

Annex IV to the Agreement establishing the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa and its internal rules

Action fiche of the EU Trust Fund to be used for the decisions of the Operational Committee

1. IDENTIFICATION

Title	Facility for Migrant Protection and Reintegration in North Africa (T05-EUTF-NOA-REG-04)		
Total cost	Estimated total cost: EUR 10 000 000 Total amount from Trust Fund: EUR 10 000 000		
Aid method/Implementation methods	Project modality: indirect management Indirect management: delegation agreement with the International Organization for Migration (IOM)		
DAC code	130, 151, 160	Sector	

2. GROUNDS AND BACKGROUND

2.1. Summary of the action and its objectives

This Action Fiche captures the interventions at the regional level to be committed in 2017 under the *North of Africa window for the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa* (i.e. “Trust Fund”).

The Action responds to the EU Trust Fund strategic objective three, namely fostering “improved migration management in countries of origin and transit”. It is also aligned with the Valletta Action Plan priority domain one (“Development benefits of migration and addressing root causes of irregular migration and forced displacement”), three (“Protection and asylum”) and five (“Return, readmission and reintegration”), as well as with objectives 1, 3 and 5 of the regional operational framework of the North of Africa window (“to foster rights-based migration-governance systems in the region”, “to strengthen protection and resilience of migrants, forcibly displaced persons and local host populations” and “to reduce enablers of – and mitigate vulnerabilities arising from irregular migration”).

The action also contributes to the implementation of the Commission’s Communication of June 2016 on establishing a new Partnership Framework with third countries under the European Agenda on Migration and the Review of the European Neighbourhood Policy. It further aligns with the 2030 Agenda for Sustainable Development which refers to “the right of migrants to return to their country of citizenship” and the obligations of States “to ensure that their returning nationals are duly received” and their commitment to ensure, including through international cooperation, “safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees

and of displaced persons” (goal 10.7 of the Sustainable Development Goal 10 on migration policies).

Through an innovative and comprehensive approach, the action contributes to facilitating orderly, safe, regular and responsible migration management through the development and implementation of rights-based, development-based and dignified return and sustainable reintegration policies. IOM asserts that reintegration can be considered sustainable when returnees have reached levels of economic self-sufficiency, social stability within their communities, and psychosocial well-being that allow them to cope with (re)migration drivers. Having achieved sustainable reintegration, returnees are able to make further migration decisions a matter of choice, rather than necessity¹. To achieve this objective, it is necessary to approach migrant reintegration in a comprehensive and integrated manner, considering the factors that can affect reintegration and addressing them in a way to respond to the needs of the individual returnees as well as the communities to which they return in a mutually beneficial way, and address the structural factors at play.

This project will build on the achievements, lessons learnt and insights gained from a number of IOM projects supporting migration management funded by the EU (including in the framework of EUTF IOM funded programmes) and other donors as well as from IOM’s extensive experience in design and delivery of migrant protection and AVRR programmes.

The proposed project will focus on the following areas:

- Assisted Voluntary Return under this project will only take place from the Northern African countries (i.e. returning migrants from Algeria, Egypt, Morocco and Tunisia to their countries of origin). This component will benefit Libya only in case existing bilateral support is exhausted.
- Reintegration activities will be open to North African nationals returning to their country of origin (i.e. returning to and receiving reintegration assistance in Algeria, Egypt, Morocco and Tunisia). Returns to and reintegration in Libya will not be part of this initiative due to the current security situation in the country.
- Reintegration activities for migrants wishing to return home from North Africa will be provided either through the existing EUTF programmes supporting reintegration in the Sahel/Lake Chad and Horn of Africa² regions and other EU-funded programmes as relevant³, or through this Facility for nationals of countries where such a Reintegration Facility is inexistent or in case of need for extremely vulnerable cases that require additional support.

The proposed project will seek close coordination and complementarity with existing IOM AVRR programmes as well as other EU and EU Member States’ instruments and tools on return. It will take a regional approach that is responsive to country contexts and needs, allowing for contextualised country return and reintegration packages to be developed. The regional approach to AVRR will harmonize migrant protection and reintegration approaches and will also be in line with broader IOM cross-regional and global developments.

With close involvement of national and local authorities, as well as civil society organisations, in host, transit countries and countries of origin, responses under this action will be articulated

¹ IOM (2017), *Towards an Integrated Approach to Reintegration in the context of return*: http://www.iom.int/sites/default/files/our_work/DMM/AVRR/Towards-an-Integrated-Approach-to-Reintegration.pdf

² This would be done either through the “EUTF-IOM Joint Initiative for Migrant Protection and Reintegration” or the “Facility on Sustainable and Dignified Return and Reintegration in support of the Khartoum Process”

³ For example the “Pilot action on voluntary return and sustainable community-based reintegration” funded via the Development Cooperation Instrument

taking into account context specificity, different types of returnee profiles and associated needs and preferences, as well as specific vulnerabilities. The proposed approach seeks to build the existing capacity of national and local actors and to encourage and enable them to take a strong leadership on reintegration assistance. Strengthening of national and local capacities for addressing voluntary return and reintegration will contribute to the larger picture of the Governments dealing with their returning nationals. By building the capacity of the governments and local stakeholders a knowledge base can be developed on AVRR procedures and infrastructure that will foster dignified return and sustainable reintegration of the migrants.

2.2. Background

Migration has long shaped the Mediterranean region, with countries in NA often being, simultaneously points of origin, transit and destination. Recent years, however, have seen an increase in the numbers of migrants⁴ moving within NA as well as making the perilous and at times fatal journey across the Mediterranean.

The drivers of migration are complex and context-specific, including demographic and socio-economic trends, lack of employment opportunities, rights protection and/or access to basic services, environmental degradation aggravated by climate change, protracted conflict, instability and/or insecurity within the region and beyond, a lack of durable solutions to forced displacement and the unavailability of legal migration channels. Accumulating cases of protracted displacement in NA, coupled with on-going economic and security concerns in many countries within the region, continue to place considerable pressure not only on the migrant and stranded populations but also on national governments and local authorities, increasing the migrants' vulnerability.

Migrants arriving in and transiting through NA as well as migrants in an irregular situation are highly vulnerable to exploitation and abuse. They suffer severe violations to their human rights. During their journey, they risk injury and violence. Many experience the hazards of unsafe travel in overcrowded boats, inside closed trucks, trains, or on foot through the desert. Others are left stranded en route or unable to continue their journey due to injury or illness. Upon arrival at destination, migrants risk exploitation and abuse because of the frequency with which they are employed in unregulated or informal-sector activities by employers. Particularly women and children are subjected to Gender-Based Violence (GBV) throughout the migration process. Many also spend prolonged periods in government custody where they have limited access to services that meet their immediate and at-times life threatening humanitarian needs.

Both migrants with and without a legal right to stay can benefit from assisted voluntary return programmes. Voluntary forms of return are both more humane, allowing irregular migrants to return with greater dignity, and are more cost-effective. Thus, the voluntary form should be the preferred option. Common motivations for migrants to return voluntarily include changed circumstances in the country of origin, reuniting with family members, the completion of an individual migration 'project', a wish to contribute to the development of the country of origin or a desire to take advantage of new economic opportunities there.

⁴ A migrant is "any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of – the person's legal status; whether the movement is voluntary or involuntary; what the causes for the movement are; or what the length of the stay is." IOM, Definition of Migrant, March 2016.

In addition, North African returnees face difficulties to reintegrate in their host communities. Hence, building resilience and capacity of host communities to absorb and integrate vulnerable migrants in NA and ensure community stability, as well as protecting the rights of migrants in the region are key concerns both for direct beneficiaries, as well as for national and regional stability more broadly.

Reintegration is an essential part of sustainable and dignified return, as it protects and empowers returnees by providing them with the necessary tools and assistance for their successful reinsertion into their country of origin. In recent years increased efforts, including in the EU, have been made towards providing adequate and tailored assistance to returnees in order to ensure the sustainability of reintegration. Sustainable return is here defined as reintegration into the economic, social and political processes of the country of origin and the ability to secure political, economic and social conditions needed to maintain life, livelihood and dignity. This sustainability criterion is essential and should be measured adequately over time to enable an adequate assessment of the success of the measures implemented under this action.

This Facility will strengthen migrant protection and the sustainability of reintegration assistance provided in countries of origin through a rights-based approach addressing the economic, social and psychosocial dimensions of their reintegration.

2.2.1. National background, where applicable

Recent years have seen the rise of larger scale irregular migratory flows from and to North Africa as a result of continually limited regular migration channels and unaddressed drivers of migration. The numbers of migrants returning to their countries of origin under assisted voluntary return and reintegration programmes have grown too and not only the volume of migrants in need of assistance, but also the diversity of actors involved and the intricacy of occurring challenges.

In 2016, 72.930 North African migrants have been ordered to leave the EU-28 territories⁵. In the same year, IOM has assisted the voluntary return of 2.123 migrants from the EU-28 to North African countries. Between January 2016 and September 2017, IOM has supported the voluntary return of 3590 North African nationals who had migrated to the EU-28.

While some migrants return to welcoming contexts and reintegrate in a smooth manner, many face challenges they cannot overcome on their own, and need support in their reintegration. At the same time, communities, regions and countries to which migrants return may – sometimes also as a result of a great number of simultaneous returns – not have the capacities to provide an environment conducive to successful reintegration due to a lack of local infrastructure and resources.

Migrants stranded in transit countries within NA on their journey towards Europe and other countries of destination, are particularly vulnerable as well and can experience barriers to protection as they may be unable or reluctant to access services for fear of discrimination or reprisal. Nationalities with a high level of vulnerable migrants in NA include nationals of Cameroon, Ethiopia, Guinea, Ivory Coast, Mali, Niger, Nigeria, Senegal, Sierra Leone, and Sudan.

The key vulnerable groups in need of assistance include but are not limited to medical cases, female migrants who are at greater risk of trafficking and abuse including GBV and sexual

⁵ Source: Eurostat

violence, single mothers (pregnant or with babies), Unaccompanied and Separated Children (UASC), the elderly, as well as irregular migrants who did not qualify for regularization.

In **Algeria**, IOM estimates the presence of 50,000 to 75,000 migrants in irregular situation. Assisted Voluntary Return and Reintegration (AVRR) started in August 2016 after the official opening of the IOM Algeria office. Currently, there is a need of funding for AVRR assistance due to the expected increase in numbers of migrants willing to return to their country of origin..

Since 2014, on the basis of an agreement between the governments of Algeria and Niger, convoys have been organised by the Algerian authorities from Algeria to Niger in order to repatriate Nigeriens residing in the large cities of the North of Algeria. By 31 December 2016, 45 convoys have been organized by the Algerian authorities in cooperation with the Algerian Red Crescent accounting for 19,085 repatriated Nigeriens. 32 % of all returnees were children. IOM Niger through its transit centre in Agadez provided reintegration support to those returnees.

The IOM Office in Algiers is not involved in these operations but aims to provide an alternative to those repatriation operations and as such is providing voluntary return support for vulnerable and stranded migrants, upon requests of the latter, in coordination with Embassies of those migrants as well as with the Algerian authorities.

Between January and September 2017, IOM has supported almost 900 migrants to return voluntarily from Europe to Algeria, and around 30 migrants to return voluntarily from Algeria to other countries. The main nationalities of migrants to be supported with AVRR under this Facility are as follows : Guinee Conakry, Mali, Niger, Burkina Faso, Senegal, Benin, Ivory Coast, Sierra Leone, Liberia, Cameroon, Togo.

Due to increasing under- and unemployment pressures, **Egypt** faces difficulties to support the reintegration of Egyptian returnees and to host migrants who transit through the country, some of whom may become stranded due to lack of resources for onward travel or may seek to settle in the country. Moreover, Egypt is also a destination country for migrants, often for reasons related to medical or educational needs or familial ties.

This increasingly precarious situation is reflected in an increasing number of migrants requesting various forms of assistance and/or support for voluntary return. Between January and September 2017, IOM has supported around 185 cases of AVRR from Europe to Egypt, and more than 1600 cases of AVRR from Egypt to other countries. Based on data collected about AVRR beneficiaries in 2017, the main nationalities of migrants in Egypt expected to benefit from AVRR are: Sudan – 29%, Guinea – 21%, Ethiopia – 14%, Nigeria – 11%.

Morocco is a country of origin, transit and destination. In Morocco, AVRR assistance began in 2005. In 2016, 1,500 migrants were provided with AVRR support and the demand is stable, although the entrance into the ECOWAS may lead to an increase in intraregional migration. In 2017 (up to October), IOM has facilitated the voluntary return of 1,275 migrants. The present action will further complement the support of EU Member States and the collaboration of the Moroccan Ministry of Interior by providing voluntary return assistance to an additional 5.500 migrants in 2018-2019. The majority of beneficiaries are males with ages between 18 to 35 years old, originating from West Africa (nationalities with a high level of vulnerable migrants in Morocco include Cameroon, Guinea, Ivory Coast, Nigeria and Senegal), although there is an increase of other countries such as the Philippines and Sri Lanka.

Additionally, although there are no statistics on irregular migration, different reports and information shared by IOM and EU countries give an approximate idea of the increase in the number of irregular migrants in Europe originating from Morocco. According to a census

conducted by IOM during the end of March 2016, 67% of African migrants identified in the Western Balkan countries were of Moroccan origin. Latest figures from the Italian Ministry of Interior mention the arrival by sea of 3.327 Moroccans between January and May 2017. It is also important to highlight the increase in the number of Moroccans who applied for asylum in EU countries, and who, most certainly, won't be able to get the asylum status and will therefore become irregular. IOM has returned to Morocco around 360 Moroccans from EU-28 Member States between January and September 2017, mainly from Greece, Germany, the Netherlands and Belgium. Additionally, there is new information on the need to assist vulnerable cases of Moroccans returning from Libya.

In **Tunisia**, it is estimated that the number of vulnerable and stranded migrants has increased significantly in the past few years. IOM Tunisia provided voluntary return support for 261 migrants in 2016, while the number has reached 459 migrants from January to October 2017; IOM expects to assist around 800 migrants with AVRRE during the whole year 2017. The figures are expected to continue to increase during the end of 2017 and 2018 due to the large-scale movement of migrants fleeing Libya to seek refuge and protection at the Southern border of Tunisia. There are also urban stranded migrants in Tunisia in vulnerable conditions due to the fact that they cannot afford the administrative penalties for irregular stay (approx. 10 EUR per week), but also because of their limited access to well-paid jobs and residence/work permits in Tunisia. Other migrants are stranded on their way to Europe because they did not manage to cross into Libya or were stopped by Tunisian coastal guards. The main nationalities of migrants expected to benefit from AVRRE under this facility are: Côte d'Ivoire, Senegal, Nigeria, Congo RDC, Cameroon, Gambia, Guinea, Mali, Nigeria, Burkina Faso, Chad, C. Brazzaville and Ghana.

From January to August 2017, 1357 Tunisians reached the Italian coast, while 1400 have arrived during the month of September 2017 alone. However, only a small number of Tunisians request voluntary return and reintegration from Europe. Between January and October 2017, IOM has supported around 90 cases of AVRRE from Europe to Tunisia, the majority returning from Germany (49%) and from Greece (29%).

Libya is a transit and destination country for migrants, particularly those from sub-Saharan countries. Due to the security situation, clandestine nature of migrant smuggling and human trafficking and limited state capacities, the number of migrants currently in the country is hard to pinpoint. While IOM's Displacement Tracking Matrix (DTM) identified more than 390,198 migrants in the country as of June 2017, estimates from embassies put the total at three times that number. The current political and security vacuum in Libya creates a fertile environment for human traffickers and smugglers to flourish. These factors have resulted in Libya being a key departure point for migrants trying to reach Europe. In 2016, 181,436 migrants reached Italy through the Central Mediterranean route. However, not all migrants departing Libya succeeded. In 2016, more than 4,576 migrants died trying to cross the Mediterranean. Many who cannot depart become stranded with no chance for a job or other livelihood opportunities. Others are being detained in migrant detention facilities in squalid conditions leaving little hope to move forward or return home. IOM Libya's Voluntary Humanitarian Return (VHR) and Reintegration programme offers an increasing popular option for stranded migrants to return home. In 2015, 1,113 migrants, mostly from sub-Saharan countries, volunteered to return home. In 2016, as the security crisis worsened in Libya, even more migrants sought IOM assistance to return to their countries of origin, with 2,775 migrants having returned home (an increase of almost 150% compared to 2015). Between January and October 2017, IOM has provided voluntary humanitarian assistance to 9274 migrants stranded in Libya.

Considering the current security situation at country level as well as the very specific approach based on Voluntary Humanitarian Return (VHR) and reintegration implemented by IOM in Libya, direct support is and will continue being provided to Libya as part of other

ongoing or planned Actions at bilateral level. This facility will benefit Libya only in case bilateral support is exhausted.

2.2.2. Sectoral background: policies and challenges

Among the countries participating in the NA Facility, Algeria, Egypt, Morocco and Tunisia have signed and ratified the 1951 Geneva Refugee Convention and its 1967 Protocol. In addition, Algeria, Egypt, Libya and Tunisia ratified the 1967 Convention Governing the Specific Aspects of Refugee Problems in Africa (OAU Convention). While most countries in the region do not have specific legislation on protection of vulnerable migrants, as a minimum their legal systems contain a referral to non-return persons fleeing persecution, to protection services, to the court system, and more. The need to protect refugees is also included in the constitutions of some countries, such as Algeria, Egypt and Tunisia.

Morocco and Tunisia are making significant progress in the development of asylum legislation and are in the process of finalizing a law, which establishes the legal framework for asylum in the country. Mobility Partnerships also contain commitments to cooperate on promoting international protection and asylum.

Despite positive advances on some fronts, given the security challenges within the region, as well as ongoing economic fragility, migration continues to be seen broadly within a security framework, both as a possible entry gate for terrorism (or financing of terrorism) as well as a possible destabilizing effect within a fragile economy and a saturated labour market. These persistent political and economic conditions create challenges for the advancement of migrants' rights and stranded populations and efforts to improve self-sufficiency through effective reintegration assistance.

IOM considers reintegration as sustainable when returnees have reached levels of economic self-sufficiency, social stability within their communities, and psychosocial well-being that allow them to cope with (re)migration drivers. Having achieved sustainable reintegration, returnees are able to make further migration decisions a matter of choice rather than necessity⁶.

Reintegration support can only be successful if there is a certain level of re-inclusion across all economic, social and psychosocial dimensions, which in turn requires an integrated approach, encompassing different levels of interventions as follows:

Individual reintegration assistance refers to the assistance provided to individual returning migrants to reintegrate in the communities to which they return. This type of assistance is the one typically delivered in the context of AVRR. It allows tailoring the assistance to the beneficiaries' needs and preferences as identified during the return and assessment phase and must consider specific needs and vulnerabilities of the returnees, such as:

- Health needs, including psychosocial issues;
- Best interest of the child;
- Protection issues for victims of trafficking (VoTs) and other victims of abuse, exploitation and violence;
- Any other issue that may increase vulnerability in the country of origin, depending on these countries' specificities (e.g. gender, LGBT, minorities, etc.).

⁶ IOM, Enhancing Migrant Well-Being upon Return through an Integrated Approach to Reintegration, Global Compact Thematic Paper, 2017

Collective reintegration assistance refers to assistance provided to several returnees as a group. It can encompass two types of situation: (i) assistance for collective income-generating projects and (ii) collective activities. Two or more returnees can put together their respective reintegration packages and form small associations or cooperatives to allow for covering a relatively bigger amount of inputs for income-generating activities.

Community-based reintegration assistance refers to assistance that supports migrants' reintegration while directly involving local communities and/or addressing their needs. This can be achieved in different ways: supporting individuals' projects that respond to identified needs in their community of return, assisting returning migrants and members of the community implementing shared projects, or setting up projects that address the needs of the communities and where returning migrants can be included. Within this project, community-based projects will not be limited to income generating activities: they will also address social cohesion and psychosocial aspects

IOM will work with local partners such as national and local small and medium enterprise development agencies, technical and vocational training centres, microfinance institutions, etc. to provide tailored reintegration assistance. Among the types of support provided using these partnerships are: basic business skills trainings, counselling, technical and vocational skills trainings, individual reintegration plan development support, provision of in-kind materials for business set-up, support for education, job-placement assistance, etc. A returnee may also be supported to enroll in a formal education programme (depending on their needs, availability of education institutions) including for children.

2.3. Lessons learnt

This project will build on the achievements, lessons learnt and insights gained from a number of IOM projects supporting migration management funded by EU and other donors as well as IOM's extensive experience in design and delivery of AVRR programmes.

The Facility will also take into account lessons learnt from the following projects and mechanisms:

- "Migrant Resource and Response Mechanism (MRRM)": This project, which was initiated in Niger, has brought together in a single mechanism a wide range of services that IOM normally provides to migrants and its Member States in coordination with the authorities and partners. The MRRM integrates direct assistance to migrants, awareness-raising, assistance for voluntary return and reintegration, including through community-based projects in collaboration with local NGOs, data collection and analysis, but also aims to strengthen or establish protection frameworks in countries of origin, transit and destination along migration routes. The experience and initial lessons learnt of MRRM in other countries confirm the importance of linking the assistance to stranded migrants together with support to their communities of origin; the central importance of the involvement of the national and local authorities and civil society and the need to provide accompanying support to their capacity development; the paramount role played by solid and timely migration data in shaping effective responses, identifying relevant target areas, needs and tailoring messages. The importance of investing time and resources to empower local actors to take leadership for the management of the MRRM is also a key aspect.
- Assisted voluntary return and reintegration projects, in particular the RAVEL, Motuse and "Addressing the Needs of Stranded and Vulnerable Migrants" projects financed by the EU (DGs DEVCO and HOME). IOM's experience in the field of assisted voluntary returns and reintegration will play a key role in the quality of the services provided for a safe and dignified return and sustainable reintegration. In addition to

the many national projects implemented since the EU, the lessons learned from the above projects will be taken into account. RAVEL focused on stranded migrants in North Africa and included a component of collective reintegration. Among other things, the project highlighted the importance of involving returning communities in the reintegration of individuals. The project "Addressing the needs of stranded and vulnerable migrants in targeted countries of origin, transit and destination" for the voluntary return of migrants in distress in Morocco has set up coordination mechanisms in some countries of origin ("Case Management Committees") involving authorities and civil society to improve the reintegration of migrants. Actions in countries where case management committees have been established will build on or reinforce these committees. Lastly, MOTUSE ("Enhancing sustainable reintegration solutions for the returnees of the European Union to Morocco, Tunisia and Senegal") has made it possible to combine assistance at different levels - individual, collective and institutional - to promote the sustainability of reintegration and improve the contexts of return to Morocco, Tunisia and Senegal. The project validated the approach of direct assistance and capacity building, and helped to ensure more human and multi-dimensional assistance, inter alia through partnerships with institutions and civil society.

Moreover, the programme will also take into account the key principles identified in the 2015 Study on the Results and Impact of EU development cooperation-funded projects in the area of voluntary return and reintegration. These principles include:

- providing **comprehensive support** across all categories of returning migrants while paying attention to their particular needs and vulnerabilities, regardless of their status. Victims of trafficking need additional specialised support as they are often in a vulnerable psychological state and may suffer from discrimination or be at risk of re-trafficking.
- paying special attention to the **reintegration of migrants who were forced to return**, as they will be more likely to attempt to re migrate and may face a social stigma associated with their failed migration attempt.
- providing, whenever relevant, **tailor made support to post-conflict contexts**, including for instance community peace building or assistance with reclaiming property.
- ensuring **sustainability and focus on strengthening national systems**, so that in the long-term they can function independently of external assistance. This requires the integration of returnees in national socio-economic systems (education, health, social protection and VET) and avoidance of creating parallel structures. Migrants should be assisted in using skills acquired abroad and/or provided with new long-term skills, adapted to the needs of the country and the region.
- **focusing on capacity building for concerned institutions and actors**, to enable them to take the lead in the return and reintegration efforts.
- providing an **integrated support** that addresses all dimensions of successful reintegration (economic, social, and psychosocial) and take into account individual needs of the returnees in the longer term and beyond one-off assistance. Moreover, the **tailored individual or family-level assistance provided to returnees should be linked to community-level initiatives**.
- paying due attention to **pre-departure assistance** as this can be crucial in ensuring a more successful reintegration experience.

2.4. Complementary actions

Strict complementarity and coordination will be sought with relevant initiatives funded at bilateral and regional level by the EU and other donors, particularly the EU-funded projects in support of the Mobility Partnerships in Morocco and Tunisia, the Regional Development and Protection Programme (RDPP) in North Africa as well as ongoing projects funded under the EU Trust Fund in the Sahel and Lake Chad, including Libya, and in the Horn of Africa regions, notably the EU-IOM Joint Initiative for Migrant Protection and Reintegration along the Central Mediterranean Route and the Facility on Sustainable and Dignified Return and Reintegration in Support of the Khartoum Process. Referral mechanisms for migrant assistance will be developed in cooperation with partners. Information sharing meetings with the EU Delegations and other key stakeholders will be organized regularly to discuss EU Emergency Trust Fund for Africa project progress and identify potential synergies with actions implemented with the same stakeholders in similar areas.

In the North of Africa region, the action will notably be complementary to existing schemes such as the reintegration platform providing tailor-made services to returning migrants in **Tunisia**, funded under the EU Emergency Trust Fund for Africa ("Favoriser la mise en œuvre de la stratégie nationale migratoire de la Tunisie").

It will also take over from the existing voluntary humanitarian returns from **Libya** as soon as funds under the current programme on "Managing mixed migration flows in Libya through expanding protection space and supporting local socio-economic development" will be exhausted.

In **Morocco**, it will complement the budget support programme aiming at strengthening the government's capacity for managing migration, including for implementing return and reintegration policies (assistance will be provided to 5500 returning migrants). It will also coordinate its actions with the new project "Enhanced pre-return Assistance in Morocco"⁷ funded by Germany and will continue the collaboration started within the MOTUSE project with the newly created Network aiming to assist Moroccan returnees ("Réseau d'appui aux Marocains résidents à l'étranger"⁸) aiming to improve the coordination of actors and services benefiting returnees.

Additionally, the programme will intervene in complementarity to the regional 'Protection Services to Vulnerable and Stranded Migrants in and Transiting through North Africa' project (PROTECT), which is funded by the Government of the Netherlands and implemented by IOM in **Algeria, Egypt and Tunisia**. This project aims to contribute to reducing the vulnerabilities of stranded migrants along migratory routes across North Africa.

Synergies will be sought with the "Pilot action on voluntary return and sustainable community-based reintegration" project, funded by the EU under the Development Cooperation Instrument (DCI) as part of the migration and asylum component of the 'Global Public Goods and Challenges' thematic programme, and implemented by IOM, in which a "knowledge hub" is being established to promote synergies between the return and reintegration programmes supported by development cooperation.

Finally, the programme will be implemented in close coordination with other EU and EU Member States' instruments and tools contributing to return and readmission, such as the European Return and Reintegration Network (ERRIN). Under its reintegration components, ERRIN will support participating MS in developing and implementing joint reintegration

⁷ Project funded by the German MFA aiming to increase the capacities of returnees and make the link with reintegration opportunities in countries of origin

⁸ Network created in the framework of the EU-funded Sharaka project

projects, including provision of post arrival assistance (PAA) to forced returnees. It will also support joint projects focusing specifically on sustainable return and reintegration of vulnerable persons, in particular unaccompanied and separated children (UASC) and persons with serious medical conditions, persons with a physical or mental disability requiring specialised assistance and, if needed, single parents with children. Particular attention will therefore be paid to ensure complementarity with these components as well as, whenever relevant, other activities developed in the framework of ERRIN.

In short, IOM will seek to maximize the complementarity of other interventions covering assistance, protection and reintegration from and to those involved countries. During the development and implementation phase, IOM will seek synergies among activities funded by different sources to strengthen the impact and sustainability of the actions.

2.5. Donor coordination

The Facility will establish a Steering Committee at regional level to support project coordination and ensure coherence of IOM-EU cooperation on return and reintegration. The Steering Committee will consist of DG NEAR and IOM, inviting relevant stakeholders in the EU institutions and other donors as relevant.

Moreover, The EUTF-IOM Joint Initiative Coordination Committee located in Brussels will ensure coordination between the EU and IOM within the framework of the Initiative as well as between activities of the Facility in North Africa, those implemented in the Sahel and Lake Chad region under the EUTF-IOM Initiative, and those implemented by IOM in support to the Khartoum Process. The Coordination Committee will provide updates on the progress of the Facility and the Initiative as a whole and ensure coherence of regional and national actions in the framework of the Initiative as a whole. The amendments and decisions will be submitted to the Initiative Coordination Committee for advice.

Internal coordination will also be ensured by IOM through the establishment of a Coordination mechanism at its Regional Office for the Middle East and North Africa (MENA) in Cairo. This mechanism will ensure coordination in terms of management of the activities, including the national adaptation of framework standard operating procedures (SOPs) in a coherent manner, communications and visibility, security, data management, reporting, and monitoring and evaluation standards. It will be headed by the mechanism Coordinator and its exact composition will be defined at contractual stage. The Coordination mechanism will also rely on the resources of the Regional Office, particularly its thematic specialists, the Regional Information Management Unit in charge of data collection in the region, and its resources management unit.

At national level, national coordination mechanisms/working groups in each of the targeted countries will also be envisaged between the key stakeholders of the programme under the leadership of the EU Delegations. These mechanisms shall not duplicate existing working groups, fora or platforms, but rather build on and complement existing national coordination tools.

IOM is committed to ensuring close cooperation and coordination with national and international actors, its partners and other donors involved in the response to migration management challenges in North Africa.

3. DETAILED DESCRIPTION

3.1. Objectives

The overall objective is to contribute to the strengthening of migrant protection and sustainable reintegration systems in North Africa.

The Specific Objectives are to:

- SO1 - To improve protection and enable the assisted voluntary return of stranded migrants and migrants in transit in North Africa;
- SO2 - To support targeted countries to enhance the sustainability of reintegration through an integrated approach addressing economic, social, and psychosocial dimensions;
- SO3 - To increase the capacities of North African countries and relevant stakeholders to develop or strengthen return and reintegration policies and processes, including identification and referral.

3.2. Expected results and indicative main activities

The expected results and indicative activities are:

Specific Objective 1: To improve protection and enable the assisted voluntary return of vulnerable and stranded migrants in North Africa;

Result 1.1: Stranded migrants and migrants in transit in North Africa (Algeria, Egypt, Morocco, Tunisia and, if needed, Libya) have access to protection and assistance services

- On the basis of their profile and needs, stranded migrants and migrants in transit will be referred to relevant existing programmes and services offered by governmental and non-governmental partners, UNHCR and other international agencies. Beyond these individual referrals, the Facility aims at developing, strengthening and institutionalizing information exchange and referral mechanisms on the basis of standard procedures and criteria;
- In order to provide assistance to migrants, Migrant Resource and Response Mechanisms (MRRMs) or other centres providing protection and assistance will be built, enhanced, rehabilitated or rented as relevant to the country context. Such facilities will provide dedicated spaces where migrants can register and get access to orientation services, temporary accommodation or immediate assistance, including medical assistance;
- Migrants registered in centers or other service centers as shelters, as well as those identified by IOM or its partners will receive an immediate assistance in the form of accommodation, food and necessary non-food items and/or health and psychosocial assistance. Dedicated individual support will be provided to the most vulnerable cases, including unaccompanied and separated migrant children as well as migrants in need of medical and psychological assistance, taking into account the specific gender and age needs. This support will be provided also through referral mechanism, counselling, family tracing and support to voluntary return to country of origin.

Expected number of stranded migrants and migrants in transit who have access to protection and assistance services: indicative target 7000

Result 1.2: Migrants are assisted to return voluntarily from North Africa (Algeria, Egypt, Morocco, Tunisia and, if needed, Libya) to their countries of origin

- While standard operating procedures (SOPs) for assisted voluntary return (AVR) have already been developed under numerous assisted voluntary return and reintegration projects implemented by IOM, specific SOPs developed as part of the EU Trust Fund-IOM Joint Initiative for Migrant Protection and Reintegration in Africa will be adapted to the different contexts of voluntary return from North Africa to support coherence of assistance provided;
- In addition to the adapted SOPs, an Online Returnee Referral Mechanism, which is currently being developed by IOM, will come in support to the programme, with the aim to:
 - Facilitate the access of returning migrants to assistance upon arrival and/or complementary in-kind reintegration support in countries of origin;
 - Capture, collect and securely transfer essential information on migrants whose return is not assisted by IOM;
 - Support the EU-IOM programmes to better plan and tailor support provided in countries of origin by IOM and/or other partners.

As an interim mechanism, a paper-based format will be used during the development and piloting phases of the online portal.

- Migrants wishing to voluntarily return from North Africa to their countries of origin will be assisted at the pre-departure phase through counselling interviews, facilitation of travel documents by relevant embassies or consulates, and processing of exit visas and fit-to-travel medical checks based on need;⁹
- Return travel of migrants will be supported including booking of flight tickets (or charter flights depending on the size of the groups), provision of airport assistance at departure, in transit and upon arrival. Transportation assistance will also include the provision of adequate clothing and hygiene kits, as well as food and water before transfer to the designated port of departure;
- Returns will follow a series of key principles in line with IOM internal procedures, including as relates to voluntariness; informed decision; data protection; fitness for travel; gender sensitivity; and protection needs and safeguards for vulnerable groups, including unaccompanied and separated children and victims of trafficking.

Expected number of migrants assisted to voluntarily return from North Africa to countries of origin: indicative target 7000

Specific Objective 2 - To support targeted countries to enhance the sustainability of reintegration through an integrated approach addressing economic, social, and psychosocial dimensions

Result 2.1: Returning migrants are supported in their reintegration in North Africa (Algeria, Egypt, Morocco and Tunisia)

- The reintegration component of the specific SOPs for the provision of post-arrival and reintegration support, which are developed as part of the EU Trust Fund-IOM Joint

⁹ For beneficiaries who are deemed unfit for travel, migrants will receive comprehensive medical support under other IOM projects until they fit to return to their countries of origin.

Initiative for Migrant Protection and Reintegration in Africa will be adapted to the different contexts of reintegration in North Africa, taking existing national systems and practice for reintegration support as a starting point, to support coherence of assistance provided;

- A mapping of the main areas of return of migrants will be updated or established at the beginning of the action in order to inform the reintegration assistance provided. To the extent possible, the mapping will be carried out jointly with the most relevant state and non-state actors to contribute to the ownership of this tool. In addition to identifying the main return areas, the mapping will include a socio-economic profile of the main return areas and an inventory of available support for reintegration in these areas;
- Following post-arrival counselling and individual orientation of returnees (forced and voluntary), in-kind reintegration assistance will be provided. The assistance can be at individual, collective or community levels, as appropriate, and will seek to address economic, social and psychosocial dimensions of reintegration. This integrated approach will be tailored to the migrants' needs, skill set and background;
- Vulnerable migrants will receive individual reintegration support adapted to suit their specific needs. Reintegration assistance provided under this Action can cover, inter alia, counselling, information on opportunities in the country of origin and community of return, training, skills development and general support activities;
- Migrants may also present reintegration plans for additional reintegration support, to be indicatively used to support income generating activities, job insertion, training or educational support, medical support, psychosocial support, housing support, basic needs (e.g. first aid goods, food), etc.;
- Based on the outcome of counselling sessions and vulnerability assessments before departure and upon return, migrants in situation of vulnerability that cannot be referred to adequate services or programmes will be provided with individual reintegration assistance tailored to their needs;
- Reintegration approaches will prioritise already existing structures and working with local stakeholders to encourage sustainability.
- Community based reintegration, in particular, can involve the production of studies and assessments (such as labour markets assessments or value-chain studies), which will be crucial for the success of reintegration activities of the present Action, as indicated under specific objective 3 of the present action.
- A monitoring and evaluation framework for the Facility, with particular attention to the reintegration component, will be established at regional level and will be applied in each target country in North Africa. Coherence will be ensured with frameworks under development by IOM in programmes supported by the EU Trust Fund in the Sahel and Lake Chad area and in the Horn of Africa.

Expected number of migrants supported in their reintegration in North Africa: indicative target 1000

Result 2.2: Returning migrants from North Africa (Algeria, Egypt, Morocco and Tunisia) are supported in their reintegration in selected countries of origin

- Following an integrated approach to reintegration which is in line with the activities foreseen in Result 2.1 and based on the adapted SOPs, the Facility will provide

immediate assistance and limited reintegration support for returnees to countries of origin where sufficient existing programmes or services are not currently in place.

Expected number of migrants from North Africa supported in their reintegration in countries of origin where reintegration support programmes are not available: estimated 10% voluntary return caseload (700 migrants).

Specific Objective 3: To increase the capacities of North African countries and relevant stakeholders to develop or strengthen return and reintegration policies and processes, including identification and referral.

Result 3.1: National capacities and regional coordination is strengthened to support migrant protection and sustainable reintegration of returning migrants in North Africa (Algeria, Egypt, Morocco and Tunisia)

- Evidence-based and context-relevant initiatives at country/regional levels will come in support to return and reintegration policies at country/regional levels; indicative activities may include:
 - Impact assessments of reintegration measures in the context of the different countries of return;
 - Context and situation assessments relevant to return and reintegration (e.g. migration profiles, stakeholder mapping, etc.);
 - Labour market assessments, including (self)-employment opportunities;
 - Value-chain studies;
 - Assessments of the communities of return;
 - Local-level assessments of key factors contributing to reintegration;
 - Needs assessments including socio-economic assessment of the returnees;
 - Profiling of returnees;
 - Support for enhanced return and reintegration data collection and analysis tools;
 - Guidance for the improvement of pre-return and post-return service delivery.
- The Facility will work to support the capacities and coordination structures for migrant protection, return and reintegration in each North African country, in order to respond to identified priorities (structural, legislative, political and operational) at national and local levels;
- Capacity building activities will be provided to national and local authorities to enable them to formulate and implement coherent and rights-based policies that facilitate sustainable voluntary return and reintegration. Capacity building measures may include workshops, peer learning and/or training, technical assistance, study tours and on-the-job training at regional, national and local levels for the development and implementation of policies relevant for return and reintegration (such as building up referral systems at the national level). The Facility will seek to develop these activities within national training structures and systems wherever possible. These activities will also aim at identifying and developing synergies between public sector/private sector/development programmes (including programmes funded by the EU) in the countries of origin to allow their use by returnees where possible. The activities will

also strengthen or establish coordination mechanisms/platforms of public and private stakeholders involved in the return and reintegration processes.

- As relevant, and in full coordination with regional programmes and dialogues supported by the EU and IOM, capacity building activities will provide opportunities for regional and inter-regional capacity building, information exchange and coordination to strengthen cooperation on return and reintegration among countries of destination, transit and origin in Africa.
- Capacity building activities will also support national authorities and CSOs in partner countries to increase their capacity and a clear coordination and collaboration mechanism to implement humane, safe and dignified voluntary return and reintegration. The capacity building component will, in some cases, support non-state actors that assist returning migrants through strengthening their organizational capacity and small grants. In these cases, IOM will provide technical assistance and support to these organizations to strengthen their financial management systems, strategic planning, project management capabilities and resources to strengthen their capacity in the regular monitoring of migrants and returning migrants. Capacity building activities will contribute to strengthen or establish coordination mechanisms of public and private stakeholders (public authorities, associations, civil society organizations, private sector, international donors, diaspora etc.) involved in the return and reintegration process, i.e. establish or support information sharing platforms/mechanisms to exchange experiences and identify lessons learnt and best practices on return/reintegration programmes in the context of national and local development programmes and planning.

3.3. Risks and assumptions

Risk	Risk Level (H/M/L)	Assumption	Mitigation measure
Risk of political instability in the region and possible changes of governments.	M	Target governments maintain authority and environments are safe enough to implement planned activities.	The political situation is constantly monitored. The programmes' activities have been identified considering the current political situation in each country and anticipated developments over the coming 12 months. Mitigation measures have been designed to apply if the security situation deteriorates. Democratic structures and principles are firmly supported in the framework of the EU's political dialogue with partner countries.
Lack of political will to support return and reintegration activities for migrants in North Africa	L to M	Commitment of the Governments of target countries and local authorities to support action objectives and	EU' and IOM's existing and on-going dialogue with national and local actors in the target countries has served to enhance awareness of the

		activities.	importance and value of supporting migrants return and reintegration assistance.
Structural changes at national and local government level, including regular turnover of staff	M	Stable structures at national and local level with minimal staff turnover	From the outset, IOM 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 the issue.
Instability, security, changing government priorities, including the risk of politicisation of migration	M	Current understanding of the importance of return and reintegration in sound migration management will continue	EU' and IOM's existing and on-going dialogue with national and local actors in the target countries has served to enhance awareness of the importance and value of supporting migrants return and reintegration assistance.
Interest of and access to returnees and their communities to engage in monitoring and participation in reintegration and development-oriented initiatives	M	Sustained engagement with returnees and their communities for the implementation of project activities	EU' and IOM's existing and on-going dialogue with national and local actors in the target countries has served to enhance awareness of the importance and value of supporting migrants return and reintegration assistance.
Change of migratory flows during the implementation of the project can significantly reduce the number of migrants opting for AVRR to selected target countries of origin	M	Steady patterns or minimal changes in patterns of migratory flows that formed the basis for this programming	The Action will include constant monitoring of migratory flows and AVRR demand to allow for early detection of changes in the migration patterns. To ensure the successful implementation of the action, countries of origin will be adapted if needed.

3.4. Crosscutting issues

The Facility will focus on the well-being and personal development of migrants, in full respect of their human rights. It will be based on non-discrimination principles, self-determination and participation of the migrants as well as confidentiality and right to privacy. Protection mechanisms taking into account the vulnerability of the migrants such as the best interest of the child will always be ensured and be at the forefront of all considerations.

The Facility will engage as much as possible all relevant stakeholders at the local, national and regional levels in order to achieve a broad and comprehensive understanding of effective

migration management policies. The Facility will also ensure that priorities identified by partner countries in their development plans and/or migration strategies at the national or local level are taken into account at all levels of intervention. A “do-no-harm” approach to ensure that migrants and communities are not negatively affected by the actions will be applied.

Good governance and human rights will be integrated in all areas of intervention. Capacity building activities of key stakeholders will promote good governance principles with an emphasis on a rights-based approach to migrant assistance. All reintegration assistance will be carried out in a way that the rights of the migrant are upheld, with special support provided to vulnerable returnees such as victims of trafficking, unaccompanied and separated children, migrants with health needs and single-headed families. The project will be based on non-discrimination principles, self-determination and participation of the migrations as well as confidentiality and the right to privacy. The project will also promote protection principles for vulnerable migrants and durable solutions for their sustainable reintegration in their community.

Both age and gender considerations will be mainstreamed in all activities of the project, with gender and age sensitive information campaigns, a focus on youth and women for the development of income generating activities, equal participation in trainings and sex disaggregated data. Unaccompanied and separated children and victims of trafficking will be provided with specialised assistance and protection.

The project will also integrate environmental and climate change considerations in the planning of the reintegration activities. Community development and reintegration activities will duly take into account ongoing environmental changes and promote community projects that are viable and respond to the local needs and opportunities.

3.5. Stakeholders

Main stakeholders to be involved in the proposed action include:

- Government authorities at national and local levels in NA countries who will benefit from improved governance, capacities and expertise as well as strengthened cooperation networks to address the pre- and post-departure and voluntary return process;
- Civil society organisations and social partners who will benefit from improved capacities and strengthened cooperation networks among stakeholders engaged in support to returnees, especially at the local level.
- Private sector actors and employers’ organisations engaged in employment/economic activity relevant to returnees;
- The actual returnees, who will benefit from access to tailored support to ensure a dignified voluntary return to communities and needs-based reintegration assistance that aims to address the social, economic and psychosocial dimensions of reintegration.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of the Regulation (EU, Euratom) No 966/2012.

4.2. Indicative period of operational implementation

The indicative operational implementation period of this Action, during which the activities described in section 3.2 will be carried out and the corresponding contracts and agreements implemented, is 24 months, from the date of adoption of the Action Document. The implementation period will not go beyond 31 December 2020.

Extensions of the implementing period may be agreed by the Manager, and immediately communicated to the Operational Committee.

4.3. Implementation components and modules

The Action will be implemented through indirect management with IOM in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

Activities will be implemented by IOM. IOM, as the UN Migration Agency, has extensive experience and competences in supporting response to migration challenges at all levels (international, regional, national and local). IOM's membership of 166 countries counts all EU Member States, as well as all North African target countries of the Trust Fund. IOM has a distinct mandate for return and reintegration. The EU and IOM already have a strategic partnership in this area.

IOM adhered to the Financial and Administrative Framework Agreement of the United Nations with the European Union in December 2016 and entered into a Strategic Cooperation Framework with the European External Action Service and participating Directorates General of the European Commission in 2012. IOM was positively evaluated by the EC through the Seven-Pillar Assessment in 2014 and signed a first Framework Agreement with the EU in 2011.

4.4. Indicative budget

Components	Amount in EUR
Indirect management with IOM	10,000,000

4.5. Evaluation and Audit

Monitoring and evaluation mechanisms foreseen by implementing partners under this Action will be in line with the monitoring and evaluation framework developed by the Trust Fund's North of Africa window and compliant with the reporting requirements and tools being developed by the Trust Fund. If necessary, ad hoc monitoring could be contracted by the European Commission for this Action. A final evaluation will be carried out for this action or its components via independent consultants contracted by the European Commission. Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, ad hoc audits or expenditure verification assignments could be contracted by the European Commission. Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. Evaluation and audit assignments will be implemented through service contracts; making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

4.6. Communication and visibility

All implementing partners in receipt of funds from the Trust Fund shall take all appropriate steps to publicise the fact that an action has received funding from the EU under the Trust Fund. These measures shall be based on a specific *Communication and Visibility Plan of the Action*, to be elaborated by each implementing partner at the start of implementation on the basis of the Communication and Visibility Manual for EU External Action. Appropriate contractual obligations shall be included in, respectively, the grant contracts, and/or delegation agreements.