

## SUMMARY

### **Special Measure on "Improving Reintegration of Returnees in Afghanistan, Bangladesh and Pakistan" to be financed from the general budget of the European Union**

#### **1. Identification**

Budget heading	21.020200 Cooperation with Asia 21.020500 Cooperation with Afghanistan
Total cost	EUR 91 960 500 of EU contribution Total amount of co-financing: NA
Basic act	Regulation N° 233/2014 of the European Parliament and of the Council of 11 March 2014 establishing a Financing Instrument for Development Cooperation (OJ L 77, 15.3.2014, p. 44–76)

#### **2. Regional background**

The Special Measure will cover three countries: Afghanistan, Bangladesh and Pakistan.

Irregular migration contributes to corruption and organised crime in the countries of origin, transit and destination and poses serious threats to the migrants. The European Agenda on Migration, adopted in May 2015, and the Communication on establishing a new Partnership Framework with third countries under the European Agenda on Migration of June 2016, set out long-term steps to manage migration in all its aspects and aim at building stronger partnerships with countries outside the EU to tackle irregular migration. The first pillar of the Agenda refers to reducing the incentives for irregular migration by focusing on the diverse root causes behind migration from non-EU countries, dismantling smuggling and trafficking networks, and increasing the effectiveness of the EU return and readmission policies.

EU Member States and the Commission have agreed that all available tools shall be used to address irregular migration in a comprehensive and sustainable manner. This approach has been confirmed in the June 2016 Commission Communication on new Partnership Frameworks with third countries, which consolidated migration as a key issue in the EU's external relations, and put forward the principle that more will be offered to countries that cooperate with the EU on return.

In the Communication on establishing a new Partnership Framework with third countries under the European Agenda on Migration, Afghanistan, Bangladesh and Pakistan have been identified as long-term priority countries for addressing migration from Asia.

### **3. Summary of the Action**

#### 1) Background:

Afghanistan, Bangladesh and Pakistan face unprecedented migration challenges and sustainable, long-term solutions have to be identified in order to address them. Any solution will need to facilitate return and reintegration of migrants and refugees, prevent irregular migration, and take away the drivers of migration, such as security and lack of employment opportunities. Considering the very different economic, political, social and security situations in the three countries, a differentiated approach is essential to curb irregular migration and support the reintegration of those returning to their home countries.

At present, the lack of sustainable reintegration opportunities limits the motivation for taking up voluntary return offers. In addition to individual return packages, creative and innovative solutions are needed to improve the migration management more responsibly. Stronger cooperation between EU Member States will be promoted, building upon existing models (ERIN (European Reintegration Network)) and piloting new, common European Reintegration Centres. Furthermore, potential migrants and their communities need to better understand the dangers of migrating through irregular channels and the benefits of using regular channels.

#### 2) Coherence with the programming documents:

The proposed Special Measure is in line with the priority sectors identified in the Asia Regional Multi-annual Indicative Programme 2014-2020, as well as those of the Afghanistan Multi-annual Indicative Programme 2014-2020.

#### 3) Identified actions:

The specific objective of the action is to support the sustainable reintegration of irregular migrants, mainly from EU Member States and transit countries, to Afghanistan, Bangladesh and Pakistan. The action will be complimentary to reintegration support financed by EU Member States' programmes. Their families and host communities will be also targeted in order to enhance the sustainability of the reintegration. The action will furthermore focus on improving migration governance in Afghanistan, Bangladesh and Pakistan. Both at national and local levels, authorities will be supported to improve their policies and procedures, national cooperation, as well as the cooperation with European host countries.

Returning migrants and members of return communities, including potential migrants, will benefit from individualised and community-based interventions aimed at the provision of reintegration support and enhanced access to livelihood support services, as well as accurate information on safe migration practices. Furthermore, the action will provide TVET - skills development and financial assistance to the SME-sector in Afghanistan. The design of the reintegration support will be in line with common standards for Assisted Voluntary Return Programmes. A sound reporting and monitoring system will be put in place to benefit from lessons learned and to document best practices for related future projects.

In detail, the following main activities will be carried out:

1. Service providers from all three countries to visit key European countries and provide pre-departure counselling sessions (information about Assisted Voluntary Return and Reintegration, possibilities of reintegration offered) to potential target group;
2. Following initial assessment of returnees' needs, provide in-kind reintegration package. The package will complement the support provided by the EU Member States under the Assisted Voluntary Return and Reintegration agreements with the service providers. A European post-arrival assistance office will be established in Dhaka and Punjab;
3. Following initial assessment of returnees' needs, provide in-kind reintegration package and/or enrol the returnees in market-oriented vocational training and skills development activities. In Pakistan, cooperation with the private sector will be developed, and direct vocational training and job-placements will be organised;
4. Design and implement community development projects: the support will be provided both to respond to the economic immediate needs on arrival and subsequent tailor-made package of activities for a durable social and economic reintegration. Economic reintegration activities (in Bangladesh) will be provided in parallel under the MIP bilateral programmes on TVET - Skills Development and Resilient Livelihoods. Assistance to existing small businesses and help to launch new ones will be provided in Afghanistan.
5. Improve migration management through a strengthening of the policy framework and migration management services;
6. Conduct awareness raising campaigns aimed at preventing further irregular migration;

Specifically for Afghanistan:

7. Build a foundation for resilience through interventions in the areas of livelihoods, youth employment, skills enhancement, job-creation, reconstruction, create awareness and manage legal labour migration;
8. Provide technical cooperation support to the Ministry of Refugees and Repatriations (MoRR) and the Ministry of Labor, Social Affairs, Martyrs & Disabled (MoLSAMD);
9. Establish a regular policy dialogue framework that assesses progress and incentivizes specific commitments in the areas of migration, labour, job creation (SME sector) and vocational training.

#### 4) Expected results:

For all three countries:

1. Returnees, mainly from EU Member States and transit countries, their families and host communities receive appropriate reintegration support and the general population is aware about the risks of irregular migration; specific returnee profiles and vulnerabilities are addressed to improve the likelihood of successful reintegration;

2. The capacities of the Governments of Afghanistan, Bangladesh and Pakistan are strengthened to manage migration at central and local levels, prevent irregular migration and ensure reintegration of irregular migrants;

Specifically for Afghanistan:

3. Potential migrants and returnees receive better skills through vocational training and have a better labour market access and improved jobs opportunities;

4. The Afghan Government has adequate funding available for reintegration of returnees and core public functions related to migration, job-creation and vocational training.

#### 5) Lessons learned:

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 additional development and job-creation benefits in the context of accepting returnees.

Moreover, while individual support may stop one returnee from attempting to irregularly re-migrate, the bigger issue in Afghanistan is how the country can develop to such an extent that community members do not seek to leave in the first place, and give them a chance to leave legally in the second place. Community-level interventions are one way to contribute to such development. Using local expertise and partners in community interventions not only increases local ownership, and thus 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 with appropriate post-training support, including employment services, business management and financial services.

In Bangladesh, the implementation of the projects promoting safe migration and local development in eight districts, funded by the EU, are the basis for the new action. These projects were implemented by the Danish Church (2009-2013) and by the International Organization for Migration (IOM, 2012-2015). Two main lessons were learned: Enhancing awareness at the community level through adequate awareness campaigns, of the migration process, legal opportunities, rights and benefits of regular migration, as well as risks of irregular migration, have proven to be effective. These projects also

helped to successfully establish migration resource / information centres at a local level to make information on safe migration, as well as employment conditions, more easily available to communities. Empowered with reliable information and available services reduces migrants' vulnerability to exploitation. The EU funded the establishment of a total of 23 local level migration resource / information centres that have been integrated in the overall migration governance of the country. They are still operating and contributing to the promotion of legal migration.

In addition, the previous EU intervention in partnership with IOM (under the framework of the Colombo Process) developed Standard Operating Procedures (SOPs) for the Government to monitor legal migration. These SOPs proved to be a very useful tool to efficiently monitor ethical recruitment practices by the private sector.

In Pakistan, the project has been designed taking into account lessons learned from programmes implemented by IOM Pakistan, including the creation of the National Coordination Committee on Readmission (NCCR) under the EU-funded "Support to the Government of Pakistan in implementing the Readmission Agreement signed with the EU". The programme will also take lessons into account from other programmes, including the EU-funded "Support to the Silk Routes Partnership for Migration under the Budapest Process" (implemented by the International Centre for Migration Policy Development (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)).

#### **4. 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.

#### **5. Cost and financing**

Improving reintegration of returnees in Afghanistan, Bangladesh and Pakistan	EUR 91 960 500
TOTAL	EUR 91 960 500

The Special Measure is to be financed for an amount of EUR 47 700 000 from the general budget of the European Union for 2016 and for an amount of EUR 44 260 500 from the general budget of the European Union for 2017, subject to the availability of appropriations following the adoption of the relevant budget of the European Union.



This action is funded by the European Union

**ANNEX 1**  
of the Commission Decision on the  
**Action Document for "Improving reintegration of returnees in Afghanistan, Bangladesh and Pakistan"**

<b>1. CRIS numbers</b>	ACA/2016/39733; ACA/2016/39759; ACA/2016/39734; ACA/2016/39735			
<b>2. Zone benefiting from the action/location</b>	<p><b>Islamic Republic of Afghanistan</b> – The activities of the International Organization for Migration (IOM) will focus on regions of high migration / return and the activities of the other partners will be carried out country-wide.</p> <p><b>People's Republic of Bangladesh</b> – Social and economic reintegration activities will be carried out all over the country while awareness campaigns will be implemented in those areas that generate the highest flows of migration towards the EU.</p> <p><b>Islamic Republic of Pakistan</b> – The action will target the Punjab Province, with the exception of the activities focusing on strengthening the authorities at federal level.</p>			
<b>3. Programming document</b>	Regional Programme for Asia, MIP 2014-2020 Afghanistan			
<b>4. Thematic area</b>	MIGRATION	DEV. Aid: YES		
<b>5. Amounts concerned</b>	<p>Total estimated cost: EUR 91 960 500</p> <p>Total amount of EU budget contribution: EUR 91 960 500</p> <p>The contribution is for an amount of EUR 47 700 000 from the general budget of the European Union for 2016 and for an amount of EUR 44 260 500 from the general budget of the European Union for 2017, subject to the availability of appropriations following the adoption of the relevant budget.</p>			
<b>6. Aid modality and implementation modalities</b>	<p>Project Modality</p> <p>Direct management – procurement of services, grants (Afghanistan);</p> <p>Indirect management with IOM and World Bank (Afghanistan); Indirect management with IOM (Bangladesh, Pakistan); Indirect Management with the International Centre for Migration Policy Development (ICMPD, Pakistan)</p>			
<b>7 a) DAC codes</b>	<p>For all three: 13010 - Population policy and administrative management;</p> <p>For Afghanistan only: 11330 - Vocational training</p>			
<b>b) Main Delivery Channel</b>	<p>IOM</p> <p>For Afghanistan also: World Bank and other implementing partner</p> <p>For Pakistan also: ICMPD</p>			
<b>8. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	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"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	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"/>
<b>9. Global Public Goods and Challenges (GPGC) thematic flagships</b>	<ul style="list-style-type: none"> <li>• Human development;</li> <li>• Migration and asylum</li> </ul>			

## SUMMARY

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Returning migrants and members of return communities, including potential migrants, will benefit from individualised and community-based interventions aimed at the provision of reintegration support and enhanced access to livelihood support services, as well as accurate information on safe migration practices. Furthermore, the action will provide TVET - skills development and financial assistance to the SME-sector in Afghanistan.

The design of the reintegration support will be in line with common standards for Assisted Voluntary Return Programmes and based on lessons learned identified in the 2015 Study on the Results and Impact of EU development-cooperation-funded projects in the area of voluntary return and reintegration.

A sound reporting and monitoring system will be put in place to benefit from lessons learned and to document best practices for related future projects.

## **1 Context**

### **1.1 Country context**

#### **Afghanistan**

The 2014 presidential elections marked the first democratic transition of power in Afghanistan's history, but brought about an unstable National Unity Government arrangement headed by President Ashraf Ghani with his main contender Abdullah Abdullah appointed as 'Chief Executive'. As a consequence, a legacy of weak state institutions and governance structures prone to elite capture is compounded by competing political and ethnic constituencies.

The security and economic impact of the 2014 international military drawdown was underestimated with an intensified insurgency threatening even provincial capitals, leading to large-scale displacement and record numbers of civilian and military casualties (more than 10,000 civilian casualties recorded by UN in 2015). GDP growth has been dropping from an average of 10% in 2002-2012 to a mere 1.3% in 2014 as a consequence of insecurity and the drop in economic activity linked to the international military presence. More than 36% of the population lives in poverty and only 26% are literate.

In 2015, irregular migration of Afghan origin to the EU reached an unprecedented level of around 213,000 persons, making Afghans the second largest group of migrants and asylum-seekers arriving in the EU last year. The main push factors for irregular migration from Afghanistan are the deteriorating security situation, compounded by a deteriorating economic situation with limited employment opportunities, especially for young people.

It is unlikely that overall pressure for out-migration from Afghanistan will reduce with the main push factors not improving in the short-term.

The Afghan migrants can be divided into: refugees, coming from affected areas of conflict (qualifying for asylum in EU Member States) and irregular migrants (who do not qualify for asylum status). There is a positive trend in the asylum application acceptance rate from 2014-2015. Despite this, an increasing number of Afghan migrants might need to be returned in the near future. In 2015, 38,890 Return decisions were issued to Afghan nationals in the EU, and 3,290 returned following an order to leave.

Afghanistan is also a country of transit and destination in the region. There are over 230,000 Pakistani refugees in Afghanistan, and there are an estimated 5 million registered and unregistered Afghan refugees in Iran and Pakistan. An important share of irregular Afghan migrants to Europe originates from Iran and Pakistan. Therefore, the present action will also encourage upstream intervention and support the reintegration from those countries.

#### **Bangladesh**

The number of Bangladeshi nationals that entered the EU in 2015 irregularly, in particular through Greece, has tripled from 2014 to 2015.

Bangladeshi nationals reaching the EU irregularly are generally economic migrants. From 2008 to 2015, 94,975 Bangladeshi citizens were issued with a return decision in the EU, mostly in the UK, Italy and Greece. The situation worsened in 2015 with some 13,000 Bangladeshi citizens apprehended irregularly crossing external borders. In the same year, 10,850 return decisions were issued to Bangladeshi nationals, but only 28.6 % of them effectively returned.

Nevertheless, Bangladesh is showing readiness to meet its international obligations to readmit its own nationals who are irregularly present in the EU.

#### **Pakistan**

The number of Pakistani irregular migrants being detected in the EU increased dramatically from 2014 to 2015 by 967% (to 43,000). The migrant smuggling market is reported to be rapidly expanding with Pakistani nationals

being in the top 10 most encountered suspects linked to organised crime groups responsible for migrant smuggling into and throughout Europe.

While the Readmission Agreement is in force since December 2010, the rate of readmission fluctuates between EU Member States and between months, reaching 54% in its most successful phases and dropping to almost 0 in some months (36% on average). Between 2008 and 2015, almost 200,000 Pakistanis were issued with a return decision, but less than 70,000 left the EU.

The number of asylum seekers from Pakistan in the EU amounts to 22,000 asylum applications in 2014 and 44,745 in 2015, with a low recognition rate of respectively less than 15% and 30%.

Pakistan has also an important role as host and transit country for refugees, especially from Afghanistan and Bangladesh. There are around 2.5 million registered and unregistered Afghans currently residing in Pakistan.

### **Sector context: policies and challenges**

The return and reintegration process is an integral and crucial component of any effective migration management system and governed by law in most countries. Reintegration is an essential part of sustainable return as it protects and empowers returnees by providing them with the necessary tools and assistance for their successful reinsertion into the society of their country of origin, while generally contributing to the sustainability of return. In recent years increased efforts, including in the EU, have been made towards improving return and reintegration processes, with the aim to ensure that adequate and tailored assistance is made available to returnees with the overall aim to make reintegration sustainable. 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.

Return can feature in the migration cycle of migrants with any kind of status. Persons with no legal right to remain in a country, who receive a return decision, are obliged to leave that country, provided that access to effective remedy has been afforded. In case, for different reasons, this decision is not respected, the person (e.g. irregular migrants or failed asylum seekers) can be forcibly returned to his/her country of origin, as long as relevant human rights standards are respected, including the principle of non-refoulement.

Both migrants with and without a legal rights to stay can benefit from assisted voluntary return programmes offered by the host governments. 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 doing so 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.

Unless, however, the factors that push people to emigrate or flee in the first place are addressed, a considerable number of migrants will return to situations of vulnerability, and many will look at irregular and unsafe remigration options due to unsustainable living conditions at home. Most migrants invest substantial efforts and resources into making migration possible, and in cases where they are not allowed to remain in the host country options may: (a) overstay, which can lead to exclusion and exploitation; (b) attempt at regularising their stay; (c) voluntary return; or (d) forced return.

For example, statistics on the return of persons without the right to stay in the EU show a considerable gap between persons issued with a return decision and those who, as a consequence, have left the EU.

#### **1.1.1 Public Policy Assessment and EU Policy Framework**

Irregular migration contributes to corruption and organised crime in the countries of origin, transit and destination and poses serious threats to the migrants. The European Agenda on Migration, adopted in May 2015, and the Communication on establishing a new Partnership Framework with third countries under the European Agenda on Migration of June 2016, set out long-term steps to manage migration in all its aspects and aim at building stronger partnerships with countries outside the EU to tackle irregular migration. The first pillar of the

Agenda refers to reducing the incentives for irregular migration by focusing on the diverse root causes behind migration from non-EU countries, dismantling smuggling and trafficking networks, and increasing the effectiveness of the EU return and readmission policies.

EU Member States and the Commission have agreed that all available tools shall be used to address irregular migration in a comprehensive and sustainable manner. This approach has been confirmed in the June 2016 Commission Communication on new Partnership Frameworks with third countries, which consolidated migration as a key issue in the EU's external relations, and put forward the principle that more will be offered to countries that cooperate with the EU on return.

In the Communication on establishing a new Partnership Framework with third countries under the European Agenda on Migration<sup>1</sup>, Afghanistan, Bangladesh and Pakistan have been identified as long-term priority countries for addressing migration from Asia.

The European Councils of June and October 2015 tasked the HRVP and the Commission to conduct high-level dialogues on migration, as well as to prepare global incentive packages to support cooperation with relevant third countries and improve the implementation of existing readmission agreements or conclude new ones. In this regard, comprehensive and tailor-made incentives to be used vis-à-vis Afghanistan, Bangladesh and Pakistan are needed.

While a Readmission Agreement between the EU and Pakistan is in force since 2010, implementation has faced challenges. No readmission agreements are in place between the EU and Afghanistan and Bangladesh. Dialogues on migration have been launched with both countries to enhance practical cooperation.

All three countries participate in the regional framework of dialogue and cooperation on migration management involving the EU, Turkey, Iran, Iraq, Afghanistan, Pakistan and Bangladesh, called the "Budapest Process"<sup>2</sup>, which strives to implement the objectives and initiatives listed in the Istanbul Ministerial Declaration establishing the Silk routes Partnership for Migration, adopted in April 2013.

## **Afghanistan**

To date, most of the Afghan Government and international community's efforts have been targeting vulnerable Internally Displaced Persons (IDPs), refugees and returnees from neighbouring countries, in particular Iran and Pakistan. Positive steps have been made through the November 2013 adoption of the National IDP Policy and the May 2012 endorsement of the Solution Strategy for Afghan Refugees, which aims to help facilitate voluntary return and sustainable reintegration. Serious implementation gaps, however, persist and continued assistance by the international community remains essential.

In December 2015, the Afghan Government adopted a national policy paper on migration entitled *Sustaining Self-Reliance: A Strategy for Reducing Informal Out-Migration and Reintegrating the People Who Have Left* that proposes four priority areas / programmes: (1) Revitalizing the civil service; (2) Housing development; (3) Expanding legal migrant labour, and (4) Increasing rural productivity and market integration. The policy has been linked to the "Jobs for Peace" programme, launched in autumn 2015 in response by the Afghan Government to the worsening socio-economic conditions.

Also, the Ministry of Labor, Social Affairs, Martyrs & Disabled (MoLSAMD) drafted a new Labour Policy (LP) in 2015 with a separate section on Labour Migration and is finalizing a National Labour Migration Strategy (NLMS) to transform the existing largely informal and irregular migration movements into a well-governed formal labour migration system based on international norms and imparting of appropriate skills and competencies to potential migrant workers. The Afghan Government works on opening labour migration corridors, particularly to the Gulf countries considering their labour market needs. This brings especially the

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<sup>1</sup> COM(2016) 385 final

<sup>2</sup> 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.

important question of protection of migrant rights and bilateral cooperation with Gulf states to the forefront as possible additional area of cooperation.

The EU has initiated a High Level Dialogue on Migration with Afghanistan aiming at endorsing a 'Joint Way Forward on migration issues', engaging Afghanistan and the EU Member States specifically to cooperate on return, readmission and reintegration.

### **Bangladesh**

In Bangladesh, the legal framework is constituted by the Prevention and Suppression of Human Trafficking Act (2012), and the Overseas Employment and Migrants Act (2013). The latter contains directives on promoting and ensuring safe migration, security and welfare of expatriate workers and their families, inclusion of migration with national development, and proper management of labour migration. It lacks, however, appropriate implementing rules, especially in relation to the discipline which governs the Recruiting Agent's Conduct and License.

The Government is also currently in the process of finalizing the Migrant Workers Registration Rules in order to control the methods, procedures, conditions of registration of jobseekers at the Ministry of Expatriates' Welfare and Overseas Employment. The rules also aim at controlling intermediation of employment, occupational classification and certification to increase the employment of migrant workers. The Prevention and Suppression of Human Trafficking Act has incomplete rules and the core tribunal mentioned in the document has not yet been established, limiting the strength of the instrument.

Furthermore, the EU has recently started a comprehensive Migration Dialogue (April 2016) that aims at opening channels of communication, building trust and enhancing EU-Bangladesh cooperation on all aspects of migration management, including on return and readmission. Like Afghanistan, Bangladesh is also actively participating in the Budapest Process.

### **Pakistan**

Migration is an important issue for Pakistan and has a substantial impact on the development potential that is clearly evident from the existing legislation and institutions focused on promoting legal migration. The participation of the Government of Pakistan at various international and regional forums, 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.

Various initiatives have been launched by the Government of Pakistan to curb irregular migration practices, including law enforcement agencies targeting human smuggling networks in the key districts. The EU plans to support these efforts by launching the first cooperation platform on fighting smuggling in Pakistan. Similarly, some efforts have also been taken by various departments to formulate policies for good governance for migration. A recent example are the Standard Operating Procedures (SoPs) developed by the Ministry of Interior in collaboration with key departments to deal with returns.

Since the 18<sup>th</sup> Constitutional Amendment, provinces have greater autonomy in formulating development policies based on the needs of the respective province. A preliminary analysis reveals that there is a lack of standalone focus on migration-related issues in provincial policy frameworks. Nevertheless, there are spaces within existing policy frameworks where advocacy efforts can be carried out to integrate migration issues.

The proposed programme is fully in line with the aims and objectives of Draft National Policy for Overseas Pakistanis in supporting and facilitating sustainable reintegration of Pakistani migrants and promoting and expanding existing skills development facilities and services.

The EU and Pakistan have signed a Readmission Agreement in 2010 that lays down the principles of return of citizens of Pakistan residing in EU Member States without authorization and vice versa. An estimated 5,983 Pakistani citizens have been returned until 31 March, 2016 under the EU-Pakistan Readmission Agreement since

it became operational in 2013. An electronic platform is to be set up by IOM in order to process readmission applications.

### **1.1.2 Stakeholder analysis**

The target groups of the action are:

- Government authorities at national and local levels in origin countries who will benefit from improved capacities and mechanisms as well as strengthened cooperation networks to manage the return and reintegration process of their own nationals in a sustainable manner;
- 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 engaged in employment/economic activity relevant to returnees.

The ultimate beneficiaries are returnees, families and communities from areas of high level of migration/return. Throughout the programme's implementation, special attention will be given to the most vulnerable groups: women and children.

Returning migrants and members of origin and return communities, including aspiring migrants, will benefit from support and assistance for a sustainable reintegration into their country of origin and community-based interventions aimed at the provision of reintegration support and enhanced access to livelihood support services, as well as accurate information on safe migration practices.

#### **Afghanistan**

The Ministry of Refugees and Repatriations (MoRR), re-established in 2001 to facilitate the return and reintegration of refugees, would benefit from enhancement of institutional capacity in certain key areas. It is tasked to ensure secretarial services to the High-level Migration Management Commission and to play a coordinating role. It coordinates Return and Repatriation Directorates at provincial level.

The MoLSAMD is primarily responsible for managing labour issues, including labour migration. Its implementation capacity would benefit from both technical and human resources capacity building. It is responsible for operating a number of vocational training centres across the country, but they are mostly underutilized and could be improved through enhancements in the quality of services.

The Community Development Committees (CDCs), a community-based network developed by the Government through its National Solidarity Programmes together with Afghan private sector organizations and associations will also be directly involved. Other organizations dealing with migration, refugees and returnees, international and national NGOs, as well as other Afghan Ministries and governmental entities will also be associated.

IOM Afghanistan is one of the largest IOM missions worldwide. The IOM mission in Afghanistan was established in 1992 and has maintained an uninterrupted presence in the country. It implements a range of activities, including humanitarian assistance, community stabilization and migration management initiatives, in cooperation with Government and humanitarian partners as well as local communities. IOM globally and IOM Afghanistan possesses significant institutional and practical knowledge about return, reintegration, and development interventions.

The World Bank will provide through the Afghanistan Reconstruction Trust Fund (ARTF) ad hoc window the necessary framework and fiduciary set up to channel the incentives funding package.

#### **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 bears skill, employment and welfare issues of the migrants, the MoHA controls immigration issues. These ministries have a certain convening power, presence in the field, and capacity to influence other line ministries, for example the Ministry of Public Administration and the Ministry of Social Welfare at the local government level.

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. The migration awareness of many staff tasked with migration-related duties is limited, and awareness of the legal instruments governing the migration space is weak amongst law enforcement officials and the judiciary. Many established Counter-Trafficking committees at district, Upazila and Union level are often non-functional.

For the project 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 Organizations (CBOs) and 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. The Bangladesh Rural Advancement Committee (BRAC) is an NGO based in Bangladesh and active in many areas. BRAC's presence across the country, its role played in the implementation of migration programmes and more broadly on diverse social programmes throughout the country, make it a well-placed institution for carrying out awareness-raising activities and social reintegration activities at a local level.

## **Pakistan**

The project will be implemented by IOM. IOM will work closely with the main stakeholders, especially the Government of Pakistan's relevant authorities, including the Ministry of Overseas Pakistanis and Human Resource Development (OPHRD), the Bureau of Emigration and Overseas Employment (BEOE), the Overseas Pakistanis Foundation, the National Vocational and Technical Training Commission (NAVTTTC) at the national level and the Technical Education and Vocational Training Authorities (TEVTAs). Furthermore, the Provincial Departments, the Ministries of Social Welfare, Health and Labour, as well as the Punjab Overseas Pakistanis Commission at the provincial level will benefit from the programme. Interventions will focus on enhancing capacity of national and provincial authorities for addressing migration and reintegration issues through the availability of an expanded evidence base for policy formulation. Cooperation will be extended to include Chambers of Commerce, international companies and others in order to build a national coalition supporting the successful reintegration of returnees.

With regard to state actors, there is an absence of a holistic response for reintegration issues. This is due to competing development priorities and a lack of coordination. It is necessary to engage with these stakeholders to create a sustainable impact in improving reintegration processes.

Non-State actors include local CSOs working with returnees and communities. Currently, there are limited numbers of non-state actors that have integrated migration and reintegration programmes in their development agenda. Operating at the grassroots level, local civil society organizations have strong ties with local communities that encourage buy-in and ownership from community members.

The needs of returnees, aspiring migrants and members of source communities include access to accurate information and to a range of services, including livelihood support, social and psychosocial counselling. Current gaps in reintegration and support services put stakeholders in this group in a vulnerable state. Therefore, their meaningful participation in the project is crucial for developing and delivering tailored initiatives that improve the reintegration support.

### 1.1.3 Priority areas for support/problem analysis

#### Afghanistan

Against a backdrop of fundamental security, economic and political challenges, Afghanistan is confronted with a double-faced migration challenge: on one hand, the continuous departure of many qualified and unqualified people, and on the other hand the challenges to create a suitable environment for people to return to. To a great extent, these two issues are interlinked, a key requirement for success being improved economic conditions including realistic employment and income generation opportunities, particularly for the youth, as alternatives to migration and incentives for return and reintegration.

Currently, returnees receive only short-term support not exceeding six months. The MoRR is in the process of establishing 'Provincial Reintegration Committees' in border provinces with the technical support of IOM and with the financial support of the Bureau for Population, Refugees and Migration (BPRM) of the United States of America. This action will contribute to extend these structures to other provinces that have high number of returnees from the EU. To achieve sustainable reintegration, a long-term perspective is needed. It is proposed to implement community development projects in areas of high migration/return to contribute to foster local growth and development, and reduce the push factors for migration and remigration. While the exact nature of these projects will differ across the various provinces of implementation, the focus will be on providing sustainable jobs, and enabling greater access to markets for business to diversify and expand. Communities will be closely involved in selecting projects, which should be demand-driven. TVET initiatives and skills development activities for returnees will complement the short-term assistance packages. Support will be provided to existing or new businesses with prospects of expanding and creating further jobs.

Skills development to enhance employability and better opportunities is crucial not only for returnees' reintegration, but also for providing alternatives to migration. Youth needs to be particularly targeted as they represent a significant proportion of potential migrants. Therefore, the project will seek to provide support also at the border with Iran and Pakistan to which many young Afghans are returned to. They often keep trying to leave multiple times until they reach their final destinations. Early intervention and targeted support provided by specialised organisations could lead to pro-actively offering alternatives.

While training for individual returnees is generally included as an option under bilateral return assistance packages, activities more broadly focusing on skills development to equip returnees to take advantage of development activities within their provinces that reduce the likelihood of remigration are lacking. The focus will be put on TVET interventions in certain fields, such as agriculture, mining, transport, etc. The involvement of business associations, such as the Federation of Afghan Crafts and Traders (FACT) will be sought. Vocational training activities shall be complemented by post-training assistance to integrate trainees into the labour market. Agreement will be sought with the Government to provide internship opportunities and / or recruit more young qualified Afghans in public sector institutions.

Synergies and links with EU Member States' activities and programmes in Afghanistan will be ensured. To improve migration governance, a comprehensive, whole-of-government approach is required as is a strong leadership of the National Unity Government. As the Government is prioritizing policies and strategies related to migration, it is important to provide adequate secretarial support to the High-level Migration Management Commission as well as to increase the capacity of MoRR in that regard. It is proposed to provide technical cooperation support for the MoRR to enable it to maintain coordination amongst Ministries and effectively carry out implementation measures.

A priority area for the EU and one of the key functions of the MoRR is to ensure sustainable reintegration of returning migrants. The proposed intervention will build upon a capacity building project currently implemented by IOM aiming at establishing an Afghan Returnee Information System (ARIS) and a MoRR-led Returnee Reintegration Mechanism. The MoRR will establish and coordinate a national Inter-Ministerial Reintegration Committee (IMRC). The same structure will be replicated at the provincial level through provincial Inter-

Departmental Reintegration Committees (IDRCs). These bodies will ensure coordination of reintegration activities and gather information on public and private service providers of basic social services and vocational training. Currently, the project targets Kabul and 12 other provinces with high rates of return from Iran and Pakistan. It will supplement funding to expand this project in provinces with high rates of return from Europe.

In view of creating perspectives of legal migration, Afghanistan has potential to become a labour exporting country, but at present the short-term prospects are limited. To ensure effective implementation of the National Labour Migration Strategy, the MoLSAMD intends to establish a unit dedicated to labour migration. It is proposed to support the MoLSAMD in that regard by providing technical cooperation, including training on migration management and mentoring. Areas to be covered would include bilateral labour agreements and MOUs, international conventions, migrant services, foreign employment promotion, mainstreaming labour migration in national programmes, developing a framework for the return and reintegration of migrant workers, mechanisms for inter-ministerial collaboration and other.

A reintegration policy dialogue will be established in Kabul and progress will be incentivised through disbursements to the World Bank managed Afghanistan Reconstruction Trust Fund (ARTF) recurrent cost window. This will provide the Government of Afghanistan adequate funding available for the reintegration of returnees and core public functions related to migration, job creation and vocational training in return for measurable progress on jointly formulated commitments through an EU-Afghanistan dialogue mechanism on return and reintegration that also monitors the commitment's implementation.

## **Bangladesh**

The action will include activities ensuring the social and economic reintegration of returnees. It also covers activities enhancing knowledge of the population on the migration process, legal opportunities, rights and benefits of regular migration, as well as risks of irregular migration. Improvement of some aspects of the migration governance will be also ensured providing capacity building and institutional strengthening to the Government's agencies responsible for migration related issues.

Social reintegration support shall help mitigate the initial shock of having to readapt to what should be a familiar culture and ease a difficult transition phase. Due to the economic, social and psychological vulnerability, the returnees, their families, and communities of origin should be supported through counselling, training and skills development, as well as networking, in the reintegration process. In addition, returnees shall be sustained in their immediate needs on arrival (the most immediate needs include transfer costs from airports to their homes, meals and night stays if the flight is delayed or arrives late, support for administrative/legal procedures). Economic reintegration actions will be structured with specific sub-components within the MIP mainstream programmes on "TVET - Skills Development" and "Resilient Livelihood". It is foreseen that Bangladesh will host a first European Post Arrival Support office. Returnees from all EU Member States can address this office with requests for reintegration assistance, complimentary to what they already received.

Skills development to enhance employability and market-oriented training to provide better opportunities is crucial for returnees' reintegration, but also for equipping returnees and potential migrants with skills that enhance their chances to obtain legal employment in countries and regions that need labour. Youth should be particularly targeted, as they represent a significant proportion of potential migrants.

As regards improving the migration governance – the advocacy / policy advice on Ministries needs to be maintained in order to keep migration-related issues high on the Government's agenda. In addition to the strengthening of the Ministries, bodies, such as the Inter-Ministerial Committee on Migration and Development and its four technical working groups, capacity building and support will be provided to ensure the operationalization of existing policies and the development of new policy instruments. The whole process of migration management shall become transparent, better disciplined at the level of the intermediary recruiting agency, less costly and cover also the irregular migration area.

## Pakistan

The Government of Pakistan lacks the capacity to offer comprehensive reintegration services to returning Pakistani migrants. As a consequence, interventions will focus on enhancing capacity of national and provincial authorities 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 in promoting access to livelihood opportunities, such as technical and vocational training programs and outreach health services. However, these programmes are not targeted or tailored towards returning migrants that may remain excluded and isolated upon return. Similarly, private sector organizations focus on cash grants interventions rather than sustainable reintegration programmes. Therefore, there is a clear need to invest in increasing knowledge on migration dynamics and the needs of returnees enabling 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 via international companies with a presence both in Europe and Pakistan, Pakistani nationals with a return decision will be supported to reintegrate. This may include starting vocational training already in an EU Member State before return and/or job-placement programmes afterwards.

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. Community members are vulnerable and become victims of false promises leading to attempts of irregular migration resulting in a variety of problems. Building social resilience in key source communities of irregular migration in Punjab Province is therefore a key priority area. Discussions will start to establish also in Punjab a European Post Arrival Support office. Returnees from all EU Member States can address this office with requests for reintegration assistance, complimentary to what they already received.

## 2 RISKS AND ASSUMPTIONS

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
Lack of political will and commitment from the three Governments to work on return, readmission and reintegration in the context of migration and development	L-M	EU is pursuing dialogue at all levels, combining different instruments. The funding will be carefully sequenced and linked to countries' engagement on returns.
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 organizations 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.
<b>Assumptions</b>		
<p>The project is based on the assumption that 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>Afghanistan-related assumptions:</p> <ul style="list-style-type: none"> <li>• The country security situation does not deteriorate and the state is able to retain control over large parts of the country;</li> <li>• The Government of Afghanistan remains committed to dialogue with the EU and an agreement on the Joint Way Forward or similar is being concluded.</li> </ul>		

### 3 LESSONS LEARNED, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

#### 3.1 Lessons learned

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 additional development and job-creation benefits in the context of accepting returnees.

Moreover, while individual support may stop one returnee from attempting to irregularly re-migrate, the bigger issue in Afghanistan is how the country can develop to such an extent that community members do not seek to leave in the first place, and give them a chance to leave legally in the second place. Community-level interventions are one way to contribute to such development. Using local expertise and partners in community interventions not only increases local ownership, and thus 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 with appropriate post-training support, including employment services, business management and financial services.

In Bangladesh, the implementation of the projects promoting safe migration and local development in eight districts, funded by the EU, are the basis for the new action. These projects were implemented by the Danish Church (2009-2013) and by IOM (2012-2015). 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. These projects also helped to successfully establish migration resource / information centres at a local level to make information on safe migration, as well as employment conditions, more easily available to communities. Empowered with reliable information and available services reduces migrants' vulnerability to exploitation. The EU funded the establishment of a total of 23 local level migration resource / information centres that have been integrated in the overall migration governance of the country. They are still operating and contributing to the promotion of legal migration.

In addition, the previous EU intervention in partnership with IOM (under the framework of the Colombo Process) developed Standard Operating Procedures (SOPs) for the Government to monitor legal migration. These SOPs proved to be a very useful tool to efficiently monitor ethical recruitment practices by the private sector.

In Pakistan, the project has been designed taking into account lessons learned from programmes implemented by IOM Pakistan, including the creation of the National Coordination Committee on Readmission (NCCR) under the EU-funded "Support to the Government of Pakistan in implementing the Readmission Agreement signed with the EU". The programme will also take lessons into account 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)).

### **3.2 Complementarity, synergy and donor coordination**

The Regional Indicative Programme Asia 2014-2020 includes the Aid to Uprooted People programme (EUR 25 million from the Regional Multiannual Indicative Programme 2014-2020, 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, protection, hygiene and increasing livelihood opportunities for Afghan refugees in Iran and Pakistan, provision of information, counselling and legal assistance to IDP and returnees, provision of economic and employment opportunities for IDP and returnees and improving access to education of IDPs and returnees in Afghanistan. This programme is already complementary with ECHO interventions with IDPs and returnees. The EU is assessing the current Aid to Uprooted People programme and will design a new programme to be implemented starting in 2018.

Through the Asylum, Migration and Integration Fund (AMIF), the EU provides for a financial support mechanism to EU Member States, to help address their challenges in the area of return management. Support under this programme include a wide range of measures which put increasing emphasis on voluntary return programmes and compliance with common standards of the Return Directive, including the promotion of sustainable return and reintegration

Complementarity and close coordination needs to be ensured with the EUR 5 million 'EU Readmission Facility', to be implemented by IOM and funded under the Asylum, Migration and Integration Fund (AMIF). The objective of this Facility is to support capacity-building in relevant partner countries to implement EU Readmission agreements.

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 Instrument 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 UK. Participation is open to all EU Member States and the Commission has actively encouraged them and all Schengen-associated states to join.

ERIN contributes to the overall policy in favour of voluntary return over forced returns and encouraging irregular migrants, where appropriate, to opt for voluntary assisted return as the swiftest, most dignified and in many cases the most sustainable option for return. EU Member States have pointed to ERIN as the model for a future (more) harmonised European approach to voluntary returns.

Acting on behalf of ERIN offers to all participating EU Member States the possibility of using a single harmonised contracting procedure for assisted voluntary return packages through independent partners in countries of origin (NGOs, international organisations such as the IOM). It is currently operational in 11 third-countries (including Afghanistan and Pakistan) and negotiations are ongoing to extend coverage to 11 more (including Bangladesh). Given the increasing magnitude of forced returns, ERIN can also assist in implementation of community development programmes on top or instead of an individual package to returnees.

At regional level, Afghanistan Bangladesh and Pakistan are part of a dialogue that covers various elements of migration policy, including migration resource centres, awareness raising campaigns, and capacity-building, within the framework of the Budapest Process. Complementarities and synergies with these elements should be ensured.

### **Afghanistan**

The proposed reintegration and development interventions have been explicitly designed to complement and expand bilateral arrangements IOM has with European and other returnee sending countries. The immediate return and reintegration package provided by these countries will be combined with a more sustainable long-term reintegration package to further reduce the likelihood of remigration, while also contributing to the development goals of Afghanistan.

Currently, the Government of Afghanistan is in the process of developing the Afghan National Development Framework that will include a number of National Priority Programmes (NPPs). *Inter alia*, 'Citizens Charter' NPP is of major importance since its purpose is to improve access to quality services (health, education, etc.) to Afghan citizens. Limited or lack of access to such services is an important reason for migration. The document is expected to be adopted by the end of this year. Synergies will be sought during the selection of areas and types of interventions, as well as during implementation. Activities involving communities, rural or urban, should be linked to the Citizens' Charter and other relevant NPPs.

The EU's overall assistance addresses some of the root causes of irregular migration and there are specific programmes addressing migration-related issues and job-creation. The 'Jobs for Peace' programme, launched in autumn 2015, aims at creating short-term employment contributing to reduction of out-flow migrants. The EU plans to commit EUR 30 million to this programme also under the AAP 2016 to create jobs in the rural area and contributing to improved infrastructure. This will reinforce the component on prevention of irregular migration. A new Instrument contributing to Stability and Peace action will seek to provide temporary job opportunities in anticipation of more structural reforms that are to start in 2017 for an amount of up to a maximum amount of EUR 8 million.

The foreseen activities will complement the regular high-level dialogue with Afghanistan and the implementation of the 'EU-Afghanistan Joint Way Forward on migration issues'.

The EU will finance the awareness-raising campaign on the risks of irregular migration to Europe under its Framework Contract in the course of 2017. Complementarity and synergy will be sought from other EU-funded programmes including "Support to the Silk Routes Partnership for Migration under the Budapest Process" (ICMPD), which will implement an information campaign aimed at preventing irregular migration and establish a pilot Migration Information Centre in the course of 2016.

## Bangladesh

Complementarity and synergy will be ensured with projects under the Bangladesh-EU MIP 2014-2020 priority sectors, in order to address the root causes of economic migration. The MIP 2014-2020 focus on equitable growth and democratic governance in Bangladesh contributes to reducing the socio-economic pressure for Bangladeshis to migrate abroad. At programme level, a reinforced attention is being put in place to offer alternatives to economic migration by improving skills and by offering alternative source of livelihoods.

To this effect, specific 'migration windows' – 'tailored made migration sub-components' will be structured along the two following mainstream DCI-bilateral operations: 1) TVET Programme and 2) Resilient- livelihood Programme.

Skills Development, a EUR 20 million programme for TVET, supports the National Skills Development Policy and training that targets *inter alia* migrant workers. On skills development considering the demographic dividend, the focus is on TVET, providing to unskilled workers technical and vocational trainings responding to local labour market's needs in different sectors (notably Ready Made Garments, but also leather, fisheries, IT, ship-building etc.) according to a coherent and comprehensive national skills development policy.

The Resilient Livelihood Programme (AAP 2016), currently under finalization, intends to contribute to the creation of sustained pathways out of poverty in most vulnerable areas, through simultaneous investments in livelihoods and social security for long-term resilience, reducing the socio-economic pressure to migrate. This includes a specific provision for support for economic reintegration of vulnerable returnees from EU: climate migrants and vulnerable returnees benefit from access to microfinance services, vocational training offers, employment opportunities, market-based solutions and improved urban basic services.

Indirect complementarity will be ensured with climate change and environmental degradation related actions, being addressed through the thematic Global Climate Change Alliance programme. This will aim at establishing a strengthened financing mechanism for community-based climate change adaptation solutions through local government, contributing to the reduction of migration flows due to the climate change-related events.

IOM Bangladesh, which is proposed as the overall coordinator and responsible for the action, is meant to play a co-ordination role with all other organizations active in the area. IOM has supported the Government in the development of migration-related institutional and policy framework. In its ongoing project 'Mainstreaming Migration into National Development Strategies', IOM Bangladesh supports an Inter-ministerial Committee on Migration and Development (ICMD), headed by the Ministry of Foreign Affairs and Ministry of Expatriates Welfare and Overseas Employment, which oversees the incorporation of migration issues into various development policies and strategies of the Government.

IOM is also supporting the Adviser for Bangladesh's chairing of the Ninth Global Forum on Migration and Development that will take place in Dhaka next December 2016.

The EU will finance an IOM-led information campaign on the risks of irregular migration to Europe under the "Readmission Capacity Building Facility" in the course of 2016.

Through the Enhanced Skills Development & Qualification recognition of labour migrants from Bangladesh', IOM aims at building the employability of Bangladeshi migrant workers. Information, impacts and research generated through these project activities will be directly complementary to the work done under this intervention, particularly as it relates to engagement with employer bodies and recruiting agencies.

BRAC's present migration programmes focus on safe migration, human rights and reintegration awareness. BRAC has been working on capacity building of government, media and partners and policy advocacy mainly during the Libya crisis (project financed by UN Women – ILO – Japan International Cooperation Agency – UK Aid). The experience gained in the area and BRAC's spread presence all across the country represent key value added for the proposed action.

## **Pakistan**

EU-Pakistan relations are moulded into a 5 years 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 Engagement Plan on sectoral cooperation calls for cooperation on migration issues, including exchange of information and implementation of relevant agreements, as well as implementation of the EU-Pakistan Readmission Agreement.

Complementarity and synergy exists with the Pakistan-EU MIP Bilateral Development Cooperation for the period 2014-2020 (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). The focal sectors are linked to some of the 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 DFID Skill Development Fund in Punjab. Activities aimed at enhancing awareness on risks associated with irregular migration and safe migration practices will be designed with linkages to existing migrant resource centres and relevant programmes.

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, which sets up a system for the monitoring of the implementation of EU Readmission Agreements in third countries and the situation of readmitted persons through a pilot initiative in Pakistan (and Ukraine). The system will provide an increased understanding of the situation of persons who have been returned under EU Readmission Agreements and provide a monitoring and evaluation mechanism to ascertain the needs of readmitted individuals. Synergy will also be sought with a DFID-funded project (IOM), which will generate data on forced and irregular migrants from Afghanistan and Pakistan and their migration patterns through the Middle East towards Europe.

Complementarity and synergy will also be included from other EU-funded programmes including "Support to the Silk Routes Partnership for Migration under the Budapest Process" (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", which includes two already established Migration Resource Centres (ILO & ICMPD jointly) and conduct awareness raising and community outreach activities aimed at preventing irregular migration and promoting safe and orderly migration.

### **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 gender concerns. The different roles of women and men in community-based interventions, reintegration processes and livelihoods and development programmes are important to recognize and thus ensuring their inclusive and equitable participation in decision-making processes and project implementation. Monitoring will be key in this programme. Given the nature of the action, the protection of human rights and due process will be an integral part of the activities carried out. Protection of human rights of particularly vulnerable categories of migrants, such as children, unaccompanied minors, disabled persons, victims of trafficking or smuggling and rejected asylum seekers will also need to be specifically considered.

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.

### Afghanistan-specific considerations:

EU Member States report that an estimated up to 90% of Afghans coming to Europe are unaccompanied minors, many illiterate that will have to work instead of going to school when they have returned. Afghanistan is ranked 150 out of 152 countries in the Gender Inequality Index, hence Afghan women and girls are among the most vulnerable in the world. The Afghan society operates under a strict patriarchal system where customary rules are common practice. The dominant socio-political behaviour considers men superior to women in all aspects of public life and domestic violence still occurs. The labour force participation rate is 15.7% for women and 79.7% for men. Although more girls have had access to education over the past decade than ever before in Afghanistan, there is still a significant gap between children's access to education, with the literacy rate estimated at 39% for male and 12% for female adults.

The proposed action will be carried out across Afghanistan, with a particular focus in areas of high out-migration. The action will also help to remove barriers for women poverty by ensuring that the proportion of those receiving services is in line with the proportion of female returnees.

In addition, the project will address gender needs through efforts to reach female community members through multiple interventions. Social resilience activities will include fostering dialogue between males and females to strengthen women agency and contribute towards gender equality. Similarly, disaggregation of indicators and data will help to make clear to which extent the programme indeed benefits women.

By helping the returnees, and with them also disenfranchised citizens in Afghanistan who are currently unable to access services, preventing irregular migration and fostering corridors of legal migration, by providing skills development and so enabling job-creation and equitable economic growth (particularly targeting the most economically vulnerable people), the aim is to resize or bridge the gap between constitutional/international rights and the reality on the application of these rights. This can be achieved by continuing to develop comprehensive policies, legislative and cultural frameworks capable of promoting human rights, in line with Government policies and normative provisions. It has to be noted that the Afghanistan Human Rights and Democracy Strategy is under preparation. EU-Afghanistan local human rights dialogues continue to take place.

## **4 Description of the action**

### **4.1 Objectives/results and options**

#### **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 projects primarily contribute 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.*

#### **Specific objective**

Irregular migrants, mainly from EU Member States and transit countries (both voluntarily and non-voluntarily), are sustainably integrated in their home regions in Afghanistan, Bangladesh and Pakistan and migration governance capacities of the countries are strengthened.

#### **Expected results**

##### For all three countries:

R 1.1. Returnees, mainly from EU Member States and transit countries, their families and host communities receive appropriate reintegration support and the general population is aware about the risks of irregular migration; specific returnee profiles and vulnerabilities are addressed to improve the likelihood of successful reintegration;

R 1.2. The capacities of the Governments of Afghanistan, Bangladesh and Pakistan are strengthened to manage migration at central and local levels, prevent irregular migration and ensure reintegration of irregular migrants;

Specifically for Afghanistan:

R 1.3. Potential migrants and returnees receive better skills through vocational training and have a better labour market access and improved jobs opportunities;

R 1.4. The Afghan Government has adequate funding available for reintegration of returnees and core public functions related to migration, job-creation and vocational training.

## **4.2 Main activities**

Regarding R 1.1.:

When devising the reintegration assistance packages/activities, the implementing partners will take into account the guidelines on common standards for assisted voluntary return and reintegration programmes implemented by the Member States (the guidelines provide recommendations about the content of packages, indicative amounts, etc.). Methodology and processes for identification of needs and particular vulnerabilities will be established.

A 1.1. Service providers from all three countries to visit key European countries and provide pre-departure counselling sessions (information about Assisted Voluntary Return and Reintegration, possibilities of reintegration offered) to potential target group;

A 1.2. Following initial assessment of returnees' needs, provide in-kind reintegration package. The package will complement the support provided by the EU Member States under the Assisted Voluntary Return and Reintegration agreements with the service providers. A European post-arrival assistance office will be established in Dhaka and Punjab;

A 1.3. Following initial assessment of returnees' needs, provide in-kind reintegration package and/or enrol the returnees in market-oriented vocational training and skills development activities. In Pakistan, cooperation with the private sector will be developed, and direct vocational training and job-placements will be organised;

A 1.4. Design and implement community development projects: the support will be provided both to respond to the economic immediate needs on arrival and subsequent tailor-made package of activities for a durable social and economic reintegration. Economic reintegration activities (in Bangladesh) will be provided in parallel under the MIP bilateral programmes on TVET - Skills Development and Resilient Livelihoods. Assistance to existing small businesses and help to launch new ones will be provided in Afghanistan.

Regarding R 1.2.:

A 1.5. Improve migration management through a strengthening of the policy framework and migration management services;

A 1.6. Conduct awareness raising campaigns aimed at preventing further irregular migration;

Specifically for Afghanistan:

Regarding R 1.3.:

A 1.7. Build a foundation for resilience through interventions in the areas of livelihoods, youth employment, skills enhancement, job-creation, reconstruction, create awareness and manage legal labour migration;

Regarding R 1.4.:

- A 1.8. Provide technical cooperation support to the MoRR and the MoLSAMD;
- A 1.9. Establish a regular policy dialogue framework that assesses progress and incentivizes specific commitments in the areas of migration, labour, job creation (SME sector) and vocational training.

### **4.3 Intervention logic**

The project is designed to address the reintegration challenges at different levels. On the macro-level the project activities are geared towards gaining the political support and building capacity of state and non-state actors to better address reintegration and prevention of irregular migration issues. The political acceptance of returns and readmitting their own nationals by the third countries is not only the key element to success of the return process but also an integral part of a responsible migration management, including an element of prevention of irregular migration. Enhancing institutional capacity of stakeholders is crucial for integration or reintegration programming in existing national and provincial plans to foster sustainability of the intervention.

On the micro-level, the intervention is designed to include both returnees and larger communities. At the individual level the project aims at improving economic, social and psycho-social status of returnees through customized reintegration packages while at the community level efforts are geared towards building community resilience through enhancing access to economic opportunities, information and fostering social cohesion.

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country in Pakistan for the whole action related to Pakistan. It is foreseen to conclude a financing agreement with the partner country in Afghanistan for the action related to the World Bank and direct management parts. It is not foreseen to conclude a financing agreement with the partner country in Afghanistan for the action related to the IOM part. It is not foreseen to conclude a financing agreement with the partner country in Bangladesh.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4.2. 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 and in Pakistan and from the date of adoption by the Commission of this Action Document for Bangladesh.

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**

#### **5.3.1.1 Grants: call for proposals for the other implementing partner to be selected "*Preventing irregular migration by improving 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 reducing and preventing irregular migration;
- The expected results of the action is to have Afghans in areas of high migration, in particular the youth, with increased job opportunities in Afghanistan and abroad through access to better vocational training and skills development;

- The main activities will build a foundation for resilience through interventions in the areas of livelihoods, youth employment, skill enhancement, job-creation, reconstruction, social cohesion, rule of law and good governance, create awareness and manage legal labour migration.

(b) Eligibility conditions

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

- be legal persons and
- be a non-governmental organisation, civil society organisation, international research organisation, university or university related organization or an international organisation as defined by Article 43 of the Rules of Application to the EU Financial Regulation<sup>3</sup> and
- be established in<sup>4</sup> 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.

Potential applicants may not participate in calls for proposals or be awarded grants if they are in any of the situations which are listed in Section 2.3.3 of the Practical Guide to contract procedures for EU external actions<sup>5</sup>.

(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

Third trimester 2017.

**5.3.1.2 Procurement (direct management)**

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
<b>a) Afghanistan</b>			
Capacity building to the Ministry of Labour, Social Affairs, Martyrs and Disabled for the implementation of the labour policy and	Services	1	1

<sup>3</sup> 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 recognized as international organisations.

<sup>4</sup> 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.

<sup>5</sup> [http://ec.europa.eu/europeaid/about-funding\\_en](http://ec.europa.eu/europeaid/about-funding_en)

labour migration strategy.			
Capacity building of the Vocational Training Centres	Services	1	1
<b>b) Afghanistan, Pakistan and Bangladesh</b>			
Evaluation	Services	3	3

### 5.3.1.3 Indirect management with an international organisation.

#### Afghanistan

A part of this action may be implemented in indirect management with IOM in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails activities related to return and reintegration, including 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, develop provincial return and reintegration mechanisms and improve communication. This implementation is justified because IOM's well established presence in the country and with migration as core business.

The entrusted entity would carry out the following budget-implementation tasks: 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.

A part of this action may be implemented in indirect management with the World Bank in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails safeguarding and increasing the Government's capacity for public service delivery including in the area of returns and reintegration. 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.

The entrusted entity would carry out the following budget-implementation tasks: launch calls for tenders and for proposals; define eligibility, selection and award criteria; evaluate tenders and proposals; award grants, contracts and financial instruments; act as contracting authority concluding and managing contracts, carrying out payments, recovering moneys due and cancelling debts that cannot be recovered.

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

A part of this action may be implemented in indirect management with IOM in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails activities related to the social reintegration of returnees, awareness raising campaign 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 IOM's well established presence in the country and with migration as core business.

The entrusted entity would carry out the following budget-implementation tasks: launch calls for tenders and calls for proposals; define eligibility, selection and award criteria; evaluate tenders and proposals; award grants, contracts and financial instruments; act as contracting authority concluding and managing contracts, carrying out payments, recovering moneys due and cancelling debts that cannot be recovered.

If negotiations with the above-mentioned entrusted entity fail, that part of this action may be implemented in indirect management with ICMPD. The implementation by this alternative entrusted entity would be justified because ICMPD's well established presence in the country and with migration as core business.

The entrusted and the alternative international organisations 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-standing problem-free cooperation, the international organisation can be entrusted with budget-implementation tasks under indirect management.

## **Pakistan**

A part of this action may be implemented in indirect management with IOM in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails activities related to returnees, aspiring migrants and members of source communities access to accurate information and to a range of services, including livelihood support, social and psychosocial counselling. Activities to impede that gaps in reintegration and support services put stakeholders in this group in a vulnerable state. Action will also focus on developing and delivering tailored initiatives that improve the reintegration support in Punjab Province.

This implementation is justified because IOM's well established presence in the country and with migration as core business.

The entrusted entity would carry out the following budget-implementation tasks: launch calls for tenders and calls for proposals; define eligibility, selection and award criteria; evaluate tenders and proposals; award grants, contracts and financial instruments; act as contracting authority concluding and managing contracts, carrying out payments, recovering moneys due and cancelling debts that cannot be recovered.

A part of this action may be implemented in indirect management with ICMPD in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails activities which will focus on enhancing capacity of national and provincial authorities for addressing migration and reintegration issues through the availability of an expanded evidence base for policy formulation. Cooperation will be extended to include Chambers of Commerce, international companies and others in order to build a national coalition supporting the successful reintegration of returnees.

The implementation by this entrusted entity would be justified because ICMPD's well established presence in the country and with migration as core business.

The entrusted and the alternative international organisations 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-standing problem-free cooperation, the international organisation can be entrusted with budget-implementation tasks under indirect management.

## 5.4 Indicative budget

	<b>EU contribution (amount in EUR)</b>
<b>Afghanistan</b>	<b>78 360 500</b>
Indirect management with IOM	18 000 000
Indirect management with World Bank	39 260 500
Direct management	21 100 000
<b>Bangladesh</b>	<b>6 500 000</b>
<b>Pakistan</b>	<b>6 500 000</b>
Indirect management with IOM	5 500 000
Indirect management with ICMPD	1 000 000
<b>Communication</b>	<b>300 000</b>
<b>Evaluation</b>	<b>300 000</b>
<b>Total</b>	<b>91 960 500</b>

## 5.5 Organisational set-up and responsibilities

In order to ensure enough flexibility and prioritisation of needs in the fast-changing area of migration management, a strong coordination will be carried out by the European Commission (DG DEVCO, DG HOME). Meetings will be conducted on a basis of quarterly reports. 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 of Afghanistan, Bangladesh and Pakistan to ensure that the activities are in line with the national priorities of beneficiary countries.

### **Afghanistan**

A National Steering Committee will be set up to ensure overall coherence and coordination of activities in Afghanistan. It will comprise of representatives of the Palace / High Commission, MoRR, MoLSAMD, other relevant Afghan entities, IOM, other implementing partners, representatives of Member States on behalf of ERIN and the EU Delegation. They will meet at least once per year.

The EU will establish through the signature of a Financing Agreement a set of benchmarks for achievements under the incentives programme. 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 4.2. above.

### **Bangladesh**

A National Steering Committee with representatives including the involved Government Ministries (MOFA, MOH, MEWOE), the EU Delegation and representatives of Member States on behalf of ERIN will be established and meet at least once per year to contribute to project implementation, taking stock of/review progress made, provide with strategic guidance and ensure 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**

A National Steering Committee and a provincial project Steering Committee in Punjab will be established. The National Steering Committee will include relevant Government of Pakistan 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, representatives of Member States on behalf of ERIN and public and private service providers (including TEVTA). It is proposed that the provincial Steering Committee meetings are organized on a quarterly basis. The provincial Steering Committee will be tasked with finalizing 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.

### **5.6 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).

### **5.7 Evaluation**

With regard to the importance of the action, an evaluation at the end of the first year as well as a mid-term and final or ex-post evaluation(s) will be carried out for this action contracted by the Commission.

The mid-term evaluation will be carried out for learning purposes at various levels, including for revision of the action.

The final or ex-post evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision).

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner 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 Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner 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.

## **5.8 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 each individual country.

## **5.9 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.

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 agreements, 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.

Indicatively one service contract will be done for all three countries.

**APPENDIX - INDICATIVE LOGFRAME MATRIX**

	<b>Results chain</b>	<b>Indicators</b>	<b>Baselines (incl. reference year)</b>	<b>Targets (incl. reference year)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Overall Objective: Impact</b>	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 projects contributes primarily 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.	% of returning migrants by sex/age that access reintegration services through provincial and national systems	Less than 10% returning migrants have access to reintegration services	25% returning migrants have access to reintegration services	Project-specific questionnaire	National and local Governments remain committed to community development and sustainable reintegration
		% of community members that access social services and livelihood opportunities	2015: waiting on latest figures	To be further defined once data is available	Official arrivals and departure figures from EU MS and Governments of Afghanistan, Bangladesh and Pakistan	
		% of returnee migrants expressing satisfaction with migration experience (by sex)	N/A	60% minimum	IOM Brussels, Afghanistan, Bangladesh and Pakistan data	
		% of migrant workers departing through regular channels	N/A	70% minimum	Monitoring reports	
<b>Specific objective: outcome</b>	Irregular migrants (both voluntarily and non-voluntarily) are sustainably integrated in their home regions in Afghanistan, Bangladesh and Pakistan and migration governance capacities of the countries are strengthened.	> 80% of returnees are economic, social and psychosocial self-sufficient	None	TBD	Pre- and post-surveys; IOM and ILO data; Government data	National and local Governments remain committed to community development and sustainable reintegration

<b>Outputs</b>	<p><b>Result 1:</b> R 1: Returnees, mainly from EU Member States and transit countries, their families and host communities receive appropriate reintegration support and the general population is aware about the risks of irregular migration; specific returnee profiles and vulnerabilities are addressed to improve the likelihood of successful reintegration.</p>	# of migrants having received support from the programme, EU MS and the Governments	N/A	TBD	Project reports/Receipts; Monitoring reports	<p>Practices are in line with knowledge; Forced returnees are able to access services before returning home; Referral services encompass durable re-integration needs</p>
		Communities in high-risk areas that have received support from community development projects	N/A	More than 60%	Monitoring reports, surveys	
		# of initiatives in target communities geared towards building resilience to address drivers of irregular migration	N/A	TBD	Within 3 years; Desk review of Government policies	
	<p><b>Result 2:</b> R 2: The capacities of the Governments of Afghanistan, Bangladesh and Pakistan are strengthened to manage migration at central and local levels, prevent irregular migration and ensure reintegration of irregular migrants.</p>	# of officials effectively trained; # of bilateral agreements formulated for labour migration	N/A	TBD	Monitoring reports, surveys	Appropriate officials are selected by Government departments for training and remain in posts
		Reintegration activities integrated into existing Government mechanisms based on evidence generated	N/A	TBD	Within 3 years; Desk review of Government policies	Indicators are adopted by all stakeholders
		In line with international standards # reports against SDG target 10 linked indicators published	N/A	TBD	Within 3 years	

	Multi-stakeholder mechanism holds meetings with outcomes; # of new stakeholders that are engaged in these programmes.	N/A	TBD	Every 6 months	
	# of policy instruments responsive to reintegration of returnees	NA	TBD	Within 3 years	Governments remain committed to community development and sustainable reintegration
	In Afghanistan, 10 Migration Information Centres have been established and the capacity of the Ministry of Refugees and Repatriation has been enhanced to coordinate their work	N/A	TBD	Within 4 years	Indicators are adopted by all stakeholders
<b>Result 3 – Afghanistan only:</b> R 3: Potential migrants and returnees receive better skills through vocational training and have a better labour market access and improved jobs opportunities.	>60% of improved courses offered and better adjusted to the local priorities; # of migrants enrolled in trainings and passed tests	NA	TBD	Attendance sheets; certificates	Qualifications that are needed for the development of the country; Sufficient jobs are available
	>60% of job placements following the TVET courses	NA	TBD	Pay slips; Government data (taxes paid)	Government remains committed to community development and sustainable reintegration
	>60% of employers adopting Employer pays model	N/A	80% reach minimum	Government and ILO Afghanistan data	
<b>Result 4 – Afghanistan only:</b> R 4: The Afghan Government has adequate funding available for reintegration of returnees and core public functions related to migration, job creation and vocational training.	Multi-annual financial framework for reintegration activities created	N/A	TBD	Within 3 years	Government recognises the value of strong market engagement and chooses to support further development; Acceptance of Government services