

**AMENDMENT TO THE ACTION DOCUMENT FOR THE EUROPEAN UNION EMERGENCY TRUST  
FUND FOR STABILITY AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION  
AND DISPLACED PERSONS IN AFRICA USED FOR THE DECISIONS OF THE OPERATIONAL  
COMMITTEE OF DECEMBER 2018**

**1. IDENTIFICATION**

Title/Number	Reference: <b>T05 - EUTF-NOA-REG-06</b> Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa			
Zone benefiting from the Action/ Localisation	North of Africa Region (Morocco, Algeria, Tunisia, Libya, Egypt)			
Total cost	Total estimated cost: <b>EUR 25 000 000</b> Total amount drawn from the Trust Fund: <b>EUR 20 000 000</b> Amount co-financing by the German Federal Ministry for Economic Cooperation and Development (BMZ): <b>EUR 5 000 000</b>			
Aid modality(ies) and implementation modality(ies)	Indirect Management with ILO and IOM Indirect Management with GIZ Indirect Management with ENABEL			
DAC-code	15190			
Main delivery channels	ILO and IOM – 41000 Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) – 13000 ENABEL – 13000			
Markers	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participatory development / good governance			X
	Aid to environment	X		
	Gender equality and empowerment of women and girls		X	
	Trade development	X		
	Reproductive, maternal, newborn and child health	X		
	Disaster Risk Reduction	X		
	Nutrition	X		
	Disability	X		
	<b>Rio Markers</b>	<b>Not targeted</b>	<b>significant objective</b>	<b>Principal objective</b>
	Biological diversity	X		
	Combat desertification	X		
	Climate change mitigation	X		
Climate change adaptation	X			
<b>Migration Marker</b>			X	
SDG(s)	10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies 8.8 Protect labour rights and promote safe and secure working			

	environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment
Valetta Action Plan Domains	Priority domain 2 - Legal migration and mobility
Strategic objectives of the Trust Fund	EUTF Objective 3: Improved migration management in countries of origin, transit and destination.  EUTF North of Africa (NOA) Monitoring and Evaluation (M&E) Framework Strategic Objective 2: <b>To foster mutually beneficial legal migration and mobility.</b>
Beneficiaries of the action	State institutions concerned by labour migration (MoL, Employment agencies etc.) in the beneficiary countries, Citizens of North African countries in working age, prone to seek job opportunities (abroad or in their country), and migrants working in North Africa.
Derogations, prior approvals, exceptions authorised	N/A

**2. RATIONALE AND CONTEXT**

**2.1. Summary of the action and its objectives**

Adopting a holistic approach to labour migration governance and labour mobility in North Africa is essential to maximizing the benefits of labour migration and mobility for countries of origin and destination as well as migrant workers and their families. The Action is designed as a regional programme to foster legal migration and mobility for North African countries. The programme addresses both the South-South dimension of labour migration and mobility through regional dialogue and cooperation as well as mobility aspects from selected North African countries to Europe, namely to the EU MS keen to pilot or expand mobility schemes. Two mobility schemes will be implemented with Germany and Belgium and other EU MS potentially interested based on their labour market needs and those of North African countries.

The programme will contribute to improving the **governance of labour migration and the protection of migrant workers in the North of Africa** by supporting the development and implementation of coherent and comprehensive policy frameworks guided by relevant human rights and labour standards and based on reliable data and evidence. These are essential for fair and effective labour migration governance and decent work. In addition, it will contribute to preparing, putting in place or expanding **legal migration and mobility schemes** in cooperation with selected North African countries – Egypt, Morocco and Tunisia – and EU Member States, initially Germany and Belgium. Other EU MS might participate at a later stage.

**Final beneficiaries** of the Action will be citizens of North African countries of working age, prone to seek job opportunities (abroad or in their country), and migrants working in North

Africa. The latter, will benefit from the improvement of labour policy and legislative frameworks, as well as from the mobility schemes set up with selected EU MS.

The Action contributes to objective (3) "Improved migration management in countries of origin, transit and destination" of the EU Trust Fund for Africa and in particular to the Priority Action II – "Advancing mutually beneficial legal migration and mobility of the Operational Framework of the North of Africa window". The action is also aligned with the Valletta Action Plan priority domain 2 "Legal migration and mobility", and with the Communication on the state of Delivery of the European Agenda on Migration<sup>1</sup>, which promotes legal migration channels with third countries via pilot initiatives as a strategy for achieving concrete results.

The Action will contribute to the achievement of the Sustainable Development Goals (SDG) of the Agenda 2030, such as SDG 8 "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all", especially target 8.6, which demands to "substantially reduce the proportion of youth not in employment, education or training" by 2020, as well as target 8.8, with the objective to "protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment". The Action also contributes to SDG 10 "Reduce inequality within and among countries", particularly to target 10.7 "facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies".

The **Overall Objective** of the Action is to **foster mutually beneficial legal migration and mobility** and is achieved through the following specific objectives:

**SO 1:** Policy, legislative, institutional and regulatory frameworks in the field of legal migration & mobility are progressively established across the North African countries;

**SO 2:** Mechanisms for assessment, certification, validation and recognition of migrants' skills and qualifications are improved;

**SO 3:** Migration related knowledge and data management in the field of legal migration and mobility is improved;

**SO 4:** Mobility-schemes are established and/or improved;

**SO 5:** Cooperation between relevant stakeholders in the field of legal migration and mobility, in particular job placement, is improved.

The Action will strengthen labour migration governance and facilitate mobility by providing capacity building support to Institutions, migrant workers as well as other relevant stakeholders.

It will provide comprehensive institutional capacity development at the national and regional levels with the aim of strengthening labour migration governance and coherence between labour migration and other policies (employment, education, etc.). It will strengthen the capacity of the concerned authorities of identifying sectors with potential for employment,

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<sup>1</sup> Communication from the Commission to the EP, the Council, the EESC and the CoR on the Delivery of the European Agenda on Migration, COM (2017) 558 final.

both on the domestic labour market and abroad, as well as put in place measures to match jobseekers' skills with opportunities on the domestic labour market and abroad.

It will improve workers' rights in the North of Africa as well as contribute to develop the skills they need on the national labour market and abroad.

It will promote an inclusive dialogue with all relevant stakeholders (private sector, associations of migrants, etc.).

Two labour mobility schemes between selected North African countries – Egypt, Morocco and Tunisia – and EU Member States (Germany and Belgium with the potential to expand to other EU MS at a later stage) will be developed and implemented with relevant stakeholders. Such mobility schemes will be based on the ‘triple-win’ concept for mobility schemes already experimented by Germany with the Philippines, Vietnam, Tunisia, etc. (see 2.3. Lessons Learnt and 2.4. Complementary Actions), and which rests on the involvement of the private sector as well as the mobility scheme that Belgium has set up with Morocco through the PALIM project funded by EU (DG HOME) via the Mobility Partnership Facility.

## **2.2. Context**

### **2.2.1. Regional context**

In September 2017, in his speech on the State of the Union, President Juncker stated that legal migration is an absolute necessity for Europe as an ageing continent. In the same vein, the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee (EESC) and the Committee of the Regions on the Delivery of the European Agenda on Migration, stressed the importance of launching pilot initiatives on labour migration jointly with EU MS, in order to promote legal migration channels and improve overall migration management with third countries.<sup>2</sup>

At continental level, labour migration is a key priority for the African Union Commission (AUC) and its member states, as reflected in the recently adopted revised AU Migration Policy Framework for Africa (MPFA) and its action plan (2018-30) as well as in the Joint Labour Migration Programme (JLMP). The latter was developed by the AUC in close collaboration with the International Labour Organisation (ILO), the International Organisation on Migration (IOM) and the United Nations Economic Commission for Africa (UNECA) and adopted by the AU Member States in January 2015. The MPFA reflects the current migration dynamics in Africa and offers a revised strategic framework to guide Member States and Regional Economic Communities in the management of migration. Among recommended strategies, compliance with International Labour Standards to protect migrants' rights, the development of evidence-based policy approaches, the facilitation of safe, orderly and dignified migration, the collection and analysis of migration data, the implementation of fair recruitment processes as well as the need to develop inter-state and inter-regional approaches to managing migration in Africa are of particular relevance to this action. The importance of these issues is also reflected in the Valetta Action Plan. The Action Plan particularly calls for the promotion of regular channels for migration and mobility between African and European

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<sup>2</sup> Communication from the Commission to the EP, the Council, the EESC and the CoR on the Delivery of the European Agenda on Migration, COM (2017) 558 final.

countries through reinforcing cooperation between relevant agencies and institutions in the field of job/employment creation and development, the cooperation on pre-departure measures and rights awareness, the facilitation of the recognition of skills and qualifications and the support to continental, regional and sub-regional frameworks for mobility and migration.

The fourth Conference of the Employment and Labour Ministers of the Union for the Mediterranean (UfM)<sup>3</sup> called for making the best use of policies and mobilising all stakeholders through the development of synergies and multilevel approaches, and a thorough mainstreaming of employment and labour issues in all relevant policies.

North African countries have also undertaken specific sub-regional initiatives. In September 2016, with support from the ILO, three North African countries (Egypt, Morocco, and Tunisia) agreed on a joint Declaration and Plan of Action (The Hammamet Declaration) to strengthen the protection of migrant workers. Following a third encounter in November 2017, these three countries adopted an operational plan focusing on: 1. Strengthening the social protection of currently uninsured migrant workers; 2. Supporting information and training on migrant workers' rights; 3. Supporting fairer recruitment systems for migrant workers; 4. Strengthening dialogue, coordination and cooperation between Egypt, Morocco and Tunisia. The Plan remains open to other North African countries to join at a later stage.

In North Africa, unemployment, underemployment, low wages, poverty, and deficits in decent work have triggered social unrest and political transformation processes. They also represent important factors determining migration dynamics that affect especially the youth.

Obstacles to stability across the region are varied, from economic malaise to extremism, but one key element is the region's increasingly youthful population coupled with a lack of decent employment opportunities. In 2014, the ILO labour force surveys have shown that the unemployment rate among the 15-24 year age-group reached 31.8% in Egypt, 19.9% in Morocco and 31.8% in Tunisia.

The Arab uprisings of 2011 demonstrated how lack of opportunities among the youth for securing a socio-economically acceptable future can in some countries be a strong underlying cause of instability and eventual conflict as well as being a driver of irregular migration. However, if opportunities are available, these young people can be an economic boon as suggested by the African Union when it declared 'Harnessing the Demographic Dividend through Investments in Youth' the theme for 2017. A demographic dividend occurs when youth increasingly enter the workforce and contribute to the economy relative to the number of dependents.

However, unless new opportunities are created, these new entrants will be facing a labour market already marred by unemployment. Creating opportunities domestically remains a challenge for all North African countries, as only Morocco has recorded per capita GDP growth above 3%, since 2011 with Tunisia recording -0.1% in 2015 and Egypt 2%. In Morocco, with an active population growing at 1.1%, activity rates sensibly decreased from

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<sup>3</sup> <https://ec.europa.eu/social/main.jsp?langId=en&catId=85&eventsId=1382&furtherEvents=yes>

43% to 42.4% in the urban area and increased in rural areas. Employment rates dropped during the last year from 42.3 to 41.9%, even with a growth in active population.

As a result of the dramatic decrease in revenue from tourism (mainly in Tunisia) and oil, as well as the economic impacts of heat waves and sand storms, migrants' remittances constitute a major source of foreign exchange and a vital support for local communities<sup>4</sup>. Emigration can play a key role for reducing pressure on domestic labour markets. Emigration can also contribute to the countries' development through remittances and the transfer of knowledge and skills through the diaspora.

The North African countries have a tradition of labour migration and other forms of migration and have each large diaspora groups<sup>5</sup> abroad, notably in the EU Member States (EU MS). The project will contribute to enhance and improve existing legal migration schemes. These diaspora communities can facilitate integration of new migrant workers that come to fill persisting labour market shortages and gaps, as they understand the national laws, customs, and labour practices.

Although the countries targeted by this action face rather similar migration governance and employment challenges, it is central to focus on the issues and needs specific to each country.

### *2.2.2. Country, sector and policy context*

#### **Algeria**

Algeria has the second largest population in the region with 42 million people in 2018, 29% of which are under the age of 14 (2017). With a total fertility rate of 2.7% and a population growth rate of 1.7% (2017), its population continues to grow rapidly<sup>6</sup>. Algeria has a negative net migration rate<sup>7</sup> of – 0.9 per thousand populations<sup>8</sup>. The labour force participation rate<sup>9</sup> was at 47% in 2012 but with a huge imbalance between men (77.1%) and women (16%). The total dependency ratio<sup>10</sup>, after having decreased for about a decade (1995-2005), has grown again to 52.7% (2017)<sup>11</sup>. With an unemployment rate at 11.7% (2017)<sup>12</sup>, Algeria faces multiple challenges in terms of job creation in an economy that is mainly dependent on a single-export

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<sup>4</sup> According to the World Bank Remittances in 2016 represented 1.8% of the GDP of Algeria, 5% of GDP of Egypt, 6.8% of GDP of Morocco and 4.3% of the GDP of Tunisia.

<sup>5</sup> There is no single accepted definition of the term “diasporas”. IOM and the Migration Policy Institute define “diasporas” as “Migrants and their descendants living temporarily or permanently outside their country of origin but who retain links to the country of origin”. The African Union defines the term as follows: “The African diaspora is made up of individuals with African roots who live outside the continent of Africa and who, regardless of their citizenship or nationality, wish to contribute to the development of Africa and of the African Union.”

<sup>6</sup> [https://www.indexmundi.com/algeria/demographics\\_profile.html](https://www.indexmundi.com/algeria/demographics_profile.html)

<sup>7</sup> The net migration rate is defined as the difference between recorded immigrants and recorded emigrants over a one-year period of reference.

<sup>8</sup> <https://www.cia.gov/library/publications/the-world-factbook/fields/2112.html>

<sup>9</sup> The labour force participation rate is a measure of the proportion of a country's working-age population that engages actively in the labour market, either by working or looking for work; it provides an indication of the size of the supply of labour available to engage in the production of goods and services, relative to the population at working age.

<sup>10</sup> The total dependency ratio tells us the proportion of the population not in the work-force who are 'dependent' on those of working-age.

<sup>11</sup> [https://www.indexmundi.com/algeria/demographics\\_profile.html](https://www.indexmundi.com/algeria/demographics_profile.html)

<sup>12</sup> <http://www.worldbank.org/en/country/algeria/overview>

model (oil and gas) with the State remaining the largest employer through large-scale subsidised infrastructure projects and public administration.

Algeria has a long history of labour migration to France. The migration flows to Europe have however diversified to other countries such as Germany and the United Kingdom. With Algeria's fight against terrorism in the 1990s, the country again experienced substantial outmigration, both to Europe and within the region. Many Algerians legally entered Tunisia without visas, claiming to be tourists and then staying on as workers. Other Algerians headed to Europe seeking asylum, even though France imposed restrictions. In the 2000s, a wave of educated Algerians went abroad seeking skilled jobs in a wider range of destinations, increasing their presence in North America and Spain. However, the high naturalisation rate of Algerians in France as well as the continued decrease in remittances point to the diaspora's apparent weakening ties with the country of origin.

There continues to be a relatively strong attraction towards Europe for an increasing number of Algerian youths every year – a few thousand have been reported in the media – whose attempts to cross irregularly via Melilla, Sardinia, or Sicily are sometimes met with death at sea (a few hundred a year). This occurs in spite of the 2009 Act (Loi 09-01), which turned irregular crossings into a criminal offense.

In the 2000s, new mobility towards Algeria emerged as a result of globalisation trends and internal changes. Sub-Saharan African migrants came to Algeria to work in agriculture and mining as well as in the context of South-South academic exchanges. Migrants entering and remaining irregularly in Algeria from Sub-Saharan Africa, particularly Malians, Nigerians, Senegalese and Gambians, have arrived in larger numbers in search of work or to use it as a stepping stone to Libya and Europe, in spite of more stringent legislation on irregular migration and employment of foreigners adopted in 2008 (Loi 08-11). At the same time, legal foreign workers principally from Spain (following the financial crisis), China and Egypt came to work in Algeria's service, construction and oil sectors.

While the country has several agreements with a number of European countries, including on social security, it needs to further develop an overall labour migration policy or strategy. It currently mostly relies on repressive instruments to address the risks of outward or inward irregular migration. It has however ratified ILO Convention No.97 on Migration for Employment (Revised) of 1949, in 1962, as well as Convention No.181 on Private Employment Agencies of 1997, in 2016. In 2005, Algeria also ratified the United Nations International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families of 2003. These are key instruments of migrant workers' protection globally. In addition, Algeria also ratified the two key Palermo instruments on trafficking and smuggling in 2004.

## **Egypt**

Egypt has the largest population in the region at 95.7 million, with almost one-quarter comprised of youths aged 18-29. Young people comprise nearly 80% of those unemployed. Underemployment has also risen over the last decade. As is the case in the wider region, female labour force participation is much lower than that of men (23% vs. 80%). A lack of suitable work opportunities has forced some into low paid and insecure work, while others have been propelled to move outside of their countries in search of better opportunities. Rapid

population growth represents a major challenge to the sustainable development of the country. The average annual population growth rate during the period 2010-2015 is estimated at 2.2% and the total fertility rate per woman was 3.4. Currently, the total population of Egypt is growing by an estimated 2.3 million people annually<sup>13</sup>. The continuous difficult economic situation combined with pronounced population growth and a trend of becoming a destination country for many migrants and refugees, puts further strain on large parts of the Egyptian population. Furthermore, Egyptian migrant workers are returning or are at risk of returning to already tense economic situations due to economic, political, and employment crises in destination countries in southern Europe, the Gulf, as well as Libya.

Contextually, an Action Plan on Institutional Strengthening in the Area of Labour Migration has been launched with ILO's support in October 2016. In the framework of implementing this action plan, the ILO supported a study on "The Recruitment of Migrant Workers from Egypt". This plan lays the basis for further engagement with the tripartite partners and future capacity building opportunities. The Central Agency for Public Mobilisation and Statistics (CAPMAS) has also established a Migration Data Analysis Unit with IOM support, which currently analyses labour market needs in Egypt and abroad by sector and skills demanded, in order to facilitate evidence based policies on labour migration. It will be used as an example for implementation of Immediate Outcome 1.2 as outlined in the sections below.

Egypt has a labour law that provides protection of non-Egyptians workers (Law 12/2003). And a Migration Dialogue between EU and Egypt has been formally launched in December 2017. The Dialogue covers all migration-related issues, including the promotion of legal channels of migration and mobility.

With all these efforts and achievements, Egypt still struggles with the absence of a labour migration policy to ensure the protection of migrant workers and to coordinate the efforts of the various players. However, a draft policy document is being developed with ILO and IOM support. Worthwhile mentioning also that the "Egypt skills profile" has been adopted officially as a legal text – it needs to be revised though. Egypt does not have access to information on the skills profiles in demand in various destination countries. This leads to a mismatch of skills between potential migrant workers and jobs in demand in key countries of destination.

Despite several attempts to boost Technical Education and Training (TVET), Egypt still struggles to have a comprehensive strategy for TVET. Over the years, the Torino Process<sup>14</sup> has allowed the identification of priorities for TVET reform, namely: 1. the definition of a vision and strategy agreed by all key stakeholders; 2. the definition of standard processes for qualifications development; 3. the reinforcement of current work-based learning initiatives and the establishment of new innovative initiatives.

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<sup>13</sup>Action fiche of the EU Emergency Trust Fund, Egypt 2017 [https://ec.europa.eu/europeaid/sites/devco/files/action\\_document\\_egypt\\_action\\_fiche\\_20170523\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/action_document_egypt_action_fiche_20170523_en.pdf)

<sup>14</sup> The Torino Process launched in 2010 is a biannual participatory analytical review of the status and progress of vocational education and training in the ETF partner countries.



During the preparation of this action, a consultation with the national authorities has been launched by EUD with the implementing partners. It will continue with the aim of collecting feedback of national authorities that will be used to tailor and fine-tune activities for Tunisia.

## **Libya**

Libya has traditionally been and continues to be a destination and transit country for migrants, particularly those from North African and sub-Saharan African countries. The number of migrants currently in the country is hard to assess.

According to IOM's Displacement Tracking Matrix (DTM) for Libya<sup>15</sup>, there were at least 655,144 migrants of over 39 nationalities in Libya in August 2019. Of these migrants, 92% are considered to be adults (87% men and 13% women), and 8% are classified as minors (67% accompanied and 33% unaccompanied). Out of this number, 85,891 are estimated to be in urban areas in Tripoli and 4,754 in detention centres. The main countries of origin are estimated to be Niger (20%), Egypt (15%), Chad (15%), Sudan (12%), and Nigeria (9%). The three main regions where migrants are recorded as present are Tripoli (20%), Ejdabia (11%) and Murzuq (10%).

Migrants in Libya mainly originate from Africa and to a lesser extent, the Middle East and West Asia. Out of the 645,659 individuals from Africa, 447,086 (69%) originated from Sub-Saharan countries and 198,573 individuals (31%) from North African countries. Migrants from West and Central Africa as well as neighbouring countries of Niger, Chad, Sudan, Egypt and Tunisia mainly report migrating to Libya to seek better economic opportunities while migrants from East Africa report leaving their countries of origin due to political persecution and conflict.<sup>16</sup> An IOM DTM sample found that the majority of migrants from neighbouring countries (Niger, Chad, Sudan, Egypt) intended Libya as their destination<sup>17</sup> and do not intend to continue to Europe. Most of these migrants travel to Libya to seek economic opportunities and may engage in circular migration patterns, traveling repeatedly to and from their countries of origin. In comparison to estimates of migrants in Libya, the number of people making the sea crossing irregularly from Libya is relatively small.

In 2018, 23,370 persons reached Italy while in 2017 118,874 persons did. In 2019 until 7 November, 9,944 persons reached Italy by sea. In 2018, 15,235 persons were rescued at sea, compared to 14,332 in 2016. In 2019, the number persons rescued at sea remains significant, with 8,283 migrants that have been returned to Libyan shore by the Libyan Coast Guard between 1 January and 31 October 2019. The hardship of these disembarked migrants remain of an extreme gravity.

Migrants, especially those originating or traveling from sub-Saharan Africa, typically travel along traditional migration routes across Libya's open and porous southern border. Once inside Libya, migrants face a series of challenges caused by the harsh desert climate, lack of water, and the constant threat of dehydration. In addition, human traffickers frequently prey

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[https://displacement.iom.int/system/tdf/reports/Libya\\_Migrant%20Report\\_R26.pdf?file=1&type=node&id=6579](https://displacement.iom.int/system/tdf/reports/Libya_Migrant%20Report_R26.pdf?file=1&type=node&id=6579)

<sup>16</sup> [http://www.altaconsulting.com/wp-content/uploads/2017/08/2017\\_Mixed-Migration-Trends-in-Libya-Final-Report-Web.pdf](http://www.altaconsulting.com/wp-content/uploads/2017/08/2017_Mixed-Migration-Trends-in-Libya-Final-Report-Web.pdf)

<sup>17</sup> DTM Libya's Migrant Report Round 9, 2017 March - April

upon these migrants, offering promises of safe passage through fields of unexploded mines toward a bountiful future for an exorbitant fee. Others are detained in migrant detention facilities in squalid conditions and exposed to abuses and leaving little hope to move forward or return home.

In response, the Government of National Accord has recognized the need to regulate the inflow of migrants seeking employment in the country in order to mitigate their exposure to exploitation. As such, the government is seeking better cooperation with countries of origin in the region and in Sub-Saharan Africa in order to facilitate regular labour migration flows and to better match migrant workers with labour shortages that still plague many sectors of the economy.

## **Morocco**

Morocco is a country of emigration, transit and of destination. Morocco continues to receive migrants, including sub-Saharan migrants, whose number is estimated at more than 70,000, of which irregular migrants are between 30,000 and 40,000.

The number of irregular migrants arriving to Europe via the Western Mediterranean route has increased steadily between 2017 and 2018 with a peak in 2018 that counted 64,298 and decreased in 2019 with 26,082 irregular migrants reaching Europe between January and October 2019.

Compared to the average rate of unemployment in middle-income countries (5-6.2% in 2014-2016), unemployment in Morocco remains significantly higher (9.4% overall unemployment rate in 2016, and 10.2% in 2017). Moreover, unemployment differs between men and women, as men are more likely to be in employment than women, with an unemployment rate of 14.7% compared to 8.8% among men in 2017 at national level. However, the ones especially affected by unemployment are the young Moroccans aged 15 to 24 (youth unemployment rate at 26.5% in 2017 compared to 19.9% in 2014). The lack of economic opportunities especially for young Moroccans is one of the main reasons for people to emigrate in hope of finding better prospects in Europe.

In 2014 Morocco implemented the National Strategy for Immigration and Asylum (*Stratégie Nationale d'Immigration et d'Asile*, SNIA) as well as the National Strategy for Moroccans Abroad (*Stratégie Nationale des Marocains du Monde*, SNMDM) as part of the New Migration Policy (*Nouvelle Politique Migratoire*, NPM). The SNIA aims at contributing to a better integration of regular migrants in Morocco. The NPM has different axes of intervention (Education and culture, Youth, Health, Housing, Social and Humanitarian assistance, Vocational training and Employment, anti-trafficking). Basic services (education, first aid, right to health and legal protection) are provided for all, independently from the administrative situation. Other services (concerning employment and vocational training) are open for refugees and regularized migrants.

Morocco ratified the International Convention for the *Protection of the Rights of All Migrant Workers and Members of their Families* in 1993 and in 2007 Morocco established, at the highest political and institutional level, the Council of the Moroccan Community Abroad as an advisory body responsible for monitoring and evaluating national public policies with regard to emigrant nationals. Alongside the Delegated Ministry of Moroccans Residing

Abroad and Migration Affairs the Ministry of Labour and Vocational Training, the Public Employment Services (ANAPEC), the Ministry of Foreign Affairs and the Hassan II Foundation, among other stakeholders, play an important role in defining Morocco's strategy on migration issues.

In 2013, Morocco signed a Mobility Partnerships agreement with the EU and a number of Member States (Belgium, France, Germany, Italy, the Netherlands, Portugal, Spain, Sweden and United Kingdom). One of the priority areas of this agreement is notably aimed at managing the movement of persons for short periods and legal and labour migration more effectively, as well as to strengthen the cooperation on migration and development in order to exploit the potential of migration and its positive effects on the development of Morocco and European countries.

Morocco is concerned with the governance of labour migration and the protection of migrant workers both inside the country and Moroccan workers abroad. A rights-based approach to labour migration has been initiated as well as progressive alignment with other public policies. However inter-institutional cooperation encounters challenges and is an area for further strengthening. A law governing domestic work has been adopted in August 2016<sup>18</sup>.

Furthermore, Morocco has started a legislative reform and the ratification process of ILO Convention No. 143, although this has been delayed in part due to government elections held in October 2016.

Following increasing demands for TVET programmes, the Government has developed a number of TVET related strategies since 2000. Specifically, the National Strategy for Vocational Training (*Stratégie Nationale de la Formation Professionnelle*) for the period 2015-2021, and the Vocational Training Vision 2020 aim to increase access to TVET programmes and empower students to access the labour market. The strategic documents highlight the importance of close cooperation between TVET institutions and employers to determine the skills needed in different geographical areas of the country.

During the preparation of this action, a national consultation with the national authorities (Delegated Ministry of Moroccans Residing Abroad and Migration Affairs the Ministry of Labour and Vocational Training, the Public Employment Services (ANAPEC), has been organised by EUD with the implementing agencies. The parties have produced a "Moroccan synopsis" with indicative actions corresponding to the main needs of Moroccan under the five components of the action. This synopsis will constitute the frame for in-depth programming consultations before contracts for the implementation of the Action are signed and during the implementation.

## **Tunisia**

Tunisia and the European Union have long-standing and deep migration ties. Regular flows dominate. In 2015/16, Tunisian emigrants in the OECD countries accounted for almost 7% of the total population of Tunisia. 90% of the Tunisian diaspora (i.e. almost 560,000 people)

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<sup>18</sup> Le dahir n°1-16-121 du 10 août 2016 portant promulgation de la loi n°19-12 relative aux conditions de travail et d'emploi des travailleurs/ travailleuses domestiques, a été publié au Bulletin Officiel n°6493 du 22 août 2016 et est entré en vigueur le 10 août 2017

lives in the European Union (more than 60% in France, almost 17% in Italy and 5% in Germany). Remittances from the Tunisian diaspora represent a significant source of household income, with 5% of GDP. For the period 2008-2017, 125,000 Tunisians were naturalised in the countries of the European Union (i.e. an average of 12,500 people per year). More than 150,000 Schengen visas (longer than one year) were granted to Tunisian nationals in 2018.

The number of irregular migrants on the Central Mediterranean route has been decreasing since 2017: 5 times fewer irregular migrants were detected in 2018 compared to the previous year. Between January and September 2019, 9,231 irregular migrants were detected, 55% less than for the same period in 2018. Tunisia, with 5,244 irregular migrants, represented one third of irregular migrants in 2018. The number of Tunisian irregular migrants detected between January and September 2019 (2,175 persons) decreased by 50% compared to the same period in 2018.

On 3 March 2014, Tunisia signed a Partnership for Mobility (MP) with 10 European states: Belgium, Denmark, France, Germany, Italy, Poland, Portugal, Spain, Sweden and the United Kingdom. In this context, Tunisia and the European Union have started negotiations on visa facilitation and readmission agreements.

Among the factors pushing young Tunisians to emigrate are the lack of economic prospects, employment, and the still very high unemployment rate (affecting more than 30% of tertiary graduates). The latest figures on youth unemployment are from the 2014 census: 33.4% of Tunisians aged 15 to 19, 33.3% of Tunisians aged 20 to 24 and 27.5% for the age group 25-29.

The average basic salary in the private sector is 447 TND for blue-collar workers, and 1,180 TND for senior management (survey of wages and employment in enterprises 2014). This figure includes public companies. Young people are offered salaries of TND 350 per month, which is not sufficient to cover the current cost of living.

In 2014, 53,490 foreigners were present in the Tunisian territory, or 0.48% of the total population. An analysis of the evolution of the numbers of foreigners identified through the *Recensement Général de la Population et de l'Habitat* (RGPH) of the *Institut National des Statistiques* (INS) between 2004 and 2014 shows a progression among Sub-Saharan African nationals in the total number of foreigners (from 8.5 to 14.1%) and a decline of Arab nationals (from 60.2 to 53.2%).

However, these trends are to be taken with caution given the very likely underestimation of the number of Libyan nationals. This Tunisian migratory context, which is both complex and changing, poses new challenges to the authorities in terms of migration governance. Tunisia is now in a pivotal phase of assessing and evaluating past experience and defining a renewed migration policy, reflecting the principles and values of respect for human rights enshrined in the Constitution of 2014.

In Tunisia, the establishment of the National Observatory for Migration (NOM) demonstrates the commitment of the government to address migration in a comprehensive manner. Along with supporting the NOM, IOM has also supported the Office of Tunisians Abroad and the National Agency for Employment and Independent Work (ANETI) to create four Migrant Resource Centres to facilitate access to personalized information to the returnees, potential

migrants and international foreign migrants staying in Tunisia. Unions are also taking a keen interest in the protection of migrant workers; in 2016, with support from the ILO, *Union Générale des Travailleurs Tunisiens* (UGTT) adopted an action plan on the protection of migrant workers in Tunisia. A diagnostic study on fair recruitment has been elaborated in 2017 with ILO's support. The study has highlighted a number of priority actions to be addressed to strengthen in law and in practice the conditions of recruitment of foreign migrant workers in Tunisia as well as of Tunisians abroad.

*The National Strategy on Migration* has been developed and officially presented in July 2017 by the Ministry of Social Affairs in collaboration with ILO and IOM and other international partners and in consultation with CSOs. This strategy aims at: strengthening the governance of migration management; guarantee the rights and interests of Tunisian migrants and strengthen ties between them and Tunisia; strengthening the contribution of migration to socio-economic development at the local, regional and national levels; promoting regular migration of Tunisians and preventing irregular migration; protecting the rights of foreign migrants and asylum seekers. The Strategy is expected to lead to enhanced inter-ministerial interactions among public bodies and ministries. In August 2017, Tunisia has started the process of developing the National Employment Strategy 2018-2023 (NES). This strategy aims to propose an integrated, multidimensional and transversal approach covering all the levers likely to create jobs and bringing together a wide range of actors concerned by employment. In particular, the NES unfolds along three main axes: 1. Job creation; 2. addressing the mismatch between the job offer and the skills available; 3. Addressing structural problems linked to unemployment.

Effective labour migration governance in Tunisia would benefit from improvements in inter-institutional collaborative frameworks to avoid confusion in the management of the migration process. There is an absence of procedural manuals, no clear definition of roles and responsibilities as well as a lack of inter-institutional collaboration frameworks. The need of strengthening institutional leadership on the multidimensional issue of migration is a major challenge to the good governance of migration in Tunisia. Data is needed to design and implement labour migration policies that respond to national labour market needs.

During the preparation of this action, a consultation with the national authorities has been launched by EUD with the implementing partners, it will continue with the aim of collecting feedback of national authorities that will be used to tailor and fine-tune activities for Tunisia.

### **2.2.3. Justification for use of EUTF funds for this action**

Mutually beneficial legal migration and mobility is one of the pillars of the EU comprehensive framework to migration and asylum. Moreover, at the Valletta Summit of November 2015, Partner Countries stressed the importance to step up efforts for more opportunities on legal migration and mobility. Consequently, legal migration and mobility has been included in the Joint Valletta Action Plan and it is one of the pillars of the North of Africa window strategy for a better migration management from and within the region.

The EU TF for Africa offers a flexible framework for fostering the cooperation between the EU MS and their agencies, international organisations and the EC in this respect. The inclusion of all these different actors assures strong links and bridges between the external and internal dimension of migration.

The programme adopts a holistic approach to legal migration, as it intends the international mobility as a component of a comprehensive strategy aiming to reinforce the labour migration governance in the region.

The programme will put this in practice through the inclusion of a broad spectrum of institutions in the partner countries (Ministries of Labour, of Educations, TVET to mention some). It will support these institutions with the aim to help them address the issues present in their domestic market and strengthen employability of workers for opportunities on the domestic labour market and abroad.

The support to the Institutions in Partner countries at all the stages of the process is key guarantee that the mobility schemes set up under the programme will not foster brain drain in the region.

### 2.3. Lessons learnt

Based on the prior experience by IOM, ILO and GIZ in implementing projects in support of labour migration governance and legal mobility schemes (especially to Germany) as well as technical cooperation in the North African region, a number of lessons learnt have been factored into the design of the project, namely:

- **Coordination** is key to successful project results, and needs to be institutionalized and continuously developed. This refers to coordination between: government ministries, trade unions, employers, private sector, public employment agencies as well as between relevant donors and implementing organisations.
- Improving the **governance of labour migration** and strengthening the institutional framework in the target countries to develop/implement labour migration policies and legislations and to negotiate bilateral labour agreements while operationalizing that framework through targeted measures will allow workers' safe and regular labour migration and ensure long-term migration options.
- **Sub-regional cooperation** and coordination with regional organizations, particularly with the League of Arab States, but also the Arab Maghreb Union (AMU), should be considered for managing intra-regional Arab migrant workers. Furthermore, the African Union (AU) strategy on legal labour mobility as enshrined in the Joint Labour Migration Programme for Africa and the AU Migration Policy Framework for Africa and Action Plan need to be used as guiding visions and policy frameworks for any mobility schemes including AU Member States.
- Mobility schemes only work, if **relevant government institutions in the origin and destination countries are key cooperation partners** and in the driver-seat for labour market integration. It is therefore important to work closely with public employment institutions. In the case of Germany this is the *Bundesagentur für Arbeit* (BA), with which GIZ has a close cooperation in the context of the Triple Win Programme. In the case of Belgium these are the Regional Employment Agencies, with which ENABEL has running public-public cooperation agreements.
- Mobility schemes in order to ensure social rights of workers need a close cooperation between employers, local authorities, national authorities, and civil society. It is similarly

essential to involve workers and employers organisations during the entire cycle of implementation of the mobility schemes (during preparation, recruitment and placement), through tripartite sectoral committees in origin and destination countries.

- Successful mobility schemes heavily rely on the **“buy-in” of employers** in MS prior to the pre-departure phase in order to ensure ownership by the private sector in the country of destination. A key indicator of employer commitment is significant investment on their part in the mobility scheme. Employers should bear a considerable part of the costs, of preparing and accompanying labour migration (either directly financially for the recruitment or through contributions such as housing of the personnel, of flight and visa costs, of mentoring of labour migrants during the integration process etc.).
- Moreover, it is essential to work closely with **employers** to ensure that trainings provided correspond to the actual needs of employers. For many employers in EU MS and especially in sectors requiring higher skilled workers, the labour mobility schemes can only be attractive if they allow for a long-term perspective to employment (thus securing employers’ return on investment). Policy-level intervention and **capacity development** should be combined with targeted interventions for final beneficiaries. With regard to North African countries and based on previous technical cooperation experience, it is important to note that the capacities of public institutions as well as those of employers need to be further developed and differ greatly between the North African countries.
- Experience with triple win projects in the case of Germany and third countries has shown that early and thorough **identification and matching of sectors and occupations** of mutual interest to both sending and receiving countries is a key success factor for labour mobility schemes. To this purpose, it is essential to review existing national labour market information as well as the respective labour regulations. In the same vein, it is vital to analyse countries of origin’s labour markets, assuring that there is an oversupply of qualified labour in the identified sectors rather than a critical shortage (e.g. health care professionals in Philippines). Matching both countries occupational demand and supply is a process requiring intensive labour market analysis on both sides. This process is only successful if conducted in close collaboration with public and private employment agencies and employers in the country of origin as well as in the MS (e.g. German public employment agency, Belgian public Employment Agencies and Belgian employers’ federations and Chamber of commerce).
- In order to promote labour mobility, **developing relevant occupational skills and knowledge** is vital. This prepares workers for access to foreign labour markets while at the same time those trained workers opting to stay will contribute their skills to developing the sector at home. Skills development allows migrants to apply skills, techniques, and technologies that they have gained abroad when they return to their communities of origin, which increases the migrants’ employability upon return. Furthermore, preparatory TVET offers should be developed with a view to complement and be integrated into formal TVET provision in the home country over the long-run.
- Comprehensive **skills assessments** as well as the professional profiles required by the future employers should be the **basis for recruitment** as well as the later design of

training and skills enhancement measures. The design of skills enhancement measures should ideally result in official recognition of acquired skills in the country of destination.

- A rights-based, holistic and nuanced approach to the **regulation of the recruitment industry** is important. But promoting fair recruitment is a complex issue which requires a cautious approach to conditions of employment in the country of origin, promotion of decent work and of social protection, and adherence to international labour standards. It is very important that international organizations do not promote recruitment without first taking into account working conditions at the country of destination. The contribution of past projects and key actors to the design and adoption of the ILO Principles and Guidelines for Fair Recruitment has proved of utmost importance and has been a key tool to convince national stakeholders of the benefits of certain key principles, such as the prohibition of collection of recruitment fees and related costs to migrant workers. It also ensured coherence between ILO's interventions on fair recruitment and other UN/external partners' intervention on the topic. The regulation of private operators requires approaches, which will emphasise adherence to these standards through both incentives to compliance and sanctions.
- Experience has shown how **pre-departure orientation** benefits all stakeholders in the migration cycle: workers, employers and recruiters, as well as countries, their economies, and their societies. In detail, they equip, empower and enable jobseekers to: a) recognize illegal and unethical recruitment practices so as to avoid exploitative or potentially risky situations; b) question misleading or inaccurate information provided by recruiters and employers; c) understand the rights and responsibilities of migration and employment; d) make well-informed decisions and develop realistic expectations regarding overseas employment; e) integrate more quickly into the workforce and increase their overall satisfaction with living and working in a foreign country, thereby contributing overall to better retention rates; f) develop an understanding of cultural norms and practices in countries of destination, thereby increasing the prospect of better labour market integration; and g) find effective solutions, and understand and access available grievance mechanisms when faced with exploitative situations and violation of rights. The Centres on Jobs, Migration and Reintegration (financed by BMZ, implemented by GIZ in selected countries) have experience in providing pre-departure orientation for potential labour migrants to Germany and in strengthening local and national authorities to provide such services themselves. In addition, arrival and integration in Germany need to be closely accompanied in order to be successful for both migrants and employers. In Belgium, national or regional public structures will be involved based on the experience acquired through the ongoing projects.
- In order to fully reap the potential labour market holds for all stakeholders involved, the full migration cycle needs to be considered. It is thus important in addition to the pre-departure phase to also design the **return and reintegration** phase. This has significant potential to reap benefits for the country of origin's development (e.g. through knowledge transfer) and to create a win-win situation for both countries of origin and destination. In Germany, the Centres on Jobs, Migration and Reintegration (see above) have experience in providing reintegration orientation.



- According to the experience carried out by Belgium through ENABEL, equipping workers with soft skills and trainings to search for opportunities in the country of origin is key. To this end, a structured partnership with employment organisations for job placement in countries of origin has to be included in the mobility schemes.

#### **2.4. Complementary Actions**

The Action will take place within a larger programmatic approach to provide sustained technical support to governments, workers, and employers on labour migration in Africa, and follows up on demands for further technical assistance by constituents as reiterated in national and sub-regional consultations.

In particular, this Action will contribute to the implementation of elements of the AU Migration Policy Framework for Africa (2006 and its 2017 update) and to the Joint Labour Migration Programme (JLMP) developed by the African Union Commission (AUC) together with the ILO, IOM and UNECA (2015). The JLMP focuses on improving the governance of labour migration and operationalising labour migration policies in Africa. The JLMP also features in the Action Plan of the 2015 Valetta Summit on Migration as a continental framework for mobility and migration, which should be supported. The Action will also advance the implementation of the 2016 Hammamet Plan of Action covering Egypt, Morocco and Tunisia, and more specifically of its regional dialogue component, as mentioned previously.

The Action will synergize with a number of ongoing complementary projects:

EU- funded programmes in the region including:

1. "LEMMA, together for mobility" (2016-2019) providing stronger cooperation between European and Tunisian authorities on irregular migration and mobility;
2. ProGreS Tunisia– funded by the EU Emergency Trust Fund for Africa and aiming to support the implementation of the National Strategy on Migration;
3. "*Vivre ensemble sans discrimination une approche basée sur les Droits de l'Homme et la dimension de genre*" (started in 2016) aiming at preventing racism and xenophobia towards migrants in Morocco and to improve communication between public authorities and citizens;
4. In Morocco, the EU finances a sectoral budget support targeting 5 domains, including the improvement of migrants' access to employment;
5. "*Coopération Sud-Sud en matière de migration - EUTF North of Africa Window 2017*" (co-financed by BMZ, 2018-2022) that, reflecting the strong willingness of Morocco, Senegal, Ivory Coast and Mali to cooperation, it aims at strengthening South-South cooperation on migration and mobility;
6. In Egypt, the programme "Enhancing the Response to the Migration Challenges" funded by the EU Emergency Trust fund for Africa aiming to enhance Egypt's migration management;

address the root causes of irregular migration as well as support Egyptian communities hosting migrants and refugees<sup>19</sup>;

7. DEV-pillar of the Regional Development and Protection Programme in the North of Africa, (IOM, started in 2016), aiming to strengthen the resilience of displaced populations together with their host communities, by addressing socio-economic concerns and promoting a culture of rights, dialogue and social cohesion in Morocco, Tunisia, Algeria, Libya, Egypt;

8. EUROMED Migration IV supporting EU Member States and ENI Southern Partner Countries in establishing a comprehensive, constructive and operational dialogue on Migration and fostering a positive and balanced discourse on migration.

Other Programmes:

- ILO project "*Appui à l'amélioration de la gouvernance des migrations et à la promotion de migrations de main d'œuvre équitables au Maghreb*", financed by the Italian Cooperation Agency;
- The Swiss Development Cooperation funded FAIR (Phase I) project, and key areas of intervention of FAIR Phase II (currently under development and proposed to commence in August 2018), with particular attention to Tunisia;
- ILO Youth employment projects in Morocco "Youth at Work" funded by Global Affairs Canada, in Tunisia such as "Decent jobs for youth and women - a local employment development approach" funded by Norway, in Egypt through the "Decent Jobs for Egypt's young people project" funded by Global Affairs Canada, and in Algeria through the "From university to the world of work" project funded by the UK Conflict, Stability and Security Fund, all aiming to improve labour market intermediation and youth employability, working with different national training and employment service providers;
- "Strengthening National Capacities in Applying International Standards to Improve Labour Migration Management in the MENA Region" (2017-2019) funded by the IOM Development Fund which aims to support the strengthening of labour migration mechanisms in Egypt, Morocco, and Yemen;
- In Egypt, this program will complement the outcomes of Migration Dialogue with Germany based on "the Agreed Elements of Bilateral German-Egyptian Cooperation on Migration" signed in Berlin on 27 August 2017. The activities related to data collection and analysis will synergise with the IOM project "Preventing and Responding to Irregular Migration in Egypt" (2016-2019) financed by the UK government which foresees further support to Migration Data Analysis Unit established under CAPMAS;
- In Morocco, "*Initiative pour le Recrutement Ethique au Maroc*" (2017-2019) which promotes ethical recruitment practices for migrant workers entering Morocco and will build on achievements of the Belgian funded project for engaging the private sector in migrant recruitment;

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<sup>19</sup> It is worth mentioning that at the time this Action Document is adopted, the programme has not been contracted yet.

- “Mainstreaming Migration in National Development Strategies” (MM) financed by Switzerland and implemented in both Morocco and Tunisia which aims to ensure policy coherence among national planning at the national and local level in sectors related to migration, including health and employment, among others;
- “*Accompagner les Conseils régionaux dans l’intégration de la migration au sein de leur planification locale*” in Morocco implemented by IOM which aims at supporting regional councils and their partners in order to ensure migration and development policy coherence at the local level.

BMZ is cooperating with Morocco, Tunisia and Egypt in the framework of development cooperation in the areas of migration and employment. Consequently, there are a significant number of programmes implemented by GIZ on behalf of BMZ relevant for the Action. These programmes will provide important synergy and cooperation potentials for the better achievement of the objectives of the Action:

- Working with Tunisia, Morocco and Egypt is the “Programme Migration for Development”. The programmes’ activities comprise the establishment and running of Centres on Jobs, Migration and Reintegration in all three partner countries in North Africa, which offer advice on legal migration to Germany and reintegration advisory services for returnees. Furthermore, measures on diaspora cooperation, entrepreneurial capacity building (coaching) for returning entrepreneurs and job placement of (highly skilled) returning experts is being implemented in Germany and all three partner countries;
- The Egyptian-German development cooperation focuses specifically on employment promotion. Accordingly, there are a number of employment programmes relevant for the Action, notably: “Employment Promotion Programme”; “Labour Market Access Programme”; “Enhancement of the Egyptian Dual System”;
- Moroccan-German development cooperation in the area of migration comprises: “*Renforcement des collectivités territoriales marocaines dans l’amélioration des structures d’accueil des migrants*” (RECOSA, 2016-2019), commissioned by BMZ, aiming to improve the framework conditions for the implementation of the National Migration Policy of Morocco;
- “*Renforcement des collectivités territoriales dans le domaine migratoire*” (RECOMIG, BMZ-GIZ, 2015 – 2017) aiming at the creation at local level of a context allowing, social, cultural and economic integration of migrants for a good social cohesion. Furthermore, development cooperation with Morocco is promoting employment through a number of programmes, notably: “*Promotion de l’emploi à travers les énergies renouvelables et l’efficacité énergétique dans la région MENA (RE-ACTIVATE)*” (2016-2019), financed by BMZ and targeting mainly Morocco, Tunisia and Egypt. It aims to reduce the impact on the environment and improve security of supply through sustainable energy, while creating new jobs. “Strengthening the access to international labour markets for young Moroccans – cooperation with ANAPEC”, and “Support to TVET reform” (in preparation);

- Tunisian-German development cooperation in the area of governance works on both national and subnational level in the areas of democracy, anti-corruption and support to women rights.

GIZ International Services is furthermore implementing labour mobility schemes in the region for the private sector and different donors. These experiences and networks, e.g. through the project "Facilitation of legal migration for young Moroccans (hotel and catering industry)", will be highly valuable for the Action, specifically with regard to increasing mutually beneficial legal migration and mobility.

In Morocco, ENABEL develops activities in the domain of economic integration of migrants through employability improvement. Furthermore, through the Belgian Development Agency – ENABEL, Belgium supports the implementation of SNIA and National Strategy for Residents Abroad and finance programme supporting youth and women entrepreneurship development.

The “AMUDDU- *Appui à la mise en œuvre de la Stratégie Nationale d’Immigration et d’Asile*” programme, is a five-years (2017-2022), Belgian bilateral programme aimed at supporting Moroccan capacities to manage migration and the State capacity to implement migration policies.

The “PALIM- *Pilot Project Addressing Labour Shortages through Innovative labour migration Models*” funded through the Mobility Partnership Facility is implemented by ENABEL until the end of 2020. It aims to enhance the capacities of unemployed Moroccan graduates (via tailored trainings in Morocco), to increase their employability (vis-à-vis Belgian and Moroccan labour markets) and to strengthen the capacities of public employment agency in Morocco. ENABEL will notably build the proposed Action on the results achieved by the PALIM project.

The “MBI- *Maghrib Belgium Impulse*”, aiming at the mobilisation of the Moroccan diaspora for the identification of productive investments and SME creation in Morocco (2018-2021) is implemented by ENABEL as part of Belgian bilateral programme.

## **2.5 Donor Coordination**

In view of the number of stakeholders participating to the programme, a Steering Committee (SC) will be established.

It will be chaired by a representative of DG NEAR and include Implementing Partners. BMZ and Belgian Ministry of Foreign Affairs will also be invited to attend the meetings of the SC. Depending on the subjects to be discussed the participation might be open to other relevant stakeholders.

The Steering Committee will review the programme work plan and relevant measures, give strategic guidance to the partners and take stock of their actions. The Steering Committee will meet two times a year.

A Technical unit composed of the programme managers of involved parties will ensure follow up of the implementation. At country level, national coordination mechanisms/working groups in each of the targeted countries will also be formed between Institutions and key stakeholders of the programme including the EU Delegations. These mechanisms shall not

duplicate existing working groups, fora or platforms, but rather build on and complement existing national coordination tools. The mechanisms at national level will ensure coordination with other pilot initiatives on legal migration funded by the EU under other instruments (e.g. Mobility Partnership Facility funded by DG HOME).

Implementing partners have established presence in most of the Countries of the region; such coverage allows physical presence at donor coordination meetings.

### **3. DETAILED DESCRIPTION**

#### **3.1. Objectives/Expected Results**

The Overall Objective of the Action is to *foster mutually beneficial legal migration and mobility*, in line with the EU TF North of Africa Window Priority Action 2.

The **Specific Objectives** of the Action are the following:

**SO 1:** Policy, legislative, institutional and regulatory frameworks in the field of legal migration & mobility are progressively established across the North of Africa countries;

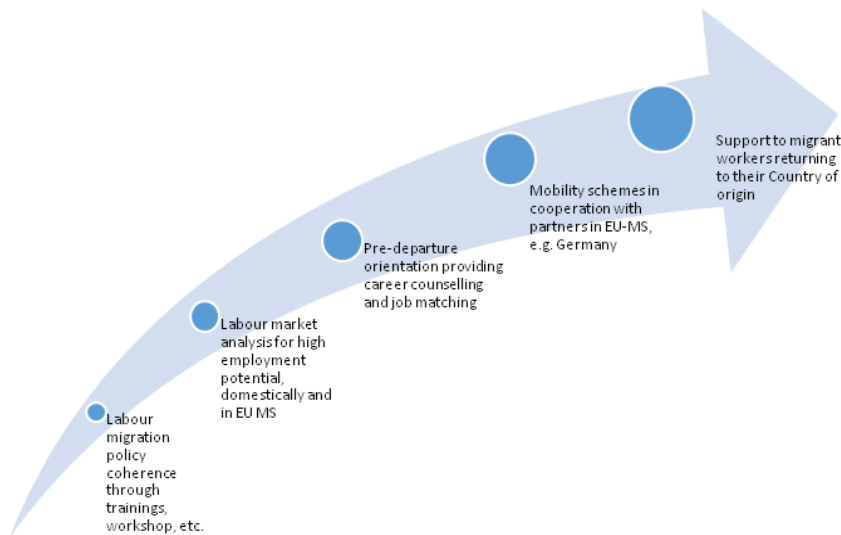
**SO 2:** Mechanisms for assessment, certification, validation and recognition of migrants' skills and qualifications are improved;

**SO 3:** Migration related knowledge and data management in the field of legal migration and mobility is improved;

**SO 4:** Mobility-schemes with selected North African countries – Egypt, Morocco and Tunisia - are established and/or improved;

**SO 5:** Cooperation between relevant stakeholders in the field of legal migration and mobility, in particular job placement, is improved.

The Action will cover the entire spectrum of activities needed to implement mobility schemes. Activities will include, for example, capacity building support to strengthen partner countries' labour migration governance and prepare for mobility schemes, pre-departure and integration programmes for migrant workers and reintegration programmes once workers return to their countries of origin. Through the preparation, set-up and/or improvement of mobility schemes the Action aims at placing migrant workers from the beneficiary countries (i.e. Tunisia, Morocco and Egypt) in the EU labour market. The below flow chart indicates planned phases to support development and implementation of labour mobility schemes:



### 3.2. Activities

The paragraph sets forth the anticipated activities needed to achieve each of the outcomes of the programme.

*Immediate Outcome 1.1* Government authorities in North Africa acquire or improve the knowledge and skills needed to mainstream labour migration into employment and education/training policies and programmes and increase coherence among relevant policies.

*Indicative activities:*

- Country level case studies of current employment, education/training and migration policies in countries of North Africa utilizing relevant ILO guidance tools on employment, education/training, labour migration and social protection policies to identify strengths, gaps and inconsistencies in the national policy landscape;
- Analysis of the labour market in North African countries aiming to map skills available and potential needs to be addressed;
- Broad consultations with all relevant stakeholders to review, assess and prioritise how to increase coherence and alignment among policies affecting labour migration;
- Targeted technical assistance (for example, legislative or policy drafting workshops guided by ILO guidance tools<sup>20</sup>) to enhance coherence and alignment between employment, education/training, social protection and migration policies;
- Support to relevant government partners to integrate labour migration issues into existing and draft national employment action plans/employment policies/national development plans as relevant for the target country;
- Development of additional practical tools to implement coherent rights-based and gender sensitive labour migration policies and their corresponding action plans;
- Development of communication products on migrant workers' rights;

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<sup>20</sup>ILO has, for example, three guidance tools focused on policy coherence, development of labour migration policies and social protection that could be used to help increase coherence across a country's relevant policies.

- Development and implementation of workshops and peer-to-peer events to foster exchange of good practices on workers' social protection.

*Immediate Outcome 1.2* Increased key stakeholder understanding of issues related to the fair and ethical recruitment.

*Indicative activities:*

- Awareness raising on ILO General Principles and Operational Guidelines for Fair Recruitment and the International Recruitment Integrity System (IRIS) standards among relevant government institutions, workers and employers' organisations and the private sector;
- Organisation of roundtables with business sector to promote fair recruitment and solicit feedback on the impact of proposed legislation on current practices;
- Sensitization campaign on fair recruitment processes targeting institutions and national stakeholders.

*Immediate Outcome 1.3* Increased capacity of relevant institutions to enhance national legislation and/or regulations as well as bilateral or regional agreements related to fair and ethical recruitment

*Indicative activities:*

- Review of national legislation and/or regulations to identify gaps that permit unethical practices increasing migrants' exploitation risks;
- Targeted technical assistance to relevant national stakeholders in piloting ILO Fair recruitment guidelines and IRIS certification system;
- Targeted technical assistance to support negotiation and development of Bilateral Labour Agreements and social protection mechanisms between the North African countries and identified countries of origin/destination to ensure the protection of migrant workers in recruitment processes, where applicable and supported by both sides;
- Technical assistance to draft model contracts based on ILO standards and model BLA agreement;
- Set up and support for the operationalization and implementation of fair, ethical recruitment programmes and model contracts, including the use of innovative tools for monitoring recruitment practices and complaint mechanisms.

*Immediate Outcome 1.4* Strengthened official systems for matching jobseekers with opportunities on the domestic labour market and abroad and preparing them before departure

*Indicative activities:*

- In-depth mapping of current institutional frameworks and practices that provide potential migrant workers with career counselling, job matching, and pre-departure orientation (PDO), building on existing institutional assessments where available;

- Development of a regional PDO guide, outlining the minimum standards and good practices that PDO should include, providing examples of appropriate pedagogical methods and the partner institutions (as identified through the mapping);
- Capacity building for relevant institutions aimed at developing tailored, country-specific PDO manuals using the standards outlined in the regional PDO guide and organized by sectors and foreign market(s) relevant to the country (using the analysis conducted under immediate outcome 3.2);
- Joint staff trainings on counselling, referral and PDO for workers willing to migrate (based on good practices and recommendations resulting from mapping);
- Pre-departure joint trainings for selected labour attachés<sup>21</sup> on identifying labour opportunities in the countries to which they are deployed and on bilateral labour migration agreements negotiation<sup>22</sup>;
- Capacity building for institutional service providers on how to provide high quality, appropriate guidance, counselling, and job matching for workers willing to migrate and migrant workers using upgraded procedures, manuals, technical equipment, and infrastructure (as identified through mapping and produced through above activities)
- Support for implementation and operationalization of the upgraded procedures, manuals, technical equipment, and infrastructure, as well as monitoring their use and support;
- Tracking of beneficiaries receiving enhanced guidance, counselling, referral, job matching and PDO and their results on the local and foreign labour markets, including direct feedback to further improve the services and results;

*Immediate Outcome 2.1* National authorities of North Africa, dealing with education and training, plan and implement skills development, assessment, and certification policies and programmes to prepare job seekers for labour mobility generally.

*Indicative activities:*

- Support the relevant national institutions to upgrade curricula and facilities to improve skills development as well as establish or enhance skills qualification frameworks for assessment and certification of skills to meet occupational standards of main destination countries' (within sectors identified by the analysis conducted under immediate outcome 3.2);
- Organisation of a tripartite meeting/workshop to discuss how to develop policies that recognize vocational training diplomas from the beneficiary countries as appropriate qualifications for jobs in main destination countries;

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<sup>21</sup> Labour attachés from the Ministry of Labour or Ministry of Foreign Affairs deployed in countries diplomatic or consular missions.

<sup>22</sup> For the identification of labour opportunities in the beneficiary countries, Implementing Partners will take stock of the lessons learned by the project Migration in Countries in Crisis (MICIC) in particular on alternative modalities to assess market opportunities.



- Development of new policies, procedures and implementation/operationalization plans for recognizing migrant workers' vocational training diplomas as suitable qualification for job placement.

*Immediate Outcome 3.1* Relevant institutions in North Africa have acquired the capacity to produce, collect and analyse labour migration statistics using ILO standard data collection and analysis tools.

*Indicative activities:*

- Capacity building of relevant government institutions to produce, collect and analyse labour migration statistics using ILO standard data collection and analysis tools;
- Targeted technical assistance to national stakeholders to facilitate collection and analysis of labour migration data;
- Training of data users to the understanding and use of labour migration data for policy making, monitoring and evaluation;
- Production of a North Africa report on labour migration statistics that will feed into the African Union 2<sup>nd</sup> Continental report on labour migration statistics.

*Immediate Outcome 3.2* Relevant institutions in North Africa have acquired knowledge, skills and techniques to use demographic and labour market data to identify and respond to gaps in the national labour market as well as in potential partner countries whose labour market needs align with their own

*Indicative activities:*

- Assess the current capacities among staff of relevant institutions for analysis of foreign and domestic labour market and trends and how these shape potential migration trends, building on and complementing existing assessments where available;
- Build the capacity of relevant institutions through targeted training, mentoring and technical assistance to develop labour gaps assessment for their national labour market and those of key countries of destination;
- Support trained officials to identify key sectors of mutual interest and with high employment potential domestically and within at least one target foreign market;
- Tracking of gaps identified and use of this information to improve existing or inform development of new trainings, programmes and policies as well as changes/growth in the sectors of labour markets previously identified as a gap.

*Immediate Outcome 4.1* Institutions in selected North African Countries (Egypt, Morocco and Tunisia) and destination countries have the specific knowledge and techniques in the areas of labour market, vocational training and legal migration management to meet identified demands of EU labour market required to implement mobility schemes.

*Indicative activities:*

- Analysis of matching skills and labour markets of EU Member States (starting with Germany and expanding to other EU Countries) and countries in selected North African

Countries – Egypt, Morocco and Tunisia – in order to identify legal pathways for migration;

- Capacity development of and cooperation with institutions in selected North African countries – Egypt, Morocco and Tunisia – and EU Member States (in particular Germany) to build and link the necessary competencies for implementation of the specific mobility schemes, vocational training and legal migration management in order to prepare for mobility phase (e.g. within the framework of the Centres for Jobs, Migration and Reintegration, where possible);
- Tailoring of capacity building activities to specific mobility schemes and vocational and language training planned, aligned with gaps identified with relevant stakeholders.

Based on pilot experiences of GIZ and ENABEL potential sectors of mutual interest for the implementation of mobility schemes might be tourism, health (for countries not on WHO list), engineering, ICT etc. These are indicative sectors and will be further determined jointly between the implementing partners in the Action and with beneficiary countries during the inception phase.

*Immediate Outcome 4.2* Triple-win concept for implementation of labour mobility schemes (along the entire migration cycle) between selected North African countries – Egypt, Morocco and Tunisia – and EU Member States developed jointly with relevant stakeholders

*Indicative activities:*

- Definition of the framework for mobility scheme in cooperation with partners in Germany (Public employment agency, Federal States for recognition process, relevant institutions), Belgium (public employment agencies, private structures representing employers, national or regional relevant institutions) and in the three selected North African countries (responsible ministries, employment agencies and the Centres for Jobs, Migration and Reintegration, relevant institutions);
- Implementation of pre-mobility activities (selection of candidates, vocational training, language courses etc.) for potential migrants from selected North African countries;
- Implementation of mobility phase activities for integration in European Member States (Germany), such as support for recognition of skills where necessary, support of training (“duale *Ausbildung*”) measures, integration support at the work place and in everyday life, support with housing and banking issues, intercultural training for employers etc.;
- Supporting measures for migrant workers returning to their country of origin through e.g. the existing Centres for Jobs, Migration and Reintegration, where possible.

With regard to mobility schemes to Europe, a cost-sharing model will be developed and piloted based on previous experience, both with the Triple Win Programme of GIZ and the Global Skills Partnership approach used by ENABEL<sup>23</sup>. The cost-sharing model aims to involve the private sector in the mobility process through their contribution to measures

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<sup>23</sup> The Global Skills Partnership is an ILO-IOM-UNESCO-IOE and ITUC initiative developed under the framework of the Global Compact on Migration. [https://www.ilo.org/skills/pubs/WCMS\\_653993/lang--en/index.htm](https://www.ilo.org/skills/pubs/WCMS_653993/lang--en/index.htm)

needed to help integrate migrants in Europe. The cost-sharing model will be initially developed for Germany and Belgium. It will be also developed for other EU MS that might join the programme at a later stage.

*Immediate Outcome 5.1* National institutions in North African countries are capacitated to promote south-south cooperation in labour mobility to the benefit of destination and countries of origin as well as migrants.

*Indicative activities:*

- Organization of a regional conference to present results of labour market analysis and legislative review undertaken under immediate outcome 3.2 and 1.3 respectively, as well as to discuss potential opportunities for intraregional mobility and make recommendations to minimise barriers thereto;
- Facilitation of a joint mission to one Gulf country to discuss and exchange emerging practices on social protection, fair recruitment and Bilateral Labour Agreements;
- Conduct of a tripartite inter-regional consultation on safe, regular and orderly migration between North African countries and other countries of origin from Africa and Asia and counterparts in the EU and the Arab States;
- Organisation of a tripartite inter-regional capacity building workshop on Bilateral Labour Agreements (BLAs) facilitating exchange of practices between North African countries and other countries of origin from Africa and Asia;
- Support for and facilitation of consultations to develop specific, pilot south-south labour mobility programmes that incorporate good practices, model contracts, counselling, job referral and matching, PDO, destination country integration and return and reintegration programmes (as developed under other activities).

*Immediate Outcome 5.2* Regional cooperation on labour migration among North African countries is enhanced, following the objectives and operational plan of the *Hammamet Programme of Action*, including its potential extension to other North African countries (Algeria, Libya).

*Indicative activities:*

- Support to all North African countries to participate in the *Hammamet Programme for Action* and the organisation of the periodical meeting of its Steering Committee;
- Capacity-building for members of the Hammamet Programme Steering Committee to allow effective implementation of its Programme for Action;
- Support to Trade Union Network on Mediterranean Sub-Saharan Migration (RSMMS).

*Immediate Outcome 5.3* Increased capacity of North African countries' governments, employment institutions, vocational training institutions and private sector to effectively network and support development and implementation of targeted mobility schemes with EU MS.

*Indicative activities:*

- Organization of regular technical exchange events (joint workshops, conferences, study tours based on learning experience from mobility schemes, e.g. within the framework of the Centres for Jobs, Migration and Reintegration, where possible) regarding selected issues of labour mobility;
- Setting up, building, facilitating and moderating a permanent working group of stakeholders to monitor labour mobility scheme implementation and results;
- Communications plan to disseminate results of labour mobility schemes and build or enhance additional schemes able to meet North African and EU MS stakeholder labour supply/demand needs.

### 3.3. Risks and assumptions

Risk	Risk Level	Mitigation strategies
Government actors understand the Action as a means of political conditionality from European partners in order to reinforce readmission and thus stop / refuse cooperation	Medium	Accompanying political dialogue by the European Union and Germany and Belgium, reinforcing the development-orientation of the Action's objectives.
The knowledge imparted by the implementing partners is not effectively used to better govern labour migration and protect migrant workers	Medium	Strengthen engagement with government and other relevant authorities through the Project Steering Committee
Insufficient commitment and coordination of government actors	Medium	Project proposal in line with government development plans and recent policies.  During appraisal phase, partner priorities will be key for developing the final project documents (logframe, description of the action).  Emphasis on training and knowledge sharing to build government engagement.
The various ministries and national authorities involved are unable to reach consensus on which sectors to target for skills development and migration facilitation activities	Medium	Strengthen engagement with government and other relevant authorities through the Project Steering Committee.  Identify, through empirical analysis, as many potential sectors as possible in order to increase to opportunity for agreement between stakeholders.
Political sentiment and economic malaise don't permit high level discussion regarding intraregional mobility	Medium	Those countries already participating in intraregional mobility will be invited to highlight their work and the benefits therein in order to incentivise others to engage in such discussions.
Unforeseen political unrest hampers the implementation of programmatic activities.	Medium	Adaptation of project activity schedule focusing first on stable countries.
Lack of consensus among social partners on priority skills and training needs	Low	Creation of formal mechanisms for social partner involvement throughout intervention design and implementation.
Staff who are trained by the implementing partners leave their functions during the duration of the project and high turnover of Ministries or high-level partners	Medium	The project steering committee convenes meetings with high-level officials to obtain the continued support for the project.

Risk	Risk Level	Mitigation strategies
Identification of sectors and development of mobility schemes with several EU MS overburdens institutional capacity in partner countries.	Medium	Establish clear coordination and communication mechanisms among implementing partners and partner institutions in countries.
Higher demand on coordination among an increasing number of implementing partners slows down implementation of the action	Medium	Higher demand and increased costs on the coordination among implementing partners taken into account in the implementation concepts.
Recruitment of potential labour migrants in similar or identical sectors by several EU MS impacts negatively on labour markets in partner countries, especially in Tunisia and Morocco.	Medium	Create coordination mechanism among participating EU MS in particular on the identification of potential sectors.
Weak institutional capacity of support services	Medium	Technical assistance and capacity building to financial service providers.  Training of trainers, development of standardized training curricula.
The political climate in EU member states in general hampers efforts to create regular migration pathways from North African countries and in particular does not allow for additional member states to join the Action and add labour mobility schemes (in addition to Germany and Belgium)	High	Political dialogue by the EU Commission with EU member states.
Difficulties in matching labour market supply (in partner countries) with labour market demand (in Germany, Belgium and potentially other EU member states) and hence, slow recruitment from employers' side.	High	Additional qualification measures for the candidates in order to make their profiles fit the German /Belgium/ European labour market demand, which as a consequence means a longer programme cycle lower numbers of candidates being recruited.
Lack of capacities (staff, space) of language course providers for mobility scheme to Germany/Belgium	High	Identification of additional language course providers during the appraisal and inception phase; direct support / strengthening of capacities of language course providers.

### 3.4. Cross-cutting issues

This Action supports the design and mainstreaming of a conflict-sensitive approach, including Do No Harm principles and non-discriminatory approach.

The Action will furthermore use a rights-based approach and promote the entitlement to non-discriminatory access to services, the rights of women, children and persons with disabilities in line with the corresponding United Nations Conventions. Moreover, the action will provide equal access to labour mobility for men and women and will, where necessary, specifically promote women's participation. Gender considerations are integrated in planning, implementation and monitoring and evaluation of all activities; i.e. that all result indicators and technical reports will be gender-disaggregated.

### **3.5. Stakeholders**

The Action will be implemented in partnership with the key governmental ministries and agencies as well as TVET institutions and the private sector with a mandate related to labour migration and preparing young nationals for work abroad. These include the following:

In Egypt: Ministry of Foreign Affairs is the governmental focal point for the implementation of this project, in close coordination with the main beneficiary, including Ministry of Manpower, Ministry of Education, Ministry of Trade and Industry, Ministry of Manpower, the Ministry of State for Emigration and Egyptian Expatriates' Affairs and CAPMAS, Ministry of Education and Ministry of Trade and Industry. Once the BMZ-financed Centre on Jobs, Migration and Reintegration is opened, it will be part of the national institutional context as well.

In Morocco: Ministry of Labour and Vocational Training, ANAPEC as well as the Centre on Jobs, Migration and Reintegration, and the Delegated Ministry of Moroccans Residing Abroad and Migration Affairs.

In Tunisia: Tunisian Secretariat of State for Immigration and Social Integration within the Ministry of Social Affairs, National Agency for Employment and Independent Work under the Ministry of Vocational Training and Employment and the National Observatory for Migration as well as the Centre on Jobs, Migration and Reintegration.

Cooperation with relevant institutions in Algeria and Libya will also be sought by the Implementing Partners.

The consultation process established during the preparation of the Action with national institutions will continue in a structured fashion during the implementation of the action.

The project will also target workers' and employers' organizations in North African countries which are key actors of the labour market and can contribute significantly to the sustainability of labour migration policies, including those on fair recruitment, the protection of migrant workers' rights, skills development and recognition of qualifications.

By improving the labour governance schemes in North Africa as well as fostering opportunities for workers willing to seek for job opportunities abroad, the Action will benefit citizens in working age from North Africa, workers in North Africa willing to seek opportunities abroad as well as migrants working in North Africa.

## **4. IMPLEMENTATION ISSUES**

### **4.1. Financing agreement**

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

## **4.2. Indicative operational implementation period**

The indicative operational implementation period of this Action, during which the activities described in section 3.2 will be carried out and the corresponding contracts and agreements implemented, is 36 months, from the date of signature of the contracts.

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

## **4.3. Implementation components and modules**

### **4.3.1 *Indirect management with ILO and IOM***

A part of this action may be implemented in indirect management with the International Labour Organization (ILO) and the International Organisation for Migration (IOM) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 and applicable by virtue of Article 17 of Regulation (EU) No 323/2015. This implementation entails the activities described under point 3.2

In particular, ILO/IOM will carry out activities related to Specific Objectives 1, 2, 3 and (partly) 5 due to their mandate and competence in the area of labour migration governance.

The choice of the implementing partners is justified by their longstanding experience on migration and in particular legal and labour migration.

ILO is the U.N. agency established in 1919 with the mandate to set labour standards, develop policies and devise programmes promoting decent work for all women and men.

It works through a tripartite approach bringing together governments, employers and workers of 187 Member States. It has a portfolio of around 700 active programmes and projects in more than 100 countries – with the support of 120 development partners. It supports the technical, organizational and institutional capacities of ILO constituents to enable them to put in place meaningful and coherent social policy and ensure sustainable development.

One of the key pillars of IOM is to support governments facilitate safe and orderly migration. In collaboration with the OSCE, IOM has developed a Trainer's Manual for Training Modules on Labour Migration Management used for training government officials around the world since 2010. In addition, IOM has been leading efforts to establish International Recruitment Integrity System as a voluntary multi-stakeholder certification system for labour recruiters developed to support ethical recruitment of migrant workers, which has brought together employers, recruiters, and workers groups to define a global standard for ethical recruitment. In North of Africa, IOM has missions in the four beneficiary countries and extensive experience cooperating with the respective governments, all of which are IOM members.

### **4.3.2 *Indirect management with Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)***

A part of this action may be implemented in indirect management with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) in accordance with Article 62 of Regulation (EU, Euratom) No 1046/2018 of the European Parliament and of the Council of 18

July 2018 on the financial rules applicable to the general budget of the Union (OJ L 193, 30.7.2018, p.1),

GIZ will carry out activities for the achievement of the Specific Objective 4 (and partly 5).

The choice of the implementing partner is justified by its longstanding experience on migration and in particular in the set-up of mobility schemes with third countries.

GIZ has longstanding bilateral relations with the North African countries as well as cooperation in place with Egypt, Morocco and Tunisia aiming to establish labour-mobility schemes with Europe and specifically Germany. GIZ has vast experience following a holistic approach in the context of migration and development, which always aims at benefitting countries of origin, countries of destination and migrants and their families alike. Moreover, such holistic approach addresses the entire migration cycle, providing assistance from pre-departure preparation, accompaniment of integration, support of diaspora engagement in the country of origin, to reintegration support to migrants upon their return. Such assistance builds on national strategies (e.g. SNIA in Morocco) and equally benefits the individuals as well as strengthens the national and local institutions and other stakeholders.

During implementation, a comprehensive approach is adopted, building on complementarity and expected synergies among the implementing partners as well as complementary actions in the same field.

#### **4.3.2. *Indirect management with ENABEL, the Belgian development agency***

A part of this action may be implemented in indirect management with ENABEL, the Belgian development agency, in accordance with Article 62 of Regulation (EU, Euratom) No 1046/2018 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union (OJ L 193, 30.7.2018, p.1).

ENABEL is the Belgian development agency. Its mission is to implement and coordinate the Belgian international development policy. As a public agency, ENABEL manages development projects for the account of the Belgian Government and other donors. This way, ENABEL actively contributes to the global efforts for sustainable development.

ENABEL will carry out activities for the achievement of the Specific Objective 4 (and partly 5), in Belgium, Morocco and Tunisia.

The choice of the implementing partner is justified by its experience on migration and in particular in the set-up of mobility schemes with third countries.

ENABEL has longstanding bilateral relations with Morocco and Tunisia. For the implementation of this programme, ENABEL will tap on the experience gained through the mobility scheme between Morocco and Belgium funded by the EC under AMIF. In its cooperation programmes, ENABEL adopts a holistic approach to migration, which aims at benefitting countries of origin, destination and migrants and their families alike. Such holistic approach addresses the entire migration cycle, providing assistance from pre-departure preparation, accompaniment of integration, support of diaspora engagement in the country of origin, to reintegration support to migrants upon their return. Such assistance builds on national strategies (e.g. SNIA in Morocco) and equally benefits the individuals as well as strengthens the national and local institutions and other stakeholders.



ENABEL will build on complementarity and synergies among the implementing partners as well as complementary actions in the same field.

The participation of other EU MS agencies to the implementation and delivery of mobility schemes is encouraged, GIZ and ENABEL will coordinate their activities with other EU MS once they formally join the programme.

#### **4.4. Indicative budget**

<b>Action</b>	<b>Amount in EUR</b>
<b>1. Indirect management with ILO/IOM</b>	7 000 000
<b>2.1 Indirect management with GiZ</b>	8 000 000
<b>2.2 Co-funding from BMZ</b>	5 000 000
<b>3. Indirect Management with ENABEL</b>	5 000 000
<b>TOTAL</b>	<b>25 000 000</b>

#### **4.5. Monitoring and reporting**

The partners implementing this Action will comply with the ad hoc Monitoring and Evaluation Framework developed for the Trust Fund's North of Africa Window. The logical framework annexed to the contract will incorporate the indicators formulated in this ad hoc Monitoring and Evaluation Framework. On the same note, the implementing partner shall comply with the reporting requirements and tools being developed by the EU Trust Fund as well as establish a permanent internal, technical and financial monitoring system for the Action and elaborate regular progress reports on a quarterly basis and final reports.

At inception stage, the indicative log-frame agreed in the contract and/or agreement signed with the implementing partner should be completed with baselines and targets for each indicator. Progress reports submitted by the implementing partner should provide the most up-to-date version of the log-frame mutually agreed by the parties with current values for each indicator.

This will allow for a consistent and consolidated reporting and monitoring system in the framework of the EU Trust Fund. In addition to monitoring mechanisms at the level of project, the Result Oriented Monitoring of the Commission will be used as in-house tool contributing to a regular assessment of progress. If necessary, ad hoc monitoring could be contracted by the Commission for this Action.

#### **4.6. Evaluation and audit**

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. The amount dedicated in the budget for external *Evaluation and Audit* purposes is EUR. Evaluation and audit assignments will be implemented through service contracts; making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

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

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