

MIGRANT SUPPORT MEASURES FROM AN EMPLOYMENT AND SKILLS PERSPECTIVE (MISMES)

TUNISIA



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PREFACE

This report is the European Training Foundation's (ETF) latest contribution to an informed policy dialogue on migration in the context of employment and skills. It is part of a series of reports that present the main findings of the project on migrant support measures from an employment and skills perspective (MISMES). The project was coordinated by Migration Policy Centre of the European University Institute (EUI) under the supervision of the ETF.

The result of this project is a worldwide inventory of migrant support measures implemented in sending countries, to facilitate labour mobility and increase the developmental effects of migration. In addition, five in-depth studies were conducted in the countries, which concluded mobility partnerships with the European Union (EU): Armenia, Georgia, Republic of Moldova, Morocco, and Tunisia. For the purpose of these reports, MISMES are defined as specific policy interventions – pre, during and post migration – aimed at improving the labour market integration of migrant workers or the matching of their skills.

This report is about mapping and reviewing migrant support measures in Tunisia¹. Professor Iván Martín, from the Migration Policy Centre of the EUI, prepared the report, while Chapter 3 on the case study of the Swiss Assisted Voluntary Return and Reintegration Programme was prepared by Professor Mohamed Kriaa and Mohamed Alaa Demnati. Valuable contributions were also provided by Philippe Fargues and Alessandra Venturini from the EUI, and by Ummuhan Bardak and Mariavittoria Garlappi from the ETF.

The study has greatly benefited from the assistance and collaboration of many institutions and individuals involved in the migration work in Tunisia. Some of the institutions interviewed are the Ministry of Social Affairs, the Office for Tunisians Abroad (OTE), the Ministry of Vocational Training and Employment, the Tunisian public employment service (ANETI), the Tunisian Agency for Technical Cooperation (ATCT), and the local offices of some international/donor organisations involved in the implementation of various migration projects (i.e. IOM, UNDP, ICMPD, ILO). They kindly shared their knowledge and provided additional materials concerning MISMES in Tunisia.

Special thanks go to Ahmed Messaudi, General Director of the Bureau of Foreign Labour from the Ministry of Vocational Training and Employment, and to Hamida Rais, from the General Directorate for International Cooperation on Migration from the Ministry of Social Affairs, who attended the final workshop of the MISMES project in September 2014 and provided very useful comments on this report.

¹ An Excel file containing more detailed information on a total of 10 initiatives/projects is available on the web, see: www.etf.europa.eu/web.nsf/pages/MISMES

EXECUTIVE SUMMARY

This country case study aims to map the migrant support measures from an employment and skills perspective (MISMES) implemented in Tunisia. It also aims to extract from their analysis some elements for the assessment of their efficiency and their impact on migrant workers' labour market outcomes and skills utilization. The report is based largely on desk research and on the responses received for the MISMES Questionnaire (ETF 2015b), complemented by a country mission to meet key institutions and practitioners (see Annexes 1 and 2). A MISMES case study with a more in-depth analysis of the Assisted Voluntary Return and Reintegration Programme implemented with Swiss cooperation in Tunisia is included in Chapter 3.

Tunisia has a long tradition of labour migration, and roughly 10% of its total population lives abroad. This has historically given rise to several institutions involved in migration management, some of them unique or nearly so to Tunisia. For the last forty years, the country has consistently pursued a policy aimed at facilitating labour migration, including the migration of skilled workers. However, there has not been, to date, a comprehensive national migration strategy clearly specifying the main policy objectives, the means and ways to achieve them and the institutional division of work and coordination mechanisms, though some attempts to define one have been undertaken since the revolution in 2011 (including the circulation of a draft National Migration Strategy, which requires a thorough consultation process of all relevant stakeholders before its adoption).

The rich variety of public institutions which deal with different aspects of migration management include: the Ministry of Social Affairs with its State Secretariat for Migration and Tunisians Abroad (SEMTE), integrating a General Directorate for International Cooperation on Migration, and its Office for Tunisians Abroad (OTE, with a network of 44 labour attachés); the Ministry of Vocational Training and Employment with its Bureau of Foreign Labour and its public employment service (ANETI, with more than 90 regional offices), including an International Employment Department; and the Tunisian Agency for Technical Cooperation (ACTC) under the Ministry of Development and International Cooperation. In addition, the country has a series of bilateral labour agreements signed with main destination countries (e.g. France, Italy, Switzerland), mainly with the aim of facilitating labour emigration.

However, as recognised in the draft National Migration Strategy, there has not yet been a clear institutional coordination platform on migration. This poses a challenge as there is the recurrent involvement of the same national agencies in the implementation of MISMES without formal coordination mechanisms that leads to some overlaps and inconsistencies: this is obvious in the field of AVRR, for instance, or with different international job matching MISMES. For the same reason, MISMES information is scarce regarding the projects, budget allocations, outcomes or eventual assessment. This makes any assessment and learning curve in this field difficult. Evaluation is largely absent both during project implementation and afterwards. The recent efforts to establish a cooperation platform for institutions involved in migration management and the signature of the Mobility Partnership with the EU in March 2014 are worth stressing here. They all point to a willingness to optimise the contribution of migration to the country's development and to cooperate with key partners and destination countries. Here is where MISMES can play an important role.

As a matter of fact, the number of MISMES identified in Tunisia, namely ten, is relatively small, given the size and history of Tunisian migration². Besides that, five of the ten MISMES identified are recent: three have only been implemented since 2012 and two since 2009. Real assessment in these cases is difficult. Nevertheless, the most common type of MISMES (five out of ten) is international job matching

² See Excel file on the web: www.etf.europa.eu/web.nsf/pages/MISMES

which is consistent with the national policy for promoting and facilitating legal labour migration. Then comes the return programmes, with the type of AVRR (at least three programmes implemented by IOM, OFII and ICMPDP). During-migration measures and pre-departure training have largely been absent from the country, with only two recent examples for the latter (basically language training).

The analysis carried out to elaborate this study has demonstrated that, in Tunisia, the main challenges affecting international migration potential from an employment and skills perspective are the identification of appropriate international job opportunities (job matching); and the matching of potential migrant worker's skills to the requirements of employers in destination countries. Concerning the former, the Tunisian Agency of Technical Cooperation (ATCT) has a long experience in placing highly-skilled Tunisian workers with work experience (mainly from the public sector).

The public employment service (ANETI) has developed an international employment service, over the last few years, but it needs more work and in particular new ways of searching for international job opportunities.

As far as skills' development for migration is concerned, the contrast between the importance of this issue and the very few MISMEs implemented in this field is remarkable. Despite a wide consensus about the gaps existing between the skills of Tunisian migration candidates and the skills required by potential international employers, skills-related migrant support measures have not been a standard component of the migration management toolbox in the country. The implemented MISMEs have tended to focus on international placements, where Tunisia has a long-standing and unique institutional experience. There has been less focus on skills' development (including pre-departure training, which has little tradition in the country, or projects to capitalize the skills of national migrants, of which there is no ongoing tradition).

Despite this low MISMEs intensity, the degree of ownership of MISMEs by national authorities is very high: five out of ten MISMEs are funded and implemented directly by public bodies as part of their administrative mandate. National agencies (in particular ANETI, OTE and ATCT) are directly involved in the implementation of virtually all MISMEs, including those managed by international cooperation agencies. This makes coordination easier and offers a clear entry point for any plan to improve the effectiveness of MISMEs in the country. The strong tradition of State involvement in migrant support measures in Tunisia is consistent with the national policy to promote and facilitate legal labour migration. However, despite this, institutional capacities are not always up to the challenges and needs of labour migrants (in particular to the extent that the ANETI is concerned). Indeed, most recent and new initiatives come from international organisations and donors.

Generally, the Tunisian MISMEs analysed in the inventory have a very high unit cost. This is determined both by the qualified (and often international) labour intensity of measures implemented and the low number of beneficiaries for most of the measures. This efficiency issue is compounded by a lack of systematic collection of information on the impact and follow-up of implemented measures. As a result the evidence available does not allow us to make any definite statement about MISMEs effectiveness: i.e., to which extent they help the beneficiary migrants to find a job or better use their skills in a job abroad. There has not been, to date, any comprehensive evaluation of migrant's support measures in Tunisia.

Regarding bilateral labour agreements, Tunisia has traditionally employed them as an appropriate framework to manage migration, as a way to ensure the placement of Tunisian workers in partner countries and to promote their rights. However, as the case of the France-Tunisia bilateral labour agreement shows, a legal framework alone does not assure labour migration. Some accompanying support measures are required to help potential migrants to get a job abroad (matching); develop the required skills; and have their rights as workers protected.

Therefore, there seems to be a case to be made for developing specific MISMES to optimize the use and impact of bilateral labour agreements. This could be done in the framework of the EU Mobility Partnership (MP), not least because, ten Member States are signatories of the Mobility Partnership and also the main countries of destination of Tunisian migrants. The MP can be a new start for a wider and longer-term cooperation on migration management and related support measures to migrants.

A common feature of practically all MISMES in Tunisia is ANETI's role in implementation. Its limited human and institutional resources affect negatively the quality and consistency of its services: e.g. routine trainings, lack of resources for proactive action. This makes it crucial to invest in the institutional strengthening of ANETI. Here there is its job-matching role (including the international labour market monitoring function and its job prospection function); and the quality and update of the training services it gives. In addition, the ANETI services should be better linked to the services and tools of OTE and ACTC. A better coordinated and concerted action among these three main institutions could tremendously increase the effectiveness and efficiency of labour migration management and MISMES services. The upcoming EU-funded Project to Support the Implementation of the EU-Tunisian Mobility Partnership might be an opportunity to undertake that investment, but the decision to coordinate the ANETI, OTE and ACTC services and tools lies in the hands of the Tunisian government.

The low number of new legal labour migration opportunities available in recent years has been one of the main challenges of the current Tunisian migration management system. Overall in Tunisia there is a real opportunity to develop new MISMES, in particular skills development programmes, an appropriate instrument to overcome the skills mismatch currently hampering labour migration and the benefits the country and migrants get from it.

1. INTRODUCTION: MIGRATION BACKGROUND

In the past years the ETF conducted studies on migration and skills focusing on specific countries neighbouring the EU (ETF 2014, WB& ETF 2010). This earlier research provided evidence on the skills profiles of migrants, and how those skills are underutilised abroad and upon return. It also showed the need for policy measures to support migrants to improve job and skills-matching for the benefit of the receiving countries, countries of origin and the migrants themselves. As a result, the MISMES project was launched and carried out in 2014 by the ETF, with the support of the Migration Policy Centre at the European University Institute (EUI).

1.1 Migration facts

Migration, and in particular migration to Europe, is an important component of the Tunisian labour market: 1.2 million emigrants, roughly 10% of the total population, 83% of which are in Europe, and in particular more than 54% in France, followed by Italy, Germany and Libya. Remittances amount to 4.2% of GDP (SEMTE 2013). Tunisian migrants are largely in working age (74%), and only 18% of them are highly educated (i.e. with at least a first-stage tertiary degree). Emigration rates among the highly-educated (12.6%) are almost double that of the low educated (6.4%) and migration has grown since 2000 at a rate of 4% annually, against a population growth rate of 1% on average.

28% of the adult population (and 44% of the 15-24 years old) express their desire to emigrate if the opportunity arises, and 22% plan to do so in the next 12 months (OECD 2012). The main determinant for persistent labour migration flows has been the high level of unemployment: over 18% of the labour force are unemployed after the 2011 revolution, affecting particularly the young (more than 40% for the 15-24), women (more than 27%) and graduates (with rates exceeding 30%). Female activity rates are very low, less than 25% of working age women work. However, this desire to emigrate is not unconditional: according to employment services experience, Tunisian workers require a minimum level of wages and work conditions abroad, as shown by the difficulties in finding candidates for low-paid jobs in France or the Gulf countries.

Immigration in Tunisia has historically been low and has not changed substantially: there were 35,000 immigrants counted on the Tunisian territory in the 2004 Census, which is likely an underestimate, but the immigrant population has never exceeded 1% of the population. However, Tunisia's role as a transit country for Sub-Saharan migration aiming to reach Europe has become an issue in relations with the EU, especially since insecurity in Libya made that route more risky.

After the 2011 revolution, two consecutive migration crisis affected the country: between February and August 2011, 28,000 Tunisians benefitted from the confusion in the border control system to get to the Italian island of Lampedusa, in an irregular fashion, and then the European continent, creating a political crisis in the system of the free movement of persons within the European Union. Then the civil war in Libya in 2011-12 provoked a flow of some 200,000 refugees into Tunisia (according to UNHCR), as well as a temporary return of up to 137,000 Tunisian emigrants (IOM figures). Since 2012, the annual migration balance has stabilized and it shows a slight increase, being estimated by the National Statistical Institute at around -16,000 *per* year over the last five years.

1.2 Migration policies and institutions

Both before and after the revolution and regime change in January 2011, national authorities pursued a policy trying to facilitate labour migration as a way to ease strong labour market pressures. However, beyond this "pro-migration" stance there was no articulate national labour migration policy (see Martín 2013) because the political dimension of migration (and the control of Tunisian migrant communities) prevailed over economic considerations. After the revolution, there was a weak institutional context

during the political transition period up to December 2014. In 2014 the State Secretariat for Migration and Tunisians Abroad (SEMTE) published a draft National Migration Strategy (of which two different versions have circulated) setting out some elements for its strategic plan. The draft National Migration Strategy also compiled the different national and international cooperation projects existing or planned in this field as well as a catalogue of potential actions, but it was never formally adopted or developed.

As in other fields of migration management, a strategic reflection on MISMEs or their role in the Tunisian migration system and the needs they are supposed to fill was largely absent from this National Strategy. It did mention, however: the Bledi portal (see Chapter 2); the Assisted Voluntary Return and Reintegration programmes (MISMEs Inventory No 7 in Chapter 2); support to returning Tunisian migrants offered by ANETI (MISMEs Inventory No 8); and the Migrant Resource Centres (MISMEs Inventory No 9). The draft strategy also foresaw the establishment of a labour market monitoring system by sectors (by the Observatory of National Employment and Qualifications, ONEQ, and the National Statistical Institute). It also asked for the creation of a platform for job offers abroad published by Tunisian institutions abroad. Finally, it required the simplification of procedures for recognizing qualifications acquired abroad upon return.

In place of an explicit national labour migration policy, Tunisia has traditionally favoured the signing of bilateral labour agreements with destination countries. These agreements have taken different forms, but the most significant one is the “French-Tunisian Agreement on the Concerted Management of Migration and of Solidary Development” ratified in 2008. It provided for up to 9,000 work permits a year for Tunisian professionals: 1,500 under the “Skills and Talents Card”, 3,500 under the list of shortage occupations, 1,500 as young professionals and 2,500 as seasonal workers. In practice, fewer than 3,000 Tunisian benefit from this agreement every year, of them recurrent seasonal workers. This gap between the possibilities offered by the bilateral agreement and the actual use made of it has caused a good deal of comment and analysis, but also led to frustration (for an assessment of this agreement, see World Bank 2012).

Some have claimed that the problem is the lack of knowledge of the scheme on the part of French employers and that publicity is needed. Others have pointed to administrative hurdles (mainly in France, but also in Tunisia) and a lack of coordination between the authorities in the two countries. The Tunisian government is keen to find mechanisms to make full use of the agreement, whereas the French government knows that the 9,000 potential permits to be granted every year are only an upper limit, not a quota. They also point out that they already grant preferential treatment to Tunisia under the current implementation of the agreement in relation to other countries with which France has signed bilateral agreements.

Tunisia also had a job search visa agreement with Italy in 2000-2001, but it was discontinued. Later attempts to develop a job matching information system in 2009 (a webpage in Italian developed by ANETI to register Tunisian migration candidates) failed completely: the Italian employers preferred to reallocate the migration quotas to irregular migrants already present in Italy. Currently, the Tunisian and Italian authorities are negotiating a new agreement. Another example is the agreement signed in June 2012 with Switzerland integrating a “concerted migration” approach. This allows for access to the Swiss labour market for young Tunisian professionals (150 a year for a period of one year that can be extended for another half a year) and a programme for assisting returning Tunisian migrants. Finally, in December 2010, the agreement with Qatar on the employment of Tunisian workers was ratified. Actual utilization remains, though, disappointing, in part due to the perceived low salaries offered in Qatar for certain specialties, and, in part, because English is needed for work there. Bilateral labour agreements remain, though, unquestionably the main tool used by Tunisian authorities to promote migration.

In this context, a Joint Declaration for the EU-Tunisia Mobility Partnership was signed 3 March 2014³, creating a new institutional cooperation framework in this field between the EU and Tunisia. Though so far it provides for few new legal migration opportunities to Europe, it does establish a comprehensive framework for policy dialogue on migration with the EU and its Member States and a common platform for starting wider and longer-term cooperation in this field for the future. Chapter 4 below provides an analysis of the relevance of this Mobility Partnership (MP) for MISMEs in Tunisia.

The institutional setting of migration policy is quite complex (see Martín 2013).

- Migration policy is part of the remit of the Ministry of Social Affairs, which also takes in charge the implementation of social security legislation and anti-poverty measures. In November 2011, a State Secretariat for Migration and Tunisians Abroad (SEMTE) was created within the Ministry of Social Affairs, for the first time. It had a strong political profile, concentrating all policy-making and coordination functions in these fields (migration and Tunisians abroad), as well as international cooperation (for a description of its objectives and functions, see Kriaa 2014).
- SEMTE started developing the above-mentioned draft 'National Migration Strategy' and created a 'National Migration Observatory', which has not yet materialized. Another initiative of SEMTE was launching an online information & support portal (called BLEDI) addressed to all Tunisians residing abroad in August 2013 (www.bledi.gov.tn). The post of Secretary of State was left vacant in the new Government appointed in January 2014, but the two General Directorates created within SEMTE – one for International Cooperation on Migration and one for Planning and Follow-up of Migrants – were upheld, as well as a Migration Advisor in the Minister's Cabinet. The new Government appointed in February 2015 included a State Secretariat for Immigration Affairs and Social Integration.
- Equally as part of the Ministry of Social Affairs, but quite autonomous, there is the Office for Tunisians Abroad (Office des Tunisiens à l'Étranger, OTE). The OTE was created in 1988 and has 220 officers and offices in the main destination countries (including 44 social attachés), and in the different Tunisian regions. The OTE's mandate has evolved from support for and information about migrants (including monitoring the political activities of migrants) to a focus on services to Tunisian migrants in all required fields: education, social security, administrative support and reintegration of returning migrants. Given this, it is well placed to carry out MISMEs during-migration and post-migration phases.
- The Ministry of Vocational Training and Employment has a Bureau of Foreign Labour (Bureau de la main d'oeuvre étrangère). It is competent in granting labour permits to foreign nationals wanting to work in Tunisia, but it also plays a role in negotiating and following up bilateral labour agreements with third countries, i.e. in the emigration of Tunisian labour. This Bureau is also the institution in charge of registering, authorizing and following up the private international placement agencies authorized in 2010.⁴ Fifteen of these agencies have been authorized to date exclusively for international placement purposes, since their activity is not allowed in the national labour market. However, the number of international placements has been quite limited, not exceeding a few hundred over four years.

³ See: http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/international-affairs/general/docs/declaration_conjointe_tunisia_eu_mobility_fr.pdf. The Mobility Partnership was signed by the EU and ten Member States: Belgium, Denmark, France, Germany, Italy, Poland, Portugal, Spain, Sweden and the United Kingdom.

⁴ Decree No 2948 of 9 November 2010.

- The Ministry of Foreign Affairs negotiates and coordinates international agreements in the field of migration, including the Mobility Partnership agreement signed with the EU. Through the General Directorate for Consular Affairs, it also manages a register of Tunisians abroad.
- The Tunisian Agency for Technical Cooperation (Agence Tunisienne de Coopération Technique, ATCT) is another unique Tunisian agency specialized in the placement of qualified Tunisians abroad. As part of the Ministry for Development and International Cooperation, it has placed 40,000 professionals during its twenty-five-year history. In principle these are temporary placements of up to five years, 80% in the Gulf countries (where it has seven offices). It must be emphasised that most of the placements are civil servants from the Tunisian public sector (see MISMES Inventory No 2)
- The Tunisian Public Employment Service (ANETI) has an International Employment Division which is in charge of managing international placements of Tunisian workers, as well as their labour market integration upon return (see MISMES Inventory Nos 1 and 8).

Despite the existence of diverse institutions, there has not yet been a clear institutional coordination platform on migration (as recognized in the draft National Migration Strategy). There have been several attempts in the last couple of years, in particular around several international cooperation projects in the field of migration such as the UN Youth, Employment and Migration programme, the “Mainstreaming Migration into Development Planning” project led by the International Organisation for Migration (IOM), United Nations Development Programme (UNDP) and the International Centre for Migration Policy Development (ICMPD).

For the purpose of the assessment of MISMES effectiveness and any contextual factors, there are a few elements worth considering for Tunisian migration. First, there are a series of bilateral labour agreements, in particular with France, but also with Switzerland. To compare migrant support measures under those agreements with the ones implemented without such a legal framework might give interesting insights into factors affecting MISMES effectiveness.

Second, there is a network of labour attachés affiliated to the OTE throughout the world (44 in 2013). Traditionally, they have played a multidimensional role in supporting Tunisians abroad. This has ranged from social security benefits to judicial support and even family mediation, not to mention political control of the Tunisian diaspora. In the new post-revolution context, they have a clear service-provision mandate. To this extent, they could play an important role in increasing the effectiveness of post-migration MISMES, in coordination with the seventeen regional OTE delegates in 2013. They could even take on some job prospection search functions as well, as will be the case for the new migration attaché provided for under the Switzerland-Tunisia agreement (funded by the Swiss Government).

Finally, as can be seen in the institutional review above, Tunisia has two very atypical institutions which are particularly well suited to contribute to a better labour migration cycle: the Office for Tunisians Abroad (OTE) under the Ministry of Social Affairs and the Tunisian Agency for Technical Cooperation (ATCT) under the Ministry for Development and International Cooperation. To increase their effectiveness, their roles could be revisited for a revamp of migrant support services including MISMES.

Although there is an increasing awareness about the skills gap that Tunisian potential migrants suffer when trying to work abroad, there is no articulate and comprehensive strategy to fill that gap. This opens up several possibilities for migrant skill support measures, as well as for programmes linking the enhancement of national vocational education and training and university systems to migration opportunities.

2. NATIONAL INVENTORY OF MISMES

For the purpose of this report, migrant support measures are defined as specific policy interventions implemented in migrant sending countries, targeting pre, during and post migration phases, and aimed at improving the labour market integration of migrant workers or improving their skills matching in both. Such policy interventions should mobilise specific budget resources to achieve labour market integration or skills utilisation, regardless of who funds or implements.

The report uses eleven MISMES models⁵ that were reviewed and classified by the MISMES Global Inventory (ETF 2015a). Annex 1 provides methodological information on how this country inventory and MISMES reviews were conducted (see also ETF 2015b). Substantial information was collected from the Tunisian authorities as well as relevant international organisations, donors and NGOs active in this field in Tunisia. Annex 2 provides a detailed list of persons interviewed and institutions that replied the MISMES questionnaire.

There is a long tradition of migration promotion in Tunisia not least thanks to the migration management institutions described above (in particular ATCT, OTE and ANETI). The mapping of migrant support measures from an employment and skills perspective implemented in Tunisia from the year 2000 to year 2014 revealed 10 activities/initiatives (**TABLE 2.1**), more details of which are given later in the text as well as in an Excel file on the web⁶.

Six of them are classified under pre-migration phase, and two of them under post-migration phase. There is no measure for during-migration phase, while there are two multi-dimensional MISMES covering all phases of migration. Each of them is explained in detail under the sub-sections. Although this study has shown that migrant support measures are not very common in the country, several of them are well integrated into the normal administrative activity of specialized public agencies.

Presently three of the ten MISMES identified in this Inventory take the form of institutional arrangements specifically designed to promote and support labour migration from an employment and skills perspective, namely the International Placement Department of the Tunisian public employment service (ANETI) (No 1) and the Tunisian Agency for Technical Cooperation (ATCT) (No 2). Since these institutional arrangements are a country-specific modality to provide support to migrants, they are well-placed to provide MISMES in pre-migration, during-migration and post-migration phases. Thus, they have been included in the Inventory as actual or potential MISMES providers along with other 'measures' or 'projects' identified in this field.

The Office for Tunisians Abroad (OTE, affiliated to the Ministry of Social Affairs) is not included in the list of MISMES in Table 2.1, due to the fact that no direct MISMES services are provided by OTE. Nevertheless, it is another specific institutional arrangement specifically designed to support labour migration, and so that should be mentioned. It provides multi-dimensional citizenship services to the Tunisians abroad; and so somehow is involved in the implementation of some MISMES carried out by other institutions. With a total of 220 officers including 44 labour attachés in the main destination

⁵ The 11 MISMES models that have been identified and analysed are the following: (1) international job matching and placement services; (2) pre-departure information, orientation and training; (3) professional skills development for migration; (4) facilitating access to labour market information and protection in destination countries; (5) programmes for capitalizing skills across borders; (6) assessment, certification, validation and recognition of migrants' skills and qualifications; (7) return employment information platforms and call centres; (8) targeted entrepreneurship and income generating schemes for returnees; (9) assisted voluntary return and reintegration; (10) migration resource centres; and (11) migrant welfare funds.

⁶ See www.etf.europa.eu/web.nsf/pages/MISMES

countries and 17 regional delegates in Tunisia, it is very well-placed to provide MISMES in all phases of migration.

TABLE 2.1 LIST OF MISMES IDENTIFIED IN TUNISIA BETWEEN 2000 AND 2014

| No | Title of project/policy intervention | Implementer |
|--------------------------------|--|---|
| Pre-migration MISMES | | |
| 1 | Tunisian public employment service (ANETI) – International Placement Department | ANETI – Ministry of Vocational Training and Employment |
| 2 | Tunisian Agency for Technical Cooperation (ATCT) | ATCT – Ministry for Development and International Cooperation |
| 3 | Destination Canada | Destination Canada |
| 4 | Promotion of the legal mobility of highly qualified labour from Tunisia (Traineeships in Germany for Unemployed Engineers) | Gesellschaft for International Zusammenarbeit (GIZ) |
| 5 | TAPIG (Transformation Partnership in the Healthcare Sector) | Consultancy - TAPIG project office |
| 6 | Pre-departure training | IOM-ANETI |
| Post-migration MISMES | | |
| 7 | Assisted Voluntary Return and Reintegration Programmes (AVRRs): (1) Switzerland-IOM; (2) OFII; (3) ICMPD | (1) International Organisation for Migration; (2) OFII; (3) ICMPD |
| 8 | Entrepreneurship Training for Return Migrants | ANETI |
| Multidimensional MISMES | | |
| 9 | Migrant Resource Centres (Tunis, Sfax, Le Kef) | International Organisation for Migration with OTE and ANETI |
| 10 | Youth, Employment and Migration Programme | United Nations - IOM |

Another institutional initiative which is not included in the list of MISMES in Table 2.1 is BLEDI, an online information and support portal (www.bledi.gov.tn) addressed to all Tunisians residing abroad launched in August 2013 by the State Secretariat for Migration and Tunisians Abroad (SEMTE). It was a complement to the Single Window service launched in June 2013 to centralize and facilitate administrative procedures of Tunisians abroad in relation to Tunisian institutions. It is a general information tool addressed to Tunisians abroad with no specific employment or skills focus. It was thoroughly revamped in late 2014. Data on site use provided by the SEMTE in July 2014 referred to around 150 hits a day, mainly Tunisians residing in Europe and the Gulf in search of practical or administrative information on Tunisia.

Some of the experts interviewed referred to another possible MISMES, an NGO initiative in the area of Monastir to mobilize Tunisian diaspora skills (Souk Al-Amin). However, it was not possible to find any information on it, and it seems to have disappeared after the 2011 Revolution. Apparently, in the 1990s there was a Directorate at the Ministry of Higher Education focusing specifically on the skills of Tunisians abroad, as well as a Liaison Committee with OTE, but it had no continuity.

2.1 Tunisian Public Employment Service (ANETI) – International Employment Department

| No | Title of project/MISMES | | Implementer | Funding source |
|----------|---|---------------|-----------------|--|
| 1 | ANETI – International Employment Department | | ANETI | Ministry of Vocational Training and Employment |
| Duration | Budget | Beneficiaries | Main activities | |

| | | | |
|---------|--------------|---------------------|--|
| Ongoing | Personnel: 7 | Around 3,000 a year | Searching and receiving international job offers Matching of job-seekers and international job offers received (own matching site within ANETI) Administrative support to circular migrant workers |
|---------|--------------|---------------------|--|

Officially called National Agency for Employment and Independent Work, the Tunisian Public Employment Service (ANETI) has had a 'Department for International Employment' since 2000. Its mandate is to identify and receive international job offers and to pre-select matching candidates. However, because of its low capacity to attract international job offers, in practice its main activity consists of providing administrative support to almost 2,000 seasonal workers heading every year for France in the framework of the bilateral labour agreement (so that they can be exonerated of visa fees). New job matching is limited (under one thousand per year). The International Employment Department as such does not provide any training or orientation programmes, but it liaises with the Training Department of ANETI for language courses (see, for instance, the Destination Canada MISMES below).

Although it had up to eight officers at one point, the staff has suffered some adjustments over time (currently the Department is made up of seven officers). In 2013 an office was opened for the first time abroad in Libya, but it had to be closed because of the insecure situation, and a second one has been operational since August 2014 in Qatar. Since 2009, in the framework of an AENEAS project, a network of 90 job counsellors with a basic training in international placement has been created for the project; however, those specialized counsellors are mobilized very rarely, as job matching for the limited number of job opportunities received is done centrally.⁷ The TEAM Project funded by the European Union under the Thematic Programme for Migration and Asylum⁸ made it possible to develop an international matching website in 2014: this is not integrated, though, with the general ANETI database of job seekers and job-offers. There are also plans to create at least one specialized International Placement Employment Office.

ANETI also offers free training courses (in particular in English) on the basis of the needs identified by employers. This is done once there is a concrete job offer and when any training needed is complementary to standard training, and can go all the way to take in charge the expenses of international employers or intermediaries searching for employment candidates in the country (as it is the case for Destination Canada, see below).⁹

In terms of effectiveness, most of the resources of the International Employment Department are devoted to administrative procedures related to circular migration, and lacks means and human resources to undertake international job prospection (i.e., the search and identification of concrete job opportunities for potential Tunisian emigrants). Since few job offers are received, the international job matching role is undermined, and the Department finds itself having to deal with micro-operations (for a very limited number of job offers), with a negative impact on efficiency. This adds to the bureaucratic constraints typical of any public body of this kind, and effectively focuses ANETI on managing administrative procedures related to migration rather than on promoting the international placements of Tunisian workers.

⁷ See www.emploi.nat.tn/fo/Fr/global.php?menu=12.

⁸ Managed by Pôle Emploi, the French Public Employment Service, the Team Project (Professionalize Public Employment Services of the North African Countries in Managing Migration Flows) aimed to provide technical assistance to public employment services in Algeria, Morocco, Tunisia, Egypt and Mauritania to manage labour migration.

⁹ Article 26bis of the Decree No 2013-3766 regulating the National Employment Fund allows for this fund "to take in charge the costs of specific adaptation actions to fulfil the requirements of jobs abroad." In order to implement them, ANETI can establish conventions with other institutions.

The mismatch between the skills profile of Tunisian potential migrants and the demands of international employers is another hurdle for an effective international placement service by ANETI. Since its capacity to provide skills development services (MISMES) is very limited, its ability to react to international job offers is handicapped. This is clear in some experiments carried out in the framework of the TEAM Project of putting job offers in France into the ANETI system, without matching results.

In conclusion, the international job matching function of ANETI would require more institutional resources to fully achieve its objectives, including capacities to carry international job prospection activities. The trainings offered by ANETI to reduce the skills gaps of migration candidates requires a thorough overhaul in terms of contents and design.

2.2 Tunisian Technical Cooperation Agency (ATCT)

| No | Title of project/MISMES | | Implementer | Funding source |
|----------|--|---------------------|---|--|
| 2 | Tunisian Technical Cooperation Agency (ATCT) | | ATCT | Ministry for Development and International Cooperation |
| Duration | Budget | Beneficiaries | Main activities | |
| Ongoing | Personnel: 100 + 7 offices in the Gulf | 3,800 a year (2013) | Search and identification of job opportunities for graduate Tunisians with experience Placement of graduate Tunisians with experience. | |

Officially called Agence tunisienne de coopération technique, the ATCT is an agency specialized in the international placement of graduate workers with experience: these workers are largely civil servants who receive a leave of absence for a maximum of five years, though around 10% of the placed workers come from the private sector. Its logic is therefore temporary detachment of national experts rather than typical migration. In its 25 years of activity, the ATCT has placed more than 40,000 “coopérants” (qualified workers), 80% in the Gulf countries, where it has seven placement offices, and currently it has a portfolio of 13,000 “coopérants” and experts working abroad.

The number of placements amount to close to 3,800 a year in 2013. In some of them, ATCT limits itself to administrative support, to the extent that civil servants have to go through this agency if they want to take leave to work abroad. Since 2012, ATCT also places graduates without experience (a few hundred in 2013). Usually, ATCT does not provide their “cooperants” with job-specific training. An exception was the training of a group of nurses placed in the Belgian labour market in 2009, which was conducted jointly with ANETI. Despite its management resources, ATCT has not conducted any evaluation on the impact of its placement activities on the public administration of experts it placed. It does not follow in any way the “cooperants” it places after they end their contracts.

This needs follow-up and evaluation of its activity on the skills and experience gains of these detached national experts and how their international experience affected the effectiveness and efficiency of the Tunisian public administration afterwards. The main challenge for ATCT from a MISMES point of view is how to combine its international placement expertise with skills development capacities of the beneficiaries.

2.3 Destination Canada

| No | Title of project/MISMES | | Implementer | Funding source |
|-----------------|-------------------------|----------------------------------|--|----------------------|
| 3 | Destination Canada | | Citoyenneté et immigration Canada/Canadian Embassies (Destination Canada Programme) | Government of Canada |
| Duration | Budget | Beneficiaries | Main activities | |
| 2010-continuing | N/A | 130 placed candidates since 2010 | Pre-selection and testing of Tunisian workers for placement in Canada (job interviews and testing of skills) | |

Since 2010, the Destination Canada programme¹⁰ has arranged a yearly recruitment campaign in Tunisia. It brings employers from Canada (in connection with recruitment campaigns in France and Belgium) and, in cooperation with ANETI which covers part of the local costs of the mission. It also arranges for job interviews and tests in public training centres facilities. ANETI then takes charge of the training of the pre-selected workers (mainly language courses). An attempt to cooperate with ADECCO Tunisia along the same lines has not worked due to the lack of involvement of ADECCO Canada. National employment and migration authorities in Tunisia assess this experience very positively. They insist on the effectiveness, in terms of skills matching, of programmes, bringing together potential employers and potential migration candidates at job fairs and the like (even if the operational cost can be quite high). The satisfaction with the working of this programme would justify considering ways to upscale it.

2.4 Promotion of the legal mobility of highly qualified labour from Tunisia

| No | Title of project/MISMES | | Implementer | Funding source |
|---------------------|--|----------------------------------|---|----------------------------------|
| 4 | Promotion of the legal mobility of highly qualified labour from Tunisia (Traineeships in Germany for Unemployed Engineers) | | Gesellschaft for International Zusammenarbeit (GIZ) | Germany (Federal Foreign Office) |
| Duration | Budget | Beneficiaries | Main activities | |
| Jul. 2012-Dec. 2013 | €1,700,000 | 100 job-seekers and 57 companies | Selection of unemployed engineers German Language Course and basic pre-departure orientation (three months) Placement in traineeships in companies in Germany | |

This was conceived as a pilot project addressed to the Tunisian unemployed engineers. It consisted of the selection of 130 young candidates of 22- 32 years old, carried out in cooperation with the German International Placement Services (ZAV) and ANETI, of which 120 received a first training period of five months: mainly intensive German language course at the Goethe Institute in Tunis plus two-month intercultural orientation. This was followed, for 101 of them, by a six-month internship in Germany during which the programme offered three additional months of continued training, provided support and administrative assistance and covered part of the salary of the interns. 27% of beneficiaries were women and 73% men.

From a legal point of view, the interns were granted a blue card to stay in Germany (that is, with an annual salary of at least EUR 37,200). At the beginning, it was difficult to find German companies that were prepared to offer places: apparently, they find it too expensive to recruit from Southern Mediterranean countries and prefer EU Member States. But this became possible thanks to the

¹⁰ www.destination-canada-forum-emploi.ca/accueil.php?lang=fr

support of the German Confederation of Employers, and finally 56 German companies participated in the programme. After the programme, 70 of the 100 beneficiaries received a work contract offer immediately after their internship and the rest were helped in finding a job back in Tunisia.

The lessons drawn from this experience might be best summarized as follows.

- The institutional setting is key for a smooth legal labour migration; opening markets is not enough and substantial intercultural orientation assistance needs to be provided, including trust building measures.
- Employers in Germany, and in particular SMEs, are clearly not ready to pay for the costs of managed migration programmes (i.e. if the programme does not cover a substantial part of those costs). Therefore, cooperation funds need to be mobilized: but then, what is the level of priority of those programmes, and the cost-benefit rationale? 64% of participating employers indicated in a survey that financial support was one of their motivations and for 48% the support received from GIZ and the Federal Agency for Employment.
- Although it is not a major problem for a pilot project, the unit cost of the programme was huge. Despite the success in terms of placement rates (71%), the cost for each of the work contracts obtained exceeded EUR 20,000, and the average cost for each beneficiary was EUR 15,000.
- One of the lessons drawn by the programme managers is the crucial importance of the intensive preparation of potential migrants, in particular in the language of the country of destination, complemented with intercultural preparation and integration support. This justifies the needs of MISMEs for a successful migration cycle.

German employers involved in the programme expressed their satisfaction with the level of qualifications of Tunisian candidates and the general setup of the programme. As a matter of fact, the project is being replicated in 2015 and 2016, extending it to 150 other unemployed engineers, with some minor adjustments¹¹. The challenges to be faced are the “domestication” of the project, i.e., the integration of its management into Tunisian institutions, and the sustainability of the funds required for its implementation.

2.5 TAPIG (Transformation Partnership in the Healthcare Sector)

| No | Title of project/MISMEs | | Implementer | Funding source |
|----------------|---|--|--|----------------------------------|
| 5 | TAPIG (Transformation Partnership in the Healthcare Sector) | | Consultancy – TAPIG project office | Private Hospital Group Asklepios |
| Duration | Budget | Beneficiaries | Main activities | |
| 2012-Aug. 2013 | More than €2.5 million | 50 migrants to Germany + 25 pre-integration in Tunisia | Selection and 6-month language and inter-cultural training of paramedical personnel 3-year apprenticeship in a Hamburg hospital 5-year work contract after the training period | |

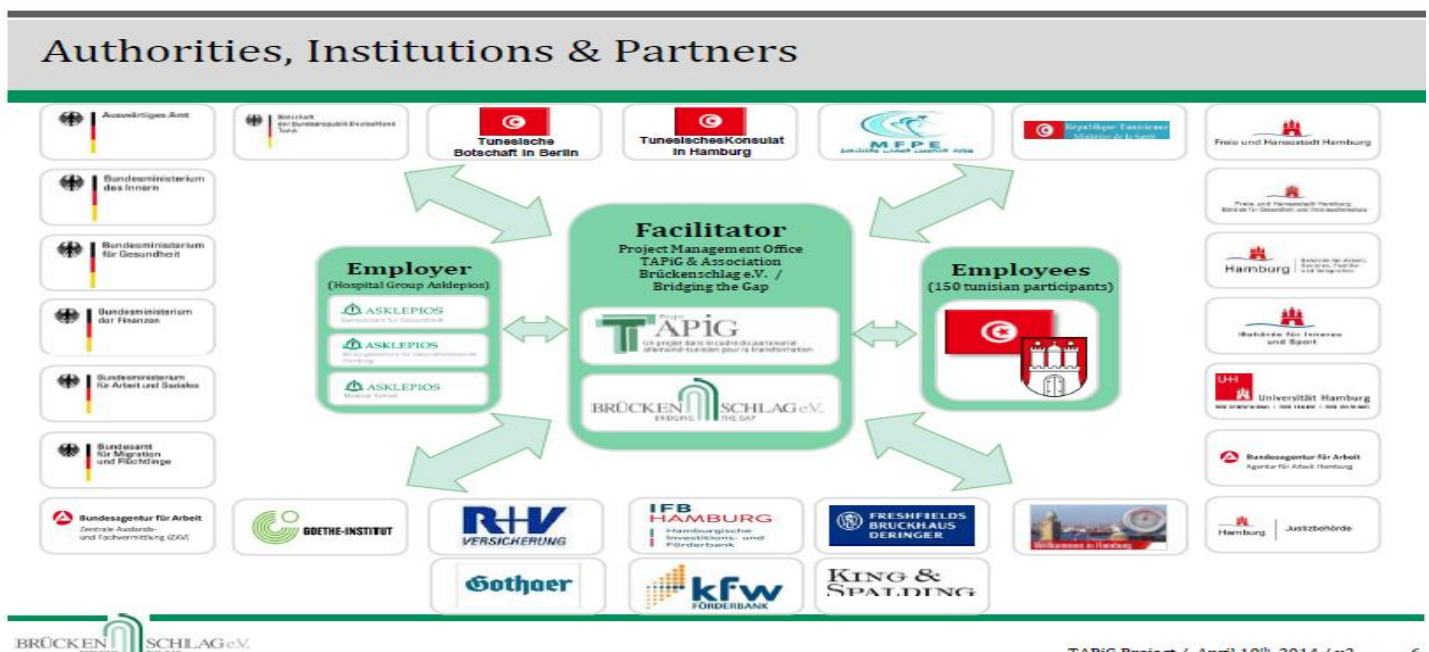
This project aimed to offer 150 Tunisian young school-leavers six months pre-departure training (German language and cultural orientation) and a three-year apprenticeship as ‘trained nurses’ in a private hospital in Hamburg, Germany. There was also a commitment to sign a five-year work contract afterwards (with a gross salary of EUR 2,000 per month). The Ministry of Health, rather than ANETI, managed the programme though the latter has signed a three-year convention with the German

¹¹ See www.webmanagercenter.com/actualite/economie/2014/10/22/156006/formation-emploi-l-aneti-et-la-giz-concretisent-le-pacte-de-mobilite-germano-tunisien.

Federal Employment Agency in relation precisely to paramedical personnel. The costs of pre-departure training and apprenticeship were covered by the employer (75%), public funds (10%) and the individual beneficiaries selected to the programme (personal contribution of 15%, around EUR 19,000). Due to the high amount of contribution, it was planned to offer the apprentices to get student loans to cover the individual costs of apprenticeship.

The following lessons can be extracted from the experience, which was discontinued after one year when only half of the planned beneficiaries had travelled to Germany.

- The Tunisian authorities insisted in selecting and placing already trained nurses instead of school-leavers on the programme. This created a big gap between expectations about the job and its actual content and status. Then, when the beneficiaries of the programme learnt about the possibility of getting their diplomas recognized in Germany (in the framework of a new German law on the recognition of foreign qualifications), they lost interest in remaining as apprentices in the hosting hospital.
- The personal contribution (meant to impose some exit cost on the participants), to which all participants had given their explicit approval, created a lot of problems. Attempts to find a way to fund that contribution through a student bank loan – guaranteed by a mutual fund – did not materialize and caused substantial expenses to the employer. For future experiences of student training loans, a guarantee is considered necessary.
- Experience showed that participants had specific needs for adaptation; e.g. in terms of housing, support, socio-cultural adaptation. Since according to German law they cannot benefit from different labour conditions than national interns, the programme manager decided to create its own NGO to provide that support and accompany the trainees (Brückenschlag e.V./Bridging the gap of integration).



- The institutional configuration of such training for legal migration programme was extremely complex. This was true both in the origin and the destination country, and made it difficult to work (see figure above).
- Ultimately, the project failed and all the parts became unhappy. The participants thought they were overqualified for the work and underpaid, they created too many problems to the employer, which

incurred substantial costs. Given the selected profile of the beneficiaries, no real skills development took place. 44 of the 50 beneficiaries who took part in the programme and reached the internship phase were still in employment in April 2014.

Having learnt from the mistakes, the project idea is readapted and the project manager is promoting an adjusted version of the programme in Moldova.

2.6 Pre-departure training

| No | Title of project/MISMES | | Implementer | Funding source |
|----------|-------------------------|---------------|---|--|
| 6 | Pre-departure training | | ANETI | Ministry of Vocational Training and Employment |
| Duration | Budget | Beneficiaries | Main activities | |
| Ongoing | N/A | N/A | Mainly language training In some cases, specific professional training | |

Pre-departure training for migrants has no tradition in Tunisia, unlike in some other countries. This is possibly because pre-departure training is more apt for circular or temporary migrants than for permanent migrants, which is the bulk of Tunisian migrant workers. But no pre-departure training has been offered, for instance, for Tunisian temporary workers in France.

In any case, as part of its portfolio of services, ANETI offers training courses adapted to the specific needs of international employers securing job offers for Tunisian candidates when there is a request. They are mainly language courses (largely English), and in some very specific cases professional training (for instance, for nurses for the Belgian labour market jointly with ATCT in 2009). In 2010 a training programme was launched to increase job seekers employability (i.e. not linked to specific job offers), mainly consisting of courses in English and French, but this was discontinued afterwards. Overall, all involved parties consider that the ANETI training offer was too rigid, not adapted to employers' or workers' needs and profiles, and that it is constrained by administrative considerations. But it keeps a monopoly over this kind of training.

There has been no pre-departure training offered for the beneficiaries of family reunification to Europe. This was true even if they often end up working in the labour markets of the countries of destination, so that they could benefit substantially in terms of labour market integration in the countries of destination. Indeed, most of the Tunisian migrants are admitted to the EU for other reasons than work purposes, and they could also benefit from MISMES. For example, in 2013, 23,853 first residence permits were issued for Tunisians in the overall EU. The stated reasons for issued first-residence permits to Tunisians can be broken down into: family reasons (59.5%), education reasons (18.3%), work reasons (14.9%) and other reasons (7.3%) (Eurostat).

2.7 Assisted Voluntary Return and Reintegration Programmes (AVRRs)

| No | Title of project/MISMES | | Implementer | Funding source |
|--------------|---|---------------------|--|-------------------------------------|
| 7 | AVRR Programmes: (1) Switzerland-IOM; (2) OFII; (3) ICMPD | | (1) IOM; (2) OFII; (3) ICMPD | (1) Switzerland; (2) France; (3) EU |
| Duration | Budget | Beneficiaries | Main activities | |
| Jun. 2012-14 | (1) TND 15 million | (1) 709 (Jun. 2014) | Support for voluntary return of Tunisian emigrants Support with reintegration through training and financial support to business development (or labour market reintegration) | |

AVRR programmes have a long tradition in Tunisia as in other emigration countries, but they have intensified and proliferated in the last few years since the Tunisian revolution. Basically, the ongoing programmes are: the Swiss AVRR programme managed by IOM; the French AVRR programme managed by the French Office of Immigration and Integration (OFII), whose operational mechanisms were reviewed in 2014; and a small pilot project implemented by ICMPD in the framework of its EU-funded technical assistance programme. The IOM has also managed, in the last few years, in the framework of its global AVRR programme, the return of migrants from ten other countries.

The Swiss AVRR programme was selected for a detailed in-depth case study and substantial information is included in Chapter 3 below. For the French AVRR programme, there was a convention with ANETI to provide training to returning migrants to establish their own business (entrepreneurship training) and to provide 200 dinars per month to the beneficiaries/ trainees as support to enterprise development (100 TDN until 2014). In fact, a conditional grant to develop a business on the basis of a business plan is the most common modality of AVRR. A new modality implemented since 2014 is reintegration support into the labour market, through the coverage of up to 50% of the salary of the returnee's job during first one year, complemented by a training programme provided by ANETI.

As a general rule, AVRR programmes are very labour- and institutional-intensive, meaning that the part of the total budget actually reaching the beneficiaries is very limited (typically not exceeding 20-30%, for the Swiss AVRR analysed below in Chapter 3 is 33%), though they also benefit from the training received. According to interviews, the OTE estimates that around 30% of the beneficiaries of AVRR programmes do not "reintegrate". In any case, a natural rate of failure of AVRR projects has to be factored into any evaluation, given the specific psychosocial profile of the beneficiaries. An interesting issue in relation to the comparative assessment of AVRR programmes in Tunisia is the following question: to what extent do the network of labour attachés in destination countries and OTE regional delegates in regions of origin contribute to making AVRR programmes more effective (in terms of rate of success of projects)? OTE and ANETI regional delegates are typically members of the business plan assessment panels in regions of return (and OTE is charged with the follow-up of the Swiss and the ICMPD programmes), but no specific evidence could be collected in this respect.

In terms of assessment, it is to be considered that the main objective of AVRR programmes is to promote return. These programmes, therefore, are largely conceived as a conditional incentive to return (a kind of social benefit attached to it) rather than an aid to reintegration. Available information does not allow us to draw conclusions on either the former or the latter of these objectives and whether the return was sustainable with a proper reintegration. There is no systematic data on the number of beneficiaries who migrate again for instance. In the framework of AVRR programmes, a standard procedure consists of a visit to the beneficiary six months after the end of the programme, but the results are not available.

2.8 Entrepreneurship Training for return migrants

| No | Title of project/MISMES | | Implementer | Funding source |
|----------|---|---------------|---|--|
| 8 | Entrepreneurship Training for Return Migrants | | ANETI | Ministry of Vocational Training and Employment |
| Duration | Budget | Beneficiaries | Main activities | |
| Ongoing | N/A | N/A | Three training programmes/modules on business plan development and entrepreneurship | |

ANETI offers three standard training modules for job-seekers in Tunisia, including return migrants: a fourteen-day business development training (CREE)¹²; a 14- or 20-day training on business creation and entrepreneurship (CEFE); and a three-day business idea development training (MORAINE). However, the content of those courses is not up-to-date and not tailored to the specific needs of different beneficiary groups: they are poorly adapted, for instance, for non-graduates. They are also, typically, offered in French rather than Arabic.

On the other hand, the frequency of such courses is subject to administrative constraints and depends on the availability of a sufficient number of beneficiaries, leading to counterproductive delays. This has led IOM, in the framework of the Assisted Voluntary Return and Reintegration with Switzerland, to look for a private alternative (CONNECT, Confederation of Tunisian Citizen Enterprises, see case study in Chapter 3); OFII is following the same path. More generally, it is legitimate to wonder whether a big public employment service is the best instrument to provide such tailor-made training. The role of civil society in this kind of tailor-made trainings seems to be key, also for building relevant networks between returnees/their projects and local organisations.

2.9 Migrant Resource Centres (MRC)

| No | Title of project/MISMES | | Implementer | Funding source |
|----------|--------------------------------|---------------|---|---|
| 9 | Migrant Resource Centres (MRC) | | International Organisation for Migration with OTE and ANETI | IOM Development Fund ANETI and OTE (for the staff) |
| Duration | Budget | Beneficiaries | Main activities | |
| 2013-14 | \$181,000 | N/A | Provide information to potential and returning migrants | |

This new initiative in Tunisia (with a long history in other countries) was launched in 2013 and is too recent for proper assessment. Three Migrant Resource Centres (MRC) have been established, in Le Kef, Sfax and Tunis. All three of them are located in the regional delegation (or headquarters) of the OTE, and include a joint team of two counsellors, one from the OTE and the other from ANETI. These services seem to be little used; no concrete data on the number of users could be obtained, with the exception of the Tunis MRC, where around one user *per* day had been registered since its establishment.

Nine out of ten users are potential migrants and more than half of them graduates, with very few returning migrants given the lack of legal migration opportunities mentioned above and the nature of the information provided, basically referring to ANETI's services. It leads to questions over the utility and the added value of such centres. In the case of the Tunis MRC, its location at the OTE headquarters causes confusion with the Single Window launched in 2013 for the administrative procedures of Tunisian emigrants (making it possibly redundant). Besides that, so far there is no systematic exchange of information between the three Migrant Resource Centres. The sustainability of this project is also under question as the funds mobilized by IOM will soon come to an end: the project was originally planned for a twelve months period.

¹² www.emploi.nat.tn/fo/Fr/global.php?menu2=47

2.10 Youth, Employment, Migration (YEM)

| No | Title of project/MISMES | | Implementer | Funding source |
|----------|---|---------------|---|--------------------|
| 10 | Youth, Employment and Migration Programme | | United Nations (IOM for the migration component) | Spanish Government |
| Duration | Budget | Beneficiaries | Main activities | |
| 2002012 | \$115,000 + TND 32,000 | 151 | Pilot international placement Pilot pre-departure trainings Pilot support to income generating activities for return migrants | |

YEM was a multi-country, multi-agency, multi-component project implemented in the framework of the Millennium Development Goals. In Tunisia, it included some migration related activities aiming to improve and develop regional capacity in the regions with high migration: namely, Le Kef, Gafsa and Tunis. These migration-related activities were implemented by IOM and consisted of three components: an international placement pilot project (63 beneficiaries); a failed circular migration scheme with Italy (beneficiaries never returned); pre-departure training for 39 candidates heading for Belgium and twenty for Canada (mainly foreign language courses in English and Dutch, including Legal and Cultural Training Manual); as well as support to income generating activities upon return from Libya (including ANETI three-day training programme with 29 beneficiaries). One interesting conclusion drawn from this last component is that the education level of beneficiaries did not really affect the success of the reintegration programme; in contrast, the economic conditions (and unemployment rate) in the region of return seem to be a key determinant of these programmes' success.

Given the low number of beneficiaries, the unit cost of these activities was very high. After the closure of the project, no follow-up or impact evaluation has been carried out, but consulted stakeholders expressed the impression that, looking at the achievements in general, it did not work as planned.

Overall, the number of identified MISMES in Tunisia (ten) is relatively small taking into account the size and history of Tunisian migration. In particular, it is small when compared with countries of the EU Eastern Partnership neighbourhood. Besides that, three of the ten MISMES identified have only been in place since 2012 (so no real assessment is possible yet), two have only been in place since 2009 and three of them are embedded into the normal administrative activity of specialised public agencies with no performance assessment.

However, the degree of MISMES ownership by national authorities is very high: five out of the ten identified MISMES are funded and implemented by public bodies as part of their administrative mandate. Indeed, national agencies (and in particular ANETI, ATCT and OTE) are directly involved in the implementation of virtually all MISMES, including those managed by international cooperation agencies. This makes coordination easier and offers a clear entry point for any plan to improve effectiveness of MISMES in the country. However, despite this tradition of State involvement in migrant support measures in Tunisia, which is consistent with the national policy for promoting and facilitating legal labour migration, institutional capacities are not always up to the challenges and needs of labour migrants (in particular to the extent that ANETI is concerned). It may be worth noting that most recent initiatives come from international organisations and donors.

The most common type of MISMES in Tunisia (five out of ten), and the one in which the country has much experience, is international job matching. Besides the ongoing MISMES, there have been other experiences in the past too, in particular in the framework of bilateral labour agreements (with France) or schemes (e.g. with Italy in 2006-2009). Pre-departure training has largely been absent from the country, although there are two recent interesting experiences in skills development for migration

(basically language training), both of them oriented towards the German labour market. Currently Tunisia has no active project aiming to capitalize on migrant skills or diaspora programmes (although TOKTEN was implemented in the country in the 1990s).

There has not, yet, been any comprehensive evaluation of migrant support measures in Tunisia (as was the case, for instance, for the active labour market policies, which were evaluated in 2009). No systematic collection of information takes place on the services and beneficiaries, and the basic information required for that is scattered or sometimes even lost.

3. MISMES CASE STUDY: SWISS ASSISTED VOLUNTARY RETURN AND REINTEGRATION PROGRAMME (AVRR SWITZERLAND)

3.1 Overview of the AVRR Programme¹³

Following the Tunisian revolution on 14 January 2011, the number of Tunisian migrants in Switzerland increased significantly. During the same year, Tunisia became the second largest country of origin for asylum seekers in Switzerland with 2,574 Tunisians seeking asylum. Under these conditions of migration pressure, while not being a direct response to it, the Swiss Assisted Voluntary Return and Reintegration of Tunisians Programme (Switzerland AVRR) was launched in Tunisia. It is a standard programme, which forms part of the IOM's global funded AVRR Programme. According to the Swiss cooperation partner, the programme aimed to reintegrate 850 Tunisians living in Switzerland with applications for asylum who wish to return to Tunisia. Due to its size, it is the second largest programme for the voluntary return of migrants funded by Switzerland, after the programme to help Kosovars return in 1999. All Tunisian asylum seekers who arrived before or after the events in January 2011 are eligible for this programme.

The programme was launched in July 2012 and finished in December 2014, with an estimated budget of CHF 7,788,526 or nearly TND 15 million. It was financed by the Swiss Federal Office for Migration (FOM), and implemented by the IOM, with participation of its offices in Bern and Tunis. IOM Tunisia helped migrants who have decided to return voluntarily, from their arrival at the airport up to 6 months after the implementation of a reintegration project. The IOM has thus established a monitoring system involving Tunisian institutional stakeholders and a team to support returning Tunisians in all stages of developing a sustainable reintegration project that increase their employability in the Tunisian labour market.

The AVRR Programme therefore enabled Tunisians wanting to return to Tunisia voluntarily to return to their country of origin while also benefitting from technical and financial assistance so that they could develop their projects using financial support which was from CHF 3,000 up to CHF 15,000 depending on the number of partners who participate in developing the income-generating business activities. Therefore, projects developed by beneficiaries could be either individual or community projects. They could join together with community members to implement their projects, taking into consideration specific constraints and conditions (e.g. a maximum of four partners).

IOM involvement took place in accordance with three objectives. First, to facilitate the voluntary return of Tunisians coming to Switzerland under the best conditions possible. Second, to help returning migrants to set up a project which sustainably facilitates their reintegration in Tunisia and the labour market. Third and lastly, to develop a monitoring system involving Tunisian institutional stakeholders to optimise the support and ensure it is transparent. The Tunisian partners participated in the IOM Programme either through the steering committee or in implementing the programme (or both at the same time) were the Ministry for Social Affairs, the Ministry for Vocational Training and Employment, the Ministry for Agriculture, OTE, ANETI, CONECT (Confederation of Tunisian Citizen Enterprises), the Office d'Élevage de Pâturage (OEP) [Office of Livestock Grazing] and the Société Mutuelle de Base Agraire [Mutual Society for Agricultural Services] in Jbeniana.

In order to ensure the project runs smoothly and to achieve the pre-defined objectives, a steering committee has been established. It comprised the Head of the IOM Tunisia Mission, the Head of

¹³ The authors of this chapter are Professor Mohamed Kriaa and Mohamed Alaa Demnati.

Migration and Protection at the Swiss Embassy, a representative from the Ministry of Social Affairs, a representative from OTE, a project coordinator and project assistants (in Tunis and Sfax), as well as representatives from CONECT and ANETI. The committee met one to three times a month. The committee's mandate was essentially to approve the return for re-submission, or make recommendations on the projects presented by the AVRR team, while implementing a system for assessing, following-up and monitoring the beneficiaries' projects in order to ensure their sustainability.

Furthermore, due to the large number of beneficiaries in the Sfax region, a technical committee dedicated to this governorate was created by the IOM. It was responsible for reviewing the files of beneficiaries in the region and preparing appropriate recommendations for the steering committee. The technical committee comprised different partners, principally the Sfax project team, the Swiss Ambassador, OTE, ANETI, CONECT, the Office for Livestock Grazing and the Sfax Business Centre.

Lastly, the IOM team dedicated to implementing the AVRR project was responsible for directly assisting the projects of returning Tunisian migrants. The IOM team ensured that returning migrants were supported by guiding them through designing and setting up their projects via support and monitoring training on preparing their business plans and physically setting up the project.

3.2 Different operating phases of the programme

The AVRR programme included the reception of beneficiaries, assistance in developing projects, undertaking monitoring as well as final control of the implemented projects. The programme operation, which started with the IOM in Bern in Switzerland, could be divided into five main phases.

Phase 1: Contacting and supporting beneficiaries in Switzerland

Everything began in Switzerland through telling Tunisian asylum seekers living in Switzerland who wanted to return voluntarily to Tunisia about the AVRR Programme. The dissemination of information took place in the reception centres for migrants (national or cantonal centres) or by word-of-mouth.

The candidates for voluntary return presented themselves to the IOM offices in Bern. Their files were examined in close cooperation with the Tunisian social attaché in Switzerland. The candidates received advice and clarification regarding the reintegration options from the IOM in Bern and the cantonal authorities. The support provided to candidates in Switzerland enabled each individual to identify the project they wished to launch, given that the proposal must have come from the candidate with a view to empowerment.

IOM Bern prepared an information sheet for each beneficiary which included different key elements related to the returning migrant such as his profile and the project he wished to develop in Tunisia. The information sheet was sent to IOM Tunis before the beneficiary left Switzerland. For their return, beneficiaries received (in addition to the budget allocated for the project), an amount of CHF 1,000 with an aeroplane ticket to Tunis.

It is worth noting that in the beginning, the AVRR Programme was open to all cases governed by the Dublin Convention¹⁴, namely that the asylum seeker's country of refuge did not form part of the criteria which determine the State which would be responsible for examining their application for asylum. However, many people living in other EU countries took advantage of this feature of the Dublin Convention to join the AVRR Programme, which resulted in an unexpected peak in voluntary returns between August and September 2013. This situation caused difficulties for the Swiss government as

¹⁴The Dublin Convention was signed in Dublin, Ireland on 15 June 1990 and entered into force on 1 September 1990, with the main objective of the Convention being to ensure the harmonisation of EU Member States' asylum policies. Switzerland joined the convention on 12 December 2008.

the programme attracted many asylum seekers from other EU countries who wanted to benefit from it. As a result, the programme was adjusted to accept only the application of migrants who had sought asylum for the first time in Switzerland.

At the start of the programme, in order to meet the challenge of large numbers of returnees with a high concentration in the Sfax governorate, the IOM opened an office in the region in order to better respond to the new critical situation. This helped to stabilise the services to returnees.

Phase 2: Arrival in Tunisia and contact with IOM Tunis

The IOM was responsible for the reception of the AVRR Programme beneficiary from the moment of their arrival in Tunis, even at the airport. This responsibility included the costs incurred for the beneficiary's onward travel to their region of origin. The beneficiary must then, if he wished to undertake his project, have contacted with the IOM office in Tunis or Sfax on his own initiative in order to find out about the programme arrangements and to present themselves for training.

In order to facilitate contacts, IOM Tunis organised information meetings bringing together 15 people on average. The aim of these meetings was to explain to beneficiaries all the procedures to follow before their projects could start. In particular, it involved clarifying very important aspects of the support in order to prevent specific misunderstandings. For example the budget allocated for individual projects could be paid only to suppliers who were selected in accordance with IOM procedures.

It is worth noting that 38% of beneficiaries returned to Tunisia but did not contact with the IOM, thus forgoing the opportunity to develop their projects. In principle, these people were not contacted by the project team because the actions of returning and launching a project must have been voluntary and came from the beneficiaries themselves. Where their telephone contact details were available, the IOM teams did, however, try to contact the returnees, before the deadline for making contact within one year has passed, in order to remind them of the opportunity to develop a project.

Phase 3: Training procedure

Training was not initially provided for in the original design of the project, but it has been integrated to address the beneficiaries' limitations for launching projects. It is worth remembering that the majority of returnees had a low level of education and they needed close support in order to be able to design their business plans, which were required for their projects to be approved. The first waves of beneficiaries, around 40 people, did not follow any training and received a business plan directly. The Steering Committee identified the problem immediately that seriously undermined the viability of the projects. ANETI was therefore contacted at first as a member of the steering committee, an employment agency with a diverse training catalogue. ANETI ran the first training course before the committee involved a second organisation, CONECT, to provide training more tailored to beneficiaries' profiles, which ANETI could not manage given the beneficiaries' low level of education and the need for immediate and tailored training. The two types of training which the beneficiaries received are presented below.

- **Training provided by ANETI:** In total, 53 beneficiaries were trained by ANETI primarily through the training programme CEFE (Business Creation and Entrepreneur Training), while 2 people received the training entitled GERME (How to Better Manage your Business). The CEFE is a training programme spread over 20 days, with guaranteed support provided to the beneficiaries afterwards by ANETI. The GERME training lasts 7 days and focuses on advanced aspects of managing micro-projects related to marketing, stock management and even planning, which means that this type of training is undoubtedly unsuitable for AVRR project beneficiaries.
- **Training provided by CONECT:** In total 438 beneficiaries undertook training provided by CONECT in June 2014. This training was introduced in the second phase to partly replace the ANETI training courses to be tailored to beneficiaries' needs and profiles. The training took place

over three days with the first day starting with establishing contact with the participants before spending time on the approach recommended by the IOM for enabling the financial aid to be released (quotes, patents, rental agreement, certificate to exercise agricultural work, etc.). The second day was devoted primarily to writing the business plans of the individual participants with special focus on the different aspects of business (commercial aspect, production aspects and costs, financial aspects and profitability). Lastly, the third day was reserved for finalising the different business plans with one-to-one assistance for each participant. The training provided by CONECT was not entirely satisfactory even though it was a practical response to the significant inflow of beneficiaries which needed to be trained quickly. The main problems encountered during the training courses were primarily connected with poor understanding of the arrangements for releasing the IOM financial aid, a lack of technical skills required to implement the projects and in certain cases, some participants were undisciplined.

Phase 4: Access to finance

Once the beneficiary's business plan was finalised, it was presented by the IOM AVR team to the steering committee which examined the file and decided on its viability. If the project was deemed to be unviable by the committee, the plan must have been re-worked and re-submitted. If the business plan was approved by the committee, the IOM paid the suppliers from whom the beneficiaries have already received quotes directly.

The assessment criteria of the projects were the quality of the business plan, the effective involvement of the beneficiary in all stages of the programme, his commitment and the sustainability of the project. The project's contribution to the region's development and its integration in the local economy were not the prime objectives and only addressed indirectly due to a lack of reliable data or a lack of cooperation between local stakeholders. However, examples to the contrary did exist. This was evident with the technical committee in the Sfax region, which managed to coordinate and even integrate into the committee local economic stakeholders such as the Office of Livestock Grazing, which has enabled enormous gains in terms of apprenticeships and in effectiveness of planning and assistance for beneficiaries.

Phase 5: Monitoring and support

Once the projects were financed, they were followed-up in two different ways. The IOM project team followed up on the beneficiaries' projects, which included carrying out a monitoring site visit to the beneficiaries 6 months after payment and also at the beneficiary's request if he wished to meet with the IOM team. These visits formed part of the monitoring and evaluation of projects, but without effective support. Although important, this follow-up was not sufficient for guaranteeing effective support to beneficiaries. It is worth noting that the aim of these monitoring visits was firstly to consider the success of the projects, the difficulties encountered and to get feedback and experience from the beneficiary in order to learn from their experience.

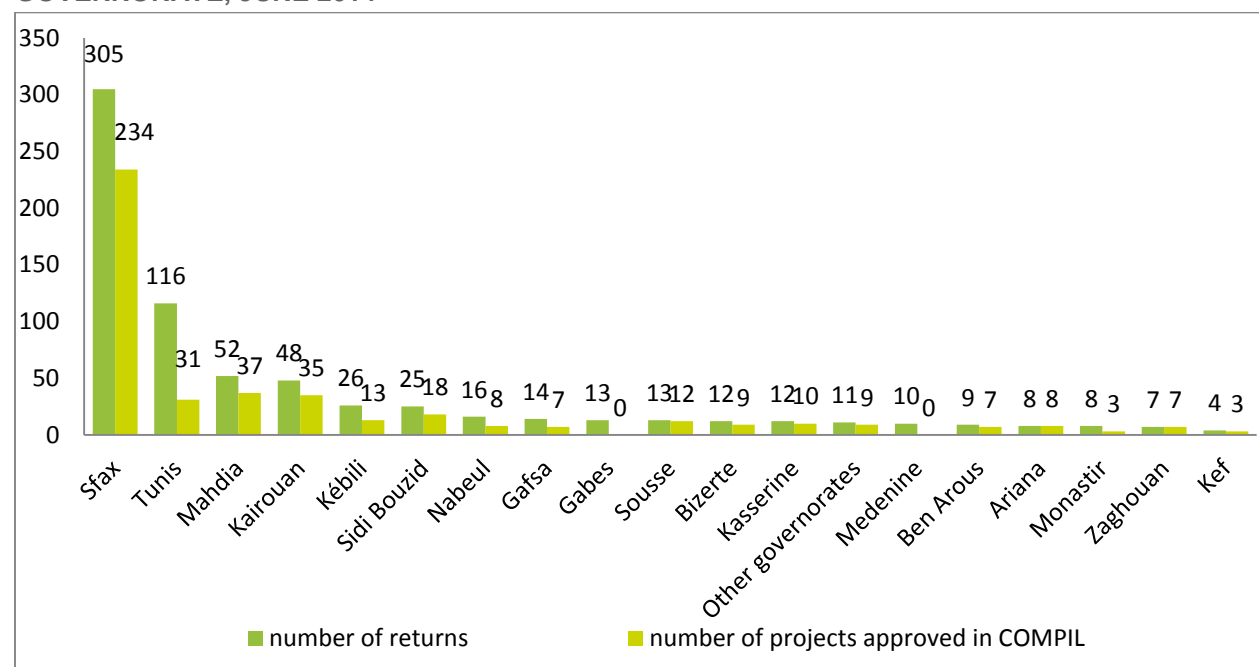
ANETI also provided support with site visits after 3, 6, and 9 months and then finally at the end of 18 months. The beneficiary also received an amount of TND 100/month during the first year following training. This support has only been provided to 53 beneficiaries who followed the ANETI training programme.

3.3 The Results of the AVR Programme

According to the Steering Committee report No35 (update of 24 June 2014) by IOM, 709 Tunisians formerly living in Switzerland have returned to Tunisia (708 men and only one woman) and another 36 more reintegration operations were being planned as of June 2014. The majority of beneficiaries were young, nearly 46% (or 324 people) aged between 25 and 34 years old. The return of Tunisians from Switzerland primarily took place in the classic emigration areas of Tunisia and the beneficiaries were, for the most part, concentrated in the governorate of Sfax which had 305 cases of return monitored,

from Tunis with 116 cases of return, Mahdia with 52 cases, Kairouan with 48 cases, followed by Kebeli and Sidi Bouzid with 26 and 25 cases of return. Furthermore, the majority of the projects launched were concentrated in Sfax with 234 projects developed, followed far behind by Mahdia with 37 projects, Kairouan with 34 projects and Tunis with 31 projects (**GRAPH 3.1**).

GRAPH 3.1 NUMBER OF BENEFICIARIES AND THEIR PROJECTS APPROVED BY GOVERNORATE, JUNE 2014



Out of the 709 cases of return, nearly 64% followed the process leading to the launch of their own projects, and as such 451 projects have been approved and financed and 36 other projects were being developed in June 2014 (Steering Committee report No 35). **TABLE 3.1** below indicates that the budget directed at creating projects amounted to CHF 2,565,000 (33% of the total budget), which equated to an average cost per project of around CHF 5,690 or nearly TND 11,000. The remaining budget was largely allocated to partnerships with Tunisian institutional stakeholders responsible for supporting, monitoring and training beneficiaries. Among the 451 projects created, 283 (63%) of them were individual projects and 168 (37%) were community projects, undertaken by migrants with people from their community of origin, as detailed in Table 3.1 below.

TABLE 3.1 TYPES OF APPROVED PROJECTS AND THEIR BUDGET DISTRIBUTION, JUNE 2014

| Project types | | | | | | Total |
|-----------------------------|-----|------|------------------------------|-----|-----|-------|
| Community projects | | % | Individual projects | | % | |
| CHF 15,000 | 29 | 17.3 | CHF 4,000 | 16 | 6 | |
| CHF 12,000 | 20 | 11.9 | CHF 3,000 | 267 | 94 | |
| CHF 10,000 | 2 | 1.1 | | | | |
| CHF 9,000 | 101 | 60.4 | | | | |
| CHF 6,000 | 16 | 8.9 | | | | |
| Total | 168 | 100 | Total | 283 | 100 | |
| Share of community projects | | 37 | Share of individual projects | | 63 | 100 |

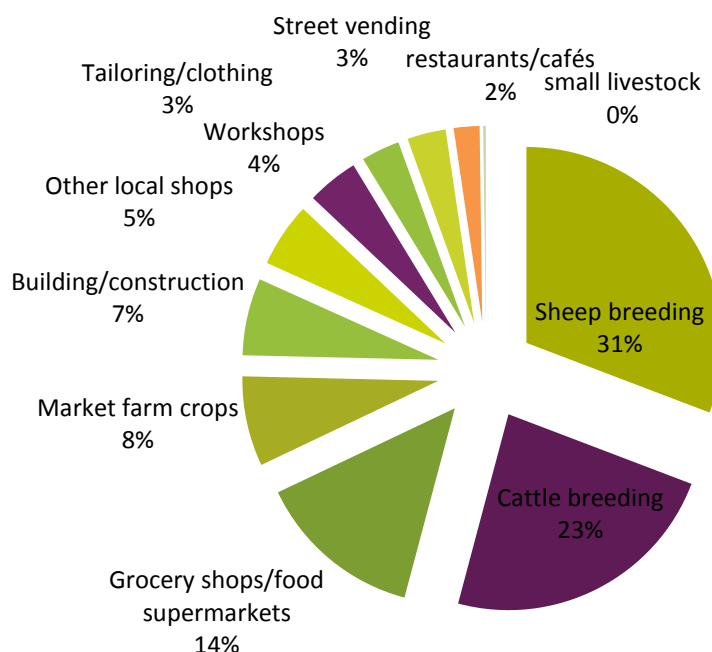
As a result, the different projects have enabled the creation of 796 jobs of which 345 were within the community (Steering Committee report No 35). Of these 796 jobs created, men held 708 of the jobs against 88 jobs created for women (**TABLE 3.2**). The creation of each job therefore costed on average CHF 3,222 or nearly TND 6,000.

TABLE 3.2 DISTRIBUTION OF THE JOBS CREATED, JUNE 2014

| Jobs created | Community | | Individual | Total | % |
|--------------|--|----------------------------------|------------|-------|-----|
| Men | 426 | Including 168 project initiators | 282 | 708 | 89 |
| Women | 87 | Including 0 project initiators | 1 | 88 | 11 |
| Total | 513 | 168 | 283 | 796 | 100 |
| Percentage | Share of jobs created by community projects: 65% | | 35% | 100 | |
| | Percentage of jobs created in the community: 43% | | | | |

With regard to the business sector of the projects created, more than half were livestock projects (29% Sheep breeding, 22% Cattle breeding), followed by projects in the services sector in the form of grocery shops and food supermarkets, which represent 13% of the total projects created (**GRAPH 3.2**).

GRAPH 3.2 DISTRIBUTION OF PROJECTS BY BUSINESS SECTOR, JUNE 2014



The majority of Tunisians returning from Switzerland had a low level of education and little understanding of the local economy as they lived far away from Tunisia for a long time. Consequently, IOM planned training tailored to the beneficiaries so that they acquired the basics for creating a business by supporting them in designing their projects. As such, 521 people have undertaken the training on setting up a project. Of these 521 people, 53 were trained by ANETI and the remainder (468 people) were trained by CONECT.

As of the IOM statistics produced in June 2014, 330 returnees participated in weekly information sessions organised by the IOM and that 125 beneficiaries did not submit an application or present themselves to the IOM during the year following their return. The number of files approved by the

Tunis team was 217 out of 404 returns in June 2014. The number of files approved by the Sfax team was 234 out of 305 returns. Lastly, under the AVRRE framework, 1,204 follow-up visits to the projects have been carried out and 174 support and monitoring visits. These visits have been able to demonstrate that 6 months after the final payment, 78% of the reintegration projects were still active and viable.

3.4 Recommendations for improving efficiency of AVRRE programmes

This programme has been widely considered successful due to the significant financial resources deployed by IOM, the high number of beneficiaries and, above all, the high level of sustainable projects implemented. The quality of the organisational set up by the IOM for implementing the programme and the capability of this structure to react and make adjustments in order to deal with the problems encountered were high. Nevertheless, the following recommendations are made to improve efficiency of the AVRRE programme implementation.

Clear eligibility rules of beneficiaries beforehand: This is to avoid the imprecision experienced in 2013, which led to an amendment of eligibility rules in order to reduce the demand on the programme resulting from the Dublin Convention case, by subsequently limiting the programme to first-time asylum seekers in Switzerland.

Psychological support: IOM systematically organised information meetings for returning beneficiaries, but some cases would have benefited from additional psychological support for their reintegration in society, in particular for those rejected asylum seekers. Some have lost all their reference points in Tunisian society due to their prolonged absence. Medical assistance could have involved psychological monitoring for such cases if the team in Switzerland informed the AVRRE team in Tunisia before the beneficiary returned.

Stricter assessment of projects for sustainability: The design of projects should have been assessed carefully for the conditions of their sustainability, in particular to ensure that they were anchored in the local economy, in addition to the formal examination carried out by the steering committee on the project's conformity with the programme. The projects' socio-economic impacts, as well as those on the community, should have been considered more systematically.

Better targeting of training: The CEFE training provided by ANETI was not adapted to the beneficiaries' low level of education. Unfortunately, ANETI was unable to respond to the training needs of the target groups. Furthermore, the CONECT training should have comprised 4 days rather than 3 with more personalised coaching during the last phase of writing the business plan. It is also recommended that the training takes place in the beneficiaries' governorates by local experts in order to have an anchor on the ground and expertise specific to the economic fabric of each target locality.

Continuing support after the projects launched: Only the beneficiaries which followed the ANETI training (53 people) received support after their project implementation, while the rest of the beneficiaries, the majority, were only sporadically followed-up on by the IOM. However, additional support was later implemented by the Office for Livestock Grazing in the agricultural sector, and CONECT started to follow up on projects concerning traders.

Involvement of civil society organisations: The programme could become more effective by involving a network of associations in the programme management. Their knowledge on the ground would have ensured that the projects to be implemented were embedded within the socio-economic environment of each governorate by taking into account the specific economic features of each locality. The network of associations could also provide assistance and guidance to the beneficiaries of projects in their different steps during the launch and implementation stages of the projects. Civil society involvement could contribute as well to the development of social networks of the returnees and one of the ways to integrate more easily (and then remain) in the country.

Better collaboration with governmental bodies, in particular at regional level: OTE and ANETI were two institutional partners which were represented in the steering committee of the programme. However, these bodies were approached only occasionally, particularly at a regional level. More systematic use of these regional bodies would have been beneficial.

Increasing the amount of financial investment and flexibility: Several stakeholders in the programme suggested increasing the amount of financial budget allocated to each project in order to increase the chances of success. They also proposed greater financial flexibility and greater consideration of the specific characteristics and needs of each project.

An assessment of the returns on the investments of the AVRR programme would be important in order to measure the absolute effectiveness of this type of programme. This assessment also requires a comparison of the situation of project beneficiaries and that of non-beneficiary returnees, which would also be enlightening.

In conclusion, despite the failure of some projects, the successful ones (78% of projects) demonstrated high stability and a source of revenue which was of benefit to the returning migrant's family. The training courses organised guaranteed a higher project success rate even if reservations have been expressed concerning the training quality, deemed to be too short and not specific enough in some cases. Extra effort was also required with regard to a mechanism of monitoring and supporting beneficiaries in order to ensure the success and sustainability of business projects. The reasons of failure of some projects under the AVRR programme should be also looked at and examined. It would be particularly enlightening to check the conformity of the beneficiaries' profiles to the projects initiated and to the nature of the assistance provided (e.g. only economic support or combined with the socio-cultural and psychological support). Finally, for sustainability of such initiatives, they must involve governmental and non-governmental bodies and local civil society organisations which are now the cornerstone of the socio-cultural fabric of Tunisia.

4. MISMES IN THE EU-TUNISIA MOBILITY PARTNERSHIP

In November 2012, the European Union and Tunisia signed an Action Plan for 2013-17 in the framework of the European Neighbourhood Policy. This Action Plan granted Tunisia 'Privileged Partnership' status and aimed at strengthening financial support, trade openings and improved mobility. The two parties agreed to start a policy dialogue on migration with the objective of concluding a Mobility Partnership for cooperation on the movement of people, the management of legal migration, migration and development, the protection of the rights of migrants, the fight against irregular migration and readmission.

Following this, on 3 March 2014 the Joint Declaration for the EU-Tunisia Mobility Partnership was signed by Tunisia, the EU and ten Member States (Belgium, Denmark, France, Germany, Italy, Poland, Portugal, Spain, Sweden and the United Kingdom)¹⁵, creating a new institutional framework for policy dialogue and bilateral cooperation in this field. Although the implementation of the Mobility Partnership has taken some time due to the political transition in Tunisia, the consultation process to agree on the Annex of implementing projects has already helped the inter-governmental coordination of national authorities in this field, and might be instrumental in advancing a clearer formulation of national migration policies.

Concerning legal migration, the Joint Declaration commits the parties to “better inform Tunisian citizens about the options for legal immigration to the EU applying in the different EU Member States, including the entry conditions and the rights and duties arising from these” (point 2); and “duly taking into account the EU community preference principle provided for in the [EU Treaties], to better inform Tunisian citizens about the employment opportunities effectively existing in the EU, in particular by increasing cooperation between the employment services based in the different interested EU Member States and Tunisian employment services, and better assist Tunisian potential migrants with the requisite qualifications to solve administrative and logistical difficulties which might prevent them from benefitting from these opportunities; in this context to promote a better framework for legal and professional mobility, in particular by strengthening the capacity of Tunisian authorities in charge of employment and facilitating temporary and circular migration through better information and concrete and effective initiatives” (point 3).

In the same section on mobility, legal migration and integration, the Joint Declaration commits the parties to “improve the possibility, for Tunisian vocational training and university graduates, to access study and employment offers available in the interested Member States and matching their qualifications and facilitate the recognition by competent authorities of Member States of the professional and university certificates granted by Tunisian institutions....” (point 4)¹⁶. In the Section on Migration and Development, the Joint Declaration commits the parties to “contribute to the efforts of Tunisian authorities to assist the social and professional reintegration of Tunisian nationals voluntarily returning to their country of origin and to allow them and their communities to benefit as much as possible of the skills and resources acquired during their migration experience, while paying particular attention to the specific needs of the most vulnerable migrants” (point 19).

All these points, somewhat more developed than in the case of the EU-Morocco Mobility Partnership, might be the basis for the design and implementation of MISMES, in particular to facilitate international

¹⁵ See http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/international-affairs/general/docs/declaration_conjointe_tunisia_eu_mobility_fr.pdf

¹⁶ English translation from the French original version by the author.

job matching services. The MP already provides for some new legal migration opportunities (which is under the national authority of each EU Member State), in particular for circular migration. It must be emphasised that this is the beginning of a wider and longer-term cooperation foreseen between the signatory parties, therefore more opportunities of legal migration may come up in the future depending on the labour market developments of the countries involved. The MP will also increase the available resources for migration cooperation, and hence for MISMES funding, as has happened in other neighbourhood countries.

This notwithstanding, in the annex to the Joint Declaration compiling the initiatives to be implemented under the EU-Tunisia Mobility Partnership¹⁷, the concrete initiatives to substantiate the listed commitments are for the most part not materialized yet. In terms of MISMES:

- For the implementation of objective 2, Italy is running an information campaign on the legal channels for migration and the risks of irregular migration. Italy also proposes to launch an information campaign addressed to Tunisian seasonal workers to improve their knowledge of social and work rights; this could be funded in the framework of the Project to Support the EU-Tunisian MP.
- For the implementation of objective 3, the Tunisian Government (Ministries of Social Affairs and of Employment) proposes to develop information tools to let Tunisian job-seekers find effective job opportunities in Europe (including vacancies in real time). It also proposes pilot projects for the placement of Tunisian migrant workers in some Member States, developing direct links of ANETI to signatory EU Member States' public employment services to process unfulfilled job offers and for training courses or internship opportunities for Tunisian migration candidates (proposals to be considered in the framework of the Project to Support the EU-Tunisian MP).
- Germany has confirmed the implementation of a project before the end of 2015 aiming to facilitate the employment of Tunisian candidates by German employers interested in the establishment of a Tunisia-Germany Workers Mobility Network, as well as to contribute to the professionalization of the ANETI. The Tunisian Government would like to see such initiative extended to other Member States. There are, too, Polish and Swedish proposals to support and strengthen ANETI in its endeavour to promote and assist legal migration, which could be integrated in the framework of the Project to Support the EU-Tunisian MP: these include information and orientation services to migration candidates.
- Finally, there are a number of proposals related to circular migrations. Among them are an Italian proposal supporting skills development programmes in Italy for young Tunisian professionals in view of integrating Italian companies in Tunisia upon return, a French proposal to elaborate on the existing circular migration scheme through 'pilot circular migration tracks', and a Swedish one to explore circular migration schemes leading to a reintegration to the country through skills validation schemes or employers labour needs assessment.
- In relation to objective 4, Tunisia is part of the European Training Foundation project "Regional Qualifications for the Mediterranean". Using technical expertise offered by three EU member states (France, Italy, and Spain), the project focuses on employment mobility and national qualifications systems in Egypt, Jordan, Morocco and Tunisia and has developed a common methodology to describe and compare qualifications in the tourism and construction sectors in the first phase (2010-13). In the new second phase (2014-17), the project is creating a shared database of qualifications and profiles developed in the two sectors, and the four countries will develop pilot national actions to support developing national qualifications systems. The European

¹⁷ The annex is called now "MP Scoreboard" and it is still under negotiation. Nevertheless, it has been shared with the Tunisian civil society as well and is available upon request.

Qualifications Framework (EQF) is used as a reference point to support linking with qualifications systems in the EU.

- For the implementation of objective 5, the Italian Ministry of Labour and Social Policies and Italia Lavoro Spa propose an action aiming to strengthen the quality of the Tunisian system of vocational education by providing Italian experts with the aim of sharing the training standards for workers engaged in circular migration schemes, in particular in the sectors of tourism and agriculture.
- In relation to objective 19 of the Joint Declaration, Germany proposes to extend its Returning Experts Assistance Programme to Tunisian nationals, whereas France proposes to deepen its voluntary return and reintegration programme (OFII, see MISMES Inventory No 7 above). Sweden proposes to develop a programme based on a labour market needs assessment, to facilitate the reintegration of returning migrants into the Tunisian labour market. Finally, the EU Project to Support the EU-Tunisia MP, to be implemented by a consortium of Member States, will also fund activities to improve the return and reintegration of migrants.

The development or implementation of new concrete MISMES is envisaged from the current state of the Mobility Partnership as shown in the initiatives listed above. To this extent, the Mobility Partnership is expected to provide added value for MISMES in Tunisia. It is also expected to increase available resources for migration management. For Tunisian authorities, the envisaged actions focus on capacity building, and open up some new legal migration opportunities, in particular circular migration.

The European Commission (DG DEVCO) has already allocated EUR 5 million over three years, in the framework of the new Asylum, Migration and Integration Fund (AMIF) thematic programme, to support the implementation of the EU-Tunisia Mobility Partnership. In a Project Action Fiche prepared by the Commission, MP project in Tunisia would have the following main results:

- strengthened capacity of relevant Tunisian authorities to manage labour migration and trade-related mobility through enhanced cooperation with EU partners;
- improved knowledge of the features and trends of the main Tunisian communities in Europe and a targeted diaspora mobilisation programme to be put in place;
- strengthened capacity of relevant Tunisian authorities and of civil society organisations to provide support for the reintegration of returnees.

Many of the above-mentioned proposals included in the EU-Tunisia MP Scoreboard aim to be considered and funded in the framework of this project.

Following the conclusion of tender procedures by the Commission and the signature of the contract with a project team under the leadership of one EU Member State this year, its implementation should start in the beginning of 2016. The project provides the main opportunity to develop and test migrant support measures from a skills and employment perspective, in particular in the field of skills development and capitalization, which have been underdeveloped in Tunisia.

A series of EU-funded projects and actions complementary to the Mobility Partnership might serve as a framework for the analysis or the development of additional MISMES, namely:

- *EU-Tunisia Migration Cooperation Agenda (ETMA)* under the European Neighbourhood and Partnership Instrument (ENPI) programme. Implemented by the International Centre for Migration Policy Development (ICMPD), this project aimed to promote a comprehensive foundation of cooperation on migration between Tunisia and Europe by fostering the exchange of expertise and know-how on border management and migration related subjects, as well as technical assistance in drafting a national migration policy and in improving institutional coordination mechanisms.

- *EuroMed Migration III* Project, to be followed by a new *EuroMed Migration IV* project, equally led by ICMPD. This aims to foster cooperation on migration issues between ENPI South partner countries and EU countries, and to facilitate legal migration channels and workers' mobility between partner countries. The project also provides technical assistance to partner countries in defining their respective migration profiles.
- *Mediterranean Transit Migration (MTM) Dialogue*, and especially its component on Migration and Development (AMEDIP), a joint ICMPD-IOM project aiming at providing information and capacity building by strengthening institutional mechanisms, support policies and legislation, outreach channels and initiatives relating to emigrant communities.
- *Migration EU eXpertise (MIEUX)*, providing technical assistance to Tunisia to set up the National Observatory for Migration to contribute to the improvement of migration management and policies through institutional reform and capacity building, in particular in the field of evidence-based policies.
- *Joint Migration and Development Initiative*, of which Tunisia is a pilot country, aims to optimise the contribution of migrants to local development.

5. MAIN CONCLUSIONS AND RECOMMENDATIONS

Tunisia has a rich variety of public institutions which deal with different aspects of migration management: first, the Ministry of Social Affairs with its State Secretariat for Migration and Tunisians Abroad (SEMTE), integrating a General Directorate for International Cooperation on Migration, and its Office for Tunisians Abroad (OTE, with a network of 44 labour attachés abroad). Then, the Ministry of Vocational Training and Employment with its Bureau of Foreign Labour and its public employment service (ANETI, with more than 90 regional offices), including its International Employment Department. Finally, the Tunisian Agency for Technical Cooperation (ACTC) under the Ministry of Development and International Cooperation. In addition, the country has a series of bilateral labour agreements signed with main destination countries (e.g. France, Italy, Switzerland), mainly with the aim of facilitating labour emigration.

Thus, Tunisia boasts a set of unique migration management institutions and tools which provide an institutional enabling context for the development and implementation of MISMES: OTE and its network of labour attachés and regional offices, ATCT with its international job placement offices, ANETI with its network of regional offices and its Department of International Employment. As recognised in the draft National Migration Strategy, however, there has not yet been a clear institutional coordination platform on migration. This poses a challenge as there is the recurrent involvement of the same national agencies in the implementation of MISMES without formal coordination mechanisms that leads to some overlaps and inconsistencies: this is obvious in the field of AVRR, for instance, or with different international job matching MISMES. For the same reason, MISMES information is scarce regarding the projects, budget allocations, outcomes or eventual assessment. This makes any assessment and learning curve in this field difficult. Evaluation is largely absent both during project implementation and afterwards.

The most common type of MISMES in Tunisia (five out of ten) is international job matching which is consisted with the national policy for promoting and facilitating legal labour migration. Then comes the return programmes, with most common type of AVRR (at least three programmes implemented by IOM, OFII and ICMPDP) and recent experience of three Migrant Resource Centres. Pre-departure training has largely been absent from the country, with only two recent examples of skills development for migration (basically language training). Despite a wide consensus about the gaps between the skills of Tunisian migration candidates and the skills required by international employers, skills-related migrant support measures have not been a standard component of the migration management toolbox in the country. Implemented MISMES have tended to focus on international job placement rather than on skills development; as pointed out by some of the experts consulted, this follows the more general orientation of national employment and education policy.

The high degree of MISMES ownership by national authorities is exclusive to Tunisia: five out of ten MISMES are funded and implemented by public bodies as part of their administrative mandate. This is considered as an advantage for MISMES despite the bureaucratic hurdles preventing more efficient results. The bureaucratic constraints that many of these institutions are subject to might be overcome through innovative public-private partnerships: the involvement of an employers' organisation such as CONECT in the implementation of entrepreneurship training for returnees; the attempt to involve private employment agencies in international placement schemes such as Destination Canada; or the pilot placements in the framework of the YEM project are first steps in this direction.

Unfortunately, there has not yet been any comprehensive evaluation of migrant support measures, and no systematic collection of information takes place on the details of services and beneficiaries. Nevertheless, lack of evaluation and the low use of MISMES in Tunisia does not prevent us from drawing a number of conclusions and lessons from the experience, including a number of failed

initiatives in the recent past (e.g. the Italian job-matching portal developed in 2006-2009, the TAPIG project in 2012-13, the limited use of the French-Tunisian Bilateral Labour Agreement) and some more successful experiences.

Generally, the Tunisian MISMES analysed have a very high unit cost, determined both by the qualified (and often international) labour intensity of measures implemented and the low number of beneficiaries for most of the measures. This is also due to the pilot nature of several of the identified MISMES (Nos 4, 5, 8 and 10). This problem with efficiency is compounded by the lack of systematic information collection on impact and follow-up. The evidence available does not allow for any definite statement about the effectiveness of MISMES: for example, to what extent they help the beneficiary migrants to find a job or better use their skills in a job abroad. In any case, the efficiency problem needs a solution: the full integration of actual MISMES into the general operations of competent sectorial institutions. This applies as much to ANETI – international placement services should be as integrated as possible with the national matching service – as to skills development programmes: these, if not fully integrated into the national VET programmes, end up being too expensive.

Regarding the bilateral labour agreements, Tunisia has traditionally trusted them as an appropriate framework to manage migration, to ensure the placement of Tunisian workers in partner countries and to promote their rights. However, as the case of the France-Tunisia bilateral labour agreement particularly shows, the legal framework alone does not ensure that labour migration happens automatically. Some accompanying migrant support measures are required to facilitate mobility and make sure that potential beneficiaries get a job abroad (matching), develop the required skills and have their rights as workers duly protected¹⁸. Here is where MISMES can have their full role.

In any case, a common feature of practically all Tunisian MISMES is the role ANETI plays in it. This makes it crucial to invest in the institutional strengthening of ANETI, in particular in its job-matching role, including the international labour market monitoring function and in particular its job prospection function, possibly in more effective cooperation with other institutions such as OTE, ATCT and ONEQ. There is also a need to rethink; perhaps the training schemes that it offers that emerge from the analysis of several MISMES (Nos 6, 7 and 8): this is as much a question of quality and tailoring as it is institutional setting. The upcoming EU-funded Project to Support the Implementation of the EU-Tunisian Mobility Partnership might be a good opportunity to make that investment.

Finally, the number of beneficiaries of MISMES has been structurally limited by the low number of new legal labour migration opportunities available in the last few years, which is one of the main challenges of the current Tunisian migration management system. The identification and integration of well-targeted legal labour migration opportunities is necessary taking into account the labour market situation in both Tunisia and main destination countries. After this, the identified opportunities could be accompanied by relevant MISMES as part of the Mobility Partnership with the EU, as ten Member States are part of the EU-Tunisian Mobility Partnership, and this would help increase the efficiency of migration management.

Overall, in Tunisia there is wide scope for developing new MISMES, in particular skills-related MISMES as they are an appropriate instrument for overcoming the skills mismatch currently hampering the levels of labour migration and the benefits the country and the migrants get from it.

On the basis of the abovementioned diagnosis, several general policy recommendations can be formulated in relation to MISMES in Tunisia:

¹⁸ This is in line with the conclusions of a former study on bilateral labour agreements (see Martín 2011).

Institutional coordination mechanisms

Taking into account the large constellation of migration-related institutions in Tunisia described in Chapter 1, there is a need for a leading institution and the coordination of their actions; the clarification of their roles, division of work; cooperation mechanisms and complementarities; and the hierarchisation in relation to specific policy fields (i.e. labour migration and MISMEs, immigration, diaspora policy, return migration etc). The process leading up to the EU-Tunisia Mobility Partnership agreement and a few recent international cooperation projects have contributed to establish frameworks for interaction and cooperation among them, and this process should be formalized. The new Government appointed in February 2015, after the legislative elections in 2014, has an excellent opportunity for a fresh start in this area.

National Labour Migration Policy

MISMES in Tunisia suffer from the lack of an articulate national migration policy setting based on a clear understanding and consensus of all relevant stakeholders in the field: the objectives, means, instruments and institutional setting in this policy area. The draft National Migration Strategy is a first step in right direction, but it needs a thorough consultation and consensus process. There is also a clear willingness to integrate migration into the policy design in all relevant areas, as indicated by the orientation document “Reform of the National Vocational Training System 2014-2018”¹⁹, one of whose expected results is to ensure the international mobility of vocational education graduates. To integrate all relevant sectorial strategies into a National Labour Migration Strategy would mark important progress in this field, given the place that MISMEs can play in optimizing the contribution of migration to Tunisia’s development and contributing to the coherence and consistency of existing and new MISMEs.

Institutional strengthening of ANETI and clear links with SEMTE, OTE and ATCT

Despite the important role played by ANETI in the implementation of all MISMEs in Tunisia, the available human and institutional resources are very limited, and this affects the quality and consistency of its services: e.g. routine trainings, lack of resources for proactive action. So in order to increase the effectiveness and relevance of MISMEs, ANETI, and in particular its International Employment Division, should be reinforced. All ANETI training activities (pre-departure and entrepreneurship training) should be reviewed and, if need be, overhauled, and the capacities required to deliver them assessed and deployed. In addition, the ANETI services should be directly linked to the services and tools of SEMTE, OTE and ACTC. A coordinated and concerted action among these three main institutions could tremendously increase the effectiveness and efficiency of labour migration management and MISMEs services.

International job prospection and monitoring system

The analysis of Tunisian MISMEs and labour migration policy has demonstrated that, beyond the achievements of the ATCT, the missing link lies in the identification of international job offers. To make up for this a system of international job market monitoring and prospection should be developed as part of the Tunisian international job matching MISMEs. Components of this system could be: the network of labour attachés in destination countries; ATCT offices in Gulf Countries; the new ANETI offices; and an international labour market intelligence unit within the Observatory for National Employment and Qualifications (ONEQ); or the new National Observatory of Migration; or a collaborative combination of the two of them. All these institutions need to be more pro-active in the

¹⁹ www.emploi.gov.tn/fileadmin/user_upload/Formation_Professionnelle/PDF/Reforme_FP_Tunisie-Fr.pdf.

identification of international job offers and job placement services, which is possible with a close collaboration and coordination among all the institutions.

Specific MISMES to optimize the use and impact of bilateral labour agreements

Specific accompanying migrant support measures should be developed to make sure that Tunisia takes full advantage of such bilateral labour agreements: something that has been lacking to date. This MISMES would focus on disseminating information about the opportunities offered by bilateral agreements, identifying concrete work opportunities in the signatory destination countries, being careful that pre-selected candidates fulfil all requirements and providing the accompanying support measures (including pre-departure training and socio-cultural orientation) required for migration success. This could eventually be done in the framework of the EU Mobility Partnership, in particular given that in many cases the other parties are Member States and signatories of the Mobility Partnership.

Develop skills-related MISMES to support labour migration and tailor existing training schemes

Despite its long-standing labour emigration support policy (focused on job matching), Tunisia has had few skills-related MISMES. However, skills shortcomings are precisely one of the main challenges identified in relation to labour migration. Existing training programmes (for instance in relation to AVRR programmes or support to returning migrants) should be tailored to the specific needs and profiles of beneficiaries, and a new institutional arrangement could be explored (ANETI may not be the best placed agency to provide this kind of training).

Also the types of training and training providers should be expanded with more diverse options. For example, training schemes on soft skills as well as socio-cultural orientation aspects proved to be as important and necessary as hard (technical) skills. The involvement of civil society organisations in migrant support schemes is almost essential as they can provide more tailor-made options and direct social links with the local communities. A more direct involvement of Tunisian public training institutions would be desirable, as well as the linking of skills development for migration schemes and general training programmes and reform in the country.

Collection of information and coordination of MISMES and their follow-up and evaluation

Basic information on all MISMES projects/ activities should be compiled by a single coordinating public institution active in the field of migration in Tunisia to ensure coherence and alignment. The Ministry of Social Affairs (hence SEMTE, and its Directorates of International Cooperation on Migration and for Planning and Follow-up of Migrants) or the Ministry of Vocational Training and Employment (hence the Bureau of Foreign Labour) are possible institutions to take this responsibility. But it can also be done by OTE of the Ministry of Social Affairs or ACTC of the Ministry for Development and International Cooperation, depending of the choice of the Tunisian government.

As mentioned before, several of the MISMES analysed (ATCT, AVRR, Entrepreneurship Training for Return Migrants, Youth-Employment-Migration) suffer from an insufficient follow-up and evaluation of their impact on beneficiaries. As the case of the AVRR-Switzerland shows, the possibility of introducing adjustments in the design of the policy interventions is crucial to ensure that they achieve all of their objectives.

ANNEXES

Annex 1. Methodology for the country case studies

The MISMES project (migrant support measures from an employment and skills perspective) was launched in 2014 by the ETF to provide evidence-based, policy-oriented inputs to guide the EU dialogue on migration with the neighbourhood countries and coordinated by Migration Policy Centre of the European University Institute. It reviewed the range of migrant support measures from employment and skills perspective with the aim of assessing (i) their cost-effectiveness, and (ii) their impact on labour migration outcomes.

For the purpose of this study, MISMES is defined 'specific policy interventions implemented in sending countries in pre, during and post-migration periods, aimed at (i) improving the labour market integration of migrant workers (by facilitating labour mobility and job matching, access to labour market information and protection), and/or (ii) reducing the underutilization of skills of individual migrant workers and improving skills-matching more generally'. This excludes general policies and regulations such as bilateral agreements, international conventions on the recognition of qualifications and social security agreements.

Main MISMES models identified and analysed in the Global Inventory (see ETF 2015a):

- international job matching and placement services;
- pre-departure information, orientation and training;
- professional skills development for migration;
- facilitating access to labour market information and protection in destination countries;
- capitalizing skills across borders (including diaspora);
- assessment, certification, validation and recognition of migrants' skills and qualifications;
- pre-return and return employment information platforms and call centres;
- targeted entrepreneurship and income generating schemes for returnees;
- assisted voluntary return and reintegration (AVRR) programmes;
- migration resource centres (MRC); and
- migrant welfare funds.

Main outputs of the MISMES project:

- **A Global Inventory** aimed to develop a typology of migrant support measures from an employment and skills perspective, categorizing them in terms of migration phase (before, during, after migration and multidimensional MISMES), objectives and stakeholders (migrants, funding and implementing institutions, NGOs, state bodies) (ETF 2015a). The Global Inventory tried to identify factors of success and common denominators, including contextual factors that may affect the impact of MISMES, and map the challenges in implementing each category of migrant-support measures.
- **Five country case studies** aimed to review MISMES in five countries of the EU Neighbourhood (full studies for Moldova, Georgia, Morocco, Tunisia and desk study for Armenia). The country

case studies tried to draw lessons for the optimization of their Mobility Partnerships with the EU from employment and skills perspective and carried out following a common methodology and structure (for more information on MISMES methodological note, see ETF 2015b).

Main stages in developing the country case studies (see ETF 2015b):

- **Methodological workshop:** Held at the Migration Policy Centre in Florence (13-14 March 2014), it aimed to discuss the preliminary findings of the MISMES Global Inventory and to agree on the methodological approach to the country case studies on the basis of country concept notes presented by the country case study authors.
- **Desk research:** Comprehensive desk research to map implemented policy interventions based on secondary data sources (academic literature, policy studies, project leaflets, internet sources from international organisations, governmental agencies and other implementers, project evaluations, Scoreboard information within the Mobility Partnership, etc.). Based on this research and the primary sources described below, each country case study compiled a MISMES inventory in respective country from the year 2000 to the year 2014.
- **MISMES Questionnaire:** A standardized electronic questionnaire (see MISMES Methodological Note, ETF 2015b) was circulated among all identified implementers in each country of study to supplement the desk research. In the case of Tunisia, five MISMES questionnaires were replied by the IOM, ICMPD, GIZ and TAPIG projects completed in the preliminary phase of the study as listed in the Annex 2.
- **Field missions and in-depth interviews:** Country missions were held by the team of country author and ETF experts in June and July 2014. MISMES presentation was organised at the Ministry of Vocational Training and Employment in June 2015, fifteen in-depth face-to-face interviews/group discussions were held with implementers, policy-makers and stakeholders who coordinate, fund or implement such policy measures in Tunisia, in order to gain additional insight into implementation dynamics and various policy measures. In addition, a focus group was organised with the IOM project officers who implemented assisted voluntary return and re-integration programmes. The list of persons interviewed in Tunisia is presented in Annex 2 – list of persons interviewed and institutions that received MISMES questionnaire.
- **Case studies:** For an in-depth understanding of implementation challenges and success factors of a particular MISMES, one specific project, Swiss-funded and IOM-implemented “Assisted Voluntary Return and Re-integration Programme” (Switzerland AVRR) was selected for an in-depth case study. As part of this case study, the local experts visited the IOM centre and made in-depth interviews and document research.
- **Final Technical Workshop:** The MISMES team of the Migration Policy Centre, the ETF migration team and relevant country managers and a number of public officers from the countries of the study came together at the ETF in Turin on 29-30 September 2014 to discuss the draft country case studies and the finding of the Global Inventory and a Policy Brief on MISMES in the framework of Mobility Partnerships.

Annex 2. List of persons interviewed and institutions that received the MISMES questionnaire

MISMES presentation meeting with Tunisian institutions (Ministry of Vocational Training and Employment, 16 June 2014,), with the following participants:

- Direction de la Main d'œuvre étrangère (ministère de la Formation professionnelle et de l'Emploi): M. Messaoudi (DG), Walid Blel, Sonia Zagala and Saloua Belhaj, of the Bureau de la Main d'œuvre étrangère
- DG Coopération internationale en matière migratoire (ministère des Affaires sociales): M. Mizouri and Hammami Ahlem
- Office des Tunisiens à l'étranger: M. Msellmani
- Ministère des Affaires étrangères: M. Sadok Bouguerra
- Agence tunisienne de coopération technique: Mme Khansa Gharbi
- CENAFFIF: Mariam Bouabid

Persons interviewed during the country mission (17-18 July 2014) and in other contexts:

- Direction de la Main d'œuvre étrangère (ministère de la Formation professionnelle et de l'Emploi): Ahmed Messaoudi (DG), Walid Blel, Saloua Blehaj, and Hosni Abdallah
- EU Delegation: Fatma Moussa
- DG International Cooperation on Migration Issues (Ministry of Social Affairs): Salem Mizouri (DG), Mourad Saari (Sous-directeur), Hamida Rais, Ahlem Hammami, , Samir Ben Hadid, Walid Boussaidi, Samia Gabsi, Mounia Ben Amor
- International Organisation for Migration: Lorena Lando (Head of Mission), Lalini Veerassamy (Head of Programmes), Shiraz Jerbi, and Fabio Donofrio
- Office des Tunisiens à l'étranger: Lassan Labidi (DG), Mehdi Hassine, Chef de division à la Direction d'appui au développement, Fadhli Amor
- Centre de ressources pour les migrants de Tunis: Ahlem Saidi (OTE), and Olfa Beldi (ANETI)
- ANETI: Slah Mdini, Directeur de l'Emploi, Fazai Amor, Directeur Division internationale, Imen Abrougui, Adel Abidi et Chamseddine Abdaa, Conseillers à la Mobilité internationale, and Adel Abidi
- International Labour Organisation: Francesco Carella, Chief Technical Advisor of the regional project on labour migration
- Agence nationale de la coopération technique: El Borni SALHI, Directeur général; Lamia Esseghaier, Directrice Études, Applications et Unité TI; Mohamed Amine Krichen, Directeur de Département, and Khansa Gharbi, Marketing Manager
- UGTT: Sadok Ben Kadj Hassine, Expert, Département Relations internationales arabes et Migration
- International Migration Policy Development (ICMPD): Jean-Yves Charriou, Specialist Migration and Strategy
- OFII, Office français de l'immigration et de l'intégration: Stéphane Darmas, Director

- ADECCO Group: Samiha ZAMMOURI, Senior consultant, International recruitment
- Hassan Boubakri, Université de Sousse and President of Centre de Tunis pour la migration et l'asyle (CeTuMa)
- Momamed Kriaa, Institut supérieur de gestion, Tunis

Persons interviewed for the AVRR case study :

- Lorena Lando, Head of Mission of IOM-Tunisia
- Lukas Rüst, Head of Migration and Protection, Swiss Embassy in Tunisia
- Fabio D'Onofrio, Project Coordinator, AVRR Suisse
- Ivan Bon, IOM Junior Consultant
- Soufienne Karoui, CONECT trainer and member of the Steering Committee of the AVRR Suisse Project
- Imen Ghelela, ANETI
- Samir Msellmeni, OTE Representative in the Steering Committee of the AVRR Suisse Project

Organisations and persons who responded to the MISMES questionnaire:

International Organisation for Migration (IOM)

- Projet Jeunes, Emploi, Formation
- AVRR Suisse (Aide au Retour Volontaire et à la Réintégration de suisse en Tunisie)

International Centre for Migration Policy Development (ICMPD)

- “Projet de coopération technique UE-Tunisie en matière de migration» (projet pilotes de soutien au retour volontaire)

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

- Pilot project: Promotion of the legal mobility of highly qualified labour from Tunisia (engineers)

Stephan Hildebrand, TAPIG Project Director

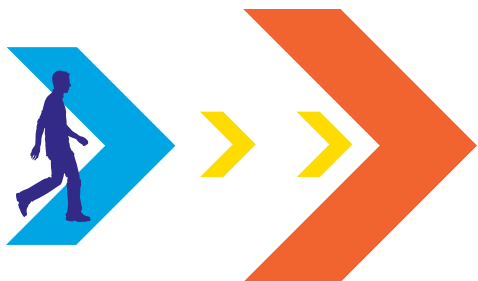
- TAPIG (Transformation Partnership in the Health Care Sector)

ABBREVIATIONS AND ACRONYMS

| | |
|----------------|---|
| AENEAS | EU Programme for financial and technical assistance to third countries in the area of migration and asylum |
| ANETI | Agence nationale pour l'emploi et le travail independent (Tunisian public employment service 'National Agency for Employment and Independent Work') |
| ATCT | Agence tunisienne de coopération technique (Tunisian Agency for Technical Cooperation) |
| AVRR | Assisted Voluntary Return and Reintegration Programme |
| CEFE | Création d'entreprise et formation d'entrepreneurs (Business Creation and Entrepreneurship Training, ANETI) |
| CHF | Swiss frank |
| CONECT | Confédération des entreprises citoyennes de Tunisie (Confederation of Tunisian Citizen Enterprises) |
| CREE | Business Development Training (ANETI) |
| ENPI | European Neighbourhood and Policy Instrument |
| ETF | European Training Foundation |
| ETMA | EU-Tunisia Migration Cooperation Agenda |
| EU | European Union |
| GAMM | Global Approach to Migration and Mobility |
| GERME | Gérer Mieux votre Entreprise (How to Better Manage your Business Training, ANETI) |
| GIZ | Deutsche Gesellschaft for International Zusammenarbeit |
| ICMPD | International Centre for Migration Policy Development |
| IOM | International Organisation for Migration |
| ILO | International Labour Organisation |
| MIEUX | Migration EU eXpertise (EU programme) |
| MISMES | Migrant Support Measures from an Employment and Skills Perspective |
| MORAINE | 3-day business idea development course (ANETI) |
| MP | Mobility Partnership Agreement |
| MRC | Migration Resource Centre |
| MTM | Mediterranean Transit Migration |
| OFII | Office français de l'immigration et de l'intégration (French Office of Immigration and Integration) |
| ONEQ | Observatory of National Employment and Qualifications |
| OTE | Office des Tunisiens à l'étranger (Office for Tunisians Abroad) |
| SEMTE | State Secretariat for Migration and Tunisians Abroad |
| TAPIG | Transformation Partnership in the Healthcare Sector |
| TND | Tunisian dinar |
| UNDP | United Nations Development Programme |
| UNHCR | United Nations High Commissioner for Refugees |
| VET | Vocational education and training |
| ZAV | International Placement Service of the German Federal Employment Agency |

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