



European Commission

Aeneas programme

*Financial and technical assistance to third countries in
the field of migration and asylum.*

Grant Application Form

Restricted Call for Proposals

Budget line: 19.02.03

Reference: **EuropeAid/124151/C/ACT/Multi**

Name of applicant:	International Organization for Migration (IOM)
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Dossier N°	
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(for official use only)

I.THE ACTION

1. DESCRIPTION

1.1 Title

Capacity Building, Information and Awareness Raising towards Promoting Orderly Migration in the Western Balkans

1.2 Location(s)

Albania, Bosnia and Herzegovina, Croatia, Kosovo Province (Republic of Serbia), Former Yugoslav Republic of Macedonia, Republic of Montenegro and Republic of Serbia

1.3 Cost of the action and amount requested from the European Commission

Total eligible cost of the action	Amount requested from the European Commission	% of total eligible cost of action
1,435,296	1,148,236	80 %

NB: The % of total eligible cost of the action is calculated by dividing the Amount requested from the European Commission by the Total eligible costs of the action and multiplying by 100.

Please note that the cost of the action and the contribution requested from the European Commission have to be expressed in EURO

1.4 Summary

Maximum 1 page¹

Duration of the action	24 months
Objectives of the action	The action will contribute overall to: (i) the reduction of irregular migration into, within and from the Western Balkans, including to the EU and Switzerland; (ii) the enhancement of the national capacity for labour migration management in the Western Balkans; (iii) increased understanding and knowledge of migration trends and potential in the Western Balkans and possibilities for labour migration; and (iv) strengthened networking and dialogue among target governments and with EU MS and Switzerland on labour migration. The specific objective is to develop and integrate efficient information, advice and referral services for migrants to assist their informed migration decisions while fostering local capacity and knowledge in the area of labour migration policy and practice.
Partner(s)	International Labour Organization (ILO)

¹ The number of pages mentioned are maxima, and can be reduced where the grants to be awarded are of low amount. NB :some of the footnotes are purely explanatory and will not be reproduced into the application forms.

Target group(s) ²	(i) Migrants and potential migrants; (ii) Policy-makers and public officials from relevant ministries in the target locations i.e. Foreign Affairs (consular, international cooperation, and legal divisions, etc.); Internal Affairs (border, exit and entry, criminal investigation divisions, etc.); Labour and Social Affairs. (iii) Relevant public and private agencies within the labour sector in the target locations i.e. Public Employment Services (PES), Private Employment Agencies (PEA), labour inspectors, trade unions, labour attaches in the embassies of EU Member States and non-EU MS such as Switzerland or the US, Canada, Australia.
Final beneficiaries ³	Communities at large in the target countries and entities.
Estimated results	1) Up to 15,000 migrants and potential migrants assisted with information and advice regarding legal migration opportunities and the risks of irregular migration as well as work/skills development possibilities at home; 2) Approximately 30 officials trained in providing direct assistance to potential migrants and equipped to provide the service after the completion of the project 3) Up to 300 ⁴ policy-makers and practitioners sensitised and trained on policy and good practice in the context of current and projected labour market needs 4) A research report on the migration situation, migrant profiles and potential for labour migration in Western Balkans produced and disseminated with up to 2,000 policy-makers, academics and NGOs benefiting from the research publication and overall data gathering results 5) Steering committee meetings organised every six months, progress reports produced every six months and one final evaluation carried out.
Main activities	1) Provide information, advice and referral to migrants and potential migrants on the risks of illegal migration, legal migration opportunities as well as possibilities for work or skills development at home, & procedural arrangements through individual and group counselling sessions within Migrant Service Centers (MSCs) based in the participating locations, and with the aid of information materials (leaflets, radio and TV advertising etc) 2) Provide on-the-job training (OJT) and gradual handover of the direct assistance to migrants to national authorities, primarily Public Employment Services 3.1) Organise a regional training on labour migration management for government officials and local institutions providing direct assistance to final beneficiaries; translate and disseminate the IOM/ILO/OSCE Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and of Destination 3.2) Conduct country visits and national-level training by IOM/ILO/EU expert groups to all target locations to develop expertise, know-how and exchange information on relevant labour migration management issues tailored to respond to each country's specific challenges, including on how to regulate and monitor PEA to work alongside PES on migration-related services 4.1) Gather and analyse data/information on migration potential in the Western Balkans, new migration trends, risks of irregular migration and possibilities for legal migration in view of labour market shortfalls in destination countries 4.2) Produce and disseminate a research report on "Legal emigration from the Western Balkans: dream or reality?" 5. Regional network, regular monitoring and evaluation.

² "Target groups" are the groups/entities who will be directly positively affected by the project at the Project Purpose level

³ "Final beneficiaries" are those who will benefit from the project in the long term at the level of the society or sector at large

⁴ Including: Up to 30 government officials directly trained in providing services to migrants; approximately 50 government officials directly benefiting from a 3-day regional seminar on labour migration; Approximately 140 (20 individuals per project location), including PES and PEA representatives, directly targeted by national capacity building events; and those primarily benefiting as a consequence of multiplier effects

LOTS (tick only <i>one</i> region)					Main targeted country
LOT 1	LOT 2	LOT 3	LOT 4	LOT 5	
SUB - LOTS					
1.a	2.a	3.a	4.a	5.a	
1.b	2.b	3.b	4.b	-	
1.c	-	3.c	4.c	-	
1.d	-	3.d	4.d	-	
-	-	3.5	-	-	Albania, Bosnia and Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia, Republic of Montenegro, Republic of Serbia, Kosovo Province (Republic of Serbia)
1.f	-	-	-	-	
1.g	-	-	-	-	
1.h	-	-	-	-	
1.i	-	-	-	-	

1.5 Objectives

The Action will contribute overall to: (i) the reduction of irregular migration into, within and from the Western Balkans, including to the EU and Switzerland; (ii) the enhancement of national capacities for labour migration management in the Western Balkans; (iii) increased understanding and knowledge of migration trends and potential in the Western Balkans and possibilities for labour migration of Western Balkans nationals, and (iv) strengthened networking and dialogue among governments and other relevant actors in the Western Balkans and with preferred destination countries --including EU MS and non-EU MS such as Switzerland-- on labour migration.

The **specific objective** to be achieved by the Action is to develop and integrate efficient information, advice and referral services for migrants to assist their informed migration decisions while fostering local capacity and knowledge in the area of labour migration policy and practice.

This 24-month programme is mainly based on the positive results of a pilot 'model' designed to support potential migrants in Albania, Bosnia and Herzegovina, Croatia, Former Yugoslav Republic of Macedonia, Serbia and Kosovo Province (Republic of Serbia), through the provision of information, advice and referral services regarding possibilities for legal migration and the risks of irregular migration in Migration Service Centers (MSCs)⁵. Improving, consolidating, and expanding this 'model' has inspired

⁵ "Promoting orderly migration in the Western Balkans through the Establishment of Regional Migrant Service Centers (MSCs)"

IOM to develop the present proposal. The main idea is to build on it and create a more flexible and comprehensive service provision, which would provide attractive alternatives to irregular migration and would be sustainable and replicable. The Action is also inspired by the identified general need to better understand and develop policy on labour migration within, from and to the Western Balkans which derived from piloting the 'model', its results and the migrants' profiling carried out therein (as well as from other currently running IOM programmes). Therefore, with a direct link to the process of consolidating the practical service provision of the Migrant Service Centers (MSCs), the action moreover intends to create the necessary policy & regulatory framework and expand knowledge in the area of labour migration within, to and from the target region. The complexity of these aims calls for a set of interrelated and interdependent activities as follows:

The action will integrate the former MSCs and additional sub-units in Bosnia and Herzegovina, Croatia, Former Yugoslav Republic of Macedonia, Republic of Serbia and Province of Kosovo (Republic of Serbia), and create a new service unit (MSC) in Republic of Montenegro⁶ within identified local institutions, mainly National Employment Services. In Albania, the already integrated MSCs and sub-units will be upgraded and strengthened. On-the-job training (OJT) by IOM staff to the local officials within those institutions will allow for a full hand-over of the service provision in all project locations after the project's completion.

Capacity building of policy-makers, public and semi-public institutions at regional and national levels, continued general data gathering and a specific research on labour migration potential in the Balkans (culminating in a research publication) will run in parallel to the improved service provision to potential migrants and OJT all throughout the action, in turn reinforcing its sustainability. The combination of the three types of interventions i.e. direct assistance, capacity building and data gathering/research, will contribute to a situation where there are better-informed migration decisions among Western Balkans nationals and enhanced policy and regulatory frameworks for labour migration management in the region.

1.6 Justification

1.6.1 Relevance of the action to the objectives and priorities of the programme: The proposed Action responds to the overall aim of the AENEAS programme to provide financial and technical assistance to third countries in support of their efforts to ensure more effective management of all aspects of migration flows. The Action addresses issues outlined in Article 2(1) of the Regulation (EC) No 479/2004 of the European Parliament and of the Council of 10 March 2004 that indicates the objectives of the programme to be achieved in the period 2004-2008, and more particularly those highlighted by the AENEAS 2006 Programme (a, b, c, d, and e, of Article 2(1)) and its Annex I. It will contribute to both developing legal migration (b) and related legislation (a) while stemming illegal migration (d). Through direct assistance, capacity building and research interventions, the Action will improve the conditions for qualifying emigration and discouraging departures doomed to illegality in the seven project locations: Albania, Bosnia & Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia, Republic of Montenegro, Republic of Serbia and Kosovo Province (Republic of Serbia). The Action will ensure sustainable provision of advice, information and referral services to actual and potential migrants about the dangers of illegal migration, possibilities for legal migration as well as decent work options at home; referral to relevant services will also be provided. Moreover, the Action will increase knowledge and capacity of the public administrations in the Western Balkans in the area of labour migration management. It will establish the necessary policy and regulatory framework to support the service provision to migrants, while at the same time creating momentum for developing bilateral and multilateral labour migration schemes with key destination countries, including countries in the region and with third countries. The approach promotes the protection of human rights and equal opportunities, and it integrates gender aspects as cross-cutting elements, in turn responding to other related EU policy

providing information and migration related services" funded by EC-B7-667 (AENEAS precedent) in 2003. The project finished in June 2006.

⁶ Services were previously provided to Montenegro within the context of the federation of Serbia-Montenegro. The referendum of the 21st May 2006 confirmed Montenegro's independent status.

and programmatic objectives. The beneficiary migrants and potential migrants will be provided equal treatment and there will be no distinction, exclusion or preference based on sex, race, ethnicity or other.

1.6.2 Identification of perceived needs and constraints in the target country/ies, in particular in the region(s) concerned: The activities proposed are the results of IOM's ongoing work within all the project locations in the Western Balkans⁷. They are within the priorities of the Stabilization and Association Process (SAP) and the EU's recent policy developments in the area of migration⁸. Their conceptualization has been discussed with the beneficiary governments and Associate entities during the preparation of the proposal and meets their full support.

Migration trends from the region have evolved from those of the post-conflict period (namely seeking refugee protection) to ones driven by economic and study motives⁹. While some migrants from the Balkans migrate legally as students and on work visas, high numbers are still resorting to the help of smugglers and traffickers or become illegal through overstaying; the use of forged documents is also on the rise. ILO research in destination countries reveals serious cases of exploitation that involve violation of fundamental rights. Moreover, there is evidence that a large proportion of returning migrants to the Balkans are emigrating again using irregular channels. Irregular migration also occurs through the intervention of agencies that 'deploy workers abroad' which have doubtful legal identity. Much of the irregular migration is due to misinformation or lack of information¹⁰ about decent work possibilities in the home country, entry and stay conditions in the host countries, real opportunities for legal migration and unawareness of the risks evolving irregular migration. On the other hand, Public Employment Services (PES), Private Employment Agencies (PEAs) and other public and semi-state actors of the labour sector in the target locations play a crucial role in this context & have not yet been involved in migration management programmes.

In addition to continued efforts in combating irregular migration, including through preventive measures, maximizing the use of legal channels for migrating should be an integral part of a comprehensive policy approach to migration in the Western Balkans. While the political commitment to facilitate the use of legal migration channels is prevalent, and the potential for qualified migration is documented, not many real initiatives providing adequate information and services to migrants and potential migrants are underway. A large proportion of WB nationals today migrate within the now stabilized region itself (rather than abroad) due to the cultural proximity, previous trade linkages within the context of the ex-Yugoslavia, and family ties. The rationale behind this proposal prioritizes intra-regional labour migration in the Western Balkans aiming to prevent irregular movements from the region to third countries. The approach includes both the enhancement of possibilities for intra-regional labour migration and the analysis of the impact of labour migration from the region to EU MS and Switzerland. The Action includes efforts to positively channel such movements via labour migration schemes - as possible within the limits of the existing regulatory frameworks and visa regimes- which could combine the economic interests of both countries of origin and destination. In order to enhance intraregional labour mobility, and considering on the other hand the fact that the EU's visa regimes are gradually opening up¹¹ and

⁷ Of particular relevance for this exercise, were the following IOM projects and their results: principally, the first regional network of Migrant Service Centres (MSCs) (funded by EC-B7-667); but also, 'Establishment of EU compatible legal, regulatory and institutional frameworks in the fields of asylum and visa matters' (funded by EC-CARDS); Direct assistance to VoT (funded by SIDA); regional workshop on "Labour Migration for Integration and Development in the Western Balkans" (funded by the UK Government). As explained in section 1.8.2.

⁸ EC Communication on Policy Plan on Legal Migration ; EC Communication on the Links between Regular and Irregular migration; EC Communication on "The Western Balkans on the road to EU: consolidating stability and raising prosperity" and its chapter on Visa Policy and measures relating to the facilitation of movement of persons, particularly regarding researchers and students

⁹ The profiling exercise carried out in the context of the previous MSCs project provided a snapshot of the profiles of the MSC's clients. Results reflect that contrary to the previous emigration waves from the region, the majority of potential migrants are young, educated/qualified or highly qualified, from urban areas, unemployed, and willing to migrate for three main causes: low economic standards (50,62%), low educational standards (18,26%) and lack of job opportunities (15,98%)⁹.

¹⁰ The evaluation questionnaires filled by users of MSCs during the previous project that this proposal builds upon, proved that there is great interest in information and directly services to migrants and potential migrants.

¹¹ While Croatian nationals are already not subject to visa restrictions, in November 2006, the EU started negotiations with Albania, Bosnia and Herzegovina, the Former Yugoslav Republic of Macedonia, Montenegro and Serbia with the aim to make it much easier and cheaper for their nationals to obtain visas to travel to the EU.

Balkans nationals will thus have growing opportunities in EU MS, this is precisely the right time to strengthen effective service provision to migrants and labour migration policy and practice.

Within this framework, **key specific needs addressed by the proposed Action are as follows:**

Lack of information and services and of access to the existing ones → *Addressed by Comp 1.* A substantial migration challenge in the WB revolves around direct service to migrants/potential migrants. There are generally insufficient services and information provision on the dangers of illegal recruitment and/or on work possibilities in their home country and abroad as well as on possibilities for skills development. Where these services exist, there is a lack of outreach and sensitisation efforts, resulting in limited access by individuals contemplating the migration option. In the implementation of the previous B7-667-funded project on the MSCs which this project builds upon, a need and potential for multiplier effects of the services provided was shown, as reflected in the questionnaires on satisfaction¹² that were completed at the end of project implementation (punctuation from 1 (the lowest) to 5 (the highest)):

COUNTRY/ENTITY	Would you refer to MS in the future?	Would you recommend the MSC to other people?
Albania	97% responded YES	98 % responded YES
Serbia	100% responded YES	96 % responded YES
Croatia	91% responded YES	95% responded YES
Kosovo Province (Serbia)	88% responded YES	92% responded YES
BiH	92.5% responded YES	92.5 % responded YES
the Former Yugoslav Republic of Macedonia	93% responded YES	93% responded YES

Policy gap in labour migration → *Addressed by Comp 2.* Linked to the lack of service provision and access are undeveloped public migration policies and management capacity within the Western Balkans as countries of origin. The former MSCs model revealed that the most migrants seek work abroad as an alternative livelihood prospect. However, policy-makers and practitioners in relevant Ministries and PES & PAS in Western Balkans still lack know-how/expertise on labour migration¹³ to properly address this demand. This results in lack of effective strategies and programmes that would benefit both countries of origin's socio-economic structural problems and destination countries' labour market shortfalls; the policy gap is exacerbated by a lack of dialogue among countries of origin and destination.

- **Lack of knowledge on emigration potential and profiles of potential and actual migrants** → *Addressed by Comp 3.* Separate from policy design and management but closely related to them is the general lack of knowledge on emigration potential from the Western Balkans, which makes it difficult to understand the real possibilities for successful migration experiences of Western Balkans nationals and restricts targeted and efficient policy-making and programmatic initiatives. Profiling of potential migrants and labour market analysis should be a continued exercise to inform targeted schemes matching labour market demand with labour force supply.

1.6.3 Description of the target group(s) and final beneficiaries and estimated number AND

1.6.4 Reasons for the selection of the target group(s) and identification of their needs and constraints. How does the Action contribute to the needs of the target group(s) and final beneficiaries?

Outline of direct target groups and numbers: approximately 15,000 potential migrants supported in their migration decision and experience; up to 300 policy makers and practitioners sensitised and trained

¹² This survey was conducted within the framework of the project "Promoting Regular Migration in the Western Balkans through the establishment of Regional Migrant Service Centers (MSCs) providing information and - migration related services (B7-667 2002)

¹³ Authorities have expressed the relevance of expanding their knowledge of labour migration management policy and practice during an IOM-organized workshop on *Labour Migration for Integration and Development in the Western Balkans*, held in Zagreb in February 2006

on policy and good practice in the context of current and projected labour needs including [approximately 30 officials trained in providing services to migrants; approximately 50 policy-makers, government officials, academics, civil sector representatives benefiting from a 3-day regional seminar on labour migration; approximately 140 (20 individuals per project site), including PES and PEA representatives, directly targeted by national capacity building events]; up to 2,000 policy-makers, academics, NGOs etc will also benefit from data gathering and research results. The project's **indirect beneficiaries** will be the wider community in the target locations (Refer to 1.7, 1.9 and 2.10 for more details).

Description, needs & reasons for their selection: The main target group includes actual and **potential migrants in the Western Balkans** who will directly benefit from the services provided by the MSCs. The proportion or categories of migrants to be assisted by the MSCs vary from one country to the other depending on the reality and needs of migrants. In some locations, the MSCs will mainly target local population contemplating the possibility to work abroad); in others, MSCs might mainly address needs of immigrants (such as in Croatia or Montenegro, where numbers of foreigners¹⁴ are on the rise); and in other locations such as Albania, the MSCs may concentrate the provision of services namely on the returning migrants, including those who return in the context of the EU-Albania Readmission Agreement. Potential migrants have been chosen as the main target group due to their lack of access to information and services on the possibilities for legal employment abroad, including those who find it difficult to access institutions where such information could be obtained (e.g. people living outside the capitals) . Through access to better information and skills development potential migrants will have greater work prospects (at home or abroad) while being less at risk of falling victims of irregular networks and exploitation.

Secondly, the target groups for capacity-building are the **public officials** from relevant ministries such as Foreign Affairs; Interior; Labour and Social Affairs; and other relevant **semi-state bodies** such as **Public Employment Services (PES), Private Employment Agencies (PEA); trade unions, labour attaches in embassies and employers' organisations**. In response to different needs of the beneficiary locations, the 'Associate' institutions will differ in each of the countries/locations (see Associates' details below for more details). The state employment services have been identified as the most appropriate institutions to be trained on-the-job during the implementation of the Action and to take over the service provision after project completion. They mediate between employers and job seekers, and are responsible for maintaining detailed information on the national labour force and markets. Registration in these offices is compulsory for each unemployed working-age person in order to gain employment rights, public health and pension insurance. Therefore, the number of 'clients' accessing these services is significant and includes not only those individuals contemplating migration but also the general active population. Additional institutional target groups of direct training interventions under Component 2 were chosen because through their actions they can improve the framework for legal migration from and within the Balkans, and therefore the situation of migrants and potential migrants. Governments will handle labour migration in a more competent way, while recruitment agencies will become more professional and respected. On the other hand, these actors' active involvement in the action overall contributes to political, institutional and financial sustainability of the project.

Finally, the target groups for distribution efforts of the research report are **policy-makers, academic sector, NGOs** and practitioners in the Western Balkans and in the EU, who will benefit from increased knowledge on labour migration potential in the region and thus be better prepared to design and manage well-informed labour migration programmes.

1.7 Detailed description of activities

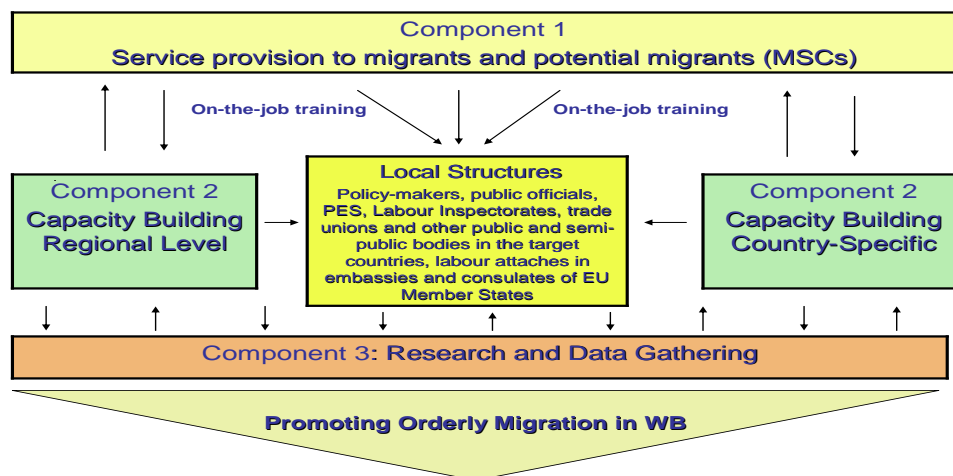
IOM and its partner ILO will technically assist the target groups through the following interlinked components and their sets of activities:

A. Direct Assistance: Information, advice and referral services to migrants and potential migrants

¹⁴ Generally, from other countries in the region such as Bosnia and Herzegovina or Former Yugoslav Republic of Macedonia, but also from other third countries such as Ukraine and Romania, or further East, for example, China.

B. Capacity Building of local authorities: developing policy and good practice as sending countries (and as increasingly receiving countries)¹⁵ in light of current and projected foreign labour needs

C. Data gathering, analysis and research: generating more knowledge of the migration situation to, from and within the WB



Within each component, interventions will take place at both regional and national levels, as follows:

A. Direct Assistance: Information, advice and referral services to migrants and potential migrants

A.1. Direct Assistance: NATIONAL-SCOPE ACTIVITIES

The pilot regional network of Migrant Service Centers (MSCs)¹⁶ will be built upon, expanded and sustained. The services provided by the MSCs in Albania, Former Yugoslav Republic of Former Yugoslav Republic of Macedonia, Bosnia and Herzegovina, Croatia, Republic of Serbia and Province of Kosovo will be built upon, expanded and streamlined. A new service unit will be created in the Republic of Montenegro, where no pilot was undertaken. Taking into consideration the challenges encountered in each targeted country and developments and specificities of the labour market situation both in each of the Balkans project sites and in other preferred destination countries, as well as the latest irregular migration trends within and from the region, the Action will give a new direction and content to the services previously provided.

At the beginning of the project, IOM will transfer previous services or establish (in the case of Montenegro) and physically integrate and equip the MSCs within identified relevant public or semi-public institutions in each country. In all locations, the entities have been consulted in the process of preparing the Action and fully agree with this option. In **Former Yugoslav Republic of Macedonia**, two service units will be created within two branches of the National Employment Agency (NEA) in Skopje and Bitola.

¹⁵ In Croatia, in the period 2000-2003, the number of work permits for employment of foreigners increased by 78%. In Montenegro, in the period from 1st January until 30th November 2005, a total of 5,721 employer requests were submitted by 1,371 employers out of which 2,987 were approved for employment. During the period 1996-2005 the trend of foreigners flux in Albania for employment reasons increased substantially, currently, there are 9,020 foreigners in Albania. During 2005 only, there were 1367 persons, mainly in central urban areas of Albania (from Turkey, China, Italy, Greece). The majority of foreigners in these countries are coming from the region itself, with some exceptional waves such as Chinese, Turks and Ukrainians.

¹⁶ "Promoting orderly migration in the Western Balkans through the Establishment of Regional Migrant Service Centers providing information and migration related services" funded by EC-B7-667 in 2003. Based on the capacities and resources established under and during the implementation of the previous B7-667 project on MSCs, IOM offices in most target countries continue extending information services to migrants and potential migrants. Such activities complement other irregular migration prevention projects that the IOM offices are running. The profile of current clients is: (i) potential migrants interested to migrate to the EU for work purposes; (ii) potential migrants interested in studying in the EU; (iii) returnees from the EU. Although the MSC activities are performed as routine activities within IOM's office in Skopje, it is evident that the lack of allocated and dedicated resources (financial and human) and the location of the lack of outreach, limits the impact of such services

The establishment within these two branches of the NEA will ensure a significant basin of beneficiaries and large outreach possibilities. In **Croatia**¹⁷, the services would be embedded in the Croatian Employment Service (CES)'s central office in Zagreb¹⁸. In **Bosnia and Herzegovina**, it would be necessary, given the sensitive political environment, to have a service unit within each of the two entity levels' Ministries of Labour and Social Affairs/Health, Welfare and Labour: one in Sarajevo (Federation) and one in Banja Luka (Republika Srpska). In the **Republic of Serbia**, the services will be integrated within the Ministry of Labour, Employment and Social Policy (Sector for Employment, Group for Employment Abroad and Migrations). In **Kosovo Province (Republic of Serbia)**, since the local government continues to be in transition with potentially significant changes ahead, it is arguably more prudent and feasible to locate the services within a non-governmental structure. IOM has identified the National Library of Kosovo as best location, with a view to gradual ownership of the service provision by the newly established Ministry of Interior Affairs. The Library is a centrally located and well-known facility, which is stable and accessible to the general public; this option would in turn keep the service provision separate from and outside of political changes that may be ahead. In the **Republic of Montenegro**, the service will be placed for the first time within the premises of the State Employment Agency and will focus on the increasing numbers of immigrants and on possibilities for mobility of these groups as well as Montenegrins themselves for the purposes of work or study within the country (from the Northern poorer areas to the Southern more prosperous ones). The service provision will be closely coordinated with the newly created Migration, Visa and Readmission Department of the Montenegrin Ministry of Interior¹⁹, having an oversight of all additional issues revolving migration (visa, health insurance, residence permits etc..).

It is important to re-emphasize the fact that, through the regionally-owned network of MSCs, the services will include support regarding both possibilities for emigration within the region as well as on integration of those Western Balkans nationals already present in another country of the region e.g. in Montenegro or in Croatia who are, as already mentioned, increasingly receiving immigrants. By immigrants/foreigners in these countries we refer namely to other Western Balkans nationals, as the majority of them are coming from within the region. Providing information and assistance to individuals on migration possibilities and integration within the region adds to the regional dimension of the Action and contributes to further exploring and promoting legal migration within the beneficiary countries as community stabilization and irregular migration preventive action.

As part of the Action's sustainability strategy and overall methodology, in all project locations (except Albania), domestic officials will work in tandem with IOM staff -- who will be 'seconded' to these institutions-- thus receiving continued on-the-job training (OJT) within the daily activity of the MSCs throughout project implementation. This will allow for IOM full phase-out and hand-over of the tasks to relevant institutions by the project's completion. As already mentioned, IOM has extensively discussed this approach with the associated entities in each of the project locations. Their agreement and strong support has been expressed, and the modalities of cooperation have been negotiated and agreed upon, as reflected in the Associates templates of section IV below. "Seconded" IOM staff would be involved in the entire project, but would serve different purposes over the course of the Action, following a skills-transfer/capacity building approach referred to as the: "I-Do", "We-Do", "You-Do". This means that during the first period (up to 3 months), one IOM staff would model the tasks and skills necessary for the operations of the MSC and initiate the provision of OJT for the local entity staff member. In the second period (of duration 12 months), IOM would provide more intensive OJT and the local entity staff would be responsible for a progressively larger amount of responsibilities. In the third period, during the last phase of the project (up to 9 months), the local entity staff would be fully responsible for the service provision while IOM would advise, monitor and coach their actions, as needed. OJT will involve particular already identified gaps within local staff such as expertise on migration issues, language knowledge, and

¹⁷ CES covers the whole territory of Croatia with a network of 22 regional sub-offices. Within CES central office, there is already an established department which offers mediation for employment abroad to Germany to so-called guest workers, seasonal workers and students, according to the Bilateral Agreement with Germany. Moreover, Croatia, as EU Candidate country, will soon offer EURES services through the network of advisers.

¹⁸ Who would then cascade the knowledge to the 3 biggest branches of CES Split, Rijeka and Osijek

¹⁹ IOM is currently in the process of technically assisting the Mol in the creation of this new department

familiarity with internet, research skills and cooperation with Embassies, consulates, NGOs and other relevant institutions.

In **Albania**, the situation differs. The previous MSCs programme, coupled with additional assistance from other programmes, has reached a greater level of expansion but is lacking support to ensure sustainability, so this component of the Action will be tailored to their specific needs. Migrant service units have already been created in 3 regional employment offices throughout the country. However, these offices are in desperate need of capacity building actions as they cannot afford to provide their daily services in a satisfying manner to the clients approaching them²⁰. On the other hand, there are additional regional employment offices across the country, which are also good potential information dissemination points to ensure improved quality and wider coverage of services in Albania. This activity in Albania will focus on the provision of equipment for the offices and direct training (rather than OJT) of the staff in all 12 regional offices throughout the country. The MSCs in Albania will also benefit from outreach and information campaigning activities to market the services and overall raise awareness (see further down the ToRs of MSCs).

Further to initial data gathering/updating and heavy outreach activities targeting potential caseloads marketing the services offered by the MSCs, the employees/officials of the MSCs will receive visitors daily and after their registration and profiling, will provide them with individualized assistance. The service provision will be designed to be very flexible and ensure that the information, advice and referral are best suited to the individual (or a small group of individuals), thus guaranteeing long-term impact.

IOM has analysed the Evaluation carried out at the end of the previous project in order to develop the Terms of Reference (ToRs) of the MSCs and provide the most appropriate and targeted service possible. Recommendations that emanated from the evaluation include: the services should be comprehensive and flexible to respond to individual needs and cater for the wide array of migrant categories in the region; the need for regular outreach efforts (as numbers of clients drastically increased after dissemination of materials and outreach activities) -- radio spots and newspaper adds particularly proved to have the greatest impact; moreover, it is important to draw on the services of NGOs working on this domain in each country to ensure cost-effectiveness and avoid any duplication. Hence, the establishment of referral mechanisms running both ways –from MSCs to NGOs and vice-versa, as already expressed by the civil sector Associates in Macedonia and Serbia reflected in the below Associates section, and to be further promoted in the rest of project locations within the framework of IOM's usual cooperation and strong network with civil sector.

The ToRs will of the MSCs be as follows:

1. Marketing and Outreach: producing radio spots, leaflets, brochures, posters to be distributed through regional employment branches, NGOs, student organizations, libraries and advertisements through internet and daily newspapers and other targets, provide presentations etc. to market and inform about

²⁰ Information Dissemination Points have been established during the previous MSC project in Vlora (South of Albania) and Shkodra (North of Albania). During September-December 2006, the former IOM project assistance provided OJT to the Regional Employment Office (REO) in Tirana (which is part of the National Employment Service). At present, REO is delivering its services independently, but still approaches the former IOM staff working on the Centre for advice and information. In addition there have been some staff changes at REO Tirana (including a change of the Director) and the new director has not yet been appointed. As a result, the personnel structure and financial resources to maintain the Centre (including promotional material and activities) are not yet guaranteed. During 2006, two additional dissemination points/units were established in the cities of Elbasan and Peshkopi. The establishment of dissemination points was followed by the signing of an MoU that establishes the terms and conditions for cooperation and mutual responsibilities between IOM and the National Employment Service. In the framework of this **MoU**, the areas of intervention in which assistance has been required comprise: 1) provision of training for Regional Employment Offices' employees; and 2) purchasing of office supplies for the appropriate running of the premises. Moreover, in synergy with these initiatives, in the framework of an AENEAS 2004-funded project with the Hellenic Ministry of Interior, Public Administration and Decentralization as project leader, one component is dedicated to the Implementation of the Reintegration Strategy for returning Albanian nationals in selected employment agencies to identify appropriate mechanisms and develop a strategy for matching the labour market needs with the skills of returning Albanian nationals, by maximising the skills of returnees migrants in the Albanian labour market. These actions on reintegration strategies are undertaken by the Hellenic Agency for Local Development and Local Government.

the services offered, generally raise awareness on the risks of irregular migration and possibilities for legal migration. Information campaigns will take place at the beginning of the project with the support of IOM staff and every four months over the course of the project (for about 2 weeks each time). They will be tailored to cater for the most appropriate target groups (those potential migrants qualifying for legal migration e.g. students, or young professionals who are unemployed, as well as those vulnerable groups exposed to falling in smuggling or trafficking networks etc) and will ensure an extensive geographical coverage to reach those individuals that might not necessarily have direct access to the MSCs e.g. in remote rural areas or villages. The timing of this media strategy is intended to help people absorb the MSC message (where they're located, what kinds of services it provides...) over a longer period of time, which will hopefully result in deeper impact. The MSCs staff will be encouraged to do this regularly on a low-cost basis (as possible for the state and local budget) after project completion, since promotion proved to have a direct impact in the increase of 'clients' during the previous MSCs experience.

2. Registration and Profiling: The MSCs will design and test a standard questionnaire to ascertain migratory potential and obtain basic data on actual and potential migrants. As part of the OJT, IOM will capacitate MSC staff to maximize the value of profiling systems. When accessing services offered through the MSC, the users will be requested to fill out anonymous questionnaires; IOM will then be able to collect a wide range of data from the users and will undertake extensive profiling in order to ascertain among other variables the propensity to migration; from age level and type of skills and qualifications of migrants, the socio economical background, the presence of previous migration experience. These questionnaires will be elaborated based on the IOM Tirana MSC questionnaires and study conducted in the previous MSCs project. Profiles will be included in the database previously designed (with some updated indicators). The data on migrants will be sent for data consolidation on a weekly basis to the project's regional coordination site (Budapest), who will compile quarterly comparative reports. Through profiling, which will also ascertain labour demand and potential supply in the region and the characteristics of these trends, results can also be fed into European initiatives such as the EURES, which can harness potential employment from this region.

3. Data and information gathering: Access to timely, accurate and unbiased information will be constantly addressed. General background information related to legal migration and the social, economic and cultural realities of potential countries of destination as well as on irregular migration trends and risks, will be regularly gathered. More accurate information for individual/group counselling will be compiled based on needs and will include e.g. employment conditions in countries of destination, travel and document requirements, entry and visa conditions, registration requirements, migrants' rights, maps and contacts, information on risks of trafficking and smuggling in persons; information on health risks and health resources, tips for economic migrants and find-your-way around information. MSC staff will be responsible for ensuring that individuals understand the risks of irregular migration and the possibilities of migration for work or study purposes, and manage their expectations accordingly. In between outreach visits, time will be spent gathering information on the local and main destination countries' situation, labour market trends and needs in order to identify opportunities, potential match between demand and supply. The material will be obtained from a mixture of sources including embassies, web-based searches, international organizations and NGOs, EU institutions, UN organizations. Additional information that will be taken from formal labour market surveys, chambers of commerce, the national employment services and the Ministries of Labour, Employment and Social Policy will be gathered to complement IOM/MSCs' findings (see related component 3 – national scope activities).

4. Counselling and Referral: Based on the information gathered, MSCs will provide the following services: (i) Counselling – the term counselling in the proposed methodology applies to all mediation undertaken by IOM/MSCs staff with the clients. Counselling is not a one time event but a process throughout the life of the programme. As the focus is on long-term impact, the counselling component itself can be translated as work and skills development guidance/advice, and confidence building to assist in a smooth migration experience or local integration. (ii) Referral – following counselling session(s), the MSCs will refer individuals to appropriate routes to integration in the local labour market or work abroad, which may include existing job opportunities or further training, access to credit schemes to set up small businesses etc. When a certain skills need is common to a certain number of clients and when appropriate and feasible, the skills development activity will be provided by the Centres themselves

with their own resources or with outsourced experts i.e. on IT skills, the use of Internet as information source, CV drafting etc.

Given the high levels of unemployment in all the project locations, the majority of cases will involve the development of tailored individual solutions, which could be a combination of referral to training, career advice and contact information, micro-grant and/or micro credit facilities. Referral may also include directing the individual to other service providers better placed to actually advice/assist in the chosen field.

1.2. Direct Assistance -- REGIONAL SCOPE ACTIVITIES

- **Regional profiling of migrants** – as mentioned, the profiling exercises to be carried out in the MSCs will be shared and exchanged weekly with the project's regional coordinator. The data will be cross tabulated at regional level so as to extrapolate regional patterns that can form the base for formulation of integrated steps and foster the adoption of regional freedom of movement. The databases in each MSC will be compatible so as to technically facilitate this compilation. Quarterly outcomes and a final synthetic report integrating such comparative analysis of the weekly compiled data will be produced.
- **Regional newsletter** to be published also on a quarterly bases, and to be distributed to participants in national and regional events as well as to the media and posted on the website of the EC Delegations and IOM's websites in the project sites. The newsletter will inform institutional actors and project associates interested in labour migration management as well as members of the general public and other interested individuals about achievements or success stories and general developments in the functioning of the MSCs. They will also overall contribute to the projects' and its donors' (EC and governments) visibility.
- **Possibilities for legal channels as best alternative option to irregular ones:** 'Country fact sheets', based on those produced in the previous project that the Action builds upon, will be regularly updated (based on the migrant profiles and requirements– above) on main and preferred destination countries common to the various target project locations, including the following information in a concise and brief manner: (i) entry and stay conditions, (ii) main sectors of employment 'shortfalls' and required profiles/skills, (iii) myths and misconceptions of migration opportunities linked with irregular migration (including the black labour market). The country fact sheets will be produced in a standardized manner, for their use at regional level (by all the MSCs). Each MSC will produce a number of fact sheets on a number of destination countries. The project's regional coordinator will take care of fine-tuning and finalising them for distribution and common use of all project locations.

2. Capacity Building of local actors: developing policy and good practice as sending countries (and as receiving countries)²¹ in the context of current and projected foreign labour needs

2.1. Capacity Building of local actors -- REGIONAL SCOPE ACTIVITIES

The possibility of creating new and legal labour migration opportunities for migrants from Western Balkans was discussed during an IOM/MARRI Labour Migration informal consultation held in Zagreb in Feb 2006, involving all Western Balkans governments' Ministries of Labour and Social Affairs. Many misconceptions and policy gaps, such as on bilateral and multilateral labour agreements or the issues evolving deployment agencies' involvement in black labour market and smuggling networks, were identified among the audience at the time. Other IOM programmes, including the previous B7-667 project which the action builds upon, have also reached this conclusion. In order to shed light on possible ways for the Western Balkans governments to better understand and design labour migration strategies and

²¹ In Croatia, in the period 2000-2003, the number of work permits for employment of foreigners increased by 78%. In Montenegro, in the period from 1st January until 30th November 2005, a total of 5,721 employer requests were submitted by 1,371 employers out of which 2,987 were approved for employment. During the period 1996-2005 the trend of foreigners flux in Albania for employment reasons increased substantially, currently, there are 9020 foreigners in Albania. During 2005 only, there were 1367 persons, mainly in central urban areas of Albania (from Turkey, China, Italy, Greece).

programmes, IOM and ILO, in cooperation with OSCE, will organise a regional 3-day Training Workshop on “Labour Migration Management” in Tirana. This event will involve a total of approximately 50 participants including representatives of: ministries of labour and social affairs, relevant national and regional employment services, labour inspectors, and members of civil society and academia in all the target project locations. As already expressed by the beneficiaries in preparation of the proposal, the approximately 50 participants foreseen will include: public officials from Ministries of Labour and Social Affairs, Interior, Foreign Affairs, Human Rights and Refugees, National Employment Agencies, Consulates of concerned EU MS, Labour Inspectorates, National Statistic Offices, NGOs, academic institutions.

Officials from selected EU Member States where there are large diasporas from the Balkans (i.e. Germany, Austria, UK, Italy, Sweden, Greece) and from Switzerland will also be invited as participants in this event. Their involvement will have a two-fold purpose: on one hand, it will bring valuable contributions based on experiences and technical expertise as both sending and receiving countries of labour migrants and on the other hand, it will be allow them to participate in an informal forum for discussion on the possibilities and challenges for bilateral and multilateral arrangements that would frame legal migration schemes matching labour force potential in the Western Balkans with labour market shortfalls in European destinations.

The event will allow policy-makers and practitioners to familiarise themselves with best practice on labour migration management. For this activity, IOM and ILO –in coordination with OSCE- will use their in-house expertise, human resources, and the “Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and of Destination” (jointly produced by the three organizations)²². The training material will be adapted to the realities of the region. Thematic coverage will include inter alia, but not exclusively:

- **Inter-state cooperation:** negotiation of bilateral and multilateral labour agreements
- **Administration of legal emigration:** establishment of the policy making team; crafting the policy; institutional mission and vision statements; monitoring and evaluating performance; data collection
- **Temporary versus permanent migration:** advantages and disadvantages of both
- **Regulation of agencies deploying workers abroad and related agencies (travel agencies..):** International standards, registration and licensing; fees and documents required from potential migrants; performance based incentives and sanctions; self regulation; involvement of public employment agencies (PEA)
- **Importance of marketing potential:** the market development process/ developing an international labour migration marketing cycle; market research; role of the private sector
- **Support services:** information dissemination (linked with project component 1); pre-employment; pre-departure orientation; migrant welfare funds; assistance through labour attaches of embassies of countries of destination
- **Migrant remittances:** role of remittances in national economies; data collection; remittance service; recipient’s strategies for remittances
- **Qualifying emigration:** education, training and skills development: development of educational training programmes; emigration of skilled human resources
- **Procedures for departure:** employment contracts, emigration clearance

The training aims both to inform and guide on action. It will promote hands-on learning and encourage constant sharing and interaction among participants who benefit from each other’s experience and ideas. Lectures will be combined with Panel discussions, exposes of labour migration experts, and inter-active discussions and practical exercises in smaller working groups. While directed particularly towards concerned governments, the *Handbook* is also useful to social partners, the media, non-governmental organizations and academia. The *Handbook* is meant to inspire further dialogue and cooperation among national authorities and other stakeholders, and stimulate the exchange of information and good practice

²² A similar event has already been successfully carried out in Moscow in December 2006 for the CIS countries, and will soon take place in the Maghreb.

among States on labour migration. The Handbook will be translated to all the official languages in the target region, for use and reference after project completion.

2.2. Capacity building of local actors — NATIONAL SCOPE ACTIVITIES

The regional training workshop and its generic approach shall be complemented with national-level capacity building based on each particular country's laws, policies and socio-economic environment, which would shape the extent to which the project locations can implement the recommendations included in the generic training. The know-how should be adaptable to different situations, types of participants and the varied national contexts.

For this purpose, after the regional training workshop, Expert Teams composed of IOM, ILO, EU MS and Swiss officials --as appropriate²³-- will visit each of the project locations for one week and will hold national capacity building activities (which would consist in workshops, consultations, round tables, presentations, interactive sessions or other methodologies depending on fine-tuned needs and target groups) involving relevant counterparts at the national level. These sets of capacity building activities will be organized in each country during the second year of implementation. Each event aims to highlight the best practices that can be utilized by participants in the development and implementation of labour migration policies and programmes.

In preparation of such national capacity building activities, the Action's country project liaison officers, in close coordination with the regional coordinator, will organize regular consultations and generally liaise with counterparts about their scope and content throughout the first year of project implementation. This is to ensure that scope and content are up to date with the changing labour market context and trends, legislation, and any other relevant developments in the countries (EU accession prospects e.g. candidacy status; migration trends –e.g. possibilities for some of the target locations to evolve increasingly from a sending country to a receiving country...etc). The training materials/curriculum to be used for the designed training activities will be compiled and tailored by the regional coordinator in consultation with IOM Headquarters and ILO experts. While the details of the content will be further defined throughout the course of the first year (as expressed), it is already envisaged that the country capacity building activities shall be structured around the following broad modules²⁴ :

- **National Policies and Practices on Labour Migration Management:** an introduction and overview of sample state policies, trends, legislative frameworks, structures and mechanisms governing labour migration
- **Foreign Labour Market Development and Marketing:** such as market research and outreach for expanding labour migration, identifying opportunities for labour force, the roles and responsibilities of recruitment agencies, developing and concluding bilateral labour migration agreements and institutionalizing skills development (resources and best practices).
- **Protection of Migrant Workers and Services to Migrants:** recruitment regulations, pre-departure orientation, minimum standards for employment contracts, assistance to migrants in destination countries; reintegration of returning labour migrants and international standards for the protection of migrant workers.
- **Regulation of Private Employment Agencies (PEA):** international standards, national legislation, monitoring and enforcement, self-regulation, cooperation between private agencies and public employment services. In-depth training using ILO legal guidelines and training manual

²³ MS experts will be invited to participate in such country visits based on the common interests of the Western Balkans country and the EU Member State in the area of legal migration e.g. where there are large numbers of diasporas present. National workshops could definitely benefit from EU experts specialized in labour migration issues. Preliminarily identified EU MS of interest are Austria, Italy, Germany, Greece, Sweden, UK as well as Switzerland.

²⁴ IOM, together with DFID, external experts and ILO finalized an integrated training course on the Recruitment of Foreign Workers in Selected OECD Countries, which consists of five modules including an overview of overall labour migration trends; selection and recruitment of foreign workers; legal status of foreign workers; cooperation between sending and receiving countries in managing labour migration as well as measures to prevent irregular migration. This curriculum will be adapted to serve the needs and realities of the capacity building activities in each project site

for lawmakers, law enforcement and PEA. Improved services delivered through PEA can potentially limit the illicit market for smugglers and traffickers.

- **Labour Migration Information Systems and Data Collection:** including collection, sharing and analysis of key labour migration data and information for more informed decision-making and policy formulation. Emphasis will be placed on existing indicators on outgoing labour stocks and flows (work permits, data from destination countries, and legitimate recruitment agencies).

3. Data gathering, analysis and research: generating more knowledge of the migration situation to, from and within the WB

3.1. Data gathering, analysis and research—REGIONAL SCOPE ACTIVITIES

The main activity here will be to produce a research report on “Legal migration in the Western Balkans: dream or reality?”. The report will analyse migrant profiles and other information gathered throughout the project, against the background of main destination countries’ immigration (including economic migration) policies and the existing legal mechanisms and channels for migrating both within the Balkans and from the Balkans to the EU. It will highlight the challenges that lie ahead towards optimising the use by Western Balkans nationals of legal avenues for migrating. In the research process, links will be made with the extensive developing policy and initiatives on economic migration at the EU level, as well as with IOM’s and ILO’s own research and available sources of information and the findings and networks created within the framework of running research programmes in the area of labour migration, namely: IOM’s ongoing programmes funded by ARGO 2005 on “European Cooperation on Labour Migration: search for best practices”; and by IOM/ILO’s programme funded by ARGO 2006 on “Combating Irregular Employment of Foreigners in the Enlarged EU”.

Through its well-established network with various research centres, academic institutions, NGOs and governmental bodies, IOM will identify a research expert and 2 research assistants (“research team”) in the participating locations who will, in close coordination with IOM and the project partners, be responsible for carrying out the regional study in the second phase of the project. They will be experts in migration and labour issues. The overall supervision and guidance will be provided by the research team, who will take the responsibility for ensuring the cohesion and comparativeness of national findings and will draft the final report. National academic institutions i.e. *The Institute of International Politics and Economics, Belgrade; Institute for Migration and Ethnic Studies, Zagreb, the Albanian Socio-Economic Think Tank (ASET), in Tirana, Center for Research of Migration and Helping Refugees in Kosovo, and the Montenegrin Law University –Human Rights Centre*, with whom IOM has successfully carried out activities in the past or has established relations with, have signalled preliminary interest to be involved in the research.

Terms of reference for the research will be defined based on priority items outlined in the first paragraph above; they will however remain flexible to change in light of new relevant findings in the course of the research itself, which may impact on the pre-identified priorities. The methodology used includes surveys among economy and market-related authorities as well as among WB nationals to evaluate the labour markets and characteristics of population.

The research team will compile the collected data/legislation, extract the main themes and trends and evaluate/provide recommendations. The IOM management will closely follow the research design phase and coordinate the information flow between the research team and the various source actors (MSCs staff, and with IOM regular counterparts at national level, including trade unions, employers’ associations, NGOs...) and ensure that, while remaining country-specific, the assessments will nonetheless be carried out uniformly in all locations so that comparisons, similarities and differences between participating countries can be easily established by the research team. ILO will be consulted during the research process and input will be provided as deemed relevant. In view of cost-effectiveness, IOM will involve the researcher team in the Steering Committee Meetings (they will be held every six months in various Western Balkans capitals—see section 1.8.4. and 1.9 below). This will offer the occasion to discuss with the project team, ILO, and relevant counterparts in the various capitals, and to conduct brief fact-finding, draw comparisons and differences from the data collected in each of the

participating locations. Their involvement in the SC meetings will also serve as informal forum for preliminary discussions and networking regarding observed best practices and possible recommendations to be presented in the final research report/publication.

The publication is aimed to serve as reference/source tool for the European Commission, public, academic and civil sector in the project's target countries and interested EU Member States to inform their policy-making and practical actions in the area of labour migration within and from the Balkans. The Publication will be widely distributed both in hard copy and electronically, and will include, recommendations for the Western Balkans, based on identified innovative efforts in the area of labour migration.

3.2. Data gathering, analysis and research—NATIONAL SCOPE ACTIVITIES

National scope activities within this component are cutting across the previously described activities. As stated above (Component 1.1.), data gathering at national level will be a cross-cutting action throughout programme implementation and will in turn inform the regional research report (Component 3.1.):

- **Gathering already available information** —the Action (through the MSCs activity and complemented by other running IOM activities –see 1.8.2. and 1.8.3.) will validate and update previously collected information: procedures and required documents for visa, possibilities for education, work, family reunification as well as on conditions for return to migrants' home countries. Additional existing information will be gathered from outside sources i.e. entities such as national immigration authorities, statistical research institutes, academic institutions, policy centers, NGOs.
- **Profiling the MSC users:** as exposed above, filling in a profiling template integrating quantitative (age, gender etc) and qualitative data (motivation for migrating, steps for preparing for migration...) will be imperative —on an anonymous basis—for every client of the MSCs. In this way, the action will use the unique opportunity of having direct access to migrants and potential migrants on a daily basis to carry ongoing assessment of the emigration potential from the region. Comparative analysis will be carried out on a quarterly basis. This activity is meant to be continued by the domestic services taking over the MSCs with the ultimate aim of ensuring their production of annual reports on migrant profiles in each country.

VISIBILITY of donors (EC and governments providing co-funding i.e. Germany and Switzerland) will be ensured in the implementation of the Action through the inclusion of the EC logo and the donor Government institution's name or other related references/information in all published documents throughout the project, including the final research report, and the materials used and distributed during the regional and national capacity building as well as by the MSCs as relevant.

1.8 Methodology

1.8.1 Methods of implementation and reasons for the proposed methodology: The three types of interventions are **tightly linked and inter-related** at the national and regional level towards the same specific objective. All of the activities and services within Component 1 provide a **tailored response** service to migrants and potential migrants that will manage expectations, disseminate information and develop tailor-made solutions, thereby increasing the likelihood of generating solutions for each individual. Direct provision of services requires a **sustainability strategy** behind in order for external assistance to have long-term impact and ensure its cost-effectiveness. Therefore, **capacity building** will be both a cross-cutting intervention within the direct assistance component (in the shape of on-the-job training - OJT) as well a direct intervention in the capacity building component through training workshops and other events at regional and national levels (Component 2). IOM will in different national capacity building activities and in the regional training workshop, acquaint the government counterparts with knowledge and data on labour migration and with solutions found in other countries to regulate labour migration, suggest the adoption of national strategies, possibly assist in drafting legislation and create occasions to discuss national, regional and bilateral initiatives for effective labour migration

management. On the other hand, **information and data analysis** is key to any 'new' policy or area to be explored in any given country, hence the relevance of the research methodology proposed under Component 3. Extensive and comprehensive data gathering and analysis on the migration situation and the existing potential in the region is crucial for effective policy and regulatory frameworks to be developed and should be a continued process in the changing migration environment.

1.8.2 Where the action is the prolongation of a previous action, explain how the action is intended to build on the results of this previous action: As mentioned throughout the document, in 2004-2005, IOM created a pilot regional network of Migrant Service Centers (MSCs) in the Western Balkans notably in Albania, Bosnia and Herzegovina, Croatia, Former Yugoslav Republic of Macedonia and Serbia and Montenegro, and Kosovo Province, providing assistance to migrants and promoting orderly migration flows and related awareness raising (with financial support from the EC). Through its continuous monitoring and final evaluation, the previous project proved that there was a great need of further and detailed information among the clients of the services, yet the technical means to enhance these services are missing. Improving the services while ensuring their sustainability is precisely the core of this project's aim. Considering the fact that labour migration is the preferred and most beneficial migration option to both government and migrants, and in view of increased intra-regional labour mobility as well as a future scenario where visa regimes in the Balkans will be gradually opening up, the Action will moreover contribute to a situation where the sustained service provision will be strengthened by an effective political, regulatory and technical framework. Government officials, policy-makers and other relevant actors will acquire the necessary know-how and technical expertise to be able to design and implement complementary labour migration initiatives in the future – particularly within the region.

1.8.3 Where the action is part of a larger programme explain how it fits or is coordinated with this programme. Please specify the potential synergies with other initiatives in particular from the EC

IOM currently manages more than 60 programmes and projects in the Balkans region, and is implementing partner in others, including but not limited to the areas of capacity building in migration management, return and reintegration, counter-trafficking, border management, migration research, community stabilisation/socio-economic development, health assistance to vulnerable groups. While the Action will not be an integral part of a larger programme, it will seek synergy with a large number of such existing programmes and other related initiatives conducted by alternative actors such as UNHCR, EAR, or individual European Governments. The action will complement and synergize with so-called **community stabilisation** programmes which are ongoing in all locations, more importantly in Kosovo Province and Republic Serbia. Of specific relevance in this regard, are IOM and others' programmes aimed at (re)integrating returnees and other vulnerable groups. Another category of target groups for IOM stabilisation efforts includes ex-military personnel made redundant after defence reforms. IOM is working in partnership with host governments to implement programmes that provide socio-economic reintegration support in Bosnia, Croatia and Serbia as part of a stabilization strategy for achieving sustainable security in a transformational environment. The success achieved through the community stabilization strategies adopted by IOM has now been well documented and despite the economic hardships of the targeted regions, the majority of beneficiaries have successfully achieved alternative sustainable livelihoods. The MSCs will have a similar approach and methodology and will build on such successful models of assistance to provide users of the service with information, referral and advice including on work opportunities at home. Other related IOM initiatives revolve around **prevention of irregular migration and counter-trafficking**. In almost all project locations, initiatives that provide information and awareness on the risks and reality of irregular migration and trafficking are currently active. In Albania, for instance, the project "Promoting safe migration and preventing human trafficking in Albania", funded by UK Secretary for State for Foreign and Commonwealth Affairs, will be running until June 2007, aims to promote safe migration and prevent THB through the creation of appropriate information exchange channels among all the stakeholders, interested parties and the general public. Bosnia and Herzegovina is carrying out a comprehensive 4-year programme, with the support of the US, on counter-trafficking, which includes preventive measures and empowerment of vulnerable groups. The materials produced, methodologies proven to be successful, contacts and networks established etc. will be utilised mainly in Component 1 of the Action. It is also worthwhile mentioning that synergies with

IOM's **Assisted Voluntary Return** programmes to the project locations (namely from EU Member States and Switzerland) will also be sought for. The MSCs will provide assistance to the returnees coming back voluntarily to the Western Balkans, in view of their sustainable reintegration. **Technical cooperation and capacity building** is also an increasingly important form of assistance for effective migration management in the region. Of particular relevance to this proposal are the **EU migration acquis alignment strategies** developed in all target countries with IOM as main implementing partner (CARDS financial assistance). These strategies will mainly serve as background to ensure that the Action is turn complementing efforts in the area of EU migration *acquis* approximation. Many of the measures recommended in the various EU migration *acquis* alignment strategies are actually promoted by the Action e.g. in the areas of non-discrimination, integration of foreigners, the importance of regional cooperation on migration issues, the obligation to facilitate reintegration assistance, the need to combat illegal employment.

Moreover, under the previous year's **AENEAS programme (2005), IOM and the Trier-based European Academy of Law (ERA)** have been conducting a 2-year long project, whereby 120 civil servants from the Western Balkans are being trained on issues related to EU and international policies on asylum, immigration (legal and illegal migration), integration and readmission issues. Synergies will be established with such ongoing capacity building efforts as well. The action could overall help broaden the impact of the aforementioned technical cooperation programmes, which –although highly effective– benefit a relatively limited number of government staff/officials. On the other hand, particularly in Albania, the Action will seek synergy with an **AENEAS 2004-funded project with the Hellenic Ministry of Interior, Public Administration and Decentralization** as project leader, and the Hellenic Agency for Regional Development and Local Government (EETAA) as partner. The project builds upon previous interventions to provide transfer of know-how to Albanian employment offices on how to better match the demand of the local labour market with the skills and needs of returnees in accordance with the provisions in Albanian laws and strategies.

Both the service provision as well as the research components of the project will benefit from two ongoing IOM research programmes funded by EC ARGO 2005 on **“European Cooperation on Labour Migration: search for best practices”**; and by ARGO 2006 on **“Combating Irregular Employment of Foreigners in the Enlarged EU”** (implemented in partnership with ILO). The results of both projects should be achieved in the coming months (before the Action starts). The first project will bring about extensive information and make projections on demography and labour force needs in light of the economic development, migration flows, and labour migration schemes in selected EU MS. Its findings will be used to analyse concrete possibilities for WB nationals to be able to cover such EU MS labour gaps. The second one will analyse the existing irregular employment and measures to combat such phenomenon in another number of selected EU MS. Its findings should inform on the risks of irregular migration and irregular employment to be also transmitted to WB governments and individuals.

1.8.4 **Procedures for follow up and internal/external evaluation:** the programme will be subject to regular monitoring of the implementation progress. This will allow for adjustments and the provision of feedback to the Associate institutions and other actors involved on the progress of the different components during the course of the programme, aimed at ensuring that expected results are achieved. The appropriateness of this project, consistency between the implementation methodologies proposed and the needs of targeted populations and communities will be continuously assessed. The objectively verifiable indicators established to prove compliance with the objectives and the results as laid out in the logical framework will be the reference for measuring effectiveness. IOM will use its tools and methodologies designed for monitoring and evaluation purposes, which allow for establishing the degree of commitment of the public entities; the level of participation of the beneficiary population in the activities; the creation and strengthening of social networks; and the development of local capabilities to guarantee continuation of the proposed action after programme completion. In light of such monitoring parameters, every six months, a **progress report** will be produced by IOM in coordination with ILO and Associates to verify that all activities are developed as planned and progress towards expected results is in place. Coinciding with the progress reports (right after their production), bi-annual **steering committee** meetings involving the beneficiaries, the EC,, government representatives and IOM will take place. They will allow for face-to-face discussions among the stakeholders on the progress of the project and

parameters for fine-tuning of the project implementation modalities. Three months after the end of the Action, an internal **end-of-programme evaluation** will be carried out to objectively measure the impact and the sustainability of the project. Moreover, IOM's technical assistance and monitoring functions regularly provided by IOM Brussels will aim at answering the needs of the project and assisting its implementation in order to fulfill the EC contractual obligations and to comply with EU requirements when implementing the project. IOM Brussels' **technical assistance and monitoring functions will include the following activities:** review outputs compared with objectives as set out in the project document; validation of the project progress and achievements; ensure the compliance of EU regulations, and the observation of the contractual obligations as indicated in the contract, project document, the work plan and the budget; close monitoring of the financial aspects of the project including monitoring of expenses versus budget, assistance in budget revision and financial reports.

1.8.5 Description of the role and participation in the action of the various actors (local partner, target groups, local authorities, etc.), and the reasons for which these roles have been assigned to them: The combination of IOM, ILO, Associates and beneficiaries directly involved in the action is considered an important factor for the successful development of the activities towards reaching the project's objective. All associates/beneficiaries have contributed to the development of concepts, ideas and activities and have stated their direct commitment to its successful implementation.

1. IOM as main implementing agency: IOM is proposed as the main implementing body of the Action. IOM's extensive experience and expertise in all the proposed areas of activity (see II.4.1), and its strong presence and consolidated networks with public institutions, academic and civil sectors in all the project locations places the Organization in an excellent position for successfully managing and coordinating the Action.

2. The Project's partner, ILO: ILO will be the project's main implementing partner. The ILO is the UN specialized agency which seeks the promotion of social justice and internationally recognized human and labour rights. A broad renewed mandate for ILO activity in the field of labour migration was established by the Resolution and Conclusions adopted by the 92nd Session of the International Labour Conference in June, 2004. Delegates of the 177 ILO member States and their respective representative employer and worker organisations agreed on an "ILO Plan of Action on Migrant Workers" which emphasizes increased ILO technical cooperation and capacity building activity, renewed promotion of norms, increasing the knowledge base on international migration, and promotion of social dialogue in migration policy and practice. In November 2005, the ILO's Governing Body adopted a four-year Action Plan on the elimination of forced labour, including trafficking in human beings. The Action Plan calls for coordinated preventive action against trafficking that will be addressed through the project's various activities. ILO will take active part in the Action under components 2 and 3, through the involvement of their experts, support in the development of training materials and delivery of training at both national and regional levels, as well as through sharing its expertise, tools/materials and background information of relevance to the data gathering and research activities. IOM will consult with ILO on all matters related to the possible involvement of public employment services workers' and employers' organisations as well as other labour market institutions. IOM and ILO have successfully cooperated in the past on activities related to both facilitating labour migration and preventing irregular channels of migration. ILO participates in IOM-organised events and vice-versa, thus benefiting from each others' expertise and know-how. One of the recent examples of cooperation is the joint elaboration --together with OSCE-- of the Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and of Destination, which the Action will use for its regional and national training. Last years' joint IOM/ILO proposal to the EC AENEAS programme targeting China has recently begun implementation. ILO and IOM will soon start the joint implementation of the EC-ARGO funded programme on "Illegal Employment of Foreigners in the enlarged EU".

The **German government** is fully supportive of the Action and has also provided a declaration of partnership including financial support of 50.000 EUR. German officials will be active participants in the capacity building activities under component 2.

3. The project's Associates (see associates' templates and their 'role and involvement' in templates below)

3.1. Public and semi-public institutions: the National Employment Services have been identified as the main institutions to host the MSCs, receive OJT throughout project implementation and fully take over the service provision to migrants after project completion. They have the strongest potential for

optimal results and greater impact in the sense that they are in the best position to provide job counselling and skills development to potential migrants and to the wider community based on their own mandate and functions.

3.5. The National Library of Kosovo: hosting the service provision in Kosovo Province (Republic of Serbia) during project implementation

3.4. In Serbia: from the Academic sector, the Institute of International Politics and Economics, and from the civil sector, the NGO “Group 484”. The Institute of International Politics and Economics will be involved in the data gathering and research component. The NGO Group 484 will act as referral actor i.e. Migrants from the MSCs will be referred Group 484 as appropriate and vice-versa.

3.5. In Macedonia: from the civil sector, the NGOs “Organizacija na Zeni na Opstina Kriva Palanka” and “Multikultura” will act as referral actors i.e. Migrants from the MSCs will be referred them as appropriate and vice-versa.

3.6. The Swiss Federal Office of Migration has been extensively consulted during project preparation, provided their special interest in the Balkans region as part of their external relations and migration policies. They have expressed their support to the project and as associate will participate actively in the project implementation. They also intend “to provide a co-funding of EUR 100,000 (the formal co-funding form will be sent after final approval by the relevant authority)”.

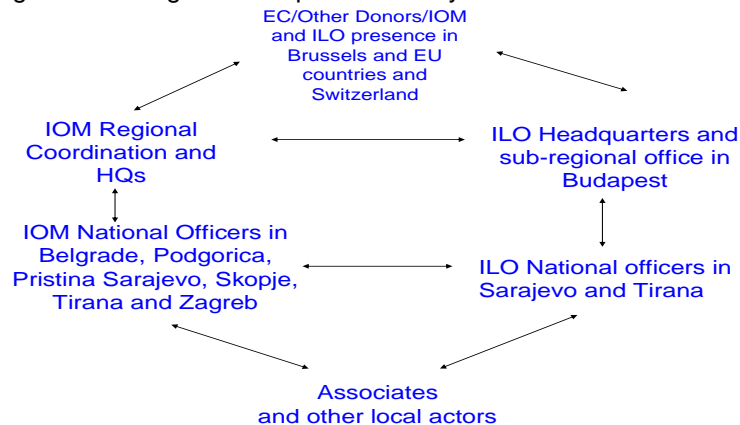
4. Others: other public institutions i.e. Ministries, namely Interior, Foreign Affairs and Labour and Social affairs will also take part in the Action through providing their consultative services and participating in the regional and national capacity building activities under Component 2. **Additional Academic Institutions:** taking into consideration the need for information and knowledge sharing in order to consolidate the MSCs model, IOM will invite relevant academic institutions in the target groups to participate in the proposed Action. The main role of Academia would be to provide input to the Research component; they would contribute to generating specific relevant information and thus to filling in the existing information gap evolving labour migration. Regular IOM partners or institutions with which IOM has held previous contact, such as the *Institute for Migration and Ethnic Studies (Zagreb); the Albanian Socio-Economic Think Tank (ASET); and the Center for Research of Migration and Helping Refugees in Kosovo* or the *Faculty of Economics “St Kiril and Metodij”* in Skopje will be approached for advice and information sharing under component 3. **Additional NGOs will be invited to participate as referral actors.** Migrants from the MSCs will be referred to NGOs as appropriate and vice-versa. **Labour Inspectorates, labour attachés of EU and Swiss Embassies, Trade Unions and employers’ organisations** will be asked to share their expertise in dealing with foreigners. They will be invited to participate in the regional and national trainings, with the aim to increase their capacities on understanding and protecting migrant worker’s rights, EU regulations etc. They will also contribute with available data on migration and migrants’ profiles and on the situation in the project locations. Trade unions will particularly provide inputs on their specific agreements, their policy and work practice relevant for migration and labour analysis.

1.8.6 Team proposed for implementation of the action (by function: there is no need to include the names of individuals here): The IOM/ILO management team responsible for the implementation of the proposed action during the suggested two-year period would consist of the following:

IOM	ILO
1 Part-time project coordinator	2 Part-time ILO international experts
Full time national officers seconded to the local structures	Part-time National Experts
Part-time national liaison officers	Part-time financial assistance
1 part time adm/financial assistant to the project and fin/adm support at country level	

The project coordinator will be based in IOM’s office with Regional Functions for South-Eastern Europe, having direct oversight of the seven project sites. IOM Budapest has a smooth and solid communication system with offices in all the project sites, and regularly monitors their activities as part of its regional functions. It is best placed to ensure an objective and efficient oversight of the implementation. The Coordinator will be in charge of compiling the quarterly (i) regional newsletter and (ii) migrant profiling reports; arranging the six-monthly steering committees and compiling the Action’s progress reports; liaising with IOM Brussels and the Donor and promoting the visibility of the Action in regional and

international forums. National officials will be in charge of implementing the activities at the national level. One full time official will be seconded to the respective national institution taking over the service provision of the migrants, and will be responsible for providing on-the-job training throughout the course of the Action. Part-time officials in the project sites will be responsible for maintaining regular liaison with relevant actors at the country level, overall and more intensively for the preparation and implementation of the regional and national capacity building activities and will serve as channels for general data gathering at the national level. IOM will moreover use its already existing structure in Geneva (expert Service Area on Labour Migration) and Brussels (expert liaison officers with the EC) for supporting the programme. The team will be complemented by highly qualified participants from all associates who will contribute to the development of the Action. Human resources external to IOM and ILO will be hired on a consultancy basis in the context of Components 2 and 3. International and national experts will be hired to complement expertise, where needed, in the context of the regional and national level capacity building activities. A research team composed of an independent research coordinator and two assistants, experts in the region and in labour migration and EU context, will be recruited for the production of the Final report on Labour Migration from the Western Balkans: dream or reality?'. The project team will be highly interactive and will ensure regular networking and multidirectional information flows that will encompass continued field assessment, regular discussions and liaison with Donors and due considerations of global and regional comparative analysis.



1.8.7. Main means proposed for implementation of the action (equipment, tools...): Human resources are the most essential means required for the successful implementation of the proposed Action. IOM, ILO and all associates will provide highly qualified personal specialised in providing the proposed services and activities. The staff members deployed in the MSCs are key to ensure the operational sustainability of the activities. Experienced staff members are essential for capacitating the MSCs and their staff to fully take over after project completion. In addition to its functional and equipped offices in the seven project sites²⁵, IOM will provide an efficient communication system at the regional level. This will allow for a safe implementation of the proposed action and for timely and efficient monitoring and evaluation of activities. As already mentioned, external human resources will be necessary for the research report production (which will be carried out by an independent academic and assistants) and as *ad hoc* support for the organization and delivery of the national capacity building events. The rest of means necessary for the implementation of the action are reflected in the budget. Main elements refer to the standard office equipment for the MSCs (computers, copier, phone, shelves, tables, chairs....); functioning internet connection; documentation. The materials and equipment provide a functional but also attractive environment, which adds to the sustainability of the activities, as the local government would not need to budget for such material costs for the first years after project completion. Financial coverage is also need for the necessary travel and logistical needs for both the regional and national capacity building actions as well as for the translation of the Labour Migration Handbook and the final report production and distribution. Complementing the EC financial grant for the Action, IOM will ensure the provision of co-financial support. At the time of submission, the German Government has

²⁵ With more than 270 well-prepared, experienced and highly motivated staff in all countries of the Western Balkans, IOM counts on a solid team integrated in 7 offices and a number of sub-offices across the region

Preparatory work of the regional seminar on LM (updating the curriculum and training materials, fine-tuning the agenda, identifying participants, logistical arrangements)			X	X	X								IOM/ILO/OSCE
“Preparatory” work of the Regional Seminar: Translation of the IOM/ILO/OSCE Handbook on LM			X	X	X								IOM/ Local translator companies
Execution of the Regional Seminar on Labour Migration					X								IOM/ILO/OSCE
Preparation of the report of the Seminar including suggestions for the application of the Handbook elements in the different national contexts					X	X							IOM/ILO/OSCE
National Capacity Building Albania: preparation							X						IOM/ILO/EU experts
National Capacity Building Albania: execution								X					IOM/ILO/EU experts
National Capacity Building Bosnia and Herzegovina: preparation								X					IOM/ILO/EU experts
National Capacity Building Bosnia and Herzegovina: execution									X				IOM/ILO/EU experts
National Capacity Building Croatia: preparation									X				IOM/ILO/EU experts
National Capacity Building Croatia: execution										X			IOM/ILO/EU experts
National Capacity Building Kosovo Province (Serbia): preparation											X		IOM/ILO/EU experts

Issuance of a Newsletter		X							IOM and Project Associates
Compilation of migrant profiles		X							IOM and Project Associates
2. <u>Capacity Building of local authorities: developing policy and good practice on LM</u>	X	X							IOM/ILO/EU experts
National Capacity Building Montenegro: preparation	X								IOM/ILO/EU experts
National Capacity Building Serbia: execution	X								IOM/ILO/EU experts
National Capacity Building Serbia: preparation		X							IOM/ILO/EU experts
National Capacity Building Serbia: preparation		X							IOM/ILO/EU experts
3. <u>Data gathering, analysis and research: generating more knowledge of the migration situation to, from and within the Western Balkans</u>	X	X							IOM and Research Team
Research Implementation: Desk research and review of quantitative data	X								Research Team
Research Implementation: In-depth interviews; on-site visits etc	X								Research Team
Research Implementation: Data analysis and drafting of the report		X							Research Team
Research Implementation: Finalising the report		X							Research Team
Research Implementation: Editing/External Review/Proofread		X							IOM

Research Implementation: Printing and distribution		X							IOM
4. Project Steering/Coordination Meetings	X	X							IOM
5. Progress Reports	X								
6. Project Evaluation		X	X						IOM

2 EXPECTED RESULTS

2.1. Expected impact on target groups/beneficiaries

2.1.1 The situation of target groups/beneficiaries

Migrants and potential migrants, as well as indirect beneficiaries (i.e., the larger communities), will benefit from the available service that would be built in the structures of the selected institutions. Western Balkans nationals' awareness of the procedures for legal migration, migrants' rights, and the risks of illegal migration in all its forms, including smuggling and trafficking, should therefore increase. This should, in turn, help dissuade people from resorting to irregular means. In the longer-term, the Action could contribute to a decreased number of cases of smuggling and trafficking, as well as a reduction in the number of unfounded asylum claims made in EU states.

On the other hand, considering the relatively limited experience and knowledge base on labour migration among the administrations in the region, capacity building initiatives are crucial to ensure their better functioning and readiness to take over the full responsibility for their area of work (upon the eventual handover of competencies). The general lack of expertise poses a challenge in the Western Balkans context and therefore it is vital to contribute to the emergence of such. Initiatives enhancing the local knowledge base therefore are of utmost importance.

Policy makers and other local authorities will have access to the data, acquired in the course of the implementation, on the numbers and profiles of migrants, labour markets, and other relevant information which could be applied in their respective work. This data will be of relevance when defining migration policies and cooperation platform/starting point on labour-migration related issues among countries in the region and with other destination countries.

2.1.2 The technical and management capacities of target groups and/or any partners where applicable.

Through skills development referred by or directly provided by the MSCs, the migrants/potential migrants/active population in general will improve their skills through training and practice in the use of information technology, CV formulation and presentation, formulation and implementation of business plans, local development processes etc as relevant.

Government agencies, public employment services and other relevant bodies will upgrade their technical and management capacities in the field of labour migration management. First of all, the entities to take over the service provision foreseen by the Action will be trained in specific issues related to working with potential migrants (component 1). Other associates included in this proposal will also improve their technical capacities in working with migrants. Institutions such as PES and PEA, will receive training in how to design programmes taking into consideration the special needs of migrant workers and their

families. In addition, the input generated by the capacity building and research components (2 and 3) will be disseminated and used as a technical basis for the development of activities at all levels.

Through the research component (3) governments' capacity to respond better to migration challenges will be increased. Apart from the direct value of the information and knowledge generated, the participation of the NGO and academic sector will allow them to participate in the migration debate with more authority. On the other hand, public authorities will improve their capacities to provide better targeted follow up on the Diasporas abroad, and thus explore further opportunities of how to involve migrants in their countries' development processes.

2.2 Concrete outputs

Based on the planned activities the proposed action is expected to deliver the following concrete outputs:

- Approximately 15,000 labour migrants provided with access to information and referral services
- Approximately 5,000 labour migrants provided with basic technical training
- Approximately 30 officials trained in providing services to regular 'clients' (through OJT)
- Approximately 50 beneficiaries from a 3-day regional training on Labour Migration
- Approximately 140 (20 individuals per project site), including PES and PEA representatives directly targeted by the national training events under component 2.2
- Up to 2,000 policy-makers, academics and NGOs benefiting from the research publication and overall data gathering results
- Leaflets, posters, radio jingles, newspaper advertisements, and other informative and promotion materials on the MSCs services and on irregular and regular migration key informative elements produced
- Campaigns to inform about the MSC model and to promote regular migration and prevent irregular migration implemented in all project sites
- Network involving Government institutions, private sector, civil society organizations and academia from both countries established
- Recommendations and reports from the project period, particularly, the national training events, the regional training and the Steering Committee meetings.
- 4 progress reports and 1 final report of the Action produced
- 1 Final Evaluation produced
- Publications:
 - 1 Research report on "Labour Migration from the Western Balkans: dream or reality?"
 - Translated versions of the ILO/IOM/OSCE Labour Migration Handbook
 - Quarterly regional newsletters on MSCs experiences
 - Quarterly regional reports on migrant profiles
 - Fact Sheets on EU and other main/preferred destination countries produced

2.3 Multiplier effects

In the long-term, the results of the service provision to migrants and would be migrants should serve to off-set negative phenomena ranging from corrupt "providers" of false promises about visas and work permits all the way to human traffickers, who also rely on the general ignorance of the population about the procedures, possibilities and requirements to work, travel, or study abroad.

Participants in the Regional Training Workshop will transfer acquired know-how back to colleagues at home and apply it in their daily tasks; National level discussions and training (involving EU experts and officials) will open channels for future closer cooperation on migration management between the countries; The MSCs and their staff in central (as well as some regional) offices in all countries, will cascade down the know-how to the rest of regional branches across the countries.

The Handbook on “Establishing Effective Labour Migration Policies in Countries of Origin and of Destination” will be translated and made available as resource tool and for possible further training and as means of reference consultation for migration officials who will be able to utilise the handbook to be able to make further policy proposals and potential legislative changes. The Handbook will also be provided to other entities such as academic institutions to be potentially used in educational curricular.

Finally, the word-of-mouth effect: clients of the MSCs will act as multiplier agents of the awareness raised and the information obtained, providing it in turn to their friends and relatives. Moreover, the network of contacts between different actors at national level as well as with main EU destination countries will naturally continue and be strengthened throughout project implementation and thereafter. Overall, a marked enhancement of the expertise on service provision to migrants and monitoring of agencies deploying workers abroad is likely to decrease the potential for irregular migration and in turn contributing to the increased use of legal channels to migrate.

2.4 Sustainability

The principal idea behind the present proposal is to secure the sustainability of the MSCs model by linking it up to national institutions, improving and consolidating it. Sustainability is thus a key factor from the planning of the proposed action throughout its implementation. The sustainability strategy is based on applying IOM’s own sustainability guidelines to secure financial, institutional and political continuity. IOM guidelines for sustainability in context analysis and analysis of actors have been used in the preparatory phase and will be used continuously throughout the implementation. A substantial part of IOM’s strategy is to involve the above-mentioned actors throughout the development of the action. The role of the governmental, civil society and academic entities in all project sites will also be important in contribution to sustainability and the desired multiplier effect. Sustainability is furthermore supported by the capacity-building approach promoted by the model, through on-the-job training in the MSCs and government capacity building activities under component 2.

IOM’s interventions will ensure adequateness to the social and economic context and ownership by primary and secondary beneficiaries. Additionally, this approach optimises the coordination and cooperation between the different local, regional and national actors. The monitoring and evaluation process foreseen (see 1.8.4) will also support the development of sustainability indicators for the action *per se*.

2.4.1 The financial aspect (how will activities be financed when the grant ends?)

The project will provide financial support for setting up and technically equipping/upgrading the MSCs (which are the most significant costs) within existing local structures, so when the direct assistance to migrants is handed over fully to the national institutions they are able to continue financing the project out of their budgetary allocations. Even if IOM has designed the Action in the most cost-effective way possible, the perpetuation of the MSC structure will require a contribution from the local government after project completion (at least the salary of the staff member/s working there). Operating costs should be low enough to be assumed by the local government, particularly if time is provided for them to include them in the next years’ budget. This will require that the project team dedicate time and efforts to lobby and advocate for the inclusion of these funds into the coming years’ budgets while the Action is still underway. The institutions to take over the services in most countries have already been providing some counselling and other types of services to migrants; consequently, further maintenance should not be a heavy financial burden for the state budget. It is envisaged that these institutions could sustain such activities and possibly cascade the know-how down to the local or sub-regional level, as multiplier effect

(see 2.11). Complementary external funds, if needed, will also be sought during the course of project implementation.

Transferring the know-how acquired in regional and national capacity building activities should have no financial impact, as briefings or presentations could be organised –with IOM support- in the beneficiary institutions' premises and during their working hours (so, within their salary costs) on a no-cost basis. Also, the know-how acquired will be applied in their daily work thus positively impacting on 'observing' colleagues. The research results would be self-sustainable financially (with possible need to issue/print additional copies of the publication as needed) and be simply used as tool by interested actors. Cost-effective methodologies and feasible tools will be designed for continued data gathering and analysis within the MSCs (and others) and continued sharing of outcomes will be promoted among the various actors involved throughout the course of the project.

2.4.2 Institutional level (Will structures allowing the activities to continue be in place at the end of the action? Will there be local "ownership" of action outcomes?)

Project activities are oriented towards enhancing and improving the target groups' capacities and fostering the growth of beneficiaries' awareness of possibilities for legal migration and risks of irregular migration. Gradual handover by IOM with parallel OJT within the direct assistance component (1) will equip the national institutions to continue with the service provision to migrants after the end of project implementation. The Regional Training and the National level training and bilateral discussions will produce materials to be easily further used and transferred for additional capacity building and will create networking opportunities and build relationships between the participating parties, which will be self-sustainable considering their common interests and challenges.

Representatives attending the regional and national trainings are expected to transfer the acquired knowledge to colleagues and other relevant partners within their specific area of work; internal debriefings or informative sessions, to be organised at minimal costs, will be encouraged by IOM. The project will provide data which will contribute to better understanding of legal migration potential from the region. Concurrently, it will bring to the forefront the importance of prevention measures and timely access to information of migrant groups. Overall, experiences within the programme implementation will result in the identification of gaps and priorities and definition of overall policy recommendations and future steps on effective migration management emanating from the countries themselves.

2.4.3 Policy level where applicable (What structural impact will the action have - e.g. will it lead to improved legislation, codes of conduct, methods, etc?)

The above approach is directly tied to the target groups' involvement in the project's design and implementation, promoting the durability of the improvements brought about by the Action through their subsequent political ownership and long-term commitment. IOM holds regular discussions with public administrations dealing with migration within the framework of its daily activity in all the target countries, which has actually inspired this project's idea and which will continue after project completion.

The participation of these actors in the short, medium and long term will guarantee a continued public debate on labour migration. Furthermore, actions will be taken to provide direct support to the generation of improved public policies related to the issue. It is expected that the regional and national capacity-building and the distribution of the research findings will result in improved government policies relating to the management of labour migration as sending countries.