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ANNEX 3

of the Commission Implementing Decision on the Annual Action Programme 2014 -
Part 1 in favour of the ENI South countries

Action Document for Euromed Migration IV

1. IDENTIFICATION

Title/Number	Euromed Migration IV – Euro-Mediterranean dialogue and co-operation on migration, mobility and international protection CRIS number: ENI/2014/037-383 Budget line: 21.03.01.01		
Total cost	Total estimated cost: EUR 7 070 000 Total amount of EU budget contribution: EUR 7 000 000		
Aid method / Management mode and type of financing	Project Approach Indirect management with the International Centre for Migration Policy Development (ICMPD)		
DAC-code	15110	Sector	Public sector policy and administrative management

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

The EU's dialogue and co-operation with non-EU countries in the area of migration and international protection is shaped by the EU Global Approach to Migration and Mobility (GAMM)¹. The Agenda for change² explicitly refers to support efforts to fully exploit the interrelationship between migration, mobility and employment. In addition to that, one of the objectives of the European Neighborhood Policy and of the European Neighborhood Instrument (ENI)³ refers particularly to the creation of conditions for the better organisation of legal migration and the fostering of well-managed mobility of people.

In line with the spirit of the new funding instrument, and following the recommendation of the Task Force Mediterranean (TFM)⁴ calling for the Euromed Migration "to become a more effective platform of dialogue and co-operation", the

¹ The GAMM, initially launched in 2005, was renewed in 2011: "The Global Approach to Migration and Mobility", COM(2011) 743 final, Brussels, 18.11.2011, available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0743:FIN:EN:PDF>

² "Increasing the impact of EU Development Policy: an Agenda for Change", COM(2011) 637 final, Brussels, 13.10.2011, available at http://ec.europa.eu/europeaid/news/agenda_for_change_en.htm

³ Regulation (EU) No 232/2014 of the European Parliament and of the Council establishing a European Neighbourhood Instrument, 11.03.2014, available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2014:077:0027:0043:EN:PDF>

⁴ "Communication on the work of the Task Force Mediterranean", COM(2013) 869 final, Brussels, 4.12.2013, available at: http://ec.europa.eu/dgs/home-affairs/what-is-new/news/news/docs/20131204_communication_on_the_work_of_the_task_force_mediterranean_en.pdf

present proposal incorporates significant changes resulting from previous reviews, evaluations and practical lessons learnt.

The main innovative aspects concern both the content and the methodology of the proposed action. For the first time, a regional programme in migration-related matters will include international protection among its fields of dialogue and co-operation, as clearly indicated in the GAMM. The specific objective of this action is to support EU Member States and ENI Southern Partner Countries (ENI SPC) in enhancing a comprehensive, constructive and operational dialogue and co-operation framework, with particular focus on reinforcing instruments and capacities to develop and implement evidence-based and coherent migration and international protection policies.

In order to achieve the specific objective, the present proposal will be articulated in two core pillars, which are in turn divided into several expected results, as follows:

1) Facilitation of an effective North-South and South-South regional dialogue and co-operation in the four main fields of migration and international protection-related matters (legal migration, irregular migration, migration and development and international protection).

2) Capacity-building through a new approach in order to ensure greater efficiency and a broad and lasting impact. This will include the possibility to conduct sub-regional activities, implement tailor-made national training programmes and build-up a targeted technical assistance package for small-scale concrete actions for committed partners.

Broader consultations with ENI SPC, EU Member States, other donors and relevant stakeholders will be conducted during the inception phase, building on the achievements and existing networks developed by the previous phases of Euromed Migration projects. EU Delegations (EUD) will be closely associated in the design, implementation and follow-up of the proposed regional action, which has the intrinsic purpose to complement and add value to bilateral programming.

2.2. Context

2.2.1. Regional context

2.2.1.1. Economic and social situation and poverty analysis

The recent deterioration of the macro-economic situation in the region was caused by the economic crisis, soaring food and energy products prices and political and social instability related to the Arab Springs. Mediterranean Partner Countries are characterized by (i) growth rates relatively lower compared to other developing and emerging regions, with a growth rate of Gross Domestic Product (GDP) per capita which has never exceeded 2.7% on ten-year average, (ii) very high unemployment rates and a low level of participation (about 48% for all countries in the region), particularly for women and (iii) a large informal sector, estimated in some countries at 40% of GDP.

In Mediterranean Partner Countries, living conditions have improved considerably over the last 30 years. Life expectancy, for the entire region, increased from 62.6 years in 1980 to 74.4 years in 2011. Similarly, the infant mortality rate has decreased significantly (from 65.6 (per 1000 births) in 1980 to 15.7 in 2011 for the whole region). In the field of education, the increasing enrollment rates in both the primary school (in average, almost all children in the region are now in school), high school education (where enrollment increased from 56.5% in the years 80-85 to 87.5% on average from 2000 to 2012) and post-graduate (from 16% to 40.5% on the same periods) and increased literacy rates, which rose from 56.3% in the mid 80s to 81% on average over the years 2000-2012, illustrate the efforts and progress made in this area. However, literacy rates of all Mediterranean Partner Countries are still lower in comparison to other regions.

Another important achievement of Mediterranean Partner Countries is related to the reduction of the level of poverty. Among the developing and emerging countries, Mediterranean Partner Countries have, on average, the lowest percentages of the population below the international poverty line. Only 1.8% of people live with less than USD 1.25 per day. Similarly, the Gini index, which gives a measure of the level of income inequality shows that Mediterranean societies are relatively more egalitarian than those other regions of the southern hemisphere. However, a significant proportion of the population (10%) is in a vulnerable situation (i.e. living with less than USD 2 per day).

2.2.1.2. Euro-Mediterranean co-operation background

In 1995, the Barcelona Declaration, which launched the Euro-Mediterranean Partnership, encompassed in its agenda democratic reforms and human rights, economic prosperity and stability. With the introduction of the European Neighborhood Policy (ENP)⁵ in 2004, the so-called Barcelona Process essentially became the multilateral initiative for dialogue and co-operation between the EU and Mediterranean Partner Countries. In 2008, the Barcelona Process was replaced by the Union for the Mediterranean. Complementary bilateral relations are managed mainly under the ENP and through association agreements signed with each partner country. In 2005, the Barcelona Summit incorporated migration as a fourth key pillar of the Partnership.

After the Arab uprisings, the EU High Representative and the Commission published two communications – ‘A partnership for democracy and shared prosperity with the southern Mediterranean’ and ‘A new response to a changing neighborhood’⁶ – that outlined how the ENP and other EU instruments could be used to advance democracy in Southern Mediterranean countries. They focus on three main elements: democratic transformation, a partnership with people and civil society, and sustainable and inclusive growth.

As of 2014 the European Neighborhood Instrument (ENI) replaces the European Neighborhood and Partnership Instrument (ENPI) and it constitutes the new financing instrument defining the relationship with the Southern Neighborhood. The main objective is to advance further towards an area of shared prosperity and good neighbourliness, by developing a special relationship founded on co-operation, peace and security, mutual accountability and shared commitment to universal values of democracy, rule of law and respect for human rights. One of the specific objectives of the ENI refers particularly to the creation of conditions for the better organisation of legal migration and the fostering of well-managed mobility of people and for the implementation of existing or future agreements concluded in line with the EU GAMM. Moreover, mobility and migration management is defined as one of the priorities of the ENI both at multilateral and bilateral level.

2.2.2. *Sector context: policies and challenges*

The EU’s dialogue and co-operation with non-EU countries in the area of migration and international protection is shaped by the GAMM, which is closely aligned with the EU foreign and development policies. The four pillars of the GAMM comprise: better organizing legal migration and fostering well-managed mobility; preventing and combating irregular migration and eradicating trafficking in human beings; maximizing the development impact of migration and mobility; and promoting

⁵ "European Neighborhood Policy", COM(2004) 373 final, Brussels, 12.5.2004, available at: http://ec.europa.eu/world/enp/pdf/strategy/strategy_paper_en.pdf

⁶ "A partnership for democracy and shared prosperity with the southern Mediterranean", COM(2011) 200 final, Brussels, 8.3.2011, available at: http://ec.europa.eu/commission_2010-2014/fule/docs/news/joint_communication-a_partnership_for_democracy_and_shared_prosperity_with_south_med_en.pdf ; and "A new response to a changing neighborhood", COM(2011) 303, Brussels, 25.5.2011, available at: http://ec.europa.eu/world/enp/pdf/com_11_303_en.pdf

international protection and enhancing the external dimension of asylum. These objectives are implemented by means of bilateral and regional dialogues and co-operation.

The political context in the Southern Mediterranean has drastically changed after the Arab upheavals, with important consequences for regional migration flows and co-operation on this issue. Those events altered migratory movements within the region and onwards the EU⁷. For example, migration is nowadays receiving constant attention in Tunisia, with the government showing strong political will to address migration-related matters in a coherent, participative and comprehensive manner. The signing of an EU-Tunisia Mobility Partnership (MP), which followed the signature of the EU-Morocco MP, re-energized the on-going dialogue with third countries on migration and mobility and emulated negotiations with other states in the region.

On a different note, in Libya, the situation of migrants and of people in need of international protection continues to give rise to concerns and criticism. At the present time, the Libyan legal and regulatory framework on migration appears weak, fragmented, and a long way to reaching international standards.

Tunisia and Libya are emblematic examples of how political changes that took place in the region have had direct consequences on migratory flows, both within the region and from the region to Europe. The majority of ENI SPC are a mix of countries of origin, transit, and destination. While traditionally perceived and dealt with as countries of origin and transit, increased South-South population movements have considerably influenced the way Partner Countries address migration, as illustrated by the new migration policy adopted by Morocco in October 2013.

The Euro-Mediterranean region is particularly complex in terms of migration⁸. About all types of population movements occur in the region and the EU has developed numerous highly relevant instruments to address this complexity and prevent the loss of human lives. In this regard, the combat of trafficking of human beings, which involves very often, but not always, irregular migration, remains at the core of the EU Strategy towards the Eradication of Trafficking in Human Beings (2012–2016)⁹. The strategy insists on the need to increase co-operation with third countries of origin, transit and destination on preventing and fighting that criminal phenomenon.

As a reaction to the human tragedy of Lampedusa in October 2013, the EU set up the Task Force Mediterranean (TFM) following the Justice and Home Affairs Council of 7-8 October 2013. With regard to regional programmes in the Neighborhood South, the TFM calls the new generation of Euromed Migration to become a more effective

⁷ On the other hand, it is important to mention that European countries are still coping with a major economic, social, financial and ultimately “EU identity” crisis. The latter is of significant impact on how we, as Europeans, address migration and international protection issues with our Southern neighbors.

⁸ According to the data contained in the *Annuaire IEMed de la Méditerranée* (IEMed, 2013), the total number of migrants coming from 9 Southern Mediterranean Countries (Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestine - this designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue -, Syria) in the EU27 was around 3 million in 2013. As for global data, according to the latest United Nations estimates, there are around 232 million international migrants worldwide. “South-South migration is as common as South-North migration, with the number of international migrants in both categories (voluntary or forced migration) estimated at 82 million in 2013” (World Youth Report 2013: Youth, Migration and Development, <http://www.unworldyouthreport.org>).

⁹ "The EU Strategy towards the Eradication of Trafficking in Human Beings (2012–2016)", COM(2012) 286 final, Brussels, 19.6.2012, available at: http://ec.europa.eu/home-affairs/doc_centre/crime/docs/trafficking_in_human_beings_eradication-2012_2016_en.pdf

platform for dialogue and co-operation¹⁰. Finally, migratory routes being interconnected and, to some extent, associated to security matters, the action will take due account of the inputs resulting from key political dialogues, mainly the 5+5¹¹, and EU initiatives, such as the 2012 Maghreb Communication¹² and the Strategy for Security and Development in the Sahel, initiated in 2011¹³. Among other objectives, the latter aims to promote the idea of a regular and inclusive exchange on security matters, including migratory routes, with a clear demand to associate Sahel countries to on-going processes.

With regards to refugees and asylum seekers in the region, their situation is extremely complex and with worrying consequences with regard to the respect of fundamental rights. For instance, according to UN High Commissioner for Refugees (UNHCR), the number of Syrians fleeing their home country and in need of international protection reached to date the number of about two and half million, with more than a million of them in Lebanon only.

Furthermore, protracted crisis occurring in the region, notably the Syrian conflict, and the growing instability of other countries, call for a continuous, concrete and constructive North-South and South-South dialogue. The latter, with the intrinsic purpose to complement and add value to EU-funded bilateral programmes, needs to adjust to the diverse level of engagement and policies' development of ENI SPCs, in line with the "more funds for more reform" approach.

The latter was reconfirmed by the ENI. The new funding mechanism, indeed, emphasizes the need for increased differentiation, more flexibility, stricter conditionality and incentives for best performers. As mentioned above, the signing of EU-Morocco and EU-Tunisia MPs, and the well advanced negotiations with Jordan, attest the variable speed of ENI SPC with regard to co-operation on migration and international protection and require from the EU to take into account the diverse sensitivities, expectations and constraints of our partners in these issues.

A final but crucial mention should be devoted to the link between migration and development. Migrants' contributions to development are enormous, transferring between countries of destination and countries of origin economic, financial, human and social capital¹⁴. Strengthening the ties between diaspora communities and countries of origin has become a priority on the migration agenda of ENI SPC. In this regard, an important role is played by local authorities in the framework of local development processes. Local governments are on the front line in confronting challenges and opportunities that migration brings about, for instance with regard to

¹⁰ Full recommendation: "the new generation of programmes for EUROMED Migration and EUROMED Police to be launched from 2014 should take due account of evaluations to become a more effective platform of dialogue and cooperation".

¹¹ The 5+5 dialogue is a trans-Mediterranean dialogue launched in 1990, gathering 10 countries (5 from the EUs and 5 from the Maghreb area), with a strong emphasis on migration issues.

¹² "Supporting closer cooperation and regional integration in the Maghreb: Algeria, Libya, Mauritania, Morocco and Tunisia", JOIN(2012) 36 final, Brussels, 17.12.2012, available at: http://www.commed-cglu.org/IMG/pdf/2012_CommunicationMaghreb_EN.pdf.

¹³ "Strategy for Security and Development in the Sahel", EEAS, 2011, available at: http://eeas.europa.eu/africa/docs/sahel_strategy_en.pdf.

¹⁴ Following the UN-led **High-level Dialogue on International Migration and Development (HLD)**, held on 3 and 4 October 2013, more than 100 Member States adopted a Declaration (A/68/L.5), in which "they agreed on some key principles and recommendations on international migration and development. In particular, the declaration recognises the important contributions migrants make to countries of origin, transit and destination. It acknowledges the need to integrate both development and human rights dimensions into the migration debate and calls for safe, orderly and regular migration. The Declaration also recognises migration as a key factor for sustainable development and calls for integrating migration into the post-2015 United Nations development agenda. In their presentations, many Member States covered national practices and recommended measures to address migration challenges and to leverage migration for development", World Youth Report 2013: Youth, Migration and Development, <http://www.unworldyouthreport.org>.

local labor market, public service provision, urbanization, cultures' encounters¹⁵. Their involvement in migration-related policy-thinking and decision-making processes, as well as decentralized co-operation, should be encouraged and reinforced.

Improving regional dialogue and cooperation should be the main objective of any EU action as there is an absence of regional effective mechanism for dialogue and cooperation on migration, an absence of South-South cooperation on migration related issues and the need to go beyond a purely bilateral approach.

2.3. LESSONS LEARNT

This section takes into account the completion and ex-post evaluation of Euromed Migration II finalized in July 2013 and the recommendations formulated by the above-mentioned main policy and strategy documents. As specified above, the ENI aims to be faster and more flexible than its predecessor. Importantly, the ENI will allow for greater differentiation so as to allocate larger proportion of funds where necessary and where highest impact can be expected. Finally, mutual accountability will be center to allocating assistance.

It is in line with this spirit, and following the recommendation of the TFM calling for the Euromed Migration “to become a more effective platform of dialogue and co-operation”, that the present proposal incorporates significant changes resulting from previous reviews, evaluations and practical lessons-learnt.

First of all, a stronger steering role of, as well as a more formal and sustainable relation with, both ENI SPC and EU Member States will be secured in various ways. The action will propose to strengthen the mandate and role of National Focal Points (NFP) so as to give them “a more prominent part in the dialogue with the project management on orientation and activities”¹⁶. As per recommendation of the latest Euromed Migration’s evaluation “an inter-ministerial conference would be highly desirable for this type of project” as it would allow for an “incorporation of the resolutions and recommendations (...) to be taken into consideration in the work programme”. The dialogue and co-operation pillar of the proposed action will be articulated around: a) high-level conferences to secure political steering and greater ownership; b) a series of policy-level peer-to-peers; and c) targeted technical regional and national workshops.

Furthermore, in line with recommendations¹⁷, and as a result of a consultation process with each ENI SPCs individually to be conducted during the inception phase, the proposed action incorporates a new approach in its capacity-building component. To ensure greater efficiency and a broad and lasting impact the proposed action will a) possibly conduct sub-regional/multi-country activities, b) implement tailor-made national and, whenever relevant, multi-country training programmes, and c) build-up a targeted technical assistance package and undertake small-scale concrete actions for committed partners. The capacity-building pillar will pay particular attention to

¹⁵ 'Mapping local authorities' practices in the area of migration and development', Joint Migration and Development Initiative, 2013, available at: http://www.migration4development.org/sites/m4d.emakina-eu.net/files/mapping_local_authorities_practices-jmdi_2013_-_online_version_2.pdf

¹⁶ Except the first one referring to TFM, all quotations included in paragraph 2.3 refer to the “Completion and ex-post evaluation of Euromed Migration II – Final report” (AETS, funded by EU).

¹⁷ Full recommendations: inclusion of a “limited number of sub-regional activities, on themes of joint operational interest and on issues high on the agendas of several (but not necessarily all) beneficiary countries” and “(...) future interventions would benefit from encompassing in depth reviews of the situations prevailing in relation to migration in each of the future beneficiary countries and from identifying, through these reviews, issues of the highest priority for each of them” so as to shape “the project in a participatory manner with beneficiary countries, EU Member States, thematic services of the EU and EU Delegations”.

“stimulating the relationship of national institutions with civil society” as well as the business sector and local authorities.

Secondly, for a more balance and effective thematic coverage of the various main components of migration, so as to reflect the structure of the GAMM, the action will include a fourth thematic component on international protection and asylum¹⁸.

Thirdly, the latest evaluation states that the “(...) transition between two projects should continue to be improved”. In this regard, and in line with the outcome-oriented approach agreed upon by the European Commission, EU Member States and ENI SPC during the course of the Euromed Migration III, notably with regard to the horizontal Migration Profile Process (MPP) component, the proposed action, while introducing significant changes so as to improve effectiveness, will ensure a certain level of continuity essential to achieving sustainable results¹⁹. In addition, the continuation of the process will ensure that the development of the Project Management Tool (PMT) can be progressively tailor-made (in line with the progress of the national MPP) according to national needs, and transferred to the responsible national authorities.

Fourthly, the latest evaluation calls for future interventions to “pay more attention to closely connecting regional EU promoted activities with bilateral supported ones”. Furthermore, it also calls for a rationalization of initiatives in the Mediterranean region. In this regard, two critical actions will take place: a) a thorough review of the initiatives and actions implemented in the Mediterranean region since the first inter-ministerial conference in 2007 will be conducted; and b) supporting instruments for dialogue and co-operation progress monitoring and evaluation will be elaborated.

Finally, in close co-operation with instruments and programmes devoted to communication in the Neighborhood, the information and communication strategy of the action will be strengthened so as to ensure greater impact and visibility of the action.

2.4. COMPLEMENTARY ACTIONS

The action must be closely coordinated and in complementarity with EU-funded bilateral and regional initiatives and others donors’ relevant actions in this field²⁰.

This action is consistent with the EU migration and mobility policy, with the existing regional dialogues’ framework²¹ and with the EU programming documents for the

¹⁸ In the EUROMED Migration I to III, the three thematic components consisted of 1) legal migration, 2) migration and development, and 3) irregular migration.

¹⁹ Launched in October 2012, the discussions on the MPP resulted in proposing to start implementing national MPP in willing countries in the first half of 2014. MPPs are composed of 3 main phases, as follows: 1) planning, 2) implementation, and 3) ensuring sustainability. Only phase 1 could reasonably be foreseen with committed countries during the Euromed Migration III. The next phases will be carried out during the proposed action.

²⁰ Among the main undertaken actions, it is important to mention the EC-UN Joint Initiative on Migration and Development (JMDI), launched in 2008. This initiative was funded by the European Commission through its “Thematic programme for the cooperation with third countries in the areas of migration and asylum”. From 2008 to 2012, the JMDI financed 51 migration and development projects, which were jointly conceived and implemented by civil society and local authorities from the EU, in partnership with their counterparts in sixteen target countries, among which Morocco, Algeria, Tunisia, Egypt and other African countries.

²¹ The main external migration dialogue processes implemented in the framework of the GAMM and covering the European Neighborhood and sub-Saharan Africa are: A) the Africa-EU Migration, Mobility and Employment (MME) Partnership, launched during the 2nd Africa-EU Summit of Heads of State and Government in December 2007 in Lisbon. The partnership provides the framework for dialogue and cooperation on migration issues between the EU and all African States. B) The Rabat process, launched at the first Euro-African Ministerial Conference on Migration and Development that took place in 2006 in Rabat. The process aims to enhance dialogue and cooperation between countries of origin, transit and destination along the West African migration route. C) The ACP-EU Migration Dialogue, launched in 2010 through a Joint Declaration of the ACP-EU Joint Council. In May 2011 it

ENI South Region, in particular the ENI Regional South Multiannual Indicative Programme (2014-2017). The proposed action will ensure co-ordination and complementarity with Regional Protection Programmes, which are implemented to build up protection capacity in regions of origin and transit of asylum seekers, and with relevant initiatives undertaken by the European Asylum Support Office in the region.

Strict complementarity and co-ordination will be sought with the relevant initiatives funded under the migration and asylum component of the Global Public Goods and Challenges thematic programme (2014-2020). In addition, the new Home Affairs instruments under the financial framework 2014-2020 allows now the European Commission to fund external actions of a much wider scope, supporting in particular the implementation of MPs. Consequently, the greater direct involvement of EU institutions and EU Member States on migration and international protection-related matters, especially in the Maghreb sub-region, will require strengthened inter-services communication and co-ordination.

At bilateral level, the relations between EU and ENI SPC (individually considered) are based on the Association Agreements and the ENP Action Plans, which in most cases contain various provisions related to migration issues. Moreover, the action will also complement bilateral co-operation in the migration sector, which has been developed within the framework of relevant programming documents.

As for the consistency with previous activities, a first Euromed Migration I project with a scientific/academic purpose was carried out during the years 2004-2007, delivering mainly researches, studies and analyses. In 2008, a Euromed Migration II project was launched, having as specific objectives to deal with the aspects of legal migration, migration and development and irregular migration, through the establishment of specific working groups to have concrete proposals under each of the mentioned strands.

The evaluation of the second phase called for continuing and consolidating the activities developed within the Euromed Migration II project in order to ensure their sustainability and maximize their impact. In light of the above, the new regional Euromed Migration III focused on the three main pillars of legal migration, migration and development and irregular migration, by adding and developing the horizontal component of the MPP.

2.5. DONORS CO-ORDINATION

Migration, mobility and international protection-related issues are addressed within the international debate with initiatives funded also by other donors and carried out by specialized international organisations, NGOs, United Nations Agencies, civil society actors.

The magnitude of the issues addressed is such that co-ordination should be sought constantly in order to avoid duplication of activities and benefit from the experiences already gained. Donors' co-ordination remains a crucial challenge to ensure leadership and ownership of partner countries and to maximize results.

With regard to the proposed action, the MPP component, through the inter-institutional platforms it contributes to create and/or to reinforce at the national level, will facilitate country-led donors' co-ordination on migration's matters. On the other side, the foreseen steering committee will be guided by a spirit of partnership and it will ensure that a constructive open channel of dialogue, exchange and co-ordination is maintained with other relevant donors and stakeholders.

was decided to further deepen the dialogue, focusing in particular on the subjects of remittances, visa and readmission, with the specific aim to strengthen the operational aspects of ACP-EU cooperation on these topics.

3. DETAILED DESCRIPTION

3.1. Objectives

General objective

To implement a comprehensive and shared approach to strengthen effective dialogue and cooperation on migration, mobility and international protection issues.

Specific objective

To support EU Member States and ENI SPC in enhancing a comprehensive, constructive and operational dialogue and co-operation framework, with particular focus on reinforcing instruments and capacities to develop and implement evidence-based and coherent migration and international protection policies.

3.2. Expected results and main activities

Results (by components)

Component 1: dialogue and co-operation on migration and international protection issues.

R1.1: A joint vision for a common future on migration, mobility and international protection and the subsequent delivery framework is discussed between EU Member States and ENI SPC.

R1.2: Common ground, objectives and priorities in the four thematic areas (legal migration, irregular migration, migration and development and international protection) are identified and subsequent programming and actions are encouraged and developed.

R1.3: A more concrete and efficient dialogue framework is delivered on the basis of a thorough evaluation of the previous phases and elaboration and reinforcement of new and existing supporting instruments.

Component 2: instruments and capacities to develop and implement evidence-based and coherent migration and international protection policies.

R2.1: Following on the previous phase of Euromed Migration, tailor-made national MPP are designed and implemented.

R2.2: Tailor-made target plans for national international protection systems are elaborated.

R2.3: On the basis of a national consultation process and needs assessment on three thematic areas (legal migration, irregular migration, migration and development), tailor-made national and, if possible and relevant, multi-country training programmes are developed and delivered.

R2.4: On the basis of a national consultation process and needs assessment on the international protection thematic area, tailor-made national and, if possible and relevant, multi-country training programmes are developed and delivered.

R2.5: In line with the MPP national road maps and priorities, a series of small-scale concrete actions are designed and implemented in three thematic areas (legal migration, irregular migration, migration and development), complementarily to and in synergies with bilateral initiatives.

R2.6: A series of small-scale concrete actions are designed and implemented in the international protection thematic area, complementarily to and in synergies with bilateral initiatives.

Main activities components 1 and 2

The list of activities is purely indicative and will be flexible to respond to changing needs.

Component 1: dialogue and co-operation on migration and international protection issues.

-Base-line/state of play: in parallel to the elaboration of the monitoring and evaluation instruments described below, a through cross-thematic state of play on migration and international protection in the Mediterranean region will be carried out in consultation with the European Commission, EU Member States, ENI SPC and other relevant actors.

-Steering committee: a programme of this scale requires a proper steering body. The exact composition of the steering group will be determined through consultations during the inception phase of the proposed action. Its composition will be guided by a spirit of partnership and include a certain number of committed states, the European Commission, the implementing organisation and ad-hoc observers depending on the focus.

-High-level conferences: these annual events are of key importance to ensure that priorities are clearly defined, objectives set, progress monitored, obstacles identified, challenges addressed and opportunities seized at sufficiently high level to give a proper momentum and allow for directions to be translated into programming and actions at technical level.

-Policy peer-to-peer meetings in the four thematic areas (at regional and possibly multi-country level): policy-level meetings will be organized by thematic so as to regularly exchange and continue the progress achieved over the years between EU Member States and ENI SPC. These meetings will also be ideal settings to prepare the various thematic fields which should be incorporated in the high-level conferences.

-Technical workshops (at regional and possibly multi-country level): targeted technical workshops to further explore areas deemed of high importance and potential, in terms of concrete actions and possible results and impact, as identified by policy peer-to-peer meetings, will be organized on a regular basis.

-Development of a dialogues' monitoring instrument: dialogues' multiplication naturally led to questioning the crucial capacity of participating states and institutions to monitor progress. In this regard, the efficient recording and transfer of institutional memory related to these frameworks, often implemented in a mid- to long-term perspective, will be ensured through the development and use of a dialogue-focused monitoring instrument.

-Development of a dialogues' evaluation instrument: similarly to the need for a specific monitoring instrument, and due to their differing nature compared to capacity-building initiatives, dialogues would ideally need specific evaluation tools to truly measure their added-value and impact in terms of concrete actions and results. The action will ensure that such an external evaluation instrument is developed and used during the course of the action.

- Further development of the Interactive Map on Migration (i-Map) and the i-Map News Centre, including the full integration of the MPP: in line with the need to support operational instruments to facilitate access to and exchange of migration data and information, the action will ensure further development, use and diffusion of such a support instrument. Particular attention will be paid to the enhancement of the supporting network of partner countries, MS, international organizations, agencies, NGOs and other relevant stakeholders and to the sustainability of this instrument.

-Regional communication plan: in co-operation with the regional communication programme, a regional communication plan will be devised. This plan will be elaborated with the aim to provide the broader public with balanced information on migration. Due to the generally excessively negative image given to migration, efforts will be put on providing a picture closer to reality in terms of benefits and positive impact generated by migrants. This regional communication will also be fed by the base-line carried out as some of the first activities of the proposed action.

-Regional targeted communication actions: in line with this regional communication plan, the action will carry out a series of targeted communication actions to help maximize the dissemination of the information on the action's achievements.

-Enhance co-operation and exchange with other relevant regional programmes or instruments, such as MEDSTAT, Technical Assistance and Exchange of Information (TAIEX), Euromed Justice and Police, but also Euromed Media and Culture, Euromed Youth, private sector programmes and Anna Lindh Foundation's activities: a series of horizontal exchanges with various other relevant Euromed programmes will be carried out so as to maximize results and increase coherence of the European message related to cross-cutting co-operation.

Component 2: instruments and capacities to develop and implement evidence-based and coherent migration and international protection policies.

-Design of MPP road maps for those countries which have not engaged in this process in the previous phase: launched end 2012, the MPP component of the Euromed Migration III project focused its first year on regional discussions on the role and place, as well as benefits of the MPP. Naturally not all countries have showed immediate interest in engaging in such endeavor at national level as it requires quite a significant investment in terms of commitment and human resources. The action will continue to advocate for the MPP and, in line with the more for more approach, be ready to accompany countries which will wish to engage in the first phase of the national level process.

-Implementation of MPP once the design phase has been completed: the action will support countries which have already completed the national MPP design phase to carry out its implementation at national level and prepare the foreseen entire transfer of MPP results to national authorities.

-Consolidation of existing PMT and progressive transfer to national authorities as inter-institutional co-ordination tool.

-Design of tailor-made target plans for national systems for persons in need of international protection: the introduction of the new international protection component will translate in each level of the proposed action, and notably the national level, where willing countries will have the possibility to receive support in designing tailor-made national target plans. The aim of these plans is not to immediately attempt to raise international standards, but rather more realistically identify these standards as ultimate goal to be reached in a mid - to long-term period.

-Project-focused national consultations and needs' assessment on the training programmes' formulation: the action will carry out a project-focused national consultation and needs assessment, on the thematic fields covered by the action, with each participating countries individually. This, in parallel with the base line, will allow for the identification of relevant actions while avoid potential overlap and redundancies.

-Based on the needs' assessment, tailor-made national and (possibly) multi-country trainings/workshops: as a result of the above-described consultation process and needs' assessment, tailor-made national and (possibly) multi-country training/workshop programme will be designed and delivered. Relevant regional and/or national training institutes/universities might be involved both as associates to and as beneficiaries of this type of activity.

-Based on the needs' assessment, design, selection and implementation of small-scale concrete actions: in line with the more-for-more approach, the proposed action will also support committed countries to carry out small-scale concrete actions in the field of migration and international protection, and principally focused on dialogue and co-operation with relevant third parties such as the civil society and private sector.

-Provision of targeted tailor-made technical assistance: the action will provide tailor-made technical assistance mechanisms, on a more-for-more basis, in the different

fields covered by the action. Complementarity with other EU-funded technical assistance instruments, such as TAIEX and MIEUX, will be ensured.

Close collaboration with relevant EU Member States agencies will be encouraged throughout the implementation of the project.

3.3. Risks and assumptions

<u>RISK</u>	<u>LEVEL</u>	<u>MITIGATING MEASURE</u>
Regional dialogue is deemed not successful as limited political will translate in limited progress, external or internal tensions impede progress, disagreement on proposed focus and work occur, progress is not fast enough, and common understanding and grounds for co-operation are limited, expectations not matched, and results not associated with the framework.	Medium	Dialogue is a longer-term endeavour requiring a sensible and diplomatic facilitation, and a high degree of flexibility. The proposed action will take various actions, set in place several tools, which will help ensuring and demonstrating progress, as well as identifying weaknesses when and where there are.
Co-operation platform has no or lack of multiplier effect and does not lead to concrete action.	Medium	Usefulness of the role of the action as an efficient co-operation platform will be ensured by: conducting a base-line of migration-focused /related initiatives in the region and by possibly setting up a delivery framework under the auspices of the high-level conferences.
Political instability and changes as well as staff rotation (e.g. NFPs), and weak dossiers' hand-over affects key positions in targeted institutions and pro-activeness of participating countries.	High	The role of NFPs will be further defined and expectations broadly communicated early in the action, and regularly recalled during its implementation. Furthermore, for countries engaging in a MPP, the national MPP working group in the design phase and the inter-institutional co-ordination mechanism in the implementation phase will ensure, at institutional level, a broad involvement in the action and broad dissemination of information within the participating institutions.

No or lack of interest in engaging in a national MPP, and lack of progress in the design or implementation phase of the national MPP.	Medium to high	Since the launching of the MPP at regional level during the Euromed Migration III the action has clearly and repeatedly communicated that to engage in a MPP 5 key principle must be respected i.e. understanding, willingness, leadership, ownership and responsibility. A country which does not respect these 5 principles cannot successfully progress in the design and even less implementation of a national MPP. Moreover, similarly to the Euromed Migration III, the regular regional MPP meetings will continue so as to widely disseminate progress and results, promote the benefits of the exercise towards reluctant countries, and emulate interest through the examples of engaged countries.
Engaging civil society organisations (CSOs), local actors and private sector, in regional or national activities, is not accepted by ENI South Partner Countries	Low to medium	Engagement of CSOs, local actors, and private sector representatives, when relevant, will be secured by the action team. Involvement of these stakeholders at national level will be promoted and progress in this respect will be encouraged and supported.
Recurrence of civil strife in various locations, regional instability, possibly resulting in a major economic, social and political setback.	High	The political situation is continually monitored and mitigation measures have been designed, to apply if the security situation deteriorates.

3.4. Cross-cutting issues

The action's specific objectives directly concern good governance issues, with regard to areas of immediate social and economic relevance. The action will also contribute to strengthen the protection of fundamental rights in respect of vulnerable groups.

Gender implications in migration and international protection-related matters will be analyzed and taken in due account during all phases of the action.

3.5. Stakeholders

The 10 ENI SPC are Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestinian Authority, Syria²² and Tunisia.

The main stakeholders of the action will be, at central level, in the ENI SPC, the Ministries competent for the different aspects of migration policy and implementation, i.e. Ministries of Foreign Affairs, of Interior/Migration, of Labour, of Finance, Statistical Offices (building on the achievements of MEDSTAT programme), Ministry of Finance, Law Enforcement Authorities, if relevant.

²²

At the time of writing this action document, EU co-operation with Syrian governmental authorities is still suspended. In case this decision is reversed, the Commission will assess the opportunity to involve Syrian authorities in the implementation. The political instability and/or security situation in Syria will be assessed prior to that in order to confirm the feasibility/opportunity to: a) engage the stakeholders and b) implement the activities.

Being local authorities on the front line in confronting challenges and opportunities that migration brings about, they will be involved in the action's design, implementation and evaluation, as well as local communities through civil society organisations.

Civil society representatives (private sector, trade unions, universities, local NGOs, media, migrants' associations and all other relevant actors emerging from civil society) will be constantly involved during all phases of the action, with special regard to organisations representing members of the diasporas.

If relevant, partner countries other than ENI countries (Mauritania, Mali, Niger, Chad, Sudan, South Sudan, Ethiopia, Eritrea, Somalia, Saudi Arabia, Qatar, Kuwait, United Arab Emirates, Bahrain, Iraq, Turkey) shall be associated to selected activities foreseen by this action, in accordance with Article 16(1) of Regulation (EU) No 232/2014.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with a partner country, referred to in Budget Article 184(2)(b) of 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 sections 3 will be carried out, is 48 months, subject to modifications to be agreed by the responsible authorizing officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. *Indirect management with an international organisation*

This action may be implemented in indirect management with International Centre for Migration Policy Development (ICMPD), in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation is justified because ICMPD is an International Organisation with a proven record in terms of experience and cutting-edge expertise on EU-funded project management (4-Pillar Assessment), migration issues (specific institutional migration-focused mandate), implementation of capacity-building projects, and facilitation of regional dialogues and co-operation platforms between the EU and third countries (Budapest Process since 1993, MTM Dialogue since 2002, Migration EU Expertise (MIEUX), Euromed Migration III, Rabat Process and Prague Process since 2009). Furthermore, ICMPD is the best suited organisation to ensure that a series of necessary synergies and complementarities, with other related EU-funded regional or national migration projects in the Mediterranean region, are generated and bring a maximization of benefits for all parties involved. Finally, implementation by ICMPD will allow for effective continuity between the Euromed Migration III and IV programmes.

The entrusted entity would be responsible of the entire implementation of the proposed action. In addition, according to the general conditions of the Indirect Management Delegation Agreement, ICMPD will undertake tasks consisting of carrying out procurement and grant award procedures, and awarding, signing and executing the resulting procurement and grant contracts, notably accepting deliverables, carrying out payments and recovering the funds unduly paid, where works, services, supplies and other benefits are not for the own use of ICMPD. The entrusted entity is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the responsible authorizing officer deems that, based on a

preliminary evaluation and on the long-standing and problem-free co-operation with this entity, it can be entrusted with budget-implementation tasks under indirect management.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

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

4.5. Indicative budget

Module	Amount in EUR thousands	Third party contribution (indicative, where known)
4.3.1 – Indirect management with ICMPD	6 600	70
4.7. – Evaluation and audit	200	
Contingencies	200	
Total	7 000	70

4.6. Performance monitoring

A permanent internal, technical and financial monitoring system, to be used to draw up progress reports, will be set up in the contract to be signed to implement the action. An internal monitoring will be undertaken in the course of the entire action. Indicators will be defined during the inception phase.

Independent consultants recruited directly by the EU will carry out annual external monitoring missions.

4.7. Evaluation and audit

Independent consultants recruited directly by the EU will carry out external mid-term and final evaluation. An ex-post evaluation may be carried out. An internal evaluation will be undertaken in the course of the entire action.

Auditing matters relating to implementation by ICMPD will be detailed in the agreement to be signed between the EU and this organisation.

If necessary, the EU may conduct ad hoc audits or expenditure verification assignments.

4.8. Communication and visibility

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be

elaborated before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

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