

EN



This action is funded by the European Union

ANNEX

of the Commission Decision on the Special Measure for "Addressing migration and forced displacement challenges in Asia and the Middle East: a comprehensive regional EU Response"

Action Document for "Addressing migration and forced displacement challenges in Asia and the Middle East: a comprehensive regional EU Response"

INFORMATION FOR POTENTIAL GRANT APPLICANTS

WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in the following sections concerning calls for proposals: 5.3.1 Grants.

1. Title/basic act/ CRIS number	Addressing migration and forced displacement challenges in Asia and the Middle East: a comprehensive regional EU Response CRIS: ACA/2017/040575, ACA/2017/040576, ACA/2017/040577, ACA/2017/040578, ACA/2017/040580, MIGR/2017/040581, MIGR/2017/040582, MIGR/2017/040584 financed under Development Cooperation Instrument (DCI)
2. Zone benefiting from the action/location	Islamic Republic of Afghanistan People's Republic of Bangladesh Islamic Republic of Iran Republic of Iraq Islamic Republic of Pakistan The activities will be carried out all over the countries, with a specific focus on regions of high migration / return / protracted forced displacement.
3. Programming document	Regional Programme for Asia 2014-2020 ¹ (i.e. Aid to Uprooted People programme – Afghanistan – 2017-2020, EUR 20 million); Special

¹ C(2014) 6112 of 03.09.2014 and C(2014) 9382 of 11.12.2014.

	measure for "Addressing migration and forced displacement challenges in Asia: a comprehensive regional EU Response" ² (EUR 175.7 million)	
4. Sector of concentration/thematic area	Migration, Forced displacement	DEV. Aid: YES
5. Amounts concerned	<p>Total estimated cost: EUR 195.7 million</p> <p>Total amount of EU budget contribution: EUR 195.7 million, of which EUR 90 million are financed under the DCI Global Public Good and Challenges - Migration and Asylum budget line (21.020705), EUR 40 million under the DCI Cooperation with Asia budget line (21.020200) and the remaining EUR 65.7 million under the DCI Cooperation with Afghanistan budget line (21.020500).</p> <p>The contribution is for an amount of EUR 165.7 million from the general budget of the European Union for 2017 and for an amount of EUR 30 million from the general budget of the European Union for 2018, subject to the availability of appropriations following the adoption of the relevant budget.</p>	
6. Aid modality(ies) and implementation modality(ies)	<p>Project Modality</p> <p>Direct management: grants (calls for proposals in Afghanistan, Iran, Iraq)</p> <p>Indirect management with: Deutsche Gesellschaft für Internationale Zusammenarbeit – GIZ (Pakistan), International Centre for Migration Policy Development – ICMPD (multi-country), International Labour Organization – ILO (Bangladesh), International Organization for Migration – IOM (multi-country), United Nations Educational, Scientific and Cultural Organization – UNESCO (Afghanistan), United Nations High Commissioner for Refugees – UNHCR (multi-country), United Nations Human Settlements Programme – UN-HABITAT (Afghanistan), United Nations Children's Fund – UNICEF and World Health Organization – WHO (multi-country), United Nations Office on Drugs and Crime – UNODC (multi-country), World Bank – WB (Afghanistan)</p>	
7 a) DAC code(s)	13010 (Population policy and administrative management) for the capacity building and policy-making component; 11330 (Vocational training); 16020 (employment policy) for the component that relates to capacity building and job creation.	
b) Main Delivery Channel	IOM, UNHCR and World Bank; others (e.g. EU Member State agencies, ICMPD, ILO, Non-governmental organisations (NGOs), UNESCO, UN-HABITAT, UNICEF and WHO, UNODC, etc.)	

² C(2017) 6190 of 18.09.2017.

8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	x
	Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	x	<input type="checkbox"/>
	Trade Development	x	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	x	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	x	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	x	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	<ul style="list-style-type: none"> - Human development; - Migration and asylum 			
10. SDGs³	SDG target 10.7			

SUMMARY

Afghanistan, Bangladesh and Pakistan are listed as the EU's priority countries on migration with regard to origin and transit in Asia (*Communication on establishing a new Partnership Framework with third countries under the European Agenda on Migration⁴ & HR/VP Federica Mogherini letter to all EU Ministers of Foreign Affairs (3 August 2016)*). Together with Iraq and Iran, these are also countries of great relevance to regionally address protracted forced displacement from a development perspective (*Communication on Forced Displacement and Development⁵ and Foreign Affairs Council Conclusions⁶ (12 May 2016)*).

Development responses to the root causes of irregular migration and protracted forced displacement in the region are central and essential to the goal of supporting countries to boost shared prosperity and resilience and promote stability and self-reliance – in line with the international commitment to reach first those who are furthest behind.

³ Sustainable Development Goals.

⁴ COM(2016) 385 of 07.06.2016.

⁵ COM(2016) 234 of 26.04.2016.

⁶ <http://www.consilium.europa.eu/en/press/press-releases/2016/05/12/conclusions-on-afghanistan/>.

First and foremost solutions have to be found to tackle the drivers of forced displacement and curb the prospects of increasing irregular migration from these countries. To a great extent these two issues are interlinked, a key requirement for success being improved security and socio-economic conditions in hosting countries and countries of origin, which includes improved international protection, access to basic services (including education and health), realistic, decent and viable employment, livelihoods and income generation opportunities.

Second, sustainable long-term solutions to facilitate orderly, safe and dignified returns and reintegration of forcibly displaced populations and irregular migrants to their countries of origin should be identified and implemented. However, where such return and reintegration is not directly feasible, forcibly displaced populations and their host communities should be assisted to foster local inclusion and social cohesion.

As such, this action aims to address the short, medium and long-term challenges posed by protracted forced displacement and migration, in host, transit and countries of origin and tackle the need to develop sustainable solutions for the return, reintegration and inclusion of displaced populations in Afghanistan and neighbouring countries.

The action foresees a series of multi-sector and multi-stakeholder measures focusing on policy dialogue and financial support for reintegration, international protection and local inclusion. The interventions will focus on enhanced access to services (including education and health); land allocation as a foundation for integration; livelihood support services for forcibly displaced populations returnees and host communities; strengthening of capacity of local authorities to deliver integrated services; technical and vocational education and training (TVET)/skills development and job creation for forcibly displaced populations, returnees and host communities; financial assistance to the small and medium-sized enterprises (SMEs); improvement of migration and asylum management systems and policies; protection of migrants.

The action is designed to strengthen the nexus between humanitarian and development assistance and thereby ensure a sustainable interplay between relief and development. By improving service delivery for the displaced and host communities and sharing of livelihood assets and conflict management mechanisms, inter-communal relations and development outcomes should improve.

International partners such as UNHCR, IOM, UN-HABITAT, UNICEF and WHO, UNODC, ILO, ICMPD, World Bank, UNESCO, specialised NGOs and EU Member States agencies who have a presence in the field in the regions of high concentrations of forcibly displaced populations, areas of return and or in the border/transit areas represent an essential knowledge to build upon and will be the primary implementation partners for the action.

1. CONTEXT

1.1 Regional context

Forced displacement in **Afghanistan** and neighbouring countries (mainly **Pakistan** and **Iran**) represent a protracted caseload. According to UNHCR and IOM, 2.7 million documented Afghan refugees and up to 3 million undocumented Afghans remained in Pakistan and Iran in 2016⁷. The continued conflict and insecurity in around half of Afghanistan hamper the smooth and sustainable return of Afghans to their country/region of origin. Around 6.5 million Afghan refugees voluntarily returned to Afghanistan since 2001 and in 2016, Afghanistan witnessed a sharp increase in returns – more than 1 million persons – of both documented and undocumented Afghan refugees, mainly from Pakistan. From Iran, a high number of returns were also witnessed, yet the movements appear to be more circular patterns of recently arrived persons. For 2017, it was estimated that around 1.7 million Afghans will be on the move, including due to conflict-induced internal forced displacement. This will create significant challenges for the Afghan government in managing the absorption and successful reintegration of returnees,. It could also generate significant humanitarian needs and expose the affected (vulnerable) population to radicalisation.

Bangladesh is one the most overpopulated, climate-vulnerable and disaster-prone countries in the region, with a sizeable part of the population living and working abroad, estimated by IOM at 8.6 million people. As such, remittances from Bangladeshis working abroad constitute important revenue flows for the Government, about 11% of the gross domestic product (GDP). Despite high rates of economic growth and significant gains in poverty reduction, Bangladesh remains one of the poorest countries in the world. Poor rural households are particularly vulnerable to economic shocks and unemployment among youth is a significant challenge. In addition, large numbers of people have been internally displaced in Bangladesh due to natural disasters and conflict. Many of those affected resort to migration as a coping mechanism and the described push factors are likely to increase in the future. Bangladeshi nationals are now the second on the list of irregular migrant disembarkations in the Central Mediterranean route to Europe and their numbers are rising. Bangladesh is also experiencing increased socio-economic pressure from the continued influx of Rohingya refugees, due to the deteriorating situation across the border in the Rakhine State of Myanmar. At present, close to 32,000 officially recognised refugees and 300,000-500,000 undocumented Rohingya reside in Bangladesh.

In **Iran**, documented and undocumented Afghans refugees have been hosted in large numbers for several decades. According to UNHCR, in May 2015, 951 142 Afghan refugees, 28 268 Iraqi refugees, 620 000 Afghans holders of Iranian visas and around 1.5-2 million undocumented Afghans resided in the country, with limited access to public services⁸. Access to basic services for Afghan refugees, specifically in health care and education, has recently improved for different categories of undocumented Afghans. The Iranian authorities have also recently conducted a civil documentation process for certain categories of undocumented

⁷ The reference to "Afghan refugees" in this Action document includes both documented and undocumented Afghans, and recognises their differentiated vulnerabilities and needs.

⁸ According to UNHCR and 'Amayesh IX' statistics from the Government of Iran (May 2015).

Afghans, which is another positive step. At the same time, challenges remain in terms of access to services and as regards conditions of return to Afghanistan. In early 2017, according to IOM, 109 966 undocumented Afghans returned to Afghanistan. Ensuring dignified, safe return and adequate protection, especially of vulnerable groups, is therefore a priority.

In **Iraq**, in early 2017, 3.1 million people were internally displaced, due to past and more recent conflicts, and 250,000 Syrian refugees resided in the country, due to the conflict in Syria. Since the advent of the Mosul operation in October 2016, the country has seen large waves of forced displacement from the areas of the military intervention. At present, one third of the Iraqi population – 11 million people – is in need of humanitarian aid, yet only the most vulnerable 6.2 million receive international humanitarian assistance. The country saw a peak in emigration between 2014 and 2015. In 2016, patterns of returns, mainly from Europe, increased. Still, the increasing numbers of internally displaced persons (IDPs), coupled with delayed returns to liberated areas and the volatile political and economic situation further increase the risk of forced displacement and secondary movements, both within and outside Iraq.

Pakistan is a country of origin, transit, and destination of migration flows, both regular and irregular, and plays an important role as a host country for refugees, especially from Afghanistan and Bangladesh. According to UNHCR and IOM, Pakistan is currently hosting around 1.5 million Afghan refugees and an estimated 1 million undocumented Afghans. Only in 2016, over 790,000 undocumented Afghans returned to their home country due to diverse push factors, including deteriorating protection space in Pakistan. The Pakistani government estimates that another 500,000 Afghans will return in 2017. Pakistan is also affected by internal forced displacement, with approx. 750,000 registered IDPs in Khyber Pakhtunkhwa (KPK) and Federally Administered Tribal Areas (FATA).

Annually, around 1 million Pakistanis leave their country for overseas employment. Labour migration plays a significant role in the local economy and contributes greatly to poverty reduction. In 2016, remittances amounted to EUR 18 billion, representing around 7-8% of GDP. Legal channels for labour migration from Pakistan are limited to the six countries that are members of the Gulf Cooperation Council (GCC), where around 4 million Pakistanis are living. The lack of legal avenues to emigrate and the bureaucracy associated with migration contribute to irregular migration, trafficking and exploitation of workers during recruitment and employment overseas. The migrant smuggling market is reported to be rapidly expanding: Pakistan nationals are in the top 10 of encountered suspects linked to organised crime groups responsible for migrant smuggling into and within Europe.

1.1.1 Public Policy Assessment and EU Policy Framework

The EU has an advanced policy framework for external relations and development cooperation on migration. The Agenda for Change⁹ recognises strengthening positive synergies between migration and development as a priority issue for external cooperation and the EU's Global Approach to Migration and Mobility¹⁰ underlines the importance of setting up mutually

⁹ COM(2011) 637 of 13.10.2011.

¹⁰ COM(2011) 743 of 18.11.2011.

beneficial partnerships with non-EU countries, including migration and development as one of its four priority areas. The EU Policy Coherence for Development agenda¹¹ furthermore recognises migration as a priority area where enhanced action is needed. The Communication on ‘Maximising the Development Impact of Migration’¹² (2013) stressed the role of effective migration governance in maximising the positive and limiting the negative impacts of migration on development, and underlined the need for a broader and more ambitious approach in this area. The December 2014 Council conclusions on ‘Migration in EU Development Cooperation’¹³ further supported the inclusion of migration in the post-2015 agenda and called for greater ambition in the area of migration and development at EU level.

The EU is fully committed to the Agenda 2030, specifically its aim to ‘leave no one behind’. Sustainable Development Goal 10, on reducing inequality, focuses on the need to *facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed policies*. The Agenda also underlines the right of migrants to return to their country of citizenship, and recalls that States must ensure their returning nationals are duly received. At the UN level, the process towards the adoption of the Global Compact on Migration is ongoing and the discussions ahead of the Compacts will cover a range of issues, including addressing drivers of migration, sustainable development and (re)integration.

The main objective of the European Agenda on Migration¹⁴ (2015) is to approach migration in a comprehensive way and to mainstream migration into all relevant policy areas, both internal and external. The Agenda defines immediate measures to prevent human tragedies and to reinforce mechanisms to deal with emergencies, as well as a new strategic approach to better manage migration in the medium- to long-term. It focuses on four pillars; 1) reducing the incentives for irregular migration; 2) saving lives and securing the external borders; 3) a strong common asylum policy; 4) a new policy on legal migration. The external aspects of migration are a cross-cutting issue in the Agenda and EU development cooperation will directly contribute to its implementation.

In the Communication on establishing a new Partnership Framework with third countries (2016) - the European Union's comprehensive approach to address the challenges of irregular migration and its root causes as part of the broader cooperation with our partners under the European Agenda on Migration, Afghanistan, Bangladesh and Pakistan were identified as long-term priority countries for addressing migration and forced displacement in Asia. The EU is also committed to continuing support to Iran's efforts benefitting Afghan refugees inside Iran and to launch a joint EU-Iran comprehensive migration dialogue.

All the concerned countries participate in the regional framework of dialogue and cooperation on migration-related issues, the ‘Budapest Process’¹⁵, involving 50 governments and

¹¹ COM(2009) 458 of 15.09.2009.

¹² COM(2013) 292 of 21.05.2013.

¹³ <http://www.consilium.europa.eu/en/press/press-releases/2015/12/14/conclusions-external-assistance/>.

¹⁴ COM(2015) 240 of 13.05.2015.

¹⁵ Together with the Rabat, Khartoum and Prague Process, the Budapest Process is one of the main informal migration dialogues as recognised with the EU's Global Approach on Migration and Mobility.

international organisations. The Budapest Process strives to implement the objectives and initiatives listed in the Istanbul Ministerial Declaration establishing the Silk Routes Partnership for Migration, adopted in April 2013.

The EU Communication "Lives in Dignity" and following Council Conclusions (2016) put forward a new development-oriented approach to address forced displacement through a multi-stakeholder approach aimed at fostering self-reliance and resilience. Support targets access to the labour market, integrated service-delivery and the capacity of local authorities to enable socio-economic inclusion of the displaced. The EU approach is fully in line with the Agenda 2030, the New York Declaration for Refugees and Migrants' focus on investing in the resilience of refugees and their host communities and the piloting of the Comprehensive Refugee Response Framework (CRRF).

Afghanistan

To date, most of the Afghan Government and international community's efforts have gone towards targeting vulnerable Internally Displaced Persons (IDPs), refugees and returnees from neighbouring countries, in particular Pakistan and Iran. Positive steps have been made through the adoption of the National IDP Policy (2013) and the endorsement of the Solution Strategy for Afghan Refugees (2012) which was developed by the Governments of Afghanistan, Iran, Pakistan and UNHCR, providing the overall framework for Afghan refugees in the region.

In December 2015, the Afghan Government adopted a national policy paper on migration proposing four priority areas / programmes: (i) revitalising the civil service; (ii) housing development; (iii) expanding legal migrant labour, and (iv) increasing rural productivity and market integration. The policy has been linked to the "Jobs for Peace" programme, launched in the fall of 2015 by the Afghan Government in response to the worsening socio-economic conditions. In addition, the Ministry of Labour, Social Affairs, Martyrs & Disabled (MoLSAMD) drafted a new labour policy (2015) with a separate section on labour migration and is currently finalising a National Labour Migration Strategy (NLMS) to transform the largely informal and irregular migration movements into well-governed formal labour migration system based on international norms and on skills development linked to market needs.

In December 2016, Afghanistan adopted a *Policy Framework for Returnees and IDPs* to address problems posed by massive numbers of returnees and IDPs. The framework identifies three stages for the sustainable integration of returnees and IDPs; (i) immediate humanitarian assistance, (ii) intermediate livelihood support and (iii) long-term integration measures, to address the socio-economic burden on host communities. It establishes a new policy coordination and governance structure for migration issues under the guidance of the Council of Ministers' Sub-Committee on Migration Affairs, chaired by the Chief Executive. The Displacement and Return Executive Committee (DiREC) leads on and oversees the implementation of the policy framework, with representation from relevant government ministries and agencies, the IOM, UN and World Bank, and since February 2017 the EU Delegation. In February 2017, DiREC circulated an Action Plan Matrix for the implementation of the Migration Policy Framework which also guides this proposed action and has been endorsed by the Cabinet. It sets out eight implementation goals, which include registration of

new arrivals, improving access to services, land, housing and livelihoods, and full integration in host communities. It also provides a framework for the monitoring of and the strengthening of citizens' awareness and community cohesion. Moreover, DiREC has decided to expand the Citizens' Charter Afghanistan Project, designed to improve the delivery of core infrastructure and social services to all communities in Afghanistan, to regions of high return, thus bridging between humanitarian assistance and a longer-term livelihood programming in 2018.

Afghanistan is in the process of ratifying the UN Protocols on trafficking and smuggling and a new law banning smuggling is in preparation and was published by the Ministry of Justice in January 2017, emphasising a commitment to strengthening the legislative framework designed to enhance protection for vulnerable migrants.

In order to step up political cooperation on a number of issues of mutual concern, the EU and Afghanistan signed in October 2016 the 'Joint Way Forward on migration issues' (JWF). Moreover, migration will be a topic of discussion under the framework of the recently signed *EU- Afghanistan Cooperation Agreement on Partnership and Development (CAPD)*.

Migration is being considered as one of the EU's main objectives under its *new Strategy for Afghanistan 2017-2020*. The ongoing mid-term review of the multiannual indicative programme (MIP) 2014-2020¹⁶ clearly recognises the link between security, development and migration, and proposes a combination of dedicated measures addressing the immediate needs of the migratory populations with measures to support sustainable (re)integration and address the root causes of irregular migration and forced displacement under the focal sectors. The proposed action will be an integral part of this approach. Aware of the importance of the Afghan refugees' regional dimension, the EU is also actively pursuing a dialogue with relevant partners to identify and implement sustainable solutions for Afghan refugees in the region.

Bangladesh

The policy framework governing migration in Bangladesh has received significant attention from development partners over the past 10 years. Currently governing the migration space are the Prevention and Suppression of Human Trafficking Act (2012) and the Overseas Employment and Migrants Act (2013). While these instruments have been legally enacted, gaps remain in their implementation. There are growing political pressures on the state to take a more vigilant and effective role in ensuring the rights and well-being of its citizens abroad and to make the Prevention and Suppression of Human Trafficking Act more in line with international standards and to strengthen its implementation. The Government has established Counter Trafficking Committees (district to sub-district level).

The Prevention and Suppression of Human Trafficking Act is being implemented: its Standard Operating Procedures (SOPs) are being developed by ILO in consultation with the Ministry of Home Affairs, and the guidelines for implementation have been recently cleared by the same Ministry. However, the core tribunal mentioned in the act has not yet been established, limiting the strength of the instrument. Further, its National Plan of Action adopted by the Ministry of Home Affairs requires further coordinated support from the relevant ministries. For the

¹⁶ C(2014) 7413 of 10.10.2014.

Overseas Employment and Migrants Act (2013) various rules, including the Recruiting Agent's Conduct and License (2002), require the adoption and development of new legislation. Further work is required to ensure its effective implementation and tangible results in terms of curbing irregular migration.

The EU-Bangladesh Migration dialogue was launched in the spring of 2016 and aims to enhance cooperation on all aspects of migration management, with a particular urgency on managing irregular migration and improving cooperation on return.

Iran

Following the Joint Comprehensive Plan of Action (JCPOA) (2015) between the E3/EU+3 and Iran which, once fully implemented, will ensure the exclusively peaceful nature of the Iranian nuclear programme and provide for the comprehensive lifting of all United Nations, EU, and United States nuclear-related sanctions, the EU and Iran have engaged in a number of sectors, including migration. This engagement refers to the Joint Statement (April 2016) by High Representative/Vice-President Mogherini and Foreign Minister Zarif, announcing the intention of both sides to develop a broad and comprehensive agenda for bilateral cooperation.¹⁷

The Iranian government has shown interest and commitment to engage in a number of migration-related issues in a wider sense, as part of a structured comprehensive migration dialogue. Generally speaking, the interest in migration issues among the government authorities is high and Afghan refugee matters are becoming the focus of a growing public discourse. The government of Iran introduced in 2010 the *Comprehensive Regularization Plan* (CRP) which allowed for a number of Afghans to obtain a visa for their stay in Iran. Iran is part of a quadripartite consultative process initiated in 2011 involving also the Islamic Republics of Afghanistan, Pakistan and UNHCR and linked to the Solutions Strategy (SSAR).

Recent developments have shown a positive trend. Since a decree by the Supreme Leader stating that all children must attend school regardless of their documentation status (2015), 48 000 undocumented Afghans were able to register for formal education in Iran. Substantial number of Afghan children could be enrolled over the next years. 360 000 Afghan children are currently in Iranian high schools. In late 2015, the government announced a large-scale initiative to allow registered Afghan and Iraqi refugees to be included in the (Salamat) public health insurance scheme, based on an agreement between UNHCR, the Bureau for Aliens and Foreign Immigrants Affairs (BAFIA) of the Ministry of Interior, the Ministry of Health, and the Iran Health Insurance Organisation (Salamat). Iran has repeatedly reiterated that it does not intend to forcibly return Afghan refugees back to Afghanistan and in 2017. The government also asked some categories of undocumented Afghans to reach out to the authorities. UNHCR is in discussions with the government of Iran on their involvement with the CRRF– which could be supported by this action.

At the same time, challenges remain as documented refugees have a limited ability to integrate economically, since only a limited number of jobs are accessible to them. Iran does not register new asylum seekers arriving from Afghanistan and the number of newly arrived asylum

¹⁷ Joint Statement of April 2016: http://europa.eu/rapid/press-release_STATEMENT-16-1441_en.htm.

seekers which are returned is high. In addition, the protracted situation of undocumented refugees makes them particularly vulnerable.

Iraq

The Government of Iraq's migration policies have mainly focused on responding to very specific internal forced displacement needs to ensure access to basic services and rights for displaced populations. A National Policy for Displacement along with a number of additional pieces of legislation partially addressing specific needs, such as housing and shelters, have been in place since late 2000. The Ministry of Migration and Displacement (MoMD) provides ad hoc support to IDPs and returnees by providing cash assistance and registration services to IDPs and ensuring coordination functions. An inter-ministerial High Committee on IDPs has been in place since June 2014. The Government works with the UN and the international community to develop programmes and structures to facilitate safe and voluntary returns for IDPs. Priorities include improving access to shelter, employment, and services in areas where Iraqis are returning home, in addition to removing and clearing explosive hazards and explosive contamination in areas liberated from the Islamic State.

During the 2015 migration crisis, IOM, with EU funds, supported the Government in developing standard operating procedures for migration crisis response, aiming at enhancing the Government's capacity to plan and coordinate the emergency responses on forced displacement and migration. Still, the current institutional response fails to address the complexity of the Iraqi situation, characterised by subsequent displacements and return movements, and by the most recent mass flows due to the advance of the Da'esh and subsequent Iraqi Security Forces military campaign. Some of the current policies only target specific categories or historical periods, such as the regulations on property disputes dealing only with the "Saddam era," and the absence of a regulatory framework for (mainly Asian) foreign labour migrants present in the country. In addition, forced displacement and return crises in Iraq are closely intertwined with broader political and power struggles between the different ethnic and sectarian groups, making more difficult the set-up of an integrated policy approach.

Looking towards stabilisation and new post-conflict challenges, the Government is now willing to expand the current limited policy angle and is currently drafting a National Strategy Action Plan on Migration. This plan will be looking at long, mid and short-term actions, also expanding on key migration aspects such as voluntary and involuntary returns and communication strategies for potential migrants and those who have already migrated. Helping Internally Displaced People, reintegration measures and assistance for returnees, migration management, fight against trafficking, smuggling, non-voluntary return and irregular migration of Iraqi youth with subsequent brain-drain, are key areas of interest.

In May 2012, a Partnership and Cooperation Agreement was signed between the EU and Iraq, *inter alia* covering the joint management of migration flows and establishment of a comprehensive dialogue on all migration-related issues, including irregular migration. It is yet to enter into force subject to ratification by the EU. Following the outcome of the second EU-Iraq Cooperation Council, in October 2016, informal talks have started between the Iraqi authorities, the EU Delegation and the EU Member States representatives in Baghdad to

identify areas of possible cooperation on migration management and to define the terms of reference of a possible migration dialogue.

In addition, EU services (DG DEVCO¹⁸, DG ECHO¹⁹, FPI²⁰, and EEAS²¹) are currently developing an EU-Comprehensive Action Plan to address short-, medium- and long-term needs in a jointly analysed and planned manner followed by well-coordinated and conflict/post-conflict sensitive delivery in the field. The objective is to enhance complementarities between different funding instruments and build on each other's achievements, towards an overall higher impact and, ultimately, long-term peace, stability and prosperity in Iraq and the region. Particularly, building on the substantial humanitarian investment in-country, ensuring the stability of retaken areas, the restoration of basic services and livelihood are critical for the safe, voluntary and dignified return of those displaced and to reconstruct the social compact in Iraq.

Pakistan

Migration is an important issue for Pakistan and has a substantial impact on its economic development, and migration governance needs to be strengthened. The area of legal migration is better regulated, but lacks a comprehensive policy; the country is in the process of developing its labour migration policy. The flow of workers' remittances to Pakistan has more than quadrupled in the last ten years and shows no sign of slowing down. Remittances are a key component of the Pakistan economy (about USD 20 billion per year - 2016), namely more than twice the flow of official development assistance (ODA).

The participation of the Government of Pakistan at various international and regional fora, including the Bali, Budapest and Colombo Processes and the Abu Dhabi Dialogue, can be read as commitment to working on migration-related issues. The Government has also expressed interest in receiving support for migration issues, especially improved reintegration capacity.

A National Policy of migration was drafted in 2013, but was never approved. Currently the Ministry of Overseas Pakistanis and Human Resource Development (OPHRD) started to revise the policy. As elections are to be held in 2018, it is uncertain whether this strategy will be approved by the current government. It is important to take into consideration that there is no policy or institution in charge of returning migrants.

In view of trafficking of human beings and smuggling of migrants, Pakistan is signatory to the related international conventions, but has not signed the protocols. Pakistani law does not distinguish between trafficking and smuggling and irregular migration is a criminal offense. Currently two laws are at the level of the Senate to close the loophole and adapt the legal framework to international standards.

A Readmission Agreement between the EU and Pakistan is in place since December 2010 but the number of irregular migrants being detected in the EU remains high. In July 2016, an EU

¹⁸ Directorate-General for International Cooperation and Development.

¹⁹ Directorate-General for European Civil Protection and Humanitarian Aid Operations.

²⁰ Service Department for Foreign Policy Instruments.

²¹ European External Action Service.

Cooperation Platform on Migrant Smuggling was launched in Pakistan aiming at enhancing EU-Pakistan exchange of information and cooperation on migrant smuggling. Cooperation on law enforcement between Member States' authorities and those of Pakistan and Afghanistan has also been launched. The aim is to work together to better address migrant smuggling.

The issue of migration will be central to the new Strategic Engagement Plan being developed between the EU and Pakistan, reflecting the importance of migration in the overall relation between the EU and Pakistan.

At the Leaders' Summit on Refugees (September 2016) Pakistan announced the intention to stand by the right established in its Constitution that foresees access to government schools for Afghan refugees. Actions aimed towards this include Balochistan's incorporation of refugees into their provincial education plans. Pakistan will also work with the United States (US), the EU, UNHCR and other potential donors to ensure that at least 29,000 additional refugee students are able to attend school in the coming year. In February 2017, the Federal Cabinet extended the validity of the Proof of Registration cards to some 1.3 million registered Afghan refugees until the end of 2017. It also pledged to document Afghan nationals who currently have no identification and committed to adopt a national refugee law and a visa regime for different categories of Afghan nationals.

Commitments made by Pakistan at the Leader's Summit on Refugees and recent moves by its Cabinet showcase a willingness to pursue voluntary return of Afghan refugees to their homeland in a dignified way. In line with its approach to forced displacement and development, the EU will support these developments by promoting – inter alia – the self-reliance and resilience of Afghan refugees and fostering a developmental approach to forced displacement in its policy dialogue with Pakistan, also with a view to decreasing the pressure on returns to Afghanistan, which faces massive internal forced displacement, on top of many other challenges.

1.1.2 Stakeholder analysis

Afghanistan

In Afghanistan following the regional migration crisis in 2016 the Displacement and Return Executive Committee (DiREC) was established to prepare and coordinate Government response. It prepared and adopted a policy framework and an action plan matrix. A costing exercise is currently underway. Presidential palace is involved and closely follows these issues.

Line ministries dealing with refugees, returnees, IDPs and migrants include: the National Disaster Management Authority (immediate humanitarian intervention), the Ministry of Refugees and Repatriations (coordinating role). The Ministry of Urban Development and Housing, the Ministry of Rural Rehabilitation and Development, the Independent Directorate of Local Governance, the Ministry of Labour and Social Affairs, Martyrs and Disabled, the Ministry of Education, the Ministry of Public Health, and the Ministry of Agriculture, Irrigation and Livestock have service delivery roles and contribute to the implementation of National Priority Programmes (NPPs). Local authorities, including provincial directorates of the above-mentioned ministries, provincial and district governors, as well as municipalities have a key

role regarding implementation on the ground, particularly in areas with high levels of returnees and/or IDPs.

Communities are considered key stakeholders. In the context of development in Afghanistan, Community Development Councils (CDCs) are considered as key instruments for the implementation of NPPs. Most of the time, communities host the returnees and IDPs, and therefore their inclusion in the planning and implementation is key.

Overall, line ministries as well as the provincial and local authorities have limited resources and capacity to fulfil their mandates which is one reason why the international community is still needed to assist them in resolving the problems of uprooted peoples in the country.

UN agencies such as UNHCR (which focuses on documented refugees/returnees), IOM (which deals with undocumented returnees), UNHABITAT (land allocation), UNICEF (children rights), WHO (health policies and services), UNESCO (social and cultural reintegration) and international NGOs such as Norwegian Refugee Council (NRC), Danish Refugee Council (DRC), Mercy Corps, International Rescue Committee (IRC), Aga Khan Development Network (AKDN), etc. (livelihood and vocational training) are providing support to the uprooted Afghans inside Afghanistan and in the neighbouring countries.

ECHO is actively involved in providing humanitarian assistance to the recently displaced due to conflict or natural disaster.

Bangladesh

Migration management requires dedicated but shared responsibilities and commitment amongst the three ministries having competencies on migration issues, namely the Ministry of Foreign Affairs (MoFA), the Ministry of Home Affairs (MoHA) and the Ministry of Expatriate Welfare and Overseas Employment (MEWOE). While the MEWOE deals with the skills development, employment and welfare issues of migrants, the MoHA controls immigration issues. The MEWOE oversees the Bureau of Manpower, Employment, and Training (BMET), the government agency in charge of registering and clearing labour migrants for overseas employment and skills training.

These ministries have a certain convening power, presence in the field, and capacity to influence other line ministries. However, the lack of information-sharing among the Ministries limits the effectiveness of law enforcement actions to reduce irregular migration. Bodies such as the Vigilance Task Force, ostensibly responsible for monitoring recruitment agencies, lack the capacity and authority to effectively act when faced with infringements or criminal activities. Many established Counter-Trafficking committees at district, Upazila and Union level are often non-functional.

For the intervention to be carried out in a sustainable manner, there is a need for partnerships amongst private sector entities, NGOs, and the public sector. The private sector offers particular value in providing skills development, technical enterprise support, and employment and market linkages. The Community Based Organisations (CBOs) and Civil Society Organisations (CSOs) are indispensable for the implementation of the project at local level.

IOM has substantial experience in working with the Government on legal and institutional capacity building. ILO is active in the area of technical and vocational education and training to assist Bangladesh to reform TVET policies and systems so that more people, including returnees, can acquire employable skills and thus generate income through wage-earning jobs or self-employment. The Swiss Development Cooperation (donor) and ILO (implementing agency) are active in the field of migration governance with the project "Promoting Decent Work through improved Migration Policy and its Application in Bangladesh". The United States Agency for International Development (USAID) supports Bangladesh with the "Counter Trafficking in Persons" programme in the areas of prevention, protection, prosecution and partnership.

The Bangladesh Rural Advancement Committee (BRAC) is an NGO based in Bangladesh and active in many migration related areas across the country.

Iran

The main responsible governmental body dealing with refugee matters in Iran is the Bureau for Aliens and Foreign Immigrants Affairs (BAFIA) under the Ministry of Interior (MoI), which undertakes the periodic renewal of refugee residency cards (Amayesh cards) to access basic services, facilitates the issuance of work permits and determines the total refugee population in Iran. Other government bodies such as the Ministry of Education and Ministry of Labour are involved in the education and employment of refugees. The Immigration and Aliens Police is the responsible body for dealing with entrance, stay, employment and exit of foreign nationals in Iran. Under the authority of the MoI, the security police forces are responsible for combatting trafficking in human beings and migrant smuggling. The Institute for Political and International Studies (IPIS) is linked to the Iranian Foreign Ministry with the task of leading and encouraging the study and research on issues relevant to the foreign policy of the Islamic Republic of Iran and providing the Iranian foreign policy decision making establishment with analytical reports and policy papers.

UN agencies such as UNHCR and UNICEF are active on the issues of Afghan refugees for registration, advocacy, protection and youth/minor's rights. International NGOs active in the field, the Norwegian Refugee Council, the Danish Refugee Council and Relief International, together with UNHCR, are indispensable as regards addressing status and living conditions of refugees in Iran. There are only a limited number of partners in Iran, and working with them would allow reaching the vast majority of refugees.

Iraq

In Iraq, the Ministry of Displacement and Migration (MoMD) is the main responsible body for all matters pertaining to refugees and displaced persons. It is also in charge for all policies and programmes related to non-Iraqi refugees residing in country and Iraqi returnees. The Kurdish Regional Government has its own government structures similar to the central government.

Other line ministries and specialised institutions include: the Ministry of Interior, leader in law enforcement including border management and residency affairs; the Ministry of Labour and Social Affairs, in charge of social security and of work permits including regulation for Iraqis working abroad; the Ministry of Foreign Affairs, responsible for visa issuing, the wellbeing of

Iraqis abroad and of Iraq's international treaties obligations; the Property Claims Commission, in charge of land and property disputes before 2003; and the Iraqi National Intelligence Service follows on illegal human trafficking and the status of foreigners inside Iraq.

The Ministry of Justice, the Council of Ministers and the Council of Representatives have further key roles related to their legislative, executive and judiciary functions. In addition further institutions are involved as for the Kurdistan autonomous region, namely the Bureau of Displacement Migration within the Ministry of Interior, responsible for migrants and IDPs, and the Kurdistan Regional Governments Ministries of Justice, Interior and Labour and Social Affairs with similar functions as their corresponding Ministries at the federal level.

Overall, line ministries as well as the provincial and local authorities have limited resources and capacity to fulfil their mandates.

UN agencies in particular IOM and then UNDP, with the large stabilisation programmes devoted to the resettlement of displaced communities in the newly liberated areas from Da'esh, are key international actors providing support. Via the bilateral envelope the EU, through the Hijira Amina project run by IOM, has been funding support to the key line ministries and institutions in particular through dedicated training on migration management and tools to face the migration crisis in 2015.

Given the high vulnerability of host communities and the underlying issues of social cohesion and sectarian violence in Iraq, communities are considered key stakeholders on forced displacement and migration and receive dedicated attention by the key stabilisation and early recovery response programmes.

Pakistan

Labour migration is under the responsibility of the Ministry of Overseas Pakistanis and Human Resources Development (MOPHRD). The Ministry makes policies for employment promotion abroad and coordinates with provincial governments to align national labour laws with Pakistan's international obligations on labour standards, but has limited oversight possibilities. The Protectorate of Immigration (POI) is the entity in charge of oversight of legal migration. Its tasks include the checking of visas, labour contracts and information for legal migrants. However, the office does not function fully and lack of valid documentation often leads to the deportation of migrant workers from the GCC countries.

In Islamabad and Lahore two migration resource centres (MRC) have been established in 2016 with the mandate to disseminate information on legal migration possibilities.

Neither at federal nor at provincial level is there any specialised entity for the management of the return of regular or irregular migrants that could provide information, assistance or referrals. The Overseas Pakistanis Foundation (OPF) started a dialogue with the Board of Investment and the Board of Revenue to establish an investment information centre to advise overseas Pakistanis in investments upon return in a vision to use the positive experiences and skills as well as the earnings abroad to develop the areas of return.

For the Afghan refugees, the institutions in charge are the Ministry of States and Frontier Regions (SAFRON), the Pakistani Chief Commissioner for Afghan Refugees (CCAR), and the National Database and Registration Authority (NADRA).

All issues concerning refugees are being dealt with by the Ministry of Interior (MoI) and the Ministry of States and Frontier Regions (SAFRON). Under the authority of the MoI, the Federal Investigation Agency (FIA) has the main responsibility for immigration, trafficking and smuggling of migrants. The agency is understaffed and in need of capacity development. The MOI announced recently a plan to establish a separate Immigration agency, but it is uncertain whether this will be realised.

Border management is challenging within Pakistan and in relation to the neighbouring states. Several security agencies (FIA, Frontier Corps (military), Frontier Constabulary, Rangers, police and customs) are operating without a coordinated approach, without communication, with serious lack of equipment and capacity to control the borders. Information exchanges between the two sides of the border are very scarce. In 2016, a trade agreement between Pakistan and Afghanistan foresaw the opening of two additional border crossing points. The more than 2500 km long border between Pakistan and Afghanistan is politically sensitive since Afghanistan has never recognised the Durand Line. It was recently closed (February 2017) following a brutal increase of terrorist attacks in Pakistan.

1.1.3 Priority areas for support/problem analysis

Afghanistan

Issues concerning Afghan refugees, returnees and IDPs are quite diverse but can be clustered in the following main categories which are interlinked and which cover the main concerned countries: Afghanistan, Pakistan, Iran and recently the EU.

1) As of December 2016, the Government estimated the number of **internally displaced people** in Afghanistan to be around 1.5 million individuals, a major part of which are in prolonged or even protracted situations. IDPs are mostly hosted by their extended family networks or close acquaintances; in some circumstances they have been compelled to settle in makeshift camps. The widespread poverty of the host communities, doubled with the strains of sharing limited resources with displaced groups, IDPs' limited access to basic services, precarious accommodation, and generally material and psychological hardship, continue to be the most important challenges for these segments of the population. For those providing support, the challenge is not so much to identify new IDPs, but to identify sufficiently early those who will become protracted IDPs. Over the last years, ECHO support has specifically focussed on the humanitarian needs of the IDP population particularly the newly displaced, and thus most vulnerable.

2) Quite similar, but slightly better than the situation of IDPs, **Afghan returnees** face difficulties in reintegrating in Afghanistan as they would also have limited access to basic social services and development opportunities. In Afghanistan, the living conditions are not favourable enough for a sustained return, and there is an increasing concern regarding possible reverse migration to the neighbouring countries and further afield. Studies show that the main

reasons causing difficulties to socio-economic reintegration are security concerns, the lack of land and housing and very limited livelihoods or jobs opportunities for returnees. The absence of proper documentation further limits access to services. Moreover, the poor urban infrastructure limits the absorption capacity. The Afghan institutions are not strong enough to deal properly with the land disputes and to prevent human rights abuses which are among the reasons for lack of integration. In addition, the limited capacity of the Government of Afghanistan to deliver basic services further worsens the opportunities for reintegration of returnees. For instance, the governmental Land Allocation Scheme (LAS), which has recently seen a number of improvements such as the adoption of an integrated approach or the setting up of a project implementation unit still needs continued support from the international community in order to be successful.

3) **Afghan refugees in host countries** remain vulnerable, especially because the political context in Pakistan is not favourable to them, and hardships persist also in Iran. A large number of Afghans living in the host countries remain in a vulnerable condition with regard to their health, education and legal situation.

Afghanistan is therefore confronted with a double-faced challenge. On the one hand, sustainable, long-term solutions have to be identified to facilitate return and reintegration of its displaced population. On the other hand, solutions have to be found to tackle the root causes of forced displacement and curb the prospects of increasing irregular migration from Afghanistan. To a great extent these two issues are interlinked, a key requirement for success being improved security and economic conditions including realistic and viable employment, livelihoods and income generation opportunities.

In brief:

- Afghanistan has a **weak reintegration capacity and a limited absorption capacity**. Main recurrent problems for reintegration are: the rising insecurity and the economically precarious situation, especially in relation to difficulties in promoting jobs and the lack of social services. The Government has recently taken significant steps in shaping policy and actions in response to the crisis. These efforts need to be supported and any intervention should be aligned with Government priorities and programmes. Given the magnitude of the forced displacements responses have to be comprehensive and nationwide.
- A **regional approach in support of Afghan refugees** in Iran and Pakistan to sustain a predictable, dignified and well managed return and reintegration process needs to be enhanced. Improving international protection, enhancing employment and livelihood opportunities as well as integrated service delivery, and supporting host country national and local authorities, policy dialogue on developing enabling legal frameworks to enable self-reliance and resilience for forced displaced populations, as well as advocacy activities and cross-border activities should be envisaged.
- The **returns** (whether voluntary or forced) **are too concentrated** in terms of both time (too short) and locations (mainly Kabul and Nangarhar). This has an impact on the increasing fragility and socio economic texture of the two main peri-urban areas of

return. The problem is exacerbated by the limited access to reliable information on the status of many returnees.

- Adopting a **community based approach**, thus enlarging the number of beneficiaries to include members of the communities where the refugees/returnees and IDPs settle would be an effective means of ensuring sustainability. In this context, **access to basic public services** (transport, health, legal redress and education) and utilities (safe water, affordable electricity) as well as **livelihood opportunities and jobs** should be prioritised.
- **Lack of registration and lack of access to valid ID documents** are also significant issues in Afghanistan. Without proper documentation, access to basic services and sustainable reintegration is under severe threat.
- **Land allocation and security of tenure:** A key priority for sustainable reintegration is to improve the regulatory framework enabling land allocation and securing the legal title to land ownership, upgrading urban and peri-urban neighbourhoods and promoting affordable housing.
- Specifically **young migrants/refugees** face a situation with very limited economic perspective upon return, competing among an estimated 400,000 new entrants into a saturated labour market each year. This exacerbates the risk of continued migration pressure as much as the risk of vulnerability to radicalisation.

An additional challenge is represented by the endemic presence of polio in both Afghanistan and Pakistan. The key challenge for the full eradication of this disease in the two countries is accessing the remaining high-risk populations, i.e. the people on the move along the Afghanistan-Pakistan border. The current volatile security situation in many areas limits access to children as much as supervision and monitoring, resulting in sub-optimal campaign quality. Under the given circumstances, access to these groups appears to be easier from the Afghan side than from Pakistan, where violent resistance to vaccination is a high risk.

One possible solution is targeting immunisation campaigns for returnees, migrants and IDPs at the point of entry or registration in Afghanistan, or at the places of (temporary) settlement. The advantage of this approach is its relatively easy access, as current migrant streams are monitored and individuals register for ID and support by government and development partners. These populations are in general harder to reach through existing standard vaccination campaigns. This approach would, therefore, be complementary to existing routine activities already supported by the EU under the System Enhancement for Health Action in Transition (SEHAT) programme.

Bangladesh

Bangladesh is the 8th most populous country in the world with a population of 166 million habitants of which around 45% (74 million) lie in the workforce category. A sizeable number of people in the workforce category have always been prone to looking for overseas employment due to the high rate of unemployment and underemployment, the inefficient social environment, poverty, land scarcity and low wages. The Bangladesh labour market can only provide about 200,000 new formal sector jobs, while there are about 1.8 million new labour market entries per year, which means that people have to seek employment outside of the

country. Migrant workers are classified into four categories: 1) Professional 2.21%; 2) Skilled 31.53%; 3) Semi-skilled 13.98% and 4) Less-skilled/unskilled 52.29%. This last category is the largest of the four, which explains why often migrants are unequipped with proper documentation and skills, and therefore led into vulnerable situations in the destination countries, and why they sometimes even initiate subsequent movements from the original destination country to other countries, becoming irregular migrants despite having started as regular migrants. Potential migrants and their communities, as well as the returnees who run the risk of falling back into a new cycle of irregular migration, need better awareness of the processes and strategies of safe migration. In particular they need to better understand the dangers of migrating through irregular channels, the benefits of using regular channels and the mechanisms and processes they need to utilise.

To ensure ‘Safe Migration’ for Bangladeshis and more durable reintegration for migrants returning from Europe, it is necessary to strengthen the knowledge on the mechanisms that facilitate regular migration to ensure that migrant workers receive efficient, reliable and accessible migration information and avoid falling into irregular migration, exploitation and potential trafficking.

Finally one of the most important contributions of migrants to their country is represented by their remittances, which amount to approximately 11% of the country’s GDP. Basic financial literacy is needed to ensure a better use of the remittances for the benefits not only of the returnees or the potential migrants, but also of their families and communities.

Skills Development

Bangladeshi returnees may face difficulties to reintegrate in their home country as living conditions may not be favourable enough for a sustained return or their skills may not be adapted to the local labour market. Lack of land and housing, limited livelihood and job opportunities and security concerns could result in returnees being re-exposed to the risk of irregular migration.

Emphasis therefore needs to be placed on tackling the root causes of irregular migration and on focusing on skills development, through the scaling-up of specific actions that accompany both the short-term as well as the long-term economic and social reintegration of returnees. Skills development should be adapted to and focus on local labour market needs, but should also equip returnees and other prospective migrants with skills to obtain legal employment in countries that need labour.

Awareness raising

Awareness raising at community level on the rights and benefits of regular migration and the risks associated with irregular migration remains a cornerstone for ensuring that prospective migrants are fully equipped with the necessary knowledge, advice and access to services to reduce their vulnerability and exposure to exploitation.

Remittances

Remittances-related activities in the form of financial literacy training and services to the returnees and their family members can be provided to ensure a better use of the remittances for

the benefit not only of the returnees or the potential migrants but also of their families and communities.

Iran

Over the past three decades, the Islamic Republic of Iran has hosted one of the largest refugee populations in the world (today it is the fifth largest and the most protracted refugee population). Afghans began to seek refuge in Iran after the 1979 Soviet invasion of Afghanistan. The effects of war, insecurity, and the lack of economic opportunities in Afghanistan drive its citizens across the border.

During the past two years, the Government of Iran has further opened the public health and education systems to refugees and also partly to undocumented migrants. Most refugees in Iran reside in urban areas, with only 3% living in settlements in rural areas. Resettlement is therefore an important durable solution for the Afghan refugee population although only a very small number of Afghan refugees in Iran have benefited from such a solution so far.

Since 2002, UNHCR assisted the voluntary repatriation of approximately 920,000 Afghan refugees residing in Iran, with an increase in voluntary returns since 2011. In 2016, IOM reported the return of 420,293 undocumented Afghans. Approximately 10% of them are in need of humanitarian assistance. Ensuring dignified voluntary return and adequate protection, especially of vulnerable groups, is a priority.

While Iran is a middle-income country, an estimated 22% of registered Afghan refugees live below the poverty line.²² While the EU is present in Iran through its support to humanitarian partners (EUR 15 million in 2016), Iran receives minimal financial support from the international community at large for its role as a host country to Afghan refugees.

Due to its geographic position, Iran represents an important transit country and destination country of irregular migrants. The irregular migrants are notably from Afghanistan, but also Pakistan and Bangladesh. Iran has been facing an increasing number of Afghan refugees transiting to other destinations. Daily arrivals from Afghanistan are counted in the thousands. While for some refugees Iran is a country of destination, others will spend time in Iran before heading towards Turkey and Europe, however precise data on migration flows are insufficient. Iranian migration authorities estimate that between 800,000 and one million Afghans have arrived in Iran since the beginning of 2016 alone.

Iranian authorities have also made attempts to address the problem of unaccompanied minors as well as human trafficking, while facilitating the settling down and stabilisation of Afghan migrants and refugees in the Iranian territory. At the same time, challenges remain in the context of border management, especially at the borders with Afghanistan and Pakistan.

Accompanying measures to improve migration governance and to inform policy choices with relevant Ministries can be developed, including through targeted information sharing and exchange of experience programmes, to ensure continued operationalisation of existing policies and to support the relevant areas, as needed, in the EU-Iran structured migration dialogue.

²² <https://www.nrc.no/countries/middle-east/iran/>.

Iraq

The precondition for migration management in Iraq is an understanding of the changing trends in such a dynamic context. The key elements for migration and forced displacement are the security concerns related, not only to the conflict, but also to political instability, lack of social justice, and economic factors, which are all directly related to the conflict and create a sense of hopelessness among the population. The impetus is on enhancing community stabilisation and revitalisation in order to facilitate the return and durable reintegration of IDPS and Iraqi returnees from Europe to their areas of origin, thus preventing further irregular migration. More in-depth analysis on the motivation, mode, methods and demographics of migration and migrants in Iraq and on their intentions and needs with regards to return and reintegration are necessary to tailor country specific activities.

In brief, the following priorities need attention:

- The high number of displaced and returnee population, which poses tremendous reintegration challenges, as many are in camps and some have returned to homes that have been destroyed or severely damaged, with little to no basic services and infrastructure; inconsistent security presence and limited economic/income generation opportunities. In this context, social tensions may turn into violence, not only as a result of competition over scarce resources, but also because of the perceptions that returnees and security forces hold of those who stayed behind as colluding with Da'esh, with ethnic and religious identities coming into play. Not only can this environment lead to internal conflict, but it also creates the conditions for further radicalisation, especially of disenfranchised youth, and fosters the push factors of irregular migration such as people smuggling, increasing the risk of human trafficking.
- Irregular migration. Iraq has a long history of irregular migration to Europe and in 2015 saw a sharp increase of these flows. The number of negative asylum decision is steadily growing which impacts on the expected number of Iraqi nationals subject to return. Findings from a 2016 EU-funded IOM piece of research, exploring the dynamics of migration from Iraq to Europe revealed that the main reasons for migrating, or “push factors”, were an unstable security situation (both general and personal), and a lack of equality and social justice.
- Poor socio-economic opportunities for reintegration of IDPs and returnees, who experience a significant decline in their standard of living as a consequence of their forced displacement. Employment opportunities are limited and 20-30% are working in the informal sector, further increasing income instability. Employment of IDPs previously working in some sectors, i.e. agriculture, is particularly challenging given the inaccessibility of large areas. Security, housing, financial resources and livelihoods are the most determining factors of intentions to return, and there is high borrowing from family and friends.
- Lack of access to shelter, housing, land and property security contributes to the overall risks to social cohesion, justice, peace and stability in the return communities, and can generate further erosion of the public trust in the rule of law. There are currently gaps in

terms of the lack of timely and accurate information about housing, land and property rights; the lack of referral systems for individual and families to get adequate support in accessing their houses, land and property; geographic, political and cultural inconsistency of the application of community level dispute resolution mechanisms; and the lack of adequate institutional legal framework and mechanisms for compensation and restitution of housing, land and property rights. This is combined with the widespread extent of destruction and confiscation in all territories which were or are still controlled by Da'esh. These areas have seen, among others, the systematic destruction of property records of the displaced population, confiscation or loss of essential civil documentation and the illegal rental and sale of confiscated property areas. Property recovery policies will then become extremely necessary for the recovery of the country.

- Lack of adequate capacity of governmental institutions to enable fast, efficient and sustainable management of migration crisis and integration of returnees. In specific, the Government needs further support in efficiently coordinating and delivering essential services to the newly displaced population; in leading the coordination response with key stakeholders; in collecting and analysing data informing rapid decision making; in developing short to long term policies and implementation guidelines that can be put in place rapidly.

Pakistan

Migration management

Migration in Pakistan is a complex interlinked phenomenon that has to be addressed in a comprehensive way. Economic factors including poverty, lack of employment opportunities, and low wages are among the key reasons for migration. The rapidly growing population has led to excess supply of the workforce comprising illiterate persons, semi-skilled, skilled, educated, and even highly qualified professionals as compared to the domestic labour demand.

Labour migration is an important coping mechanism and the improvement of migration management and protection of migrant workers should be further strengthened so that Pakistan and Pakistanis can fully benefit from the positive impact of migration.

The negative side of regular migration is the corrupt process, the insufficient protection of migrant workers at home and abroad and the lack of efficient redressal systems for complaints.

The Government of Pakistan lacks the capacity to offer comprehensive social welfare and protection systems and business development programmes that could benefit returning Pakistani migrants. As a consequence, interventions will focus on enhancing the capacity of national and provincial authorities, in particular in KP and Punjab provinces, for addressing migration and reintegration issues through the availability of an expanded evidence base for policy formulation. In the public sector, the Government of Pakistan, with support from international donors, has taken initiatives to promote access to livelihood opportunities such as technical and vocational training programmes and health outreach services. However, these programmes are not targeted or tailored towards lower and upper middle class Pakistanis, the class to which the returnees from Europe mostly belong. Similarly, private sector organisations focus on cash grants interventions rather than sustainable reintegration programmes. Therefore,

there is a clear need to invest in increasing knowledge of migration dynamics and the needs of returnees to enable public and private institutions to develop and implement sustainable reintegration programmes that have a holistic focus on returning migrants and their communities. Via cooperation with chambers of commerce as well as with international companies with a presence both in Europe and Pakistan, Pakistani nationals with a return decision will be supported to reintegrate.

Irregular migration

On the other hand, irregular migration and particularly trafficking and smuggling of migrants is a growing phenomenon and is overshadowing the positive effects of migration. This is true for irregular migration to Europe as well to the GCC states. Institutional development and capacity building to strengthen border control, data collection, monitoring and analysis of irregular migration, smuggling of migrants and trafficking in human beings will be carried out.

Reintegration

Better use of the knowledge, skills and earnings of returnees, skills development to enhance employability and the provision of better opportunities is crucial not only for returnees' reintegration, but also for providing alternatives to irregular migration or migration in general. Youth should be particularly targeted as they represent a significant proportion of returning and potential migrants. Market-oriented training to equip returnees with skills that enhance their chances to obtain legal employment in countries and regions that need labour is a particular focus.

Socio-economic problems, including the lack of livelihood opportunities and lack of access to accurate information, contribute to weak community resilience in key source communities. Building social resilience in key source communities of irregular migration in Punjab and KP Provinces is therefore a key priority area.

Existing programmes, such as TVET and microcredits, are an important intervention for the rural poor, but not targeted towards lower middle class Pakistanis who wish to earn more than the minimum to survive. Innovative approaches for lower middle class for both returning migrants and residents will be piloted.

2. RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Lack of political will and commitment from the Governments to work on return and reintegration in the context of migration and development	L-M	EU is pursuing dialogue at all levels, combining different instruments. Discussions should be held on the way to proceed, including on whether or not to sequence the funding to the level of cooperation from the partner country
Lack of political will and	M	EU is pursuing dialogue at all levels,

commitment from the targeted countries to work on socio-economic inclusion of forcibly displaced populations and their host communities		combining its own instruments and ensuring alignment and complementarity with international processes (CRRF/GRC ²³ and Leaders' Summit Commitments) and financing (World Bank IDA ²⁴ -18, EU Member States)
Structural changes at national and local government level, including regular turnover of staff	M	The EU and its implementing partners will ensure close cooperation with stakeholders, highlighting the importance of dedicated resources (financial and personal), and, if necessary, convene meetings at high-level to address any issue that may arise.
Deterioration of security situation, political instability	H	Implementing partners work in coordination with law enforcement agencies and under guidance of the UN Department of Security and Safety. For political stability, a strong institutional collaboration with stakeholders at various levels of the three Governments will be maintained.
Interest of and access to returnees and their communities to engage in monitoring and participation in reintegration and development-oriented initiatives	L-M	The issue will be addressed by working through local grassroots organisations that have strong relationships with communities and can contribute to community buy-in.
Communities face lack of matching skills for labour market	L-M	Need assessments in communities and close coordination with provincial authorities will enable that a targeted diverse set of training/skill building initiatives are offered to key source communities.
Assumptions		
<ul style="list-style-type: none"> – Political will to establish durable solutions for migration and forced displacement at multiple levels of government remains strong; including the political will to create an enabling policy environment. – National and provincial authorities continue to be committed to the promotion of sustainable reintegration, willing to engage in the implementation of the activities, and 		

²³ Global Compact on Refugees.

²⁴ International Development Association.

receptive to the recommendations provided.

- Conditions for return do not further deteriorate and asylum space in host countries is preserved.
- Hosting areas are willing to engage with programme activities
- Conflict between host communities and new arrivals is not prohibitive; relations between different groups can be built through joint programmes and an area-based approach to development interventions, and conflicts that do arise can be mitigated
- Insecurity and instability do not prevent participation and smooth implementation of programme activities; access to implementation sites is not restricted to the extent where essential monitoring and evaluation activities are not possible
- Local government authorities have adequate absorption capacity (including sufficient qualified and experienced staff) to benefit from participation in programme activities and ultimately take over ownership
- (Afghanistan) Sufficient vacant state owned land in appropriate locations can be identified and acquired

3. LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

In the area of return and reintegration programmes funded by the EU Development policy the key lessons learned are identified in the 2015 Study on the Results and Impact of EU development cooperation-funded projects in the area of voluntary return and reintegration.

One of the study's findings was that it is necessary to provide comprehensive support across categories of migrants while paying attention to their particular needs and vulnerabilities, regardless of their status. Experience has shown that reintegration can be considered as sustainable when returnees are re-included in a group or a process, and when they fully participate in the social, cultural, economic and political life of their country of origin. The support therefore needs to address all dimensions of successful reintegration and take into account individual needs of the returnees beyond one-off assistance. At the same time, the support has to consider the wider impact of returnees on the communities of origin and return. Individual assistance has to be combined with more structural reforms addressing the underlying drivers of migration (and also be aligned with policy priorities of beneficiary countries) if it is to lead to broader and sustainable impact.

In **Afghanistan**, there is a well-documented sense of failure amongst those who return. Reintegration is far more effective when there are face-saving community reintegration interventions to support returnees. In communities, this sense can easily turn to resentment if the returnee is seen to receive excessive individual assistance. To avoid this, and in order for communities to more easily embrace returnees, it is essential to also provide those communities with improved access to basic services, additional development and job-creation benefits in the context of accepting returnees.

Using local expertise and partners in community interventions not only increases local ownership, and thus the sustainability of the interventions, but also enhances the capacities of local actors to establish and implement a structured system for reintegration support after the external assistance has ended.

One of the major reasons for young people not being able to get a job is their lack of skills. Apprenticeships are an effective pathway to employment; however, apprenticeship systems often do not provide all of the skills that apprentices need as they are reliant on the existing skill levels of the master craftspeople. Apprenticeship alone is not sufficient and must be linked with structured vocational training systems. Skills development and employability has proved to be one of the most successful interventions for employment creation in many countries. This is crucial for returnees' reintegration but it is also crucial for providing alternatives to migration. Skills development has to be part of an integrated approach that includes labour market information, technical and entrepreneurship skills development, and with appropriate post-training support, including employment services, business management and financial services.

In light of the activities for technical and vocational training and skills development established under the 2016 activities for Afghanistan, specific attention needs to be given to the employability of these skills. The proposed action should complement and reinforce the ongoing training programmes with a market oriented support to employment and self-employment generating measures.

In **Bangladesh**, in the area of skills development, the programme builds on long-term EU support to the TVET reform process, notably through a previous ILO-implemented TVET reform project. It will directly work through the ongoing project Skills 21 (EUR 21 million, 2016-2020), which already includes a window for supporting the reintegration of some 1000 returnees.

Moreover, the implementation of the projects promoting safe migration and local development in eight districts, funded by the EU and implemented by DanChurchAid – Terre des Hommes (2009-2013), provides good basis for awareness raising actions at grassroots level. Two main lessons were learned: enhancing awareness at the community level through adequate awareness campaigns, on the migration process, legal opportunities, rights and benefits of regular migration, as well as risks of irregular migration, have proven to be effective. Through the above mentioned projects the EU funded the establishment of a total of 23 local migration resource / information centres at a local level to make information on safe migration, as well as employment conditions, more easily available to communities and families. In communities empowered with reliable information and available services, migrants' vulnerability to exploitation is reduced. These migration resource / information centres have been integrated in the overall migration governance of the country and are still operating and contributing to the promotion of legal migration.

In **Iran**, lessons learnt from the ongoing Aid to Uprooted People (AUP) programme show that there is a strong demand for the continuation of interventions addressing protection issues of Afghan refugees in Iran. There is a need to improve provision of and access to basic services such as health and education and livelihood support.

The AUP programme improved the conditions of voluntary repatriation of Afghan refugees from Iran but showed that a long term development approach has to be provided in order to sustainably address this issue.

In **Iraq**, lessons learnt from previous and ongoing intervention show that a careful assessment of the needs of IDPs and returnees is crucial to better understand their situation and ensure appropriate targeted and general responses. A theory of change that breaks down IDPs, returnees, refugees and vulnerable members of host communities is necessary to clearly reflect their different motivations and economic reasons for migration. There is a need to translate from the humanitarian and early recovery to long term stability and recovery. Understanding data and statistics, analysing the interface between programmes at community level and long term government accountability, transparency and responsiveness issues is a crucial aspect of the success of this action.

In terms of direct assistance to returnees, specific lessons learnt from the EU Commission funded Magnet intervention (DG HOME²⁵), show that individual assistance is not a sufficient incentive when it is related only to cash assistance, payment of vocation training and cash subsidies to employers. Key to success is a reintegration scheme that focuses on wider, community based schemes including job referral and in combining labour demand with labour offers though the strong participation of the private sector.

In **Pakistan**, the project has been designed taking into account lessons learned from reintegration programmes implemented by IOM Pakistan. The programme will also take into account lessons from other programmes, including the EU-funded "Support to the Silk Routes Partnership for Migration under the Budapest Process" (implemented by ICMPD) and the programme "Promoting the Effective Governance of Labour Migration from South Asia through Action on Labour Market Information, Protection during recruitment and Employment, Skills and Development Impact" (implemented by the International Labour Organization (ILO).

Lessons learnt from the ongoing project *Support to the Silk Routes Partnership for Migration under the Budapest Process* and the Promoting effective governance of labour migration (ILO) show that:

- Comprehensive policy on migration and the legal framework of migration is incomplete and improvements are needed;
- Institutional development and capacity building of the government entities in charge of migration management at federal and provincial level has to be strengthened;
- Migration governance is largely compartmentalised in the Silk Routes countries and further efforts are needed to put in place sustainable inter-ministerial/inter-agency coordination and cooperation mechanisms at national and at regional level;
- Trust building through regular meetings, exchange of experience and information sharing, contacts and consultations is crucial in establishing a regional understanding of migration challenges and developing a regional response to address them;

²⁵ Directorate-General for Migration and Home Affairs.

- To a certain extent, deficit of information and awareness among the general public and media as well as government stakeholders as regards migration and mobility and serious consequences of irregular migration can be addressed through Migration Information Centres and community outreach, as one of the tools;
- Enhancing awareness at the community level on the migration process, legal opportunities of migration, skills training, rights of migrants, international protection and assistance mechanisms, and the risks and consequences of irregular migration proves to be effective in reducing migrants' vulnerability to exploitation;
- Regional and national law enforcement response is crucial in addressing irregular migratory flows in and from the Silk Routes region.

Empirical evidence shows that – if the necessary enabling conditions are put in place – the forcibly displaced can make positive social and economic contributions to host communities in both camps and urban areas by expanding markets, importing new skills, and increasing demand for goods and services. The EU's approach to forced displacement and development was built on examples of better integrated, coherent development-oriented responses and a shift towards more holistic programmatic and regional interventions in forced displacement in EU programming such as the Regional Development and Protection Programme (RDDP) Middle East and the multi-donor public sector financial reform and management programme in Jordan, together with a small number of integrated projects such as those for refugees in Uganda and Pakistan. These projects not only seek to mitigate the costs and impacts of forced displacement by the Commission's humanitarian interventions, but also to promote a more proactive and coherent development-led response. Since the adoption of the Communication, the developmental approach underpins programming to forced displacement done in Uganda (responding to the forced displacement crisis due to the conflict in South Sudan) with a view to supporting the CRRF process, Kenya, Niger, Northern Cameroon, the Lake Chad basin, Libya, Ukraine, Afghanistan and Pakistan. The approach underpins programming done in the context of the Facility for Refugees in Turkey²⁶, the EU Regional Trust Fund in Response to the Syrian Crisis²⁷ (Madad Fund) and the EU Trust Fund for Africa²⁸, as well as the Regional Development and Protection Programmes²⁹ (Middle East, Horn of Africa and North Africa).

3.2 Complementarity, synergy and donor coordination

The Regional Indicative Programme Asia 2014-2020 includes the Aid to Uprooted People programme (EUR 25 million, committed in 2014). The main activities under the current Aid for Uprooted People programme include improving infrastructure of IDP settlements, empowering IDP through creating their governance structures, improving health, education, international protection, hygiene and increasing livelihood opportunities for Afghan refugees in Iran and Pakistan, provision of information, counselling and legal assistance to IDPs and returnees, provision of economic and employment opportunities for IDPs and returnees and improving

²⁶ https://ec.europa.eu/neighbourhood-enlargement/news_corner/migration_en.

²⁷ https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/syria/madad_en.

²⁸ https://ec.europa.eu/europeaid/regions/africa/eu-emergency-trust-fund-africa_en.

²⁹ https://ec.europa.eu/home-affairs/what-we-do/policies/asylum/external-aspects_en.

access to education for IDPs and returnees in Afghanistan. This programme is already complementary with ECHO interventions with IDPs and returnees.

The programme will complement the regional programme on Improving Reintegration of Returnees in Afghanistan, Bangladesh and Pakistan of EUR 91 960 500 that aims at supporting the sustainable reintegration of migrants returning to Afghanistan, Bangladesh and Pakistan.

The Action will complement and support the relevant elements of and resulting from ongoing migration dialogues between the EU and Afghanistan, Pakistan, Bangladesh, Iran and Iraq..

Close coordination of the activities with the reintegration programmes by the EU Member States will be ensured. In this respect, the key instrument is the European Reintegration Network (ERIN). It is a joint return and reintegration programme involving several European partner states: the Netherlands (network leader), Austria, Belgium, Germany, Greece, Finland, France, Italy, Luxembourg, Norway, Romania, Spain, Sweden, Switzerland and the United Kingdom (UK). Participation is open to all EU Member States and the Commission has actively encouraged them and all Schengen-associated states to join.

At regional level, Afghanistan, Bangladesh, Pakistan, Iran and Iraq are part of the Budapest process. Complementarity and synergy will be ensured with the EU-funded programme "Support to the Silk Routes Partnership for Migration under the Budapest Process" (ICMPD), which finances a facility for short and long term technical assistance and flagship initiatives on issues like the protection of migrant workers and the establishment of migration information centres. Cooperation on law enforcement between Member States' authorities and those of Pakistan and Afghanistan has also been launched. The aim is to work together to better address migrant smuggling.

Afghanistan

At the Brussels Conference on Afghanistan (5 October 2016), the Government of Afghanistan presented its Afghanistan National Peace and Development Framework (ANPDF) to which a set of 10 National Priority Programmes (NPPs) is linked. Of particular importance in the context of migration are the 'Citizens Charter' (a compact between government and citizens for the provision of basic social services particularly, but not only, in rural areas), the Urban Development Programme (under preparation), the Human Capital Development Programme (under preparation) and the NPP for Women's Economic Empowerment.

On 16 December 2016 the EC adopted the Decision on "Improving reintegration of returnees in Afghanistan, Bangladesh and Pakistan" which foresees a substantial financial allocation for Afghanistan (EUR 78 million). This package includes three components: i) Supporting individual returnees and communities in areas of high migration/return to achieve sustainable reintegration; ii) Incentivising Government efforts in key areas linked to migration and reintegration, and; iii) Promoting skills development/TVET and employability as a deterrent for irregular migration. The 'Incentive Package' for the Government of Afghanistan will be disbursed through WB/ Afghanistan Reconstruction Trust Fund (ARTF) upon the achievement of jointly agreed benchmarks which will align with the Government Policy Framework and Action Plan Matrix. A national Steering Committee will coordinate the abovementioned action.

This proposed action will fully complement and enlarge this existing intervention. Close cooperation with the Government and with partner organisation including UN agencies will be reinforced. The EU's overall assistance already comprehensively addresses certain root causes of irregular migration and there are specific national programmes addressing migration-related issues and job-creation. The EU "FARM" programme³⁰ of EUR 102 million implemented by GIZ and the World Bank as well as the "Panj-Amu programme" of EUR 45 million implemented by the ADB support added value chains, agricultural development and improved access to sustainable irrigation increasing jobs in rural areas. The 'Jobs for Peace' programme, launched in autumn 2015, aims at creating short-term employment that should contribute to a reduction of out-flow migrants. The EU committed EUR 30 million to this programme under the annual action programme (AAP) 2016³¹ to create jobs in rural areas and to contribute to improved infrastructure. This will reinforce the component on prevention of irregular migration. An action financed by the Instrument contributing to Stability and Peace (IcSP – EUR 8 million) is seeking to provide temporary job opportunities in anticipation of the implementation of more structural reforms that were launched in 2017.

Complementarities and synergies will be fostered with the new "STRIVE" action in Afghanistan (STRIVE for development – strengthening resilience to violence and extremism) being launched by the Instrument contributing to Stability and Peace (IcSP). The aim of the Action is to support local state and non-state partners to develop and implement interventions that have a demonstrable impact on the threat posed by radicalisation and recruitment to terrorism. The specific objective is to develop best practices to implement and monitor programmes that have demonstrable impact on strengthening resilience against extremism and violence among returnees including women and their communities in selected areas of Afghanistan.

Bangladesh

The action in support of returnees will be conceived as a scaling-up of two actions: (1) For skills development, this action will reinforce the activities foreseen for returning migrants under the Skills 21 programme (AAP 2015)³², where specific units specialised in migration-related matters will be established in selected TVET training centres; (2) For awareness-raising campaigns at the grassroots level and for the financial literacy training and services for a better use of the remittances, this action will complement the 2016 Special Measure³³ whose implementation started in 2017 (implemented by IOM/BRAC) and the Safe Migration Awareness Raising Programme financed by the EU (DG HOME) through the EURCAP (Capacity Building for Return Management) implemented by IOM.

³⁰ Support to Agriculture and Rural Development in Afghanistan; C(2014) 9099 of 03.12.2014 and C(2015) 9115 of 08.12.2015.

³¹ C(2016) 5716 of 05.09.2016.

³² C(2015) 9336 of 14.12.2015.

³³ C(2016) 8433 of 16.12.2016.

Complementarities and synergies will be ensured with projects under the Bangladesh-EU MIP 2014-2020³⁴ priority sectors, in order to address the root causes of economic migration, notably the resilient livelihoods programme (AAP 2016), where the emphasis is placed on offering alternative sources of livelihoods.

A specific component within the resilience programme implemented by GIZ addresses the specific needs of returnees from the EU in terms of skills, jobs and value chains development, linking with formal and informal SMEs and promoting access to social services in urban contexts.

Complementarity will be ensured with the other actions under the 2016 Special Measure which focuses on migration management services, the social reintegration of returnees and the referral to the economic reintegration activities. Complementarity will be ensured with the projects implemented by IOM and ILO on Enhanced Skills Development & Qualification recognition of labour migrants from Bangladesh, aiming at building the employability of Bangladeshi migrant workers and improving their job opportunities through enhanced skills and recognised qualifications, and with the ILO – the Swiss development cooperation programme on Promoting Decent Work through improved Migration Policy and its Application in Bangladesh.

Complementarity will be ensured also with BRAC's migration programmes including the one on capacity building strengthening of government, media and partners, and on policy advocacy – mainly – during the Libya crisis (project financed by UN Women – ILO – Japan International Cooperation Agency – UK Aid).

In 2016, in the run-up for the Global Forum on Migration and Development held in Dhaka in December, a new informal Migration Working Group was created among the donor community, which expects to be – but has yet not been – formalised within the Local Consultative Group donor coordination mechanism. Donors have so far met 3 times to discuss and exchange information on migration related issues have only recently decided to work on multiple mapping exercises: 1) on on-going and planned programmes on migration, 2) on the different contribution/activities on the follow up to the Global Forum on Migration and Development (GFMD) and to the contributions to the Global Compacts.

Iran

The action will complement activities implemented under the Aid to Uprooted People programme. In Iran, access to refugees and providing them with durable solutions has recently improved. This could allow creating synergies in areas such as health, education and livelihoods, school attendance of refugee children and self-reliance and livelihoods of the beneficiary population.

Synergies with ECHO funded interventions is ensured by focussing on medium- and long-term funding to address the needs of refugees in areas such as education, health and social services, while ECHO will continue covering the humanitarian needs of refugees where appropriate. Until 2015, ECHO partners working with Afghan refugees were only NRC and UNHCR, who concentrated their assistance mainly on vulnerable documented refugees. Since 2016, the

³⁴ C(2014) 5718 of 18.08.2014

number of partners has increased and assistance is progressively being targeted towards undocumented Afghans. The main sectors of intervention are health, protection, education, food security, shelter, advocacy, coordination, and WASH³⁵, which is in line with the proposed activities of this action.

Iraq

EU bilateral cooperation in Iraq focuses on humanitarian assistance, stabilisation, national reconciliation, economic reforms, and the support to education and vocational training. A reinforced diplomatic engagement and attention to qualitative and quantitative information on migration causes and patterns are part of a more strategic approach to migration pursued in past years. This action on migration follows on the legacy of the EU funded initiative by the Hijira Amina (“safe migration” in Arabic), a project implemented by IOM between 2013 and end 2016. The project has provided technical support and capacity development to the Federal Government of Iraq and the Kurdistan Regional Government (KRG) ministries, including provincial authorities with migration functions, in establishing adequate migration procedures and has responded to the urgent protection needs of IDPs, returnees, refugees and other migrants in Iraq. While conceived to provide dedicated policy support to Government, the project’s long term vision has been affected by the escalating of violence, insecurity, forced displacement and immigration which has occurred since 2014, and so has then dealt on specific emergency issues on migration management caused by the changing context. The project has produced some pieces of research identifying underlying causes, key gaps and recommendation for future intervention on migration in Iraq, which now needs to be implemented.

EU funding, channelled through ECHO, the Madad Trust Fund and the Instrument contributing to Stability and Peace (IcSP), is already addressing, within the remits of each specific instrument mandate, part of the challenges linked to forced displacement, social cohesion, return and conflict resolution in local communities hosting IDPs and returnees. In specific, IcSP funding (implemented by IOM) is supporting the ongoing stabilisation efforts in Iraq by helping to reduce tensions between IDPs and host community members.

In the past years DG HOME has supported the IOM's programme "MAGNET" , which is linked to the assisted voluntary return and reintegration programmes of four European countries, providing job placement opportunities for rejected asylum seekers and irregular migrants returned from Austria, Belgium, France and the Netherlands. The project created and delivered innovative services involving the identification of possible vacancies in the private sector and linking beneficiary profiles to these job offers, so as to improve the attractiveness and the sustainability of reintegration.

Pakistan

EU-Pakistan relations are moulded into a 5-year Engagement Plan (2012-2017). The purpose of the Engagement Plan is to upgrade the relationship, improve EU coordination in Pakistan and expand relations to include a full range of issues including migration. The last chapter of the

³⁵ Water, sanitation and hygiene.

Engagement Plan on sectoral cooperation calls for cooperation on migration issues. A new Engagement Plan is currently being discussed.

Complementarity and synergy exists with the Pakistan-EU MIP Bilateral Development Cooperation for the period 2014-2020³⁶ (EUR 653 million), which is comprised of Rural Development (EUR 340 million), Education including TVET and Human Resource Development (EUR 210 million), as well as Good Governance (EUR 97 million). These focal sectors are addressing certain root causes of migration.

Possible complementarities and synergies will be also sought with other technical education and vocational training programmes, social welfare programmes and micro-credit schemes of other actors including the UK Department for International Development (DFID) Skill Development Fund in Punjab and other governments and donors' programmes in Khyber Pakhtunkhwa.

The programme is also developed based on findings of an ongoing assessment of service provision for returning migrants from Europe, being carried out under the EU funded "Monitor" project. The system aims to provide an increased understanding of the situation of returnees and provide a monitoring and evaluation mechanism to ascertain their needs.

The project will ensure continuity and complementarity with EU-funded initiatives like: (i) Regional Programme "Promoting the Effective Governance of Labour Migration from South Asia through Action on Labour Market Information, Protection during recruitment and Employment, Skills and Development Impact" (SALM), which includes two already established Migration Resource Centres (ILO & ICMPD jointly) and ended in September 2016; (ii) EU- ILO project on Fair recruitment process; (iii) the project "Fight against Trafficking in Human Beings - Phase 2" (THB/IFS/2) contributing to the prevention of and fight against transnational organised crime, particularly in relation to trafficking in human beings (THB), implemented by ICMPD; (iv) the Global Action against Trafficking in Persons and the Smuggling of Migrants (GloAct) project aiming at assisting selected countries in developing and implementing comprehensive national counter-trafficking and counter-smuggling responses and focusing on prevention and protection (implemented in Pakistan by UNODC).

Coordination and policy dialogue on Afghan Refugees is eased by regular meetings of the Friends of Sustainable Solutions for Afghan Refugees (FOSSAR) gathering all concerned Government stakeholders with the key donors involved.

3.3 Cross-cutting issues

Cross-cutting issues, such as gender, human rights and good governance, will be carefully considered and taken into account throughout the implementation process.

Given the fact that women make up close to 50% of migrants worldwide, and their vulnerability in the migration process is particularly serious, careful attention will be put on addressing their needs. The action will also address female poverty by ensuring that the

³⁶ C(2014) 5599 of 11.08.2014.

proportion of those receiving services and their access to livelihood activities is in line with the proportion of female refugees/IDPs/returnees.

The different roles of women and men in community-based interventions, reintegration processes, livelihoods and development programmes are important to recognise, thus ensuring their inclusive and equitable participation in decision-making processes and project implementation. Monitoring, including through disaggregated data, will be key in this programme.

In addition, the project will address gender-specific needs through efforts to reach female community members through multiple interventions. Social resilience activities will include fostering dialogue between men and women to foster the agency of both and contribute towards gender equality. Similarly, disaggregated data throughout the programme cycle (i.e baseline and results) will help make clear to what extent the programme benefits women and men according to their needs.

Given the nature of the action, the protection of human rights and due processes will be an integral part of the activities carried out. Protection of human rights for the different categories of "*people on the move*" and specifically for vulnerable categories, such as children, unaccompanied minors, disabled persons, victims of trafficking or smuggling and rejected asylum seekers will need to be specifically considered. Human rights issues will be an important topic of discussion between the EU and the partner countries.

The proposed action will particularly need to be reflective of the fact that a large part of the Afghan refugee and migrant population, specifically returnees from Iran but also returnees from Pakistan and Europe, are young people, often minors. This segment of the target group for the proposed action is particularly vulnerable in the migration process but also susceptible to abuse, exploitation and radicalisation, especially if confronted with a lack of social and economic perspectives and a deep sense of personal failure upon return.

In terms of good governance, the proposed action recognises the comprehensive approach required to address socio-economic inclusion of forcibly displaced persons in their host or return communities. As such, the action will be supported by policy dialogue with partner countries and relevant stakeholders, aimed at improving the legal and socio-economic situation of refugees and IDPs in their host or return communities.

Sustainability and empowerment are core cross-cutting issues that are promoted throughout the community-based interventions, which ensure inclusive participation from the initial phase of identifying priorities and needs throughout the project design, implementation and monitoring phases.

Finally, as concerns Afghanistan, the high numbers of return in certain areas increase pressure on natural resources (e.g. water and fuelwood). A managed approach to land allocation, with impact studies, will avoid installing returnees in regions with insufficient water, preventing future conflicts with the host communities.

4. DESCRIPTION OF THE ACTION

4.1 Objectives

Overall objective

In line with the commitments undertaken by the Commission in the European Agenda on Migration and within the framework of the Sustainable Agenda 2030, the action primarily contributes to the progressive achievement of Goal 10.7 (SDG target 10), to *facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed policies*. Limiting the negative effects of forced displacement is a central part of ensuring safe, orderly and regular migration and mobility and maximising its positive aspects, notably contributions of the displaced to their host communities, will improve development outcomes in host regions.

Specific objective(s)

The aim of the programme is to: (i) enhance the resilience and self-reliance of the forcibly displaced, the returnees and their host / return communities in a way that they may live together peacefully, have access to social services and develop economic ties to build sustainable livelihoods and thus foster social cohesion and stability, (ii) ensure that those who intend to migrate or return will be equipped with the necessary information, resources, skills and knowledge to achieve a decent standard of living and contribute to the long-term development of their communities, (iii) ensure the protection of IDPs, returnees, refugees and vulnerable migrants, and victims of smuggling or human trafficking; (iv) improve the national migration management systems, policies and their implementation; (v) improve basic financial knowledge for a better and broader use of the remittances to the advantage of the communities (Bangladesh), and; (vi) support the relevant elements of and resulting from ongoing migration dialogues between the EU and Afghanistan, Pakistan, Bangladesh, Iran and Iraq.

Target groups

Actions under this measure will target all categories of "people on the move", including refugees and IDPs who are assisted in voluntary repatriation as a durable solution or assisted in their host country through socio-economic inclusion to foster resilience and self-reliance; returning migrants (irregular migrants or failed asylum seekers who are returned as part of the immigration policy of receiving states); labour migrants; other categories or specific vulnerable groups in need of international protection (especially minors and women), as well as of return and reintegration assistance. Responses will be articulated taking into account context specificity, different types of returnee/refugee/IDP profiles and associated needs and aspirations, as well as specific vulnerabilities and capacities.

The action will also target host/return communities and communities of high out-migration to favour social cohesion and promote stability in areas of high return/forced displacement. Communities will benefit from community-based projects leading to improved service delivery, sustainable livelihood opportunities, governance, stability, and cohesion. Community members will benefit from increased options/opportunities to stay in their community rather than migrate irregularly.

This action will provide support and capacity building to government authorities at national and local levels in origin/transit/destination countries who will benefit from improved capacities and expertise as well as strengthened cooperation networks to address migration, socio-economic inclusion of forcibly displaced populations and reintegration.

Civil society organisations and social partners in both transit/destination and origin countries will benefit from improved capacities and strengthened cooperation networks among stakeholders engaged in migration management, including reintegration, and forced displacement.

4.2 Expected results

1. The resilience and self-reliance of returnees, refugees, IDPs and their host/return communities is strengthened through improved access to integrated service-delivery (including health, education and other services), and economic opportunities, including land tenure, housing and property rights, livelihood services and labour market access;
2. Returning migrants, refugees, IDPs and their host/return communities receive appropriate support to actively participate in the local economy;
3. The capacities of the different target groups are strengthened and sustainable employment opportunities for returnees, refugees, IDPs and their host/return communities are created and, where needed, legal frameworks are developed to ensure safe and dignified labour market access and prevent exploitation;
4. Human rights protection is enhanced for the different categories of "*people on the move*" and their host/return communities;
5. The strategy of integrated service delivery and economic opportunities for the forcibly displaced and their host communities is included in national development plans. The capacities of national and local authorities in targeted countries are strengthened to provide access for forcibly displaced populations to integrated service-delivery and economic opportunities;
6. The capacities of national and local authorities in the targeted countries are strengthened to plan, manage and implement sustainable migration policies related to all areas of migration management at both central and local level, including reintegration of returnees. The expected areas of migration management could include in particular: trafficking in human beings and smuggling of migrants, integrated border management, awareness raising on both risks of irregular migration and safe legal channels, diaspora engagement/remittances (including financial literacy), labour migration and international protection that covers all refugee populations;
7. National migration data management systems are strengthened and the knowledge base on migration is improved;
8. Strengthened regional dialogue on migration, forced displacement, return and reintegration.

4.3 Main activities

All assistance efforts will need to be clearly linked to relevant national policies. The nexus between humanitarian and development assistance will need to ensure a smooth interaction between relief and development.

Main activities across the countries may include the following:

1. **Information, tracking and profiling:** activities under this component are aimed at capturing population movements, routes and flows, and at the profiling of migrants, returnees, refugees and IDPs in order to design a better tailored response and include providing technical support and knowledge transfer on methods of collecting, producing, disseminating and analysing statistical data and supporting the establishment of a migration data management system. The expansion of tools like IOM's Displacement Tracking Matrix (DTM) will be supported through this action. Vulnerability and needs assessment would be conducted to determine the right beneficiaries and the type of interventions;
2. **Access to economic opportunities and integrated service-delivery in host countries and reintegration in countries of origin:** improve the socio-economic condition of returnees, refugees, IDPs and displaced-hosting communities based on a market-system approach. It will consist of activities aimed to provide/develop:
 - a. support documentation of refugees/returnees with identification as a critical means for access to services, and where appropriate, support migration management with a focus on mixed migration to promote mutually acceptable regimes for cross-border movements to seize development opportunities of mobility;
 - b. support for integrated service-delivery systems targeting both forcibly displaced persons as well as their host/return communities;
 - c. support for employment opportunities for refugees, IDPs and their host communities (requiring policy commitment for better regulatory environment for refugee employment), underpinned by labour market assessments, which include opportunities for self-employment;
 - d. small grants mechanism for targeted high return areas for community-driven programming;
 - e. enhanced TVET and skills development opportunities to address specific needs of sustainable return, reintegration and socio-economic cohesion;
 - f. information and legal counselling services on aspects related to forced displacement and return such as housing, land, property issues and management of potential debt arising from migration experience;
 - g. reestablishment of networks and ties between communities of origin and forced displacement;
 - h. support to community outreach activities to enhance trust and promote social cohesion at local level;

- i. enhanced orientation and referral services for returnees (especially health – including immunisation campaigns with special attention to polio, education, etc.) and support to national delivery systems for both hosts, IDPs and refugee communities to facilitate access to basic services, like health and education;
 - j. tailored individual or family-level assistance, where appropriate;
 - k. support for land tenure to refugees/returnees/IDPs.
3. **Protection and human rights**, especially for vulnerable groups like women and unaccompanied minors, including activities like training of local actors on human rights protection, support to family tracing/reunification services, legal aid and counselling. All activities in the programme will be targeted based on vulnerability and needs. Considering the (pockets of) fragility and conflict in the targeted countries (*Afghanistan, Iraq, Pakistan, Iran and Bangladesh*), the programme will mainstream protection to ensure that access to programme activities/services is provided on a safe, equal and fair basis and to prevent, reduce/mitigate and respond to the risks and consequences of violence, coercion, deliberate deprivation and abuse, in line with the European Commission guidelines on protection in humanitarian crises.
4. **Capacity building/empowerment of public authorities at national and local level:** may include support to draft legislation and by-laws, support to the development of national strategies and action plans focusing specifically on dealing with socio-economic inclusion of forcibly displaced populations, gaps and needs assessment, trainings, study visits etc.

Afghanistan

Building on the EU support measures initiated in 2016 and guided by the Afghan Government's migration action plan matrix, action should focus on:

1. **Information, tracking and profiling**
2. **Access to economic opportunities and integrated service-delivery in host communities and reintegration in communities of origin** – activities may include:
 - a. Specific support to the Government's goal of providing all arrivals with immediate registration and proper documentation, and immediate assistance as needed;
 - b. Building on the activities for technical and vocational training established under the 2016 package, support to sustainable livelihoods opportunities, employment and income generation. Support measures could include labour-intensive and productive public work schemes for implementing certain other goals of the Government's action matrix (e.g. Citizens' charter programme, regularisation of informal settlements and improved access to utilities, livelihood programmes), as much as microfinance, support to self-employment and business start-ups. Actions will also include activities related to community empowerment, community and productive infrastructure development and cultural initiatives aimed to foster social cohesion and sustainable reintegration of displaced people/returnees in the recipient communities;

- c. Specific support to the Government's goal of improving access to land and adequate housing, particularly in (urban and peri-urban) areas of high return, including measures dealing with affordable housing and regularisation of informal settlements; specific attention should be given to policies and regulatory framework for improved tenure security;
 - d. In a context of high mobility, to avoid the disruption of services (notably education and health) and facilitate access to assistance, the focus should be on support for national social protection schemes to address forced displacement related challenges. Activities in the health sector may also include improved vaccine coverage and access to immunisation – with special attention to polio – for returnees and internally displaced people (especially children aged below five years) at the point of entry or registration in Afghanistan, and/or at the places of (temporary) settlement.
3. **Protection and human rights**, especially for vulnerable groups like women and unaccompanied minors;
 4. **Capacity building/empowerment of public authorities at national and local level:** direct budgetary assistance and technical support to the Government of Afghanistan's policies on migration and forced displacement, through a reinforcement of the "incentive package" set up under the 2016 special measure on "Improving reintegration of returnees in Afghanistan, Bangladesh and Pakistan". Specific attention needs to be given to access to basic services (i.e. education and health – including standard immunisations with special attention to polio) for returnees, IDPs and host communities;

Particular attention needs to be given to young migrants, with regard to their employability and economic opportunities but also with regard to their social integration in host communities.

Bangladesh

1. **Information, tracking and profiling**
2. **Access to economic opportunities and integrated service-delivery in host countries and reintegration in countries of origin**
 - a. Building on the activities for skills development established under the Bangladesh Annual Action Programme 2015 “Skills 21 – Empowering citizens for inclusive and sustainable growth” (first migration window, targeting approximately 1000 returnees and their family members), activities may include TVET and skills development opportunities to address specific needs of sustainable return including from transit countries, reintegration and socio-economic cohesion. Complementing the intervention foreseen under Skills 21, the activities will target an additional 2000 returnees and their family members (1000).

Specific training practices for returnees and family members will be offered in seven local development skills centres and will have, to the extent possible, a country-wide coverage. The vocational training activities, tailored to returnees, will take into account the main findings of the market needs analysis which will be previously undertaken at the local level, so as to better match the training to be provided with labour market

needs, in order to ensure their potential employability. Specific services will be offered tailored to returnees such as recognition of prior learning and knowledge acquired abroad.

- b. Remittances and development: reinforcement of access to financial literacy training and services for returnees and their family members, to complement the services already foreseen in the 2016 Special Measure. This activity consists of developing manuals and trainings modules on: a) entrepreneurships for developing new business; b) financial literacy on use and investment of remittances, better management of incomes, savings for the future, expenditure for education for children and health services, benefits of saving money in banks, reducing risks of transfer of remittances and increase use of the formal channels.
3. **Capacity building of national authorities to develop and implement sustainable migration policies and migration management system:** activities may include in particular actions aimed at fighting migrant smuggling and trafficking in human beings, diaspora investment/remittance and awareness-raising activities on the risks associated with irregular migration. The latter will be carried out at community level to make the potential migrant workers and their family members more aware of the risks associated with irregular migration and to promote safe migration through legal channels (legal opportunities, rights and benefits of regular migration). These activities will also help engage the stakeholders (community people, government officials, local elite e.g.) to promote safe migration from Bangladesh and progressively change community perceptions and behaviours about irregular migration. They may include, inter alia:
- a. Capacity building and resources development;
 - b. Elaboration of Information, Education and Communication (IEC) material;
 - c. Volunteer development and engaging volunteers in awareness campaigns;
 - d. Revision of the National Communication Strategy on migration for enhanced efficiency and effectiveness of messaging/community outreach;
 - e. Activities such as interactive popular theatre, street drama, community meetings, video shows in public places; media sensitisation and networking on migration issues; information sessions on the occasion of large community migrants' fairs at district level such as the International Migrants Day which will be celebrated at the national, district and Upazila level to mobilise people and policy makers on safe migration.

Awareness activities will be carried out at local level through local NGOs using a mix of different communication strategies, channels and tools.

Iran

1. The component "**access to economic opportunities and integrated service-delivery in host countries and reintegration in countries of origin**" may include:
 - a. Supporting refugee registration, including ensuring personal data protection, as a critical means to access the national service delivery systems;

- b. Supporting national (basic) service delivery systems for both refugees and their (vulnerable) host communities, including support to the development and/or strengthening of national social protection schemes (such as the Salamat (Health) Insurance Programme) to ensure the inclusion of refugees on equal footing with nationals (including contributory schemes) by promoting social cohesion, as well as education for refugees in order to ensure their inclusion in the job market and overall employability;
 - c. Supporting employment opportunities, based on a thorough analysis of labour market gaps/needs, and/or facilitating access to financial services to encourage entrepreneurship for refugees and (vulnerable) host communities, both requiring a policy commitment for further improving regulatory environment for refugee employment (e.g. exploring value chain development) and collaboration with private sector actors at provincial/local level;
 - d. Possibly: facilitating return of Afghans who would like to voluntarily return.
2. The component "**capacity building of national authorities to develop and implement sustainable migration policies and migration management system**" may include increasing the knowledge base, data gathering and analysis, exchange of best practices and sharing of experience in particular on border management, document security, fighting migrant smuggling and trafficking in human beings, routes, flows and trends, where appropriate.

Iraq

More specifically, the intervention in Iraq will target the following components:

1. **Information, tracking and profiling:** Provision of accurate information to potential migrant and returnees in country and abroad. Activities could include the creation of "migration resource centres" offering neutral space to obtain accurate information on legal migration procedures and documentation required, as well as the risks of irregular migration and information for returnees on their rights and potential opportunities for reintegration.
2. **Access to economic opportunities and integrated service-delivery in host countries and reintegration in areas/communities of origin:**
 - a. Socio-economic (re)integration of IDPs and returnees, as well as vulnerable members of communities. Activities may include support for social-protection systems – including education and child-protection measures; livelihood and income generation; facilitation of employment opportunities matching labour demand and supply; access to more inclusive financial services to encourage entrepreneurship; self-reliance opportunities for displaced persons and host communities. This will be based on a thorough analysis of socio-economic needs and labour market gaps/needs and on existing and future assessment of current social safety nets in place and of the current labour policies so as to further improvement of the regulatory framework and address barriers faced by IDPs and returnees;

- b. Reconstruction and revitalisation of communities: activities may include support to communities' economic and social infrastructure and rehabilitation of basic services; conflict prevention, reconciliation/reducing tension and strengthening social cohesion.
3. **Capacity building of national authorities to develop and implement sustainable migration policies and migration management system:** activities may include support to Iraqi Government to develop and implement sustainable migration policies, including providing assistance to migrants in need of international protection, with a more inclusive and less fragmented migration management system, including actions fighting trafficking in human beings and migrant smuggling, information and awareness-raising activities at national and international level, border management. Activities will also focus on legislations regulating the labour market, labour migration, housing, property and land rights and dispute resolution.

Pakistan

In addition to the activities foreseen above and building on the EU support measures initiated in 2016, specific activities in Pakistan should focus on:

1. **Information, tracking and profiling:** support analysis and monitoring of migrant flows;
2. **Access to economic opportunities and integrated service-delivery in host communities and reintegration in communities of origin** – activities may include:
 - a. Actions aiming to enhance the resilience and self-reliance of the forcibly displaced, the returnees and their host / return communities and to ease social tensions;
 - b. Building on the activities for technical and vocational training established under the 2016 package, providing TVET, skills development and business opportunities to returnees to facilitate reintegration in Punjab and in KP; supporting community development and empowerment as important elements to facilitate reintegration at local level.
 - c. Providing TVET and skills development opportunities to Afghan refugees, to facilitate their reintegration once back in Afghanistan, and supporting documentation on undocumented Afghans in Pakistan with identification as a critical means to access services;
3. **Capacity building/empowerment of public authorities at national and local level** – activities may include:
 - a. Strengthening of migration policies and management systems. In particular, supporting the planned New Refugee Law and its implementation and promoting mutually acceptable regimes for cross-border movements in order to seize development opportunities of mobility;
 - b. Actions targeting the fight against smuggling and trafficking in human beings, including border management.

4.4 Intervention logic

The project is designed to address the challenges of irregular migration and forced displacement at different levels. On the macro-level the project activities are geared towards enhancing institutional frameworks and capacity of stakeholders to better address migration and forced displacement issues (including – inter alia – migration and asylum management systems, protection, socio-economic inclusion, return and reintegration). This is essential in order to have in place sustainable policies related to all areas of migration management and forced displacement at both central and local level to foster sustainability of the intervention. This entails also the capacities of national and local authorities providing access to integrated service-delivery and economic opportunities for returnees, forcibly displaced populations and host communities, which are key elements of responsible migration management and effective public service delivery.

At micro-level, the intervention is designed to build the resilience and self-reliance of returnees, refugees, IDPs and their host/return communities to help beneficiaries to re-establish stable livelihoods and perspectives for the future and increase absorption capacity for returnees in their respective communities, thus helping to prevent further irregular migration and fostering social cohesion.

5. IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude financing agreements and/or addenda to existing ones with the partner countries for:

- all the activities related to Pakistan and Iraq;
- the component related to the World Bank, UNESCO and activities in direct management in Afghanistan. It is not foreseen to conclude a financing agreement in Afghanistan for the other components (i.e. indirect management with IOM, UNHCR, UN-HABITAT, UNICEF/WHO);
- the component related to the top-up of the Skills 21 programme (AAP 2015). It is not foreseen to conclude a financing agreement in Bangladesh for the other components (i.e. actions in indirect management with IOM);

It is not foreseen to conclude a financing agreement with the partner country in Iran.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.3 will be carried out and the corresponding contracts and agreements implemented, is a maximum of 60 months from the date of entry into force of the financing agreement in Afghanistan, Iraq and Pakistan and from the date of adoption by the Commission of this Action Document for Bangladesh and Iran and for the component not subject to financing agreement in Afghanistan.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3 Implementation modalities

Both in indirect and direct management, the Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures affecting the respective countries of operation³⁷.

5.3.1 Grants

Call for proposals 1 – *"Sustainable (re)integration of returnees and displaced populations through skill development and improved employment opportunities"* (direct management) – Afghanistan

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

- The objective of the call for proposals is to improve employment opportunities, especially for youth, through skills development and labour market access, thus favouring (re)integration and social cohesion in host communities;
- The expected results of the action is to enhance skills (and thus employability) of Afghans, in particular the youth, in areas of high migration/return/forced displacement;
- The main activities will build a basis for resilience through interventions in the areas of livelihoods, youth employment, skill enhancement, job-creation, reconstruction, social cohesion, rule of law and good governance. Activities will target both returnees/IDPs and host communities/communities of origin;

(b) Eligibility conditions

In order to be eligible for the grant, applicants must:

- be legal persons and
- be a member states agency, non-governmental organisation, civil society organisation, international research organisation, university or university related organisation or an international organisation as defined by Article 43 of the Rules of Application to the EU Financial Regulation³⁸ and

³⁷ https://eeas.europa.eu/sites/eeas/files/restrictive_measures-2017-04-26-clean.pdf.

³⁸ International organisations are international public-sector organisations set up by intergovernmental agreements as well as specialised agencies set up by them; the International Committee of the Red Cross (ICRC) and the International Federation of National Red Cross and Red Crescent Societies, European Investment Bank (EIB) and European Investment Fund (EIF) are also recognised as international organisations.

- be established in³⁹ a Member State of the EU or an eligible nation as per Article 9 (DCI) of the Regulation (EU) 236 / 2014 (CIR). This obligation does not apply to international organisations and
- be directly responsible for the preparation and management of the action with the co-applicant(s) and affiliated entity(ies), not acting as an intermediary and
- be operational in Afghanistan at the moment of the launch of the call for proposals.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is EUR 3.5 million and the grants may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries). The indicative duration of the grant (its implementation period) is 48 months

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 80%.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative timing to launch the call

First half 2018.

Call for proposals 2 – *"Access to economic opportunities and integrated service-delivery for Afghan refugees/undocumented migrants and host communities in Iran" (direct management) – Iran*

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

- The objective of the call for proposals is to improve livelihoods, skills and employability of Afghan refugees/undocumented migrants and their host communities, through improved access to national service delivery systems, skills development and labour market access, thus favouring integration and social cohesion in host communities;

³⁹ To be determined on the basis of the organisation's statutes which should demonstrate that it has been established by an instrument governed by the national law of the country concerned. In this respect, any legal entity whose statutes have been established in another country cannot be considered an eligible local organisation, even if the statutes are registered locally or a "Memorandum of Understanding" has been concluded.

- The expected results of the action is to enhance livelihood, employability and inclusion of Afghans, in particular the youth, in areas of high migration /forced displacement and to favour social cohesion;
- The main activities will build a basis for resilience through interventions in the areas of livelihoods, youth employment, skill enhancement, job-creation, reconstruction, social cohesion, rule of law and good governance. Activities will target both refugees/displaced people and host communities;

(b) Eligibility conditions

In order to be eligible for the grant, applicants must:

- be legal persons and
- be a member states agency, non-governmental organisation, civil society organisation, international research organisation, university or university related organisation or an international organisation as defined by Article 43 of the Rules of Application to the EU Financial Regulation⁴⁰ and
- be established in⁴¹ a Member State of the EU or an eligible nation as per Article 9 (DCI) of the Regulation (EU) 236 / 2014 (CIR). This obligation does not apply to international organisations and
- be directly responsible for the preparation and management of the action with the co-applicant(s) and affiliated entity(ies), not acting as an intermediary and
- be operational in Iran at the moment of the launch of the call for proposals.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is EUR 3.5 million and the grants may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries).The indicative duration of the grant (its implementation period) is 48 months

(c) Essential selection and award criteria are the same as in the above mentioned call for proposal 1.

(d) Maximum rate of co-financing is the same as in the above mentioned call for proposal 1.

(e) Indicative timing to launch the call

First half 2018.

⁴⁰ International organisations are international public-sector organisations set up by intergovernmental agreements as well as specialised agencies set up by them; the International Committee of the Red Cross (ICRC) and the International Federation of National Red Cross and Red Crescent Societies, European Investment Bank (EIB) and European Investment Fund (EIF) are also recognised as international organisations.

⁴¹ To be determined on the basis of the organisation's statutes which should demonstrate that it has been established by an instrument governed by the national law of the country concerned. In this respect, any legal entity whose statutes have been established in another country cannot be considered an eligible local organisation, even if the statutes are registered locally or a “Memorandum of Understanding” has been concluded.

Grants: call for proposals 3 – *"Improving livelihood, employment opportunities and access to social protection schemes for IDPs and host communities / communities of origin in Iraq"* - (direct management) – Iraq

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

- The objective of the call for proposals is to improve livelihoods and employment opportunities for IDPs, especially for youth and vulnerable groups;
- The expected result of the action is for Iraqi IDPs and targeted communities to have increased livelihoods and job opportunities in Iraq through improved access to social protection schemes, including the provision of skills development and job placement services;
- The main activities will build a basis for resilience through interventions in the areas of livelihoods, youth employment, skill enhancement, job-creation, reconstruction, social cohesion, rule of law and good governance.

(b) Eligibility conditions

In order to be eligible for the grant, applicants must:

- be legal persons and
- be a member states agency, non-governmental organisation, civil society organisation, international research organisation, university or university related organisation or an international organisation as defined by Article 43 of the Rules of Application to the EU Financial Regulation⁴² and
- be established in⁴³ a Member State of the EU or an eligible nation as per Article 9 (DCI) of the Regulation (EU) 236 / 2014 (CIR). This obligation does not apply to international organisations and
- be directly responsible for the preparation and management of the action with the co-applicant(s) and affiliated entity(ies), not acting as an intermediary
- be operational in Iraq at the moment of the launch of the call for proposals.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is EUR 1 million and the grants may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries). The indicative duration of the grant (its implementation period) is 48 months

⁴² International organisations are international public-sector organisations set up by intergovernmental agreements as well as specialised agencies set up by them; the International Committee of the Red Cross (ICRC) and the International Federation of National Red Cross and Red Crescent Societies, European Investment Bank (EIB) and European Investment Fund (EIF) are also recognised as international organisations.

⁴³ To be determined on the basis of the organisation's statutes which should demonstrate that it has been established by an instrument governed by the national law of the country concerned. In this respect, any legal entity whose statutes have been established in another country cannot be considered an eligible local organisation, even if the statutes are registered locally or a "Memorandum of Understanding" has been concluded.

(c) Essential selection and award criteria are the same as in the above mentioned call for proposal 1.

(d) Maximum rate of co-financing is the same as in the above mentioned call for proposal 1.

(e) Indicative timing to launch the call

First half 2018.

5.3.2 Procurement (direct management)

See evaluation, audit and communication.

5.3.3 Indirect management with an International organisation.

A part of this action may be implemented in indirect management by the international organisations mentioned below, in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012:

Regional activities (in the five countries covered by the action)

- **United Nations Office for Drugs and Crime (UNODC)**, in partnership with and **IOM**, this implementation entails activities related to anti-smuggling and anti-trafficking in human beings. This implementation is justified because fight against human trafficking is part of its core business and because its experience and well established presence in the country;
- **IOM**: this implementation entails activities aimed to capturing population movements and to profiling of migrants, returnees, refugees and IDPs through the expansion of IOM's Displacement Tracking Matrix (DTM). This implementation is justified because migration is part of IOM's core business and because its experience and well established presence in the country;
- **International Centre for Migration Policy Development (ICMPD)**: this implementation entails activities related to integrated border management. This implementation is justified because migration policies and border management are part of its core business and because its experience and well established presence in the country.

Activities targeting Afghan refugees/undocumented/IDPs

- **UNHCR**: this implementation entails regional activities in support of Afghan refugees/IDPs in Afghanistan, Iran and Pakistan and sustains the eventual return and (re)integration process. In particular, UNHCR will support the implementation of regional and national frameworks and policies for protection, return and forced displacement in coordination with the Governments, UN agencies and NGOs including through strengthened data collection, profiling and analysis. Community-based activity will also be launched to increase access to services and livelihoods that could be up scalable through the World Bank livelihood programme under preparation. These will be accompanied by income generating activities supporting joint-venture businesses through private sector inclusion and facilitating access to microfinance services. In Pakistan activities may also include provision of TVET and skills development opportunities to Afghan refugees, to

facilitate their reintegration once back in Afghanistan. Support to the New Refugee Law in Pakistan and to registration / documentation of refugees in both Pakistan and Iran may also be covered under this component.

This implementation is justified because of UNHCR's well established presence in the countries and because it has refugees' international protection as its core business. UNHCR is a signatory to the Solution Strategy for Afghan Refugees alongside the Governments of the Islamic Republics of Afghanistan, Iran and Pakistan. UNHCR is mandated to protect and facilitate solutions for refugees, returnees and IDPs and has the necessary expertise in this regard. In this context, UNHCR supports the Government of Afghanistan in leading on policy development and implementation including on the Policy Framework for Return and Displacement and the National IDP Policy. UNHCR enjoys strong community acceptance in Afghanistan.

- **UNICEF:** this implementation entails activities related to the care of refugees and young migrants (including unaccompanied minors), with regard to their protection, their education, their employability and economic opportunities but also with regard to their social integration in host communities. It may also cover, tentatively in partnership or co-delegation with the WHO, vaccination campaigns with special attention to polio and capacity building of local authorities for the management of supplementary immunisation campaigns. Activities will be implemented in Afghanistan and Iran. This implementation is justified because of UNICEF and WHO's well established presence in the countries (Afghanistan and Iran) and because they have protection of children (UNICEF) and prevention of communicable diseases (WHO) among the areas of their core business.

Afghanistan

- **IOM:** this implementation entails activities related to return and sustainable (re)integration of returnees and IDPs to address the regional and international migration and forced displacement crisis, including support to registration and documentation, TVET for individual returnees, community development projects, creation and expansion of small businesses, technical support to the Ministry of Refugees and Repatriations (MoRR) to strengthen its secretarial role in support of the High-level Commission on Migration, its coordinating role also as co-chair of DiREC, developing provincial return and reintegration mechanisms and improving communication. This implementation is justified because migration is part of IOM's core business and because its experience and well established presence in the country.
- **UNESCO:** this implementation entails activities in support to cultural initiatives for Afghan Returnees and IDPs, e.g.: (i) the safeguarding of cultural heritage, (ii) the development of a network of cultural centres across the country to foster heritage education and awareness and (iii) the promotion of creative industry for employability and job creation. This implementation is justified because culture is part of UNESCO's core business and because of its experience and well established presence in the country.
- **UN-HABITAT:** this implementation entails activities related to supporting the Government's goal of improving access to land, particularly in areas of high return,

including measures dealing with regularisation of informal settlements; specific attention should be given to policies and regulatory framework for improved tenure security as well as access to livelihood opportunities. This implementation is justified because of UN-HABITAT's well established presence in the country and because it has improved access to habitat as its core business.

- **World Bank:** this implementation entails safeguarding and increasing the Government's capacity for public service delivery including in the area of returns and reintegration both directly and through programmes like the Citizens' Charter and the Livelihood programme planned to start early 2018. This support will address the humanitarian development nexus and on longer term nationwide reintegration goals. This implementation is justified because the World Bank is the ARTF's Administrator, the leading Trust Fund operating directly on the national budget and has long-standing experience in implementing development aid in Afghanistan.

For the budget-implementation tasks not yet assessed, the World Bank is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. The Commission's authorising officer responsible deems that, based on the compliance with the ex-ante assessment based on Regulation (EU, Euratom) No 1605/2002 and long-lasting problem-free cooperation, the international organisation can be entrusted with budget-implementation tasks under indirect management.

Bangladesh

- **IOM:** this implementation entails the top-up of the activities launched under the 2016 special measure "Improving reintegration of returnees in Afghanistan, Bangladesh and Pakistan" related to the social reintegration of returnees (in particular remittances-related activities like financial literacy) and awareness raising and information activities at local level. This implementation is justified because of IOM's well established presence in the country and because it has migration as its core business. If negotiations with the above-mentioned entrusted entity fail, the part of this action covering remittances-related activities may be implemented in indirect management with International Fund for Agricultural Development (IFAD). This implementation is justified because of IFAD's expertise on remittances and development, including promotion of diaspora engagement in their countries of origin.
- **ILO:** this implementation entails the top-up of the Skills 21 programme (AAP 2015) as concerns activities related to skills development for returnees. This implementation is justified because skills development part of core business of ILO's and its well established presence in the country.

Iran

- **ICMPD:** this implementation entails activities related to the component "capacity building of national authorities to develop and implement sustainable migration policies and migration management system". This implementation is justified because of ICMPD's well established presence in the country and because it has migration as its core business.

Activities supporting Afghan refugees/undocumented and young migrants in Iran will be covered by the actions implemented by UNHCR and UNICEF respectively, as previously mentioned under the section on activities targeting Afghan refugees/undocumented/IDPs.

Iraq

- **IOM:** this implementation entails activities related to the socio-economic reintegration of returnees and specific activities to improve migration management, through close involvement of the Government departments within the existing frameworks already developed with the country authorities. This implementation is justified because of IOM's well established presence in the country and because it has migration as its core business.

Pakistan

- **IOM:** Building on the process and actions initiated through the 2016 Special Measure "Improving reintegration of returnees in Afghanistan, Bangladesh and Pakistan", this implementation entails activities addressed to returnees, aspiring migrants and members of source/host communities to favour access to enhanced livelihood support, social and psychosocial counselling, skills development and TVET. Action will also focus on developing and delivering tailored initiatives that improve the reintegration support in Punjab and KP Provinces. This implementation is justified because of IOM's well established presence in the country and because it has migration as its core business.
- **GIZ:** this implementation entails the top-up of the programme "Support to the Technical and Vocational Education and Training (TVET) Sector in Pakistan (TVET III)" (AAP 2015 – i.e. creation of "migration window") as concerns activities related to TVET and skills development of Afghan refugees to facilitate their reintegration once back in Afghanistan. This implementation is justified because of GIZ's well established presence in the country and strong track record in the ongoing implementation of the above-mentioned programme.

If negotiations with the above-mentioned entrusted entity fail, this action may be implemented in indirect management with UNHCR under the regional component addressing the needs of Afghan refugees in Afghanistan, Pakistan and Iran. This implementation is justified because of UNHCR's well established presence in the countries and because it has refugees' international protection as its core business.

In all cases of indirect management, the entrusted entities would carry out the following budget-implementation tasks to the extent of their pillar assessment status: launch calls for tenders and calls for proposals; define eligibility, selection and award criteria; evaluate tenders and proposals; award grants and contracts; act as contracting authority concluding and managing contracts, carrying out payments, recovering moneys due and cancelling debts that cannot be recovered.

Some of the entrusted international organisations and the alternative entrusted international organisation are currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. The Commission's authorising officer responsible deems that, based on the compliance with the ex-ante assessment based on Regulation (EU,

Euratom) No 1605/2002 and long-lasting problem-free cooperation, the international organisation[s] can be entrusted with budget-implementation tasks under indirect management.

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

	EU contribution (amount in EUR)		
	Thematic 21.020705	Asia 21.020200	Afghanistan 21.020500
Regional / Multi-country activities	36 000 000		
Indirect management UNODC/IOM Anti-smuggling/anti-trafficking in human beings	12 000 000		
Indirect management IOM Displacement Tracking Matrix (DTM)	12 000 000		
Indirect management ICMPD Integrated border management	12 000 000		
Activities targeting Afghan refugees/undocumented/IDPs	59 000 000		
Indirect management with UNHCR Actions in Afghanistan, Iran and Pakistan and possible support to reintegration ⁴⁴ .	34 000 000 ⁴⁵		

⁴⁴ Activities may also include , support to:

- Implementation of the regional and national frameworks and policies for return and forced displacement in coordination with the Government, UN agencies and NGOs including through strengthening data collection, profiling and analysis, supporting registration and documentation and relevant policy development.
- Access to national (basic) service delivery systems for both refugees/returnees and their return/host communities, including support to national social protection schemes, and livelihoods through reinforced community social cohesion (i.e. community participation and empowerment; community and productive infrastructure development as part of early recovery support) as a component of their regional approach up-scalable through the World Bank livelihood programme under preparation.

Indirect management with UNICEF and WHO Activities related to reinforce the care of refugees and young migrants (including unaccompanied minors) ⁴⁶ . This component will cover actions in both Afghanistan and Iran .		25 000 000 ⁴⁷	
Afghanistan	65 700 000		
Indirect management with IOM Top-up 2016 decision, i.e. activities related to sustainable reintegration, including support to registration and documentation ⁴⁸			12 000 000
Indirect management with UN-HABITAT Activities related to support the Government's goal of improving access to land, particularly in areas of high return ⁴⁹			16 700 000
Indirect management with UNESCO Support to cultural initiatives for Afghan Returnees and IDPs			3 000 000*
Indirect management with World Bank Top-up 2016 decision (i.e. Incentives Package, extension to Citizen's Charter/migration window and/or livelihood programme)			27 000 000*
Direct management (call for proposals)			7 000 000

– Sustainable income generating activities and facilitate joint-venture businesses through private sector inclusion and increased access to microfinance services.

⁴⁵ Tentatively: EUR 19 million may be allocated to Afghanistan, EUR 10 million to Iran and EUR 5 million to Pakistan

⁴⁶ Activities may also include protection, health, education, employability and economic opportunities but also with regard to social integration in host communities. It may also include, in partnership or co-delegation with the WHO, the vaccination campaigns with special attention to polio and capacity building of local authorities for the management of supplementary immunisation campaigns.

⁴⁷ Tentatively, EUR 20 million may be allocated to Afghanistan – of which EUR 15 million for vaccination-related activities – and EUR 5 million to Iran)

⁴⁸ Activities may also include TVET for individual returnees, community development projects, creation and expansion of small businesses, technical support to MoRR to strengthen its secretarial role in support of the High-level Commission on Migration, development of provincial return and reintegration mechanisms and improvement of communication.

⁴⁹ Activities may also include measures dealing with regularisation of informal settlements; specific attention should be given to policies and regulatory framework for improved tenure security as well as access to livelihood opportunities.

TVET, skills development, labour market access			
Bangladesh	6 000 000		
Indirect management with ILO Vocational training activities for returnees and related services.		3 000 000	
Indirect management with IOM Awareness raising and information activities at local level. Remittances-related activities (e.g. financial literacy).		3 000 000	
Iran	10 000 000		
Indirect management with ICMPD Capacity building of national authorities on sustainable migration policies and migration management system.	3 000 000		
Direct management (call for proposals) Livelihood, access to economic opportunities and integrated service-delivery.	7 000 000		
Iraq	10 000 000		
Indirect management with IOM Socio-economic reintegration of returnees and activities to improve migration management.	6 000 000		
Direct management (call for proposals) Livelihood and employment opportunities.	4 000 000		
Pakistan	9 000 000		
Indirect management IOM Reintegration and enhanced livelihood.		4 500 000	
Indirect management GIZ TVET and skills development.		4 500 000	
Total per budget line	90 000 000	40 000 000	65 700 000*
Total	195 700 000*		

** of which EUR 30 000 000 from budget 2018*

5.6 Organisational set-up and responsibilities

In order to ensure enough flexibility and prioritisation of needs in the fast-changing area of migration management and forced displacement, a strong coordination will be carried out by the European Commission (DG DEVCO, DG HOME, DG ECHO) and the EEAS. Meetings will be conducted on a quarterly basis. The Commission services will supervise the

implementation of project activities and their adaptation in function of the changing migratory patterns and political priorities.

The Commission will work closely with the Governments and local authorities of the concerned beneficiary countries to ensure that the activities are in line with their national priorities.

Afghanistan

The National Steering Committee set up to ensure overall coherence and coordination of activities in Afghanistan launched through the 2016 special measure "Improving reintegration of returnees in Afghanistan, Bangladesh and Pakistan" will also oversee the implementation of this action. It will comprise of representatives of the Office of the President, MoRR, MoLSAMD, other relevant Afghan entities, IOM, other implementing partners, and the EU Delegation. They will meet at least once per year.

The EU will extend / confirm the set of benchmarks for achievements under the incentives programme through a rider to the Financing Agreement related to the 2016 special measure. A common assessment that may include EU-procured external assessments of progress and achievements will inform the process on a regular basis and will establish the number of benchmarks achieved. The Government of Afghanistan will be informed in due course about the EU decision on the corresponding disbursement amount. Incentive payments will be released through an Administration Agreement signed with the World Bank and will be channelled through the ARTF ad hoc (bilateral) payment facility (AHP), reimbursing costs of activities under 4.3 above.

Bangladesh

The National Steering Committee set up to ensure overall coherence and coordination of activities in Bangladesh launched through the 2016 special measure will also oversee the implementation of this action. It includes representatives of relevant Ministries (MoFA, MoHA and MEWOE), the EU Delegation and representatives of Member States on behalf of ERIN. It will meet at least once per year to contribute to project implementation, taking stock of/reviewing progress made, providing strategic guidance and ensuring appropriate coordination among all the project stakeholders.

The EU Delegation will be directly involved in the monitoring and steering of the action and will follow-up directly/establish links and synergies with the recently established EU-Bangladesh migration dialogue.

Pakistan

The National and Provincial (Punjab) Steering Committees set up to ensure overall coherence and coordination of activities in Pakistan launched through the 2016 special measure will also oversee the implementation of this action. It includes relevant Government departments at the national level and a representative of the EU Delegation in Pakistan. The provincial Steering Committee will include different provincial Government departments, representatives of the EU Delegation, and public and private service providers (including the Technical Education & Vocational Training Authority – TEVTA). It is proposed that the provincial Steering

Committee meetings are organised on a quarterly basis. The provincial Steering Committee will be tasked with finalising multiple criteria for selection of beneficiary communities and individuals for the proposed interventions, aided by the technical expertise of ICMPD and IOM and relevant evidence base established through inception phase of the programme. The Steering Committees will contribute to Government-ownership at both national and provincial levels of various programme areas, accommodating different perspectives and also ensuring participatory monitoring of project progress.

5.7 Performance monitoring and reporting

It is of vital importance that a sound reporting and monitoring system is put in place.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the list of result indicators (for budget support). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

5.8 Evaluation

Having regard to the importance of the action, a mid-term and a final evaluation may be carried out for this action or its components via independent consultants contracted by the Commission. The mid-term and final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision).

The Commission shall inform the implementing partner(s) at least one month in advance of the dates foreseen for the evaluation mission(s). The implementing partner(s) shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation report(s) shall be shared with the partner country and other key stakeholders. The implementing partner(s) and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation(s) shall be covered by another measure constituting a financing decision.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Communication and visibility activities will be part of each contract that will be signed with the implementing partners under this decision. If additional communication and visibility activities covering the overall programme are deemed necessary during the course of implementation, these shall be covered by another measure constituting a financing decision.

APPENDIX - INDICATIVE LOGFRAME MATRIX

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Whenever appropriate, collected data should be disaggregated by gender, age and target group (i.e. refugees, IDP's, returnees, affected host/return communities) unless indicator is not beneficiary-based.

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	In line with the commitments undertaken by the Commission in the European Agenda on Migration and within the framework of the Sustainable Agenda 2030, the action primarily contributes to the progressive achievement of Goal 10.7 (SDG target 10), to <i>facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed policies.</i>	% of persons of concern covered by the project Migration policies integrated into existing government mechanisms based on evidence generated;	N/A	TBD	UNHCR, IOM and other implementing partners' monitoring reports. Government reports, budget and national development plans (where applicable) Project reports Monitoring reports, surveys	National and local governments remain committed to well-managed migration policies, including protection and sustainable (re)integration and inclusion. Political stability in the concerned countries Increased security issues and natural disasters do not divert the attention of national authorities

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Specific objectives: Outcome(s)</p>	<p>The resilience and self-reliance of the targeted beneficiaries⁵⁰ is enhanced, as they are equipped with necessary skills, have access to required resources and opportunities and their protection is ensured. They benefit from improved access to social services and develop economic ties to build sustainable livelihoods, which should foster social cohesion and stability. Their financial knowledge for a broader use of remittances is improved, as well as their awareness of the risks of irregular migration and the systems in place for regular migration. At the government level, migration policies and management systems are improved and migration dialogue between the EU and its partner countries is supported.</p>	<p>% of national population with access to basic services (education/health/water/sanitation/energy) and legal identity (documentation and birth registration) compared to % targeted beneficiaries access levels and country-wide average (if available).</p> <p>% of national population with access to economic opportunities to secure sustainable livelihoods, including land tenure, housing and property rights, livelihood services and labour market access through provincial and national systems compared to % targeted beneficiaries access levels and country-wide average (if available).</p> <p>Number of policy reforms and strategies adopted by partner countries to enable access to services and economic opportunities for forcibly displaced persons and their host communities.</p>	<p>N/A</p>	<p>TBD</p>	<p>UNHCR, IOM and other implementing partners' monitoring reports.</p> <p>Government reports, budget and national development plans (where applicable)</p> <p>Project reports</p> <p>Monitoring reports, surveys</p>	<p>Political commitment to and active engagement in the project by concerned countries</p> <p>Minimal staff turnover in relevant authorities/implementing partners</p> <p>Timely decisions made by senior officials of national authorities throughout project implementation</p> <p>Political commitment of the concerned countries to strengthen national migration management structures, ensure protection and promote sustainable (re)integration</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Outputs</p>	<p>Result 1:</p> <p>The resilience and self-reliance of the targeted beneficiaries is improved through improved access to integrated service-delivery (including health, education and other services), and economic opportunities, including land tenure, housing and property rights, livelihood services</p>	<p>Number of targeted beneficiaries, having received support from the programme, including enhanced support for vulnerable cases, disaggregated by refugees, IDP's, returnees, affected host communities.</p> <p>Number of targeted beneficiaries referred and assisted for civil documentation, legal awareness and</p>	<p>N/A</p>	<p>TBD</p>	<p>UNHCR, IOM and other implementing partners' monitoring reports.</p> <p>Government reports, budget and</p>	<p>Partner country governments remain willing to engage with the issue of integration/reintegration of refugees, IDPs and returnees.</p>

⁵⁰ This Special Measure will target all categories of "people on the move", including refugees and IDPs, returning migrants, labour migrants, or potential other categories or specific vulnerable groups in need of return and reintegration assistance. The action will also target host/return communities.

and labour market access.	<p>legal aid</p> <p>Number of targeted beneficiaries who report increased:</p> <ul style="list-style-type: none"> - literacy rate and primary school completion rate; - knowledge and skills; - income; - land tenure, housing and property rights - labour market access. <p>Number of targeted beneficiaries who enjoy the same access level as their host communities to:</p> <ul style="list-style-type: none"> - primary education; - training and skills certification; - income generating activities; - health facilities. 			<p>national development plans (where applicable)</p> <p>Project reports</p> <p>Monitoring reports, surveys</p>	<p>Governance is sufficiently strong and coordinated with service providers.</p> <p>Partner governments do not change their policies towards refugees, returnees & IDPs in a detrimental way concerning their rights.</p>
<p>Result 2:</p> <p>Returning migrants, refugees, IDPs and their host/return communities receive appropriate support to actively participate in the local economy.</p>	<p>Number of skills assessments and labour market assessments conducted which feed into TVET and skills development programmes.</p> <p>Number of targeted beneficiaries (of working age) employed or engaged in income generating activities after vocational/skills training received</p> <p>Number of targeted beneficiaries who have started their own businesses</p>	N/A	TBD	<p>UNHCR, IOM and other implementing partners' monitoring reports.</p> <p>Government reports, budget and national development plans (where applicable)</p>	<p>The local economy in the host/return communities is sufficiently strong.</p> <p>Host/return communities and the individuals in these communities are supportive of reintegration policy.</p>
<p>Result 3:</p> <p>The capacities of the different target groups are strengthened and sustainable employment opportunities for returnees, refugees, IDPs and their host/return communities are created and, where needed, legal frameworks are</p>	<p>Number and percentage of targeted beneficiaries placed in employment.</p> <p>Number of targeted beneficiaries who report increased in training and skills certification; education; and income - attributable to the project,</p> <p>Number of support mechanisms such as start-up support, employment</p>	N/A	TBD	<p>UNHCR, IOM and other implementing partners' monitoring reports.</p> <p>Government</p>	<p>The labour market in the host/return communities is sufficiently strong. Refugees, IDPs and returnees receive appropriate training.</p>

<p>developed to ensure safe and dignified labour market access and prevent exploitation.</p>	<p>service centres, tools, internships, job placements and mentorships launched.</p> <p>Establishment of a coordination mechanism and regular interactions between governments and actors for education/skills promotion and recognition.</p> <p>Number of policy instruments responsive to safe and dignified labour market access, tailored for refugees, IDP's, returnees, affected host communities' specific needs.</p>			<p>reports, budget and national development plans (where applicable)</p> <p>Attendance sheets, certificates.</p>	
<p>Result 4:</p> <p>Human rights protection is enhanced for the different categories of "<i>people on the move</i>" and their host/return communities.</p>	<p>Number of targeted beneficiaries having used legal aid support</p> <p>Number of vulnerable beneficiaries receiving enhanced individual support</p> <p>Number of family tracing/reunification successfully performed</p> <p>Number of governmental and non-governmental actors trained and/or aware of legal frameworks for migration, fundamental rights of migrants and prevention of abuses and risks.</p>	<p>N/A</p>	<p>TBD</p>	<p>UNHCR, IOM and other implementing partners' reports.</p> <p>Government reports.</p>	<p>Governments support human rights for refugees, IDPs and returnees, and this is translated into national legislation and is effectively enforced by government officials and respected by individuals in communities.</p>
<p>Result 5:</p> <p>The strategy of integrated service delivery and economic opportunities for the forcibly displaced and their host communities is included in national development plans. The capacities of national and local authorities in targeted countries are strengthened to provide access for forcibly displaced populations and their host communities to integrated service-delivery and economic</p>	<p>Number of policy reforms and strategies adopted by partner countries, ensuring equal opportunity for refugees, IDP's, returnees, affected host communities.</p> <p>Change of implemented methods in partner countries on migration-related matters, including in a regional and trans-regional context</p> <p>(Re)integration activities integrated into existing Government mechanisms</p>	<p>N/A</p>	<p>TBD</p>	<p>Government reports, budget and national development plans (where applicable)</p> <p>Project reports and related monitoring reports</p>	<p>Governments have a long-term developmental view on reintegration and this is effectively translated into national legislation and implemented at the grassroots level.</p> <p>Governments remain committed to sustainable migration policies, including</p>

opportunities.	based on evidence generated within 3 years. Number of officials trained, who report using their new skills in providing service-delivery to forcibly displaced populations and their host communities				reintegration. Local government and local government officers have sufficient resources and are committed to implementing central government migration policy.
<p>Result 6:</p> <p>The capacities of national and local authorities in the targeted countries are strengthened to plan, manage and implement sustainable migration policies related to all areas of migration management at both central and local level, including reintegration of returnees. The expected areas of migration management could include in particular: trafficking in human beings and smuggling of migrants, integrated border management, awareness raising on both risks of irregular migration and safe legal channels, diaspora engagement/remittances (including financial literacy), labour migration and international protection that covers all forcibly displaced populations.</p>	<p>Number of capacity building initiatives and trainings implemented.</p> <p>Number of officials trained, who report using their training in the public service-delivery entities/areas targeted (i.e. trafficking/smuggling/ border management/labour migration/ international protection).</p> <p>Number of information and outreach activities implemented</p> <p>Number of awareness-raising activities among migrants and aspirant migrants and their families on safe and legal migration initiated.</p> <p>Number of information exchange tools developed.</p>	N/A	TBD	<p>Reports of capacity building initiatives and training programmes</p> <p>Implementing partners' project monitoring reports.</p> <p>Information materials and products of awareness activities</p> <p>Meeting minutes</p>	<p>Institutional settings remain the same and staff turnover is low</p> <p>Local government authorities have adequate absorption capacity (including sufficient qualified and experienced staff) to benefit from participation in programme activities and ultimately take over ownership</p> <p>National and provincial authorities continue to be committed to the promotion of sustainable reintegration, willing to engage in the implementation of the activities, and receptive to the recommendations provided</p>
<p>Result 7:</p> <p>National migration data management systems are strengthened and the</p>	Number of officials trained and who report using their trainings in targeted public-service entity.	N/A	TBD	Reports of capacity building initiatives and training	Capacity building is sufficiently strong, staff

	<p>knowledge base on migration is improved.</p>	<p>Number of mobility assessments, flow monitoring and surveys in communities carried out and report on use in public-service delivery;</p> <p>Number of target beneficiaries monitored per year (including for re-integration progress)</p> <p>Number of policy makers / public officials making effective use of information on migration and forced displacement</p> <p>Number of exchanges of good practices and lessons learnt on migration management from EU (including EU MS), regional partners and international organisations</p>			<p>programmes</p> <p>Implementing partners' project monitoring reports (in particular IOM)</p>	<p>receives adequate training.</p>
	<p>Result 8:</p> <p>Strengthened regional dialogue on migration, forced displacement, return and reintegration.</p>	<p>Number of intergovernmental meetings organised at a senior level.</p> <p>Number of regional collaboration measures on migration and mobility.</p>	<p>N/A</p>	<p>TBD</p>	<p>Meeting reports</p> <p>Implementing partners' project monitoring reports</p>	<p>Political commitment of partner countries to strengthen regional dialogue and cooperation.</p>