoing conflict and insecurity in neighbouring countries such as Mali, Nigeria, Burkina Faso, Libya, and Chad. As of April 2025, Niger was hosting 986,312 forcibly displaced people, including 431,610 refugees and asylum seekers, 507,438 IDPs, and 47,264 other persons of concern.⁴³

Niger's own security environment remains volatile, with recurrent attacks by non-state armed groups particularly in the Tillabéri, Tahoua, Maradi, and Diffa regions causing frequent displacement and limiting humanitarian access. The country is also a key corridor for mixed migration flows, with Agadez serving as a major transit hub for migrants and refugees seeking to move onward to North Africa and Europe. These dynamics are compounded by climate shocks

Figure 1: Map of Niger



³⁷ ETM Flash Update August 2024

³⁸ MHUB, 2018. *The Central Mediterranean Route: The Deadliest Migration Route*

³⁹ Tim Eaton, 2025. *How conflict in Libya facilitated transnational expansion of migrant smuggling and trafficking*

⁴⁰ ETM Interim Narrative Report January 2023 – 31 December 2023

⁴¹ UNHCR Libya

⁴² UN Geospatial

⁴³ UNHCR Operational Data Portal

droughts, floods, and desertification which undermine food security and exacerbate poverty, especially in rural and border communities.⁴⁴

The political landscape shifted dramatically in July 2023. The change in government administration led to the suspension of bilateral aid, the imposition of economic and financial sanctions by Economic Community of West African States and West African Economic and Monetary Union, and the closure of international borders.⁴⁵ The new authorities have also signalled a shift in migration and protection priorities by suspending evacuation flights, refusing to sign the Memorandum of Understanding (MoU) with UNHCR, and repealing the Law 2015-36 on the illicit trafficking of migrants.. These policy changes have increased protection risks for displaced population by weakening safeguards against non-refoulement and limiting access to asylum. For contextual analysis of Hamdallaye and Agadez, refer to Appendix 12.

Niger is a signatory to key international conventions on refugee protection and statelessness, including 1948 United National Universal Declaration of Human Rights, 1951 Convention relating to the Status of Refugees, 1954 Convention relating to the Status of Stateless Persons, 1967 Protocol relating to the Status of Refugees, and Sustainable Development Goals. These commitments have been incorporated into national laws and policies, such as Law No. 97-016 (Refugee Act), Law 2015-36 (Anti-smuggling Law, repealed in November 2023), and National Migration Policy (2020-2035). Refer to Appendix 13 for details on the relevant international conventions and national laws.

3.2 Object of the Evaluation: ETM in Niger

The description below outlines the project's objectives, intended results, timeline and geographic scope, key stakeholders and their roles, target groups, budget and expenses, and ToC.

3.2.1 Overview

The ETM in Niger was launched in 2017 to provide life-saving emergency assistance, protection, and access to durable solutions for refugees and asylum-seekers along the Central Mediterranean Route. The project was designed in response to the urgent need to protect refugees and asylum-seekers facing risks in Libya, where the absence of an asylum system, ongoing conflict, and widespread detention exposed migrants to exploitation, abuse, and violence. The project aimed to evacuate the most vulnerable persons of concern, ensuring their protection and inclusion through access to status determination and durable solutions, such as resettlement, voluntary return, or local integration. The intervention also recognized the strain that large-scale displacement places on host communities and delivered interventions aimed to promote peaceful coexistence and social cohesion.⁴⁶

The project has been implemented in two phases. Phase I was implemented between December 2017 to March 2022, with a total budget of Euro (EUR) 58.8 million. Of this, EUR 45 million was contributed by the EU Commission and EU Member States, while the remaining EUR 13.8 million was funded by UNHCR. During this phase, the ETM assisted a total of 20,083 refugees and host community members. This included 15,000 host community members, 3,710 individuals evacuated from detention centres and urban areas in Libya, and 1,373 Niger-registered refugees who were resettled or supported through complementary pathways.⁴⁷

In April 2022, the ETM project in Niger was extended into a second phase, scheduled to continue until December 2025. This extension enabled UNHCR and its partners to continue providing protection services and facilitate access to durable solutions for evacuees from Libya and refugees hosted at the Hamdallaye Transit Centre. During this phase, the project's scope was also expanded to include spontaneous arrivals in Agadez. Following are the strategic objectives of the ETM project, for details on the project's intended results and activities, please refer to Appendix 14:⁴⁸

⁴⁴ UNHCR Niger Strategy Report 2023-2025

⁴⁵ ETM Interim Narrative Report January 2023 – 31 December 2023

⁴⁶ EU Description of Action UNCHR

⁴⁷ ETM Final Report 2017 – March 2022

⁴⁸ ETM Interim Narrative Report January 2024 to December 2024

Figure 2: ETM Objectives



3.2.2 Timeline and Geographic Coverage

Phase II was originally planned from April 2022 to December 2024 but has since received a no-cost extension until December 2025. This extension was required by a combination of political, operational, and administrative challenges.⁴⁹ The July 2023 change in political government in Niger led to significant political instability, which disrupted project implementation by limiting evacuation flights from Libya. Additionally, reduced resettlement quotas from EU Member States and protracted administrative procedures resulted in prolonged stays for evacuees. Lastly, delays in the construction of new residential infrastructure at the Hamdallaye site further compounded these challenges, limiting the centre's capacity to receive new arrivals. The ETM project primarily operates in Niger, focusing on two key sites:

- **Hamdallaye Transit Centre:** Located approximately 40 km from Niamey, this centre serves as the main transit facility for evacuees from Libya.
- **Agadez Humanitarian Centre:** Situated in northern Niger, Agadez functions as a critical transit and reception point. The humanitarian centre and partner-run guest houses have been integral to the ETM's expanded mandate, reflecting the region's significance as a migration hub.

Additionally, the ETM maintains operational linkages in Libya, coordinating evacuations of persons of concern facing significant risks, including detention and abuse. The mechanism also facilitates durable solutions through resettlement and complementary legal pathways to third countries, primarily in Europe and North America.

3.2.3 Stakeholders and their Roles

The following table lists the key stakeholders and their roles in the ETM project:

Table 6: Stakeholders and their Roles

Stakeholder	Role in ETM Project
UNHCR	Lead agency for coordination, protection, case management, RSD, durable solutions, and service delivery at ETM sites; manages partnerships and advocacy with government and donors.
GoN	Provides legal and administrative framework, authorizes and oversees ETM operations, manages RDS (through CNE), and is responsible for site administration and security.
EU	Main donor and strategic partner; provides financial support, sets policy priorities, and participates in project steering and oversight.
Resettlement countries	Offer resettlement and complementary legal pathways for evacuees and refugees processed through the ETM; set quotas and conduct interviews for selection.
DGEC-MR	Government partner responsible for site administration, coordination with UNHCR, and management of refugee/asylum seeker registration and documentation.
IOM	Supports voluntary return and reintegration for migrants, including rejected asylum seekers and those not eligible for resettlement.
IPs⁵⁰	Deliver protection, health, education, water, sanitation, and hygiene (WASH), and psychosocial support to refugees, evacuees, and host communities.
Host communities	Participate in and benefit from ETM activities, including access to services, infrastructure, empowerment, and peaceful coexistence activities.
Evacuees and refugees	Primary beneficiaries of protection and durable solutions, including participation in skill training, peacebuilding activities, and feedback sessions.

⁴⁹ No-Cost Extension Letter

⁵⁰ CIAUD, COOPI, INTERSOS, ADKOUL, ADES, AIRD, APBE, Good Neighbours, RET Germany

3.2.4 Target Groups

The ETM project in Niger targets the following groups:⁵¹

- **Evacuees from Libya:** The primary target group consists of persons of concern evacuated from detention centres in Libya. Upon arrival in Niger, they received emergency assistance and basic services, including shelter, food, health care, psychosocial support, and child protection. The project supported with RSD and access to complementary legal pathways. Vocational training and recreational activities were also provided to promote self-reliance and social cohesion.
- **Niger-Registered Refugees and Asylum Seekers:** The ETM also targets select Niger-registered refugees and asylum seekers. They benefited from similar access to basic social and protection services, including legal aid, child protection, and GBV prevention.
- **Host Communities (Agadez, Hamdallaye, and Niamey):** Host communities gained improved access to basic services, infrastructure upgrades, and participated in quick impact projects (QIPs) such as vocational training and small business support. Community-based activities were organized to foster peaceful coexistence and social cohesion with displaced populations.
- **Local Authorities, Institutions, and Non-State Actors:** This group participated in capacity-building activities focused on refugee protection, camp management, child protection, gender-based violence prevention, and conflict resolution. These trainings aimed to strengthen the overall response to displacement and improve coordination among stakeholders.

Figure 3: Target Groups



3.2.5 Budget and Expenditures

Phase II's allocated budget is EUR 40 million, with EUR 34 million provided by the EU and EUR 6 million from UNHCR.⁵² The following table provides the breakdown of the allocated budget (2022 – 2024) and expenditures (2022 – 2023). The evaluation team did not have access to the ETM's expenditures for 2024.⁵³

Table 7: Allocated Budget and Expenditures

Budget Category	Allocated Budget (in EUR) 2022 – 2024	Expenditure (in EUR) 2022 - 2023
Human Resources	11,029,750	8,589,488
Travel	414,000	353,244
Equipment and Supplies	441,000	270,597
Local Office	1,945,000	1,272,922
Other Costs and Services (visibility actions, capacity building/seminars/trainings, evaluation)	145,000	30,022
Other (life-saving assistance and services, processing and durable solutions, and peaceful coexistence and host communities)	23,770,000	12,153,888
Indirect Costs	2,453,409	1,450,600
Total	40,198,159	23,767,516

⁵¹ ETM Interim Narrative Report January 2024 to December 2024

⁵² ETM Budget 2022 - 2024

⁵³ ETM Financial Report January to December 2023

3.2.6 Theory of Change (ToC)

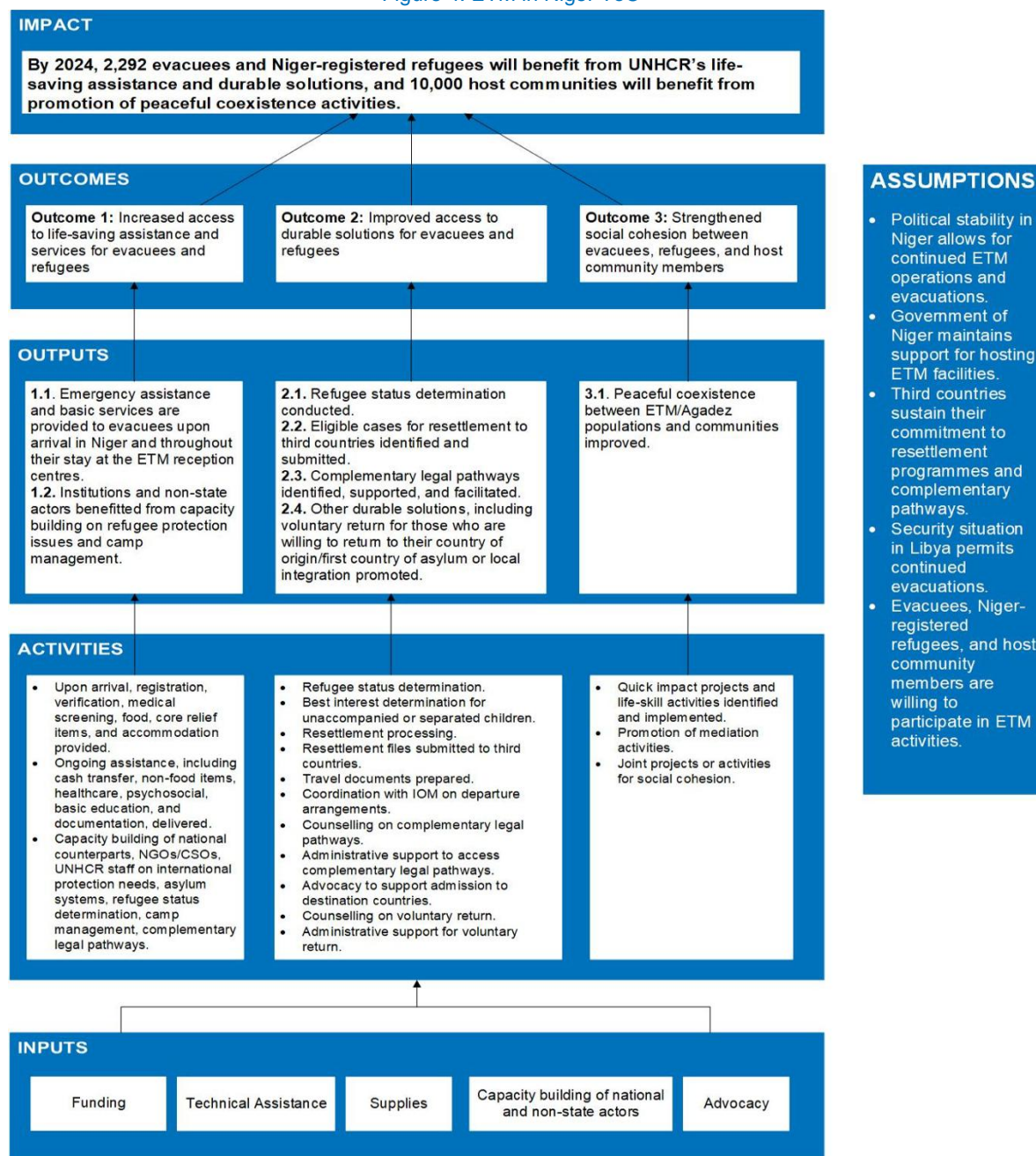
The evaluation team developed the following ToC during the inception phase (see Figure 4). This ToC was constructed retrospectively, as the project did not create one at the design or implementation stages. It was based on a review of project documentation, particularly the logical framework, with the aim of identifying the intended results and reconstructing the pathways through which change was expected to occur.

The ToC rests on three interconnected pathways: increasing access to essential services; improving access to durable solutions, such as resettlement, voluntary return, or local integration; and strengthening peaceful coexistence through joint activities and quick impact projects. These pathways reflect the project's focus on addressing immediate protection and basic needs, while also contributing to social cohesion in targeted communities. The evaluation found this reconstructed ToC to be plausible and internally coherent, with its logic aligning well with the project's stated objectives and the needs of the target population.

However, the effectiveness of the pathways varied depending on the context in which they were implemented. In Hamdallaye, where the project benefited from a longer operational history, more stable infrastructure, and stronger coordination among actors, the pathways reflected in the ToC largely held true. Evacuees, refugees, and host community members reported improved access to basic services and active participation in joint activities, which supported the intended outcomes of increased social cohesion and mutual trust. In contrast, implementation in Agadez faced several contextual and operational constraints. Feedback from stakeholders highlighted challenges including overcrowding in transit centres, strained resources, and unmet expectations among both refugees and host communities. These factors hindered the project's ability to deliver on the pathways identified in the ToC, particularly those related to service delivery and peaceful coexistence.

The evaluation also found that many of the implicit assumptions underlying the ToC did not hold. The 2023 change in political government in Niger severely disrupted political stability, led to the suspension of evacuation flights, and reduced government support. At the same time, a reduction in third-country resettlement quotas led to prolonged stays in transit centres, placing further pressure on available services and increasing frustration among the displaced population. The evaluation found that the project did not include contingency plans to address such risks, which limited its ability for structured adaptation or strategic course correction in response to these developments.

Figure 4: ETM in Niger ToC



Chapter 4: Findings and Conclusions

This chapter presents the evaluation findings and conclusions for relevance, efficiency, effectiveness/impact, and sustainability. Each evaluation question and its related sub-question(s) are addressed separately, and the section ends with the conclusion. Additional details are provided in the appendices, where necessary, to support the evaluation findings and conclusions.

4.1 Relevance

EQ1: To what extent is the ETM project relevant to the needs of targeted populations?

EQ1.1: To what extent do ETM's basic services and durable solutions align with the needs and aspirations of evacuees and Niger-registered refugees?

This evaluation question assesses the extent to which the ETM project's interventions, particularly protection services, basic services and durable solutions, are aligned with the needs of evacuees and Niger-registered refugees. The findings are drawn from primary sources (evacuees, refugees, asylum seekers, UNHCR, and IPs) and secondary sources (progress reports). The table below presents the identified needs and the corresponding ETM interventions.

Table 8: Alignment of ETM Interventions with Beneficiaries Needs

Needs	ETM Interventions
	Protection Needs
<ul style="list-style-type: none"> Migrants in Libya face acute protection risks including violence, trafficking, exploitation, and the threat of refoulement.⁵⁴ Vulnerable groups, such as women, girls, unaccompanied and separated children (UASC), and survivors of GBV, face higher risk of violence, exploitation, and discrimination. In December 2024, 5,046 migrants were detained in Libyan detention centres, with 19 percent estimated to need international protection.⁵⁵ 	<ul style="list-style-type: none"> UNHCR Libya conducts initial identification and vulnerability screening, including pre-eligibility or simplified RSD to verify refugee status. Priority is given to high-risk categories: GBV survivors, trafficking victims, UASC, and persons with serious medical conditions. Emergency travel documents are issued and evacuations coordinated with IOM and the GoN. However, since May 2023, evacuation flights under the ETM have been suspended by the GoN. This suspension occurred despite a significant increase of approximately 176 percent in the refugee population in Libya, which rose from 219,580 in 2023 to 606,513 in 2025, indicating that protection needs have grown in Libya.⁵⁶ In Niger, evacuees are housed in Hamdallaye Transit Centre, where they have access to protection and legal services, including GBV prevention and response, psychosocial support, and legal assistance.
	Basic Services
<ul style="list-style-type: none"> During FGDs and KIIs, refugees and asylum seekers identified their basic needs upon arrival including, food, shelter, health care, education, and WASH services. These refugees or asylum seekers arrived in Niger without housing, financial resources, or access to other basic services. 	<ul style="list-style-type: none"> Monthly cash distributions (in Hamdallaye) and vouchers (in Agadez) are provided to meet the basic needs of the refugees and asylum seekers. However, according to the post distribution survey conducted by UNHCR in Agadez in December 2024, about 56 percent of the respondents indicated a preference for receiving assistance in a different form, such as cash assistance used in Hamdallaye. Additionally, respondents shared that each voucher had to be redeemed in full with a single vendor, which often required them to purchase less preferred items to use the total value of the voucher. Primary health, reproductive health, vaccinations, and psychosocial support are provided. Refugees noted that these services were well-suited to their needs, particularly psychosocial services to support their recovery during displacement. Water access was improved via new boreholes, water towers, and tap networks. Dignity kits were distributed, and latrines constructed. Respondents highlighted that children were enrolled in school, and educational support included desks, school kits, and textbooks.
	Durable Solutions
<ul style="list-style-type: none"> Interviewed refugees mostly preferred resettlement in third countries that offer protection, legal status, and integration. 	<ul style="list-style-type: none"> The ETM project primarily focuses on resettlement as the main durable solution for evacuees. Upon arrival in Niger, evacuees are assessed for refugee status under UNHCR's mandate. Those recognized as refugees undergo resettlement processing, which includes interviews

⁵⁴ IOM, Displacement Tracking Matrix – Libya. Accessed May 2025

⁵⁵ Interim Report ETM Niger January to December 2024

⁵⁶ [UNHCR Libya](#)

Needs	ETM Interventions
<ul style="list-style-type: none"> Respondents did not prefer voluntary return and local integration. 	<p>and the preparation of Resettlement Registration Forms. Travel support is provided for accepted cases. However, delays in processing and limited resettlement quotas were noted as significant concerns.</p> <ul style="list-style-type: none"> The project places limited focus on voluntary return and local integration. This is largely due to ongoing conflicts in countries of origin, which limit the feasibility of voluntary returns, and the limited interest among refugees to settle in Niger.

The ETM project was designed to respond to acute protection needs of persons of concern at risk in Libya and to provide basic services upon their evacuation to Niger. It prioritized vulnerable groups such as survivors of GBV, trafficking victims, and unaccompanied children, offering protection, legal services, and essential basic services including shelter, food, health, education, and water and sanitation in Niger. The project also integrated resettlement pathways as a durable solution for onward movement. However, the suspension of evacuation flights by the GoN in May 2023, significantly constrained the project's ability to meet its core objective of timely evacuation. This suspension occurred amid a substantial increase in protection needs in Libya, with the refugee population rising by approximately 176 percent from 2023 to 2025. Delays in resettlement processing and limited quotas further affected access to resettlement pathway for those evacuated to Niger. While basic services were provided to those who were evacuated to Niger, the reduced evacuation capacity and resettlement constraints meant the project's relevance to fully meet protection needs declined after mid-2023. The evolving context in Libya and operational restrictions in Niger highlight the challenge of addressing growing protection and resettlement needs through the ETM's original design.

"Since I arrived, we receive cash-based intervention program which consists of giving us money to buy our food for a month. With this money, we go to the market to pay for what we need. Even though this money is not enough, it helps us survive until the end of the month. Often, we take loans from shopkeepers before the end of the month and when the money comes, we repay them."

Refugee, Hamdallaye

"Some aspects of their (UNHCR) services are useful. For example, water is a basic need, and they strive to meet it. They also provide food, which is important. But beyond that, the living conditions are very difficult."

Asylum Seeker, Agadez

"First of all, in relation to school, our children are enrolled for free. For food we are assisted monthly. For all other social services, we have access like the host populations."

Asylum Seeker, Agadez

EQ2. To what extent does the ETM project align with the national policies and frameworks of Niger and the EU, human rights standards, gender equality and equity commitments?

EQ2.1: To what extent does the ETM project align with the migration policies and frameworks of Niger and the EU?

The findings and analysis for this evaluation question are presented in two sections. The first section assesses the alignment of the ETM project's specific objectives with relevant EU policies. The second section evaluates the alignment of objectives with relevant laws and policies of Niger.

Alignment with EU Policies

The ETM project was designed in the context of the EU's evolving migration policies following the 2015 migration crisis, which saw over 1.2 million arrivals in Europe. In the face of domestic political backlash and pressure on asylum systems, the EU adopted a strategy of externalizing migration control by partnering with key transit countries to manage migration flows before reaching Europe. Niger, due to its strategic position as a primary transit corridor through Agadez, became central to this externalization strategy.⁵⁷

EU policy frameworks, including the 2015 Valletta Action Plan,⁵⁸ the 2017 Migration Partnership Framework,⁵⁹ and the Sahel Regional Action Plan (2015–2020),⁶⁰ emphasized reducing irregular migration, strengthening border controls, and combating smuggling.⁶¹ These priorities were operationalized in Niger through financial and technical assistance, resulting in the enactment of Law 2015-36 on the illicit trafficking of migrants, which criminalized the transport of migrants. While the law advanced EU migration objectives, it also produced unintended consequences: it undermined local

⁵⁷ [The Externalization of EU Borders](#)

⁵⁸ [Valletta Action Plan](#)

⁵⁹ [Migration Partnership Framework](#)

⁶⁰ [Understanding the EU Strategy for the Sahel](#)

⁶¹ [Multilateral Damage: The Impact of EU Migration Policies on Central Saharan Routes](#)

economies that depended on the migrant transit sector, pushed migration further underground, and increased risks for migrants and refugees.

In parallel with these enforcement-led policies, the EU and UNHCR launched the ETM in 2017 as a humanitarian mechanism to evacuate refugees and asylum seekers from detention in Libya to Niger for temporary protection and onward resettlement. The ETM's objectives, delivering life-saving assistance (SO1), facilitating access to durable solutions (SO2), and promoting peaceful coexistence with host communities (SO3), are closely aligned with EU's frameworks such as Lives in Dignity (2016)⁶² and the New Pact on Migration and Asylum (2020),⁶³ which advocate responsibility-sharing, legal pathways for protection, and humanitarian cooperation with third countries.

However, the project's implementation was shaped by an environment where EU priorities heavily favoured containment over protection. Most EU funding in Niger was directed toward border enforcement and containment.⁶⁴ In addition, the ETM faced prolonged resettlement processes, limited resettlement quotas, and operational delays that left many evacuees in protracted limbo.

The project's scope was further constrained by the EU's use of conditionality, linking aid and investment to Niger's cooperation on migration control, which generated tensions and raised questions about the sustainability and equity of this approach. These tensions became more pronounced after the change in Niger's government in 2023, which led to the suspension of ETM evacuation flights and the non-renewal of MoU between the GoN and UNHCR. These developments exposed the fragility of cooperation and underscored the vulnerabilities of an externalization strategy that relies on political alignment and stability.⁶⁵

In conclusion, the ETM's design is aligned with EU migration frameworks that promote protection, legal pathways, and responsibility-sharing. However, this alignment was constrained in practice by the EU's overarching emphasis on containment, limited resettlement quotas, the conditionality of cooperation, and funding imbalances that favoured border control over protection. While the ETM embodied the humanitarian intent of EU policy, it operated within a broader externalization framework that often undermined protection goals by prioritizing deterrence and limiting durable solutions for refugees.

Alignment with Niger Laws and Policies

Niger maintains a strong legal and policy framework for refugee protection that is generally aligned with international and regional standards. This includes its Law No. 97-016 (Refugee Act) and ratification of key international instruments such as the 1951 Refugee Convention and the Kampala Convention. The national governance structure, led by the DGEC-M-R within the Ministry of Interior, oversees asylum procedures, registration, and coordination with humanitarian partners. The CNE is responsible for RSD.

Historically, the GoN has demonstrated commitment to inclusion by facilitating access to national health and education systems, issuing identity documents to asylum seekers, and upholding freedom of movement. These strengths have created an enabling environment for projects like the ETM to operate in alignment with national policies. However, practical challenges persist. Coordination across national agencies is sometimes slow due to limited technical and financial capacities. Gaps are particularly pronounced in economic inclusion, where livelihood opportunities remain limited, and in the justice system, which is under-resourced and difficult to access for many refugees. Social protection systems are limited, and gender-disaggregated data is often unavailable, making it difficult to monitor inclusion of women and vulnerable groups, such as persons with disabilities and unaccompanied children. These weaknesses stem from broader structural constraints, including regional insecurity, resource limitations, and overstretched service delivery systems in refugee-hosting areas.⁶⁶

The following table presents the findings on the alignment of ETM objectives with relevant Niger's laws and policies including No. 97-016 (Refugee Act),⁶⁷ Law No. 2015-36 (Law 2015-36 on the illicit trafficking of migrants – repealed in 2023),⁶⁸ and National Migration Policy (2020 – 2035).⁶⁹

Table 9: ETM's Alignment with Niger Laws and Policies

Niger Laws and Policies	
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⁶² [Lives in Dignity: from Aid-dependence to Self-reliance](#)

⁶³ [New Pact on Migration and Asylum](#)

⁶⁴ [Tackling the Niger – Libya Migration Route](#)

⁶⁵ [Shortcoming in EU Cooperation for Externalization of Asylum: Lessons from Niger, Serbia, Tunisia, and Turkey](#)

⁶⁶ [UNHCR, Niger Refugee Policy Review Framework](#)

⁶⁷ [Refugee Act Law No. 97-016](#)

⁶⁸ [Law 2015-36](#)

⁶⁹ [National Migration Policy](#)

ETM's Specific Objectives	Law No. 97-016	Law No. 2015-36	National Migration Policy
SO1: Provide life-saving assistance and essential services to evacuees	Article 10: Refugees lawfully admitted to Niger are entitled to the same treatment as nationals in terms of access to education, health, housing, security, and freedom of movement.	Article 25: Smuggled migrants are entitled to emergency medical care necessary on an equal basis with nationals.	Strategic Axis 2: Aims to strengthen promotion, protection, and enjoyment of the human rights of migrants and refugees.
SO2: Identify and process durable solutions for persons in need of international protection, including Niger-registered refugees	Article 6: No refugee may be expelled, returned, or extradited to the borders of a territory where their life and freedom would be threatened because of their race, religion, nationality, membership in a particular social group, or political opinions.	Article 34: The State may collaborate with UNHCR, IOM, and civil society organizations in organizing the return of smuggled migrants to their countries of origin or safe third countries.	Not applicable
SO3: Promote peaceful coexistence between the ETM populations and host communities	Not applicable	Article 4: All legal provisions must be applied without discrimination of any kind. This ensures that refugees and migrants are treated equitably regardless of identity, supporting inclusive community relations and equal service access.	Strategic Axis 2: Aims to strengthen the promotion, protection, and enjoyment of the human rights of migrants and refugees, as well as assistance to migrants, their families, and host communities.

The ETM project was originally aligned with Niger's legal and policy frameworks, which supported access to essential services, protection, and social cohesion between migrants and host communities. However, following the change in government in 2023, there has been a shift in priorities. This is reflected in the non-renewal of the MoU between the GoN and UNHCR (which expired in July 2024), the suspension of ETM evacuation flights in May 2023, and the repeal of the Law 2015-36 on the illicit trafficking of migrants in November 2023. These actions suggest a reduced willingness by the new administration to support the ETM project.

"If Niger has accepted this mechanism, it is precisely because it is consistent with its migration policy. The ETM was designed as a temporary humanitarian tool, to receive people evacuated from Libya, before their resettlement in a third country."
Government Official

"Honestly, I don't know exactly what the authorities' current position is. Niger remains engaged in global forums on migration and refugees. The ETM mechanism was supposed to last one to two years, but then it was extended. Now that he is suspended, it is difficult to say if it will be revived."
Government Official

"I think this question should be asked at the level of the general management. So, everything that has to do with migration, in a way, does not concern us."
Government Official

At the central level, government officials acknowledged that the ETM had previously aligned with Niger's migration policy but emphasized that it was designed as a temporary humanitarian measure. Some indicated uncertainty regarding the current administration's position, particularly given the mechanism's prolonged operation beyond its original scope and timeline. At the decentralized level, limited awareness and clarity were observed by the evaluation team, with some officials noting that policy decisions fall outside their mandate.

In conclusion, while the ETM continues to align with Niger's legal and policy frameworks on paper, recent political developments indicate that the current leadership may be reassessing the mechanism's relevance to national interests.

EQ2.2: To what extent does the ETM project align with relevant human rights standards, gender equality, and equity commitments?

The findings and analysis, drawn from both primary and secondary data, for this evaluation question are presented in three sub-sections. The first sub assesses the ETM's alignment with human rights, the second examines gender equality, and the third focuses on equity commitments.

Alignment with Human Rights Standards

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The following table presents findings on ETM's alignment with relevant human rights standards and conventions, including the Universal Declaration of Human Rights (UDHR),⁷⁰ United Nations Convention Against Torture (UNCAT),⁷¹ International Covenant on Civil and Political Rights (ICCPR),⁷² International Covenant on Economic, Social, and Cultural Rights (ICESCR),⁷³ and African Charter on Human and Peoples' Rights (Banjul Charter).⁷⁴

Table 10: ETM's Alignment with Human Rights Standards

Relevant Rights	ETM's Alignment	Gaps / Limitations
UDHR		
<ul style="list-style-type: none"> Article 3: Life, liberty, and security Article 13: Freedom of movement Article 14: Right to seek asylum Article 25: Adequate standard of living 	The ETM upheld these rights by evacuating persons of concern from Libya to Niger. Once in Niger, the project ensured access to safe shelter, food, water, education, and health care for evacuees and Niger-registered refugees. It also facilitated resettlement and complementary legal pathways to third countries.	Access to protection services was curtailed after evacuation flights were suspended in May 2023, despite a 176 percent increase in the registered refugee population in Libya from 2023 to 2025. Moreover, refugees remain restricted to transit centres in Niger, often for prolonged periods, limiting their freedom of movement under Article 13. ⁷⁵
UNCAT		
<ul style="list-style-type: none"> Article 1: Prohibition of torture Article 3: Non-refoulement 	The ETM aligned with UNCAT by evacuating persons of concern from Libyan detention centres where migrants were subjected to torture, inhuman, and degrading treatment. Once in Niger, the project ensured that evacuees were not returned to Libya. Psychosocial and mental health services, as well as GBV prevention and response mechanisms, were also provided in transit sites.	Due to suspension of evacuation flights, the ETM no longer prevents persons of concern from being exposed to torture in Libya. In December 2024, 5,046 migrants were detained in Libyan detention centres, with 19 percent estimated in need of international protection. ⁷⁶
ICCPR		
<ul style="list-style-type: none"> Article 9: Liberty and security Article 10: Humane treatment Article 12: Freedom of movement 	The ETM contributed to the realization of ICCPR rights by evacuating persons of concern from Libya and providing them with safe accommodation in Niger. The transit centres in Hamdallaye and Agadez offered shelter and access to essential services. Capacity building for state and non-state actors included training on international protection and refugee rights, reinforcing humane treatment and rule of law.	While the ETM prevents arbitrary detention in Niger, refugees remain confined to transit centres for extended periods, which may challenge the spirit of Article 9 (liberty) and Article 12 (movement).
ICESCR		
<ul style="list-style-type: none"> Article 11: Adequate living standards Article 12: Health Article 13: Education 	Between 2022 and 2024, the project ensured access to adequate shelter, clean water, sanitation, food (including cash-based assistance and vouchers), and health care. The project also supported school enrolment and distributed educational supplies to both refugee and host community schools. Vocational and cash-for-work activities were implemented to improve economic resilience.	In November 2024, the GoN revoked the authorization of APBE (IP), impacting the continuity of health services in Hamdallaye and Agadez. Additionally, only 58 percent of identified displaced children in Niamey and Hamdallaye were enrolled in school during the 2024–2025 academic year an improvement from 42 percent the previous year, but still below minimum standards for universal access. ⁷⁷
Banjul Charter		
<ul style="list-style-type: none"> Article 16: Health Article 17: Education 	The ETM facilitated access to asylum and basic rights for refugees and asylum seekers. The project delivered vocational training and peaceful coexistence	Despite earlier alignment with the Charter, the GoN suspended the ETM in mid-2024 and the MoU expired in July without renewal. As a result, no new

⁷⁰ [Universal Declaration of Human Rights 1948](#)

⁷¹ [United Nations Convention Against Torture](#)

⁷² [International Covenant on Civil and Political Rights](#)

⁷³ [International Covenant on Economic, Social and Cultural Rights](#)

⁷⁴ [African Charter on Human and Peoples' Rights](#)

⁷⁵ [The Outsourcing of European Migration and Asylum Policy in Niger](#)

⁷⁶ Interim Report ETM Niger January to December 2024

⁷⁷ Interim Report ETM Niger January to December 2024

Relevant Rights	ETM's Alignment	Gaps / Limitations
• Article 22: Development	activities that benefited both refugees and host communities. Infrastructure and environmental improvements supported the right to development.	evacuations took place in 2024, limiting the ability of refugees to seek asylum in Niger and undermining Article 12's guarantee of access to protection.

Alignment with Gender Equality Commitments

Secondary and primary data (from UNHCR, IPs, beneficiaries) indicated that gender equality has been systematically integrated into the ETM project in line with Convention on the Elimination of All Forms of Discrimination Against Women.⁷⁸ In both Hamdallaye and Agadez centres, facilities included safe spaces for women and girls, access to health professionals, and mechanisms for identifying and responding to cases of GBV. All female respondents reported receiving basic services such as shelter, food, water, and dignity kits. Many also participated in vocational training and QIPs designed to improve their self-reliance.

However, the project's logframe and targets are not gender-specific, and reporting from April 2022 to December 2024 did not include gender-disaggregated results.⁷⁹ In addition, while basic needs were largely met, several female respondents in Agadez found vouchers inadequate to meet their needs. Access to healthcare also emerged as a concern, where refugees reported changes in the quality of services since the closure of the APBE (IP), in November 2024, which was responsible for delivering health services in both locations.

"Yes, they give us clothes, dignity kits, and soap... we were not expecting that." Female Refugee, Hamdallaye

"We do catering, mechanics, pastry, cooking, sewing." Female Refugee, Agadez

"We have too much difficulty eating and accessing the local market. Because over there, in the shops, it's the dry stuff that you can get and eat... No, there are fresh no vegetables." Female Refugee, Agadez

Alignment with Equity Commitments

In line with UNHCR Policy on Age, Gender, and Diversity,⁸⁰ the project's design demonstrates a strong recognition of the diverse needs of vulnerable groups, including persons with special needs, UASC, older persons, those with chronic illnesses, and survivors of trauma. In Hamdallaye, eight blocks with ramps were constructed in 2023 to facilitate access for people with special needs.⁸¹ Best interest assessments and regular monitoring are conducted for at-risk children to safeguard their well-being. Feedback from refugees and asylum seekers with special needs confirmed that the basic services, such as food, water, and psychosocial support, are aligned with their specific needs and vulnerabilities.

However, the evaluation team observed confusion regarding the communication on the resettlement process in Agadez. Most of the refugees and asylum seekers were unclear about their eligibility for resettlement under the ETM. Although evacuees from Libya were prioritized for resettlement, others who arrived independently often assumed they were entitled to the same opportunities. This misalignment between project design and beneficiary expectations has led to frustration and a sense of exclusion.

"We feel protected. Even children and people with problems are treated the same as us." Refugees with Special Needs, Agadez

"The main problem is the confusion around resettlement. For example, two friends leave the same country, one is evacuated via the ETM and resettled, the other arrives in Agadez by his own means and has no promises. However, he believes that he will also be resettled. We raise awareness, but these expectations persist. If a new mechanism is put in place, this issue will have to be better managed to avoid frustration." Government Official

"There is confusion. In Agadez, some refugees or asylum seekers think they are in a transit centre as in Hamdallaye, when this is not the case. Admittedly, some have been resettled from Agadez, but this is not the main purpose of the humanitarian centre. This misunderstanding creates false expectations that we have to manage on a daily basis." Government Official

The evaluation found that the ETM project is broadly aligned with human rights standards, gender equality, and equity principles through its provision of protection, essential services, and durable solutions for persons of concern. The project demonstrated compliance with international and regional legal frameworks, particularly during its active evacuation phase, by enabling access to asylum and

⁷⁸ Convention on the Elimination of All Forms of Discrimination Against Women

⁷⁹ ETM Logframe

⁸⁰ UNHCR Policy on Age, Gender, and Diversity

⁸¹ Interim Report ETM Niger January to December 2023

supporting the right to an adequate standard of living. Its design prioritized tailored support for persons with disabilities, unaccompanied children, and survivors of trauma. Equity was promoted through service provision not only to evacuees but also to spontaneous asylum seekers and host communities. However, since May 2023, the suspension of evacuation flights and non-renewal of the ETM MoU significantly limited the project's ability to deliver protection to persons at risk in Libya.

4.2 Efficiency

EQ3: To what extent has UNHCR improved the efficiency of resettlement process by optimizing its processes, improving communication, and implementing alternative delivery models?

EQ3.1: To what extent has UNHCR reduced the average time beneficiaries spend in transit centres, and what are the main drivers within UNHCR's influence that could further reduce this duration?

The findings and analysis for this question are divided into three sub-sections. The first sub-section presents the evolution of processing time for resettlement cases. The second sub-section presents the internal factors within UNHCR control or directly related to its operations in Niger. The final sub-section explores the external factors that have contributed to the reported changes in the processing time. Beneficiary feedback on the resettlement process, including communication and transparency, are presented separately under evaluation question 3.2.

Processing Times for Resettlement Cases

Between 2022 and 2024, UNHCR processed a total of 2,644 RSD submissions. Over the same period, 2,024 persons departed Niger, representing approximately 77 percent of total submissions. This high departure rate indicates that the majority of submitted cases were successfully processed.⁸² In terms of performance against project targets, the original Phase II resettlement target of 3,000 was revised to 2,292 due to the suspension of ETM evacuation flights in April 2023. By the end of 2024, with 2,024 departures, the project had achieved 88 percent of the revised target.⁸³

The evaluation team used secondary data^{84,85} on processing time from 2017 to 2024. To assess changes in resettlement processing over the course of the project, processing times from Phase I and Phase II were compared. Although the evaluation focuses on Phase II, this comparison helps to understand how processing times have evolved and the factors that contributed to these changes.

As shown in the graph below, there has been a marked increase in the total time taken to resettle refugees. During Phase 1 (2017 to 2021),⁸⁶ the average time between arrival and RSD submission steadily increased from 1 day in 2017 to 330 days in 2021. Similarly, the average time taken by resettlement countries to process cases rose significantly, from 37 days in 2017 to 334 days in 2021. As a result, the total average time between arrival and departure lengthened considerably over this period, reaching 664 days in 2021. In Phase 2 (2022 to 2024), the average time between arrival and RSD submission showed some improvement, decreasing to 300 days in 2022 and further to 167 days in 2023. However, the time taken by resettlement countries to process cases increased significantly, reaching 377 days in 2023. For 2024, only the average processing time by resettlement countries is available, recorded at 722 days, indicating ongoing delays at the resettlement country level.

Overall, these trends show that while Phase II saw some reduction in the time taken for RSD submissions, total processing times remained long. This is primarily due to delays by resettlement countries. As per discussions with UNHCR, resettlement countries initially showed interest in and provided support to the ETM project, however, their priorities changed by Phase II as reflected in the increased time taken to process cases. The internal and external factors contributing to these delays are explained in the following sections.

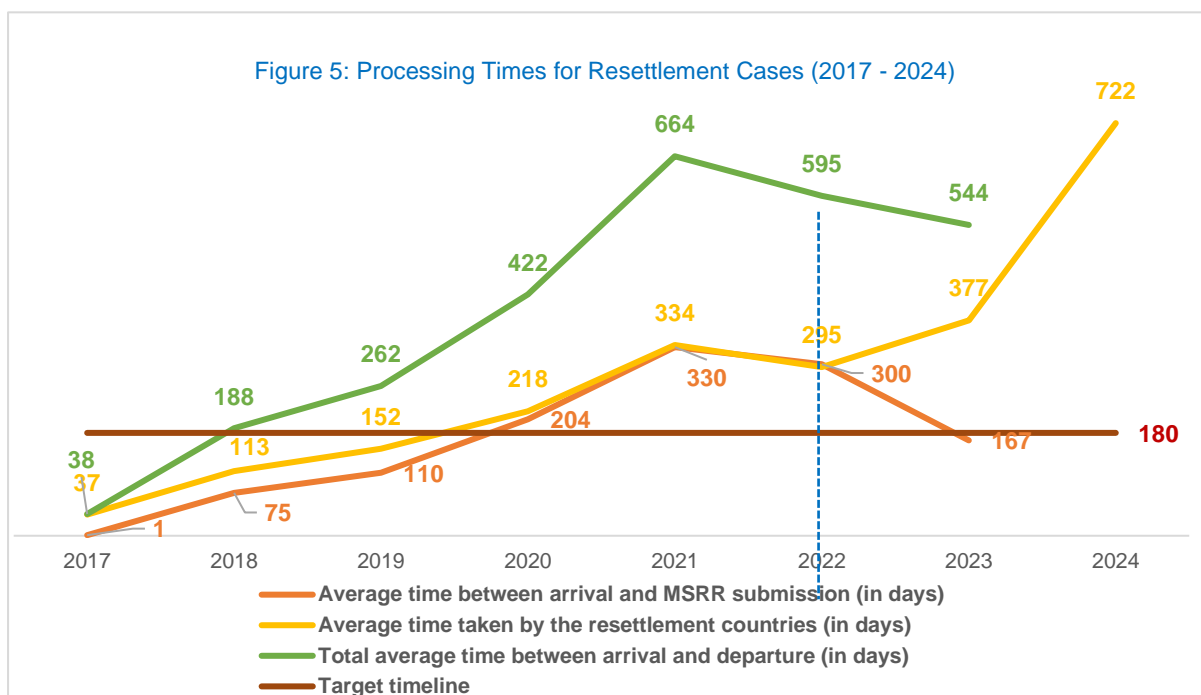
⁸² Niger RSR Summary Report

⁸³ Interim Report ETM Niger January to December 2024

⁸⁴ Interim Report ETM Niger January to December 2023

⁸⁵ Interim Report ETM Niger January to December 2024

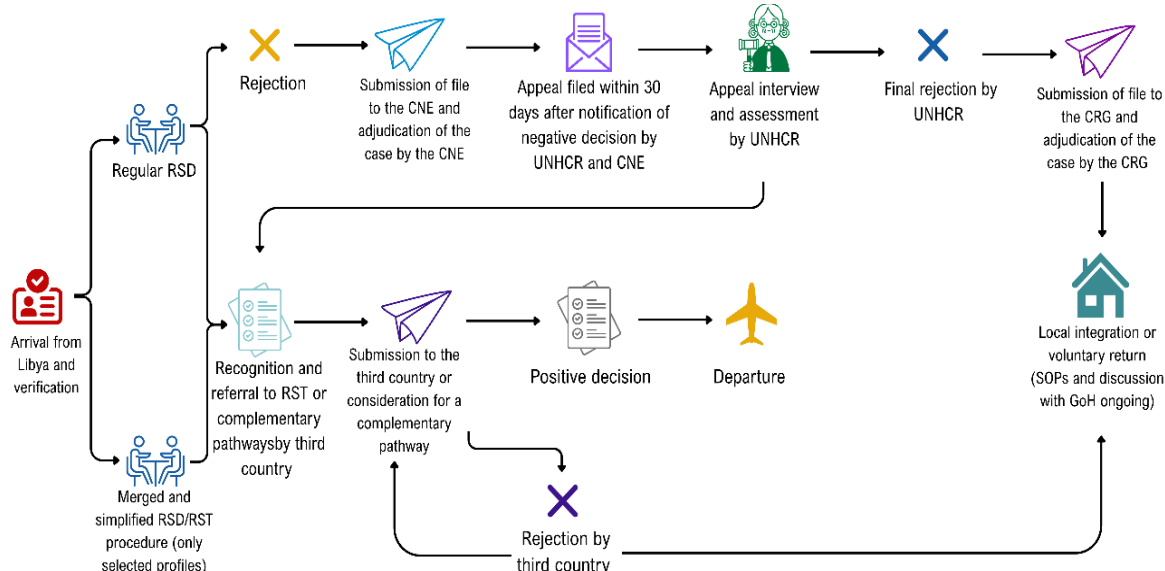
⁸⁶ Although Phase 1 was implemented until March 2022, the evaluation team has used 2021 as the cutoff point to separate the analysis between Phase 1 and Phase 2.



Internal Factors

UNHCR facilitates the RSD process for evacuees arriving in Niger. In 2019, UNHCR introduced the merged and simplified RSD-resettlement (MSRR) procedure, which combines the RSD and resettlement interviews into a single step. This approach streamlined the process by reducing the number of interviews and documentation required. Both RSD and MSRR processes are depicted below, with more details included in Appendix 15.

Figure 6: RSD and MSRR Process



Despite streamlining the process and reducing the time taken between arrival and RSD submission during Phase 2, internal processing times remain higher than in the early years of the project. Based on secondary data^{87,88} and discussions with UNHCR, the following key factors contributed to these delays:

⁸⁷ Interim Report ETM Niger January to December 2023

⁸⁸ Interim Report ETM Niger January to December 2024

Staffing and Capacity Constraints

Delays in recruiting and onboarding experienced international RSD staff affected UNHCR's ability to timely process resettlement cases. Experienced RSD staff are able to work more efficiently as they have a strong understanding of complex legal, procedural, and protection frameworks, which allows them to conduct interviews and assessments with greater accuracy and with fewer errors or follow-up clarifications. When positions were eventually filled, newly recruited staff often lacked sufficient experience or required additional time for training. Moreover, shortages of interpreters particularly for less common languages such as Tigrinya and Amharic, also contributed to delays.

These staffing and capacity constraints were exacerbated by the political changes in 2023, which led to the evacuation of many UNHCR international staff. Although some staff eventually returned to Niamey, many with families chose not to return due to ongoing security concerns,⁸⁹ further affecting UNHCR's operational capacity.

"In terms of timing, the centre is called transit centre. So, by definition, it should have been a short period of time. So maybe, you know, the different pieces should have been more thought of, to avoid a long period of time in the transit centre, because they haven't found any countries for resettlement, or it took them longer than foreseen. So maybe, yes, try to do better planning. Of course, they are dependent also on response from third countries." EU Delegation in Niger

"The team worked quickly and managed time very efficiently. Only very complex cases took longer to assess and ensure their eligibility for resettlement." UNHCR

"After the political change in July of 2023, there was some general uncertainty about what would happen. So, a lot of international staff were evacuated to other countries or the countries of origin. And that invariably led to interruptions, and I think that had a negative effect on the processing times. Gradually, they returned to Niamey but some of them did not come back because it was considered that Niger wasn't really a suitable place for families." UNHCR

"We have very experienced caseworkers. UNHCR also is very experienced in advocating with resettlement countries. So, I don't see any way that the processing time could be faster." UNHCR

Insufficient Contingency Planning

Although the ETM was designed as a transit mechanism, many evacuees have remained at the centres for extended periods, particularly those among the earliest arrivals in 2022. The project did not fully prepare for several major external challenges that emerged during implementation, including the non-extension of the MoU between the GoN and UNHCR, reductions in resettlement quotas, increased processing time by resettlement countries, and political instability in Niger. While the project's logframe acknowledged key assumptions, such as continued political stability in Niger, sustained government support for hosting ETM facilities, and ongoing commitment from third countries to resettlement, no concrete contingency plans were developed to mitigate the risks associated with these assumptions. As a result, when these external challenges materialised, the project's ability to respond quickly was limited.⁹⁰

Despite this, the ETM project made several operational adjustments to sustain its activities and support for refugees, asylum seekers, and host communities. When evacuation flights were suspended, UNHCR and its partners prioritised the continued delivery of essential services to those already present at the ETM centres. In response to prolonged stays, the project expanded vocational training, quick impact projects, and cash-for-work activities to support both displaced persons and host communities. UNHCR also increased advocacy with the Nigerien authorities and third countries to maintain resettlement and complementary pathway opportunities. In addition, coordination with technical staff in relevant ministries and engagement with new authorities and regional governors helped maintain humanitarian access and ensure the continued functioning of ETM facilities. These adaptive measures enabled the ETM project to continue delivering protection, essential services, and durable solutions, despite a highly challenging and evolving operational context.^{91,92}

Complex Caseloads

Complex cases such as unaccompanied minors, survivors of trauma, or refugees with security related concerns often required more time and resources to process. These cases typically involved multiple interviews, detailed documentation, and coordination with a range of stakeholders, all of which contributed to extended processing timelines. Between 2022 and 2024, the profiles of those submitted for RSD reflected the complexity of the caseload. On average, 5 percent of submissions were for women and girls at risk, 4 percent for refugees with legal or physical protection needs, 87 percent for survivors

⁸⁹ Niamey was designated as a family duty but was reclassified as a non-family duty station in 2023.

⁹⁰ ETM's logframe

⁹¹ Interim Report ETM Niger January to December 2023

⁹² Interim Report ETM Niger January to December 2024

of violence or torture, and 4 percent for children and adolescents at risk. In terms of age, approximately 46 percent of submissions were for refugees aged 0 to 17 years, while 54 percent were for those aged 18 to 59.⁹³ The high number of trauma-related cases explain the additional time and effort required for RSD submissions.

External Factors

Based on secondary data and primary data (from UNHCR, the EU, and GoN), the ETM project continues to face several external challenges that significantly contributed to increased processing time. These challenges are listed below:

- **Political Instability:** The July 2023 political change severely disrupted the operational environment for the ETM. It led to border closures, the suspension of evacuation flights, and the non-renewal of the MoU between UNHCR and the new authorities. The political instability also resulted in some resettlement countries, such as France and the Netherlands, to require that visa processing for ETM cases be conducted outside of Niger. As a result, refugees had to be transferred to the emergency transit centre in Timisoara, Romania. This additional step not only lengthened the overall resettlement timeline but also increased logistical and operational costs for resettlement.⁹⁴
- **Reduced Quotas:** Between 2022 and 2024, there was a sharp decline in resettlement quotas offered by third countries. In 2022, the United States offered 450 resettlement places, Germany provided 150, and Canada contributed 200. By 2023, however, several countries had reduced or cancelled their commitments. The United States lowered its quota to 250, a 44 percent reduction from the previous year, and Germany halved its quota from 150 to 75. Spain, which had planned to provide 10 places, cancelled its commitment due to national elections. In contrast to this downward trend, Canada increased its resettlement quota from 200 in 2022 to 320 in 2023. By the end of 2024 Canada increased its quota to 575 and was the only country to confirm a resettlement quota for 2025, allocating 200 places.⁹⁵ The overall reduction in contributions from third countries has narrowed the scope of resettlement and placed additional pressure on an already strained protection environment in Niger.
- **Security Challenges:** Security challenges caused by the presence of non-state armed groups affected humanitarian access in the Agadez region. The region was designated as military operational zone, requiring prior authorization and, in many cases, military escorts for humanitarian actors including UNHCR and its partners. These logistical complications hampered access to ETM site resulting in delays in internal processing times.

"From the point of view of the refugee, the time they to wait for the UNHCR to decide on their status, interview, and refer them to a resettlement country, is quite small, compared with the time that they have to wait for a decision from the resettlement countries." UNHCR

"Europe is closing itself off. Countries are often afraid now to bring in refugees because of how their population will react, and everything else. And the United States, with what they have in terms of political change, as you have seen, is a situation that it is imposed on us." Government Official

"The heavy lifting is by UNHCR in trying to find a country that will agree to accept them as refugees of resettlement." UNHCR

The ETM project has seen a substantial and sustained increase in resettlement processing times, with the average duration rising from 38 days in 2017 to 722 days in 2024 against a target of 180 days (6 months). This trend reflects a combination of external challenges and internal constraints. UNHCR adopted the MSRR procedure as a proactive measure to streamline operations and improve efficiency. However, these internal adaptations have not been sufficient to offset the broader pressures affecting the resettlement system. In conclusion, the process remains fundamentally shaped by factors beyond UNHCR's control, particularly the availability of third-country quotas, shifting geopolitical dynamics, and the cooperation of host and resettlement states. This structural dependency continues to limit how far UNHCR can reduce overall processing times.

EQ3.2: To what extent has UNHCR facilitated clear and timely communication about the resettlement process in transit centres?

This evaluation question draws on primary data from refugees and asylum seekers to assess the clarity and timeliness of communication provided to beneficiaries regarding the resettlement process. The

⁹³ Niger RSR Summary Report

⁹⁴ Interim Report ETM Niger January to December 2024

⁹⁵ Interim Report ETM Niger January to December 2024

following table outlines the various communication channels used,⁹⁶ their intended purposes, and the feedback shared by beneficiaries for each channel. The channels are presented in descending order of usage, starting with those used most frequently and ending with those used least or not at all.

Table 11: Beneficiary Feedback on Communication Channels

Communication Channels	Purpose	Feedback from Beneficiaries
Guichet Unique (One-Stop Shop)	<ul style="list-style-type: none"> Created in 2013 by UNHCR and partners as a reception and referral point for refugees and asylum seekers. Provides all assistance and protection services, including information, referrals, and access to essential services. Offers a toll-free hotline for information complaints, and appointments. 	Refugees reported regular use of the hotline. However, feedback indicated that while the initial information was clear, follow-up responses were often perceived as generic and repetitive, with little new or case-specific information. This led to frustration among those seeking updates about their individual cases.
Individual and Group Counselling	<ul style="list-style-type: none"> Provided for complex or sensitive cases to ensure refugees and asylum seekers could receive guidance and ask specific questions. UNHCR operated the Blue House (La Maison Bleue) as a dedicated facility for counselling and resettlement interviews, primarily serving ETM refugees. However, it was closed at the end of 2024 due to budgetary constraints. Following its closure, these activities were relocated to the <i>Guichet Unique</i> facility. 	Refugees found these counselling sessions helpful, as they could receive guidance and ask specific questions about their situation or the resettlement process. The closure of the Blue House was noted by beneficiaries, who had previously found it a valuable resource for accessing counselling and support.
Information Awareness Sessions or	<ul style="list-style-type: none"> In-person sessions at Hamdallaye and Agadez centres. UNHCR staff explained resettlement procedures, eligibility, and timelines. 	Only a few respondents mentioned attending these sessions. Those who did generally found the information not specific to their cases. As a result, many felt the sessions did not address their personal concerns or provide detailed guidance on their specific cases.
Refugee Committee	<ul style="list-style-type: none"> Acted as intermediaries, relaying information between UNHCR and refugees. 	Refugee committees were dissolved by the Ministry of Interior shortly before the of data collection. Respondents did not share any feedback on the committees or their role in communication.
Printed Materials	<ul style="list-style-type: none"> Leaflets, posters, and flyers in English, French, and Arabic distributed at centres to explain the resettlement process. Ensured information was accessible to all residents. 	None of the respondents shared feedback on the printed material. This may be because most had been in the transit centres for several months and no longer considered them useful for their resettlement cases.

Across all channels, beneficiaries' primary source of frustration was not the frequency or timeliness of communication, but the slow progress in their resettlement cases. When no new updates were available, UNHCR continued to engage with refugees by explaining the reasons for delays, such as limited third-country quotas or prolonged external processing. However, these messages were often perceived as repetitive and unhelpful. Many beneficiaries compared their situation with others who had already been resettled, which further deepened their sense of uncertainty and dissatisfaction. In extreme cases, this frustration led to protests and incidents of violence. For example, in 2019, UNHCR vehicles and facilities containing supplies were attacked. Similar tensions persisted during data collection of this evaluation, with refugees staging protests due to continued dissatisfaction with the lack of progress in their resettlement cases.

"Communication has been done, and we are still doing it. Meetings were held; documents and posters were distributed in English, Arabic and French. We used loudspeakers, translators, to clearly explain the reality of resettlement. But some simply don't want to hear. They have a fixed idea: to be resettled. We tried everything." **Government Official**

"Many refugees see ETM as a direct opportunity for resettlement. This creates unrealistic expectations. We have multiplied the information sessions to explain to them that it is not a transit centre to Europe, nor an airport. Only a small percentage is

⁹⁶ Interim Report ETM Niger January to December 2024

resettled, according to criteria well defined by the host countries. Despite this, some are manipulated by false information.” **Government Official**

“Yes, we have information on the process, I have my documents, and I follow the progress on my file, we are always kept informed. I know the process. But since 2023 the situation has not changed, then it also depends on the files, others in less than a year they have left but for some it lasts a long time.” **Refugee, Hamdallaye**

“Yes, there is a number at the one-stop shop and there is another one to call to get information about our file. Even when I was given a resettlement country, it was through these channels that I knew this.” **Refugee, Hamdallaye**

“I know the UNHCR’s communication channels, but the problem is that even if you call to ask for something, there is no follow-up. For example, I’ve been asking for the status of my case for a year, but they say they have no solution, they say that the solution is with the country of resettlement.” **Refugee, Hamdallaye**

“Yes, they are communicating with us, it has been a month since they told me that my file was accepted by Italy but since then I have not received any information.” **Refugee, Hamdallaye**

The ETM project implemented a range of communication channels including hotlines, information sessions, counselling services, and printed materials to inform beneficiaries about the resettlement process. While these channels were generally accessible, their overall capacity to deliver meaningful updates was constrained by external factors such as lengthy third-country processing times, limited resettlement quotas, and political disruptions. As processing times increased and progress stalled on resettlement cases, UNHCR continued to communicate reasons for delays, but this did little to alleviate beneficiaries’ frustration or uncertainty. Ultimately, the timeliness and clarity of communication efforts were compromised by these external constraints, underscoring the challenge of managing expectations in a slow-moving and externally dependent resettlement system.

4.3 Effectiveness

EQ4: To what extent was the ETM project effective in providing essential assistance and protection to evacuees and refugees, and fostering social cohesion with host communities, including any unintended impacts?

EQ4.1: To what extent did the ETM project provide life-saving assistance, services, and protection to evacuees and refugees in Hamdallaye and Agadez?

This evaluation question focuses on ETM’s evacuation and provision of essential services, including shelter / infrastructure, cash-based interventions (CBI), WASH, education, and health.

The project’s logframe includes one outcome indicator (Outcome 1) and one output indicator (Output 1.1) related to the delivery of basic services. Outcome 1 has been used to assess the project’s effectiveness in evacuating persons of concern from Libya. For Output 1.1, however, only one service-specific indicator exists for shelter in Hamdallaye. All other services are grouped under two broad indicators: i) number of people receiving assistance (access to basic needs, protection, recreational activities) in Hamdallaye/Niamey, and ii) number of people benefitting from assistance measures (access to basic needs, protection, recreational activities) in Agadez. Due to the lack of disaggregated indicators, the evaluation team did not rate the project’s performance in other services areas. Instead, the assessment draws on secondary sources and primary data to assess their perceived effectiveness.⁹⁷

The following section is organized by service area and further subdivided by location Hamdallaye and Agadez. Refer to Appendix 16 for ETM’s overall achievements.

Evacuation⁹⁸

The original target for Outcome 1 was revised from 1,500 to 792 in 2024 due to suspension of ETM evacuation flights. The following table presents yearly achievements of the ETM project:

Table 12: Evacuation Achievements (2022 – 2024)

Outcome	Indicator	Target	2022	2023	2024	Total
Outcome 1. Provide vital assistance and services to evacuees under the ETM	Number of persons evacuated from Libya to the ETM in Niger	792	353	179	0	532 (67 percent)

Note: The evaluation team has highlighted the overall achievement in yellow to showcase that the project has partially met its intended target.

⁹⁷ ETM’s logframe

⁹⁸ All progress reports were used to consolidate the different types of activities and results achieved under evacuation component

The evacuation process under the ETM begins with the identification of persons of concern in Libya, with a focus on individuals facing increased protection risks, such as survivors of GBV, trafficking victims, and unaccompanied minors. Those selected are invited for interviews and undergo a simplified RSD process, as only individuals with credible refugee claim are considered eligible for evacuation. Prior to departure, evacuees' complete medical screenings and receive identification bracelets, confirming their inclusion on the final flight manifest. Upon arrival in Niger, immigration procedures are completed, and evacuees are accommodated either at the Hamdallaye Transit Centre or in guest houses in Niamey.

From April 2022 to December 2024, the ETM project achieved 67 percent of its evacuation target, primarily due to significant operational and political constraints. In 2022, just two evacuation flights took place. A major contributing factor was the delayed renewal of the MoU between the GoN and UNHCR, which expired in February and was not renewed until July 2022. This delay led to the cancellation of the first evacuation flight, originally scheduled for April. In 2023, the situation was further complicated by the change of political government, which resulted in border closures, sanctions, and a more restrictive operational environment. Only one evacuation flight took place that year. In 2024, no evacuation flights occurred as the new authorities suspended ETM evacuation flights.

As of August 2024, out of 532 evacuees, 290 had departed via resettlement or complementary legal pathways. The remaining 242 evacuees were still in Niger. Of these, 123 were awaiting departures, interviews, or final decisions, while 119 had pending RSD submissions.⁹⁹

Shelter / Infrastructure¹⁰⁰

Target for Output 1.1 was revised from 1,500 to 792 in 2024 even though the project had achieved its original target. In addition, as there was no equivalent indicator defined for Agadez, the evaluation team has not rated the project's performance for Agadez.

Table 13: Shelter Achievements (2022 – 2024)

Output	Indicator	Target	2022	2023	2024	Total
Output 1.1. Emergency assistance and basic services are provided to evacuees upon arrival in Niger and throughout their stay in the ETM/Agadez reception centres	Number of persons hosted in Hamdallaye	792	416	819	949	2,229 (281 percent)

Note: The evaluation team has highlighted the overall achievement in green to showcase that the project exceeded its intended target.

Hamdallaye

Between 2022 and 2024, the ETM project implemented significant upgrades at the Hamdallaye centre to improve safety, functionality, and living conditions for refugees and asylum seekers. Key developments included the construction of a 1,600-metre barbed-wire fence to improve security and the installation of solar electrification for 80 houses/shelters. Additionally, 15 solar streetlights were installed, benefiting both residents and host communities. New communal spaces, including 20 offices, two waiting sheds, and three multi-purpose rooms were also added. Fire safety measures were strengthened with the addition of 68 fire extinguishers and four fire hydrants.

Feedback from refugees and asylum seekers indicated that many were living in Refugee Housing Units (RHUs), which they found poorly suited to the Sahelian climate. RHUs are constructed with steel frames and polyolefin plastic panels, materials that tend to trap heat. In the high temperatures typical of the Sahel region, the limited built-in ventilation in RHUs is often insufficient to keep interiors cool, leading to uncomfortable living conditions.¹⁰¹ However, most respondents felt that the shelter met their basic needs and contributed to a sense of stability. Members of the host community also shared appreciation for the employment and training opportunities created during the construction phase, as well as for their continued involvement in site-related activities such as laundry, dishwashing, sanitation, gardening, and security.

Agadez

In Agadez, the ETM project focused on improving shelter conditions for the growing number of asylum seekers and refugees arriving in the region. Between 2022 and 2024, the project rehabilitated 72

⁹⁹ UNHCR Updated RST Figures_31 August 2024

¹⁰⁰ All progress reports were used to consolidate the different types of activities and results achieved under shelter component

¹⁰¹ UNHCR 2022, West and Central Africa Regional Shelter and Settlement Evaluation

durable shelters, 17 emergency shelters at the humanitarian centre, and constructed 57 semi-durable small houses. To support those living in makeshift conditions, 126 tarpaulins were distributed, and 100 solar lamps were installed to improve lighting and safety across the site.

Despite these improvements, living conditions remained a concern among residents. Many respondents described the shelters as small, about 3 by 4 square meters, typically housing four people, even though they were more suitable for three. Most reported sleeping on mats on the floor and noted that the shelter structures were primarily made of tarpaulin, usually composed of plastics materials such as polyethylene, which they considered unsuitable for long term use. Some shared that after spending several months in temporary tarpaulin shelters, they were moved to newly constructed houses; however, these structures deteriorated quickly, especially during the rainy season. Although officials conducted visits to assess the damage and identify those in need of better housing, repairs were not carried, leaving residents to manage maintenance on their own.

*"We are often crammed together, 5 or 6 per room. There is not even a cement floor. These are precarious housing, in which we have been living for 3, 4, or even 5 years." **Asylum seeker, Agadez***

*"Yes, as far as water, housing and health are concerned, it's fine. We are helped in this area." **Refugee, Hamdallaye***

*"We have been benefiting from this project since its inception in 2019. They involved us in securing the site, in watering the garden. It is also the inhabitants who build and repair the shelters of the refugees." **Host Community Member, Hamdallaye***

Cash Based Interventions¹⁰²

Hamdallaye

The ETM project in Hamdallaye provided hot meals and in-kind assistance to newly arrived evacuees in 2022 but transitioned to a CBI model in 2023. Under this approach, evacuees received monthly cash transfers to purchase food, domestic gas, and essential household items from local markets. This shift was made in consultation with local authorities in Hamdallaye and Niamey, and the operating context permitted safe and effective implementation. Cash assistance gave beneficiaries greater flexibility and autonomy, allowing them to meet their needs. Transfer amounts varied by household size and, reportedly, female recipients received slightly higher allocations.¹⁰³

Respondents generally welcomed the transition, noting that the CBI model helped them meet their basic needs, particularly for food, phone credit, and support for dependents. However, many felt that the cash amounts were inadequate to cover rising monthly expenses. Food prices in Niger, for example, increased by 8 percent in April of 2025 compared to the previous year, and food inflation reached a peak of 24 percent in June 2024, well above the historical average of 3 percent from 2011.¹⁰⁴ Delays in cash disbursement were also reported, with several respondents describing the resulting financial strain and their dependence on credit from local shopkeepers to meet urgent needs.

Agadez

Similarly, in Agadez, the ETM project's approach to food and basic needs assistance evolved over time, transitioning from the provision of hot meals to a voucher-based system in May 2024. Unlike in Hamdallaye, regional authorities in Agadez discouraged cash distributions due to concerns about potential tensions with the host community. Given the region's history of vulnerability and competition over limited resources, officials were concerned that direct cash transfers could be perceived as unfair. In response, the project adopted a voucher-based system designed to uphold beneficiary dignity and choice while addressing local sensitivities. Under this system, recipients could select food and essential items from designated vendors. The voucher system was also extended to selected members of the host community and to asylum seekers not included in the ETM caseload. However, in 2025, the value of the assistance was reduced from 44,000 CFA (\$78) per adult to 25,000 CFA (\$44) per adult.

Findings from the post distribution monitoring (PDM) survey and primary data reflect generally high satisfaction with the voucher system. About 90 percent of PDM respondents reported being satisfied with the overall distribution process, and 57 percent were very satisfied with how information was shared prior to distributions. A small minority (3 percent) raised concerns about practical limitations, such as the one-week validity of the voucher. In addition, each voucher, had to be redeemed in full with a single vendor, sometimes compelling beneficiaries to purchase less preferred items to use the total value.

¹⁰² Progress reports and PDM survey were used to consolidate the results achieved under CBI component

¹⁰³ Amount given: 42,500 CFA (\$75.75) / adult male over 12 years old, 45,000 CFA (\$80) / female over 12 years old, 22,300 CFA (\$39.75) / child, and 11,900 CFA (\$21.2) for gas per household.

¹⁰⁴ [Trade Economics](#)

About 82 percent of PDM respondents also reported price increases. Merchants attributed this to transportation costs for delivering goods to the humanitarian centre, located 16 kilometers from Agadez, and to delayed payment from UNHCR, which required them to borrow at high interest to maintain stock.

Despite these challenges, the voucher assistance positively affected household wellbeing. Over 99 percent of PDM respondents used the vouchers primarily for food, with hygiene items (53 percent) and clothing and shoes (51 percent) as secondary priorities. Some beneficiaries used part of the assistance to cover debt repayment (43 percent) and transportation costs (39 percent), by selling voucher value for cash. Regarding living conditions, 64 percent of PDM respondents said the assistance significantly improved their living standards, while 28 percent reported moderate improvements. Only 1 percent reported no change. On psychosocial wellbeing, 92 percent of PDM respondents said the support helped reduce stress related to food insecurity, including 57 percent who described a significant reduction. However, only 53 percent said the assistance covered at least half of their basic needs, while 6 percent said it did not cover even half, and 1 percent reported that it met none of their essential needs.

Nonetheless, economic vulnerability persisted. Around 86 percent of PDM households reported resorting to one or more negative coping strategies, including reducing spending on hygiene, water, baby items, health, or education (38 percent); borrowing money or taking loans (24 percent); using savings to meet immediate needs (23 percent); selling productive assets such as sewing machines, tools, or livestock (10 percent); and begging or asking for money from strangers (6 percent). Additional PDM findings are included in Appendix 17.

"I think the CBI is the best choice as we can pay for things we want such as clothes and food. But the hot meal that was made for us there did not work. It's true it's (CBI) not enough but we deal with it." Refugee, Hamdallaye

"Before the card had a value of 44,000 CFR but currently, it is reduced to 25,000 per month and they give it on the 6th of each month." Refugee, Agadez

"The CBI that we're given that isn't enough. When we go to the market, everything is expensive, so this amount does not allow us to go until the end of the month." Refugee, Hamdallaye

WASH¹⁰⁵

Hamdallaye

The ETM project's WASH interventions between 2022 and 2024 focused on improving water infrastructure and access. This included the construction of two new boreholes, the installation or repair of 115 faucets, and the construction of one fountain. In partnership with the state utility company, the project also supported the setup and maintenance of potable water system, benefitting an estimated 17,772 evacuees, refugees, and host community members in and around the Hamdallaye site. Additionally, a five-cubic-meter water tank was constructed at the ETM centre's infirmary to increase storage capacity. Feedback from host community members underscored the positive impact of these interventions. Previously, households relied on a single water tower, which often forced residents, especially women, to wait in line late into the night for drinking water. Several women shared that the installation of water points near their homes eased this burden significantly, reducing what had been a time-consuming daily chore. Nonetheless, both refugees and host community members reported periodic challenges, including water shortages and outages lasting up to two days, often due to power cuts.

Sanitation services were expanded through the construction and maintenance of 180 latrines, and 170 shower blocks in residential areas, including eight units adapted for persons with special needs. The project also established a dedicated waste sorting site, a landfill, and stormwater drainage systems to improve environmental health and mitigate the risk of flooding. While these interventions improved basic infrastructure, some refugees raised concerns about the condition of communal toilets, citing frequent insect infestations and the lack of insecticides for control. The growing population and limited sanitation staff, only eight collectors for the 15-hectare site, also led to periodic waste accumulation, compromising facility cleanliness.

Hygiene promotion activities included awareness sessions and the distribution of dignity kits to women and girls. These kits initially contained wipes, soap, and undergarments, but their contents reportedly decreased over time. Female respondents noted that recent distributions included only two small bars of soap per person, which many considered insufficient for maintaining hygiene. As a result, households

¹⁰⁵ All progress reports were used to consolidate the different types of activities and results achieved under WASH component

were often forced to purchase additional items, such as laundry soap, from their limited personal resources.

Agadez

Between 2022 and 2024, the ETM project supported two water network extensions measuring 216 and 323 linear meters and installed five standpipes to improve water access for both refugees and host communities. The project also covered the cost of water bills, ensured regular maintenance of the network, and conducted quarterly water quality monitoring. Host community members reported that water is now generally accessible, a significant improvement from previous years. However, concerns about water quality persisted, with one respondent linking recurring health problems, such as amoebic infections, to untreated water.

For hygiene and sanitation, 15 monthly waste collection and pit-emptying operations were conducted, and 1,405 beneficiaries received soap in 2024. Respondents recognized the regularity of pit-emptying, describing it as an important measure for maintaining hygiene. Still, growing concerns were raised about whether the current frequency and capacity of these operations are sufficient to ensure sanitary conditions and protect public health. Hygiene promotion in Agadez followed a similar approach to that used in Hamdallaye, including awareness campaigns and community clean-up activities (“celebrity days”). Refugees were provided with tools and encouraged to participate. However, ADKOUL (IP), reported low participation, which they attributed to cultural barriers and the transient nature of the population.

“Yes, there is a water problem. Sometimes they shut off the water for almost two days. We don’t have a place where we could get water. For now, it is better for UNHCR to solve this problem. Sometimes there is water shedding.” **Refugee, Hamdallaye**

“There are insects that can live in the toilet. We need insecticides so that they can kill insects. But we don’t have that. The UNHCR organization didn’t give us that.” **Refugee, Hamdallaye**

“Before the arrival of the project, water was a problem. The project has been able to reduce the water problem. We are very happy, but the problem is in the market gardening where water is not enough. Even if we want to get into this activity, it is the lack of water that is the real problem.” **Host Community Member, Hamdallaye**

Education¹⁰⁶

Hamdallaye

In Hamdallaye, the ETM project supported both education for displaced children and host communities. Between 2022 to December 2024, ETM activities included the enrolment of children of 879 into schools, the provision of educational materials such as school kits, textbooks, and furniture (benches, chairs, and desks). Teacher training and awareness campaigns on the importance of schooling (particularly for girls) were also conducted. Refugees and host community members shared positive feedback on the education interventions, highlighting visible improvements in school infrastructure and learning environments. However, education remains underutilized, particularly among evacuee families. According to ADES (IP), some families especially those awaiting resettlement were hesitant to enrol their children in school, fearing that participation might be seen as sign of accepting long-term settlement in Niger. This perception has contributed to reduced attendance and continues to pose a challenge to sustaining school participation.

Agadez

During 2022–2024, the ETM project supported school enrolment for 1,073 displaced children and distributed learning materials, including school kits. Support was also extended to host schools through training sessions for parents and educational staff, conducted in collaboration with local education authorities. Feedback from both refugees and host community members was generally positive, particularly regarding improvements in infrastructure and access. Government officials also appreciated the project’s collaborative planning approach, which involved both traditional and administrative stakeholders. This helped align educational interventions with local priorities and ensured that support was equitably distributed between refugee and host populations.

Despite these improvements, gaps in educational equity and quality persist. Refugee residing at the centre reported that classrooms were often overcrowded, with some hosting over 100 students, limiting teachers’ ability to provide adequate support. These concerns reflect broader systemic issues within Niger’s education sector. Nationally, 25 percent of primary school-age children are not enrolled in

¹⁰⁶ All progress reports were used to consolidate the different types of activities and results achieved under education component

school, and only 61 percent reach the final year of primary education, indicating high dropout rates. Insecurity in regions such as Lake Chad and the tri-border area has further disrupted attendance for many Nigerien children.¹⁰⁷ Classrooms across the country are often overcrowded, under-resourced, and lack adequate teaching materials, undermining the overall quality of education.¹⁰⁸

Respondents with special needs raised concerns over the discontinuation of essential support services such as recreation fees, school feeding, transportation, and uniforms. These gaps were further compounded by reductions in the CBI voucher, which made it more difficult for families to cover school-related expenses. Many emphasized that without consistent support for meals, transport, uniforms, and supplies, their children were unable to fully participate in or benefit from the education system.

*"At the school level, they distributed bench tables, school bags, notebooks, and several school kits. They also planted trees in the school. This assistance began this year." **Community Leader, Hamdallaye***

*"Before last year, ADES gave us the recreation expenses. But I don't know why they don't give us this year. Now the vouchers have decreased, are we going to eat with them or are we going to pay for school expenses? And the school is far away; there are no transport costs. And when we ask, they tell us that this year there is no money." **Refugee, Agadez***

*"No, school for my daughter three years ago. I had signed her, but the teacher does not come. In five weeks, she only came twice or three times." **Asylum Seeker, Agadez***

Health¹⁰⁹

Hamdallaye

In Hamdallaye, the ETM project maintained consistent access to essential health services for refugees, asylum seekers, and host communities, with a total of 27,367¹¹⁰ consultations recorded between January 2023 and December 2024. UNHCR and its partners provided free primary healthcare, medical consultations, referrals to national hospitals, and maternal and reproductive health services. The project also supported nutrition screening and treatment, as well as the distribution of medications and contraceptives. Mental health and psychosocial support services (MHPSS) were delivered by COOPI (IP), through individual counselling, group therapy sessions, and awareness raising.

Respondents appreciated the availability of on-site healthcare and confirmed that medical expenses, including prescribed medications, were covered by the project. However, gaps in specialized services were reported. Several refugees noted the lack of a maternity delivery room and limited follow-up for chronic illnesses. Access to mental health was also viewed as inadequate, with some respondents unsure about how to seek continued assistance once their case files had been closed.

Agadez

Health services in Agadez were provided through the humanitarian centre's infirmary and the Integrated Health Centre of Toudou. These services reached refugees, asylum seekers, and host community members, with 42,122¹¹¹ consultations conducted between January 2023 and December 2024. Available services included general consultations, reproductive health care, nutrition screenings, and medical referrals to regional and national hospitals. Mental health services, implemented by COOPI, included psychological consultations, psychiatric follow-ups, and referrals.

However, feedback on health and psychosocial support in Agadez was more critical compared to Hamdallaye, reflecting service disruptions and persistent gaps. Respondents noted the closure of on-site health facilities, which forced many to travel long distances to access basic medical care. These challenges led to delays in treatment and left chronic conditions untreated, particularly among older refugees and persons with special needs. Medication shortages, partly due to sanctions, further limited access, leaving many without essential treatment or requiring them to seek unaffordable alternatives. Following the closure of APBE (IP), COOPI assumed responsibility for MHPSS services, but beneficiaries reported communication difficulties due to language barriers and a lack of follow-up support.

¹⁰⁷ UNICEF, 2023, *Unpacking Factors Influencing School Performance*.

¹⁰⁸ RET Germany, 2022, *Addressing the Multidimensional Barriers to Girls' Education in Niger*.

¹⁰⁹ All progress reports were used to consolidate the different types of activities and results achieved under health component.

¹¹⁰ The evaluation team excluded the 2022 numbers because the progress report included a combined total of 7,000 consultations for both locations. Since the analysis is disaggregated by location, only figures for 2023-2024 have been used.

¹¹¹ Numbers for 2022 have not been included as segregated information is not available.

*"There was an NGO called APBE that provided medical care, but now this structure is no longer there. Today, where we go for care, they don't understand our languages and they also give prescriptions. We don't have the means for that." **Refugees with Special Needs, Agadez***

*"The project has brought a lot of change in terms of access to health care. Before we went to Hamdallaye but today the health service is next door on the refugee site. Even the inhabitants of the surrounding villages benefit from the health service of the refugee site. When you go to the health centre on the site, they ask you what you are suffering from and prescribe everything you need without any cost." **Host Community Member, Hamdallaye***

*"Personally, I have diabetes problems. It's been six months since I have been able to see my doctor, I would like to see him to continue my care. My doctor was working with the APBE, this organization was closed, I don't know how to meet my doctor who was following up with me. Since September I have not been able to do care. Health care is necessary for me." **Refugee with Special Needs, Agadez***

*"Before, there was the infirmary, and the person could go directly. But now, it's not like that anymore. You have to pay the money to go to the city. For example, my mother is sick, in the past, she was followed by a doctor from the APBE, but now there are always misunderstandings, and the service is not 100 percent satisfactory." **Refugees, Agadez***

The evaluation concludes that the ETM project's effectiveness in delivering protection services was shaped, and often constrained, by contextual and operational constraints. The project partially achieved its evacuation target (67 percent) due to political instability, administrative delays, and the suspension of evacuation flights. As a result, the project only partially met its core objective of providing timely protection to those at greatest risk in Libya.

The project was effective in meeting its shelter targets in Hamdallaye, with positive feedback from both beneficiaries and host communities regarding improved safety and living conditions. In Agadez, however, where no shelter indicator was tracked, beneficiary perceptions were less positive, with reports of overcrowding and rapid deterioration of shelter structures.

For other basic services, CBIs, WASH, health, and education, the project's effectiveness could not be rated due to the absence of disaggregated performance indicators. Nonetheless, beneficiary feedback indicated differing experiences across the two sites. In Hamdallaye, services were generally reported as consistent and accessible. In Agadez, the shift to a voucher system was appreciated for preserving dignity and enabling access, but it was considered as insufficient to meet household needs. Similarly, although health and education services expanded in both locations, beneficiaries in Agadez raised persistent concerns about the adequacy, reliability, and quality of basic services.

EQ4.2: To what extent did the ETM project foster social cohesion between evacuees, refugees, and host communities?

This evaluation question assesses the ETM project's contribution to social cohesion between refugees and host communities. The findings are based on both secondary and primary sources collected from UNHCR, IPs, refugees, asylum seekers, host community members, and community leaders. The section is divided into two sub-sections: the first presents findings on social cohesion, while the second focuses on project's unintended results.

Contribution to Social Cohesion¹¹²

Between 2022 and 2024, the ETM project contributed to social cohesion by implementing QIPs and vocational training programmes that benefited both refugees and host community members. The project's logframe includes one outcome (Outcome 3) and one output (Outcome 3.1) specific to social cohesion or peaceful coexistence and the results achieved are presented below:

Table 14: ETM's Achievements under Social Cohesion Component

Intended Result	Indicator	Target	2022	2023	2024	Total
Outcome 3. Peaceful coexistence between ETM / Agadez populations and host communities is encouraged	Number of people from host communities benefiting from quick impact projects and/or life skills training/leisure activities	10,000	7,017	Not available	15,000	15,000
Output 3.1. Improving peaceful coexistence between ETM/Agadez populations and communities	Number of QIPs implemented in areas where ETM evacuees are housed, as well as in Agadez refugee sites	18	6	7	6	19

¹¹² All progress reports were used to consolidate the different types of activities and results achieved under social cohesion

Intended Result	Indicator	Target	2022	2023	2024	Total
	Number of refugees and host communities who have benefited from vocational training	500	242	206	795	1,243 ¹¹³

Note: The evaluation team has highlighted the overall achievement in green to showcase that the project met its intended target.

Hamdallaye

QIPs in Hamdallaye supported both environmental rehabilitation and essential infrastructure upgrades. Activities included the restoration of 106 hectares of degraded land through reforestation and erosion control, the development of a 4-hectare market gardening site, expansion of the rainwater drainage system, and the construction of additional latrines and showers to serve the growing population. Between 2023 and 2024, 7,170 refugees and host community members directly benefitted from QIPs.¹¹⁴

In parallel, vocational training was offered in welding, dressmaking, carpentry, mechanics, plumbing, and information technology. According to both secondary sources and primary feedback from refugees and host community members, the training combined classroom instruction with practical application. Participants received toolkits to help them transition into self-employment or income-generating activities. Respondents confirmed that the trainings were delivered jointly to refugees and host community members, and many graduates reportedly went on to form cooperatives or launch small businesses. These new enterprises contributed to local economic activity and diversified livelihood opportunities for both groups. Respondents also emphasized the social benefits of joint training, describing how working and learning together helped reduce barriers between communities, promote collaboration, and build mutual trust.

Recreational activities, especially football matches and community gardening, were highlighted as positive spaces for intercultural exchange. Respondents described these events as helping them socialize, build connections, and develop mutual understanding. In addition, informal day-to-day interactions such as shared religious practices, attending funerals, and home visits were viewed as meaningful forms of integration. Although some refugees cited ongoing language challenges, most respondents emphasized that the QIPs and vocational training have contributed to peaceful coexistence, strengthened mutual support, and contributed to a stronger sense of shared community.

Agadez

QIPs in Agadez focused on improving water supply through system extensions and the installation of new standpipes. Sanitation was improved through the construction and regular maintenance of latrines, as well as solid waste collection. Vocational training programmes were offered in sewing, catering, carpentry, baking, and car mechanics. Training was open to both refugees and host community youth, with participants receiving start-up kits to help apply their skills in local markets. The project also supported the creation of cooperatives focused on food processing and animal husbandry, and distributed livestock and animal feed to vulnerable households. Between 2023 and 2024, 3,555 refugees, asylum seekers, and host community members directly benefitted from QIPs.¹¹⁵

Based on feedback from host community members, government officials, refugees, asylum seekers, and community leaders, the impact of QIPs and vocational training programmes on social cohesion has been described as limited. Host community members acknowledged the benefits of specific QIPs such as the distribution of solar lamps and the installation of community water fountains, but also pointed to a lack of sustainable, income-generating activities. Many viewed that current programmes are inadequate or primarily directed toward refugees, contributing to feelings of exclusion and unmet expectations. Refugees and asylum seekers raised similar concerns, reporting limited opportunities for interaction with the host community members.

Most interaction between host and displaced communities reportedly takes place in commercial settings, such as markets and shops. Respondents highlighted the absence of structured opportunities for engagement limits the potential to build trust and mutual understanding. Some host community members associate the presence of refugees with rising crime and social tension. As a result, the relationship is often characterized as coexistence rather than meaningful integration.

¹¹³ The number is quoted as 1,205 in the progress report (2024) but the total adds to 1,243

¹¹⁴ Numbers for 2022 are not provided in the progress report.

¹¹⁵ Numbers for 2022 are not provided in the progress report.

Case Study: Male Host Community Member (Agadez)

Since the arrival of refugees and asylum seekers, the respondent observed increased commercial activity in Agadez, particularly in the food sector. The growing demand has contributed to economic opportunities and daily income-generating activities for local residents. However, the respondent emphasized that while this change has benefited trade, there remains a perceived imbalance in how assistance is distributed. He argued that humanitarian support is largely directed at refugees, with limited or no benefit reaching the host population. He suggested that even modest support for host community members with existing income-generating activities could contribute to the local economy and reduce tension. On social cohesion, the respondent noted that cohabitation between groups naturally brings challenges. He described concerns related to behaviour, dress, and incidents involving intoxication, which he believed sometimes negatively influence local youth.

The respondent also pointed to untapped opportunities: some refugees have valuable skills in teaching and digital literacy, which could benefit local youth if integrated into schools or training centres. He believed these contributions could be better leveraged. Finally, he emphasized two priorities: maintaining continued assistance and improving security. He proposed reinforcing security infrastructure in the city's outskirts through additional police stations or joint patrols. In his view, inclusive support and improved safety would not only reduce tensions but also promote stability for both host and refugee communities.

Unintended Results

Based on primary and secondary data, the ETM project has contributed to the following positive and negative unintended results:

- The ETM project has contributed to several positive unintended results in host communities, particularly in Hamdallaye and Béri Koira. Interviews with host community members, community leaders, and government officials indicated that the presence of refugees stimulated local economic growth through cash circulation, job creation, and training programmes. Host communities also reported increased business activity, reduced youth migration, and improved access to basic services such as, health care, education, and water.
- The ETM's focus on resettlement, combined with visible infrastructure, dedicated staffing, and publicized departures,¹¹⁶ has unintentionally reinforced Niger's reputation as a gateway to Europe and North America. Although the ETM was designed to provide protection to persons of concern in Libya, its operations have contributed to a perception among migrants and asylum seekers, amplified by local media and peer networks, that onward movement to third countries is attainable. This perception may increase irregular migration and place additional pressure on Niger's asylum system, underscoring the need for careful management of expectations and narratives around durable solutions.¹¹⁷
- Originally designed for short-term stays, the transit centre now accommodates evacuees for extended periods due to delays in resettlement. Without a clear timeline for departure, evacuees remain dependent on humanitarian support for basic needs, including shelter, health, WASH, education, and cash-based assistance. This has required UNCHR and its partners to maintain and adapt services longer than anticipated, placing strain on available resources. As a result, some services have been reduced or discontinued, such as the closure of the Blue House at the end of 2024 and the reduction in CBI value in Agadez in 2025.
- In Agadez and Hamdallaye, the discontinuation of CBI support for non-ETM refugees have led to growing frustration and a sense of exclusion. Initially, both ETM and non-ETM refugees received CBI, but recent changes excluded non-ETM refugees from distributions. This combination of limited future prospects and reduced or no financial support has contributed to dissatisfaction and tension among non-ETM refugees.

Case Study: Female Host Community Member (Hamdallaye)

Since the arrival of refugees and asylum seekers in Hamdallaye, the village has seen significant positive changes. The most important is the creation of job opportunities for local residents. The respondent noted that many community members have benefited from these jobs, which has contributed to local development and increased economic activity. In addition to economic improvements, longstanding challenges related to education, health, and access to water have largely been resolved since the arrival of the refugees and the implementation of related projects. Access to primary healthcare and improved water infrastructure are now available to both refugees and host community members, supporting overall well-being and social cohesion. The construction of new infrastructure, including permanent housing and sanitation facilities, has further improved living conditions for all residents.

To further improve the experience of the host community, the respondent recommended that project planners consult with local people and officials before implementing new projects. Strengthening communication mechanisms between project actors, refugees, and hosts is seen as essential, especially as there is no indication that refugees will leave in the near future.

¹¹⁶ [Resettlement as a Temporal Border: Infrastructural Promises and Future-Making among Migrants and Officials in Niger](#)

¹¹⁷ [Trust in Transit: External Migration Control and Migrants' Perceptions of Humanitarian Borderwork in the Sahel](#)

The ETM project has been effective in fostering social cohesion between refugees, asylum seekers, and host communities, but the degree of effectiveness has varied by site. In Hamdallaye, the project's achievements in joint vocational training, infrastructure improvements, and recreational activities have contributed to stronger social bonds, increased economic opportunities, and regular interaction. In Agadez, while improvements in basic services and infrastructure were noted, the impact on social cohesion was more limited, with most interactions remaining transactional and fewer opportunities for meaningful engagement between communities.

4.4 Sustainability

EQ5: To what extent did the ETM project contribute to developing complementary legal pathways and improving protection environment in Niger?

EQ5.1: To what extent did the ETM project contribute to developing complementary legal pathways in Niger?

This evaluation question assesses the ETM project's contribution to identifying and facilitating complementary legal pathways for refugees who were not eligible for resettlement. The findings are based on both secondary and primary sources. However, none of the refugee respondents provided feedback on complementary pathways, as their focus was solely on the resettlement process. As a result, the primary data informing this question is drawn exclusively from interviews with UNHCR staff and GoN officials.

Contribution to Complementary Legal Pathways

Complementary pathways offer additional routes to international protection and solutions, alongside UNCHR's three traditional durable solutions: resettlement, voluntary return, and local integration. These pathways help promote more equitable responsibility-sharing by easing pressure on host countries, expand access to third-country solutions, and offer safe and regular alternatives to irregular or dangerous onward movements. They also contribute to refugee self-reliance, support third countries in addressing labour and skills shortages, and strengthen public support for refugee inclusion by highlighting the positive contributions refugees make to receiving societies.¹¹⁸

UNHCR identifies five main types of complementary legal pathways: humanitarian admission (including humanitarian corridors), education pathways, family reunification, labour mobility, and private or community sponsorship. Within the ETM project, three of these pathways, humanitarian corridors, education, and family reunification, were used to facilitate departures. Labour mobility and private sponsorship pathways were not operationalized under the project.

To support access to complementary legal pathways, the ETM project provided counselling and legal assistance to 259 persons of concern. Of those advised, about 44 percent successfully departed Niger through such pathways. While this figure is encouraging, it represents a relatively small share of the overall caseload. Among the total 2,184 persons of concern who were resettled, voluntarily returned, or departed via complementary pathways between 2022 to 2024, only about 5 percent left through complementary legal pathways. This highlights the modest scale of these pathways within the broader suite of durable solutions facilitated under the ETM project.

Table 15: Enabling and Disabling Factors to Sustainability of Complementary Legal Pathways

Pathway Description	ETM's Contribution	Enabling Factors	Disabling Factors
Humanitarian Corridor¹¹⁹			
Offers access and temporary or permanent protection to persons of concern considered in need of humanitarian protection.	Identified eligible refugees, supported documentation, and managed logistics for departures, particularly through the COMET ¹²⁰ corridor to Italy. 99 out of 114 departures were via this corridor.	Established operational procedures, coordination with third countries, and a proven track record of successful departures have built trust in the process.	Limited quotas, heavy reliance on the third-country policies, and risks posed by changing political climates that could affect this pathway's sustainability.

¹¹⁸ UNHCR, *Complementary Pathways for Admission to Third Countries*

¹¹⁹ UNHCR, *Global Compact on Refugees*

¹²⁰ COMET NETWORK

Pathway Description	ETM's Contribution	Enabling Factors	Disabling Factors
Education Pathway¹²¹			
Opportunities like university scholarships or vocational training for refugee students to study in a new country.	Provided legal counselling, assisted with application, and provided support with administrative processes.	Experience navigating administrative requirements and building institutional relationships can be leveraged for future applications.	Low levels of formal education and language proficiency among the refugee population limit access to this pathway.
Family Reunification¹²²			
Allows refugees to reunite with close family members in third countries.	Supported family tracing, documentation, and application processes; facilitated departures, including two cases to Canada.	The ETM's case management expertise and ability to coordinate across local and international authorities provide a strong operational foundation.	Long waiting periods (2–3 years), restrictive eligibility definitions, difficulty obtaining required documents, and prohibitive costs undermine the pathway's sustainability.

"Yes, there have been cases of students who have gone to Europe, and other people who have been resettled because they met the criteria. But I don't have the exact figures. What is certain is that we have facilitated such cases." **Government Official**

"These complementary pathways are often not possible due to low education levels and language barriers." **UNHCR**

"UNHCR can't guarantee the kind of solution a refugee wants. There must be places for resettlement. The person must meet the profile. These conditions are explained, but expectations still rise." **UNHCR**

In conclusion, the ETM project demonstrated that complementary legal pathways can be effectively facilitated through strong coordination, targeted legal support, advocacy, and strategic partnerships. These pathways provided meaningful alternatives for refugees who were not eligible for resettlement, reinforcing the project's commitment to expanding access to durable solutions. However, the project relied heavily on the humanitarian corridor, through which 99 of the 114 departures took place, highlighting a lack of diversification across available pathways. The education and family reunification pathways were used on a much smaller scale, while labour mobility and private or community sponsorship pathways were not operationalized at all. This narrow operational focus, combined with external constraints such as limited quotas, restrictive eligibility criteria, and complex administrative requirements, has limited the sustainability of complementary pathways as consistent and predictable solutions. Without changes in external policies, greater diversification and use of all available pathways, and shifts in refugee preferences, these pathways are unlikely to fully address the protection and mobility needs of Niger's refugee population.

EQ5.2: To what extent did the ETM project contribute to improving protection environment in Niger?

This evaluation question assesses the ETM project's contribution to improving protection environment in Niger. The findings are based on both secondary and primary sources, including UNHCR, GoN officials, and IPs.

Contribution to Protection Environment

From 2022 to 2024, the ETM project trained 1,563 state and non-state actors to strengthen Niger's protection environment. Trainings were aligned with the National Migration Policy (2020–2035) and its 15-Year Action Plan, ensuring alignment with national priorities. The table below outlines the number of individuals trained, target groups, and training topics by year followed by the perceived changes in the protection environment as highlighted by relevant stakeholders.

Table 16: Scope and Reach of Capacity Building Activities

Year	Location	Trained	Target Groups	Training Topics
2022	Niamey	64	Security and defence forces, humanitarian workers, and public defenders	International protection, refugee rights, GBV prevention, child protection, mental health, and camp management
	Agadez	30		
2023	Niamey	305	Religious leader, civil registry staff, Mayors, members of refugee	Birth certificates for displaced children, prevention of sexual exploitation and

¹²¹ UNHCR, Education Pathway

¹²² UNHCR, Family Reunification

Year	Location	Trained	Target Groups	Training Topics
			committees, and humanitarian organizations	abuse (PSEA), GBV prevention, refugee protection, and camp management
	Agadez	153	Child protection facility members, elected officials, community leaders, NGO staff, refugees, and host community members	Child protection risk identification, PSEA, international protection, conflict resolution, and mixed movement
2024	Niamey	512	Defence and security forces, refugees, asylum seekers, and UNHCR staff	International protection, GBV prevention, PSEA, and child protection
	Agadez	499	Community structure, refugees and asylum seekers, DREC-MR and Justice, religious and customary leader, and members of refugee committee	International protection, PSEA, sexual harassment, child protection, psychological first aid, suicidal behaviour management, and statelessness prevention

Feedback from both government and IP staff indicated that the training and capacity-building activities have been beneficial for strengthening Niger's protection environment. Government officials noted that the trainings improved their ability to differentiate between migrants and refugees and manage complex protection cases. This has contributed to more standardized protection practices for refugees and asylum seekers, more effective case management, and improved referral systems for vulnerable populations. Respondents highlighted that the acquired skills would enable state and non-state actors to sustain protection efforts. A key feature of the capacity-building approach was noted as its emphasis on collaboration and joint participation. Government authorities, municipal officials, technical services, police, border guards, and NGO staff frequently attended sessions together. This inclusive and multi-sectoral approach not only improved individual skills but also contributed to shared understanding and collective ownership. In addition, regular refresher sessions and training-of-trainers model were appreciated, as they helped ensure knowledge retention and transfer, particularly given the context of frequent staff turnover.

Respondents also highlighted several practical challenges. Many participants felt that the duration of the trainings, often limited to one or two days, was insufficient to cover the material in depth. High turnover among both government and IP staff created a continuous need for training. Finally, respondents noted the need for increased financial, human, and technical resources to maintain and expand the impact of capacity-building activities, especially as needs and caseloads continue to grow.

"Our team participates regularly in the trainings organized by UNHCR. It helps keep everyone updated on standards and tools, especially when we have new staff." IP

"These trainings have helped to improve our daily work. Officers are better equipped to manage files and relationships with recipients." Government Official

"Training on international protection is always useful, especially for new officers. We need more of it annually." Government Official

"Now we have authorities conducting training themselves and talking about protection standards. That's a real shift." UNHCR

"Refugee management requires professional training... You can't manage them properly without knowing their rights and the relevant laws." Government Official

Overall, the ETM project's capacity-building activities have contributed to improvement in the protection environment in Niger. The project's approach has enabled a range of actors to apply protection principles and standards more effectively in their operational roles and has fostered greater collaboration and knowledge retention within and across institutions. While the impact has been incremental and ongoing needs remain, the evidence indicates that these interventions have set the foundation for more consistent, informed, and coordinated protection practices among state and non-state stakeholders.

Chapter 5: Lessons Learned and Recommendations

This chapter presents the key lessons learned and recommendations, derived from the evaluation's findings and conclusions.

5.1 Lessons Learned

The evaluation team has identified the following lessons learned and good practices. These are framed to highlight their broader applicability and relevance beyond the scope of the ETM project.

- The transition to cash-based and voucher-based assistance enabled more responsive and effective support for evacuees and refugees:** The evaluation found that the shift from in-kind to cash-based assistance in Hamdallaye and voucher-based assistance in Agadez empowered recipients to make decisions how best to meet their household needs. This approach led to higher satisfaction and increased self-reliance, particularly among women and persons with special needs. Evidence from both locations indicates that cash and voucher assistance not only improved the relevance of support but also stimulated economic growth in local markets. These findings support prioritising cash-based or voucher-based modalities in similar emergency and protection contexts, where they can increase the responsiveness and overall effectiveness of humanitarian interventions.
- Extending support to non-ETM populations without clear pathways or communication led to frustration and unmet expectations:** The evaluation found that extending assistance, especially cash support, to groups outside the ETM caseload, without a clearly defined sustainable transition strategy, resulted in confusion and unrealistic expectations. When this support was later discontinued, affected individuals reported increased frustration and a sense of exclusion. This underscores the need to anchor any expansion of assistance in transparent eligibility criteria, robust communication, and long-term planning. Future programmes should ensure that support to non-target populations is grounded in realistic and sustainable approaches and underpinned by clear messaging to safeguard trust and inclusion.
- Transit models in migration hubs must be designed to avoid reinforcing perceptions that drive unmanaged arrivals and strain local systems:** The evaluation found that the ETM's implementation in Niger, already perceived as a key migration hub, may have inadvertently reinforced the perception among some refugees and migrants that arriving in Niger would increase their chances of resettlement in West. This perception, particularly linked to the resettlement component, reportedly contributed to spontaneous arrivals of migrants who were not eligible for the programme, placing additional pressure on local infrastructure and services. These findings highlight the importance of how programme design and eligibility criteria can shape migration patterns. Future transit and evacuation models should proactively consider and address potential unintended consequences to ensure that support systems remain targeted and do not unintentionally create additional pressures on host communities and local systems.
- Positioning resettlement as the primary durable solution led to unrealistic expectations among evacuees and refugees:** The ETM's heavy emphasis on resettlement as the main durable solution led to unrealistic expectations among refugees and asylum seekers, many of whom associated their evacuation with eventual relocation to West. However, limited resettlement quotas, complex case profiles, and shifting political conditions in Niger made this pathway increasingly difficult to access. Anchoring the programme around resettlement created unrealistic hopes and placed considerable pressure on UNHCR and partners. This experience highlights the importance of designing protection programmes with a diverse set of solutions, including voluntary return, local integration, and complementary pathways, supported by clear, consistent, and transparent communication with affected populations about the feasibility and timelines of each option.

5.2 Recommendations

The evaluation team aimed to develop recommendations that are specific, realistic, and actionable. These recommendations grounded in the evaluation findings and conclusions. Each action is accompanied by proposed timelines and designated stakeholders. As the ETM project is scheduled to conclude by December 2025, most evaluation recommendations are intended to inform UNHCR's future programming in the region. These recommendations have been updated based on UNHCR's feedback on the report.

Table 17: Evaluation Recommendations

Recommendation	Timeline	Responsibility
RECOMMENDATION 1: UNHCR should explore the feasibility of establishing a complementary pathway based on work permits in future programming. This could help reduce overreliance on resettlement and expand legal mobility options for refugees in Niger.		
1.1 Conduct a feasibility study to assess the legal, political, and economic viability of introducing work permit-based pathways for refugees in Niger, considering national labour laws and regional mobility frameworks e.g., Economic Community of West African States.	Design phase of future programme	UNHCR, GoN, International Labour Organisation, private sector
1.2 Map sectors with labour shortages (e.g., agriculture, construction, services) and assess employer interest in hiring refugees.		
1.3 Document lessons from similar models in other contexts to inform design and advocacy for a pilot initiative in Niger or the region.		
RECOMMENDATION 2: Cash-based assistance should continue during ETM project phase and future programming. While transfer values may vary based on local market conditions, efforts should be made to ensure transparency, equity, and clear justification for differences to avoid perceptions of unfairness or exclusion.		
2.1 Regularly review transfer values based on cost-of-living assessments for Agadez and Hamdallaye. Ensure any differences are grounded in evidence.	Q3 2025	UNHCR
2.2 Clearly communicate assistance policies, including differences in assistance amounts, to beneficiaries and communities to reduce tensions and manage expectations.		
RECOMMENDATION 3: Increase refugee awareness and readiness to consider alternatives to resettlement (e.g., local integration, education pathways) through tailored information and peer-based support.		
3.1 Develop communications materials (e.g., videos, brochures, Q&A sessions) on all durable solutions, including successful examples.	Q3 to Q4 2025	UNHCR, Community Leaders, IPs
3.2 Integrate alternative pathway counselling into existing casework and psychosocial support.		
3.3 Address misinformation and false expectations around resettlement quotas and timelines during group briefings.		
RECOMMENDATION 4: Future iterations of the ETM project or similar humanitarian programmes operating in volatile contexts should include contingency planning from the outset to ensure continuity of operations during political or security shocks, such as those experienced in Niger in 2023.		
4.1 Incorporate structured risk analysis during the design phase, identifying context-specific political, security, and operational risks.	Design phase of future programme	UNHCR IPs, government counterparts, donors
4.2 Develop contingency and business continuity plans, including predefined triggers, flexible implementation modalities, and standby arrangements for critical functions (e.g., case processing, cash distribution).		
RECOMMENDATION 5: In future programming, conduct a contextual and conflict-sensitive analysis that integrates the principles of the “do not harm” approach. It should be carried out at each implementation site prior to the design of social cohesion activities to ensure that interventions are tailored to local dynamics, population profiles, and the specific drivers of tension or cooperation (e.g., in Hamdallaye vs. Agadez).		
5.1 Commission site-specific assessments that assess demographic composition, patterns of mobility, historical relationships between refugee and host populations, and existing or latent tensions (e.g., over resources, services, or aid allocation).	Design phase of future programme	UNHCR IPs, government counterparts, donors
5.2 Incorporate findings into intervention design by aligning QIPs, joint activities, and outreach efforts with the identified local needs.		
5.3 Develop separate strategies for each location, recognizing that a uniform approach may produce uneven results across different contexts.		
RECOMMENDATION 6: Future iterations of the ETM project or similar humanitarian programmes should be designed with a clearly defined ToC from the outset, supported by realistic target-setting and a results-framework that prioritizes outcome-level indicators to measure change.		
6.1 Develop the ToC collaboratively during the design phase with input from UNHCR, IPs, and government stakeholders to ensure shared understanding of expected results and contextual assumptions.	Within first three months of programme inception	UNHCR including M&E Unit, Protection Unit, IPs, government stakeholders
6.2 Set realistic and context-specific targets for each result area, based on baseline data and operational constraints. Where feasible, targets should be disaggregated by site (e.g. Hamdallaye vs. Agadez) and demographic characteristics (e.g. age, gender, disability), and intervention type.		
6.3 Revise the project logframe to move beyond aggregated output-level tracking (e.g., number of shelters built, or people served) and include outcome-level indicators (e.g., perceived safety, satisfaction with services, improved access to durable solutions).		

APPENDICES

Appendix 1: Terms of Reference

Key information at glance about the evaluation	
Title of the evaluation:	EVALUATION OF THE EMERGENCY TRANSIT MECHANISM PROJECT IN NIGER
Time frame of evaluation:	April 2022 -July 2024
Type of evaluation:	Decentralised Evaluation
Evaluation commissioned by:	UNHCR operation in Niger
Evaluation Manager's contact:	Bettina Schulte, Claris Achu
Date:	August 2024

Introduction

The UNHCR Niger operation commissioned an evaluation of the project "Providing Protection through Durable Solutions for Forcibly Displaced Persons Evacuated from Libya in the Emergency Transit Mechanism in Niger" (ETM). Funded by the European Union (EU), the project is implemented from April 2022 to July 2024, with a total budget of \$44 million, and a no-cost extension is under discussion. The project aims to provide life-saving emergency assistance, protection, and durable solutions along the Central Mediterranean Route. It targets 13,000 beneficiaries: 1,500 evacuees from Libya, 1,500 Niger-registered refugees, and 10,000 members of host communities. These groups will be collectively referred to as ETM beneficiaries throughout the document. The ETM was set up to evacuate most vulnerable refugees and asylum-seekers from Libya to Niger¹²³ where support to resettlement (RST) and complementary pathways (CLPs) are to be provided.

The evaluation aims to be both summative and formative, assessing the program's relevance, effectiveness, efficiency, and sustainability while providing feedback and lessons learned for a potential additional phase. Potential users of the evaluation report include senior management of the UNHCR operation in Niger, UNHCR regional and global colleagues in the areas of protection, programme, and external relations; UNHCR project colleagues; and government partners (such as the Ministry of the Interior, the Ministry of Humanitarian Action, and regional services in Niamey and Agadez in charge of migration); the European Union (International Partnerships INTPA, and the EU Delegation in Niger) and other donors; and receiving resettlement countries such as the Netherlands, Italy Germany, USA and Canada.

DURABLE SOLUTIONS for UNHCR

- Voluntary Repatriation: For refugees who choose to return home, UNHCR supports their decision through visits, education, legal aid, and family reunification.
- Resettlement: For those unable to return due to ongoing conflict or persecution, resettlement in another country is an option. UNHCR helps with cultural orientation, language training, and access to education and jobs. However, less than 1 percent of the 20.4 million refugees are resettled.
- Local Integration: Refugees who stay in their host country can become part of the community, contributing socially and economically. In the last decade, 1.1 million refugees have gained citizenship in their host countries.
- Complementary Pathways: Refugees can also find work, study opportunities, or reunite with family through visas that include safeguards for their protection.

Subject of the evaluation and its context

This evaluation aims to be summative and formative, gauging the relevance, efficiency, effectiveness, and sustainability of ETM, while providing lessons learned for an additional phase. ETM overall objective is to provide life-saving emergency assistance, protection and sustainable solutions in third countries, country of origin/asylum or through local integration for refugees and asylum seekers along the Central Mediterranean route. This action continues the EU Emergency Trust Fund for Africa (EUTF) support to UNHCR Niger from 2017 to 2022, known as ETM Phase 1. This evaluation will focus on Phase 2. Throughout this document, ETM refers exclusively to Phase 2.

ETM is designed to support evacuees from Libya, Niger-registered refugees and host communities with a focus on three main objectives. First, it provides life-saving assistance and essential services to evacuees from Libya and Niger-registered refugees at the reception centres in Niger. This includes everything from medical care and accommodation to identifying trafficking victims and ensuring access to education and vocational training. Additionally, there is a strong emphasis on building national and NGO staff capacity through refugee protection and camp management training.

¹²³ It was expanded to Rwanda in 2019, but Rwanda is out of the scope of this evaluation.

Second, the project aims to process and secure durable solutions for evacuees from Libya and Niger-registered refugees. This involves conducting refugee status determinations, identifying cases for resettlement, and exploring complementary legal pathways. Efforts are also made to support voluntary return or local integration by offering counselling and logistical assistance, ensuring evacuees have clear options for their futures.

Third, the project fosters peaceful coexistence between the transit and humanitarian centres' population and host communities. ETM promotes social cohesion by implementing Quick Impact Projects (QIP)¹²⁴ and life-skills activities, leadership training, gender and age-sensitive communication. These activities are designed to benefit both evacuees, Niger-registered refugees and members of host communities, encouraging mutual understanding and cooperation.

Both the Governments of Niger (2017) and Rwanda (2019) accepted to host ETMs. Each ETM is based on a tripartite Memorandum of Understanding (MOU) signed between the Government, UNHCR, and the European Union, which limits the number of evacuees and refugees hosted at any given time. Two governance mechanisms are in place:

- Bi-annual meetings with UNHCR and EU services: These include the Directorate-General for International Partnerships (DG INTPA), the Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR), and the Directorate-General for Migration and Home Affairs (DG HOME), along with EU Member States. The purpose is to maximize opportunities with EU Member States. This cross-DG forum allows a coordinated approach to information sharing and addressing challenges faced in implementing life-saving emergency actions. It also facilitates sharing best practices and lessons learned on a six-month basis to ensure the fluidity of the ETM can be improved as needed.
- Ad-hoc meetings with UNHCR, DG INTPA, and the EU Delegations in Niger and Rwanda: These meetings focus on specific ETM-related issues faced by UNHCR, emphasizing the possibilities of cross-fertilization (applying lessons learned) and joint advocacy with EU Delegations and Member States.

This evaluation will focus on Niger and has two main locations: the Hamdallaye Transit Centre in Tillabéri near Niamey, and a Humanitarian Centre in Agadez. Annex 2 provides an overview of the project objectives and results, Annex 3 lists project activities per result, Annex 4 details how durable solutions work within ETM, and Annex 5 includes a map of Niger.

Main Activities per Result:

- **Result 1.1:** Activities focus on delivering essential services such as registration, medical care, and accommodation for evacuees from Libya and Niger registered refugees. This includes identifying trafficking victims, distributing non-food items, and ensuring access to healthcare, education, and vocational training. Documentation is issued to facilitate access to these services.
- **Result 1.2:** Efforts are directed towards enhancing the capacity of national and NGO staff through training on camp management, international protection, and asylum systems.
- **Result 2.1:** Refugee status determination and best interest assessments for unaccompanied children are conducted to ensure appropriate protection and support for evacuees, and Niger-registered refugees.
- **Result 2.2:** Resettlement activities involve processing applications, submitting files, preparing travel documents, and coordinating with IOM for the departure of evacuees and Niger-registered refugees.
- **Result 2.3:** The focus is on identifying and mapping complementary legal pathways for evacuees and Niger-registered. This includes training staff, providing counselling, offering administrative support for accessing these pathways, and conducting transportation and advocacy efforts.
- **Result 2.4:** Activities involve counselling on voluntary return or local integration for evacuees and Niger-registered, along with providing administrative and transportation support and assisting with integration efforts for returnees.
- **Result 3.1:** Quick Impact Projects and life-skills activities are implemented to benefit host communities, evacuees, and Niger-registered refugees. These efforts include leadership training, promoting gender and age-sensitive communication, and creating job opportunities, all aimed at fostering social cohesion.

¹²⁴ Quick Impact Projects are simple, small-scale, low-cost initiatives that are rapid to implement, typically with a maximum timeframe of six months and funding ceiling of up to US\$ 50,000. They are designed to support and align with overall transition or local development strategies, addressing the basic priority needs expressed by beneficiary communities. QIPs are implemented in areas with high concentrations of forcibly displaced people and require community participation in identification, design, implementation, and monitoring. They should benefit the entire community, including locals, displaced persons, refugees, and returnees, and promote regional development plans. Additionally, QIPs should be sustainable, replicable, environmentally friendly, and incorporate a gender and age-focused approach. They are implemented through qualified partners rather than directly by UNHCR.

Hamdallaye Transit Centre

The Hamdallaye Transit Centre, located about 40 kilometres from Niamey, Niger's capital, was established in 2017 with the inception of the first phase of ETM. This centre hosts evacuees from Libya while they await resettlement or other complementary legal pathways. As outlined in the ETM Memorandum of Understanding (MoU) with the Government of Niger, no more than 600 evacuees from Libya can be on Nigerien soil at any given time. Vulnerable evacuees from Libya also reside in guest houses in Niamey, and activities with host communities extend to residents in Hamdallaye and the nearby village of Beri Koira.

UNHCR and its partners provide a comprehensive range of services to these vulnerable evacuees from Libya, including food distributions, core relief items, dignity kits, and specialized protection services such as responses to gender-based violence (GBV) and child protection. They also ensure access to essential services like healthcare, mental health support, water, sanitation, and education. Additionally, self-reliance activities such as agricultural and vocational training are offered to evacuees from Libya and host community members, aiming to empower targeted populations and promote peaceful coexistence.

Agadez Humanitarian Centre

The second project location is Agadez, which has been included in the ETM since the second phase in April 2022. The Humanitarian Centre in Agadez can accommodate up to 2,800 refugees and asylum-seekers, including 1,500 individuals who are specifically targeted by the ETM. The majority of the population at the Agadez Humanitarian Centre consists of Niger-registered refugees who have arrived from Libya or have been expelled by Algerian or Libyan authorities. UNHCR and its partners provide the same level of assistance in Agadez as in Hamdallaye, offering support to Niger-registered refugees, evacuees from Libya, and the surrounding host communities.

Overview of Stakeholders' Roles, Interests, Participation, and Influence

UNHCR Senior Management and staff, especially those in the resettlement and protection units, are key sources of information for this evaluation. They have extensive experience processing solutions for forcibly displaced populations and can identify best practices, key data sources and lessons learned. Their insights will help pinpoint challenges and suggest ways to overcome them. They can also facilitate access to ETM beneficiaries and provide important documents and data needed for the evaluation.

Evacuees, Niger-registered refugees and host community members will play a crucial role in the evaluation and serve as key respondents. The aim is to gauge their perception of the ETM, assess how it meets their needs and expectations, and evaluate its effectiveness and efficiency in strengthening their protection and providing durable solutions.

UNHCR's partners, including some involved in the first phase of the ETM, bring valuable insights from years of implementing ETM activities. These partners include UN agencies with operational partnerships: IOM for travel logistics, UNICEF for access to education, and WHO for health services. The UN country team plays a crucial role in advocating for the swift processing and departure of evacuees. NGOs working with ETM include Action pour le Bien-être (APBE) for health, nutrition, community mobilization, and accommodation management in Agadez. African Initiatives for Relief and Development (AIRD) provides logistical support, while Cooperazione Internazionale (COOPI) manages ETM facilities daily. Additional valuable input comes from interagency stakeholders INTERSOS and Good Neighbours. Their input is crucial for developing recommendations to enhance the ETM as a protection tool and improve the delivery of solutions promoting self-reliance and peaceful coexistence.

This evaluation provides the EU, and all relevant stakeholders involved in the ETM in Niger with a formal opportunity to express their perspectives on the implementation of the funding. They can offer insights into its impact on upholding the rights of individuals affected by migration and provide feedback on aspects that have not yet achieved desired outcomes and areas for improvement.

The Government of Niger, a signatory and guarantor of the MoU governing the ETM mechanism since its inception, renewed this mechanism in July 2022. The government needs an informed decision on whether to continue this mechanism. As the receiving country and host to refugees and asylum seekers, as well as a lawmaker and enforcer, the government is a key informant for this evaluation. The ETM's technical committee, led by the government and chaired by the Secretary General of the Ministry of the Interior, plays a crucial role in the existence and functioning of the ETM. Therefore, the committee's input is indispensable for the evaluation. Additionally, given the current security situation in Niger, the government can facilitate access to various sites for information gathering.

Context: Key Sociopolitical, Economic, Demographic, Operational, and Institutional Factors

The operational context in Niger is increasingly complex and challenging due to the volatile security situation, ongoing forced displacement, socio-economic hardship, and climate hazards. The political change on 23 July 2023, which led to multiple sanctions, exacerbated this situation as various countries and institutions suspended development funding, which has yet to be reinstated. A significant portion of Niger's land border with Benin remains officially closed, complicating the supply of essential goods that typically transit through the Port of Cotonou in Benin destined for Niger.

Moreover, a dispute between the new Nigerien government and the EU led to Niger repealing the 2015 anti-migrant smuggling law. This move could trigger mass movements toward North Africa, with Europe as the final intended destination, increasing protection risks for individuals involved in these movements. The repeal also jeopardizes the advancements in upholding the rights and effective management of legal migration to Europe through ETM.

The continuing instability in neighbouring Sahel countries and the surge in activities of non-state armed groups (NSAGs) within Niger have triggered increased forced displacement of refugees, asylum-seekers, and internally displaced persons (IDPs). Mixed movements in the northern regions of Agadez persist. As of 30 April, Niger hosted 870,828 forcibly displaced people, including an estimated 16,900 new arrivals of refugees and 3,456 newly Internally displaced people (IDPs) between January and April 2024 (An overview of the forcibly displaced population in Niger is presented in Annex 6).

ETM not only accommodates people evacuated from Libya but also offers some of the refugees registered in Niger opportunities for resettlement and complementary legal pathways. Of the 6,267 refugees admitted to third countries from Niger since the opening of the ETM in 2017, 4,081 are evacuees, and 2,186 are Niger-registered refugees. The increasingly challenging global economic and political context, both for Niger and for resettlement countries, has led to dwindling resettlement quotas, slowing down the resettlement process and departures. UNHCR requires continued and strengthened engagement from the EU to provide quotas so evacuees can continue to be relocated.

Given that all activities are unlikely to be completed by 31 December 2024, the UNHCR team has requested a no-cost extension until 31 December 2025. The primary reasons are the reduced ETM evacuation flights between 2022 and 2023 and the delay in starting construction of the residential infrastructure at Hamdallaye, which is outside the scope of this evaluation.

Purpose and scope of the evaluation

The UNHCR Niger operation has commissioned an evaluation of the ETM to be both summative and formative. This evaluation will examine the ETM's relevance, effectiveness, efficiency, and sustainability while providing feedback and lessons learned for potential future phases.

The main objectives are to:

- Assess the efficiency, effectiveness, and sustainability of the EU's funding.
- Review the relevance of the project with migration policies and long-term goals of Niger, the EU, and resettlement countries.
- Provide lessons learned for future initiatives and explore potential extensions of the project.

The evaluation of the ETM project assesses its relevance by examining how well psychosocial support and food assistance align with refugees' needs, the project's integration with the refugee status determination process, and stakeholder engagement. It evaluates efficiency by analyzing time reduction in transit centres, communication channels for resettlement expectations, alternative delivery models, and remote practices. Effectiveness is reviewed through providing life-saving assistance, promoting peaceful coexistence, and unintended impacts on communities. Sustainability is measured by the development of alternative resettlement pathways and contributions to strengthening the asylum system in Niger.

The report will be utilized by senior UNHCR management in Niger, regional and global UNHCR staff involved in protection (particularly resettlement), Programme, and External Relations, as well as UNHCR project staff. It will also be of interest to government partners such as the Ministry of the Interior, Ministry of Humanitarian Action, and regional migration authorities in Niamey and Agadez, the European Union (INTPA and EU Delegation in Niger), other donors, and resettlement countries that have committed to admitting and ultimately granting permanent residence to refugees, including the Netherlands, Italy, Germany, the USA, and Canada.

UNHCR has implemented measures to ensure accountability to donors through feedback and reporting mechanisms. This evaluation provides the EU with an independent assessment of funding efficiency and effectiveness. Additionally, the evaluation will assess the project's relevance to long-term migration goals, national policies, complementary projects in Niger, and institutional frameworks.

Key Indicative Evaluation Questions

The evaluation questions were developed collaboratively by the Evaluation Manager in the External Relations Unit of UNHCR Niger Operation and the Evaluation Office. Input was also gathered from Niger operation Senior Management, External Relations UNHCR staff in Brussels, and the EU Delegation in Niger. They are relevant to the evaluation objectives and align with OECD-DAC and ALNAP criteria.

1 RELEVANCE

1.1 To what extent are the basic services provided, such as food assistance, access to water and sanitation, and psychosocial support, relevant to the needs of the targeted populations?

1.2 To what extent does the ETM provide durable solutions relevant to the aspirations and needs of evacuees and Niger-registered refugees?

1.3 To what extent is the ETM project relevant to the refugee status determination process and the resource needs of central and regional authorities in Niger?

1.4 To what extent does the project align with long-term EU and Niger migration goals, national policies and existing institutional frameworks?

2. EFFICIENCY

2.1 To what extent has UNHCR reduced the average time spent in transit centres, and what are the main drivers within UNHCR's sphere of influence that can contribute to reducing this time?

2.2 To what extent has UNHCR created effective communication channels to manage expectations about the resettlement process around the transit centres?

2.3 To what extent has UNHCR considered alternative delivery models to achieve the same results?

2.4 To what extent did the project use remote resettlement and refugee status determination practices to accelerate the resettlement process?

EFFECTIVENESS-IMPACT

3.1 To what extent did the ETM project provide life-saving assistance, services, and protection to forcibly displaced persons in Hamdallaye and Agadez? (These include the distribution of food (cash and in-kind), core relief items (CRIs), dignity kits, provision of adequate shelter, and access to basic services such as health, mental health, education, water, hygiene, and sanitation, as well as access to protection (registration, child protection, GBV, etc.).

3.2 To what extent was the ETM project effective in promoting peaceful coexistence between forcibly displaced persons and host communities? (This includes quick-impact projects, vocational training, income-generating activities, sports, and environmental protection activities for ETM populations and host communities.)

3.3 To what extent were there unintended positive or negative impacts of the ETM project on both target and host communities?

4 SUSTAINABILITY

4.1 To what extent did the project foster the development of complementary legal pathways as an alternative to resettlement?

4.2 To what extent did the ETM project make a positive contribution to strengthening the asylum system in Niger, and how did local actors perceive it?

Approach and methodology

The evaluation will be conducted by an independent evaluation team comprising a team leader and 2 to 4 technical experts specialising in protection and resettlement. It is recommended that the team be gender-balanced and include at least one national or regional consultant (see Annex 1 for further details).

This evaluation will be summative and formative, adopting a utilization-focused approach and a non-experimental design. The methodology will incorporate a theory-based approach, requiring the evaluation team to reconstruct an ETM Theory of Change. Findings should be based on robust, triangulated analysis of all qualitative and quantitative data sources, with conclusions and recommendations logically derived from these evidence-based findings. Lessons learned and good practices must be included in the final evaluation report, clearly distilled from the evaluation findings and presented separately.

Data will be collected from various sources and a representative range of stakeholders (in-person and/or remotely) and will be triangulated and cross-validated to ensure the credibility of the evaluation findings and conclusions. Key data sources include UNHCR staff, implementing and operational partners, and ETM beneficiaries. Other sources may include donors, authorities, and additional partners. The evaluation team is encouraged to consider the following key methodologies:

- Conducting a desk review and content analysis of relevant background information, programmatic data, and documents (see Annex 7 for an overview of the documents).
- Conducting interviews with UNHCR staff (at HQ, regional, and country levels, including potentially both current and former staff), UN agencies (IOM, UNICEF, WHO), implementing and operational partners (e.g., CIAUD and AIRD), key interagency stakeholders (e.g., INTERSOS, Good Neighbours), national host governments, and the donor, the European Union.
- Collecting field data in Agadez through Key Informant Interviews, Focus Group Discussions, and workshops. These should include evacuees, Niger-registered refugees, and host community members.
- Conduct remote interviews with resettlement beneficiaries.

Key limitations may relate to

- Travel restrictions for in-country missions due to evolving security and access considerations (see Annex 1 for team composition details). The evaluation team should be flexible in adapting data collection methods and visit plans accordingly.
- Limited access to former ETM beneficiaries who have been resettled.
- Participation and commitment of new government authorities

Key secondary data sources include:

- UNHCR global documents, including policies and guidelines
- Audits and evaluations
- Regional and operational strategies, including the Sahel Strategy, regional bureau multi-year strategies, and Niger operation multi-year strategies
- UNHCR operational updates, monitoring data, financial data, and HR data
- ETM documents, including project proposals, interim reports, briefings, and mission reports
- Survey data, including Project 21 results¹²⁵

Annex 7 includes a non-exhaustive table of documents.

In accordance with established standards for evaluation in the United Nations system and the United Nations Ethical Guidelines for Evaluations, evaluation at UNHCR is based on the interconnected principles of independence, impartiality, credibility and utility, in practice inter alia call to: protect sources and data; systematically seeking informed consent; respect for dignity and diversity; minimizing the risks, harms and constraints for those who are or are involved in the evaluation while not compromising the integrity of the exercise. The evaluation methodology is expected to:

- Follow and be consistent with [UNEG Ethical Guidelines for Evaluation](#) and the [Code of Conduct for Evaluations in the UN system](#)
- Adhere to [UNHCR Age, Gender and Diversity policy](#), reflecting an age, gender, and diversity (AGD) perspective in all primary data collection activities, including focus group discussions

¹²⁵ Project 21, a regional interagency protection monitoring tool aimed at harmonising data collection and analysis between protection/humanitarian actors in the Central Sahel (Burkina Faso, Mali and Niger). Jointly developed under the co-facilitation of UNHCR and the Danish Refugee Council (DRC), it presents the protection situation of refugees, internally displaced persons, returnees and host communities, around the following themes: Legal protection and documentation; Community engagement; Gender-based violence (GBV); Child Protection; Education; Solutions. ([link](#))

with women, youth, and people with disabilities. Reflect on this lens and any ethical considerations during the analysis and reporting phase.

- Follow [UNHCR Data protection policy](#) and ensure data storage and access protection.

The technical proposal should outline a methodology adhering to these standards, including responsible data management practices such as data storage, access controls, and participant confidentiality. The evaluation team is not required to obtain clearance from an evaluation review board but should include female enumerators in conducting interviews and focus groups with female ETM beneficiaries. Additionally, focus group discussions with forcibly displaced and host communities will be conducted using participatory approaches. All collected data should be disaggregated by sex, age, and disability status.

The evaluation team will be expected to refine the methodology and final evaluation questions following the initial desk review, briefings and data collection during the inception phase. The inception mission should include a visit by at least the team leader in Niamey and potentially one additional team member. The final inception report will specify the evaluation methodology, limitations and the refined focus and scope of the evaluation, including the evaluation matrix, country visit selections, final key evaluation questions, data collection tools and analytical framework.

Evaluation quality assurance

The evaluation has been commissioned by the UNHCR operation in Niger, mandated by the EU Delegation in Niger under the ETM project funding. The evaluation manager is the External Relations Officer based in Niamey, supported by the Senior Evaluation Officer based in the regional bureau in Dakar.

The evaluation manager will be the main point of communication with the evaluation team leader. Weekly meetings will be held between the evaluation team and the evaluation manager to ensure smooth communication.

An Evaluation Reference Group (ERG), comprising UNHCR senior internal members and external stakeholder representatives with relevant expertise, will be constituted to review and endorse inception and final evaluation reports and impartially guide the evaluation process.

In terms of dissemination and communication, the evaluation team will present the inception report during meetings with the ERG and the UNHCR Niger management team. Emerging themes will be presented to UNHCR Niger after the data collection phase. A co-creation recommendation workshop will be held with UNHCR and external stakeholders after the first version of the report has been circulated. The final report conclusions and recommendations will be presented to the ERG and UNHCR senior management in separate meetings.

The teams will be responsible for their own logistical arrangements, with UNHCR providing support when necessary, such as reserving UNHAS flights, UNHCR guest houses, or booking armed escorts.

The evaluation team must sign the UNHCR Code of Conduct and complete the UNHCR initial protection training module.

The evaluation should also align with the pilot Evaluation Quality Assurance (EQA) guidelines, which clarify the expected quality requirements for UNHCR's evaluation processes and products. The Evaluation Manager will share and provide guidance on the EQA at the beginning of the evaluation, including templates for evaluation deliverables and UNHCR expectations on quality standards. The Evaluation Manager will oversee adherence to the EQA with support from the Senior Regional Evaluation Officer. An external and independent contractor will provide quality assurance for all key deliverables (inception report, final report).

Timeline

Activity	Deliverables and payment schedule	Indicative timeline	Minimum # of estimated days
Evaluation TOR finalized and call for proposals issued.	TOR and call for proposals	Week 1-2	
Selection process (bids evaluated, tender awarded).	Contract signed	Week 3-4	

Activity	Deliverables and payment schedule	Indicative timeline	Minimum # of estimated days
Inception phase including: - Initial desk review and key informant interviews. - Circulation for comments and finalization.	Final inception report in French– including methodology, refined evaluation questions (as needed) and evaluation matrix. <i>Payment 20 percent</i>	Week 5-10	20
Data collection – Document review and virtual interviews.	Presentation of emerging themes during stakeholder workshops. <i>Payment 30 percent</i>	Week 11-12	10
Data collection – Field visits to four UNHCR country operations.		Week 13-16	30
Data analysis and reporting phase including: Stakeholder feedback and validation of evaluation findings, conclusions and proposed recommendations.	Draft report and recommendations (for circulation and comments). Workshop on preliminary recommendations with UNHCR and stakeholders. <i>Payment 30 percent</i>	Week 17-21	30
EQA review of draft report, circulation for comments.	Consolidated comments	Week 22-23	
Finalization of evaluation report and executive summary.	Final evaluation report in French (including recommendations and executive summary) Executive summary in French and English. <i>Payment 20 percent</i>	Week 24-25	20

Evaluation team qualifications

The evaluation will be conducted by a team of 2 to 4 core experts and a Team Leader, who will report to the UNHCR Evaluation Manager and be supported by the Senior Evaluation Officer. The team members will possess complementary technical expertise and have a proven track record of successful collaboration on similar assignments. Special attention will be given to achieving gender balance and ensuring diversity in nationality, race, and gender within the team composition. It is recommended at least one team member is a citizen Niger or the Central Sahel region (Niger, Mali, Burkina Faso). The team should be able to speak French and English

Team Leader's primary responsibilities	Team members' responsibilities
Defining the evaluation approach and methodology	Contribute to the methodology in their area of expertise based on a document review
Guiding and managing the team	Conduct fieldwork
Leading the evaluation mission and representing the evaluation team	Participate in team meetings and meetings with stakeholders
Drafting and revising, as required, all key deliverables	Contribute to the drafting and revision of the evaluation products in their technical area(s)

Evaluation Team Selection Criteria and Selection Process

Offers are requested under UNHCR's Frame Agreement (2022-2026), and from FA holders of LOT 1 (Strategic Thematic Evaluations).

UNHCR requires a brief Technical Proposal from the evaluation company to the TOR and a Financial proposal. The Technical Proposal should be a maximum of 6 pages (A4), excluding annexes. Companies will be given two weeks to submit their proposals. The proposals should avoid repeating what is in the TOR; instead, they should use the TOR as a point of departure to build on it and provide new content.

Based on the secondary bidding process results, an agreement between UNHCR and the selected FA holder will be issued with a purchase order (PO), including a scope of work (SOW) that follows the standard categories. This will clarify the deliverables, timeline and payment schedule.

The proposal should cover:

Technical component (70 percent)

Company Qualification: max. 20 points.

This score will be taken from the score allotted at original FA process. No action on the FA holder on this.

- Understanding of the TOR: max. 15 points.
- The scope of the evaluation as deemed feasible to the bidder and relevant to the TOR, this includes (i) a summarized description of major external vs. internal focus areas to be included (ii) any restructuring and revisions to the area(s) of inquiry, as well as (iii) any proposed additional areas of inquiry/key questions to be included in the scope, and why.
- Qualifications to the TOR. Any preconditions and factors that the bidder feels are critical to the successful evaluation delivery, including data collection, limitations and proposed ways to overcome, etc. Demonstrated understanding of the contextual and operational challenges/opportunities associated with undertaking of evaluative work in UNHCR is a plus.
- Proposed approach and methodology in relation to what is specific about this evaluation, with due consideration for innovative/creative practices in response to points raised in a) and b) above. For example, detailing methods pertaining to data collection and analysis (coding and use of software), as well as stakeholder engagement to ensure utility and buy-in. , including responsible data management practices such as data storage, access controls, and participant confidentiality
- Propose any amendments and details to the timeline in the TOR. The proposal should include the estimated number of working days per phase per team member.

Team Composition: max. 30 points

- Outline the team composition required to address the scope and proposed area(s) of inquiry, including specific roles and responsibilities of each, and if and how they have worked together previously.
- The proposal should include the estimated working days per phase per team member.
- Propose two persons for each position, with summary CVs (2-page max) appended to the proposal for the positions of Team Leader and Team Members-Subject Matter Specialists *protection and durable solutions). Please refer to Annex I for the Evaluation Team Profile and Qualifications.

Quality assurance and ethics arrangements: max. 5 points

- The firm should provide a brief outline of their quality assurance mechanisms and ethics protocols throughout the evaluation, including copy editing and core contents, for this specific TOR. This should include the processes and responsibilities, the checks and balances to ensure the quality of the process and product.

Financial component (30 percent)

- Overall Financial Offer and structure
- Summary of cost (Annex 2 Financial Submission) outlining proposed number of days.

Annexes

- Annex 1. Shortened CVs of proposed team members. This must include key relevant sectoral and geographic experience, contact details, nationality.
- Annex 2. Financial submission

Appendix 2: Evaluation Team

Position and Name	Experience and Education	Areas of Expertise		Responsibilities	Level of Effort
		Sector Expertise	Functional Expertise		
Nadeem Haider, Evaluation Advisor	Over 21 Years M. Phil International Relations and Political Studies MS Anthropology	Social Protection, Health & Nutrition, Child Rights/Protection, WASH, Youth/women empowerment, Education, Birth registration, Emergency preparedness, Disaster risk management	Monitoring & Evaluation, Strategic planning, knowledge management, training and facilitation, Proposal development, technical report writing	<ul style="list-style-type: none"> Conduct quality assurance to evaluation meets the client's expectations and requirements. 	14 days (pro-bono)
Dimanche Allo, Team Lead	Over 9 years Statistician Economist Engineer (2015) Applied Statistics Engineer (2013)	Gender, Institutional development and organizational reinforcement, Programme cycle management, Governance, peace, and security, Resilience and human capital, Vocational and professional training	Strategic planning, monitoring and evaluation, programme development, qualitative and quantitative research, capacity building and institutional analysis, technical and financial assessments	<ul style="list-style-type: none"> Provide technical oversight to the entire evaluation process, including inception report, data collection, analysis, and final report. Lead fieldwork and data collection activities. Lead preliminary and validation workshops. Draft inception and final evaluation reports. Liaise with UNHCR and key stakeholders. 	65 Days
Adam Malah, National Evaluation Expert	Over 10 years of experience MS Human Geography – Abdou Moumouni University of Niamey (2015, High Honors) BS Human Geography – Abdou Moumouni University of Niamey (2010, Honors)	Social Sciences, Child Protection, Migration & Mobility, Violent Extremism, Geographic Information Systems (GIS), Humanitarian & Development Program Evaluation, Opinion Surveys	Project Coordination & Management, Budgetary Needs Assessments, Data Collection and Analysis, Monitoring and Evaluation, Psychosocial Support and Family Reunification, Training Development and Teaching (GIS, Cartography), Emergency and Detention Support for Vulnerable Groups	<ul style="list-style-type: none"> Provide contextual knowledge and expertise. Support Team Lead during data collection. Participate in preliminary and validation workshops. Contribute to report writing and recommendations. 	30 days
Hamna Ishaq, Project Manager	Over 8 years M.Sc. Social Policy and Development	Education, WASH, health, nutrition, child protection and social protection	Project management, evaluation, monitoring, strategic planning	<ul style="list-style-type: none"> Manage day-to-day evaluation activities and team coordination. Oversee logistics, scheduling, and administrative. Ensure timely delivery of all evaluation outputs. 	60 days

Evaluation of Emergency Transit Mechanism Project in Niger – Final Report

Position and Name	Experience and Education	Areas of Expertise		Responsibilities	Level of Effort
		Sector Expertise	Functional Expertise		
Junaid Ashraf, Data Analyst	Over 10 years MA. International Development	WASH, Health Supply Chain, Global Health, Sustainable Development	Research & Data Analysis, Monitoring & Evaluation, Project Management	<ul style="list-style-type: none"> Conduct qualitative and quantitative data analysis. Prepare data visualizations and summaries. Support development of findings and recommendations. 	30 days
Symrun Razaque, Desk Researcher	Over 3 years MA (European Masters in Women and Gender Studies) MSc Development Studies	Gender-Based Violence in Emergencies, Human Rights & Social Justice, Refugee & Migrant Rights, Feminist Ethics of Care & Inclusion, Social Work & Community Development	Data Collection, Analysis & Reporting, Project Coordination, gender equality & Intersectionality in Policy.	<ul style="list-style-type: none"> Focal point from AAN Associates. Conduct literature review and document analysis. Support coordination of field data collection activities. Review and clean data, ensuring quality and reliability. 	65 days
Lara Ressler, Copy Editor	Over 15 years PhD Candidate in Law M.A. in Human Rights Law	Human Rights Law, Child Protection, Humanitarian Coordination, Research & Advocacy, Peacebuilding & Conflict Resolution, Migration & Refugee Rights	Planning & Evaluation, Evidence Generation, Research & Knowledge Management, Policy Development, Strategic Advisory, Capacity Building	<ul style="list-style-type: none"> Edit and proofread all evaluation deliverables. Ensure clarity, consistency and adherence to UNHCR reporting standards. 	12 days

Appendix 3: Evaluation Workplan

The evaluation was conducted in four phases, as outlined in the table below, which details the activities and timeline of key evaluation deliverables.

Activity	Responsibility	Date of Completion	Deliverables	
Phase 1: Inception				
Conduct kick-off meeting	AAN Associates and UNHCR	December 18, 2024	Inception (English and French)	Report and
Conduct initial desk review	AAN Associates	January 31, 2025		
Develop evaluation matrix	AAN Associates	January 17, 2025		
Design data collection tools	AAN Associates	January 31, 2025		
Submit draft inception report	AAN Associates	February 24, 2025		
Undertake inception mission	AAN Associates and UNHCR	March 5-6, 2025		
Submit revised inception report (English and French)	AAN Associates	March 14, 2025		
Receive ERG feedback on inception report	UNHCR	March 20, 2025		
Submit final inception report	AAN Associates	March 25, 2025		
Phase 2: Data Collection				
Train local team and pre-test data collection tools	AAN Associates	March 19, 2025	Data collection completion report	
Conduct data collection (KIs, FGDs, and case studies)	AAN Associates	May 2, 2025		
Submit data collection completion report	AAN Associates	May 9, 2025		
Phase 3: Data Analysis				
Perform data cleaning	AAN Associates	May 9, 2025	Not applicable	
Conduct qualitative data analysis	AAN Associates	May 16, 2025		
Conduct quantitative data analysis	AAN Associates	May 16, 2025		
Present preliminary findings	AAN Associates	May 21, 2025		
Phase 4: Reporting				
Submit draft evaluation report	AAN Associates	June 9, 2025	Draft evaluation report	
Receive UNHCR feedback on draft evaluation report	UNHCR	June 23, 2025	Final evaluation report (English and French)	
Submit revised evaluation report (English and French)	AAN Associates	July 3, 2025		
Receive ERG feedback on revised evaluation report	UNHCR	July 21, 2025		
Submit final evaluation report	AAN Associates	August 8, 2025		

Appendix 4: Evaluation Matrix

Use of evaluation matrix: The evaluation matrix served as a planning and management tool that guided the entire evaluation process. It was designed to break down each broad evaluation question into specific sub-questions, each linked to clearly defined indicators. These indicators provided measurable criteria for assessing the ETM project and were connected to relevant data sources and methods. Additionally, the matrix was used to develop tailored data collection tools for different stakeholder groups, including refugees, host communities, UNHCR staff, IPs, EU, and Nigerien government officials. This approach ensured that data collection captured the diverse perspectives of all relevant groups. During the analysis phase, the matrix provided a systematic framework for organizing and interpreting findings based on each evaluation criterion. It allowed the evaluation team to identify patterns and compare responses across different respondent groups. Ultimately, the matrix helped the evaluation team ensure transparency, consistency throughout the process.

Note: The grey box contains the evaluation questions from the ToRs. The questions in bold, in the grey box, have been updated to incorporate UNHCR's feedback received during the inception phase.

Key Questions	Sub Questions	Indicators	Data Collection Methods & Sources	Data Analysis
1. RELEVANCE				
1.1 To what extent are the basic services provided, such as food assistance, access to water and sanitation, and psychosocial support, relevant to the needs of the targeted populations?				
1.2 To what extent does the ETM provide durable solutions relevant to the aspirations and needs of evacuees and Niger-registered refugees?				
1.3 To what extent is the ETM project relevant to the human rights standards, gender equality, and equity commitments?				
1.4 To what extent does the project align with long-term EU and Niger migration goals, national policies and existing institutional frameworks?				
Q1: To what extent is the ETM project relevant to the needs of targeted populations?	Q1.1: To what extent do ETM's basic services and durable solutions align with the needs and aspirations of evacuees and Niger-registered refugees?	<ul style="list-style-type: none"> - Evidence of alignment between basic services provided by ETM and priority needs of evacuees, refugees, and vulnerable groups (women, children, persons with disabilities). - Stakeholders' (evacuees, refugees, and vulnerable groups) views on the alignment between ETM basic services and their priority needs. - Evidence of overlaps or gaps between durable solutions offered by ETM and the aspirations and needs of evacuees, refugees, and vulnerable groups. - Stakeholders' (evacuees, refugees, and vulnerable groups) views on the overlaps or gaps between their preferred durable solutions and those provided by ETM. 	<ul style="list-style-type: none"> - Document review: ETM implementation reports, needs assessment reports, and service delivery statistics. - KIs: UNHCR and partners. - FGDs: Evacuees, community leaders, and Niger-registered refugees. 	<ul style="list-style-type: none"> - Thematic analysis - Content analysis
EQ2: To what extent does the ETM project align with the national policies and frameworks of Niger and the EU,	EQ2.1: To what extent does the ETM project align with the migration policies and frameworks of Niger and the EU?	<ul style="list-style-type: none"> - Evidence of alignment between ETM objectives and Niger's migration policies, priorities, and frameworks, including any changes in government's priorities after change of political government. - Evidence of alignment between ETM objectives and the EU's migration policies and frameworks. - Stakeholders' views (GoN, UNHCR, EU) on ETM's alignment with Niger's and EU's migration policies, before and after political change 	<ul style="list-style-type: none"> - Document review: Global Approach to Migration and Mobility, EU Migration Agenda, National Migration Policy, National Policy on Internal Displacement, Law No. 2018-74. - KIs: UNHCR, EU, GoN's officials. 	<ul style="list-style-type: none"> - Thematic analysis - Content analysis
	Q2.2: To what extent does the ETM project align with relevant	<ul style="list-style-type: none"> - Evidence of ETM's compliance with human rights standards, gender equality, and equity commitments. 	<ul style="list-style-type: none"> - Document review: 1951 Convention relating to the Status of Refugees, 1967 Protocol relating to 	<ul style="list-style-type: none"> - Thematic analysis

Key Questions	Sub Questions	Indicators	Data Collection Methods & Sources	Data Analysis
human rights standards, gender equality and equity commitments?	human rights standards, gender equality, and equity commitments?	- Stakeholders' views (GoN, UNHCR, EU) on ETM's alignment with human rights, gender equality and equity commitments.	the Status of Refugees, and Convention on the Elimination of All Forms of Discrimination Against Women, ETM project documents. - Kills: UNHCR and partners.	- Content analysis
2. EFFICIENCY				
2.1 To what extent has UNHCR reduced the average time spent in transit centres, and what are the main drivers within UNHCR's sphere of influence that can contribute to reducing this time?				
2.2 To what extent has UNHCR created effective communication channels to manage expectations about the resettlement process around the transit centres?				
2.3 To what extent has UNHCR considered alternative delivery models to achieve the same results?				
2.4 To what extent did the project use remote resettlement and refugee status determination practices to accelerate the resettlement process?				
Q3: To what extent has UNHCR improved the efficiency of resettlement process by reducing time spent in transit centres, improving communication, and implementing alternative delivery models?	Q3.1: To what extent has UNHCR reduced the average time beneficiaries spend in transit centres, and what are the main drivers within UNHCR's influence that could further reduce this duration?	- Average time taken to process resettlement cases between April 2022 to March 2025. - Beneficiaries' feedback on the duration of their stay in the transit centre. - Document review of standard operating procedures (SOPs), guidelines, and UNHCR reports that outline changes in processing times and operational improvements. - UNHCR views on the improvements made to reduce time spent in transit centres. - List of drivers within UNHCR influence that could reduce the average time beneficiaries spend in transit centres. - Types of alternative delivery models and remote resettlement practices implemented. - Stakeholders' (UNHCR and partners) level of satisfaction with the remote practices and alternative delivery models implemented.	- Document review: Operational reports and transit centre logs. - Kills: UNHCR and partners. - FGDs: Evacuees, community leaders, and Niger-registered refugees	- Trend analysis - Thematic analysis - Content analysis
	Q3.2: To what extent has UNHCR facilitated clear and timely communication about the resettlement process in transit centres?	- Evidence of range of communication channels created for refugees, including those with limited literacy or disabilities. - Frequency of updates provided to refugees about their resettlement status. - Evacuees and refugees' perceptions on clarity, timeliness, and usefulness of information provided about their resettlement status.	- Document review: Communication (e.g., leaflets, announcements), and feedback reports. - Kills: UNHCR and partners. - FGDs: Evacuees, community leaders, and Niger-registered refugees.	- Thematic analysis - Content analysis
3. EFFECTIVENESS - IMPACT				
3.1 To what extent did the ETM project provide life-saving assistance, services, and protection to forcibly displaced persons in Hamdallaye and Agadez? (These include the distribution of food (cash and in-kind), core relief items (CRIs), dignity kits, provision of adequate shelter, and access to basic services such as health, mental health, education, water, hygiene, and sanitation, as well as access to protection (registration, child protection, GBV etc.).				
3.2 To what extent was the ETM project effective in promoting peaceful coexistence between forcibly displaced persons and host communities? (This includes quick-impact projects, vocational training, income-generating activities, sports, and environmental protection activities for ETM populations and host communities.)				
3.3 To what extent were there unintended positive or negative impacts of the ETM project on both target and host communities?				

Key Questions	Sub Questions	Indicators	Data Collection Methods & Sources	Data Analysis
Q4: To what extent was the ETM project effective in providing essential assistance and protection to evacuees and refugees and fostering social cohesion with host communities, including any unintended impacts?	Q4.1: To what extent did the ETM project provide life-saving assistance, services, and protection to evacuees and refugees in Hamdallaye and Agadez?	<ul style="list-style-type: none"> - Number of evacuees benefiting from ETM life-saving services (food, WASH, shelter, education, and healthcare), disaggregated by sex, age, disability. - Perception of evacuees and refugees on the adequacy and quality of life-saving services provided. - Perception of evacuees and refugees on the impact of essential services on their wellbeing, safety, and health. - Stakeholders' views (UNHCR, GoN officials, implementing partners) on the ETM's effectiveness in meeting the needs of evacuees and refugees. 	<ul style="list-style-type: none"> - Document review: Service delivery statistics. - KIIs: UNHCR, implementing partners, GoN's officials. - FGDs: Evacuees and Niger-registered refugees. - Case studies: Evacuees and Niger-registered refugees. 	<ul style="list-style-type: none"> - Thematic analysis - Content analysis
	Q4.2: To what extent did the ETM project foster social cohesion between evacuees, refugees, and host communities?	<ul style="list-style-type: none"> - Number of evacuees, refugees, and host communities benefiting from quick-impact projects. - Availability of conflict-resolutions mechanisms in targeted communities. - Stakeholders' views (UNHCR, GoN officials, and implementing partners, beneficiaries) on ETM's contribution to social cohesion between evacuees, refugees, and host communities. - Perceptions of stakeholders (evacuees, Niger-registered refugees, and host communities) on changes in attitudes and behaviour towards other community over time. - Types of unintended results produced on host communities, refugees, and evacuees. 	<ul style="list-style-type: none"> - Document review: Project reports on quick impact project including participation records. - KIIs: UNHCR, GoN officials, and partners. - FGDs: Evacuees, Niger-registered refugees, religious leaders, and host communities. - Case studies: Evacuees, Niger-registered refugees, and host community members. 	<ul style="list-style-type: none"> - Thematic analysis - Content analysis
4. SUSTAINABILITY				
4.1 To what extent did the project foster the development of complementary legal pathways as an alternative to resettlement?				
4.2 To what extent did the ETM project make a positive contribution to protection environment in Niger?				
Q5: To what extent did the ETM project contribute to developing complementary legal pathways and improving protection environment in Niger?	Q5.1: To what extent did the ETM project contribute to developing complementary legal pathways in Niger?	<ul style="list-style-type: none"> - Number of refugees benefiting from the complementary legal pathways. - Number of stakeholders with improved capacity to manage complementary legal pathways. - Stakeholders (UNHCR and GoN) views on the sustainability of these complementary legal pathways. - Evidence of partnerships between local, national, and international organizations focused on sustaining and expanding complementary legal pathways. 	<ul style="list-style-type: none"> - Document review: Legal frameworks, project reports, and case records on complementary pathways. - KIIs: UNHCR staff, GoN's government officials, and IPs. 	<ul style="list-style-type: none"> - Thematic analysis - Content analysis
	Q5.2: To what extent did the ETM project contribute to improving protection environment in Niger?	<ul style="list-style-type: none"> - Number of government and non-state actors with improved capacity to provide protection for refugees. - Stakeholders' GoN views on the usefulness of trainings in increasing their ability to address protection issues. - Number of protection measures (guidelines, frameworks) integrated into the operations of government and non-state actors. 	<ul style="list-style-type: none"> - Document review: Project reports. - KIIs: UNHCR staff and GoN's government officials. 	<ul style="list-style-type: none"> - Thematic analysis - Content analysis

Appendix 5: KII Guides

The following guides were used to conduct KIIs with UNHCR, the GoN, IPs, the EU, IOM, Protection Officer (Libya), and host municipality representatives. To avoid repetition, the guides for beneficiaries (asylum seekers and refugees) are included under the FGD guides in Appendix 5.

UNHCR

Introduction

- Can you give an overview of your role in the ETM project?
- How long have you worked at this position?

Relevance

1. How did UNHCR ensure that the basic services (food assistance, WASH, psychosocial support) provided by ETM align with the needs of evacuees and refugees?
 - a. What specific needs assessment were conducted?
 - b. How were vulnerable groups (women, children, persons with disabilities) specifically considered?
2. How did UNHCR ensure that the durable solutions (voluntary return, local integration, resettlement) are relevant to the needs of evacuees and refugees?
 - a. How were individual preferences and vulnerabilities considered?
 - b. What mechanisms are in place to gather feedback on their preferences and vulnerabilities from beneficiaries?
3. In what ways does the ETM align with the international human rights standards, gender equality, and equity commitments? Probe: ask respondent to specify standards, policy, and frameworks.
 - a. Are there any areas where ETM does not align?
 - b. How can these be addressed?
4. Are you aware of Niger's migration policies, laws, frameworks? If yes, in what ways does the ETM aligns with Niger's long-term migration goals and policies? Probe: ask respondent to specify policies and goals
 - a. Do you think that the alignment has been affected due to the changes in Niger's administration?
5. Are you aware about EU's policy and institutional framework on migration? If yes, in what ways does the ETM aligns with EU's long-term migration goals, policies, and institutional frameworks? Probe: ask respondent to specify policies, goals, and frameworks.
 - a. Do you think that the alignment has been affected due to the changes in Niger's administration?

Efficiency

6. Can you describe how the average time taken to process resettlement cases has changed since April 2022?
 - a. What operational changes or new practices (process improvements, resources, policy changes) do you believe have contributed most to reducing the time beneficiaries spend in transit centres?
 - b. Were there any changes or practices that did not work as expected? Why?
 - c. What else could have been done to reduce time?
 - d. Is information available with UNHCR in paper or digital format on transit/resettlement time of the refugees and evacuees between April 2022 – March 2025 to share with the evaluation team?
7. From your perspective, what are the key drivers within UNHCR's control that have led to reduced transit times?
 - a. How have these factors performed across different transit centres?
8. What alternative delivery models were considered or implemented between April 2022 to March 2025 to reduce time taken for case processing for resettlement of the refugees and evacuees? Remote delivery models could include remote selection missions, remote interviews, remote counselling, increased psychosocial support and facilitated new income generating activities relevant to COVID-19.
 - a. What technology or infrastructure was required?
 - b. How did staff adapt to these new practices?

- c. Were any changes made to these models once COVID-19 was phased out by end of 2022?
 - d. How did these models impact resource (time, funds, or human resource) allocation?
9. How does UNHCR manage expectations about the resettlement process among evacuees and refugees?
 - a. What specific information is provided at different stages of the process?
 - b. How do you address concerns or misconceptions?
 - c. Were any specific considerations given to vulnerable groups (women, children, persons with disabilities)?
 - d. Which communication channels, in your opinion, worked better and why? Which did not and why?

Effectiveness/Impact

10. What impacts/changes have ETM created by providing life-saving assistance and protection to evacuees and refugees?
 - a. What enabling factors or strategies contributed to these changes?
 - b. What challenges hindered achievements?
 - c. What lessons were learned?
11. What changes/impact have ETM created through promoting peaceful coexistence between evacuees, refugees, and host communities?
 - a. What enabling factors or strategies contributed to these changes?
 - b. What challenges hindered achievements?
 - c. Have you observed any unintended impacts of the ETM project on evacuees, refugees and host communities?

Sustainability

12. How has the ETM contributed to developing complementary legal pathways such as education programmes, study visas, family unification, and humanitarian corridor?
 - a. What challenges were encountered in developing or offering these pathways?
 - b. In your opinion, how sustainable are these complementary legal pathways?
13. In what ways has the ETM project improved the protection environment in Niger, for example through trainings and on-the-job coaching for government and non-state actors? This could include specialized training in child protection, gender-based violence, health, mental health, or camp management.
 - a. What specific improvements have you observed as a result of these capacity-building efforts?
 - b. In your opinion, has the overall capacity of government and non-state actors improved? Could you provide examples or evidence?
 - c. How is the long-term sustainability of these training and capacity-building improvements being ensured? Are there plans or measures in place to maintain and build upon these gains over time?

Recommendations, Suggestions, or Lessons Learned

14. What recommendations, suggestions, or lessons learned would you share regarding the ETM project?
 - a. Which aspects of the ETM project have worked well?
 - b. What challenges or gaps have you observed, and how might they be addressed?
 - c. Can you share any best practices or innovative approaches that emerged during the project?

GoN Officials

Introduction

- Can you provide an overview of your organization/agency's role in the ETM project?
- Can you give an overview of your role in the ETM project?
- How long have you worked at this position?

Relevance

1. How does the ETM project align with Niger's migration policies?
 - a. Are there any areas where ETM does not align?

- b. How has the ETM project adapted to changes in Niger's migration policies or priorities since the changes in Niger's administration?

Efficiency

2. From your perspective, how efficient is the resettlement process under the ETM? Efficiency refers to the time refugees and evacuees spend in the transit centres.
 - a. What factors contributed to the time refugees and evacuees spent time in transit?
 - b. Can you identify specific operational or administrative bottlenecks that may have impacted these durations?
 - c. What could UNHCR do to reduce the time spent in transit centres?
 - d. Are there any other resettlement programmes in Niger? If yes, how does the efficiency of ETM compare to other resettlement programmes in Niger?

Effectiveness/Impact

3. What changes/impact has ETM contributed through life-saving assistance and protection to evacuees and refugees between April 2022 to March 2025?
 - a. What challenges has the GoN faced in supporting ETM's assistance and protection efforts?
 - b. Are there any lessons learned?
4. What changes/impact has ETM created through promoting peaceful coexistence between evacuees, refugees, and host communities?
 - a. What benefits host communities receive through ETM?
 - b. What enabling factors or strategies contributed to these changes?
 - c. What challenges hindered achievements?
 - d. Have you observed any unintended impacts (positive or negative) of the ETM project on evacuees, refugees and host communities?
 - e. What benefits host communities / Niger should have been offered?

Sustainability

5. What are the Government of Niger's future plans for continuing to facilitate and host transit centres and refugees in the country?
 - a. Why and why not?
6. How has the ETM contributed to developing complementary legal pathways such as education programmes, study visas, family unification, and humanitarian corridor?
 - a. How does the GoN plan to expand or improve these pathways in the future?
7. In what ways has the ETM project improved the protection environment in Niger, for example through trainings and on-the-job coaching for government and non-state actors? This could include specialized training in child protection, gender-based violence, health, mental health, or camp management.
 - a. What specific improvements have you observed because of these capacity-building efforts?
 - b. In your opinion, has the overall capacity of government and non-state actors improved? Could you provide examples or evidence?
 - d. How is the long-term sustainability of these training and capacity-building improvements being ensured? Are there plans or measures in place to maintain and build upon these gains over time?

Trainings

8. Did you receive any trainings through UNHCR or its partners? If yes, which trainings did you receive between April 2022 – March 2025?
 - a. Which trainings have been most relevant to your work?
 - b. Are there any areas where you feel the trainings could be more tailored to your agency's needs – specify in terms of protection environment?
9. What specific skills or knowledge have you gained from the trainings (these could include training on international protection, refugee rights and duties, access to justice, gender-based violence prevention, risk mitigation, child protection, mental health, camp management)?
 - a. Thinking of the training and/or support you received, how have you applied these skills in your work with refugees and asylum seekers?
 - b. What changes have you observed in refugee protection and assistance practices because of these trainings?

- c. What improvements have you noticed in the coordination between different actors involved in refugee protection?
- 10. How do you plan to integrate the knowledge gained from these trainings into your organization's long-term practices?
 - a. What mechanisms are in place to share the knowledge gained with other staff members or partner organizations?
 - b. What additional training topics would be beneficial for further strengthening refugee protection capacity?

Recommendations, Suggestions, or Lessons Learned

- 11. What recommendations, suggestions, or lessons learned would you share regarding the ETM project?
 - a. Which aspects of the ETM project have worked well and should be maintained or scaled up?
 - b. What challenges or gaps have you observed, and how might they be addressed?
 - c. Can you share any best practices or innovative approaches that emerged during the project?

European Union Delegation in Niger

Relevance

- 1. How does the ETM project align with the EU's migration objectives and policies?
 - a. What specific EU policies or frameworks does the ETM support?
 - b. Can you provide specific examples of alignment between ETM activities and EU migration policies or frameworks?
 - c. Are there any areas where the ETM project does not fully align with EU objectives? How are these addressed?
 - d. Have there been any changes in the EU's priorities regarding resettlement?
 - e. How has the change in Niger's administration impacted ETM's alignment with national priorities and policies?

Efficiency

- 2. Do you think the ETM was efficient in terms of funds, time, and human resources to deliver the ETM project?
 - a. In your opinion, what worked well and what did not work?
 - b. What could UNHCR do to reduce the time spent in transit centres?

Effectiveness/Impact

- 3. What key changes do you think ETM has contributed to during April 2022 to March 2025 on evacuees, refugees, and host communities through life-saving assistance, protection and promotion of peaceful coexistence?
 - a. In your opinion, what factors or strategies contributed to these changes?
 - b. In your opinion, what challenges hindered achievements?
 - c. Were there any lessons learned?

Sustainability

- 4. How has the ETM contributed to developing complementary legal pathways such as education programmes, study visas, or family unification?
 - a. In your opinion, how sustainable are these complementary legal pathways?
- 5. In what ways has the ETM project improved the protection environment in Niger through trainings and on-the-job coaching for government and non-state actors? This could include specialized training in child protection, gender-based violence, health, mental health, or camp management.
 - a. In your opinion, has the capacity of government and non-state actors improved?
- 6. Are there any plans to continue funding ETM or similar programmes in Niger?

Recommendations, Suggestions, or Lessons Learned

- 7. What recommendations, suggestions, or lessons learned would you share regarding the ETM project?
 - a. Which aspects of the ETM project have worked well?
 - b. What challenges or gaps have you observed, and how might they be addressed?

Implementing Partners

Introduction

- Can you give an overview of your organization's role in the ETM project?
- Can you give an overview of your role in the ETM project?
- How long have you worked at this position?

Relevance

1. How did your organization ensure that your activities or interventions are aligned with the needs of evacuees and refugees?
 - a. What specific needs assessment were conducted?
 - b. How were vulnerable groups (women, children, persons with disabilities) specifically considered?
2. How does your organization ensure that your activities or interventions are aligned with the international human rights standards, gender equality, and equity commitments?
 - a. Are there any areas where there are gaps?
 - b. How can these be addressed?

Efficiency

3. What alternative or remote delivery models were considered or implemented between April 2022 to March 2025 to counter effects of COVID-19? Probe: remote delivery models could include remote counselling, psychosocial support, and new income generating activities relevant to COVID-19.
 - a. What technology or infrastructure was required?
 - b. How did staff adapt to these new practices?
 - c. Were any changes made to these models once COVID-19 was phased out by end of 2022?
 - d. How did these models impact resource allocation?
4. How would you assess the support provided by UNHCR in enabling your organization to implement its activities?
 - a. What specific types of support (e.g., financial, technical, logistical) did you receive from UNHCR?
 - b. Were there any areas where you felt the support was insufficient?
 - c. How did the coordination and communication with UNHCR impact the overall efficiency of your activities?

Effectiveness/Impact

5. What impacts/changes have ETM created by providing life-saving assistance and protection to evacuees and refugees between April 2022 to March 2025?
 - a. What enabling factors or strategies contributed to these changes?
 - b. What challenges hindered achievements?
 - c. What lessons were learned?
6. **If IP has worked with host communities:** What changes/impact have ETM created through promoting peaceful coexistence between evacuees, refugees, and host communities?
 - a. What enabling factors or strategies contributed to these changes?
 - b. What challenges hindered achievements?
 - c. Have you observed any unintended impacts of the ETM project on evacuees, refugees and host communities?

Trainings

7. Did you receive any trainings through UNHCR or its partners? If yes, which trainings did you receive between April 2022 – March 2025?
 - a. Which trainings have been most relevant to your work?
 - b. Are there any areas where you feel the trainings could be more tailored to your agency's needs – specify in terms of protection environment?
8. What specific skills or knowledge have you gained from the trainings (these could include training on international protection, refugee rights and duties, access to justice, gender-based violence prevention, risk mitigation, child protection, mental health, camp management)?
 - a. Thinking of the training and/or support you received, how have you applied these skills in your work with refugees and asylum seekers?

- b. What changes have you observed in refugee protection and assistance practices as a result of these trainings?
 - c. What improvements have you noticed in the coordination between different actors involved in refugee protection?
9. How do you plan to integrate the knowledge gained from these trainings into your organization's long-term practices?
 - a. What mechanisms are in place to share the knowledge gained with other staff members or partner organizations?
 - b. What additional training topics would be beneficial for further strengthening refugee protection capacity?

Recommendations, Suggestions, or Lessons Learned

10. What recommendations, suggestions, or lessons learned would you share regarding the ETM project?
 - a. Which aspects of the ETM project have worked well and should be maintained or scaled up?
 - b. What challenges or gaps have you observed, and how might they be addressed?
 - c. Can you share any best practices or innovative approaches that emerged during the project?

International Organization of Migration

Introduction

- Can you give an overview of your role in the ETM project?
- How long have you worked at this position?

Guiding Questions

1. What specific logistical or administrative support does IOM provide to UNHCR during the resettlement process?
 - a. Are there areas where coordination with UNHCR or other partners could be improved?
2. How does IOM and UNHCR collaborate to determine the needs of evacuees and refugees related to voluntary return and resettlement logistics?
 - a. Are any assessments or consultations conducted to tailor support services?
 - b. How are vulnerable groups (e.g., women, children, persons with disabilities) considered in planning returns and resettlement logistics?
3. Can you describe how IOM has contributed to improving the timeliness and smooth coordination of voluntary returns and resettlement processes since April 2022?
 - a. What practices or systems have helped reduce delays?
 - b. Have there been any operational or coordination challenges?
4. In the context of Agadez, how does IOM contribute to border monitoring and identification of refugees and asylum-seekers?
 - a. Can you describe IOM's collaboration with UNHCR, CIAUD, and CNE in this process?
 - b. Are there any specific challenges in collaborating with CNE, UNHCR, or its partners?
5. What coordination mechanisms have proven most effective in ensuring a seamless handover or support process between IOM and other actors (UNHCR, Government of Niger, etc.)?
6. What recommendations, suggestions, or lessons learned would you share regarding the ETM project?
 - a. Which aspects of the ETM project have worked well and should be maintained or scaled up?
 - b. What challenges or gaps have you observed, and how might they be addressed?
 - c. Can you share any best practices or innovative approaches that emerged during the project?

UNHCR - Protection Officer (Libya)

Introduction

- Can you give an overview of your role in the ETM project?
- How long have you worked at this position?

Guiding Questions

1. How do you identify and prioritize individuals for evacuation from detention centres in Libya?

- a. What criteria or protection concerns are used in profiling?
 - b. How are especially vulnerable individuals (e.g., survivors of GBV, unaccompanied minors, persons with disabilities) considered in the selection process?
2. How effective has the current profiling been in identifying the most at-risk individuals for transfer to Niger?
 - a. What kind of support (psychosocial, medical, legal) is provided to individuals during detention or in the pre-departure phase?
 - b. Are there gaps in service provision?
 - c. How would you assess the efficiency of the overall transfer process — from identification to departure?
3. What steps take the most time or resources?
 - a. Are there any areas where the process could be streamlined?
4. How would you describe the relationship with Libyan authorities in facilitating the transfer process?
 - a. Are there specific administrative or political hurdles that have affected your work?
 - b. Have there been recent shifts in how cooperation is managed?
5. Based on your experience, what has been the longer-term outcome for refugees transferred to Niger through this channel?
 - a. Are they effectively accessing durable solutions (e.g., resettlement, educational visas, family reunification)?
 - b. What follow-up mechanisms exist, if any?
6. What recommendations, suggestions, or lessons learned would you share regarding the ETM project?
 - a. Which aspects of the ETM project have worked well?
 - b. What challenges or gaps have you observed, and how might they be addressed?
 - c. Can you share any best practices or innovative approaches that emerged during the project?

Host Municipality

Introduction

- Can you tell us about the role of your municipality in ETM?
- What role does the Municipality play in supporting refugees/evacuees, and host communities?

Guiding Questions

1. How has the presence of the evacuees and refugees affected your municipality?
 - a. How has this impacted your access to resources like water, healthcare, or education?
 - b. Have you seen any economic changes, positive or negative in your municipality?
 - c. Was there any resistance from host communities towards refugees/evacuees during the early phase of migration?
2. Were you involved in the process of identifying the host communities? If yes
 - a. What was the process of identification of the host communities?
 - b. What were the challenges faced during this process?
 - c. Were the communities selected sufficient to support host communities? If not, how could this process be improved in the future?
3. Are you aware of services provided by the ETM in your municipality? If yes, what were those services? How well do the services provided by the ETM meet the needs of refugees, evacuees, and host community's members in your municipality?
 - a. How were needs assessed or identified by UNHCR or its partners?
 - b. Were host municipality involved in decision-making processes in the delivery of services? If yes, how?
 - c. Which specific services have been most helpful to your municipality? Why?
 - d. Are there any needs that are not being adequately addressed? Please explain.
 - e. How could UNHCR or its partner have better addressed these needs?
4. In your opinion, were the activities and support provided by UNHCR or its partners helpful for your municipality?
 - a. What benefits have resulted from these activities and support?
 - b. Can you provide examples of how these benefits have made a difference in your communities involved in ETM in your municipality?
 - c. Were these services and support delivered in a timely manner?

5. How would you describe the relationship between host community members and refugees/evacuees in your municipality?
 - a. Did the municipality play any role in establishing a peaceful coexistent amongst refugees/evacuees and host communities?
 - b. Can you provide examples of positive interactions or collaborations that have helped built trust among two groups?
 - c. Have there been any conflicts or tensions? If so, how were these addressed? What was your role in conflict resolution, if any?
 - d. Have you noticed any positive or negative changes in the relationship over time?
6. What suggestions do you have for improving the relationship between the host community and refugees/evacuees?
 - a. What do you think are the most important factors for successful integration of refugees/evacuees into the host community in your municipality?

Appendix 6: FGD Guides

Evacuees and Refugees

Introduction

- What types of support or services have you received from the time you were evacuated until now?
- What is your country of origin?
- How long have you been staying here?
- Have you stayed in any other country or transit centre before this one? Please tell us where you have stayed and how does this transit centre compare to it?

Guiding Questions

1. How well do the basic services (food, water, sanitation, medical, psychosocial support) provided by UNHCR meet your needs? **Instructions:** for women/girls, ask if the basic services meet the specific needs of women and girls.
 - a. Did anyone from UNHCR or its partners discuss your needs before or during your stay?
 - b. Are there any services or items you still need? What are those?
 - c. How could these needs be addressed?
2. Have you received any information or support regarding your possible next steps?
 - a. What kind of assistance has been provided by UNHCR to plan for the future?
 - b. Have UNHCR or partner organizations asked about your preferences or goals?
 - c. Do you think these plans or preferences were considered in the option that was given to you?
 - d. If you have not been offered any specific next steps, what information or support would help you feel more informed and prepared?
3. Are you aware of any communication channels or contact persons to get information if you have questions about your future or need additional help?
 - a. How did you learn about these channels?
 - b. Have you used them? If yes, how was your experience?
 - c. If not, what prevents you from using them (such as lack of information, language barriers, not feeling comfortable)?
4. How does the time you have spent here compare with what you expected or were told when you arrived?
 - a. Have there been any unexpected delays, and if so, were reasons explained to you by UNHCR or partner organizations?
 - b. What support or information will make your stay easier if it takes longer than expected?
5. How have the services and support from UNHCR changed your daily life and well-being?
 - a. Can you provide examples of positive changes in your life? For example, impact on health, mental health, hygiene, safety, etc.
 - b. Have you noticed any new challenges since arriving here? What are they?
 - c. Were there any unintended positive or negative impacts on your life?
6. Do you feel comfortable or safe around people from local/host communities? Why or why not?
 - a. Do you trust people in the local/host community? Can you share an example?
 - b. Have there any conflicts or challenges with local/host community? Can you provide examples.
 - c. What would help you feel safer?
7. Have you had any chance to cooperate or work with local/host communities?
 - a. What kind of joint activities have you participated in?
 - b. How did you benefit from these activities, for example, did you learn any new skills, meet new people, or feel more integrated with local communities?
 - c. What barriers make cooperation difficult such as language, cultural, attitude?
8. How would describe your own attitudes toward the local/host communities?
 - a. How do you think they view you?
 - b. Have these attitudes changed over time? If so, what caused the changes in attitudes?
 - c. What can local authorities, UNHCR, or community leaders do to improve these attitudes?
9. Based on your experience, do you have any suggestions about the support you have received?
 - a. What worked well that should continue?
 - b. Which areas need improvement?

Evacuees and Refugees with Special Needs

Introduction

- What types of support or services have you received from the time you were evacuated until now?
- What is your country of origin?
- How long have you been staying here?
- Have you stayed in any other country or transit centre before this one? Please tell us where you have stayed and how does this transit centre compare to it?

Guiding Questions

1. How well do the services (food, water, sanitation, medical, psychosocial support) provided by UNHCR meet the specific needs of people with disabilities?
 - a. Did anyone from UNHCR or its partner discuss your needs before or during your stay?
 - b. Are there any services or items you feel need to be more accessible or adapted to address your needs?
 - c. How could these needs be addressed?
2. Have you received any information or support regarding your possible next steps?
 - a. What kind of assistance has been provided by UNHCR to plan for the future?
 - b. Have UNHCR or partner organizations asked about your preferences or goals?
 - c. Do you think these plans or preferences were considered in the option that was given to you?
 - d. If you have not been offered any specific next steps, what information or support would help you feel more informed and prepared?
3. Are you aware of any communication channels or contact persons to get information if you have questions about your future or need additional help?
 - a. How did you learn about these channels?
 - b. Have you used them? If yes, how was your experience?
 - c. If not, what prevents you from using them (such as lack of information, language barriers, not feeling comfortable)?
4. How does the time you have spent here compare with what you expected or were told when you arrived?
 - a. Have there been any unexpected delays, and if so, were reasons explained to you by UNHCR or partner organizations?
 - b. What support or information will make your stay easier if it takes longer than expected?
5. How have the services and support from UNHCR changed your daily life and well-being?
 - a. Can you provide examples of positive changes in your life? For example, impact on health, mental health, hygiene, safety, etc.
 - b. Have you noticed any new challenges since arriving here? What are they?
 - c. Are there any specific considerations provided by UNHCR?
 - d. Were there any unintended positive or negative impacts on your life?
6. Do you feel comfortable or safe around people from local/host communities? Why or why not?
 - a. Do you trust people in the local/host community? Can you share an example?
 - b. Have there any conflicts or challenges with local/host community? Can you provide examples.
 - c. What would help you feel safer?
7. Have you had any chance to cooperate or work with local/host communities?
 - a. What kind of joint activities have you participated in?
 - b. How did you benefit from these activities, for example, did you learn any new skills, meet new people, or feel more integrated with local communities?
 - c. What barriers make cooperation difficult such as language, cultural, attitude?
8. How would describe your own attitudes toward the local/host communities?
 - a. How do you think they view you?
 - b. Have these attitudes changed over time? If so, what caused the changes in attitudes?
 - c. What can local authorities, UNHCR, or community leaders do to improve these attitudes?
9. What suggestions do you have to make the ETM project more inclusive for people with disabilities?
 - a. What worked well that should continue?
 - b. Which areas need improvement?

Host Communities

Introduction

- What types of support or services have you received from UNHCR or its partners to promote peaceful coexistence between refugees and your community?
- When did you receive this support, and for how long?

Guiding Questions

1. How has the presence of the evacuees and refugees affected your community?
 - a. How has this impacted your access to resources like water, healthcare, or education?
 - b. Have you seen any economic changes, positive or negative in your community?
2. Did anyone from UNHCR or its partner organizations consult with you or anyone from your community regarding the services provided to your community?
 - a. How well were your community's needs and concerns considered?
 - b. Were there any needs that were not addressed?
3. In your opinion, were the activities and support provided by UNHCR or its partners helpful for your community?
 - a. What benefits have resulted from these activities and support?
 - b. Can you provide examples of how these benefits have made a difference in your community?
 - c. Were these services and support delivered in a timely manner?
 - d. What improvements would you suggest for the delivery of these services?
4. What type of joint activities have you participated in with refugees?
 - a. If so, what was your experience?
 - b. What types of activities have been most successful in bringing communities together, and why?
 - c. What challenges did you face during these joint activities?
 - d. How did these activities benefit you—for example, did you learn new skills, meet new people, or feel more integrated?
5. What type of quick-impact projects (such as income generating activities, vocational trainings) have you participated in?
 - a. How have the quick-impact projects affected your community?
 - b. Which projects have been most beneficial? Why?
 - c. Have there been any projects that were not useful? Why?
 - d. Overall, how satisfied are you with these projects, what improvements would you recommend?
6. How would you describe the relationship between host community members and refugees in your community?
 - a. Can you provide examples of positive interactions or collaborations?
 - b. Have you experienced any conflicts or tensions? If so, how were they resolved?
 - c. Have you noticed any changes over time in how the two groups interact?
7. How would describe your own attitudes toward the refugees/evacuees?
 - a. Do you trust evacuees or refugees in your community?
 - b. How do you think they view you?
 - c. Have these attitudes changed over time? If so, what caused the changes in attitudes?
 - d. What can local authorities, UNHCR, or community leaders do to improve these attitudes?
8. What suggestions do you have to improve peaceful coexistence between host community members and refugees?

Community Leaders

1. How has the presence of the ETM evacuees and refugees affected your community?
 - a. How has it impacted access to resources like water, healthcare, education, or other essential services?
 - b. Have you noticed any changes in local economic activities – positive or negative?
 - c. Are there any benefits or challenges that have emerged which you believe others might not be aware of?
2. How would you describe the relationship between host community members and refugees in the transit centres?
 - a. Can you provide examples of positive interactions or collaborations between the two groups?

- b. Have there been any conflicts? If yes, how were they addressed and what lessons were learned?
 - c. Do you see a change over time in attitudes or trust between the two groups?
- 3. Have you observed any joint activities between refugees and host community members?
 - a. What types of activities have been most successful in bringing communities together?
 - b. Were there any challenges in these joint activities? What factors made them difficult?
 - c. How could these activities be improved to enhance cooperation and integration?
 - d. What role do you think local leadership could play in promoting social cohesion between two groups?
- 4. Have you received any training from the ETM project such as conflict resolution?
 - a. How useful do you think this training has been in helping you manage conflicts in your community?
 - b. Can you provide examples of how you have applied the skills learned in real situations?
 - c. What challenges, if any, have you faced in implementing the conflict resolution techniques you learned?
 - d. How could the training be improved to better address these challenges?
- 5. What suggestions do you have for improving the ETM project's impact on your community?

Appendix 7: Case Study Template

Evacuees and Refugees

1. What were your expectations about the ETM program before you arrived in Niger, and how has your experience compared to those expectations?
2. Were there any significant differences and in what ways did this change your perception?
3. How would you describe the quality and frequency of communication you receive from UNHCR and its partners regarding the resettlement process or other durable solutions options? What would you do to improve this service if you could?
4. What new skills have you acquired or had the opportunity to develop while participating in the ETM program? How important are these skills to you?
5. What is one aspect of your current situation, or the services provided by the ETM that you feel is not adequately addressed, and what specific changes would you recommend improving it?
6. What is the single biggest obstacle you are facing in building relationships with the host community, and what resources or support would help overcome it? *If this obstacle were removed, how would your daily life change?*
7. What skills do you possess or wish to develop that would enable you to become self-sufficient, and what type of assistance (training, mentorship, micro-loans, etc.) would be most effective in achieving that goal? *Why do you think this skill is particularly important for your self-sufficiency?*
8. If you could change one thing about the services or support provided by the ETM to better address your needs, what would it be and why?

Host Community Members

1. What is the biggest change you have observed in your community since the arrival of refugees, and how has it affected your livelihood or daily life? *Why do you think this change has had such a significant impact?*
2. If you have experienced any strain on resources (water, healthcare, etc.), what specific solutions would you propose to alleviate the situation and ensure equitable access for both the host community and refugees? *If these solutions were implemented, what positive impact would it have on the community unity?*
3. What is the main reason you think host communities and refugees have issues peacefully coexisting? What could both groups do to alleviate or avoid these issues?
4. What is the most valuable skill that you believe the refugees can teach the host community? How can they be supported to effectively pass on the skill?
5. If you can offer a piece of advice that could be taken to improve the experience of people in the host community, what would it be? Why do you think this advice can be impactful?

Case Study 1

This case study presents the lived experience of a refugee residing in Agadez. He reflects the complex realities of protracted displacement and institutional delay.

The respondent did not initially arrive in Niger with the intention of seeking asylum. His early movements were shaped by regional migration toward Algeria, where he resided intermittently before being detained and deported multiple times between 2018 and 2022. Eventually, unable to return safely to his village in Doron Baga, Nigeria, and concerned for the safety of his children, he applied for asylum in Niger in December 2022. Two years later, as of early 2025, he remains in legal limbo awaiting a decision on his application.

His account underscores both the structural and psychosocial impacts of delayed refugee status determination. The introduction of a new 9-page application form unavailable to him for over a month exemplifies the administrative opacity he encountered. He notes, “I spent 40 days before the form was submitted to me,” emphasizing the emotional strain of waiting without clarity. He calls for procedural reforms to expedite initial documentation, arguing that timely decisions, even rejections, are preferable to indefinite uncertainty.

The protracted nature of his asylum process excludes him from critical livelihood opportunities, including vocational training and income-generating activities. He identifies this exclusion as not only a barrier to financial independence but also a source of shame and frustration. “Unemployment has been imposed on me,” he says, expressing a desire to reclaim dignity through work, rebuild his household, and provide care for his children. Material deprivation compounds these challenges. The respondent describes relying on limited humanitarian aid, which falls short of his family’s needs. He expresses appreciation for existing support but draws attention to its inadequacy: “I only have two dilapidated suits,” he states. Food assistance is described as insufficient, especially for those with dependents. Despite this, his tone remains appreciative, acknowledging UNHCR’s constraints while advocating for the restoration or increase of assistance levels. “We want them to come from time to time to talk to us,” he says, urging UNHCR and partners not only to deliver services but to foster presence and dialogue.

His children, now residing with him in Agadez, are central to his narrative. He speaks to their need for clothing, documentation, and educational support, identifying education as their only path forward. While he has managed to foster integration with the host community—thanks to his language skills—he worries deeply about the absence of their mother and the emotional weight his children carry.

Case Study 2

This case study captures the lived experiences of refugee woman residing in Agadez, Niger. The narrative highlights the emotional burdens of displacement.

She said, “I have no hope,” her words capturing a broader emotional paralysis rooted in forced migration and insecurity. For most, survival and physical safety had initially superseded all other concerns. “I left my country because of the war. We were looking for security,” she recalled. These reflections underscore how security acts as the baseline for rebuilding personal and social ambition.

As the discussion progressed, more future-oriented desires surfaced, particularly around education. she said, “I hope that if I study well, I will become a great person.” Education emerged as a practical tool for empowerment, even as language barriers and disrupted schooling continued to obstruct progress for many. Despite this resilience, the respondent described multiple barriers to integration. Cultural and linguistic differences limited her interactions with host community members. “First of all, we don’t know the language... Their culture is not ours,” she noted, emphasizing how exclusion persists even in everyday social encounters. The sense of marginalization was compounded by poor communication with humanitarian actors. “There is not much discussion with the people of the UNHCR about your situation,” she explained, pointing to a lack of accessible information and feedback mechanisms.

Vocational activities and skills training—once a source of engagement and purpose—had largely ceased. “Before, there were a lot of activities... Now, there is nothing,” she shared. In discussing educational needs, she reported lacking basic support such as uniforms, meals, and recreational fees. “We were given [support], but when we had already started school, it was not enough,” she explained. These material deficits were said to directly impact attendance and motivation, reinforcing a cycle of exclusion.

Case Study 3

This case study presents the perspective of a female community member from Hamdallaye, regarding the arrival of refugees and asylum seekers in her village.

The respondent described the period before the refugee camp was established as marked by economic hardship. Survival relied on labour-intensive practices like cutting wood and selling straw, coupled with traditional farming. The arrival of the camp brought what she termed “another new life,” marked by access to food donations, occasional employment, and improved access to water and services. “Our children working in the camp... means we can moderately support our expenses,” she said, highlighting how even auxiliary employment opportunities had a ripple effect on household well-being.

Yet not all aspects of support have continued equitably. She noted that while women previously worked as catering agents or participated in gardening projects, these opportunities have dwindled. Infrastructure challenges, such as a broken drinking fountain, have disrupted gardening activities and stalled local livelihoods. As a former garden manager, she now finds herself without income, despite past training. “We also hope to be recruited again... We need financial support to carry out the income-generating activities we were trained for,” she explained.

Cohabitation between refugees and hosts was characterized positively. “Only good things,” she said, noting that peaceful coexistence has prevailed. Skills exchange between groups was identified as a benefit of the refugee presence. Children from the host community have learned vocational skills such as sewing, welding, and off-season farming techniques. These practical exchanges were seen as adding long-term value to community resilience.

Case Study 4

This case study presents the perspective of a host community member from Hamdallaye village, reflecting on the socio-economic impact of refugee and asylum seeker arrivals.

The respondent described the arrival of refugees as a catalyst for economic growth and transformation in the village. He noted an expansion of trade, increased availability of short-term employment, and a rise in local purchasing power. “Shops may be empty due to high demand,” he said, emphasising that development was becoming more visible. Echoing the village chief’s observation, he affirmed: “Your village is growing and modernising more and more.”

While the refugee presence brought economic benefits, the respondent also identified gaps in the education system as a persistent concern. Although services like water and health had improved, secondary education outcomes remained poor. “Children here succeed in primary school but fail in secondary school,” he stated, attributing the issue either to inadequate teaching or systemic issues. He advocated for targeted interventions such as building new schools and rehabilitating old infrastructure, including places of worship and local markets.

Social cohesion between refugees and the host population was generally viewed positively. However, the respondent highlighted that continued peaceful coexistence hinges on humanitarian actors fulfilling their promises to both groups. “Projects must meet their commitments,” he explained, adding that transparency and follow-through reduce tensions and build mutual trust. On cultural exchange, the respondent noted limited perceived benefit from the refugee population, except for their religious contributions and Quranic literacy. Despite this, he underscored the importance of involving local communities in project design and implementation. “If the inhabitants are informed in advance, they will better accept the proposed actions,” he remarked, calling for more inclusive planning processes and strengthened communication mechanisms.

Case Study 5

This case study presents the perspective of a female host community member from Agadez, reflecting on the socio-economic and social impacts of refugee and asylum seeker arrivals.

The respondent observed that although refugees and host community members coexist in the same space, there is little mutual interaction: “We are not in a situation of mutual contact. They go about their business, and we go about ours. We cross paths at the market and the health centre.” Despite limited social exchange, the respondent acknowledged shared benefits, particularly in health and education services supported by humanitarian actors: “With the arrival of refugees and asylum seekers, we benefit from medical care just like they do. Our children attend schools supported by UNHCR.”

However, she expressed concerns about insecurity and the presence of bad actors among both populations: “An outsider cannot infiltrate a locality without the complicity of a local... There are issues of insecurity, violence, and infiltration of wrongdoers.” She stressed that while some individuals integrate peacefully through business, others contribute to tensions, emphasizing the importance of trust and vigilance.

On the question of knowledge or skills transfer, the respondent noted that due to the lack of close interaction between the communities, it is difficult to identify any particular competencies being shared. Looking ahead, she offered a key recommendation: involve youth in humanitarian programming to reduce unemployment and avoid social strain: “Youth unemployment should concern UNHCR and its partners. When youth lack professional opportunities, they depend on their families, which causes tension. It could even lead to conflict between the host community and refugees, threatening social cohesion.”

Case Study 6

This case study explores the views of male residents from the host community in Agadez. The arrival of refugees in Agadez was widely recognized by participants as having stimulated the local economy, particularly through increased food trade and temporary employment linked to humanitarian projects. “The people who sell food multiplied,” one man observed, noting that these shifts allowed more inhabitants to generate income. Participants credited both the state and UNHCR for the delivery of basic social services such as healthcare and food distribution to refugees.

However, concerns were raised about the exclusivity of aid. The respondents questioned why large-scale assistance targeting refugees rarely included local populations. “It is inconceivable that they would assist refugees at a cost of millions without any inhabitants benefiting,” one participant stated. He argued that even if full inclusion wasn’t feasible, targeted support for locals with income-generating activities would strengthen the city’s economy and reduce social resentment.

Cohabitation with refugees was described as generally manageable but not without tension. Participants pointed to cultural differences and instances of misconduct—such as substance abuse and visible style clashes—as sources of discomfort. “You often see them with bad hairstyles... and even our children try to imitate them,” one man lamented. Such concerns underscored the perceived cultural influence of refugees on local youth. To mitigate these issues, respondents advocated for stronger awareness campaigns, led by both local authorities and UNHCR, to reinforce mutual respect and behavioural norms. Beyond challenges, participants also recognized the potential of refugees to contribute positively to the community. Specific reference was made to their skills in teaching English and digital literacy. “There are refugees who can teach... especially in English, where there is always a lack of teachers,” one respondent suggested, calling for a structured approach to leveraging these capacities for community benefit.

Security was a final and pressing concern. Participants requested increased policing in outlying neighbourhoods like Misrata and suggested joint patrols between the police and gendarmerie. “We need to strengthen security in the city,” one emphasized, linking community well-being with both protection and the sustained presence of humanitarian assistance.

Appendix 8: Survey for Resettled Refugees

1. **Gender**
 - ☐ Male
 - ☐ Female
2. **What country were you resettled in via the ETM mechanism?** _____
3. **When you were in Niger, which ETM services did you find most helpful? (Choose up to 3)**
 - ☐ Shelter
 - ☐ Food
 - ☐ Healthcare
 - ☐ Cash
 - ☐ Psychosocial support
 - ☐ Education
 - ☐ Legal assistance
 - ☐ Child protection assistance
 - ☐ Gender-Based Violence awareness sessions
 - ☐ None were helpful
4. **How long did you stay at the ETM centre in Niger before resettlement?**
 - ☐ Less than 3 months
 - ☐ 3–6 months
 - ☐ 6–12 months
 - ☐ More than 1 year
5. **In what year were you resettled from Niger?**
 - ☐ 2022
 - ☐ 2023
 - ☐ 2024
6. **Did you experience any delays or challenges during the resettlement process?**
 - ☐ Yes
 - ☐ NoIf yes, please explain: _____
7. **How satisfied were you with the support provided by UNHCR staff during the resettlement process?**
 - ☐ Strongly Agree
 - ☐ Agree
 - ☐ Neutral
 - ☐ Disagree
 - ☐ Strongly Disagree
8. **Was the information you received about the resettlement process clear and timely?**
 - ☐ Strongly Agree
 - ☐ Agree
 - ☐ Neutral
 - ☐ Disagree
 - ☐ Strongly Disagree
9. **How satisfied were you with the preparation and orientation you received for resettlement?**
 - ☐ Strongly Agree
 - ☐ Agree
 - ☐ Neutral
 - ☐ Disagree
 - ☐ Strongly Disagree

10. **How well did the ETM project prepare you for life in your new country?**
- ☐ Strongly Agree
 - ☐ Agree
 - ☐ Neutral
 - ☐ Disagree
 - ☐ Strongly Disagree
11. **What skills or knowledge gained through ETM have been useful in your new life? (Select all that apply)**
- ☐ Language skills
 - ☐ Cultural orientation
 - ☐ Job readiness skills
 - ☐ Other: _____
12. **How has your experience been in the resettled country so far?**
13. **Have you found any work or source of income in the resettled country?**
- ☐ Yes, full-time job
 - ☐ Yes, part-time or occasional work
 - ☐ No, still looking
14. **How satisfied are you with the ETM project's contribution to your resettlement?**
- ☐ Strongly Agree
 - ☐ Agree
 - ☐ Neutral
 - ☐ Disagree
 - ☐ Strongly Disagree
15. **Please share any suggestions or recommendations for UNHCR for future refugees:**
16. **Would you be willing to be contacted again for a short follow-up interview discussion?**
- ☐ Yes
 - ☐ No
- If yes, please provide your email address: _____

Appendix 9: Survey Findings

The table below summarize survey findings of three respondents:

	Summary Questions	Responses
1	Gender	Male (3)
2	Country resettled via ETM	France (1)
3	Most helpful ETM services in Niger	Common mentions: Cash, Food, Healthcare, Shelter, Psychosocial Support
4	Duration of stay at ETM centre in Niger	More than 1 year (3)
5	Year of resettlement from Niger	2024 (1), 2023 (2)
6	Any delays or challenges during resettlement	No (2), Yes (1)
7	Satisfaction with UNHCR staff support	Agree (1), Neutral (1), Missing (1)
8	Clarity and timeliness of resettlement info	Agree (1), Disagree (1), Missing (1)
9	Satisfaction with orientation / preparation for resettlement	Agree (1), Disagree (1), Missing (1)
10	How well did ETM prepare for new life	Agree (1), Strongly Agree (1), Missing (1)
11	Useful skills or knowledge gained through ETM	Language skills, cultural orientation, job readiness skills
12	Experience in resettled country	Good (1)
13	Found work or income in resettled country	No, still looking (3)
14	Satisfaction with ETM's contribution to resettlement	Strongly Agree (2), Missing (1)

Appendix 10: Bibliography

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Appendix 11: Compliance to Ethical Considerations, Norms, and Standards

The evaluation team adhered to United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation (2016),¹²⁶ UNEG Code of Conduct for Evaluation in the UN System,¹²⁷ UNHCR Data Protection Policy,¹²⁸ UNHCR Age, Gender, and Diversity Policy,¹²⁹ and UNHCR Disability Inclusion Strategy.¹³⁰

- **Independence and impartiality:** The evaluation team maintained full independence throughout the process. None of the team members had any conflicts of interest or prior involvement in the design, implementation, or oversight of the ETM project.
- **Anonymity:** No names or contact information were collected from participants. This approach ensured that respondents could share their feedback openly and honestly.
- **Utility:** The evaluation was guided by a utilization-focused approach, with a focus on intended users and potential uses of the evaluation. The final report underwent two rounds of review to collect feedback from the ERG on the findings and recommendations.
- **Credibility:** The evaluation applied inclusive and participatory data collection methods, engaging a wide range of stakeholders. Findings were validated through triangulation using both primary and secondary data sources to ensure credibility and accuracy.
- **Data protection:** All primary data were securely stored in password-protected and encrypted formats. Data was accessible only to authorized team members.
- **Respect for human dignity and rights:** The evaluation approach was designed with respect for the rights and cultural sensitivities of the individuals and communities involved. Local consultants were engaged for data collection to ensure alignment with cultural norms and expectations. Additionally, separate FGDs were conducted with refugees and asylum seekers with special needs.
- **Informed consent:** All participants provided informed consent prior to participation. Consent forms, as given below, outlined the purpose of the evaluation, the intended use of the data, and participants' rights, including voluntary participation and the right to withdraw at any time.
- **Avoidance of harm:** The evaluation team took proactive measures to minimize any potential risk to participants. These included ensuring informed consent, maintaining confidentiality, making changes in data collection approach, and creating a safe, respectful environment for all data collection activities.

Informed Consent Form for FGDs

Hello, my name is [INTERVIEWER NAME]. We are assessing the Emergency Transit Mechanism (ETM) project for UNHCR. The aim of this discussion is to understand your experience and gather your feedback regarding the project activities, such as distribution of food assistance, core relief items, medical and healthcare assistance, and education. You have been randomly selected to participate in this discussion.

The discussion usually takes about one hour to complete. Your participation is voluntary, and you can choose not to skip any question or withdraw at any time. In case you refuse or withdraw, it will not result in a loss of any support you get from UNHCR. However, we hope that you will participate since the information you will provide is essential to understand your experiences and will help UNHCR to improve the project for other refugees.

If you do choose to participate, there are no right or wrong answers. We want your honest opinions so that we can understand your experience and find out what you really think and have experienced. We also hope to audio record this discussion to take notes and ensure that we capture the key discussion points. Your responses will be kept strictly confidential. Your name will not be used in any reports. Only the evaluation team will have access to the raw data, which will be securely stored. The information you provide will be combined with responses from other participants and used only for the purposes of this evaluation.

¹²⁶ [UNEG Norms and Standards for Evaluation](#)

¹²⁷ [Code of Conduct for Evaluation in the UN System](#)

¹²⁸ [UNHCR Data Protection Policy](#)

¹²⁹ [UNHCR Age, Gender, and Diversity Policy](#)

¹³⁰ [UNHCR Disability Inclusion Strategy](#)

Do you have any questions?

If you agree to join the discussion, please say "Yes, I agree" and sign your name below.

I agree to join this discussion:

Signature: _____

Date: _____

Informed Consent Form for KIIs

You are invited to participate in an evaluation of the Emergency Transit Mechanism (ETM) project in Niger. This evaluation aims to assess the project's relevance, efficiency, effectiveness, and impact on evacuees, refugees, and host communities. You were selected as a key stakeholder who has played a role in design and/or implementation of ETM project.

Your participation is entirely voluntary. You may choose not to participate or withdraw at any time. There are no direct risks or benefits to you for participating. However, your feedback and input will help improve assistance for refugees and host communities in Niger.

Your responses will be kept strictly confidential. Your name will not be used in any reports. Only the evaluation team will have access to the raw data, which will be securely stored. The information you provide will be combined with responses from other participants and used only for the purposes of this evaluation.

With your permission, we would like to audio record this interview to ensure accuracy. The recording will be destroyed after transcription. You may ask questions at any time during your participation. If you agree to participate, please provide your verbal agreement to I confirm that you understand and agree to participate in this evaluation.

Appendix 12: Context of Hamdallaye and Agadez

Hamdallaye

Hamdallaye, located near Niamey, is a central site for the reception and accommodation of evacuees from Libya and refugees. Regional instability has led to population growth, placing additional strain on already limited resources. Residents of Hamdallaye face ongoing challenges in accessing clean water, healthcare, education, and sustainable livelihoods. The 2023 government change and subsequent international sanctions have contributed to rising prices, disrupted supply chains, and reduced economic opportunities, increasing the vulnerabilities of both host and refugee populations. Humanitarian interventions have improved access to basic services in Hamdallaye, including health, education, water, sanitation, and public lighting.¹³¹ However, significant needs persist, especially as the area continues to absorb displaced populations from crisis-affected regions. Despite these hardships, the community has demonstrated resilience and a strong tradition of hospitality, fostering generally positive relations between hosts and newcomers.

Agadez

Agadez has become a central hub for mixed migration flows in West Africa, serving both as a destination and a major transit point for displaced population from the Sahel and beyond. Its vast desert terrain borders Algeria, Libya, Mali, and Chad, positioning it at the crossroads of major migration routes. In recent years, Agadez has witnessed multiple waves of arrivals, including those fleeing conflict in countries such as Sudan, Mali, and Nigeria, as well as those deported from Algeria.¹³² This sustained influx has contributed to a highly diverse and transient population, with Sudanese nationals now representing the largest refugee group in the region.¹³³

The region's public infrastructure and social services remain under significant strain. At the same time, expectations among refugees and asylum seekers for resettlement have remain high. However, with limited resettlement quotas, frustration has grown among those not considered for durable solutions. These tensions have occasionally led to protests, including at the Agadez Humanitarian Centre in 2020 and 2024, disrupting humanitarian operations and underscoring the challenges of managing both social cohesion and refugee expectations.¹³⁴

¹³¹ UNHCR Niger Strategy Report 2023-2025

¹³² [UNHCR Country Operations, Niger](#)

¹³³ [UNHCR Fact Sheet](#)

¹³⁴ [UNHCR Statement on Growing Tensions at the Humanitarian Centre near Agadez, Niger](#)

Appendix 13: Niger's Policy Framework

The following table lists the relevant international conventions and national laws:

Convention / Policy	Description
International Conventions and Policies	
1948 United Nations Universal Declaration of Human Rights	Established a global standard for fundamental rights and freedoms to be upheld by all nations.
1951 Convention relating to the Status of Refugees	Defines refugee rights and non-refoulement principle.
1954 Convention relating to the Status of Stateless Persons	Establishes legal protections for stateless persons, ensuring rights to education, employment, and identity documents.
1967 Protocol relating to the Status of Refugees	Removes geographic and temporal limits of the 1951 Convention, extending protection globally.
Sustainable Development Goals (SDGs)	SDG 10.7: Facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies.
Law / Policy	Description
National Laws	
Law No. 97-016 (Refugee Act)	This law incorporates the definitions of refugees from both the 1951 Refugee Convention and the 1969 OAU Convention, aligning Niger's national laws with international standards.
Law 2015-36 on the illicit trafficking of migrants	This law criminalized the facilitation of irregular migration. However, it was controversial in Agadez, where many locals depended on the smuggling trade for income. It was repealed in 2023 following change of government due to mounting local pressure, highlighting its adverse effects on the economy and security. ¹³⁵
National Migration Policy (2020 – 2035)	This policy aims to improve migration governance and protect migrants' rights.

Appendix 14: Intended Results and Activities

The following table outlines ETM project's strategic objectives and corresponding activities.

Results	Activities
Strategic Objective 1: Provide life-saving assistance and services to evacuees	
Output 1.1 Emergency assistance and basic services are provided to evacuees upon arrival in Niger and throughout their stay at the ETM/Agadez reception centres	Upon arrival at ETM/Agadez reception centres, evacuees receive essential services including registration, gender-sensitive medical screening, provision of food, core relief items, and safe accommodation. They also have access to healthcare (including sexual and reproductive health, GBV support, child protection, and psychosocial assistance), recreational activities, basic education, vocational training, and necessary documentation to access services.
Output 1.2 Capacity building on refugee protection issues is provided to institutional and non-state actors	Capacity-building activities are conducted for staff of national and NGOs, focusing on camp management, international protection, asylum systems, and COVID-19 prevention and response.
Strategic Objective 2: Identify and process durable solutions for persons in need of international protection, including Niger-registered refugees	
Output 2.1 Refugee status determination (RSD) is conducted	RSD processes are conducted, including best interest assessments for unaccompanied or separated children to ensure appropriate protection and support.
Output 2.2 Eligible cases for resettlement to third countries are identified and submitted	Eligible cases for resettlement to third countries are identified and processed, including submission of case files, preparation of travel documents, and coordination with IOM for departures.
Output 2.3 Complementary legal pathways are identified, supported, and facilitated	Complementary legal pathways are identified and facilitated through staff training, counselling, administrative support, transportation assistance, and advocacy efforts.
Output 2.4 Other durable solutions, including voluntary return to the country of origin, first country of asylum, or local integration, are promoted	Counselling and support are provided for voluntary return to countries of origin or asylum, or for local integration, including administrative and transportation assistance, and integration support for returnees.
Strategic Objective 3: Promote peaceful coexistence between the ETM populations and host communities	
Output 3.1 Peaceful coexistence between ETM/Agadez populations and host communities is improved	Quick-impact projects and life-skills activities are implemented to benefit both ETM/Agadez residents and host communities. Trainings in leadership, vocational skills, and gender- and age-sensitive communication are conducted to foster social cohesion. Host communities are involved in social and recreational activities, and, where feasible, have access to ETM/Agadez facilities and job opportunities.

Appendix 15: RSD Process

RSD Process¹³⁶

Upon arrival in Niger on evacuation flights, evacuees are initially treated as asylum seekers. The process begins with a biometric check and eligibility assessment. This assessment determines whether a migrant qualifies for the merged and simplified RSD-resettlement procedure (MSRR) or requires the full, regular RSD processing conducted by UNHCR. The regular RSD process is reserved for more complex cases, including those with credibility issues or exclusion factors, while the MSRR is used for straightforward profiles.

The RSD process is governed by the MoU between UNHCR and the Government of Niger. While the MoU stipulates that refugee status is formally granted by the government, in practice, UNHCR staff conduct the RSD procedure for ETM evacuees to expedite case processing. This arrangement reflects both the urgency of the humanitarian context and the need to meet the requirements of resettlement countries, which only accept individuals who have already been recognized as refugees.

The regular RSD procedure involves a detailed interview and assessment, followed by the preparation of an RSD assessment report. This process can be lengthy, especially for complex cases, and requires careful verification of biographical data, assessment of credibility, and consideration of exclusion clauses. The processing time for a file depends on the individual's profile and the complexity of the case.

Merged RSD-Resettlement Procedure¹³⁷

To expedite the processing of straightforward cases, the ETM employs MSRR. This approach combines the RSD and resettlement interviews into a single step. Instead of preparing a separate RSD assessment report, the Resettlement Registration Form (RRF) is used to document both the refugee status determination and the resettlement submission. This procedure is only applied to profiles that present no credibility issues or exclusion factors, as defined by specific standard operating procedures for the ETM.

The merged procedure significantly reduces the number of interviews and the overall processing time for each applicant. In 2024, the average time between arrival and recognition at first instance for cases processed through the merged procedure was 10–23 days, a marked improvement over the traditional approach. This efficiency is particularly important given the vulnerability of the evacuees, many of whom have experienced severe trauma and hardship in Libya.

If, during the merged process, any credibility or exclusion concerns arise, the case is referred to the regular RSD procedure. Once recognized as refugees, evacuees are then referred for resettlement or consideration of complementary pathways as the primary solutions.

¹³⁶ Interim Report ETM Niger January to December 2024

¹³⁷ Interim Report ETM Niger January to December 2024

Appendix 16: ETM Overall Achievements

The following table presents the results achieved by the ETM project between April 2022 and December 2024, as reported in the 2024 progress report submitted to the EU. Due to the suspension of evacuation flights and other contextual constraints, several targets were revised during the project period to better reflect operational realities.

Overall, the project demonstrated strong performance at the output level. Of the **18 output indicators, 16 met or exceeded their targets** (achieving at least 90 percent), reflecting effective delivery of planned services such as emergency assistance, refugee protection, and community-based activities. At the outcome level, **two out of three** indicators also exceeded the 90 percent threshold, indicating significant progress in providing access to durable solutions and fostering peaceful coexistence between ETM populations and host communities. However, the third outcome, related to the number of people evacuated from Libya under the ETM, reached only 67 percent of the revised target, a gap directly attributable to the suspension of evacuation flights.

While these achievements are commendable, a review of the project's results framework highlights a few limitations. Most outcome indicators focus primarily on the number of people reached or services delivered, rather than measuring the quality or longer-term impact of those interventions. For example, the project tracks the number of individuals accessing durable solutions or participating in peaceful coexistence activities but does not assess whether these interventions resulted in meaningful improvements in protection, social cohesion, or self-reliance. This emphasis on output-level metrics, while useful for monitoring service delivery, constrains the ability to evaluate the project's overall impact.

Additionally, several benchmarks or targets appear overly conservative, as evidenced by the wide margins by which some were exceeded. In some cases, targets were revised downward even after the original targets had already been achieved, raising questions about the rationale and consistency of the target-setting process. For instance, under Output 1.1 (number of people receiving assistance in Hamdallaye/Niamey), the project reached 2,513 beneficiaries, despite the target being revised downward from 1,500 to 792, making the achievement appear disproportionately high.

Results chain	Indicators	Baseline (Phase 1)	Original Target	Revised Target	Cumulative Results (April 2022-December 2024)
IMPACT					
Life-saving emergency assistance, protection and durable solutions in third countries, the country of origin/first asylum or through local integration are sought for refugees and asylum seekers along the Central Mediterranean route	# of displaced persons affected by life-saving assistance and services in ETMs (including registered refugees in Niger and affected persons in Agadez)	20,083	13,000	12,292	17,926 (145 percent)
Outcomes					
1. Provide vital assistance and services to evacuees under the ETM	# of people evacuated from Libya to the ETM in Niger	3,710	1,500	792	532 (67 percent)
2. Identify and address durable solutions for persons in need of international protection under the ETM (including refugees registered in Niger)	# of people with access to refugee status determination and resettlement applications in third countries, complementary legal pathways, voluntary return or local integration	5,522	3,000	3,989	3,822 (96 percent)
3. Peaceful coexistence between ETM/Agadez populations and host communities is encouraged	# of people from host communities benefiting from quick impact projects and/or life skills training/leisure activities	11,400	10,000	10,000	15,000 (150 percent)

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Results chain	Indicators	Baseline (Phase 1)	Original Target	Revised Target	Cumulative Results (April 2022-December 2024)
Outputs					
1.1. Emergency assistance and basic services are provided to evacuees upon arrival in Niger and throughout their stay in the ETM/Agadez reception centres	# of people accommodated in ETM facilities in Niger (Hamdallaye)	3,710	1,500	792	2,229 (281 percent)
	# of people receiving assistance (access to basic needs, protection, recreational activities) in Hamdallaye/Niamey	3,710	1,500	792	2,513 (317 percent)
	# of people benefitting from assistance measures (access to basic needs, protection, recreational activities) in Agadez	0	1,500	1,500	1,977 (132 percent)
1.2. Institutions and non-state actors have benefited from capacity building in refugee protection, camp management, etc.	# of participants who received training to improve their understanding and capacity regarding specific refugee and asylum seeker protection issues, such as gender-based violence, child protection, mental health, camp management, etc.	491	400	400	1,563 (390 percent)
2.1. Determination of refugee status	# of persons of concern who have had refugee status determined	4,594	3,000	2,292	2,600 (113 percent)
2.2. Identification and submission of cases eligible for resettlement in third countries	# of resettlement files submitted to third countries	5,522	2,000	1000 (750 ETM and 250 non-ETM)	1,070 (107 percent)
	# of person of concern resettled in third countries	4,450	3,000	2,292	2,024 (88 percent)
2.3. Additional legal avenues identified, supported and facilitated	# of persons of concern receiving advice to support access to complementary legal admission pathways	257	1000	150	259 (173 percent)
	# of persons of concern released through complementary legal channels	257	600	113	114 (101 percent)
2.4. Other durable solutions, including voluntary return for those wishing to return to their country of origin/first country of asylum or local integration encouraged	# of persons of concern receiving advice for voluntary return or local integration	80	100	200	192 (96 percent)
	# of persons of concern who left the country through voluntary return	2	20	50	46 (92 percent)
	# of persons of concern that received local integration packages	0	25	25	1 (4 percent)
3.1. Improving peaceful coexistence between ETM/Agadez populations and communities	# of QIPs implemented in areas where ETM evacuees are housed, as well as in Agadez refugee sites	11	18	18	19 (106 percent)
	# of refugees and host communities who have benefited from vocational training	346	400	500	1,243 (249 percent)

Appendix 17: Post Distribution Results in Agadez

Following findings are drawn from the PDM report for Agadez. The survey was conducted between November 18 and 28, 2024, and reached 225 households out of 1,969 households registered.¹³⁸

1. How many people of concern to UNHCR have been assisted by CBI?	Level of reference	Current
# of people assisted under multi-purpose cash	1,969	1,969
# of people assisted in transit huts in Agadez	95	95
# of people assisted among members of the host community	200	200
# of coupons of 22,000 Franc of the African Financial Community (FCFA) issued	21,119	21,119
# of 25,000 FCFA coupons issued	153	153
# of coupons of 44,000 FCFA issue	1,398	1,398
Percentage of households feeling they received adequate information about voucher assistance provided by UNHCR	100	91
2. Did people experience any problems with the assistance? Did the assistance expose people to additional or specific risks?	Level of reference	Current
Percentage of households that report feeling unsafe (insecure) when receiving, keeping or spending voucher assistance	100	96
Percentage of households that report having encountered one or more problems receiving, keeping or spending voucher assistance	0	4
3. Can people find what they need in the markets, at an affordable price?	Level of reference	Current
Indicator 3.1: Percentage of households that report being able to find items/services in exchange for coupon assistance	100	87
4. What did people spend the coupons on?	Level of reference	Current
Top # 01: Food	100	99
Top # 02: Hygiene items	100	53
Top # 03: Clothing & Shoes	100	51
Top # 04: Debt Repayment	100	43
Top # 05: Transportation	100	39
5. What changes does cash assistance contribute to in the households of people of concern to UNHCR?	Level of reference	Current
Percentage of households reporting that they have improved their living conditions, even if only moderately	100	92
Percentage of households reporting reduced feelings of stress	100	92
Percentage of households that prefer CBI as their preferred assistance modality	100	72
Percentage of households reporting that voucher assistance enabled them to meet basic household needs		
Percentage of households that report being able to meet all their basic needs	100	29
percentage of households that report being able to meet more than half of their basic needs	100	24
percentage of households that report being able to meet half of their basic needs	100	40
Percentage of households that report being able to meet less than half of their basic needs	100	5
Percentage of households that report not being able to meet none of their basic needs	100	1
Coping strategies used classified according to the percentage of households using them		
(i) Reduce expenditures on hygiene items, water, baby items, health or education in order to meet household food needs?	100	38
ii) Take out new loans or borrow money?	100	24
iii) The savings spent are allocated to essential activities to meet food and other immediate basic needs such as shelter, heating, etc.	100	23
iv) Asking strangers for money (begging)?	100	6
How would you forward a complaint or any important information about UNHCR's activities, including regarding cash assistance?		
Have you received information on how to report complaints about the voucher assistance you receive from UNHCR?	100	75
Do you feel safe reporting a comment or complaint to UNHCR?	100	77
If so, have you reported the complaints or comments?	100	36

¹³⁸ Post Distribution Monitoring Report in Agadez