

## **ANNEX**

### **Annual Programme 2010**

<b>MEMBER STATE:</b>	<b>BELGIUM</b>
<b>FUND:</b>	<b>EUROPEAN RETURN FUND</b>
<b>RESPONSIBLE AUTHORITY:</b>	<b>BELGIAN IMMIGRATION OFFICE</b>
<b>YEAR COVERED:</b>	<b>2010</b>

#### **1. GENERAL RULES FOR THE SELECTION OF PROJECTS TO BE FINANCED UNDER THE PROGRAMME**

Given the legal monopoly of the Federal Public Service Home Affairs and the Federal Police for forced return and for matters linked to forced return, forced return projects will be directly assigned to these authorities as outlined in SOLID/2008/2/REV. For projects in the area of voluntary return, the principle is that they will be awarded after an open call for proposals.

A general invitation for the submission of project proposals in areas where there is a legal monopoly was addressed to the Federal Police, ICT Department of the Federal Public Service (FPS) Home Affairs and the Immigration Office. Projects that are directly assigned to these partners will be considered as executed by the Responsible Authority (RA), but they will be managed by the partners (Federal Police ICT Department of the FPS Home Affairs and the Immigration Office).

The RA will screen the projects in the area of forced return in accordance with the selection criteria defined by the basic act (Decision 575/2007/EC, Article 15/5) and assign the selected ones directly to the beneficiaries in line with a Memorandum of Understanding signed with partners. A contract will be signed for every project with the beneficiary.

The budget for voluntary return will be allocated on the basis of an open call.

The procedure for the open call 2010 will be the same as the procedure that was used for the open call 2008-2009. The Belgian regulation allows such an open call only to be published after receiving the pre-financing from the Fund. The publication of the open call will thus take place after the approval of this AP and after the payment of the first subsidies to Belgium. The Open Call will be made public through the RA's website<sup>1</sup> and through the Federal Agency for the reception of Asylum seekers website<sup>2</sup> (Fedasil), which is the responsible government agency for the coordination of AVR. The open call will also be published in the official journal of the Belgian government (Belgisch Staatsblad – Moniteur Belge).

A selection committee will select voluntary return projects. The selection committee consists of three members: The Representative of the Directorate General of the Immigration Office, a representative of the Minister of Migration and Asylum and a representative of the Minister of Social Integration. The RA fulfils the task of secretary.

A contract will be signed for every project with the beneficiary. A Royal Decree will earmark the content of the contract with the beneficiaries.

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<sup>1</sup> [www.eu-fonds-dofi.be](http://www.eu-fonds-dofi.be)

<sup>2</sup> [www.fedasil.be](http://www.fedasil.be).

The general rules for the selection of projects co-financed by the 2010 programme are in conformity with those set out in the Multiannual programme and in the description of the management and control system.

The RA will particularly control the application of the Law on Public Procurement and the conditions laid down in article 11 of the implementing rules. The RA will ask the partners to take account of the necessary procedures to be followed according to these regulations in their time schedule. A close monitoring will be carried out by the RA.

The RA will also look at the compliance with the internal regulations of each partner on competencies for issuing a tender and signing of contracts.

The financial situation in Belgium (mainly due to the global financial developments) made it impossible to increase the budget for actions taken by the Belgian government. The main actions from the government are priority 1 actions (eg: return of families). When drafting the MAP it was foreseen that the public budget for these actions would increase together with the increase in European subsidies. This was reflected in the MAP in a yearly increase in the budget for priority 1. The actions from the non-governmental organisations are mainly under priority 3 and they seem to be able to find the needed co-financing for their actions. These are the main reasons that the foreseen budget distribution in the MAP does not correspond with the budget in this AP. Another reason for the difference between the distributed budgets is that the provisional allocations used when drafting the MAP appear now to be highly overestimated. The main reason for the exchange between priority 1 and 3 is the fact that when drafting the MAP it was envisaged that most of the voluntary return actions would be classified under priority 1 but when drafting the AP on the basis of the experiences with AP 2008 and 2009 many of them seemed more fitted for priority 3.

As also mentioned in the MAP, the relevant partners for the voluntary return programs were extensively involved in the drawing up of the annual plan 2010. The actions and objectives for 2010 are a reflection of the needs and priorities of the main public stakeholders: Federal Police, Fedasil (PPS Social Integration) and the Immigration Office. Taking into consideration the legal monopolies and given the expertise of FEDASIL in coordinating voluntary return, and its broad knowledge of potential beneficiaries working in the field of voluntary return it was estimated that a collaboration with FEDASIL would suffice to draw up the present AP.

## **2. CHANGES IN THE MANAGEMENT AND CONTROL SYSTEMS**

None

## **3. ACTIONS TO BE SUPPORTED BY THE PROGRAMME UNDER THE PRIORITIES CHOSEN**

As mentioned in the MAP, the Belgian government has already made considerable investments in return policy over the past decade.

This AP focuses mainly on priorities 1 and 3. In view of developing a more integrated approach to return, actions in the area of voluntary return and reintegration, as well as integrated return actions targeting specific groups, will be promoted.

In the area of assisted voluntary return (AVR) and reintegration after assisted voluntary return, actions will be implemented through the method "RA acting as an awarding body".

In this regards, an open call will be launched for actions covered by priority 1 and priority 3 of the strategic guidelines, in four main areas:

- A. Communication, awareness-raising and capacity building on assisted voluntary return**
- B. Reinforcement of pre-departure counselling**
- C. Development of reintegration assistance (target group based approach)**
- D. Development of reintegration assistance (organisation based approach)**

Please note that these four main areas do not differ from those defined in the AP 2008 and AP 2009.

As explained in the MAP, these four areas are the main areas of development on AVR and it is the intention to develop long term actions to address these areas.

Please do note also that by the time of writing this AP 2010, the projects selected under the AP 2008 and AP 2009 were about to be launched. This means that the AP 2010 cannot yet rely on input based on the mid-term, let alone final, evaluation of projects.

The AP 2010 is a combination of:

- The priorities as defined in the MAP, AP 2008 and AP 2009
- The result of the first open call (15.05.09 – 15.06.09) (= the way organisations reacted to the priorities defined).

The budgetary division as foreseen in the AP 2008 and AP 2009 is adapted for the AP 2010 on the basis of these two considerations.

Area A covers all the actions within priority 1 whereas Areas B, C and D cover all the actions within priority 3.

Projects selected through the open call will have to meet the priorities set in the strategic guidelines and the national operational objectives defined in the MAP<sup>3</sup>. Additionally, within each area, priority will be given to actions that meet the purpose and scopes identified hereunder (see actions 1 to 3 and 7 to 12).

Actions that are linked to forced return, detention centres and other areas where the Immigration Office holds a legal monopoly, as well as actions with a security dimension, will be implemented through the method “responsible authority acting as an executing body”.

**3.1. Priority 1: Support for the development of a strategic approach to return management by Member States**

**National objectives**

Operational objectives for which actions are foreseen under this priority are:

- Operational objective 1 : Additional development of voluntary return programmes and reinforcement of their implementation (information, training, execution and follow-up)

<sup>3</sup> Please refer to the RF MAP, p. 34.

- Operational objective 2 : Developing an integrated return management approach that is centred on target groups and adapts to the specific needs of each group
- Operational objective 7 : Increasing the acceptance of return, including that of voluntary return -outside and within the reception network- through the design of a targeted and creative policy of communication, information and training

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The following actions will be implemented through the method “RA acting as an awarding body”.

### **A. Communication, awareness-raising and capacity building on assisted voluntary return**

#### **Action 1: Development of tools for improved direct communication on AVR**

##### **Purpose and scope of the action**

The purpose of the action is to develop specific tools to inform the potential target group about the possibility of AVR.

The scope is communication towards the migrants and their formal and informal representatives (=direct target group), as well as towards social services (=indirect target group).

The scope is the development of general communication tools as well as very specific tools for specific target groups. The tools can be leaflets, flyers, posters, but also more innovative instruments as interactive DVD's, brochures giving concrete examples of return and reintegration to a certain country or region, websites, videoconferences, ... (an exhaustive list is impossible, as part of this priority is the development of new tools).

The tools will be used in a general communication policy towards the target group (the implementation of the communication plan is part of this priority)

The tools for specific target groups (that will be defined by Fedasil on the basis of objective criteria) will be developed based on a study of the group (their whereabouts, migration patterns, socio-economic profiles, ...). The result of this mapping will be a report including recommendations for a communication and information policy.

The implementation of a communication plan, based on these recommendations, is part of this action.

The production of communication tools was a key action under the AP 2008 and AP 2009. Obviously, this is not the work of a moment, so the priority stays under the AP 2010, albeit with an increasing shift towards the development and implementation of concrete communication plans.

## **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 1.1 of the European Return Fund's strategic guidelines and national operational objective 1 and 7.

## **Expected grant recipients**

To be determined after the open call. The expected grant recipients are the organisations that are actively and operationally involved in AVR, to be divided into NGO's, international organisations (IO) and public bodies. Other actors might be involved as grant recipient if their very specific competences can contribute. However, for the present action it is unlikely that actors with another nature than NGO's, IO's or public bodies will be involved.

## **Expected results under AP 2010**

- A clear insight in the structure and networks of at least 3 target groups.
- Innovative communication and empowerment tools on AVR (like video-conferences with returned migrants, ...).
- The implementation of a communication plan for at least three target groups, that set priorities and coordinates the different actions and initiatives. As far as the reception network is concerned, the target is to reach 100% of the target group (and 100% of the first line social services) with these communication plans.
- A report including recommendations for a communication and information policy.

## **Indicators**

- Number of target groups that are mapped
- Number of information activities
- Number of communication tools developed
- Number of actors involved in this priority
- Total number of persons reached.
- Report ready

## **Financial information**

Maximum budget for the proposed action: EUR 200 000

Maximum EC subsidy: 75 %

The 75% cofunding is justified because the development of comprehensive communication tools, methods and plans is innovative in the Belgian context. Up until 2010, the communication tools on AVR were limited to flyers and posters.

As soon as new tools (examples: see higher) are developed, and enough experience is acquired in implementing them, the objective is fulfilled (= second half of the RF period) and the cofunding percentage can be decreased to 50%.

## **Action 2: Targeting the staff in reception facilities**

Development of strategies to raise awareness on AVR in first line social services.

### **Purpose and scope of the action**

- Sensitizing and awareness-raising activities.
- Development of appropriate communication and information tools ('stories of return', country of origin information, ...).
- Development of training programs (feed-back on the reintegration of returnees, training programs on pre-departure counselling techniques, organisation of seminars and exchange visits, ...).
- Develop appropriate training tools for first line social workers, aiming at building their capacity concerning revenue generating activities development and preparation.

Awareness-raising activities, developing communication and information tools, including training programmes will take place under AP 2010.

### **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 1.1 of the European Return Fund's strategic guidelines and national operational objective 1 and 7.

### **Expected grant recipients**

To be determined after the open call. The expected grant recipients are the organisations that are actively and operationally involved in AVR. Other actors might be involved as grant recipient if their very specific competences can contribute. However, for the present action it is unlikely that actors with another nature than NGO's, IO's or public bodies will be involved.

### **Expected results under AP 2010**

Reception centre staff will develop an increasingly positive attitude towards AVR (this will be measured using 'satisfaction questionnaires' after each training session).

An annual agenda of at least 5 training sessions will be organised, each of them with direct or indirect involvement of local partners.

Key staff will become more experienced in AVR-related counselling, increasing the quality level of pre-departure counselling.

The content of the capacity building activities will be in line with the assistance that is given through the different reintegration schemes.

Training will be developed on the development of micro-business schemes and need-assessing vulnerable migrants.

### **Indicators**

- Number of activities
- Number of participants
- Degree of participation
- Satisfaction rates
- The quality of the 'application forms' (forms used by first line social workers to apply for reintegration assistance).

### **Financial information**

Maximum budget for the proposed action: EUR 200.000

Maximum EC subsidy: 75 %

The development of training programs meant to increase the counselling capabilities of first line social workers is innovative, for the simple reason that programs of reintegration assistance were only developed recently, and so did the need for specific counselling techniques.

Over the last year we have learned that the focus should be on the situation in the countries of origin, and that based on that, techniques must be developed to draw, together with the migrant, a potential future scheme. This is the basis for the work of the reintegration partners.

We expect all the necessary lessons learned and implemented by the end of AP 2011, after which the co funding can decrease to 50%.

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The following actions will be implemented through the method of “RA acting as an executing body”.

### **Action 3: Return of families**

#### **Purpose and scope of the action**

Families who have received a legal decision to leave<sup>4</sup> the country are given a certain period of legal stay during which they can leave by themselves or choose for regular voluntary return (REAB). If they don't leave the country during their legal stay and are intercepted, they will be legally detained and placed in new reception facilities which have been made available for families. There, they will be closely monitored and informed about voluntary return. The main purpose of the action is to hold families with children, who are particularly vulnerable in closed settings, in a humane and adapted way and to persuade these families to opt for voluntary return. Only the families in these new facilities fall under the scope of this action.

If however they escape from the above-mentioned facilities, and are intercepted, they will not be put in the same facilities but in a traditional closed facility. These traditional closed facilities have to be adapted to the special needs of families. This adaptation is also a part of this action. The current action does not encompass the forced return of these families held in the traditional closed facilities but it will probably be included in upcoming actions.

The new reception facilities are an alternative to a stay in traditional closed centres as the Belgian Immigration Office wishes to take care in the most humane possible circumstances of families who have to return to their country of origin, to accompany them and to reintegrate them in their country to make their return durable and to give them necessary protection. The new facilities are however legally considered as closed facilities.

The activities under AP 2010, compared to the ones under AP 2008 and AP 2009, comprise a consolidation of the project containing 10 houses, 6 coaches and 2 supporting staff members. The reintegration program will be initiated and coaches are trained to promote voluntary return. A new component has also been added: the adaptation of the closed centre to the needs of the families who escaped earlier from the reception facilities.

The Belgian Immigration Office which holds a legal monopoly in this area, will adapt these new reception facilities to the special needs of families through the purchase of pedagogical material for example, by organising adequate coaching and counselling as well as intensive administrative follow up.

The return will be prepared by searching adequate reception in the country of origin and by setting up a reintegration path for the families that return. In order to make return sustainable, reintegration in the country of origin will be set up. This last component, the actual return and reintegration, will be subcontracted to IOM

This action will mainly serve a two-fold purpose:

1. Enhanced information exchanges with the adapted reception facilities' coaches. Enhanced information exchanges will be organized with the coaches in the field of voluntary return and reintegration assistance with the aim of further building their capacity to deal with

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<sup>4</sup> As referred to in the MAP (1.1.2.2.e) there are several stages of return.

the AVR option and enhance their counselling techniques with the targeted families. The exchanges will include a specific focus on AVR linked with reintegration support targeting the set up of income generating activities.

2. Provision of comprehensive return and reintegration assistance packages to the families opting for AVRR. The reintegration assistance packages will be defined on the basis of the families' needs assessed through the counselling activities and will aim sustainability. The assessment of the families' reintegration needs will pay particular attention to the needs of the children and the vulnerable family members.

This second component will be subcontracted to IOM for the following reasons: First, the Immigration Office doesn't want to undermine the credibility of voluntary return programs and reintegration programs after regular voluntary return by making publicity about reintegration programs after voluntary return from a closed reception facility. For that reason, the reintegration program will not be financed even partially by the existing regular scheme (REAB).

The cooperation with IOM is based on a "subsidy" procedure (Dutch "toelage", French "subside") which is regulated by the "lois sur la comptabilité de l'Etat, coordonnées le 17 juillet 1991, notamment les articles 55 à 58". This procedure is exempted from the obligation to organise a public tender. It is controlled by the Inspector of Finance and is done by Royal Decree which should be publicised in the Official Journal.

Secondly, the Immigration Office and IOM have signed a protocol on the 04.05.2009. This protocol confirms that IOM is entitled to promote and organise voluntary return in and from closed facilities; IOM has access to the closed facilities, is bound to confidentiality of procedures and protection of individual data. Security reasons make that only one partner is allowed to promote and organise voluntary return in the closed facilities: access to the closed facilities is restricted, the migrant who wants to return voluntary is handed over to IOM in the transit zone of the airport and the transit in another airport should be monitored.

The protocol between IOM and the Immigration Office only concerns the organisation of the offer of voluntary return in closed facilities. As the facilities for the families are legally considered as closed facilities, the protocol applies. Apart from the above-mentioned Protocol, the collaboration with IOM is regulated not only by: the framework agreement which was signed on the 5th of July 2004 between the International Organization for Migration (IOM) and the Kingdom of Belgium and the Agreement, signed on 4 December 1996, between the Kingdom of Belgium and the International Organization for Migration concerning the Privileges and Immunities of that Organization in Belgium, amending the Agreement between the Kingdom of Belgium and the Intergovernmental Committee for European Migration signed at Geneva on 2 July 1973.

When the families refuse the offer and disappear, forced return is envisaged and herein the Immigration Office is acting alone.

Thirdly, the Immigration Office already has contacted several NGO's (Red Cross, Caritas) to enquire if they are willing to collaborate within a program of reintegration after voluntary return from the closed facilities. There was no willingness from their side to collaborate under these conditions.

The overall objective of the reintegration module is to enhance and further develop the overall approach targeting apprehended families of irregular migrants residing in the adapted reception facilities, in view of facilitating their access to comprehensive AVRR assistance.

Compatibility with the national operational objectives and with community priorities  
This action meets specific priority 1.2. of the European Return Fund's strategic guidelines in as much as it targets vulnerable returnees. It also meets national operational objective 2.

### **Expected grant recipient**

As the Immigration Office holds a legal monopoly on forced return and the families residing in the above-mentioned reception facilities are detained and in the process of being returned to their country of origin, if necessary, by force, the grant recipient will be the Immigration Office.

### **Expected results under AP 2010**

- Devising integrated return programmes with families
- Trained coaches on return and reintegration communication
- More families returned through the described method
- Less resistance amongst the general public towards return of families
- Adaptation of the facilities

### **Indicators**

- Number of families returned through the described method
- Number of coaches active
- Number of reintegration paths and activities
- Status of adaptation of the facilities

### **Financial information**

Maximum budget for the proposed action: EUR 1.010.000

Maximum EC subsidy: 75 %

### **Action 4: Return of persons with special needs**

#### **Purpose and scope of the action**

The project will target the following groups of people with special needs: people who suffer from a medical or physical condition; people with mental or psychological problems including those who show behavioural troubles; elderly people; as well as unaccompanied minors. The Belgian Immigration Office wishes to look after persons with special needs who have to return to their country of origin and provide them with the most humane circumstances possible, to accompany them and to reintegrate them in their country, to make their return sustainable and to give them necessary protection. This will be done by:

- Adapting the reception facilities so that people with special needs will be cared for separately from the other residents of the closed centres, and by organising intensive administrative follow-up.
- Preparing the return by searching adequate reception in the country of origin and by setting up of a reintegration path.
- Organising accompanied return, including for some cases a monitoring of the security situation.
- Setting up reintegration plans in the country of origin in order to make return sustainable.

As referred to in the MAP (1.1.2.2.e) there are several stages of forced return. Whenever possible, potential returnees are encouraged to agree to their return (and therefore benefit from a reintegration programme) rather than to oppose it (and therefore trigger a return

process requiring a greater use of force). The scope of this action is to encourage a greater number of people with special needs to return on a cooperative and constructive basis, and to decrease the number of people with special needs that are returned with the use of force.

Although the scope of the action targets forced return, the Immigration Office believes that an indirect effect of the present project of forcibly returning people with special needs will be an increase in AVR of people with special needs in the general illegal population. The reason for this is that the latter are more eager to ask for voluntary return when they feel that forced return is a realistic prospect.

Under AP 2010 following activities will be implemented:

- The development of a database of medical information in the countries of origin. This will be done in cooperation with other EU countries or International Organisations who have already started such a project. This database will contain information regarding the availability and the access of medical care upon return.
- Assessment of the conditions upon return of people with special needs.
- Fact finding missions (i.e. family tracing of non accompanied minors).
- The activities concerning the psychological/psychiatric support within the closed centres and the use of extra interpreters to accompany these persons with special needs will be continued.

### **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 1.2. of the European Return Fund's strategic guidelines in as much as it targets vulnerable returnees. It also meets national operational objective 2.

### **Expected grant recipient**

The present action is linked to forced return. It will be directly assigned to the Immigration Office, which holds a legal monopoly in this area.

### **Expected results under AP 2010**

- More persons returned and received in the country of origin according to their needs
- More persons with special needs accompanied and returned through the described method
- More returns on a cooperative basis
- Less resistance towards return of persons with special needs
- Adaptation of the facilities

### **Indicators**

- Number of persons with special needs accompanied and returned
- Number of reports on the medical situation in countries of origin

- Number of monitoring activities
- Number of reintegration paths and activities

### **Financial information**

Maximum budget for the proposed action: EUR 200.000

Maximum EC subsidy: 75 %

### **Action 5: Integrated return: prevention, promotion of voluntary return, follow-up and other activities in support of authorities involved in the return operations**

#### **Purpose and scope of the action**

The aim of the project will be to enhance the capacity of the authorities involved in the return operations, and to make their activities more focused, more adapted towards the target groups (including a correct referral for vulnerable groups) and more balanced (including informing the migrants on their rights and promoting voluntary return). This will be done by sensibilisation and training of the principal actors (police forces and communal administrations), by increasing available information on return and by increasing knowledge on specific phenomena.

These activities firstly will consist of a general information campaigns for the local police forces and communes to raise awareness for the newest phenomena, trends, techniques and during which the communes and police services will be informed and trained on common methodologies such as cooperation with social inspection services, promotion of voluntary return, analysis of local data on illegal population, prevention of abuse of administrative statutes such as false non-accompanied minors, special care for vulnerable groups such as victims of trafficking of human beings and non-accompanied minors and quicker transfer of information to the Immigration Office.

Secondly, a website (or web-pages on the web site of the Immigration Office) will be created comprising information on (forced) return such as procedures, possibilities and mechanisms of return. It will be of interest to the police and other administrations as well as to migrants. This information on (forced) return will complement the information available on the website on voluntary return.

The results will be that more collaboration will grow between the police services, communal administrations and the Immigration Office on the reduction of illegal migration, that the return activities will lead more to correct referrals and voluntary return and that there is more correct public information available on return.

## **Compatibility with the national operational objectives and with community priorities**

The action meets general priority 1 of the European Return Fund's strategic guidelines because it fits within an integrated concept of return in which actions enhancing the capacity of authorities involved in the return operations are eligible. It also meets national operational objective 7

## **Expected grant recipients**

The present action requires close cooperation between the Federal Police and the Immigration Office on sensitive and security related issues. For these reasons, it is directly assigned to the Immigration Office.

## **Expected results under AP 2010**

- Speedier procedures of identification
- More targeted and tailored actions
- More migrants informed
- More vulnerable persons detected and receiving adequate reception
- Development of a website
- An information campaign is held

## **Indicators**

- Length of identification procedure
- Number of forced and assisted voluntary returns
- Number of detected and referred vulnerable persons
- Website ready
- Number of information campaigns held
- Number of visitors of the website

## **Financial information**

Maximum budget for the proposed action: EUR 190.000

Max. EC subsidy: 50%

## **3.2. Actions implementing priority 2: Support for the co-operation between Member States in return management**

### National objectives

Operational objective 5 : Supporting forced return programmes and strengthening their implementation (information, training, cooperation, execution and evaluation)

The following action will be implemented through the method of “responsible authority acting as an executing body”.

### **Action 6: Common flights**

#### Purpose and scope of the action

The Belgian approach is to organise common flights only when it is not possible to remove returnees by regular flights, either because:

- no seats are available on regular flights;
- no airlines or no airline routes are available to the destination;
- and mostly when returnees’ personal behaviour (violent or disrupting behaviour) or condition (medical or physical condition) is incompatible with a removal by regular flight .

Common flights need to be organised to additional destinations given the increase of illegal migrants who are difficult to remove on regular flights via regular return operations. A dedicated team at the Immigration Office will detect new destinations and negotiate the feasibility of organizing a common flight. The flights will be organised by the Belgian Immigration Office and seats will be made available to interested member states through FRONTEX.

Violent or disturbing behaviour can cause removal operations on regular flights to be cancelled; this is not the case on common flights. It is generally observed that organising common flights decreases the incentive for returnees to show violent or difficult behaviour. For this reason, increasing the number of common flights is expected to cause a decrease in violent resistance to return.

Although the scope of the action focuses exclusively on forced return, the Immigration Office believes that an effect of forcibly returning people through common flights will increase the incentive for voluntary return in the general illegal population. The reason for this is that illegal people on the territory will be more eager to ask for voluntary return if they feel that forced return is a real impending risk.

#### Compatibility with the national operational objectives and with community priorities

This action meets specific priority 2.1. of the Return Fund’s strategic guidelines and national operational objective 5.

### Expected grant recipients

The Immigration Office which holds a legal monopoly in this area is the grant recipient for this action.

### Expected results

- more destinations where returnees can be returned to
- more collaboration with EU Members States
- less returnees showing violent behaviour

### Indicators

- number of successful negotiations
- number of common flights
- Number of returnees
- Number of participating EU countries

### Financial information

Maximum budget for the proposed action: 80.000 EUR

Maximum EC subsidy : 75 %

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## **3.2. Priority 3: Support for specific innovative (inter)national tools for return management**

### **National objectives**

Operational objective 3: Creation of alternative and adapted structures of reception in which the persons can be guided towards return.

Operational objective 4: Improving reintegration programmes to a more needs-oriented approach, in the perspective of sustainable return

Operational objective 6: Accelerate the procedures of removal, including the identification by means of a strengthened cooperation with the country of origin.

Operational objective 9: Creation of instruments of analysis and permanent evaluation that enable to form a clearer image of the population of illegal immigrants and to devise, elaborate and put in place ways of return that are fast, humane and respectful to the person's dignity.

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The following actions will be implemented through the method "RA acting as an awarding body".

### **B. Reinforcement of pre-departure counselling**

#### **Action 7: Targeting the network of social services in cities**

Development of strategies to raise awareness on AVR in first line social services.

#### **Purpose and scope of the action**

Install, within the network of social services in one city, an AVR-reference person.

This reference person is responsible for mapping the relevant social services, to inform them of the possibilities of AVR-programs (active approach) and to respond to AVR-related questions (re-active approach).

The different reference persons will be supported with a common capacity-building program, managed at a central level.

The first pilot schemes are launched under the AP 2008 and AP 2009. Based on the mid-term evaluation of these first projects, a decision will be taken to go further on this path or not. If the decision is taken to do so, the AP 2010 will encourage the increase of this network of reference persons (objective: 5 large cities).

#### **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 3.1 of the European Return Fund's strategic guidelines and national operational objective 3.

#### **Expected grant recipients**

To be determined after the open call. The expected grant recipients are the organisations that are actively and operationally involved in AVR and public bodies at local level. Other actors linked to local authorities might be involved as grant recipient, if their very specific competences can contribute.

#### **Expected results under AP 2010**

- The number of reference persons / participating cities increases from 2 to 5
- All social actors within these 5 cities are aware of the existence of this reference person and the services offered
- The reference person extends his/her geographical outreach towards the municipalities around the cities
- There is a functional network between these reference persons and the central AVR actors .This network is coordinated by Fedasil

### **Indicators**

- For the objective in general:
  - The number of cities/regions where a local reference person is implemented
  - The number of meetings organized between the different reference persons
- Per project (= per city):
  - The number of information activities
  - The number of questions that are referred to the reference person
  - The proportion of these questions that is answered / correctly referred

### **Financial information**

Maximum budget for the proposed action: EUR 133.333,33

Maximum EC subsidy: 75 %

### **Action 8: Empowerment of the REAB partner-network**

#### **Purpose and scope of this action**

Develop strategies that strengthen the capacities of the REAB-partners<sup>5</sup> (individually or as a network) to improve their pre-departure counselling capacities and techniques.

The implementation of the reintegration program has complicated pre-departure counselling. What used to be a process of mere administrative counselling developed into a complicated process of preparing reintegration after return. As the quality standards of pre-departure counselling are considered as an essential factor in the sustainability of the reintegration process, counselling not only became more complicated, but also more important.

Actions that might be supported are:

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<sup>5</sup> More information about the REAB programme in the MAP, 1.1.2.1, p. 7.

- Mapping of the REAB-partner network in order to define strengths and weaknesses that need to be addressed. The method that will be used is based on the definition of clear terms of reference (what should a REAB-partner be capable of in the actual circumstances). These terms of reference will be monitored throughout the whole network. The result should be a report that gives a clear idea of the actual state of affairs within the network of REAB-partners, and includes recommendations.
- Definition of quality criteria for REAB-partners and the implementation of a method of monitoring and follow-up (difference with the above mentioned action is that these quality criteria and measurement techniques are aimed for long term implementation).
- Development of tools to assist the REAB-partners in their work , e.g. provision of country of origin information, specific manuals, ...
- Training programs, focused on pre-departure counselling

This action is launched under the 2008-2009 AP. Under the AP 2008-2009 an action is launched to get an idea of the environment in which each REAB-partner functions (target group reached, place within a network of social organisations, capacities and synergies with possible other projects, ...). Under this AP the objective is to go a step further , to make a real analyses of the strengths and weaknesses and to start develop strategies to reorganise and reinforce the network of REAB-partners.

### **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 3.1. of the European Return Fund's strategic guidelines and national operational objective 4.

### **Expected grant recipients**

To be determined after the open call. The expected grant recipients are REAB-partner organisations that are actively and operationally involved in AVR to be divided into NGO's, IO's and public bodies. Other actors might be involved as grant recipient if their very specific competences can contribute.

### **Expected results under AP 2010**

- A clearly defined quality level of pre-departure counselling
- An improvement in counselling standards
- A training program
- A report that gives a clear idea of the actual state of affairs within the network of REAB-partners, and includes recommendations

### **Indicators**

- Number of activities organized for the REAB-partners

- Number of participants
- Report about the REAB partners ready

### **Financial information**

Maximum budget for the proposed action: EUR 133.333,33

Maximum EC subsidy: 75 %

### **Action 9: Empowerment of the return counsellors – Monitoring reintegration efforts**

#### **Purpose and scope of the action**

To strengthen the credibility (towards the migrant) of key staff, responsible for pre-departure counselling, they must have a direct knowledge of the process of reintegration, the situation in the countries of origin and the possibilities (and impossibilities) of the AVR- and reintegration programs.

Actions that might be supported are:

- The organization of seminars, workshops or video conferences, allowing direct contact between experts from the countries of destination and social workers.
- The organization of monitoring missions, allowing social workers to visit persons who returned as well as relevant reintegration actors.

Actions under this priority should be thoroughly prepared and the results broadly disseminated. The results of all the different actions, taken over the course of a year, should be compiled in a comprehensive annual report.

Active co-operation with other EU MS will be actively pursued.

Under the AP 2010, the scope of this action will be shifted towards the elaboration of a comprehensive, annual training program for return counsellors and focal points within as well as outside the reception network. These training schemes target a better understanding of the situation in the countries of origin, a better understanding of counselling techniques and multicultural communication skills. The training programs consist of workshops, training-sessions, seminars and exchanges (national as well as international).

#### **Compatibility with the national operational objectives and with community priorities**

This action meets general priority 3 of the European Return Fund's strategic guidelines and national operational objective 4.

## **Expected grant recipients**

To be determined after the open call. The expected grant recipients are the organisations that are actively and operationally involved in AVR, to be divided into NGO's, IO's and public bodies.

## **Expected results under AP 2010**

- A comprehensive training program
- The return focal points follow the training program
- There are 8 monitoring missions per year, each of them prepared during two specific work sessions (leading to a detailed research agenda).
- For every mission, a report will be made (with a lot of attention to the outcome of the mission on the personal professional behaviour) as well as a powerpoint presentation with stories of return (= people visited).
- For every mission, at least 4 and maximum 8 feed-back moments will be planned (presentation of the results vis-à-vis different groups within Fedasil).
- The conclusions of the missions will be translated into a comprehensive report, including interviews with the participants and the stories of the persons that were visited during the mission.
- The exchange, in seminars or in exchange programs, will lead towards the implementation of better practices

## **Indicators**

- Short term:
  - Number of missions
  - Number of seminars
  - Number of participants
  - Number of countries involved
  - The increase in credibility of the AVR-option to be determined by questionnaires and surveys

## **Financial information**

Maximum budget for the proposed action: EUR 100 000

Maximum EC subsidy: 50 %

## **C. Development of reintegration assistance (target group based approach)**

### **Action 10: Program-focused development of the reintegration program**

#### **Purpose and scope of the actions**

The reintegration assistance in Belgium is based on a rather straightforward budgetary approach. Every person returning can apply for a certain amount of support.

The idea behind this action is to develop this approach further. Tailor made assistance packages as an addition to the existing reintegration approach

Actions that need to be taken are:

- Developing methods of need-analysis (before an assistance package can be developed, there must be a clear and objective idea about what support is needed to mount a feasible reintegration project).
- The development of complementary assistance (financial, in kind, and counselling) for persons with reintegration projects (micro-business development, vocational trainings...) packages in co-operation with a local reintegration partner.
- The implementation, via a local reintegration partners, of these complementary assistance packages.
- Monitoring and evaluation of the impact of this assistance (via a method based on the analysis of reports, combined with a number of on the spot evaluation visits).

The impact of these additional innovative activities should be monitored, measured and evaluated via a combination of reporting and on the spot follow-up.

The first actions, launched under the 2008-2009 AP (=EUR 2.000 worth of assistance to start an income generating project + complementary assistance for vulnerable people based on a concrete and individual needs-analysis) will be evaluated half way through 2010. Based on this evaluation, the outline of this complementary assistance might be adapted.

#### **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 3.1 of the European Return Fund's strategic guidelines and national operational objective 4.

#### **Expected grant recipients**

To be determined after the open call. The expected grant recipients are the organisations that are actively and operationally involved in AVR, to be divided into NGO's, IO's and public bodies. Other actors might be involved as grant recipient if their very specific competences can contribute. However, for the present action it is unlikely that actors with another nature than NGO's, IO's or public bodies will be involved.

## **Expected results under AP 2010**

- Returnees with a feasible, economic project will get additional means to help their reintegration process
- Vulnerable return migrants will have access to tailor made, complementary assistance
- The durability of voluntary return increases
- A method of monitoring the results of the assistance packages is defined and used in the evaluation and impact-assessment process

## **Indicators**

- Number of beneficiaries
- Number of sustainable returns
- Number of pre-departure training courses
- Number of returnees proposing a reintegration project

## **Financial information**

Maximum budget for the proposed action: EUR 748 588,67

Maximum EC subsidy: 75%

## **Action 11: Target group based comprehensive AVR strategy**

### **Purpose and scope of the action**

Developing comprehensive return strategies, aiming at co-ordinating all different aspects of AVR in a cluster of activities developed for a specific target group.

Strategies need to address the following aspects:

- Identification of the target group
- Developing a communication plan towards the target group
- Developing specific competences on pre-departure counselling, including the provision of country of origin information
- Developing specific assistance packages
- Implementing partnerships with organizations in the countries of destination to assure an adequate reception after arrival
- Reintegration support and follow-up in the destination country

- Organization of specific seminars and monitoring missions, serving the purpose of evaluation as well as capacity building of the relevant social organizations
- Elaborate follow-up and evaluation of results, including large scale dissemination of results
- The gradual implementation of the above-mentioned actions in partnership with one or several partner organisations.

Out of scope are the actual return operations. They will be operated via the REAB-program of IOM.

Co-operation with other EU MS will be actively encouraged.

Under the 2008-2009, two comprehensive return strategies are set up. One targets nationals from the DRC, the other from Morocco. Both strategies address different target groups (DRC: quite a lot of AVR towards DRC versus Morocco: almost no AVR).

Under the AP 2010, both strategies are up for renewal (after evaluation). At the end of AP 2010 (after 2 years of operational experiments), a decision will be taken about the integration of this approach into the national AVR-approach.

This action is innovative for Belgium as up to now, the development of the reintegration program was limited to a program-based approach (= develop a program that offers the same assistance for everybody). In reality, we conclude that different target groups need different strategies, as well concerning communication, information, assistance in kind, monitoring and on the spot assistance by a local reintegration partner. This approach is not yet developed.

The idea is to promote some pilot projects and to integrate this approach in a more structural manor in the reintegration program.

### **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 3.1 of the European Return Fund's strategic guidelines in as much as it is particularly innovative and aims to contribute to increasing the number of voluntary returnees. It also meets national operational objective 4.

### **Expected grant recipients**

To be determined after the open call. The expected grant recipients are the organisations that are actively and operationally involved in AVR, to be divided into NGO's, IO's and public bodies. Other actors might be involved as grant recipient if their very specific competences can contribute. However, for the present action it is unlikely that actors with another nature than NGO's, IO's or public bodies will be involved.

### **Expected results under AP 2010**

It is very difficult to define here quantitative results, as the target groups are not yet known, nor the numbers of returnees that are aimed for.

The results that are mentioned here, are of a rather qualitative nature but they give an idea about the results these projects should deliver.

- The effectiveness of the strategy based on a target group approach can be evaluated on project level

- Experience is built up on how to coordinate the different levels of action concerning AVR (mapping, communication, pre-departure counselling, reintegration, follow-up, evaluation). A good working communication structure is developed and formalised (regular exchange of statistics, regular coordination meetings, ...)
- Different actors that are all involved with a certain target group work together in the development of an AVR approach (NGO's, migrant associations, reintegration partners, ...).
- Operational cooperation on an EU level in the development of target group based approaches. After this project, there should be better communication with at least some other EU MS.
- Tailor made packages of reintegration support, resulting in more sustainable return.
- A long term monitoring, to assess the impact of such 'target-group based' approaches, resulting in a comprehensive report.

### **Indicators**

- Durability of the reintegration of persons who return within such an integrated project
- Number of potential beneficiaries reached
- Number of final beneficiaries
- Number of partners – operational actors involved

### **Financial information**

Maximum budget for the proposed action: EUR 481 922,01

Maximum EC subsidy: 75 %

## **D. Development of reintegration assistance (organisation based approach)**

### **Action 12: Strengthening the capacity of reintegration partners**

#### **Purpose and scope of the action**

The reintegration program is an important element in the national AVR strategy. The implementation of this program is done by 'reintegration partners'. The institutional and methodological capacities of the reintegration partners are a decisive element in the quality level of the reintegration program.

The purpose of the present action is to reinforce these capacities of the reintegration partners. The present action will give reintegration partners the opportunity -based on an assessment of their actual strengths and weaknesses- to invest in actions that address their weaknesses and reinforce their strengths.

The pilot projects proposed within the scope of this action should match the European eligibility rules, especially concerning the costs of organisations established in third countries. Starting with the self-assessment made by the reintegration partners, the following actions can be expected:

- Study and analysis of the assistance that can be provided and the effect on the durability of the return and reintegration
- Study and analysis of the target group that is reached and the development of strategies to broaden the target group
- Compilation of relevant country of origin information
- Networking among partner organizations in the country of origin to develop and implement best practices in reintegration assistance
- Networking with European counterparts

### **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 3.1 of the European Return Fund's strategic guidelines in as much as it is particularly innovative and aims to contribute to increasing the number of voluntary returnees. It also meets national operational objective 4.

### **Expected grant recipients**

To be determined after the open call. The expected grant recipients are organisations that are actively and operationally involved in AVR as reintegration partners (NGO's and IO's).

### **Expected Results under AP 2010**

- Better understanding of the target group, the motives to return, the success and failure factors of reintegration assistance
- A quality increase in the process of pre-departure counselling
- A national and international network between reintegration partners and their national and international counterparts
- Development of existing practices, implementation of 'best practices' ideas
- Increased quality of data storing and information exchange...

### **Indicators**

- Number of partners reached
- Number of partners in the network
- Number of information exchanges

- Report containing the results of this action

### **Financial information**

As there were few activities developed under this priority under AP 2008 and 2009, the maximum budget will be decreased to EUR 133.333,33 with respect to previous AP's.

The priority in itself will remain. Fedasil still considers the investment in the capacity of the local reintegration partners an absolute priority.

As the program will get more and more complicated, the terms of reference that have to be fulfilled by these reintegration partners will get more demanding. Capacity-building instruments will get absolutely useful to respond to this trend.

As reintegration is a rather new concept for Belgium, so is the work of the reintegration partners. The development of their capacities might not be so innovative as such, it is an absolute condition to develop further innovative practices in the field of reintegration. Developing new, creative approaches is not possible if the main implementing actors are not at the top of their game.

Therefore we consider the investment in capacity-building and empowerment as particularly innovative: firstly reintegration is new to Belgium, so most of the things we develop are innovative per se, and secondly further development of the reintegration program is only possible if the main implementing partners can sufficiently invest in their own capacities.

Maximum EC subsidy: 75 %

### **Action 13: Methodology development in the area of AVR and reintegration**

#### **Purpose and scope of the action**

Development of a standard methodology (including the definition of critical indicators, development of tools to measure these indicators and methods to draw conclusions) to monitor and evaluate the result and the effect of the reintegration efforts and the impact on the feasibility and durability of AVR.

European bench-marking and implementation of best practices are actively encouraged.

#### **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 3.1 of the European Return Fund's strategic guidelines in as much as it is particularly innovative and aims to contribute to increasing the number of voluntary returnees. It also meets national operational objective 4 and 9.

#### **Expected grant recipients**

To be determined after the open call. The expected grant recipients are the organisations that are actively and operationally involved in AVR, to be divided into NGO's, IO's and public bodies.

## **Expected results under AP 2010**

- Development of a methodology (in the form of a manual):
  - A definition of critical indicators and a method to measure and treat them (documents, formats, ICT-applications)
  - The indicators will be followed on the basis of a methodology that consist of a combination of exchange of individual reintegration assessment reports, exchange of statistics, coordination meetings, ...
  - A method to draw the relevant conclusions from this collected data. This method will consists out of a standard method of statistical analysis, an score card that measures the performance of reintegration partners and an assessment frame for the impact of the reintegration assistance.
- A contractual obligation of all the operational partners to assure that their own monitoring tools will be made compatible with the general method. In concrete terms this implies that they will use standard formats for every reintegration file and for certain other activities (information, pre-departure counselling, ...).
- An annual consolidated overview of results, effects and impact of the efforts in the field of AVR
- A first comprehensive overview of AVR in Belgium (operational year 2010) with an analysis of the impact and result of the different actions that are undertaken

## **Indicators**

- Complete methodology ready
- Number of reports that are sent by the reintegration partners, compared to the contractual obligations (%)
- Consolidated overview of results, effects and impacts ready
- Number of copies of the operational report AVR in Belgium.

## **Financial information**

Maximum budget for the proposed action: EUR 66 666,67

Maximum EC subsidy: 75 %

## **§**

The following actions will be implemented through the method of “RA acting as an executing body”.

## **Action 14: Support of the identification procedures**

### **Purpose and scope of the action**

Because of recurrent problems linked with identification of nationals, the Immigration Office wants to improve in a general way the relations with their consular or local authorities by organising regular and specified information activities and wants to increase the effectivity of existing identification procedures by using language analysis and by using native speakers to conduct more in-depth interviews with the persons to be identified, especially persons detained in the prisons.

Activities include regular information sessions for groups of consular services (such as Latin American countries, ex USSR countries, West African countries, ...), the use of language experts to determine the origin and the hiring of agents who are born in the same countries as the illegal people to be identified.

This action is innovative in this sense that it introduces new techniques which are not used by the Immigration Office so far to speed up the process of gaining information on undocumented third country nationals and to speed up this process in cooperation with consular authorities. This action is a pilot and will be evaluated after one year.

### **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 3.1 of the European Return Fund's strategic guidelines in as much as it tests innovative working methods of documenting returnees. It also meets national operational objective 6.

### **Expected grant recipients**

The Immigration Office which holds a legal monopoly in this area is the grant recipient for this action.

### **Expected results under AP 2010**

- More illegal's identified and returned to their country of origin through the used methods
- Speedier procedures of identification due to better cooperation of the consular services

### **Indicators**

- Length of identification procedure
- Number of forced and assisted voluntary returns
- Number of information sessions
- Number of agents hired and language analyses done
- Number of illegal persons identified through in-depth interviews or language analysis

## **Financial information**

Maximum budget for the proposed action: EUR 205.000

Maximum EC subsidy: 75 %

## **Action 15: Speeding up return procedure through ICT support: “Application closed centres” (ACC)**

### **Purpose and scope of the action**

The Immigration Office wants to speed up and render more efficient pre-return and return procedures, especially interception and detention procedures, and to make return policy more focused and efficient through reliable and correct statistical data.

Application closed centres (ACC) is an automatic and central management tool that should be installed in the closed centres to improve the management of the files of detainees (every person residing in a closed centres has been transferred there because they were illegal). The present action (ACC) is implemented by the Immigration Office.

ACC is scheduled under AP 2008 with planning and analysis. Development of the software and modules is planned under AP 2009. The tests, implementation of the corrections and follow up will happen under AP 2010.

### **Compatibility with the national operational objectives and with community priorities**

This action meets general priority 3 of the European Return Fund’s strategic guidelines. It also meets national operational objective 6.

### **Expected grant recipients**

The Immigration Office which holds a legal monopoly in this area is the grant recipient for this action.

### **Expected results under AP 2010**

- Speedier decisions after interception
- Reliable statistical data
- Shorter detention periods for the residents in the closed centres

### **Indicators**

- Duration of decision procedure after interception (duration between interception and decision concerning return)

- Number of illegal's intercepted who were released because the decision procedure exceeded the legal period
- Duration of detention period

### **Financial information**

Maximum budget for the proposed action: EUR 356.000

Maximum EC subsidy: 50 %

## **Action 16: Speeding up return procedure through ICT support: TARAP**

### **Purpose and scope of the action**

TARAP ("Transmission automatisée des rapports administratifs de la police") is an ICT application whose purpose is to speed up communication between the Immigration Office and the Federal Police, in regards to administrative reports. The purpose of this action is to speed up pre-return procedures. The present action is implemented by the ICT Department of the FPS Home Affairs. The period between interception and the Immigration Office's decision is limited by law: when documents are available the maximum period is 12 hours and 24 hours when no documents are available. During this interval, the Immigration Office must take one of the following decisions: detention, immediate expulsion, an order to leave the country, or release because of legal stay. Because of the short legal timeframe, speeding up the decision procedure and speeding up communication regarding the decision, is central to the good management of return. This improvement can be achieved with an electronic treatment of the interception reports sent by the police services to the Immigration Office and of the answer by the latter to the Police.

TARAP started under AP 2009 with planning and analysis. Basic infrastructure has been developed. Development, tests, implementation of the corrections and follow up will happen under AP 2010.

### **Compatibility with the national operational objectives and with community priorities**

This action meets general priority 3 of the European Return Fund's strategic guidelines. It also meets national operational objective 6.

### **Expected grant recipients**

The Immigration Office which holds a legal monopoly in this area is the grant recipient for this action.

### **Expected results under AP 2010**

- Speedier decisions after interception

- Reliable statistical data
- Shorter detention periods for the residents in the closed centres
- More efficient interception actions

### **Indicators**

- Duration of detention period
- Duration of decision procedure after interception (duration between interception and decision concerning return)
- Number of illegal's intercepted who are released because the decision procedure exceeded the legal period

### **Financial information**

Maximum budget for the proposed action: EUR 200.000

Maximum EC subsidy: 50 %

### **Action 17: Analysis tool - Business Intelligence Application (BIA)**

#### **Purpose and scope of the action**

The Immigration Office is competent for, and is involved in the decision process of all aliens' access, stay and establishment applications, as well as in the removal of illegal aliens. Hence, the Immigration Office possesses very precise information on individual aliens, This information is embedded in a work-flow database. Data has to be extracted from the work-flow and a tool for analysis needs to be developed before a general picture can be drawn on the basis of individual data.

The scope of this action is to centralise all the available information on entry, visa, removal orders (after visa overstay, police interception, or after a refusal to grant regularisation or asylum etc), analyse and interpret it in order to map the illegal population in real time. Of course, this map will only cover illegal people that have been in contact with the Immigration Office and will ignore those who have never been in contact with it. Nevertheless, the Immigration Office believes that the margin of error would be limited and in the absence of other tools, BIA would greatly improve knowledge of the population concerned with return and help shaping a more effective return strategy.

The resulting analysis drawn with BIA will be made available to the Immigration Office, the Federal Police, the National statistics institute, FEDASIL, the Public Service for Social Integration and the General Commissioner's Office for Refugees and Stateless persons.

The project will be developed over a 4 years period. It started under AP 2009 with planning and analysis. In 2008 basic infrastructure has been installed. Development, tests, implementation of the corrections and follow up will happen under AP 2010 (purchase extra

storage, maintaining, installation and applicative support, programming within two parts of the BI tool).

### **Compatibility with the national operational objectives and with community priorities**

This action meets general priority 3 of the European Return Fund's strategic guidelines. It also meets national operational objective 9.

### **Expected grant recipients**

The Immigration Office which holds a legal monopoly in this area is the grant recipient for this action.

### **Expected results under AP 2010**

- Reliable statistical data
- Better knowledge of the illegal migrant population in real time
- Objective basis for a more effective return strategy and targeted return initiatives (AVR and forced return)

### **Indicators**

- Number of statistical analysis circulated to different administrations (Immigration Office, the Federal Police, the National statistics institute, FEDASIL, the Public Service for Social Integration and the General Commissioner's Office for Refugees and Stateless persons)

### **Financial information**

Maximum budget for the proposed action: EUR 200.000,00

Maximum EC subsidy: 50 %

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<b>3.3 Priority 4: Support for Community standards and best practices on return management</b>
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### **National objectives**

Operational objective 8: Reinforcement of the cooperation and communication between the authorities on the national level in view of developing a more integrated return policy including

the voluntary return, the forced return and the long term reintegration in line with the communal standards.

Operational objective 10: Additional investments in new and existing forum where Member States can exchange information, develop new practices and develop new operational cooperation models.

The following action will be implemented through the method of “RA acting as an executing body”.

### **Action 18: Training of personnel in closed centres**

#### **Purpose and scope of the action**

There is need for training of personnel in the closed centres on the best practices of methods of persuasion of detained migrants in order to have their return more accepted by i.e. training in intercultural skills, aggression management, self-management, coaching etc. Best practices should be identified and personnel trained. There has also been identified the need for more juridical training for the guards of the closed centres.

The Immigration Office has a legal monopoly on the training of its personnel; some courses are done by the Immigration Office or by the Federal Centre for Training or by the training departments of the Federal Public Service Home Affairs. Intercultural training will be outsourced because no knowledge is available within these institutions. Intercultural training will be also linked to the course “aggression management” which has been organised internally as a pilot but which also will be partly outsourced. The Immigration Office will be in charge of most of the training activities and its coordination, only some parts of the course will be outsourced amongst which the course on intercultural skills.

Selection of training modules and initial training sessions was launched under AP 2008. Additional training sessions will be implemented under AP 2009 after an evaluation of the first training modules and further developed under AP 2010.

#### **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 4.2 of the European Return Fund’s strategic guidelines in as much as it seeks to ensure an effective implementation of common standards of return. It also meets national operational objective 8.

#### **Expected grant recipients**

The Immigration Office holds a legal monopoly in the management of closed centres, which covers training its personnel. The present action will be directly assigned to the Immigration Office and it will be the grant recipient for this action.

With regards to outsourced activities, national legislation obliges the Immigration Office to follow a public tender procedure if the amount involved is above EUR 67.000 (VAT excluded). If the amount involved is higher than EUR 5.500 and less than EUR 67.000 the Immigration Office will have to provide several quotes from at least three adequately targeted candidates before selecting the final beneficiary. If, despite adequately targeted requests to three

candidates, only one candidate agrees to give a quote, the Immigration Office is entitled to select this partner.

### **Expected results under AP 2010**

- Training sessions for the personnel
- Less resistance towards and during return
- Shorter detention periods
- More humane treatment of the residents

### **Indicators**

- Number of voluntary returns
- Number of aggression cases
- Duration of detention
- Number of agents trained

### **Financial information**

Maximum budget for the proposed action: EUR 0 depending on the availability of national cofinancing

Maximum EC subsidy: 75 %

### **Action 19: Improvement of the conditions in closed centres**

#### **Purpose and scope of the action**

The Federal Ombudsman's 2009 report on the situation in the closed centres highlighted some shortcomings in the treatment and environment of the closed centres which are managed by the Immigration Office. The EU return directive also obliges Belgium to introduce the highest possible level of human treatment of the persons who are detained in the closed centres. The project aims at meeting some requests of the Ombudsman and at increasing the quality of the treatment and environment of the persons detained by building up libraries with the most used languages, by updating and translating the documents on internal rules and by informing the persons detained on all legal possibilities while in detention and on voluntary return. Finally the Immigration Office wants to offer access to the internet to the detained persons.

#### **Compatibility with the national operational objectives and with community priorities**

This action meets general priority 4 of the European Return Fund's strategic guidelines in as much as it seeks to ensure an effective implementation of common standards of return. . It also meets national operational objective 8.

### **Expected grant recipients**

The Immigration Office holds a legal monopoly in the management of closed centres. The present action will be directly assigned to the Immigration Office and it will be the grant recipient for this action.

With regards to outsourced activities, national legislation obliges the Immigration Office to follow a public tender procedure if the amount involved is above EUR 67.000 (VAT excluded). If the amount involved is higher than EUR 5.500 and less than EUR 67.000 the Immigration Office will have to provide several quotes from at least three adequately targeted candidates before selecting the final beneficiary. If, despite adequately targeted requests to three candidates, only one candidate agrees to give a quote, the Immigration Office is entitled to select this partner.

### **Expected results under AP 2010**

- Less resistance towards and during return
- Shorter detention periods
- More humane treatment of the residents
- Installation of libraries and internet access in the closed centres

### **Indicators**

- Number of voluntary returns
- Number of aggression cases
- Duration of detention
- Number of consultations in library and internet

### **Financial information**

Maximum budget for the proposed action: EUR 55.000,

Maximum EC subsidy: 50 %

### **Action 20: Common programming and evaluation zone**

#### **Purpose and scope of the action**

The main objective of the Decision 575/2007/EC is the promotion of integrated return management. Member states are also encouraged to strengthen the complementarity of forced and voluntary return. Finally, the strategic guidelines promote the cooperation between member states in managing returns and innovative national tools specifically designed for the management of returns.

Finding innovative projects covering integrated return and cooperative projects requires a more efficient system than the present one (network of permanent representations or informal multilateral networks).

The evaluation of projects in the field of return, especially if they are innovative, requires specific knowledge which may not necessarily be available in the private sector, or for which costs are too high.

It is feared that increased reintegration offers financed by the RF program may cause effects of inflation in the programs of voluntary return and reintegration.

It is necessary that countries seek tools to create economies of scale, e.g. reintegration programs or projects such as creating a database of medical information in countries of origin.

The project aims to remedy this situation by developing common evaluation criteria and by peer evaluation of projects and programs of a member state by another member state. The project also will measure the effects of the growing availability of reintegration and try to mitigate the negative effects, and will find methods to create economies of scale.

This is a pilot project which is part of a logical multiannual partnership with a growing number of MS. A handbook will be produced and distributed.

The main objective of this project is to develop a European platform to improve and harmonize the programming of integrated return projects by improving the quality and consistency of the RF programme, especially by:

- developing innovative and integrated projects in the field of voluntary return and forced return
- improving coherence at national and transnational levels between the various actions funded by the RF including enhancing opportunities for economies of scale and mitigate the negative effects of competition related to the rapid growth and substantial offer of reintegration
- improving the quality assessment of projects and programs through the development of evaluation criteria focused on innovative Integrated Return projects and peer review of other MS.

This will be done by following activities:

#### Preparation

1.1 contact with interested MS

1.2 comparison of annual plans, detection of innovative projects and/or projects of integrated return, development of standard procedures for the monitoring of projects, calendar for monitoring and evaluation visits, choice of participating experts; choice of themes of the conference, indicators to measure the impact of the growing offer of reintegration

#### Planning

2.1 visits of innovative/integrated return projects

2.2 meetings to find and create innovative and/or projects of integrated return and to create opportunities for scale effects

2.3 regular information exchange on innovative projects and projects of integrated return

#### Evaluation

3.1 meeting to develop an evaluation methodology

3.2 evaluation visits of innovative/integrated return projects

3.3 common evaluation meetings on national actions and on the implementation of the annual plans

3.4 regular information exchange on evaluation methods

#### Impact analysis

4.1 registration of indicators to measure the impact of the growing offer of reintegration in the participating Member States

4.2 review of the information and analysis of the impact on national and European level of the growing offer of reintegration in the participating Member States

#### Conference

5.1 conference on integrated return on national and European level, exchange of ideas on the effects (negative/positive) of the growing offer of reintegration support by the RF

#### Final Evaluation

6.1 common evaluation

## **Compatibility with the national operational objectives and with community priorities**

This action meets specific priority 4.2 of the European Return Fund's strategic guidelines in as much as it seeks to ensure an effective implementation of best practices and common standards of return. It also meets national operational objective 10.

### **Expected grant recipients**

The Immigration Office will manage the project together with 5 or 6 other EU member states. The action is planned to be continued under AP 2011.

### **Expected results under AP 2010**

- Development of a methodology, a European network, common evaluation criteria, durable instruments to create lasting effects of scale and mitigate the negative effects of the growing availability of reintegration, this will be laid down in a handbook
- Harmonization of the annual programme of participating states
- Peer reviews of other MS of innovative projects and / or Integrated Return
- Promoting good innovative and/or integrated projects

### **Indicators**

- Number of innovative projects assessed
- Manual written and distributed
- Study on the impact of effects of the growing availability of reintegration
- Number of common innovative and integrated projects developed
- Number of current projects/activities of one MS made available to other MS

### **Financial information**

Maximum budget for the proposed action: EUR 100.000

Maximum EC subsidy: 75 %

## **3.5. Visibility of EU funding and complementarities with other financial instruments**

Beneficiaries are required to assure an adequate transparency of community financing. In respect of whatever notification and/or publication by the recipient concerning the action, as well as notifications and publications during conferences or seminars, they will have to mention that subsidy had been received from the European Community.

Guidelines concerning the visibility of funding for material purchased with European funds (such as stickers with a European flag to be put on equipment, or a information board bearing a European flag logo) and additional publicity of European funding for activities are discussed with stakeholders for each project.

Special care is given to visibility of EU funding: an annex to the grant agreement with each final beneficiary indicated the rules they must comply with.

Proper publicity of European funding for these projects will also be implemented by the “EU Funds Unit” through its website ([www.eu-fonds-dofi.be](http://www.eu-fonds-dofi.be)) . On its “projects” page, the website will specifically indicate that the above projects are supported by the European Commission. Paper correspondence originating from the “EU Funds Unit” to recipients will bear a European flag logo.

No other Community instrument will be drawn upon to finance actions included in the present AP. To exclude risks in that regard, project application forms requires potential beneficiaries to sign a declaration to that effect. Moreover, grant agreements preclude overlaps with other community instruments. Finally, special attention is given to circumscribe target groups to the group indicated in article 7 of the Basic Act.

In the area of voluntary return, complementarities with other financial instruments is assured by the involvement of IOM and FEDASIL in drawing up the AP. FEDASIL coordinates voluntary return activities in Belgium, co-finances activities in this area and is well informed of initiatives at national level. In the area of forced return, projects are selected in coordination with different departments at the Immigration Office, the Federal Police and the ICT department of FPS Home Affairs which are involved in the coordination of other European projects, so that complementarities can be drawn upon, while overlaps can be avoided.

## **4. TECHNICAL ASSISTANCE**

### **Scope and objective of the actions**

Technical assistance will serve for the working costs of the RA such as: yearly costs for an internet site domain name, personnel and purchase of ICT equipment.

Staff at the RA will perform the following tasks: launch and conclude grant procedures, preparing invitations and contracts, selection, supervision and evaluation of projects, on the spot checks, adapting and further developing the internal rules of procedure in collaboration with partners, publicity of the programme, translations, updating the internet site, inform and guide partners and beneficiaries etc.

Technical assistance can also be invested to train personnel recruited by the principal beneficiaries. These costs will be distributed between EBF and RF, which are both managed by the Immigration Office.

TA will cover also staff costs of the CA and AA, and will serve to purchase the necessary equipment for additional staff recruited by the CA and AA in 2010 (ICT-equipment). These costs will be distributed between EBF and RF, which share the same CA and AA.

An information activity is scheduled after adoption of this AP. The scope is to present AP 2010 to a wide range of organisations, institutions and potential beneficiaries. The focus will be on presenting the programme, the European strategic objectives, the needs at Belgian level and the Open Call for proposal launched under AP 2010, as well as the rules to follow.

An additional information activity is foreseen in 2010. The scope is to present the activities implemented during the year and the achievements of the programme. This information session will be open to a wide audience. On the same day, the main partners will meet for a working session to comment on the results and achievements of the programme in 2009. The idea of this working session is to tap on the experience of AP 2008 and 2009 and build it into the proposed Annual Programme for 2011.

Additionally, other information activities will be organised in the course of the year, at the request of partners and beneficiaries and preventively (before reports are due for example).

### **Expected results under AP 2010**

- ICT-Equipment purchased for the offices of the CA and AA;
- Further development of the RA's internal rules of procedure;
- Internet site up-dated with information on activities and useful tools for partners and beneficiaries
- On the spot checks of projects implemented under RF AP 2010 and monitoring reports on these projects;
- Information, advisory and steering group meetings with partners and project beneficiaries;

- Submission of the progress reports, payment requests and final report to the Commission, on the basis of the intermediate reports, declarations of expenditure and final reports established by the final beneficiaries
- Submission of the certified declaration of expenditure to the European Commission;
- Submission of the audit plan, and audit report and audit summary;
- Meeting to evaluate the present annual programme;
- Evaluation meetings with other MS
- Meetings with main partners to prepare RF AP 2011; submission of AP RF 2011 to the European Commission
- Information activity in 2010;
- Stationary, stickers, flyers, folders with the European flag for publicity.

### **Indicators**

- Number of recruited personnel
- Number of allocated projects
- Number of signed grant agreements with partners
- Number of on the spot checks

### **Visibility of EU funding and complementarities with other financial instruments**

The following publicity measures are planned/will be organised by the 'Unit European funds' using technical assistance: publication of an article in the Immigration Office's annual report, an annex to every grant agreement will indicate that the beneficiary's obligation towards transparency of EU subsidization, including information on the projects on the Immigration Office 'website and on the website of the Immigration Office's EU funds Unit.

To check compatibility and/or overlap with other EU instruments, the AP is circulated to the Belgian Representation to the EU, to the FPS Home Affairs International Unit (*Cellule Internationale*) and to FEDASIL which coordinates actions in the area of voluntary return at national level.

<b>Annual Programme - Draft Financial Plan Table 1 - Overview table</b>									
Member State: BELGIUM Annual programme concerned: 2010 Fund: RF									
<i>(all figures in EUR)</i>									
	Co-Financing %	Ref. priority	Ref. specific priority (a)	Community Contribution (1)	Public Allocation (2)	Private Allocation (3)	TOTAL (4) = (1+2+3)	%EC (5) = (1)/(4)	Share of total (4)/ Total(4)
<b>Actions implementing priority 1: Support for the development of a strategic approach to return management by Member States</b>									
Action 1: Development of tools for improved direct communication on assisted voluntary return	75%	1	1	150.000,00	50.000,00	0,00	200.000,00	75,00%	3,94%
Action 2: Communication, awareness raising and capacity-building on AVR : Targeting the staff in reception facilities	75%	1	1	150.000,00	50.000,00	0,00	200.000,00	75,00%	3,94%
Action 3: Return of families	75%	1	2	757.500,00	252.500,00	0,00	1.010.000,00	75,00%	19,90%
Action 4: Return of persons with special needs	75%	1	2	150.000,00	50.000,00	0,00	200.000,00	75,00%	3,94%
Action 5: Integrated return: prevention, promotion of voluntary return, follow-up and other activities in support of authorities involved in the return operations	50%	1	1	95.000,00	95.000,00	0,00	190.000,00	50,00%	3,74%
<b>Sub-total:</b>				<b>1.302.500,00</b>	<b>497.500,00</b>	<b>0,00</b>	<b>1.800.000,00</b>	<b>72,36%</b>	<b>35,47%</b>
<b>Actions implementing priority 2: Support for the co-operation between Member States in return management</b>									
Action 6: Common flights	75%	2	1	60.000,00	20.000,00	0,00	80.000,00	75,00%	1,58%
<b>Sub-total:</b>				<b>60.000,00</b>	<b>20.000,00</b>	<b>0,00</b>	<b>80.000,00</b>	<b>75,00%</b>	<b>1,58%</b>
<b>Actions implementing priority 3: Support for specific innovative (inter)national tools for return management</b>									
Action 7: Communication, awareness raising and capacity-building on AVR: Targeting the network of social services in cities	75%	1	1	100.000,00	33.333,33	0,00	133.333,33	75,00%	2,63%
Action 8: Empowerment of the REAB partner-network	75%	3	1	100.000,00	33.333,33	0,00	133.333,33	75,00%	2,63%
Action 9: Empowerment of the return counsellors - monitoring reintegration efforts	50%	3	3	50.000,00	50.000,00	0,00	100.000,00	50,00%	1,97%
Action 10: Program-focused development of the reintegration program	75%	3	1	561.441,50	187.147,17	0,00	748.588,67	75,00%	14,75%

Action 11: Target group based comprehensive return strategy	75%	3	1	361.441,51	120.480,50	0,00	481.922,01	75,00%	9,50%
Action 12: Strengthening the capacity of reintegration partners	75%	3	1	100.000,00	33.333,33	0,00	133.333,33	75,00%	2,63%
Action 13: Methodology development in the area of AVR and reintegration	75%	3	1	50.000,00	16.666,67	0,00	66.666,67	75,00%	1,31%
Action 14: Support of the identification procedures	75%	3	1	153.750,00	51.250,00	0,00	205.000,00	75,00%	4,04%
Action 15: Speeding up return procedure through ICT support : Application closed centres	50%	3		178.000,00	178.000,00	0,00	356.000,00	50,00%	7,01%
Action 16: Speeding up return procedure through ICT support : TARAP	50%	3		100.000,00	100.000,00	0,00	200.000,00	50,00%	3,94%
Action 17: Business Intelligence Application	50%	3		100.000,00	100.000,00	0,00	200.000,00	50,00%	3,94%
<b>Sub-total</b>				<b>1.854.633,01</b>	<b>903.544,33</b>	<b>0,00</b>	<b>2.758.177,35</b>	<b>67,24%</b>	<b>54,35%</b>
<b>3.4 Actions implementing priority 4: Support for Community standards and best practices on return management</b>									
Action 18: Training of personnel in closed centres				0,00	0,00	0,00	0,00	0,00%	0,00%
Action 19: Improvement of the conditions in closed centres	50%	4		27.500,00	27.500,00	0,00	55.000,00	50,00%	1,08%
Action 20: Common programming and evaluation zone	75%	4	2	75.000,00	25.000,00	0,00	100.000,00	75,00%	1,97%
<b>Sub-total</b>				<b>102.500,00</b>	<b>52.500,00</b>	<b>0,00</b>	<b>155.000,00</b>	<b>66,13%</b>	<b>3,05%</b>
<b>Sub-total (All Priorities)</b>				<b>3.319.633,01</b>	<b>1.473.544,33</b>	<b>0,00</b>	<b>4.793.177,35</b>	<b>69,26%</b>	<b>94,44%</b>
<b>Technical Assistance (T.A.)</b>				282.122,91	0	0	282.122,91	100,00%	5,56%
<b>TOTAL</b>				<b>3.601.755,92</b>	<b>1.473.544,33</b>	<b>0,00</b>	<b>5.075.300,26</b>	<b>70,97%</b>	<b>100,00%</b>

Freddy ROOSEMONT  
Director General – Immigration Office  
FPS Home Affairs Antwerpsesteenweg 59b 1000 Brussels