

**Annex 1 to the AAP 2010 part 2 of the Thematic Programme for Cooperation with Third Countries in the field of Migration and Asylum**

**1. IDENTIFICATION**

Title/Number	<b>Better managing the mobility of health professionals in the Republic of Moldova</b>		
Total cost	EU contribution: €2 million		
Aid method / Management mode	<b>Project approach</b> Joint management with an international organisation (WHO)		
DAC-code	13010	Sector	Population Policy

**2. RATIONALE**

**2.1. Sector context**

During the 1990s, the Republic of Moldova experienced a severe economic and social downturn. Despite strong growth performance since 2000, the Republic of Moldova remains one of the poorest countries in Europe and faces serious regional and social inequalities. Economic growth is constrained by stagnant agricultural and industrial sectors, dependence on energy supplies from abroad and massive workforce emigration and brain drain. It is estimated that in 2008, out of a resident population of less than 3.6 million, about 318 000 workers migrated abroad, mainly to Russia (60%) and Italy (14%), with the rest distributed through the European Union. In 2008, Moldovan workers sent home about US D 1.9 billion, which amounted to more than 30% of GDP. Money transfers have however sharply declined since the beginning of the global financial and economic crisis.

Following accession to independence (in 1991), as in many other transition countries, Moldova health and health sector indicators seriously deteriorated, in parallel with the economic and social downturn and a significant reduction in public spending on health. Since 1997 when Moldova achieved strong economic growth and embarked on a health sector reform, key improvements in health indicators have been realized. Despite these improvements, Moldova health indicators remain far below EU averages. For instance, life expectancy is 10 years shorter than the average EU countries.

The Moldova health sector has been -and is still- severely impacted by a combination of brain waste and the brain drain. Over the past two decades, more than 40% of trained health professionals have left the health sector, with a significant number emigrating abroad. But the lack of available and reliable data and evidence on health professional migrations is a major limitation for policy makers. The number of medical doctors has decreased significantly from about 16,000 in 1990 to about 10,500 in 2007. During the same period, the number of nurses was almost halved (from 43,000 to 23,000). The ratios of doctors and nurses per 1000 population are below EU average and Moldova suffers from a severe shortage of health workers in rural areas.

It is not clear whether Moldovan health workers actually find employment in the health sector in the EU. The available case studies show that migrants usually find jobs below their qualifications or in sectors outside their specialization, thus experiencing 'brain waste'. Due to issues around diploma 'equivalence' and levels of training, there is a high probability that health professionals are significantly affected by this phenomenon.

It is estimated that migration in Moldova about one quarter of the economically active population is occupied abroad and that around 40% of the Moldovan population live in households that receive remittances. In such a context, measures to stop/counter migration of health workers have little chance of being implemented or successful. The main strategic issue is therefore to strike the right balance

between the rights of health workers to increased professional mobility and the right of the Moldovan people to access quality health services. Setting up a legal and regulatory base to enhance temporary migrations, protect the rights of Moldovan migrants, facilitate the collaboration with the health professionals and encourage the return of qualified health professionals to their home country is an absolute necessity. Furthermore, taking into consideration the 'brain waste' issue, re-training health workers returnees is of utmost importance.

To do this requires firstly a swift and significant improvement of the information knowledge base on migrations and migrants. Beyond this search for evidence, there will be a need to engage all main stakeholders in a policy and strategic dialogue and to accompany these efforts with pragmatic and concrete measures and, when appropriate, demonstration projects. Overall, there is a need to a) to guide and assist potential migrants in their migratory course, in order to maximize their chances of personal development and revenues, b) maintain a close link with them during their time abroad and take a greater advantage of the health professionals working in EU countries and c) to promote the return to the republic of Moldova of health professionals and ensure their re-insertion into the Moldova health system and labor market.

## **2.2. Lessons learnt:**

First of all, the lack of data available regarding migration trends in Moldova- especially with regards to migrations of health professionals- is one of the first limitations/constraints to accurate actions in this area. However, it appears that the EU is one of the favorite destinations for Moldovan migrants, in particular Italy. Migration to countries of the Commonwealth of Independent States (CIS) tends to be needs-driven ('push' factors), while migration to the EU is more likely to be opportunity driven ('pull' factors). Indeed, migrants to the EU have the highest level of educational attainment. The case of Italy is of particular interest regarding health workers since Italy faces shortage of nurses and home care workers. A survey carried out by the OECD estimates that in addition to the 750 000 people working officially in the home care sector, 500 to 600 000 unofficial workers are to be found in this sector of which 90% are immigrants, mostly from Ukraine, Romania, Poland, Moldova, Ecuador and Peru.

Whilst they cannot be directly transposed to Moldova, there are lessons that can nevertheless be learnt from other countries experiencing significant outflows of health professionals and attempting to better manage migrations (and notably for the Philippines, Sri Lanka and India). Several EU countries have also used bilateral agreements between the source and destination institutions to manage migrant flows. The UK/Spain or Romania/Italy bilateral agreements on the movement of nurses could serve as examples. From all these experiences, several elements appear important for successful management of the flows, including for instance: facilitating administrative procedures (including the recognition of diplomas, on-site capacity to evaluate professional abilities, preparation for emigration, and parallel development of human resources planning as well as retention measures and re-training schemes).

## **2.3. Complementary actions.**

This project will complement and will be articulated with activities currently implemented in Moldova with the support of donors, including inter alia the following ones:

"Managing the impact of migration on the health care system of Moldova 2009", funded and implemented by the IOM (USD 200,000) with the objectives to improve the capacity to develop Human Resource management policies and strategies; to provide the information needed for the development of an effective health risks prevention system; to raise awareness among Moldovan population of the health risks implied by irregular migration.

"Migrants' Capacities for the Moldovan Health System Development - A Brain Gain Project", selected and funded (€158,070) under the Joint initiative for migration and development call for proposal, implemented by The State Medical and Pharmaceutical University "Nicolae Testemitanu" in partnership with University of Leipzig, and aimed at exploring the potential of Moldovan Diaspora doctors and pharmacists for the development of the Moldovan health system. Project Duration: October 2009 – March 2011

“Coordination of the Return and Reintegration Assistance for Voluntary Returnees to Moldova”.  
Project duration: February 2008 - January 2010 Donor: Austrian Government (ADA)

“Protection and Empowerment of Victims of Human Trafficking and Domestic Violence in Moldova”.  
Project duration: November 2008 – October 2011 Donor: UNTFHS

“Danish Programme against Human Trafficking in Eastern and South-Eastern Europe 2009-2011”  
(National Component) Project duration: 3 years Donor: Denmark

“Strengthening local capacities to prevent and counteract trafficking in human beings”  
Project Duration: August 2008 – December 2009 (extended) Donor: Italian Ministry of Foreign Affairs

This project is the second one implemented in the frame of the Mobility Partnership signed with the Republic of Moldova in 2008. Further coordination should be reached, especially with EU Member States involved in the management of the project "Strengthening the Moldova capacity to manage labour and return migration within the framework of the mobility partnership with the EU", financed by the EU.

The WHO Regional Office for Europe is currently working with the European Commission preparing a technical assistance project to support the Government health sector reform efforts, in the context of a global budget support to the republic of Moldova. Health Human Resources issues- notably working conditions of health professionals- will be considered under this project.

#### **2.4. Donor coordination**

Coordination will be ensured with actors involved in a) migration related activities and b) in health sector support. The project will use existing coordination mechanisms. In order to reduce the risks of duplication or overlap, actors and stakeholders active in the relevant field in Moldova will be regularly kept informed and, where applicable, associated with the decision making process for the project.

### **3. DESCRIPTION**

#### **3.1. Objectives**

**Overall Objective of the Action:** The overall objective of the action is to strengthen the Republic of Moldova’s capacity to manage the migration/mobility of Moldovan health professionals (physicians, nurses, medical technicians and other categories) and to build up a better framework for the legal migration of health workers between Moldova and the EU in order to reduce/mitigate the negative impacts of migration on the Moldovan health system (including through easing the reintegration of returnees).

#### **Specific Objectives of the Action:**

**Specific objective 1: To expand the information and knowledge base on the migration of Moldovan health professionals.**

The project will support and expand current efforts to collect, compile, analyze and disseminate data and information on Moldovan health workers migrations to the EU. More specifically, the project will help the Moldovan authorities produce and/or disseminate information and evidence on a) trends and main characteristics of migration of Moldovan health professionals, b) migration policies and recruitment practices for health workers in host countries and, c) working conditions of migrants in destination countries.

The project will also conduct a series of studies/surveys (including econometric studies) to help the Moldovan Ministry of Health identify strategies and prepare measures regarding the training, accreditation, cost of production, deployment and retention of Moldovan health professionals.

**Specific Objective 2: To promote/facilitate the circular migration of Moldovan health professionals**

The project will support efforts to generate opportunities for health related circular migration:

- § Building up mechanisms and tools to better inform and assist potential migrants and returnees;
- § Exploring options for the licensing of Moldovan health workers in EU countries; identify the necessary adjustments in the curricula for medical and nursing institutions so Moldovan health workers can be trained or retrained at European standards.
- § Developing mobility agreements between Moldova health institutions and EU Member States' health institutions with a view to enabling an effective circular migration

**Specific Objective 3: To develop mechanisms and interventions to help prevent, reduce and/or mitigate the negative effects of the brain drain and brain waste on the Moldova health system and facilitate the reintegration of health workers returning to the Republic of Moldova:**

- § Developing relations between Moldovan health professionals in the EU and the Moldovan Ministry of Health and health institutions
- § Supporting the Ministry of Health's efforts to improve its human resources planning as well as working conditions
- § Designing and conducting re-training schemes for returnees (and potential returnees).

**3.2. Expected results and main activities**

**Expected results:**

- § The capacity of the Moldovan Ministry of Health and other relevant authorities and stakeholders to manage/regulate the migration of health professionals and to prevent or reduce the negative effects of the 'brain drain' is improved, as well as the reintegration of health workers working previously abroad.
- § Potential health workers migrants are better informed about opportunities for legal migration to the EU without the risks of brain waste and assisted in their search of jobs. Alternatives to migration are systematically proposed to potential migrants.
- § Bilateral agreements/mobility arrangements between Moldovan and EU Member States' health institutions are signed, promoting legal migration, circular migration and return.
- § The Moldovan health workers remaining abroad are better informed about the situation in the Moldova health sector (including about opportunities for temporary or permanent jobs and twinning schemes) and contribute more actively to health sector improvement initiatives.
- § A health workforce plan is prepared in order to improve production, deployment and retention of health professionals in areas where there is a shortage and the reintegration of returnees.

**Indicative activities:**

Expand the information and knowledge base on health professional migrations (in coordination/cooperation with relevant stakeholders).

- Review existing data and information on health professional migrations and collect, compile and analyze additional data and qualitative information on:
  - Trends in migrations (numbers, according to category of migrating health workers, by destination countries, types of activities performed in EU countries ...),
  - Health workers related migration policies and recruitment conditions and practices.
  - Costs of training, level of remittances, working conditions in the destination countries.
  - Study of causes of poor attractiveness of Family medicine, high rate of migration and low retention of qualified workers in rural areas of the Republic of Moldova

- Disseminate data and evidence to policy makers and health professionals using the most appropriate channels and formats available.

#### Better inform and assist potential migrants and returnees

- § Explore opportunities for legal employment of Moldovan health professionals in both EU host and Moldova health related institutions.
- § Develop information tools for potential migrants/returnees, (including job opportunities in the Moldovan health sector).
- § Develop and implement customized pre- departure training programs.
- § Explore feasibility of bank loan/grant and pension schemes to assist potential migrants and/or returnees

#### Develop bilateral mobility agreements/partnerships between Moldova and EU Member States' institutions

- § Facilitate the preparation, signing and implementation of bilateral agreements between the Republic of Moldova (and Moldovan institutions) and EU Member States' institutions with a view to promoting better working conditions in host countries, circular migration and returns.

#### Prevent, reduce and/or mitigate the negative impact of the brain drain on the Moldovan health system

- § Develop links with Moldovan health professionals working in EU health institutions (list, website, e-newsletter...). Facilitate contacts and develop a demonstration projects.
- § Support the Ministry of Health's efforts in developing and implementing a health workforce plan (production, deployment and retention of health professionals) and improving working conditions in Moldova
- § Support Ministry of Health's efforts to ease the reintegration of returnees in the health sector.

### **3.3. Risk and assumptions:**

The main assumption underlying the project's intervention is that all parties will remain committed and will fully cooperate during the entire duration of the project. However, the Moldovan authorities have regularly alerted their partners on the difficulties they face with their health human resources and reaffirmed their willingness to cooperate with destination countries. The following aspects, needs and risks will be more specifically taken into account when launching and implementing the project: a) Timely availability of experts to staff the project team and to carry out short term consultancies and, b) Risks of duplication and overlaps with interventions designed for other groups of migrants/workers and/or implemented in the health sector. Timely dissemination of relevant information and coordination with other actors engaged in migration and/or health sector related actions will be essential

### **3.4. Crosscutting Issues**

When launching and implementing the project, a particular attention will be given to gender and sustainability issues. Surveys and studies undertaken under the project will be designed to help identify gender inequalities and factors influencing the respective situation of men and women. A particular attention will also be paid to gender aspects when designing interventions. In order to maximise the project's sustainability, special emphasis will be given to involving Moldovan authorities in the design and implementation of activities and to the strengthening of Moldovan capacities and institutions.

### **3.5. Stakeholders**

With a view to reinforcing synergies and avoiding duplication of efforts, the project will be further developed and implemented in close coordination with the Ministry of Health and other relevant Moldovan institutions (including the National Employment Agency), local and EU partners and relevant international agencies. In addition, the Ministries of Economic Affairs and Foreign Affairs

will also be involved, in charge of negotiating bilateral agreements. Other international organizations (notably IOM) will be associated, when appropriate.

### **3.6. Target groups and final beneficiaries**

Policy makers, Ministry of Health, Health institutions in the Republic of Moldova and potential, current and returned migrant health workers.

## **4. IMPLEMENTATION ISSUES**

### **4.1. Implementation method**

The Action will be implemented in joint management through the signature of a Contribution Agreement with the WHO Regional Office for Europe on the basis of the article 53(d) of the Financial Regulation, in partnership with the following Moldovan and EU MS institutions:

- Moldova, Ministry of Health,
- State Medical and Pharmaceutical University “ Nicolea Testemitanu”
- Sweden, Ministry of Justice
- Sweden, Nordic School of Public Health,
- Portugal, Universidade Nova de Lisboa,
- Belgium, Université Libre de Bruxelles,
- Italy, Ministry of Labour and social policies

Other EU MS public administrations and relevant International Organisations may join.

The WHO Regional Office for Europe has since long established a country office in Chisinau, and developed strong relations with Moldovan authorities and health related stakeholders. It will also mobilize its network of specialized experts in Human resources for health and make the project benefit from a considerable international experience. The WHO office in Chisinau will help ensure this project’s activities are well articulated with other ongoing interventions, especially those related to the reform of the health system’s organization and financing.

The World Health Organization Regional Office for Europe is responsible for implementing the project and will have a back up in Copenhagen consisting of a project coordinator and an administrative assistant (both half time). The project coordinator will be responsible for the overall implementation of the project (including budget responsibility) and for contacts with and coordination of the various partners. A project Steering Committee will be established to provide overall guidance, approve work packages and work plans, review TORs of studies and monitor and evaluate activities.

A project team will be established in Moldova (Chisinau) and will include: a) A team leader who will lead the activities in Moldova, b) A project officer, who will more specifically be in charge of the information to potential migrants/returnees, c) A project officer in charge of activities regarding the health professionals abroad, d) A communication expert and website manager, e) n administrative assistant and f) A secretary. Short terms experts will be hired to conduct studies and surveys, prepare templates for bilateral agreements and facilitate contacts with EU countries and institutions

### **4.2. Procurement and grant award procedures**

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the World Health Organization in accordance with the Financial and Administrative Framework Agreement (FAFA).

### 4.3. Budget

The Action will be financed by the EU with a contribution of €2 million. No complementary funding is expected at this stage. The below breakdown by main components is only indicative and will be specified in further details in the project document.

Specific Objective 1		Amount in Euro	%
To expand the information and knowledge base on the migration of health professionals		<b>370,000</b>	18.5%
Specific Objective 2			
To promote/facilitate the circular migration of Moldovan health professionals		<b>605,000</b>	30.25%
Specific Objective 3			
To help prevent/mitigate the negative effects of the brain drain and brain waste on the health system		<b>740,000</b>	37%
Other activities:			
visibility, evaluation, audit		<b>150,000</b>	7.5%
Administrative costs ( maximum 7% of direct costs)		<b>135,000</b>	6.75%
Total		<b>2,000,000</b>	100%

### 4.4 Calendar

The operational duration of the Action is **36 months** and the project will be developed along 3 phases:

Phase 1: inception and project launch phase (4 months)

Phase 2: Implementation phase (29 months)

Phase 3 closing phase (3 months)

### 4.5 Performance monitoring

The indicators to be used will be further detailed in the next phase of developing the detailed project description. First, management indicators will be defined to help closely monitor the implementation of the project. Second, the project will help define baseline data with regards to the numbers of migrants and returnees, destination countries, jobs in host countries and working conditions, revenues and remittances. Third, the project will help assess results obtained through the implementation of activities, especially through information of migrants, bilateral agreements, pre-departure training and re-training schemes.

When preparing the list of process and outcomes indicators for the project, a particular attention will be paid to the comparability of data and the relevance of the information collected to the elaboration of national strategies and interventions.

Many indicators will be used as the following (non exhaustive list):

- Number of mobility arrangements promoted with EU Member States' institutions
- Number of potential migrants informed and Number of Moldovan health workers abroad informed
- Number of re-training schemes for returnees designed and conducted
- Health workforce plan developed and implemented

### 4.6 Evaluation and audit

A mid-term and external final evaluation will be carried out and catered for under the project budget. Additional external evaluations and audits might also be carried out by independent consultants recruited directly by the Commission in accordance with EC rules and procedures and in line with specifically established terms of reference.

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

Communication and visibility activities will be implemented in accordance with the EU/UN Visibility Guidelines, the Operational conclusions adopted in April 2009 at the 6<sup>th</sup> FAFA Working group in Brussels, the 2006 EC-UN Joint Action Plan on Visibility and the 2009 Communication and Visibility Manual for EU External Actions. Public events such as kick-off meetings, opening- and hand-over ceremonies will be carried out when and where applicable.



**Annex 2 to the AAP 2010 part 2 of the Thematic Programme for Cooperation with Third Countries in the field of Migration and Asylum**

**1. IDENTIFICATION**

Title/Number	<b>Supporting Reintegration of Georgian Returning Migrants and the implementation of EU-Georgia readmission agreement.</b>		
Total cost	EU contribution: €3 million other possible contributions from interested EU Member States		
Aid method / Management mode	<b>Project approach</b> Direct centralised management		
DAC-code	13010	Sector	Population Policy

**2. RATIONALE**

**2.1. Sector context**

The fall of the USSR and regaining of independence marked the beginning of the period of significant population movements to and out of Georgia. According to the recent IOM report<sup>1</sup> Georgia is mainly a country of emigration, with flows directed towards Russian Federation, the US, Germany, Greece, Turkey and Austria. As presented in the census of 2002, Georgia lost 20% of its population since 1989, mainly due to return migration of non-Georgian ethnic groups to their newly created motherlands, as well as to the conflicts in Abkhazia and South Ossetia. According to most recent estimates, there are approximately 1 million Georgian migrants in the world, or even more if one considers the number of Georgian nationals exiled or deported during the soviet period. Approximately 450,000 Georgian nationals from the Meshketian minority, deported to Central Asia in 1944, are included in this number.

As of late 1990s, the emigration from Georgia has been mainly of economic nature. The destination was Russian Federation (over 60% of the outflow), with EU countries receiving significantly smaller numbers (the top one is Greece with 6%). Female migration is directed mainly to EU (around 60 -70% of the flows, while Russia is a major destination for male migrants (up to 85%). Political situation strongly influences return flows, especially from Russian Federation – e.g. as a consequence of introducing visa regime for Georgian nationals in 2006.

The numbers of asylum applications of Georgian citizens can provide information on a pool of potential return migrants. According to UNHCR information, quoted in IOM 2008, between 1990-2006 there were nearly 70,000 applications lodged in various EU countries, with Germany receiving over 20,000, France and Austria over 7000 each, Belgium over 5000, Netherlands over 4000, Czech Republic, Greece, Cyprus and Slovakia – over 2000 each. According to UNHCR information, as of January 2009, almost 12,600 Georgian refugees and 5,000 asylum seekers lived abroad.

---

<sup>1</sup> "Migration In Georgia: A Country Profile 2008", IOM, 2008.

Georgia is not an important transit country for third-country nationals. Although it has a liberal entry and admission regime, the statistics show that immigration is not a major issue. In 2006, 1670 temporary residence permits were issued, and 304 permanent residence permits. Recent estimates put the number of immigrants in Georgia at around 190,000.

Georgia has been very active in the area of readmission. It is negotiating readmission agreement with the EU. It has negotiated bilateral agreements with several EU Member States (Bulgaria, Italy, Germany) and is proceeding on negotiations with the Benelux countries, Austria, Cyprus, the Czech Republic, Estonia, Finland, France, Great Britain, Latvia, Lithuania, Poland, Romania, Slovenia and Sweden. These agreements set out the obligations and procedures on when and how to readmit nationals or foreigners who are under a return obligation.

Although the number of potential forced returnees is relatively low, the growing number of readmission agreements, combined with the international economic crisis and the possible return of a high number of Georgian deportees potentially present a challenge for Georgia in the field of migration and return. In addition, repatriation of Georgian national to Georgia from the region has been a long a priority. A voluntary return flow might be thus much higher.

In 2006 an European Neighbourhood Policy Action Plan was agreed between Georgia and the EU which commits Georgia to implement sustainable migration policies. However, according to the analysis of the Danish Refugee Council and IOM<sup>2</sup>, Georgia does not yet have a system in place to effectively cope with return, readmission and reintegration, although its capacities have been significantly strengthened by several projects founded and implemented by various donors in the field.

The efforts of Georgian government and donors brought about first attempts to build a comprehensive migration policy and to create a coordinated migration management structure in Georgia. Ministry for Refugee Accommodation and State Minister's Office for Diaspora Issues play an important role in migration management, both as regards return migration and contacts with Georgian communities abroad. The mechanisms created through EU funded projects<sup>3</sup> need to be strengthened in order to further support effective reintegration and socio-economic re-insertion of the Georgian returnees, be it forced or voluntary. Besides, attention must also be paid to potential readmission of foreign nationals and their return from Georgia to their countries of origin. In the framework of those projects, staff of the main governmental bodies dealing with migration and return has been trained, but due to the high turnover and changing legal framework in the partner countries (e.g. adoption of Return Directive in 2008), the continuation of efforts in this regard is very important. At last, on the 25th November 2009, Georgia and the EU have signed in Brussels the Georgia-EU Visa Facilitation and Readmission Agreement.

## **2.2. Lessons learnt**

For the previous years, a great deal of projects aiming at support voluntary return and socio-economic reintegration in countries of origin has been implemented, particularly in the Balkans. The lessons learnt from activities implemented in Albania since 2005 with the

---

<sup>2</sup> "Toward Durable Reintegration Mechanisms in Georgia," Danish Refugee Council 2007; "Migration in Georgia..." IOM, 2008

<sup>3</sup> 2005 – Cluster Process, IOM, AENEAS; 2007 - Danish Refugee Council, AENEAS; 2008 – DRC and ICMPD, Thematic Programme for Asylum and Migration

projects “Building on Mechanisms to effectively and Sustainably Implement Readmission Agreements between Albania, the EC and concerned third countries” and W.A.R.M. “Welcome Again: Reinsertion of Migrants”, or from the project "Support to the process of readmission through sustainable reintegration of returnees from Western Europe to Serbia and Montenegro" must be analysed carefully.

Other specific action on former migrants' reintegration through targeted socio-economic activities could also allow a better achievement of these project objectives, especially two programs financed by the Thematic Program for Migration and Asylum, the "Successful Paths, Supporting Human and Economic Capital of Migrants in Senegal" and "Returning Enterprising Migrants Adding Employment (REMADE)"

Finally, practices and lessons provided by the implementation of the two first projects in the frame of Mobility Partnerships in Cape Verde and Moldova.

### **2.3. Complementary actions**

The project will build especially on the experience of the Job Counselling and Referral Centre run by IOM with the support of the Czech Republic since 2003, and Poland since 2007. The aim of the project is to develop and apply efficient job counselling and referral mechanisms to serve the reintegration needs of the Georgian migrants returning voluntarily to their country from different destinations in Europe, as well as potential migrants, internally displaced populations coming from conflict zones and the population of the country in search of jobs in general. The Centre provides professional services in the area of the labour market insertion and professional orientation and assures cooperation of human capital specialists, psychologists and social workers. The Centre serves diverse categories of job seekers in the following spheres:

- Ø Providing professional consultation on job search issues, business start-up, career orientation;
- Ø Providing information on employment opportunities;
- Ø Providing professional consultation on training and retraining issues;
- Ø Providing information on the adult vocational training system existing in Georgia;
- Ø Initial screening and selection of job seekers in line with the employers requirements and suggesting candidates to employers;
- Ø Assisting in the development of CVs for these candidates and provision to employers.
- Ø Labour market surveys

In order to provide the above mentioned services the Centre possesses the computerized data base and software for the registration of job seekers and vacancies available. The software enables smooth linkages between vacancies and job seekers with the required qualifications (as available in the data base). In September 2008 in Batumi a second Job Counselling and Management Centre of the International Organisation for Migration started operating. Both centres have helped 360 out of 1400 customers seeking employment, over half of them internally displaced persons (IDPs).

The project will also assure complementarities with other projects implemented in this area, especially the model readmission and reintegration mechanisms at the central and local levels that ensure a dignified return and successful reintegration on the ground created under the EU funded projects "Towards Durable Reintegration" (2006-2009) and "Enhancing Return to Georgia Operationally" (2009-2011) led by the Danish Refugee Council, even though these projects focus both on returning migrants and internally displaced populations. These projects

have also capacity building in the area of return, readmission and reintegration policy among their objectives, and the current project will aim at deepen this actions and provide Georgian authorities, civil society and private sector with skills and tools for an improved economic reintegration policy of returning migrants.

The project implementing consortium will also have to reach complementarities with the Georgian Vocational Education and Training national plan, supported by an EU funded sector budget support, which financial agreement is to be signed in December 2009.

#### **2.4. Donor coordination**

The current project has been identified through an active process of consultation which involved all the EU Member States, as well as Georgian authorities, within the framework of the preparation of the Mobility Partnership between the EU and Georgia. This agreement has been signed on November 30th 2009, by 16 EU Member States. The close coordination in the preparations of this project will continue and also involve any other relevant actors in this area. The selected consortium will ensure complementarity and possible synergies with other actions carried out in the same area, including with the commitments envisaged under the Joint declaration on a Mobility Partnership between the European Union and the Republic of Georgia.

A specific coordination effort will be undertaken with the JCRC project, funded by the Czech Republic and implemented by IOM, and the project "Enhancing Return to Georgia Operationally" run by the Danish Refugee Council in partnership with ICMPC and co-funded by the EU, Poland and the Netherlands under the Thematic Program for Migration and Asylum.

### **3. DESCRIPTION**

#### **3.1. Objectives**

The **overall objective** of the proposed action is to strengthen migration management by increasing the capacities of competent authorities and civil society in Georgia to actively support dignified sustainable return and reintegration, whether spontaneously or on the basis of readmission agreements, through enhanced cooperation and networking.

**Specific objective 1)** Reinforcing capacities of responsible authorities as regards management of return migration and readmission;

**Specific objective 2)** Support social and economic reintegration of Georgian nationals who return voluntarily or involuntarily from EU Member States and other geographic areas;

**Specific objective 3)** Design and spreading of information campaigns for Georgian communities abroad, relevant Georgian organizations and Georgian general public.

#### **3.2. Expected results and main activities**

The **first specific objective** is composed of the following expected results and related activities:

**Specific objective 1)** *Reinforcing capacities of responsible authorities as regards management of return migration and readmission;*

##### **Expected results:**

- Ø Reinforcement of capacities, expertise and coordination mechanisms of the central government (Ministry of Refugees and Accommodation, Ministry of Interior, Ministry

of Foreign Affairs and Ministry of Education and Science, as well as of the State Office for Diaspora Issues) and local authorities

- Ø Capacities of consular services in Georgia strengthened to provide information and support for voluntary and involuntary returnees
- Ø The cooperation between the relevant authorities of participating EU Member States and Georgia as regards dignified return of Georgian nationals third country citizens established and strengthened;
- Ø Capacities of local Georgian administration as regards reintegration of returnees, e.g. through development of a reintegration manual as a measure of sustainability strengthened.

**Indicative activities:**

- Ø Capacitating the existent Job Counselling and Referral Centers (JCRCs) providing for social and economic reintegration of the target group across the territory of Georgia inter alia by using the capacities of the local trade unions' offices and the establishment of 2 new JCRCs in Kutaisi and Tbilisi with perspective of establishing other centres.
- Ø Strengthening of the existing network between relevant bodies responsible for forced return and readmission in Georgia and in participating EU Member States;
- Ø Tailor-cut seminars and trainings to strengthen the capacities and expertise of the central government to design and implement return and reintegration policies.
- Ø Training of Georgian consular staff to inform Georgian nationals about possibilities of return and establishing information points in Georgian embassies on return mechanisms and support programs;
- Ø Trainings and information material for Georgian civil servants, local authorities, civil society organisations and Diasporas association on the enhancement of socio-economic reintegration of the returnees.

The **second specific objective** is composed of the following expected results and related activities:

**Specific objective 2)** *Support social and economic reintegration of Georgian nationals who return voluntarily or involuntarily from the EU MS and other geographic areas;*

**Expected results:**

- Ø A number of Georgian returnees smoothly re-inserted into the labour market, through re-training and career orientation, making the best possible use of the skills and resources acquired through the migration experience for their own benefit and the development of Georgia. Special attention will be paid to consistency and complementarity with Georgia's government policy on Vocational Education and Training, supported by the EU under its sector budget support programme.
- Ø The business start-up for returning migrants is facilitated in order to widen the self-employment opportunities.
- Ø A number of Georgians representing vulnerable groups (victims of trafficking, drug addicts, former convicts) reintegrated in the society through the provision of tailored psychological, medical and social support;

- Ø Capacity of Ministry of Refugees and Accommodation, Ministry of Education and Science, Ministry of Interior and Ministry of Economy as regards economic reintegration of returning migrants strengthened;

#### **Indicative activities:**

- Ø Technical assistance for Vocational Education and Training (VET) legal framework reform in order to smoothen foreign qualification and skill recognition of returning Georgian nationals, especially through capacity building on qualifications, improving the policy and legal basis qualifications system and Supporting a partnership between VET centres, trade unions and employers in selected regions;
- Ø Assistance for the identification and drafting of possible bilateral agreements with interested MS on the portability of social rights.
- Ø Support to build capacity of Ministry of Refugees and Accommodation, Ministry of Education and Science, Ministry of Interior and Ministry of Economy as regards economic reintegration of returning migrants through improving policy and legal base;
- Ø Support to the setting of a public/private partnership involving banking sector, Diasporas associations, trade unions and business associations in order to propose innovative services adapted to the target beneficiary group (transnational bank loans, microcredit scheme, Diaspora savings funds...) and to increase the impact of remittances on investment schemes and the access to credit for returning migrants.
- Ø Support for the definition of a national policy aiming at facilitating migrant's micro-business project and possible feasibility study for a National Guarantee fund.
- Ø Drafting of practical guidelines, trainings and specific assistance for business start-up and micro-business plan development in Georgia;
- Ø Support for returnees through the JCRCs by e.g. skills and experience identification, help writing CV and self-presentation, re-training and career orientation programmes for returnees, (including language training for returnees who have difficulties in speaking and writing their mother tongue), offering the vacant position;
- Ø Medical and psychological assistance for specific groups (drug addicts, forced returnees, female migrants, minors, victims of trafficking...) integrated into an emergency reception centre for forced returnees and vulnerable groups.
- Ø Collecting information through labour market surveys in order to capture dynamics of the Georgian labour market, including the demand among employers for particular professions and skills, as well as collecting information on the supply of workers

The **third specific objective** is composed of the following expected results and related activities:

**Specific objective 3)** *Design and spreading of information campaigns for Georgian communities abroad, relevant Georgian organizations and Georgian general public.*

#### **Expected results:**

- Ø Georgian diasporas, especially Georgian students and highly skilled workers better informed on job opportunities in their country of origin and about support mechanisms to return, including of the investments in their country of origin, as well as circular migration of Diaspora members between EU Member States and Georgia

- Ø Georgian population better informed on legal migration procedures and legal opportunities of migration to the EU;
- Ø Georgian population better informed about risks of illegal migration, including trafficking in human beings and smuggling;

**Indicative activities:**

- Ø Series of workshops on legal ways of entry and stay to specific EU Member States and other relevant destination countries organized to train JCRC staff, trade unions advisers and local authorities;
- Ø Promotion of EU immigration portal;
- Ø Public information campaign in Georgia on risks of illegal migration;
- Ø Georgia Job Fairs organized in targeted Member States with substantial Georgian communities and in other relevant destination countries;

**3.3. Risks and assumptions**

The ownership and commitment to the Action of the Georgian authorities, already shown in the case of the JCRC, need to continue. The main condition of the success of the project is to assure the leadership of the Georgian Ministries and State Minister's Office for Diaspora Issues. However, the previous experience of IOM Georgia and fruitful cooperation with Georgian institutions assures positive development in this regard.

The Action forms an important part of the long-term process of the Mobility Partnership with Georgia, and therefore it is of interest of the EU Member States, the Commission and Georgia partners to assure the sustainability of the commitments taken in this process.

A crucial condition for the success of the project is that all the parties involved play a proactive role. One key assumption is that the participating Member States will be proactive in providing support for Georgian returnees as regards information and concrete training proposals. A stable commitment from the Georgian government's side to improve its migration management in a comprehensive manner is equally important.

Limited human capacities within the relevant institutions could hamper the impact of the Action. In order to limit this risk the project activities, especially the ones related to Ministry of Refugees and Accommodation, have been designed as much as possible as a continuation of previous activities.

Coordination among project activities and the commitments envisaged under the Joint declaration on a Mobility Partnership between the European Union and Georgia will require considerable efforts throughout the implementation of the project. In this respect the setting up of a consortium among institutional stakeholders appears to be the most suitable form to ensure coordination and maximise the results.

The success of the component of the project dealing with return of Georgian migrants back to Georgia to develop all its benefits will depend very much on the possibility for the Georgian labour market to offer interesting job offers to the returnees, which in turn will be very much linked to external factors, such as the business and investment climate in Georgia.

The success of the component dealing with engagement of the Georgian Diaspora in development of Georgian labour market depends both on engagement of Georgian authorities,

and on the engagement of the EU Member States in supporting Georgian counterparts in such a reach-out, as well as on their ability to mobilize the Georgian communities on their territory, through, e.g. facilitating circular migration schemes.

### **3.4. *Crosscutting Issues***

The project addresses gender equality, good governance and human rights. Gender equality will be promoted through the legal labour opportunities for Georgian women, who work illegally and legally abroad. Good governance will be addressed through capacity building measures in the given area. Human rights will be addressed through the dissemination of information on the risks of illegal migration and trafficking and through promotion of legal migration.

### **3.5. *Stakeholders***

Current and potential returnees, from EU and non EU states, will benefit from the action through harnessing the development potentials of return and circular migration flows.

Disseminating information on legal migration avenues as well as providing support to the negotiation of labour migration and social protection bilateral agreements, the project will benefit potential and current migrants and their families by enhancing the protection of their rights both in the country of destination and once returned home.

Target group(s):

1. Competent authorities (both central and local) in Georgia<sup>4</sup> responsible for return, as well as Georgian civil society actors in the migration field.
2. Returning Georgian nationals, Georgian diaspora members involved in circular migration, their families, communities of settlement upon return and potential migrants.
3. Private sector actors: business associations, trade unions, banking sector.

## **4. *IMPLEMENTATION ISSUES***

### **4.1. *Implementation method***

The Action will be implemented through a Direct Grant to the Czech Ministry of the Interior, on the basis of Article 168.1.(f) of Implementing Rules of the Financial Regulation, in consortium with:

1. Belgium: Belgian Immigration Office; FEDASIL
2. France: Ministry of Immigration and National Identity
3. Germany: Federal Ministry of the Interior; Federal Ministry for Economic Cooperation and Development
4. Italy: Ministry of Labour, Health and social Policies – Directorate General for Immigration
5. The Netherlands: Repatriation and Departure Service of the Netherlands (DTV) of the Ministry of Justice

---

<sup>4</sup> Ministry of Education and Science, Ministry of Interior, Ministry of Economy and Office of the State Minister on Diaspora Issues.



6. Poland: Ministry of Interior and Administration, Ministry of Labour and Social Policy.
7. Romania: Ministry of Administration and Interior
8. Sweden: Ministry of Justice
9. Georgia: Ministry of Refugee Accommodation

Other EU MS public administrations or International Organisations may join at a later stage after prior approval of the European Commission.

#### **4.2. Procurement and grant award procedures**

*All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.*

#### **4.3. Budget and calendar**

The Action will be financed by the European Union with a contribution of €3 million corresponding to the overall the budget for the Action. The operational duration of the Action is 36 months. Additional contributions might be provided by interested EU Member States.

<b>Indicative breakdown of overall amount by main components (to be further detailed in the elaboration of the project document)</b>	
<i>Objective 1: Reinforcing capacities of responsible authorities as regards management of return migration and readmission;</i>	€870,000
<i>Objective 2: Support social and economic reintegration of Georgian nationals who return voluntarily or involuntarily from the EU MS and other geographic areas</i>	€1,350,000
<i>Objective 3: Design and spreading of information campaigns for Georgian communities abroad, relevant Georgian organizations and Georgian general public.</i>	€225,000
<i>Visibility</i>	€60,000
<i>Audit and External Evaluation</i>	€170,000
<i>Administrative costs</i>	€200,000
<i>Contingency (max 5%)</i>	€125,000

#### **4.4. Performance monitoring**

Performance monitoring will be ensured through strict reporting requirements, regular debriefings and the full involvement of the steering committee in the planning process.

The performance of the implementation of the Action will be measured notably on the basis of the following indicators, which will be further specified and detailed in the log frame:

- Information campaigns to reduce negative consequences of migration and prevent irregular migration and other related crimes.

- Number of bi-lateral agreements on social protection of migrant workers signed between Georgian and host countries.
- Number of returned and reintegrated migrants
- Number of business and initiatives to invest remittances
- Number of job seekers having been recruited

#### **4.5. *Evaluation and audit***

A mid-term and external final evaluation may take place, and will be catered for under the project budget. Additional external evaluations and audits might also be carried out by independent consultants recruited directly by the Commission in accordance with EU rules and procedures and in line with specifically established terms of reference.

#### **4.6. *Communication and visibility***

Adequate communication and visibility of the Action will be carried out by the Implementing Partner via widespread dissemination of project achievements and results in line with the EU Visibility Guidelines. Public events such as kick-off meetings, opening- and hand-over ceremonies will be carried out when and where applicable. The visibility action plan of the project should be submitted to the European Commission for approval before adoption

**Annex 3 to the AAP 2010 part 2 of the Thematic Programme for Cooperation with  
Third Countries in the field of Migration and Asylum**

**1. IDENTIFICATION**

Title/Number	<b>Strengthening capacities of Cape Verde to manage migration</b>		
Total cost	EU contribution: €2 million		
Aid method / Management mode	Project approach <b>Direct centralised management</b> The grant will be directly awarded to <i>SEF – Serviço de Estrangeiros e Fronteiras</i> (article 168(1)(f) of the Implementing Rules, article 110(1) of the Financial Regulation)		
DAC-code	13010	Sector	Population policy

**2. RATIONALE**

**2.1. Sector context**

The Declaration on Mobility Partnership between the EU and Cape Verde, which was signed on 4 June 2008, provides a framework for a close cooperation in the area of migration and asylum between Cape Verde on the one hand and the interested EU Member States and the European Commission on the other hand. A significant number of initiatives have been undertaken in the context of this partnership, encompassing all the aspects of the Global Approach to Migration, i.e., management of legal migration, prevention of irregular migration and enhancing synergies between migration and development. Two main priorities identified by Cape Verde were mobility issues and the fight against irregular migration.

One of the initiatives undertaken in the framework of the Partnership is the negotiation and signature of the Readmission and Visa Facilitation Agreements, which are current being negotiated.

According to the census in 2000 there were 80.000 Cape Verdeans residing in Portugal, 25.000 in France and 20.000 in the Netherlands.<sup>5</sup>

Member States with the biggest numbers of Cape Verdean citizens illegally entering or staying in the territory are Portugal, France and the Netherlands. According to data provided for by Member States, in 2007 1,242 Cape Verdean citizens in irregular situation were detected in the Portugal and 273 in France. The Netherlands informed the Commission that it has had 40 Cape Verdean citizens in their caseload (waiting for return) since the beginning of 2007. Spain issued 51 return decisions between 1 January and 30 June 2008. No Member State reported problems with execution of readmission. None of the Member States had available statistics on the number of third country citizens in irregular situation who have transited through Cape Verde.

According to a study carried out by the ICMPD quoting a FRONTEX document there are around 15.000 – 20.000 migrants in irregular situation in Cape Verde (around 4,5% of the

<sup>5</sup> Cape Verde – Needs Assessment in the Fields of Asylum and Migration, p. 31

population).<sup>6</sup> Between 2006 and 2008 more than 2.000 persons who entered Cape Verde illegally have been forced to return to their countries of origin (mostly ECOWAS countries)<sup>7</sup>. Cape Verde does not have formal readmission agreements with most of the countries of origin of migrants and there are no programs on reintegration of returnees.<sup>8</sup> There are no reception centres in Cape Verde to accommodate irregular migrants and upon arrival they are placed in temporary holding facilities inside police stations (in Praia) or army barracks at other locations. Irregular migrants are assisted by the Red Cross, the Health Services and the National Commission for Human Rights. The maximum period of detention is 1 month, although it is not stipulated by law.<sup>9</sup>

## 2.2. Lessons learnt

Experience shows that EU support to return and reintegration measures can play a crucial role, in particular in the context of the implementation of readmission agreements signed with countries whose migration management capacity is still weak.

For the previous years, the EU has funded several projects aiming at support voluntary return and socio-economic reintegration in countries of origin, in a number of countries and regions including the Western Balkans. This is the case of projects such as “Building on Mechanisms to effectively and Sustainably Implement Readmission Agreements between Albania, the EC and concerned third countries” and W.A.R.M. “Welcome Again: Reinsertion of Migrants” in Albania or the project "Support to the process of readmission through sustainable reintegration of returnees from Western Europe to Serbia and Montenegro". A number of projects aiming at promoting safe and dignified return, readmission and reintegration have also been funded in North Africa and Asia and Eastern Europe. The proposed action endeavours to take in consideration the lessons learnt with these and other projects, adapted to a different geographical region, migration history and context of a small archipelago state as Cape Verde.

The project will also build on the practices and lessons learnt from the implementation of the first projects adopted in the framework of the Mobility Partnership with Cape Verde, as well as the experience acquired in projects aiming at strengthening capacities to manage migration in general and data collection in particular.

## 2.3. Complementary actions

The present initiative takes other planned or ongoing actions into consideration and integrates their output. The envisaged initiative will draw on, provide input to and arrange for cross-fertilisation with ongoing actions, in particular:

- Activities carried out by **CAMPO** (Support centre for migrants in the country of origin), including Project 'Strengthening the Capacity of Cape Verde to Manage Labour and Return Migration within the Framework of the Mobility Partnership established with the EU (DCI-MIGR-2008-165 -065). Since one of the components of this projects deals also with providing information to and facilitation of reintegration of migrants returning to Cape Verde (although

---

<sup>6</sup> Cape Verde – Needs Assessment in the Fields of Asylum and Migration, p. 18.

<sup>7</sup> Ibid, p. 25

<sup>8</sup> Ibid

<sup>9</sup> Ibid, p. 21

it mainly refers to Cape Verdeans residing in Portugal, the two projects would have to be closely coordinated. One way to do it would be to involve CAMPO in the implementation of the present project. The activities of CAMPO could be extended geographically (for the moment the project deals with migrants returning from Portugal and, partly, Spain) to other interested Member States. In addition, CAMPO activities would also be extended to providing or coordinating of provision of assistance for the follow-up of 'return projects' of migrants.

- Preparation of the Migration Profile for Cape Verde in the Framework of the Project 'Migration Profiles in selected Countries in West and Central Africa: A tool for Strategic Policy development (MIGR/2007/129-824). The present project will be complementary to the migration profiles project mentioned above in that it will aim at strengthening the capacities of the competent Cape Verdean authorities to collect and analyse statistical data related to migration, which will serve updating the migration profile and using it as a policy-making tool.

## **2.4. Donor coordination**

The current project has been identified through an active process of consultation which involved all the EU Member States, as well as Cape Verde authorities, within the framework of the Mobility Partnership between the EU and Cape Verde.

Practically all the Member States signatories of the Mobility Partnership Joint Declaration between the EU and Cape Verde showed interest in the action and in participating actively in it. For the moment Portugal, Luxembourg, France and the Netherlands showed interest in participating in taking part. Portugal will take the lead as contractor and the main implementing partner.

The close coordination in the preparation of this project will continue, in particular under the Mobility Partnership Task Force and with the Cape Verdean authorities in Praia. It will also involve any other relevant actors in this area interested in participating, such as the IOM. The selected consortium will make every effort to ensure complementarity and possible synergies with other actions carried out in the same area.

## **3. DESCRIPTION**

### **3.1. Objectives**

#### *Overall objective*

To support the strengthening of capacities of Cape Verdean authorities and other stakeholders in migration management with a specific focus on return and reintegration issues and on data collection and analysis.

#### *Specific objectives*

- 1. To support and contribute to strengthening of capacities of competent authorities and civil society of Cape Verde as regards effective return and reintegration of migrants returning to Cape Verde**, also taking into account the future signature of a EU – Cape Verde readmission agreement;
- 2. To support capacities of the competent authorities and civil society in Cape Verde in developing a policy to address irregular migration** (both transiting and aiming at

Cape Verde), based on the respect of human rights and aiming at the sustainability of return to the countries of origin.

3. To support the **capacities of competent authorities in Cape Verde to collect and analyse information on migrations in Cape Verde** with a view to tailoring and sustaining migration management efforts and strategies in such areas as migration and development, integration, return and reintegration and fight against irregular migration.

### **3.2. Expected results and main activities**

#### ***Expected results***

1. Cape Verdean migrants in participating Member States are able to access relevant information on assistance possibilities when deciding to return to Cape Verde.
2. A number of returning Cape Verdean migrants in participating countries are provided with return and reintegration assistance.
3. A number of Third Country Citizens allowed to remain in Cape Verde are provided with assistance in their integration in Cape Verde.
4. Cape Verdean authorities and civil society are trained on providing of the assistance to returnees and the benefits they may bring to the local community.
5. Operational procedures for return of irregular migrants in Cape Verde to their country of origin and from other countries to Cape Verde are elaborated.
6. Relevant Cape Verdean authorities are trained in return and readmission procedures.
7. Strategy on cooperation with main countries of origin (including possible conclusion of Readmission Agreements) on return, reintegration and fight with illegal migration is elaborated.
8. Improved capacity of the Cape Verdean authorities to collect and analyse migration related data, with a view to the future updating of the migration profile and its use for policy development purposes.

#### ***Main activities (indicative):***

##### **Specific objective 1:**

1. Preparing a gap analysis with regard to the available support for returning migrants and improvements to be made in terms of modifying legislation, institutional support at the national and local level as well as existing civil society organizations supporting returning migrants.
2. Organizing an information campaign in the participating EU Member States on the possibility of return and reintegration assistance. Such activities are already partly foreseen in the framework of CAMPO with regard to migrants present in Portugal and Spain. They could be extended to other Member States participating in the Mobility Partnership.
3. Providing relevant return and reintegration related information prior the departure to potentially returning migrants on taxes, transfer of social benefits, etc.
4. Providing training for relevant authorities (at the national and local level) and civil society organizations on return counselling and assistance, including the development

of a individually tailored 'reintegration project' (can include setting up a business, pursuing education, training to improve their chances on the labour market, etc.) and monitoring of their reintegration projects upon return. The activities of CAMPO could be expanded in order to follow up of individual projects and monitor reintegration of returnees.

5. Assistance to returning migrants (Cape Verde nationals and Third Country Nationals that are allowed to remain in Cape Verde) in preparation of a 'reintegration project' plan (can include setting up a business, pursuing education, training to improve their chances on the labour market, etc.) and in the follow-up of the project throughout the duration of the project, and possibly beyond. The reintegration project should take into account experience, qualifications and expectations of the returnee when identifying suitable opportunities for him/her. Some activities on providing assistance to returning migrants are already foreseen in the framework of CAMPO but they could be expanded, in particular by including assistance to and follow-up of individual reintegration projects (possibility of financing of setting up of individual projects will be examined).

### **Specific objective 2**

6. To support Cape Verdean authorities in identifying needs and challenges and in formulating priorities and procedures for a return/readmission policy with relevant countries in the region based on the full respect of human rights, and exploring the possibility of setting up of assistance schemes addressing returnees.
7. Training the relevant authorities on the issues related to the prevention and fight against irregular migration, in particular return and readmission procedures.
8. To support Cape Verdean authorities in improving reception conditions for irregular migrants.

### **Specific objective 3:**

9. Providing logistical support and equipment for the collection of primary and secondary data on migrants residing in Cape Verde.
10. Promoting training of competent authorities in collection, compilation, analysis and dissemination of gathered data.
11. Setting up of a Migration Research and Analysis Centre, possibly linked to the Inter-Ministerial Commission on Migration, which will serve as a principal entity for gathering and exchanging of information with all national and international stakeholders, as well as for producing and analysing statistics, updating migration profile and measuring the impact of migration on development.

### **3.3. Risks and assumptions**

The success of this action depends primarily on its ownership and commitment of the Cape Verde authorities. The government of Cape Verde showed a strong interest in the action and Cape Verde institutions will be the main beneficiaries and implementing partners of the project. The previous experience of cooperation activities with Cape Verde show that its government is a reliable and trustworthy partner fully committed to the country development

and to work closely with the EU also in the area of migration and asylum. The Special Partnership between the EU and Cape Verde is testimony to this fruitful cooperation.

The Action forms an important part of the long-term process of the Mobility Partnership with Cape Verde, and therefore it is of interest of the EU Member States, the Commission and Cape Verde partners to assure the sustainability of the commitments taken in this process.

A crucial condition for the success of the project is that all the parties involved play a proactive role. One key assumption is that the participating Member States will be proactive in providing support for Cape Verde returnees as regards information and concrete training proposals. On the side of the government of Cape Verde, its commitment to improve its migration management in a comprehensive manner, provide support to returnees and address the illegal migratory flows towards and transiting through the archipelago is equally important.

Limited human capacities within the relevant institutions could hamper the impact of the Action. In order to limit this risk the project activities should be designed as much as possible as a continuation of previous activities.

Coordination among project activities and the commitments envisaged under the Joint Declaration on a Mobility Partnership between the European Union and Cape Verde will require considerable efforts throughout the implementation of the project. In this respect the setting up of a consortium among institutional stakeholders appears to be the most suitable form to ensure coordination and maximise the results.

As always, the success of a project dealing with the return and reintegration of migrants to their country of origin depends on the political and economic developments in the country. Cape Verde, as a stable and relatively well governed democracy, offers some guarantee that such process will be well conducted. However, as a country with very few natural resources, Cape Verde economy is also much dependent on the improvement of the global economic context.

### **3.4. Crosscutting Issues**

The project will take in consideration issues like gender equality, good governance and human rights.

### **3.5. Stakeholders**

Current and potential returnees will benefit from the action through harnessing the development potentials of return and circular migration flows.

Local Cape Verdean communities will benefit from the action as the returning migrants who will be assisted in their reintegration will contribute to the local development through their personal reintegration projects.

Third country migrants will benefit from the improvement of the country's reception capacities.

The Cape Verde authorities will benefit from the capacity building and institutional support provided by the action, including in the field of data collection and analysis.

EU Member States will also benefit from the project by improving their cooperation with Cape Verde and better addressing the problem of migratory flows coming from and through that country.



**Target group(s):**

1. Cape Verdean authorities (both central and local) in Cape Verde and participating Member States responsible for return and reintegration, as well as for data collection and analysis
2. Civil society actors in the migration and employment field in Cape Verde and in participating EU Member States.
3. Returning Cape Verde nationals, Cape Verde diaspora, communities of settlement upon return.
4. Irregular migrants and legal residents from Third Countries in Cape Verde.
5. Private sector actors: business associations, trade unions, banking sector.

**4. IMPLEMENTATION ISSUES****4.1. Implementation method**

The Action will be implemented through a Grant Contract to *SEF – Serviço de Estrangeiros e Fronteiras* ), as leader of the consortium, on the basis of Article 168.1.(f) of Implementing Rules of the Financial Regulation, in consortium with other partner Member States, namely France, The Netherlands (Ministries will be identified at a later stage), Luxembourg and Cape Verde.

The action consists of several components involving numerous partners and thus necessitates a tailor-made approach which would be difficult to achieve in the framework of a call for proposals. Moreover, it aims at strengthening the cooperation between Cape Verde and several participating EU Member States and thus can best be achieved if the partners are the States themselves. The choice of SEF-Serviço de Estrangeiros e Fronteiras as the implementing partner is justified by the fact that Portugal is the main destination country for Cape Verdean migrants and has also the highest rate of Cape Verdeans residing irregularly. SEF is the Portuguese institution competent for implementation of the Portuguese migration policy, including cooperation with third countries in the area of migration. SEF has also experience in implementing projects financed by the Community, including in Cape Verde in the framework of the Thematic Programme on Migration and Asylum.

For the implementation of this Action, the contractor and remaining members of the consortium will be assisted by a steering committee, composed by representatives from the target country, Cape Verde, as well as from each of the EU Member States' agencies involved in the project and the European Commission. The Steering Committee will decide on the main orientation and strategic choices that might be necessary to adjust the project to current circumstances and will be assisted, if necessary, by experts recruited for technical advice.

The Steering Committee will in principle meet twice a year, but the frequency of its meeting can be increased or reduced as necessary.

**4.2. Procurement and grant award procedures**

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

### 4.3. Budget and calendar

The Action will be financed by the European Commission with a contribution of maximum 2 million EURO corresponding to the total of its eligible costs.

The operational duration of the Action is **36** months.

<b>Indicative breakdown of overall amount by main components (to be further detailed in the elaboration of the project document)</b>	
<b>Objective 1: support capacities of competent authorities and civil society in Cape Verde to support effective return and reintegration of migrants returning to Cape Verde;</b>	€950,000
<b>Objective 2: support capacities of the competent authorities and civil society in Cape Verde in developing a policy to address irregular migration</b>	€550,000
<b>Objective 3 support the capacities of competent authorities in Cape Verde to collect and analyse information on migrants residing in Cape Verde</b>	€250,000
<i>Visibility</i>	€30,000
<i>Audit and External Evaluation</i>	€40,000
<i>Contingency (max 5%)</i>	€50,000
<i>Administrative costs (max 7%)</i>	€130,000
<b>TOTAL</b>	<b>€2,000,000</b>

### 4.4. Performance monitoring

Performance monitoring will be ensured through strict reporting requirements, regular debriefings and the full involvement of the steering committee in the planning process.

The performance of the implementation of the Action will be measured notably on the basis of the following indicators, which will be further specified and detailed in the log frame:

- Number of information campaigns to inform migrants on opportunities and support to their return to the country of origin;
- Number of returning migrants trained/informed about job and business opportunities in their country of origin;
- Number migrants assisted before and after the return to Cape Verde
- Number of business and initiatives started by returning migrants in their country of origin
- Number of trainings, study visits, handbooks carried out with Cape Verdean authorities
- Statistical data on migrants collected by the Cape Verde authorities

### 4.5. Evaluation and audit

A mid-term and external final evaluation may take place, and will be catered for under the project budget. Additional external evaluations and audits might also be carried out by independent consultants recruited directly by the Commission in accordance with EU rules and procedures and in line with specifically established terms of reference.

#### **4.6. Communication and visibility**

Adequate communication and visibility of the Action will be carried out by the Implementing Partner via widespread dissemination of project achievements and results in line with the EC Visibility Guidelines. Public events such as kick-off meetings, opening- and hand-over ceremonies will be carried out when and where applicable.

**Annex 4 to the AAP 2010 part 2 of the Thematic Programme for Cooperation with Third Countries in the field of Migration and Asylum**

**1. IDENTIFICATION**

Title/Number	<b>Strengthening the dialogue and cooperation between the EU and Latin America and the Caribbean (LAC) to establish management models on migration and development policies</b>		
Total cost	EU contribution: €3 million		
Aid method / Method of implementation	<b>Project approach</b> Joint management with an international organisation (IOM)		
DAC-code	13010	Sector	Population policy

**2. RATIONALE**

**2.1. Sector context**

Migration has acquired high political sensitivity in the EU-LAC relations in recent years and has affected the EU-LAC Strategic Partnership in a profound way. Both regions are currently actively involved in further developing their dialogue on migration as well as enhancing cooperation in this area, underpinned by the various instruments available such as the Thematic Programme for Cooperation with Third Countries on Migration and Asylum.

For the EU, the European Pact on Immigration and Asylum and the Global Approach to Migration constitute the reference for the bi-regional Dialogue on Migration between the EU and LAC.

In its 5<sup>th</sup> Summit held in Lima in May 2008, the Heads of State and Government of the countries of the European Union (EU) and of Latin American and the Caribbean (LAC) held the topic of migration high on their agenda and emphasised a series of defining characteristics of the EU-LAC relation on migration. Not least, it called for the further development of a Structured and Comprehensive Dialogue on migration from LAC to the EU.

On 30 June 2009 the EU-LAC Structured Dialogue on Migration was launched in Brussels, with the objective of identifying common challenges and areas for mutual cooperation, as well as building a stronger evidence base for EU-LAC migration in order to better understand its realities, based on the principle of shared responsibility, strengthening our commitment and willingness to discuss migration issues. The identified areas of dialogue are the link between migration and development, regular migration and irregular migration. A first EU-LAC High Level Migration Meeting was organised on 25 September 2009 in Brussels, with the discussion on the synergies between migration and development and the role of remittances as a tool for the development of migrant's communities of origin.

On the premise of defining a model of shared management of migration between the EU and LAC, the current project will focus on as the following areas: capacity building, legal migration and migration and development, with special focus on the latter. The project would contribute to analyzing migration policies and trends within LAC, and making best use of EU available tools addressed to the region, in particular as regards the promotion of employment policies, strategies for social reintegration and for the productive investment of remittances,

and the mobilisation of Diasporas for the economic development of their countries of origin in general. It would also seek to strengthen capacity-building of migration management structures, in order to achieve a better understanding of the phenomenon and a better policymaking.

### **Lessons learnt**

The EU-LAC Dialogue on migration was launched in June 2009, one year after the Lima Summit. While a first High Level Migration Meeting already took place in September 2009, the Dialogue has yet to deliver concrete results in terms of proving its ability to boost the relationship between the two regions and to help understanding and supporting each other's policies. In this respect, technical measures need to be envisaged in order to improve the flow of information and expertise between countries from the two regions. Particular attention needs to be paid to offering best opportunities for migrants' remittances to be used as personal flows that could help either reinsertion into national labour market or better supporting development needs of the local communities.

Such projects and expertise do not have to be built from scratch. Numerous World Bank IDB/MIF, IFAD, the Inter-American Dialogue and ECLAC (Economic Commission for Latin America and the Caribbeans) studies have been carried out in the field of remittances flows and point out both the positive effects they bring by significantly contributing to the GDP of many origin countries, limited by the non-productive use of the great majority of those funds, as well as, in some case, the perverse social effects it could create (e.g. school drop out, disinterest of young people in engaging in productive activities etc). There is a clear need for a better channelling of such inflows, to help address the social development of local communities and to replicate successful models like the "3 por 1" in Mexico or the "Fondo de Garantia" in Colombia.

The International Organization for Migration (IOM) has produced, to date, three migration profiles for Ecuador, Argentina and Colombia. While this work has been very useful for better understanding the current status of human mobility in these countries, work has to be continued and put on a permanent basis in order to ensure that local governments and regional institutions keep a thorough track of their population movements and envisage means to make best use of migration's potential, while minimizing its impact in terms of loss of labour skills.

### **2.2. Complementary actions**

The project contributes to the setting up of a more solid cooperation between the EU and LAC countries. It builds on and complements other initiatives funded by the EU through the Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum, in particular in the area of migration and development, such as the projects: "Migration of Health Professionals between Latin America and Europe: analysis and generation of opportunities for shared development", implemented by the Escuela Andaluza de Salud Publica SA, "Supporting Regional Integration through Improved Migration Management in Central America", implemented by the International Organization for Migration or "Création d'incubateurs de diasporas des savoirs pour l'Amérique Latine (CIDESAL)", implemented by the Institut de Recherche pour le Développement, or the projects implemented in Ecuador and Jamaica in the frame of the EC-UNDP Global Initiative for Migration and Development.

In the Caribbean, the project will try to ensure complementarity with actions undertaken through the ACP Migration Facility, especially in the two pilot countries for the region, Haiti and Trinidad and Tobago.

### **2.3. Donor coordination**

This project is conceived to support the current Dialogue on migration between the European Union and the Latin America and the Caribbean, while adding some concrete technical expertise measures to it.

Regional organisations and integration process in Latin America and the Caribbean will need to be involved in order to build expertise in terms of intra and inter-regional cooperation in the field of migration management. Central America, Andean Community, Mercosur and Caribbean cooperation processes will seek to be involved, as well as the already existing regional fora and organisations for cooperation in the field of migration management (Regional Conference for Migration, Conferencia Sudamericana sobre Migraciones, Observatorio Sudamericano de Migraciones etc)

Donor coordination must also be ensured in respect to activities undertaken by member states in the region (mainly Spanish cooperation) and with the programs developed by other major donors, especially United States, Canada and International Organisations.

## **3. DESCRIPTION**

### *Intervention strategy*

#### **Principles:**

Experience shows that partnership and dialogue on migration issues should be based on three core principles:

**Trust** is at the basis of each dialogue and has to be fostered through meetings (where people ‘physically’ meet), networking and information exchange throughout the process.

**Ownership** is at the heart of trust-building, especially in a state driven setting. In order for stakeholders to appropriate themselves the process and the design of activities, existing structures have to be strengthened and used.

**Relevance** of the process has to be ensured through the quality and impact of the individual activities.

#### **Intervention Logic**

The project will be following a multiphase approach effectively enabling stakeholders ownership and encompassing three main components.

The main area of intervention is meant to address the need for strengthened capacity within LAC, in order to allow for a strong evidence basis for our current Dialogue. Better equipped national structures on the LAC side, able to lead a full data collection-analysis-evaluation process on population movements will contribute to developing our bi-regional Dialogue and direct the debate on the most relevant points.

On a second intervention area, the issue of remittances will be addressed, given the amplitude of the phenomenon and its social impact, in particular on local, small communities. Action is needed to raise awareness of both the population and the local financial institutions on the synergic ways in which mutually beneficial activities could be carried out, based on already identified good practices developed in the region. Tools will need to be conceived in order to better understanding the impact thereof.

Thirdly, the regional organisations and integration processes will seek to be involved, in order to strengthen their involvement and leadership both in intra-regional affairs, as well as in the cooperation between their respective regions and EU.

### **Intervention Approach:**

In order to combine flexibility with structure, the **stakeholders of the EU-LAC Structured Dialogue play an important role** in determining the geographic and thematic scope of activities. To ensure the flexibility and appropriateness of the approach, the following core elements will underpin the use of the available resources under this project:

- The project is designed as a structured, but **open cooperation**, so that an unfolding dynamic can be also beneficial for other actions and stakeholders on the LAC, while drawing on the existing experiences.
- Activities to be implemented, and the pilot countries for the implementation, will be **defined in more detail by a Steering Committee composed by the European Commission, and the project main implementing organisation and its partners** on an annual basis, taking also into account the discussions in the framework of the EU-LAC High Level Dialogue on Migration. In this respect, information on the developments of the project will be regularly presented in the Dialogue.
- A light support mechanism will provide for the organisation of activities, information dissemination, back up of the key stakeholders and on-going information exchanges in the framework of the follow-up of the various meetings organised. **Expert partners (NGOs, researchers, etc.)**, especially those based in Latin America and Caribbean, will further strengthen the quality and impact of each individual activity.

### **3.1. Objectives**

#### *Overall objective*

- As a concrete and tangible result of the EU-LAC dialogue on migration, to launch a process of cooperation between EU and LAC and to start building regional capacity within LAC for a permanent exchange of information and good practices between interested countries in the region, as well as between these countries and EU.

As *specific objectives*, the project should envisage to:

1. **Promote better knowledge on migration flows** via data collection, especially for countries with significant migration towards the EU, including the training and capacity building of national administrations to produce and update data and analyses;
2. **Promote sound migration management and social and economic reintegration policies** for migrants returning in their communities of origin;

3. Support actions aiming at facilitating **the productive investment of remittances** by enhancing the capacity of recipient communities to make best use of these monetary flows, and involving Diaspora organisations in local development strategies.

### 3.2. Expected results and main activities

#### *Expected results*

1. Detailed knowledge has been acquired on the **migration situation of the LAC countries** in what regards intra-regional flows and in particular on countries which are the main sources of migration towards the EU.
2. Capacity has been improved within national and regional structures for **production and updating of data collection on migration**, based on the experience of the ECLAC in that field.
3. Strategies have been designed to **capitalize on the expertise acquired by migrants** during the migratory process in the countries of origin (training / employment-migration).
4. Institutional capacity is enhanced in origin countries to ensure that potential/returned migrants are better informed of local **employment opportunities**.
5. Tools have been designed in order to more effectively **link remittances with development of local communities**, including via the facilitated involvement of Diaspora in development efforts.

#### *Main activities*

1. In order to strengthen **data collection on migration** for countries with significant migration towards the EU, building upon existing tools such as the Migration Profiles and with the aim of further developing those tools, the following activities could be envisaged:

a) Developing of data collection on migration of the major LAC countries of origin, including:

- Establishing a map on the origin and destination of migration from LAC to the EU.
- Elaborating a qualitative map of the productive (economic activity) of the departure areas of migrants (South-South) or (South-North).

b) Training for trainers in immigration services, for the collection and sharing of information useful in the knowledge of the migration reality.

c) Elaborating a feasibility study to assist national and regional authorities in coordinating the collection of migration data and sharing of information.

- Elaborating a feasibility study for designing a standard model of national or regional Observatory(ies) on migration with the aim of linking and strengthening the already existing ones.

2. **Building capacity for promoting sound migration management and reintegration policies** for migrants will entail extensive exchange of experience between relevant EU and LAC services in the field of labour policy and could involve the following activities:



- Administrative Capacity building through training courses on specific migration management topics in pilot countries.
- Training/Internship of civil servants (with a maximum of 3 months) in countries where successful practices have been identified by the institutions that regulate the migration policy
- Designing of a methodological tool to assist to the improvement of the administrative capacities of the national institutions responsible for migration policies (job description, skills, Action Plan, avoiding brain-drain, etc).
- Developing a manual of procedures that defines a modus operandi for the coordination of all actions that have a migration component.
- Elaborating a labour market assessment in selected origin countries, in order to support the design of public policies aiming at economic reintegration of returning migrants.
- Designing training courses for public services in charge of labour/employment on the design of employment generating strategies that provide for the return of the skills acquired by migrants in the destination country ("métiers porteurs").

This training is broken into two sub-actions:

- ü Training courses with international institutions like the ILO
  - ü Internships with a maximum of 3 months.
- Launching a pilot project in selected countries that will generate employment in LAC by capitalizing on the skills acquired by migrants during their stay in other country. Example: establish a project focused on rural tourism in the departure areas of migrants.

**3. The creation of conditions necessary for **facilitating the productive investment of remittances**** will be pursued by means of enhancing the capacity of recipient communities to make best use of these monetary flows, as well as the general contribution of migrants to their local communities. This component could foresee the implementation of the following activities:

- Designing a methodological tool/manual of best practices for valorising remittances in favour of socio-economic development in the country of origin, based on already identified good practices in the region.
- Elaboration of a SWOT (strengths, weaknesses, opportunities, threats) diagnosis to identify possible difficulties and problems in the implementation of existing programmes.
- Encouraging links between remittances and the provision of diversified and cheap financial services. In the first phase, a number of pilot projects could be launched at local level in selected countries with the purpose of putting together banks, other financial institutions, civil society organizations and local authorities in order to

envisage means of redirecting remittance from purely consumption purposes to access to micro-credit or any form of investment.

- Implementing a pilot initiative in selected countries to help reintegration through investment of remittances in productive activities. Particular focus will be given to support micro-business plans.
- Strengthen Diasporas association's networks and raise awareness among them about their potential involvement in their home countries development .

### **3.3. Risks and assumptions**

The success of the EU-LAC Dialogue and of the activities developed as a result of it depends to a large extent on the commitment shown by targeted states to get involved and cooperate both among themselves as well as with the EU member states.

Migration remains a sensitive topic for LAC and EU states and it cannot be excluded that polemics on certain topics appear with the potential to spoil the overall Dialogue. This risk can be overcome through demonstrated ownership and permanent involvement and information.

### **3.4. Crosscutting Issues**

Migration touches upon a number of cross-cutting issues, especially in a development context. The range of activities to be organised will partly address issues related to human rights (rights of migrants, trafficking in human beings). The feminization of migration issues is a well documented phenomenon and will figure in the activities to be implemented, as well as the impact of climate change on migration flows in the more vulnerable areas of the region.

### **3.5. Stakeholders**

The Dialogue to be supported is a **state owned and driven process** where LAC and EU states, and the European Commission as well as intergovernmental organisations are the main actors. The stakeholders will draw upon the experience of IOM and FIIAPP (Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas) supported by the Spanish Ministry of Foreign Affairs and Cooperation, with regard to the facilitation of the activities to be implemented by the stakeholders. Expert partners (organisations, networks, individuals) will contribute to each envisaged activity and possibly a series of activities with a **particular emphasis on expert partners stemming from or based in LAC countries**.

**The European Commission and the EU and LAC member states are the key stakeholders of the process**, who determine how and when the support activities facilitated by IOM and FIIAPP and any other partner will be implemented. The relevant regional cooperation structures will need to be coordinated with.

**Stakeholders of the Process:**

- European Commission and EU Member States
- Latin American and Caribbean states
- Regional organisations and integration process of LAC (Central America Integration System SICA, Andean Community CAN, RCM, MERCOSUR, CARIFORUM)
- International organisations: IADB and ECLAC

**Facilitators of the Process:** IOM and FIIAPP, in cooperation with other European or LAC partner(s)

**Expert partners:** NGO and research community

#### **4. IMPLEMENTATION ISSUES**

##### **4.1. Method of implementation**

The overall project management scheme will reflect the general approach of the project, i.e. to promote better knowledge on migration flows, sound migration management, social and economic reintegration policies, and to facilitate the productive investment of remittances. This will involve *inter alia*:

- Establishment of the project team
- Definition of the project steering committee, which will designate the pilot countries for the main activities
- Regular contacts with the co-presidencies of the EU-LAC Dialogue and the European Commission in order to ensure open communication channels to act swiftly upon request
- Establishment of internal and external evaluation mechanisms

This action will be implemented through a joint management agreement with the International Organisation for Migration (IOM). IOM will implement this project in close partnership with Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas (FIIAPP) and in coordination with the key stakeholders of the EU-LAC Dialogue, especially the EU and LAC regional consultative processes.

IOM is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners. With 127 member states (including all EU MS and LA countries), a further 17 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants. IOM acts to assist in meeting the operational challenges of migration, to advance understanding of migration issues, to encourage social and economic development through migration and to uphold the human dignity and well-being of migrants.

In the LAC region IOM has a longstanding cooperation with governments and has been involved in operational pilot projects in key areas focusing on strengthening the capacities of LAC governments to manage migration in a way that contributes to development since the 1970s. Among some of its most recent activities in the LAC region funded by the EU, the AENEAS-funded project on “Temporary and Circular Labour Migration Between Colombia and Spain: A Model for Replication and Consolidation”, has facilitated the migration of agricultural workers from vulnerable communities in Colombia to Spain, ensures their on-site training in agricultural techniques and project development to ensure that their return is sustainable and contributes to community development, and also provides co-funding for migrants’ development projects on return. IOM has also initiated a project on studying the possibility of engaging South American diasporas residing in Italy in the development of their countries of origin based on skills return through short-term returns to their countries of origin.

FIIAPP is a Spanish public foundation that works at the service of the public sector and mobilizes civil servants' know-how and the good practices inherent in Spanish Public Administrations at an international level. Its Board is chaired by the First Vice-president of the Government and its Steering Committee by the Secretary of State for International Cooperation. FIIAPP as an implementing body of the Spanish Cooperation Funds – with several contributions to the LAC countries on a bilateral basis until now - has extensive experience in facilitating dialogue between states, built on trust, ownership and relevance, and has facilitated in practical and thematic terms the process of Rabat leading to the Paris ministerial conference and its follow-up. Besides, in Latin America, FIIAPP has coordinated the EUROSOCIAL (2005-2009) programme, where 866 institutions were implied (it has coordinated €3 million in the Coordination Office and 8M€ in the Justice Sector); and it is also remarkable its partnership with the Diputacion of Barcelona, leader of the URB-AL (2009-2012) programme with a budget of €3 million

IOM and FIIAPP, working together under the IOM leadership, have been chosen for the reasons below:

- Ø Dispose of the necessary thematic and geographic knowledge to be able to act efficiently as facilitators and back stoppers, to suggest, design and organise relevant activities and to keep the necessary flow of information ongoing.
- Ø Recognize themselves as facilitators in processes which are state driven, as state actors<sup>10</sup> have the primary role in the management of migration flows and in the dialogue on migration issues.
- Ø Have a track record of implementing projects by partnering with a wide range of organisations in order to best serve identified needs. This strategy ensures well defined roles for stakeholders during the implementation of projects and responds to the quest for flexibility by donors.

Given the continuously developing discussions within the Dialogue (e.g. change of co-presidency), it will be decided prior to contracting, whether a third organisation should be added, or whether the complexities and diversity of the LAC dimension is best reflected through partnering with different organisations, networks, institutes as required by the different activities and advised by the key stakeholders.

IOM will be the contracting party, through the signature of a Standard Contribution Agreement. IOM in close partnership with FIIAPP will ensure the overall coordination of the project.

#### **4.2. Procurement and grant award procedures**

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents lay down and published by the IOM.

#### **4.3. Budget and calendar**

Duration: 36 months, approximate start in June 2010 (4 months inception phase, 30 months implementation phase, 2 months closing phase)

The Action will be financed by the European Commission with a contribution of up to €3 million.

---

<sup>10</sup> Obviously, other actors such as civil society, private sector, etc also affect migration flows.

The operational duration of the Action is **36** months.

<b>Indicative breakdown of overall amount by main objective</b>	
Objective 1: Migration Data	<b>€550 000</b>
Objective 2: Migration Management and reintegration policies	<b>€1,200,000</b>
Objective 3: Remittances and development	<b>€850,000</b>
Audit	<b>€50,000</b>
External Final Evaluation	<b>€100,000</b>
Visibility actions	<b>€50,000</b>
Contingency (max 5%)	<b>€10,000</b>
Administrative costs (max 7%)	<b>€190,000</b>
<b>Total</b>	<b>€3,000,000</b>

#### **4.4. Performance monitoring**

Indicators to be *inter alia* used:

Result oriented indicators

- Number of country migration profile studies, as well as the other abovementioned feasibility studies, effectively conducted from both the LAC and the EU side.
- Number of training sessions and other capacity building activities provided.
- Evaluation of trained civil servants perception about operational outcomes of their training sessions.
- Number of coordination meetings between administrations working on migration issues compared to the situation *ex ante*.
- Number of reports, studies, methodological tools, manuals and maps produced and circulated.
- Number of pilot projects successfully launched and running for creating new job opportunities for returning migrants and facilitating local development projects funded through remittances.
- Number of meetings effectively conducted compared to the overall/annual work plan
- Ratio and geographical spread of actual participants compared to those originally invited and actually having attended the whole meeting
- Quality of meetings and discussions assessed through evaluation forms

- Number of small business created by returning migrants with the support of financial institutions, as a result of the mediation of this project.
- Number of returning migrant trained/retrained/ informed about migration possibilities and job offers.

#### Output oriented indicators

- Fulfilment of AWP objectives of Migration Administrations compared to the situation ex ante.
- Independent evaluation of the evolution of the data collection and analysis process in selected countries.
- Evaluation of the perception of relevant diaspora associations about development and productive activities in their home countries through qualitative survey.
- Number of new employment generating strategies implemented.

#### **4.5. Evaluation and audit**

A mid-term and external final evaluation as well as mid-term and final external expenditure verification will be catered for under the project budget. Additional external evaluations and audits might also be carried out by independent consultants recruited directly by the Commission in accordance with EU rules and procedures and in line with specifically established terms of reference.

#### **4.6. Communication and visibility**

Adequate communication and visibility of the Action will be carried out by the Implementing Partner via widespread dissemination of project achievements and results in line with the EC Visibility Guidelines. Public events such as kick-off meetings, opening- and hand-over ceremonies will be carried out when and where applicable.

**Annex 5 to the AAP 2010 part 2 of the Thematic Programme for Cooperation with Third Countries in the field of Migration and Asylum**

**1. IDENTIFICATION**

Title/Number	<b>Regional Protection Programmes (RPPs) in North Africa, Tanzania and Eastern Europe</b>		
Total cost	EU contribution: €6,631,627.86		
Aid method / Method of implementation	<b>Project approach</b> <i>Joint management with an International Organisation: UNCHR</i>		
DAC-code	72010	Sector	MIGRATION

**2. RATIONALE**

**2.1. Sector context**

The present action reflects one of the objectives of the Thematic Programme on Migration and Asylum, namely to support asylum capacities and the delivery of protection and assistance to refugees in third countries, as laid down in the DCI Regulation and the Thematic Programme Strategy Paper. In addition, the action reflects the objectives and scope of Regional Protection Programmes, as established in the 2005 Communication on Regional Protection Programmes.

**North Africa**

In North Africa much remains to be done to enhance dialogue on asylum and the delivery of refugee protection. The protection space remains weak. National asylum systems do not exist. The entry, stay and exit of asylum seekers and refugees are governed by the relevant legislation for foreigners. While there are countries (Algeria, Morocco) that refer to the 1951 Convention in their national legislation related to foreigners, this has not been translated into the national body of law and therefore does not have any effect in practice. Thus, although there may be a reference to the 1951 Convention there are no guarantees that a refugee will not be subject to *refoulement* due to lack of residence permit. Indeed arrests, deportations and *refoulement* of persons of concern are happening regularly. These are usually mitigated through various innovative activities e.g. establishment of a lawyers' network, and direct interventions by UNHCR protection staff in police stations to reverse orders of arrest and removal.

As a result, the refugee status determination in North Africa is conducted entirely by UNHCR. Throughout the region UNHCR has credible and reliable RSD procedures in place and the claims of asylum seekers and refugees registered with UNHCR get a fair treatment according to UNHCR rules and procedures (Mandate, 1951 Convention, Excom conclusions, etc). With a reinforced and stabilized presence of UNHCR in the region, particularly of protection staff, as a result of projects implemented during the last few years, the previous years' backlog of Refugee Status Determination (RSD) cases is now decreasing.

Platforms for cooperation with the national authorities have also been established; UNHCR has contact with at least one governmental interlocutor in the Ministry of Foreign Affairs and

in some cases the platform has become more diversified also including departments of the Ministry of Interior. In other areas however, the degree of progress is more modest so far.

The vulnerability of asylum seekers and refugees in North Africa is reflected in the sphere of livelihood and durable solutions. The lack of right to work coupled with the lack of residency permit is a combination that does not foster prospects for durable local integration. Xenophobia vis-à-vis Sub-Saharan Africans is a widespread phenomenon among the population in North Africa, which at times amounts to racism. This is an obstacle that should not be underestimated; to address it will require groundbreaking changes in the perceptions of the North African societies.

This problem is particularly acute in Libya and Egypt, countries with huge numbers of mixed migratory flows where, despite the efforts made by UNHCR very often with support from the EU, refugees and asylum seekers are particularly exposed to low levels of protection.

### ***1. Libya***

Libya is a party to the 1969 Organisation of Africa Unity (OAU) Convention Relating to Certain Aspects of Refugee Issues in Africa but has not acceded to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol. There is no national asylum system in place to regulate the registration, protection, reception and assistance to asylum seekers and refugees. In the absence of such a system, and although there is no formal agreement between UNHCR and the Libyan government with respect to UNHCR's presence and activities, all asylum related activities, such as registration, refugee status determination and provision of assistance, are carried out by UNHCR. Presently, there are over 8,300 refugees and some 2,500 asylum seekers registered with UNHCR in Libya (including Palestinians, Iraqis, Somalis, Sudanese, Eritreans and others). Together with partner organizations and governments, UNHCR is seeking to build Libya's capacity to address refugee protection needs and to deal with the very large mixed migratory flows with which Libya is confronted.

### ***2. Egypt***

Although Egypt is a signatory to the 1951 Convention Relating to the Status of Refugees its 1967 Protocol, and the 1969 OAU Convention Relating to Certain Aspects of Refugee Issues in Africa, it has not yet developed domestic procedures and institutions for asylum, leaving UNHCR to continue to bear the bulk of the responsibility for protection and assistance related activities in the country, which is not expected to change in the foreseeable future. The situation of refugees and asylum seekers in Egypt is characterized by increasingly difficult socio-economic conditions, poverty and a sensitive political and security environment. These problems are caused by the restrictions placed by the Government on access to employment, access to public schools and the lack of access to affordable health care. UNHCR and its partners therefore support refugees and asylum-seekers, particularly the most vulnerable, to meet their basic needs, to access affordable health-care and to access education.

### ***3. Tunisia***

Tunisia has acceded to the 1951 Convention Relating to the Status of Refugees in 1957 and its protocol in 1968. It has also ratified the OAU Convention in 1989. Nevertheless, it still does not have a functioning asylum system, nor has a national asylum law been enacted. UNHCR therefore continues to carry out refugee status determination and to identify durable solutions for refugees. Entry into Tunisia for persons wishing to seek asylum is restricted and UNHCR has no access to detention centres or the border area.

### **Tanzania**

The internal conflict in Burundi in 1972 drove hundreds of thousands out of the country. A great majority of them fled into Tanzania and were hosted in settlements of Ulyankulu



(Tabora Region) and Katumba, Mishamo (Rukwa Region); commonly known as Tanzania's 'Old Settlements'. As refugees eventually became agriculturally self-sufficient, the involvement of the international community ended in 1985 when the settlements were handed over to the Government. In 2007, the Government of Tanzania indicated its decision to end this protracted refugee situation. The Tanzania Comprehensive Solutions Strategy (TANCOSS) was developed with three principal components: Pillar I: Voluntary Repatriation to Burundi (for some 53,600 people who opted to repatriate); Pillar II: Naturalisation of 165,000 refugees (about 32,000 families) who have expressed a desire to remain in Tanzania; and Pillar III: Socio-economic integration of the newly naturalized Tanzanians. The international community recognizes this unprecedented decision to naturalise and locally integrate refugees as a possible model for similar durable solutions to protracted refugee situations elsewhere.

After the completion of the naturalisation process (expected end of 2009) much will need to be done to ensure a smooth local integration process. The Government of Tanzania had expressed its desire to depopulate the settlements and to rehabilitate these areas and/or make them available for future investment. Movement of all the 32,000 families out of the settlements is expected to take at least two years starting from January 2010 until the end of 2011.

Through the first phase of the Regional Protection Programme the EU contributed to strengthening protection capacity, providing support for the repatriated Burundians, and for the integration of Burundians staying in Tanzania that were being naturalised. As part of the initial UNHCR Special Appeal for the Old Settlements programme, the EU contributed to the naturalisation of part of the population through environmental works to rehabilitate some of the areas they have been dwelling in, as requested by Government and also, for the significantly larger part of the contribution, to the rehabilitation and upgrading of school facilities - children and youth being the critical point of interaction between the newly-naturalised and local Tanzanians for establishing a shared sense of future together. These interventions have been in the Regions currently hosting the refugees and are intended to benefit in equal part the local Tanzanian population and those among the newly-naturalised who would remain within the Regions (several thousand families in each Region). During the coming period half of the newly-naturalised are expected to begin their move to other Regions in the country and the critical social infrastructure needs to be put in place at those destinations. Also under the first phase of the Regional Protection Programme, as a response to the increasing resettlement needs in the region, UNHCR identified a certain number of refugees to be resettled in third countries.<sup>11</sup> In its Proposal for the establishment of a joint EU Resettlement Programme in its Communication of 2 September 2009, the Commission also aims to increase the solidarity with third countries through resettlement.

The proposed second phase will build on the activities and results achieved so far and complete gaps in areas such as integration and education.

## **Eastern Europe**

Belarus, Moldova and Ukraine face considerable challenges with regard to refugee protection in the context of mixed migration. Although governments of the three countries have been making considerable efforts in managing refugee and migration issues, Belarus, Moldova and

---

<sup>11</sup> Resettlement is understood as the transfer of refugees from the first country of asylum to a third country where permanent protection is provided.

Ukraine still lack comprehensive and protection-oriented migration systems. Recognizing the need for external support, the first phase of the Regional Protection Project is presently under implementation and its activities are being carried out in line with its work plan. The main protection issues identified by UNHCR in Belarus, Moldova and Ukraine can be detailed as following:

1) Lack of well-established profiling and referral tools and mechanisms: lack of expertise and tools for profiling of migrants at the earliest stage leads to hampered access to territories and procedures in the three countries. People in need of international protection or with other specific needs are not timely identified and referred to competent agencies. This might, in some cases, lead to risk of *refoulement*.

2) Insufficiently established protection systems: Belarus, Moldova and Ukraine are still facing difficulties in establishing quality refugee status determination (RSD) procedures and the recognition rates remain low, leading to situations where people in need of international protection are not granted it and face risks of *refoulement*.

3) Insufficient durable solutions offered to refugees: The perspectives for local integration in Belarus, Moldova and Ukraine are extremely poor. This is *inter alia* due to lack of state funding made available for integration of refugees. Concerning resettlement possibilities, and although the resettlement rate has increased throughout the first phase of the project, it is expected that resettlement needs of refugees will subsist and that resettlement awareness amongst EU Member States will remain insufficient. Especially the most vulnerable categories of refugees will continuously need to be identified at the earliest stage for resettlement.

The proposed second phase of the Project will build on the activities initiated under the first phase and will strive to further support their full implementation, so to enhance their impact on the beneficiaries.

## **2.2. Lessons learnt**

The decision of the EU to assist interested third countries through the Regional Protection Programmes approach builds on this recognized need to address asylum problems through a comprehensive approach, including efforts to increase resettlement as a durable solution, with the support of UNHCR.

In North Africa as a whole, and in the span of the last five years UNHCR has received targeted funding (some 6 million Euro) from the European Union to tackle the challenges emanating from getting access to, identifying, and protecting the refugees within mixed flows. This funding portion from the EU considerably complemented the annual programmes (with an estimated increase of 30%).

With regards to Tanzania, one lesson learned through implementing the two Aeneas projects ongoing and the last targeted initiative there as referred below, shows that the various trainings offered under AENEAS Programme have a positive impact and are well received by national authorities. In fact the dialogue with national authorities demonstrates that it is important not only to address needs directly related to protection, but also to assist the countries more generally in offering durable solutions to refugees, and managing the impact exerted on the hosting Tanzanian society by the presence of important number of refugees.

In Eastern Europe, the project builds on the positive previous experiences carried out by UNHCR as leading organisation as well as partner in several projects financed by the Aeneas Programme and by the Thematic Programme. In these projects UNHCR has been implementing among others activities comprised of training and technical assistance to NGOs

and government institutions aimed at the establishment of the border monitoring procedures at the Belarus' border with the EU and strengthening the capacity of the State Border Committee (SBC) to identify and referring asylum seekers to the migration authorities.

Lessons are drawn also from the recently conducted evaluation of the pilot Regional Protection Programmes (RPP) funded by the EU. In general, the evaluation concludes that the concept of Regional Protection Programmes constitutes a first successful step towards establishing a mechanism to increase the capacity of countries which are close to regions of origin, or which are areas of transit, to protect refugees and promote durable solutions – repatriation, local integration or resettlement. The evaluation recommends to select an RPP based primarily on the assessment of the particular refugee situation in the targeted countries/regions, supported also by a needs analysis, to try to better involve and strengthen the capacities of third country authorities and to increase as much as possible the resettlement component, by preparing resettlement from third countries and hopefully through greater engagement of Member States

### **2.3. Complementary actions**

#### **North Africa**

Capacity building in the form of training programmes in asylum procedures and international refugee law for national and local authorities has been one of the key objectives for UNHCR in North Africa since 2005 when EU funding was made available. This approach was reinforced with the launch of the 10 point plan of action in July 2006. It is only in Morocco that a systematic training programme has been established and is running involving judges, prosecutors, lawyers and law enforcement officials from the Ministry of Interior.

The action will complement projects directly financed through the Aeneas Programme and subsequently by the Thematic Programme for Cooperation with Third Countries in the Areas of Migration and Asylum, in particular:

- Project MIGR/2005/103-484 "Strengthening Protection and Durable Solutions for Asylum-Seekers and Refugees in Egypt", implemented by UNHCR.
- Project DCI-MIGR/2008/153-645 "A comprehensive approach to the effective management of mixed migration flows in Libya", implemented by UNHCR.
- Project DCI-MIGR/2008/152-593 "Enhancing the capacity of civil society organisations in promoting and protecting the rights of migrants, refugees and asylum seekers, in the Southern Mediterranean region", implemented by the EURO-MEDITERRANEAN HUMAN RIGHTS NETWORK.
- Project DCI-MIGR/2008/153-993 "Promoting a rights-based and non-discriminatory approach to reception of migrants and refugees' by public authorities and civil society actors in Egypt", implemented by the Italian NGO COOPERAZIONE PER LO SVILUPPO DEI PAESI EMERGENTI ONLUS (COSPE).

#### **Tanzania**

The EC Thematic Programme funding covering environmental rehabilitation and education in the current hosting Districts is under way, due for completion in the coming quarter. The wider programme of assisting the movement of families and facilitating their initial local integration needs, as well as meeting capacity gaps in communal infrastructure at destinations is being funded under the Special UNHCR Appeal of 2008/9 and will be mainstreamed into UNHCR's budgets for 2010/2011. Bilateral and multilateral donors including several EU Member States and international agencies are putting in place funding under other sectors.

Projects directly financed through the Aeneas Programme and subsequently by the Thematic Programme for Cooperation with Third Countries in the Areas of Migration and Asylum are:

- Part of the DCI-MIGR/2008/165-065 "Support to UNHCR activities in Great Lakes region and in Eastern Europe in the context of the Regional Protection Programmes"
- MIGR/2006/120-128 "Strengthening Protection capacities and securing solutions for refugees Tanzania"
- MIGR/2007/129-654 "Strengthening Protection capacities in Tanzania – Supplementing the Regional Protection Programme Pilot Project."

## **Eastern Europe**

Currently UNHCR is implementing the Local Integration Project and the Regional Protection Project (RPP) (both funded under EC Thematic Programme on Asylum and Migration, 2008). The present proposal intends to continue activities related to both above mentioned projects. It is further expected that International Organisation for Migration (IOM), European Council for Refugees and Exiles (ECRE), Danish Refugee Council (DRC) and International Centre for Migration Policy Development (ICMPD) will maintain their presence in the region and coordinate their work on asylum and migration-related fields with UNHCR and the proposed activities.

- Part of the DCI-MIGR/2008/165-065 "Support to UNHCR activities in Great Lakes region and in Eastern Europe in the context of the Regional Protection Programmes"
- DCI-MIGR/2008/153-154 "Local Integration of refugees in Belarus, Moldova and Ukraine"

## **2.4. Donor coordination**

The implementation of this Action will take into account the Paris Declaration on aid effectiveness, the European Consensus on Development and EU Code of Conduct. Therefore, and also as recommended by the evaluation of pilot RPP, the action will be coordinated with activities financed by other donors, notably Member States.

## **3. DESCRIPTION**

### **3.1. Objectives**

#### **North Africa**

##### ***1. Libya***

The objectives of the project are to strengthen the protection for asylum seekers, refugees, and vulnerable persons within a mixed migration context outside of the capital, particularly the South and the East of the Country. This includes, but is not limited to the strengthening of reception management capacities of the Libyan authorities in 15 detention centers that UNHCR has had access to, in order to be able to identify and protect persons of concern to UNHCR in accordance with its mandate. It will also expand the range of durable solutions that are currently available to persons in need of protection, through resettlement and voluntary repatriation.

##### ***2. Egypt***

One of the objectives of the project is to enhance the dialogue with Government partners at the Ministry of Foreign Affairs, the Immigration Department at the Ministry of Interior, and State Security Authorities to ensure access to protection from non-*refoulement* at the practical level. Another main objective is to improve access of persons of concern to affordable health care and education, including in the public system, provide counseling and support to address the most pressing needs of the most vulnerable persons of concern and those with special needs, and provide opportunities for self-reliance.

Voluntary repatriation and resettlement will be actively pursued as effective protection tools in a transparent, non-discriminatory and needs-based manner targeting refugees with protection and special needs which can not be addressed in Egypt. Another aim is to enhance the dialogue that UNHCR has started on asylum and migration in the Arab World with Government counterparts, through the League of Arab States and the Arab Transitional Parliament, particularly in a situation of increased irregular movements within and through the region. Within this context, UNHCR will raise awareness on asylum and migration issues in the Arab World and the identification of pragmatic responses to refugee movements, particularly through the use of local media to illustrate the situation of refugees in Egypt and the region.

### ***3. Tunisia***

The main objective is to support the development of a national institutional framework for asylum matters. This will be done through the enhancement of the capacity of both governmental and non-governmental actors in refugee and asylum matters through training and technical assistance, in order to consolidate the foundation upon which a constructive dialogue on issues pertaining to the protection of refugees and asylum seekers can be built. Another objective is for UNHCR to put in place, together with local partners, programmes for self-reliance for refugees based on a community development approach, with due attention for the age, gender and diversity dimension. Resettlement will be strategically targeted to address emergency and vulnerable protection cases with the involvement of traditional and new resettlement countries. For those wishing to return, and in cooperation with governments and other international organizations, the aim is to ensure the safe and dignified return of rejected asylum seekers and vulnerable migrants with no legal status to their countries of origin.

Furthermore, the project will support UNHCR information and public awareness programmes and materials, disseminating information that on one hand addresses the causes of irregular migration (no legal status, vulnerable life situations with insufficient means of livelihood) and on the other hand highlights the real dangers to life in connection with irregular migration.

### **Tanzania**

The overall objective and the purpose of the project is to facilitate the local integration of the newly-naturalised Tanzanians, integrating them in the socio-economic fabric of Tanzania. The specific objective of the proposed action is to meet the educational infrastructure needs of between 2,000 and 2,500 families of the former refugees and an equal number of host families at the district-level in the locations where the newly-naturalised will take up their new lives. These families will be the first groups who move out of the Old Settlements, leading the way for those who are as yet unsure of how or where they will be able to make their lives in Tanzania. One key sub-objective is therefore to ensure the visible success of this action, to act as an example and leading light to the people who will make their decision to move later in the programme.

As a follow-up to the first phase of the Regional Protection Programme in Tanzania, resettlement of carefully selected refugees is another objective of this Action. It is one of RPP goals to include some EU Member States among destination countries to which refugees will

be resettled (as a part of EU Resettlement Programme announced by the Commission in 2009). The selection of candidates for resettlement will be done in close cooperation with UNHCR.

## **Eastern Europe**

The objective of the RPP in Eastern Europe and subsequently the specific objective of this project is to further increase the capacities of responsible authorities and the civil society with a view to strengthening access of persons in need of international protection to protection and durable solutions through

(i.) Continued activities for the implementation of the *UNHCR 10 Point Plan of Action for Refugee Protection and Mixed Migration*. This involves the continuation of the analysis of government authorities' practices relevant to the 10 Point Plan and the harmonisation of good practices proposed. Moreover, public awareness activities will aim at preventing and reducing xenophobia, discrimination and intolerance towards foreigners, resulting in a more favourable protection environment for refugees, asylum seekers, reducing *refoulement* as well as ensuring the project visibility.

(ii.) Continued activities to further enhance protection-sensitive mechanisms at the border, including airports, in Belarus, Moldova and Ukraine. This involves enhancing the capacity of both civil society and border officials. In addition cross-border cooperation and exchange of experience with EU Member States will remain an important part of the action. The present action proposes to further strengthen and institutionalise these monitoring mechanisms through: continuous funding and training of specific staff for protection monitoring in Belarus, Moldova and Ukraine; coordinated assistance to NGO partners through adjusting and further distribution of protection tools and forms; and further training of NGOs on monitoring and collection of information, reporting, analysis of information and information sharing on the basis of the NGO information sharing protocol. As for Government counterparts, the action will further focus on training, including refugee law courses in Border Guard and MOI academies.

The action also plans to address urgent interpretation needs at the borders through establishment and update of a list of reliable interpreters and development of procedures and tools for remote interpretation.

(iii.) enhanced identification and achievement of durable solutions for refugees. Regarding resettlement, the action will further focus on awareness building with EU Member States and on streamlining and implementing Resettlement Standard Operating Procedures. As for local integration, in order to keep the momentum of the EU-funded Local Integration Project that is currently being implemented in Belarus, Moldova and Ukraine, the action proposes to further promote local integration with Governments, NGO partners and local population, continuation of support to ministries for the organization of courses for refugees and to provide direct assistance to selected cases of individual refugees who have strong potential for successful integration but lack the means to achieve it.

## **3.2. Expected results and main activities**

### **North Africa**

#### ***1. Libya***

The project would result in the following:

- Enlarged protection space for refugees, seekers and migrants particularly in the South and the East of the country,

- Increased protection of persons of concern through timely quality registration, improved documentation and targeted refugee status determination that takes place in a fair and efficient manner
- Enhanced national capacity in reception management, including referral of those that may be in need of protection to UNHCR
- Increased delivery of resettlement, and voluntary repatriation for those refugees wishing to return

## **2. Egypt**

It is expected that the project would result in the following:

- Improved access to protection and prevention of *refoulement*
- Increased protection of persons of concern through timely quality registration, improved documentation and targeted refugee status determination that takes place in a fair and efficient manner
- Enhanced access to health, education and public services for refugees in Egypt and improved social and economic well-being of persons
- Durable solutions (resettlement, voluntary repatriation) for an increased number of refugees
- Stronger community representation and enhanced opportunities for self-reliance
- Earlier identification of persons with special needs and victims of violence and an enhanced response to their needs
- Enhanced dialogue with the Egyptian government
- Enhanced dialogue with other Government counterparts through the League of Arab States and the Arab Transitional Parliament, on asylum and mixed flows

## **3. Tunisia**

In Tunisia, the project is expected to result in the following:

- Enlarged protection space for refugees and asylum seekers;
- Strengthened partnerships with influential stakeholders among decision- and enforcement-making authorities in matters relevant for asylum seekers and refugees;
- Increased capacity of authorities and partners involved in asylum issues
- Increased awareness among the public opinion and civil society on asylum and refugee protection and UNHCR's role and mandate.
- Durable solutions for refugees – voluntary repatriation, and resettlement of refugees with emergency and particular protection needs to third countries
- Physical security and legal safety ensured
- Social and economical well-being for refugees enhanced through self-reliance activities

## **Tanzania**

In Tanzania, the project is expected to result in the following: to

- Integration of the newly naturalised supported and promoted
- Enhanced educational establishments, with resources targeted on a per-head of population basis.
- Girls and boys from newly-naturalised families have access to places at schools and do not compete with hosts but share improved facilities together.

The activities are quantified on a need - per family/individual basis, multiplied to a unit of infrastructure that can usefully be built: the classroom. The quantification is below, under “Budget Breakdown”.

- Well-executed process of selection and successful resettlement of chosen refugees with special needs to safe third countries, including to those EU Member States which, on voluntary basis, have chosen to participate in EU Resettlement Programme.

### **Eastern Europe**

In Eastern Europe the project is expected to result in the following:

- Increased awareness and use of the UNHCR 10 Point Plan amongst Governments and NGO partners, which will ensure better cooperation among key partners on issues relating to refugee protection and mixed migration. It is expected that Government officials and NGOs will increasingly use the 10 Point Plan as a practical tool in order to plan and coordinate their activities.
- Increased public awareness against xenophobia, discrimination and intolerance towards foreigners
- a more favourable protection environment for refugees, asylum seekers, reducing *refoulement*
- NGO capacities in independent protection monitoring strengthened
- Border officials capacities enhanced
- Cross-border cooperation and exchange of experience with EU Member States enhanced
- Improved coordination between Governments and NGOs in Belarus, Moldova
- Profiling and referral mechanisms consolidated;
- State authorities’ awareness of protection concerns enhanced;
- Improved access of persons of concern to UNHCR to the territories of Belarus, Moldova and Ukraine and to asylum procedures;
- Provision of interpretation when needed
- More timely identification of durable solutions for refugee and broader access for individuals to the solution that is best adapted to their needs

### **3.3. Risks and assumptions**

#### **North Africa**

In **Libya**, UNHCR does not have a formal presence, rendering it much more vulnerable than in other countries of North Africa in exercising its mandate. It will have to continue to rely on the good relations it has cultivated with national and international counterparts. As the recent cooperation between Italy and Libya to prevent migrants from reaching the Italian coast is expected to continue, Libya will continue with its measures of reinforcing controls and the



systematic and periodic execution of arrest campaigns against illegal entrants. Pending the introduction of predictable national asylum processes and the establishment of designated institutions, international burden sharing and assistance continue to play a crucial role in sustaining the availability of an adequate level of protection to persons in need of such protection in Libya.

In **Egypt** the challenges that persons of concern face in Egypt are compounded by the sharp increase in prices of basic commodities during 2008 combined with the worldwide financial crisis, which has and will continue to affect the poorest groups among the local population as well as the poorest and most vulnerable persons of concern to UNHCR. Furthermore, Egypt's increasingly restrictive policy has made it more difficult for refugees to explore self-reliance opportunities and have made them economically more vulnerable

In **Tunisia** the scope of activities that is available to UNHCR is limited since the protection space in Tunisia is quite limited. This said, the range of activities and objectives that are being proposed are activities that UNHCR has been involved in for many years and that include reliable and long standing national partners. Hence, UNHCR does not anticipate serious challenges in their implementation.

### **Tanzania**

The design and deployment of the education sector interventions is based on a consultative process with the Regional & District authorities, line Ministries and Development Partners. The stated assumption at the outset is that the interventions will therefore dovetail with national development goals and District priorities to ensure continuity, sustainability and engagement with the existing development agenda.

A key risk is that educational resources will not be in the right places and not be openly available to children from newly-naturalised families. Therefore UNHCR is only putting in place resources with Districts which are confirming their acceptance of the newly-naturalised and have signed a memorandum of understanding covering the project and the intake of the newly-naturalised children.

The major risk is, however, that resources in such a highly visible and important sector as education are not put in place in time and to a suitable standard, so that the new arrivals come to be seen as a burden to their hosts rather than as a benefit. To counter this, UNHCR and its implementing partners are holding resources ready to move rapidly and effectively as soon as Districts confirm their intakes.

### **Eastern Europe**

The main risks identified by the applicant are linked to possible political changes, Government restructuring and unwillingness to further cooperate with UNHCR and its partners. In order to mitigate this risk, UNHCR has designed the action (as well as the first phase of the RPP that is currently being implemented) in consultation with all relevant governmental counterparts in Belarus, Moldova and Ukraine and will keep consulting them during the implementation of the project.

## **3.4. Crosscutting Issues**

### **North Africa**

UNHCR will implement the action with its usual attention to Human Rights issues and in line with its Age Gender Diversity Mainstreaming (AGDM) policy and with other relevant policies.

More particularly in Tanzania, the local integration process is precedent-setting in Africa in terms of the recognition of the acquired rights of refugees in countries of asylum. The local integration of these Burundian refugees will also contribute to regional stability and

reconciliation. Special attention will be paid to actions that will increase the self sufficiency of women and advance gender equity in the population. A significant percentage of educational facilities will be targeted specifically for girls.

### **3.5. Stakeholders**

#### **North Africa**

In **Libya**, the target group would be asylum seekers, refugees and migrants, particularly those held in detention centres and that are also scattered in various parts of the Country, particularly in the East and the South, as well as much as possible Government counterparts.

In **Egypt**, the final beneficiaries would be the refugees, asylum seekers, host populations, and Government counterparts.

In **Tunisia**, the beneficiaries would be the government authorities and the refugees, asylum seekers, vulnerable migrants, host populations and the legislative, executive and judicial branches of the society.

#### **Tanzania**

The following stakeholders

- § The governments of Tanzania and Burundi as part of the Tripartite Process which has began the durable solutions strategy for the Old Settlements
- § The Ministry of Home Affairs and the Ministry of Education and Vocational Training; Regional District Commissioners' Offices at destination areas. Regional and District natural resource, security, education and planning officers.
- § Refugee community and host communities
- § Tanzanian civil society organisations including the Tanganyika Christian Refugee Service (TCRS) and RELief to DEvelopment SOciety (REDESO).

#### **Eastern Europe**

The main target groups of the action are Government counterparts in the field of migration and refugee protection as well as NGOs.

## **4. IMPLEMENTATION ISSUES**

### **4.1. Implementation method**

The method of implementation will be Joint management. The activities will be implemented through the signature of one or more Standard Contribution Agreements with the United Nation High Commissariat for Refugees UNHCR.

UNHCR has longstanding capacity to address asylum and refugee problems in a comprehensive manner. In the EC has continuously supported UNHCR efforts, including initiatives such as the Convention Plus, the Agenda for Protection, the Strengthening Protection Capacity Programme (SPCP), and recently the Ten Points Plan of Action to address mixed migration flows through a protection sensitive approach through the Thematic Programme for Cooperation with Third Countries in the Areas of Migration and Asylum.

In Libya the partners are: the partners for this project are the International Centre for Migration Policy Development (ICMPD); Consiglio Italiano per I rifugiati (CIR), the

Internacional Organization for Peace, Care, and Relief (IOPCR) and to a lesser extent IOM. UNHCR will also endeavour to involve as much as possible the government of Libya in the implementation of the Action.

In Egypt the partners are CARITAS, and the Government of Egypt. The target group would be the Ministry of Interior, State Security, Ministry of Interior, CBOs, League of Arab States, Arab Transitional Parliament, CARITAS.

In Tunisia the partners would be the Government of Tunisia, parliamentarians, judiciary, law enforcement officials, the UN country teams and individual UN agencies, UNDP, UNICEF, UNFPA, IOM, IFRC, international and local NGOs, civil society, academia, media outlets, religious institutions and refugee- and migrant representative bodies.

In Eastern Europe UNHCR has a longstanding partnership with several organisations and NGOs like IOM, ECRE, DRC, and ICMPD. All those partners are regularly consulted and their needs commonly assessed. Thus, through coordinated and common design of the action by all relevant partners, ownership and sustainability of the action will be largely supported.

**4.2. Procurement and grant award procedures**

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the International Organisation concerned and following the Financial and Administrative Framework Agreement between the European Community and the United Nations (FAFA).

**4.3. Budget and calendar**

	Action	Euros
<i>North Africa</i>		
<b>Libya</b>		
	<b>Enhancing access to protection and durable solutions</b>	<b>700,000</b>
	<b>Capacity building and training activities</b>	<b>350,000</b>
	<b>Staff</b>	<b>230,000</b>
<b>Egypt</b>		
	<b>Meeting basic needs and essential services</b>	<b>70,000</b>
	<b>Enhancing access to protection and durable solutions</b>	<b>1,250,000</b>
	<b>Capacity building and training activities</b>	<b>140,000</b>
	<b>Staff</b>	<b>400,000</b>
<b>Tunisia</b>		

	<b>Meeting basic needs and essential services</b>	<b>40,000</b>
	<b>Enhancing access to protection and durable solutions</b>	<b>30,000</b>
	<b>Capacity building and training activities</b>	<b>40,000</b>
<i>Tanzania</i>		
	<b>Education</b>	<b>1,250,000</b>
	<b>UNHCR Programme support</b>	<b>250,000</b>
<i>Eastern Europe</i>		
	<b>10 point Plan</b>	<b>200,000</b>
	<b>(Protection-sensitive mechanisms at entry points)</b>	<b>550,000</b>
	<b>Durable solutions</b>	<b>670,000</b>
	<b>Communication and visibility</b>	<b>40,000</b>
	<b>Administrative support (maximum 7% of eligible costs)</b>	<b>421,627.86</b>
<b>Total</b>		<b>6,631,627.86</b>

The foreseen operational duration will be indicatively **24** months as from signature of the contract.

#### **4.4. Performance monitoring**

##### *In Libya:*

- Number of refugees went through timely quality registration
- Number of refugees recognised with refugee status
- Enhanced national capacity in reception management

##### *In Egypt:*

- Number of refugees went through timely quality registration
- Number of refugees recognised with refugee status
- Number of persons with special needs and victims of violence identified

##### *In Tunisia:*

- Increased awareness among the public opinion and civil society on asylum and refugee protection and UNHCR's role and mandate
- Number refugees provided with physical security, legal safety
- Number of refugees assisted for voluntary return
- Number of refugees in emergency resettled

##### *In Tanzania:*

- Priority needs of the key Districts of final destination for the newly-naturalised in the education sector met
- Number of children and young people from newly naturalised families having access to schools.

*In Eastern Europe:*

- Government authorities' practices analysed and harmonized
- Better cooperation among key partners on issues relating to refugee protection and mixed migration achieved
- Public awareness activities aiming at preventing and reducing xenophobia, discrimination and intolerance towards foreigners
- NGOs capacities in independent monitoring strengthened
- Coordinated assistance to NGO partners through adjusting and further distribution of protection tools and forms
- Number of training of NGOs on monitoring and collection of information, reporting, analysis of information and information sharing on the basis of the NGO information sharing protocol
- Number of training on including refugee law courses in Border Guard and MOI academies
- Increased awareness with on streamlining and implementing Resettlement Standard Operating Procedures
- Support to ministries for the organization of courses for refugees

#### **4.5. Evaluation and audit**

The rules applicable for any contract between the European Commission and UNHCR concerning evaluation and audit will be followed.

#### **4.6. Communication and visibility**

Communication and visibility activities will be implemented in accordance with the EU/UN Visibility Guidelines, the Operational conclusions adopted in April 2009 at the 6<sup>th</sup> Financial and Administrative Framework Agreement (FAFA) Working group in Brussels, the 2006 European Commission-UN Joint Action Plan on Visibility and the 2009 Communication and Visibility Manual for EU External Actions. Public events such as kick-off meetings, opening- and hand-over ceremonies will be carried out when and where applicable. A visibility plan of activities should be submitted by UNHCR to the EC for approval before adoption.