

ACTION DOCUMENT FOR THE EUROPEAN UNION EMERGENCY TRUST FUND FOR STABILITY AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND DISPLACED PERSONS IN AFRICA

Action Document for the implementation of the North Africa Window

T05-EUTF-NOA-REG-07

1. IDENTIFICATION

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|---|--|---------------------|------------------------------|----------------------------|
| Title/Number | Border Management Programme for the Maghreb region (BMP-Maghreb) (T05-EUTF-NOA-REG-07) | | | |
| Zone benefitting from the action / Localisation | Regional: Tunisia and Morocco | | | |
| Total cost | Estimated total cost: EUR 65 million EU contribution: EUR 65 million Other Contributions: N/A | | | |
| Aid method/Implementation methods | Project modality – indirect management with the International Centre for Migration Policy Development (ICMPD) together with the Italian Ministry of Interior | | | |
| DAC code | 150 | Sector | | |
| Main delivery channels ¹ | International Centre for Migration Policy Development (ICMPD) - 41000 in sub-delegated agreement with the Italian Ministry of Interior. | | | |
| Markers ² | Policy objectives | Not targeted | Significant objective | Principal objective |
| | Participatory development / good governance | | | X |
| | Aid to environment | X | | |
| | Gender equality and empowerment of women and girls | X | | |
| | Trade development | X | | |
| | Reproductive, maternal, newborn and child health | X | | |
| | Disaster Risk Reduction | X | | |
| | Nutrition | X | | |
| | Disability | X | | |
| | Not | significant | Principal | |

¹ <http://www.oecd.org/dac/stats/dacandcrscodelists.htm> (select)

² When a marker is flagged as a significant or principal goal, the description of the action should reflect an explicit intention to address the particular topic in the definition of objectives, results, activities and / or indicators (or criteria performance / disbursement, in the case of budget support).

| | Rio Markers | targeted | objective | objective |
|--|--|-----------------|------------------|------------------|
| | Biological diversity | X | | |
| | Combat desertification | X | | |
| | Climate change mitigation | X | | |
| | Climate change adaptation | X | | |
| | Migration Marker | | | X |
| SDG ³ | 10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies | | | |
| Valetta Action Plan Domains ⁴ | Priority domain 2 - Legal migration and mobility | | | |
| Strategic objectives of the Trust Fund ⁵ | EUTF Objective 3: Improved migration management in countries of origin, transit and destination. | | | |
| Beneficiaries of the action | Direct beneficiaries: authorities responsible for migration management and their executive departments Indirect beneficiaries: migrants | | | |
| Derogations, authorised exceptions, prior approvals ⁶ | N/A | | | |

2. GROUNDS AND BACKGROUND

2.1. Summary of the action and its objectives

The **Border Management Programme for the Maghreb region (BMP Maghreb)** is a programme designed within the framework of the “European Union Emergency Trust Fund for Stability and Combating the Root Causes of Irregular Migration and the Displaced Persons in Africa” (EUTF for Africa). The Programme responds to the priorities outlined in Pillar 1 of the Valetta Action Plan (1.3 “Addressing instability and crises” through “*Support[ing] State building, rule of law and good governance*” and “*Reinforc[ing] State capacity to ensure security and fight terrorist threats*”).

The **overall objective** of the Programme, in line with Strategic Objective 5 of the EUTF North of Africa Operational Framework (hereinafter “the Framework”) is to mitigate vulnerabilities arising from irregular migration and to combat irregular migration. The action aims to do so by enhancing the institutional framework of interested countries to protect, monitor and control the borders, while ensuring the free movement of bona fide travellers and goods.

³ <https://www.un.org/sustainabledevelopment/sustainable-development-goals/>

⁴ Choose relevant objectives: 1. Development benefits of migration and root causes of irregular migration and forced displacement / 2. Legal migration and mobility / 3. Protection and asylum / 4. Prevent irregular migration, smuggling and trafficking in human beings and combating these phenomena / 5. Return, readmission and reintegration

⁵ Choose relevant objective(s): 1. Greater economic and employment opportunities / 2. Strengthening resilience of communities, especially the most vulnerable, as well as refugees and IDPs / 3. Improved migration management / 4. Improved governance / 5. Other

⁶ Annexes H2B, H2C, H2D of the Companion (eg: prior approval for the direct allocation to the Agencies of the MS, direct grant of subsidies & services, case of retroactive financing, etc.)

The Programme particularly responds to the following specific Objectives to be found under the Strategic Objective 5 in the Framework:

- **Specific Objective I of the Framework:** Migration-related knowledge and data management in the field of irregular migration is improved;
- **Specific Objective II of the Framework:** Policy, legislative, regulatory and institutional frameworks in the field of irregular migration, in particular fighting against migrant smuggling and trafficking in human beings, are progressively established;
- **Specific Objective III of the Framework:** Cooperation between relevant stakeholders in the field of irregular migration is improved;
- **Specific Objective IV of the Framework:** Rights-based institutional and procedural frameworks on border management are progressively established, including most notably more effective regional and cross-regional coordination and cooperation mechanisms.

Three of the main migration routes towards Europe are of concern to Maghreb countries.⁷ The migration pressure along these routes generates significant challenges, particularly for countries of the Maghreb as last territories crossed before reaching Europe and notably the Schengen area. Efficiently addressing those challenges requires **cooperation between Europe and countries of the Maghreb**, in all aspects of migration and notably in the field of border management.

The BMP Maghreb particularly focuses on providing support to the **strengthening of border management capacities of Maghreb countries**. The programme targets national border agencies of Maghreb countries or any related institutions that are in the front-line in the management of borders, irregular migration and the protection of migrants in vulnerable situations. The BMP Maghreb will provide support to strategic development, purchase and maintenance of priority equipment, capacity building and development of necessary standards and procedures at national level, in line with international standards and human rights and rights-based approach⁸. The programme will ensure that all envisaged actions are in line with the relevant national border security strategies and frameworks, respond to identified needs, and meet technical standards in integrated border management.

The programme will facilitate continuous dialogue and step-up a consultation and coordination mechanism between relevant national stakeholder(s) in individual Maghreb countries and EU Member States as well as EU bodies in order to ensure that ongoing and future actions benefit from a consolidated and coordinated evidence-based support. A holistic approach to the guiding principles of the concept of Integrated Border Management (IBM) will be supported in complementarity with the main national actions implemented under the leadership of the above-mentioned parties.

The BMP Maghreb will be implemented in **Tunisia and Morocco** and is an initial step towards the establishment of a long-term strategic partnership with both countries.

The Action should encourage the implementation of European best practices in the area of border management, as laid out in the European Integrated Border Management concept and

⁷ These are the Central and Western Mediterranean routes and to a lesser extent the West African route

⁸ In line with Council conclusion on a rights-based approach to development cooperation, encompassing all human rights - 19 May 2014

in the future European Integrated Border Management Standards and seek dialogue with the relevant EU institutions in this field.

The intervention takes place in a wider engagement from the EU with Morocco and Tunisia in the field of migration management. The implementation of the current BMP Maghreb project was originally foreseen from Aug 2018 until Aug 2021 with a total budget of EUR 55 million. The project is performing well; tender procedures have started both in Tunisia and Morocco. In total, more than 60% of the budget for equipment will have been delivered to both countries at the end of 2020 despite the Covid-19 crisis. In Tunisia, the foreseen disbursement rate for 2020 stands at 25%. A feasibility study for the installation of radar and telecommunication equipment is ongoing with results expected by December 2020, which will further accelerate the implementation of the procurement.

The Ministry of Interior of Tunisia has requested support for the expansion of the EU's programme during the steering committee meeting on 4 February 2020 to include operations against people smuggling on land⁹. In response, the Commission has pledged an additional EUR 10 million in August 2020.¹⁰

Currently discussions are ongoing with the Tunisian Ministry of Interior about the precise nature of the support; different options are being explored.

2.2 Regional background

The migration flows from, through and to the Maghreb are primarily a combination of three factors: 1) the movement of labour migrants, 2) irregular migration flows and 3) forced migration¹¹.

Historically, in the context of cooperation between Europe and the Maghreb, the region was principally a source of immigration. Gradually since the early 21st century, the Maghreb increasingly became also a region of transit towards Europe. Additionally, the region has more recently seen its countries becoming countries of destination.

Labour migration has been an historical phenomenon in the Maghreb region. Tunisia and Morocco are no exceptions¹² with an estimated number of citizens residing abroad of 1.2 million for a total population of just over 11 million and 3.4 million for a population of about 34 million respectively. In the 1960s, many European member states signed bilateral labour agreements. Family reunification quickly followed.

With the end of or the restrictions on most bilateral labour agreements in the seventies, irregular migration *de facto* became an alternative to legal migration channels. In Tunisia, the Jasmine Revolution in 2011 did not put irregular migration on hold. Shortly after the fall of the Ben Ali regime, an estimated 25,000 Tunisians fled the country. As for Morocco, while

⁹ Following various meetings with the EU Del in May and June 2020 a set of initial proposals covering Search & Rescue, Coast Academy and land-based operations was provided by the Tunisian authorities, and form the basis of identifying the specific additional actions. See Ares(2020)2572991 of 15/05/2020.

¹⁰ Joint mission of Commissioners Johansson and Varhelyi to Tunisia on 17 and 18 August 2020 with IT MFA Di Maio and Interior minister Lamorgese with meetings with Pres Saied and (foreseen prime) minister Mechichi.

¹¹ Office for North Africa of the United Nations Economic Commission for Africa, *Migration in North African Development Policies and Strategies – A comparative analysis (2014)*

https://www.uneca.org/sites/default/files/PublicationFiles/problematique_de_la_migration_eng.pdf

¹² European University Institute, *Migration Profile: Tunisia (2016)*:

cadmus.eui.eu/bitstream/handle/1814/45144/MPC_PB_2016_08.pdf. and *Migration Profile: Morocco (2016)*;

http://cadmus.eui.eu/bitstream/handle/1814/41124/MPC_PB_2016_05.pdf

the country remained stable during this uneasy period in the region, it also remained a source of irregular migration. Furthermore, both countries, as well as other Maghreb countries, notably Libya, have had to deal with an increasing migration pressure notably from Sub-Saharan Africa and countries of the Horn of Africa.

Forced migration, a more recent phenomenon, is the consequence of political unrests in the region, including in Libya and in neighbouring countries south of the Maghreb. As a result, a number of migrants and forcibly displaced are not only travelling to North African countries but also transiting through the region on their way principally to Europe. The key migration routes of concern to the Maghreb over the last decade have primarily been the Western and Central Mediterranean routes and the West Africa route.

These factors put great pressure on the border authorities of the Maghreb countries, who have to deal with not only challenging terrains (desert, mountainous areas, long coastline, etc.) but also increasing security threats, particularly terrorism, and gradually more organised and better equipped smugglers and traffickers. Border agents are strained, often under-equipped and possess limited capacities.

European Union Member States reported 37,972 detections of illegal border crossing on the Western and Central Mediterranean Migration Routes in 2019¹³. This is in large part due to the dramatic decrease in the number of detections in the Western Mediterranean route, where crossing fell by 57% as compared to 2018. Crossing via the Central Mediterranean route has been falling steadily since 2017, moving from 181,376 arrivals in 2016 to 14,003 in 2019. This can partly be explained by the return policy of illegal migrants that was agreed between Italy and Tunisia¹⁴ but is principally due to the Libyan Coast Guard operations/interceptions.

Coinciding with the Covid-19 crisis, migration over the Central Mediterranean route has picked up, in particular with arrivals coming from Tunisia. The total number of arrivals in 2020 via the Central Mediterranean route to Italy and Malta is 19,666, compared to 6,849 arrivals in the same period in 2019, albeit it should be noted that the figures are still far below the figures for 2016/2017. According to IOM, so far in 2020, 356 persons have been reported dead or missing in the Central Mediterranean, compared to 778 persons in the same period in 2019.¹⁵

The risks of crossing the Mediterranean remain high, with about 2% of migrants losing their lives on their sea journey (2020 has seen a significantly reduced figure).

Tunisia is the main country of departure towards Italy in 2020 (8,040 migrants have arrived in Italy from Tunisia), followed by Libya (7,245 migrants).¹⁶

FRONTEX highlights the impact of two important factors on border management: 1) “Migratory movements through neighbouring countries to Europe depend to a large extent on the availability of smuggling services” and 2) “The maritime specialisation of migrant smugglers requires particular attention by border police authorities”. The current Programme will address these two factors.

From a European perspective, the Global Approach to Migration and Mobility (GAMM), adopted by the European Commission in November 2011, paves the way for cooperation on

¹³ FRONTEX data as of March 2020

¹⁴ Report ‘Politiques du non-accueil en Tunisie’ by Migreurop and FDTES, p 8 : la baisse en 2019 est ... liée à ... une politique de retour plus « stricte » contribuant à dissuader les départs.

¹⁵ Internal Commission reporting

¹⁶ Idem

the management of migration and mobility with partner countries in a coherent and mutually beneficial way through policy dialogue and close practical cooperation. The European Agenda on Migration, adopted by the EC in May 2015, reaffirms this principle by emphasizing the need to ‘work in partnership with third countries to tackle migration upstream’. One of the four pillars of the agenda, dedicated to Border Management, encourages more secure borders including through the strengthening of the capacity of countries in North Africa in securing their borders through EU initiatives.

These two reference documents are calling for stronger cooperation with neighbouring countries. They were echoed in the Maghreb by initiatives and dialogues at the regional level (e.g. Rabat Process, the Regional Development and Protection Programme for the North of Africa, the EUROMED Migration programme, etc.) and Agreements at the bilateral level such as Mobility Partnerships in Morocco and Tunisia.

The present action supports the operationalisation of the EU and EUMS bilateral migration agreements and complements actions launched in North Africa under the EUTF and its work may further strengthen the impact of ongoing Common Security and Defence Policy (CSDP) missions in neighbouring countries and in the region (Mali, Niger and Libya). It also supports the operationalisation of the Mobility Partnerships in Morocco and in Tunisia and other EU and EUMS bilateral migration Agreements with North African countries. The BMP Maghreb will make sure that the actions funded under the Programme are in line with the principles enshrined in these documents.

The action also supports the follow-up of the Video Conference on Anti-Smuggling that was organised by the EU and Partner Countries on July 31 2020. The conference aimed at enhancing efforts to jointly intensify the efforts to combat human migrant smuggling and address the common challenge of border management.¹⁷

2.3 National Background of Tunisia and Morocco Components.

The BMP-Maghreb will a focus on **Tunisia** and **Morocco**. If and once enlarged in scope, the national context of any interested countries will be examined thoroughly to shape an adapted action taking into account all relevant characteristics and ensure maximum impact.

2.3.1 Tunisia Component

In view of the historic challenges that Tunisia faced in the wake of the January 2011 revolution, the EU has set out a new approach aimed at providing the most relevant responses to the rapid changes taking place in the country and to its need for reforms to establish and consolidate sustainable democracy.

This approach will see the strengthened relations translated into closer political cooperation in the areas of governance, security and conflict-resolution. The Mobility Partnership (MP) introduced in 2014 provides the general framework for EU-Tunisia political dialogue on migration. This non-legally binding declaration based on the EU GAMM includes visa facilitation, integration of Tunisian nationals in the EU, international protection, anti-trafficking measures and border management.

¹⁷ Conference of Ministries of Interiors of EU with the participation of Germany, Malta, Spain, France, Italy Algeria, Libya, Tunisia, Mauretania and Morocco.

The 2016 European Commission Joint Communication “Strengthening EU support for Tunisia¹⁸” indicates that, in line with the strengthened security dimension of the European Neighbourhood Policy review, the EU should assist Tunisia in building national capacities and provide expertise through regional and thematic programmes on issues such as border management by “*continuing to support Tunisia's capacity to prevent irregular migration, focussing on fighting organised crimes, smuggling and trafficking in human beings, notably through better border management*”.

The 2017 European Commission Joint Communication “Migration on the Central Mediterranean route: Managing flows, saving lives¹⁹” further identifies a set of key priorities in order to enhance cooperation with partner countries as part of a comprehensive strategy taking into account the regional context, for the cooperation along the Central Mediterranean Route. In particular, it indicates as key action deepening the dialogue and operational cooperation with Tunisia (among others) in order to prevent irregular migration.

With 1,194 km of land border with Algeria, 490 km of land border with Libya and 1,300 km of maritime border, which in some places is only 140 km away from European shores, Tunisia is located on a very sensitive geopolitical spot and is therefore directly affected by a number of external factors. Facing a volatile security situation in the region, particularly in neighbouring Libya and in the nearby Sahel region, the Tunisian border authorities face powerful smuggling organisations as well as other forms of organised crime, among others.

Tunisia's economic growth was particularly affected by the crisis in Libya, and the terrorist attacks of 2015, which had a very negative impact especially on the tourism sector. In 2017, the budget deficit reached 6.1% and the public debt 71.9% of Gross Domestic Product (GDP) (against 39% in 2010). Inflation increased to 7.6% in May 2018. The unemployment rate is estimated at around 15% of the active population – with large disparities between regions, sexes (22.8% for women and 12.3% for men), age groups (37% for young people) and levels of education (40.6% for women graduates and 18.9% for men graduates) – and was one of the main factors behind the 2011 revolution. Tunisia's economy grew by 2.5% in 2018 and 1% in 2019, but is expected to shrink by 6% in 2020. The economic impact of the Covid-19 pandemic will be very severe considering the very significant reduction in foreign tourists, the lock-down measures and linked unemployment and loss in revenue effects.

In addition, Tunisia is confronted with regional inequalities between the interior of the country, more vulnerable to migration, and the coastal areas. In 2015, the poverty rate was 34.2% in Kef (center of the country), against 7.4% in the governorate of Ariana (Tunis). The same disparities affect access to basic services and education levels, with an illiteracy rate of 10.3% in Ben Arous (south of Tunis) and 35% in Kairouan. The current economic context, with high unemployment rates, and internal disparities are among the main factors behind informal cross-border economic activities and migration.

Besides the support to tackle root causes of migration in the most vulnerable regions, provided through a Trust Fund programme adopted in 2016, the European Union is also supporting security sector reform in Tunisia through the *Programme d'Appui à la Réforme et à la Modernisation du Secteur de Sécurité (2016-2023)* which is providing i) equipment and

¹⁸ 29.9.2016 JOIN(2016) 47 final - JOINT COMMUNICATION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL “Strengthening EU support for Tunisia”

¹⁹ 25.1.2017 JOIN(2017) 4 final JOINT COMMUNICATION TO THE EUROPEAN PARLIAMENT, THE EUROPEAN COUNCIL AND THE COUNCIL “Migration on the Central Mediterranean route: Managing flows, saving lives

infrastructure support to Tunisian internal security forces (including at the borders), ii) training and capacity building and iii) supporting the development of an independent Code of Conduct Commission for the security forces. The *Support Programme on Integrated Border Management* (IBM Tunisia) focused on an IBM concept, which was tailored to the Tunisian context and needs. The programme obtained good results: Standard Operating Procedures for IBM were finalised and three operational rooms were installed at the National Guard. The intervention also piloted ISMariS – an integrated maritime surveillance system to centralise the data collected by the National Maritime Guard. IBM is based on three core pillars, intra-service cooperation, inter-agency cooperation and international cooperation. The Tunisian President endorsed a **National Strategy on Border Security** in December 2017. The standard operating procedures developed as part of the IBM Tunisia project have served as the basis for the elaboration of the Strategy. This has been the basis of the EU's cooperation with Tunisia.

2.3.2 Morocco Component

Morocco is a bridge between both the African and European continents and between the entire Mediterranean region and the Atlantic Ocean. Its geographic location and proximity to European shores explain the constant tensions prevailing along its borders. Morocco is the closest African country to Europe and the sole African country sharing a land border with the EU: the two Spanish enclaves of Ceuta and Melilla. Morocco has two maritime shorelines: a Mediterranean one of about approximately 200 km and a much longer length of Atlantic shorelines, with the shortest maritime distance to Europe being the 14 km of the Gibraltar Strait.

This specific position renders Morocco very exposed to migration pressure. The country is willing to share its experience in the field of migration management, being closely involved in both global and regional migration dialogues and processes.

Morocco has been playing a prominent role in the international dialogue on migration. Indeed, the Kingdom was designated by the UN General Assembly as the host country for the adoption of the Global Compact on Migration (GCM), the first comprehensive international agreement on Migration negotiated at the global level. Morocco was a key stakeholder in this process, which led to the adoption of the GCM in Marrakesh in December 2018. Furthermore, the country assumed the joint Presidency of the Global Forum on Migration and Development in the 2017-2018 period, which was focused on “the Forum's contribution to the first ever United Nations’ Global Compact on Migration”.

At continental level, Morocco's return to the African Union (AU) represented an opportunity to further contribute to the regional dialogue on migration. In 2017, His Majesty King Mohammed VI was appointed as the Leader of the African Union on the issue of migration during the 28th AU Summit. In 2018, the sovereign submitted to the 30th African Union Summit “The African Agenda on Migration”, which contained proposals from African official institutions, civil society organizations and researchers to address migration challenges. One of the recommendations was the foundation of an African Observatory for Migration and Development, which would contribute to the harmonization of national strategies, through the collection, exchange and analysis of data. The 33rd African Union Summit, held in February 2020, adopted the statute of the Observatory, which will be based in Rabat.

As regards the Euro-African dialogue on migration, Morocco, an active member of the Rabat process, hosted a ministerial conference in May 2018 whose goal was to establish an action plan for the upcoming 2 years based on the priority areas identified by the 2015 Valletta

declaration. In the framework of the Rabat Process, Morocco has consistently engaged in forward thinking collaborative migration management efforts. Its commitments in this regard reflect a broader and sustained commitment to south-south partnership with its neighbours in Africa.

In light of these challenges, the Moroccan Ministry of Interior stressed that enhanced coordination effort and a comprehensive international strategy are required to cope with challenges related to addressing irregular migration flows. Already in January 2018, during a meeting of the African Union aimed at setting the African agenda on migration, the Moroccan Foreign Minister stressed the importance of promoting border management issues as a major component of the African agenda on migration.

On 1 and 2 March 2020, the 8th Ministerial Conference of 5+5 Dialogue on Migration and Development, a sub-regional forum for the ten Western Mediterranean countries²⁰, was held in Marrakesh. The conference ended with a declaration, covering five key lines for the region, namely the coordination of national migration policies, the facilitation of legal migration, the establishment of links between migration and development, the fight against illegal migration and the integration policy of legal migrants. Furthermore, Morocco called for the sharing of good practices with notably exemplary experiences at the bilateral level, such as Rabat-Madrid.

Morocco's relation with the EU is regulated through the framework of the European Neighbourhood Policy and especially under the Mobility Partnership Agreement, signed in 2013, which ensures a technical and financial support to Morocco in view of addressing irregular migration and promoting circular mobility through labour migration. The establishment of the EUTF for Africa following the Valletta Summit in 2015 has boosted cooperation efforts with Morocco even if the latter were already substantial. The EU has committed a total of €342 million since 2014 to support Morocco in better migration management, both through the EU Emergency Trust Fund for Africa and its bilateral cooperation instruments. This portfolio of migration programmes in Morocco has been implemented since 2013 through 20 programmes addressing varied migration issues and notably supporting the two main migration strategies of Morocco (the immigration and asylum strategy – SNIA – on the one hand and the support to Moroccans abroad on the other hand).

Strengthening the migration management cooperation between Morocco and Europe is crucial, notably in the field of border management. This strengthening is primarily aimed at addressing the challenges related to irregular migration, human smuggling and trafficking in human beings as well as the activities of international criminal networks, which pose a growing threat. It is in line with EU policies of addressing irregular migration flows its external borders, proposing cooperation and providing support to countries in its neighbourhood and beyond along the main migration routes. The introduction of free movement within the Schengen area made indispensable such a cooperation framework. In light of accrued regional movement and the country's strategic location on south-north migratory routes, Morocco has been decidedly stepping up efforts to manage irregular flows, becoming increasingly a country of transit. In 2019, the Moroccan Government deployed

²⁰ Portugal, Spain, France, Italy, Malta, Mauritania, Morocco, Algeria, Tunisia and Libya.

some 13,000 staff along the southern sea border and 15,000 on the northern sea border, while on the land borders some 4,000 staff were deployed.²¹

However, despite the ongoing cooperation, often considered as a model to be promoted between Spain and Morocco in terms of border management, critical challenges remain: each year, thousands of irregular migrants cross the fences that separate the two continents on land and the short but dangerous maritime crossing between their respective shores. The phenomenon was fuelled notably by conflict escalation in Syria, Libya and Iraq over the last few years, as well as continuous migration pressure originating in sub-Saharan Africa in particular. The Spanish enclave cities of Melilla and Ceuta continue to be flashpoints for irregular crossings on north-African soil, involving a total of 5,744 persons have been recorded in 2019.²²

The numbers of migrants to Spain travelling through the Western Mediterranean route have decreased.

According to the latest data, the total number of arrivals to Spain in 2020 is 13,089, which is about 28% less than in the same period in 2019 (18,721). As regards arrivals by sea, 11,658 people have arrived so far in 2020 compared to 14,778 in the same period in 2019. .²³

Nevertheless, these efforts require further support and enhanced cooperation with the European Union. In this regard, the Moroccan authorities have already defined 5 pillars for a cooperation with the European Union in terms of integrated border management approach i.e. i) identification processing, ii) land surveillance; iii) costal / maritime surveillance; iv) aerial surveillance, v) communication networks and operational management.

In order to establish coordination and coherence between programmes, and to best serve the urgency of the Moroccan authorities' needs in the fight against illegal trafficking and smuggling of migrant, it is important to continue the European commitment as shown under the Budget Support programme as well as the targeted ICMPD and FIAPP projects.

2.4 Lessons learnt

The BMP Maghreb will build notably on the results achieved by previously undertaken cooperation actions between the EU and concerned Maghreb countries in the field of border management. In this regard, the EU and Swiss funded “*Support Programme to Integrated Border Management in Tunisia*” (IBM Tunisia) implemented by ICMPD since May 2015 is an illustrative example and a solid source of lessons learnt. The Programme will also draw lessons from the recommendations and priorities set out by cooperation and coordination mechanisms such as the Working Group on Border Security (so-called G7+7 mechanism) in Tunisia which brings together key ministries involved in border security and members of the international community involved in border security projects.

The Programme will also benefit from the past support of the European Union to the strengthening of border management capacities in Morocco. Indeed, the country benefited from a 67.5m€ budgetary support programme, to support efforts undertaken by the Ministry of Interior between 2007 and 2010 (*the Emergency Program of support for institutional*

²¹ According to the data provided by the MoI in October 2019, at the time of the formulation of the budget support programme

²² http://www.interior.gob.es/documents/10180/11113854/informe_quincenal_acumulado_01-01_al_01-12-2019.pdf/07447a3f-a2a2-404d-a4a1-4e32d961fba2

²³ Internal commission reporting.

development and upgrading of the migration strategy) for strengthening border management capacities and reducing emigration from Morocco to the European Union. The main lesson to draw for this programme is the importance of cross-programme governance and the need to target support to different ministries according to a precise and measurable scope.

In addition, one of the most widely reported examples of successful cooperation has been between Spain and Morocco. This bilateral operational cooperation on border management was subsequently supported by EU actions notably via FRONTEX (the European Border and Coast Guard Agency). Under the new EUR 100 million BS programme on migration management (2019-2021) a performance indicator focuses on strengthening cooperation at technical level, based on the exchange of good practices and methodologies in the field of border management.

It is crucial to build on first-hand experience in the implementation of border management actions, strengthening inter agency cooperation and coordination for ensuring impact and sustainability. Through a solid trust-building effort, border agencies are willing to join forces and optimise resources (both human and financial) in a systemised way e.g. with the support of the IBM Tunisia the methodology for joint patrols between border guards and custom guards was developed and joint operations carried out. In this scenario, the involvement of technical stakeholders within relevant ministries and authorities has proven to be effective in order to facilitate operations.

Moreover, public awareness of the action and progress, notably in terms of equipment delivery, has proven to be essential to a successful implementation. In this context, public awareness can be achieved, for example, through "soft" public events and targeted campaigns with media coverage to open days, visit to/ from schools, etc. contributing to better public understanding of border police work. It also contributes to increase trust in the public forces and strengthens multi-stakeholders cooperation.

There are some main lessons to be learned from the current Action, which is being implemented by ICMPD in Tunisia. It is evident that the Tunisian Government is committed to cooperate with the EU on border management and combatting people smuggling. The Government has indicated that it welcomes a material contribution to the existing sea and land border management facilities in the field of communication and radar systems as well as land border equipment and facilities. However, it should be noted that the implementation of the work in Tunisia involves a careful calibration of all key stakeholders and is a time-consuming process, in which different priorities have been presented. The foreseen top-up under this revision will require a project extension of 2 years.

For the Moroccan component, it can be equally said that the Government is committed to cooperate with the EU on migration management on all levels, whereby the focus is on the delivery of material contributions for land border management in the field of transport, identification equipment etc. ICMPD has established effective cooperation with the two beneficiary countries, whereby Tunisia is supported by a field office in Tunis, while the regional ICMPD office in Malta is being used as a hub to serve Morocco.

2.5 Complementary actions

For Morocco the current project is complemented by the project: ‘Soutien à la gestion intégrée des frontières et de la migration au Maroc’, which will be implemented by International and Ibero-American Foundation for Administration and Public Policies (FIIAPP) between April 2019-April 2022 with a total budget of: EUR 44 million. In December 2019, a two year Budget Support Programme 'Appui à la lutte contre le trafic

illicite de migrants et la traite des êtres humains, y compris le renforcement de la gestion intégrée des frontières au Maroc (T05-EUTF-NOA-MA-07)' was adopted in December 2019 for a total value of EUR 100 million, with the Moroccan Ministry of Interior as implementing partner.

Through regular exchanges within the G7+7 mechanism in Tunisia, the BMP Maghreb team (and EU) maintains an active overview of the actions undertaken in the field of border management and maritime security. This mechanism facilitates discussion with and among stakeholders to ensure complementarities with existing and upcoming initiatives addressing same target groups, including through bilateral cooperation. Moreover, the Programme will ensure that the regular technical assessments conducted by national, EUMS and international experts feed necessary information to the dialogue and consultation mechanism at national level and to the Steering Committee at programme level. In turn, this will allow for evidence-based priority setting and subsequent potential programming of synergies with complementary actions will be undertaken and operationalized with aligned programmes such as:

| | <i>Tunisia</i> |
|---------------------------------|---|
| <i>Multilateral Cooperation</i> | <ul style="list-style-type: none"> ▪ EU SSR Programme: Support to border management through the construction of border barracks (incl. regional control rooms to be connected to the central room and thereof system developed through IBM Tunisia project) and provision of relevant equipment as well technical assistance (training) and the proposal of a draft law creating an independent deontology (conduct) Commission for the security forces; ▪ EU4BorderSecurity: The project aims to increase the capacities of Southern neighbouring countries to undertake risk, strategic and operational analysis with a view of strengthening border security and to support regional information sharing; ▪ UNODC: Regional project on fight against trafficking in migrants, against cross-border crime; ▪ UNHCR: International Protection project in Tunisia (funded by the EU and Switzerland) to support the development of a national asylum framework; ▪ OHCHR: Human Rights protection at the borders. ▪ EUMS Consortium: Common Operational Partnership (COP) along African migratory routes against Migrant Smuggling and Trafficking in Human Beings |
| <i>Bi-lateral cooperation</i> | <ul style="list-style-type: none"> ▪ Germany: Pilot Project in the Jendouba, Kef and Kasserine regions with the National Guard, focusing on the refurbishing of the outposts and barracks and the development of control rooms (connected to the central operational control room and thereof system developed through IBM Tunisia project), including provision of equipment ; ▪ Germany: Capacity building and equipment on Document Security for the Border Police and other security providers (coordinated actions with France, The Netherlands, Italy and Switzerland) ; ▪ US: “Security Governance Initiative”; ▪ Japan: “Improvement of Equipment for Security Enhancement” with a major component on airport security; ▪ France: Capacity building programme on biometric systems. ▪ ICMPD (DE, DK, AT): Gestion intégrée des frontières - Phase III |

As regards Morocco, a close cooperation on border management is in place between Morocco and Spain, including regular exchanges and joint operations. Other Member States (notably France) have developed bilateral relations and exchanges with Moroccan Authorities as well.

As far as regional cooperation is concerned and in a similar manner as for Tunisia, complementarity will in particular be ensured with the EU4BorderSecurity aimed at increasing the capacities of Southern neighbouring countries to undertake risk, strategic and

operational analysis, to be implemented by European Border and Coast Guard Agency (EBCGA), commonly referred to as FRONTEX.²⁴

Finally, this Action is also complementary to all the efforts undertaken under the EU bilateral cooperation with Morocco and Tunisia, as well as under the EUTF for Africa aiming at addressing the root causes of irregular migration.

2.6 Donor coordination

A BMP Maghreb Steering Committee (PSC) will be set-up. It will be chaired by the EU and the beneficiary countries and will involve part-taking EU Member States, ICMPD and other services and –if relevant- EU Agencies. The EU may decide to invite other actors, after consultation with the beneficiary countries, if deemed relevant. The PSC will provide strategic and overall guidance, and global oversight of the Programme, including assessment and exchanges of good practices. The PSC will provide an overarching programmatic framework for discussing emerging priorities on border management in the Maghreb region. The results of the consultation process will, on one hand, inform the formulation of possible additional programme-funded actions and provide strategic guidance to ensure coherence between national initiatives (i.e. programme-funded actions) and the overall regional context. The Steering Committee will meet once a year.

Additionally, two national Technical Committees will be set up for each of the programme-funded actions. They will be co-chaired respectively by the EU Delegations in Tunisia and Morocco on the one hand, and Tunisian and Moroccan Authorities on the other hand. It will involve where relevant EU Member States, other National Institutions from partner countries and ICMPD in order to define common priorities, set up work plans and oversee the implementation of activities at national level. This will include, if necessary, adaptation of the activities, thus contributing to facilitate the work of the extended project team in terms of successful and timely implementation of the project. The Technical committees will meet twice a year (or more often if required). ICPDM will ensure the secretariat of the Steering and Technical committees.

The contracting authority may decide to organise additional stakeholders' coordination meetings on an ad hoc basis when deemed necessary.

In addition, further consultation and dialogue with concerned stakeholder(s) may be facilitated through coordination groups like the G7+7 mechanism in Tunisia. ICMPD is actively involved in the support to the coordination of this mechanism, the development and updating of a coordination tools (matrix), and working methods. In Morocco, regular reporting on the progress achieved by the project will be made in the framework of the EUTF local coordination committee (as it is the case for other EUTF financed projects). Information on progress made will also be made available to EU member States, through the local Justice and Home Affairs committee.

This shows the importance of regular consultation and coordination between the beneficiary institutions and the donors. The BMP Maghreb will facilitate a continuous dialogue and step-up its support to relevant mechanisms in each beneficiary country to ensure regular consultation and coordination between all relevant stakeholders.

²⁴ The Implementing Partner shall coordinate with the European Border and Coast Guard Agency to inform about the progress of the project

3. DETAILED DESCRIPTION

3.1. Objectives

The **overall objective** of the Programme, in line with Strategic Objective 5 of the Framework is to mitigate vulnerabilities arising from irregular migration and to combat irregular migration. The action aims to do so by enhancing the institutional framework of interested countries to protect, monitor and control the borders, while ensuring the free movement of bona fide travellers and goods.

The Programme responds to the following **specific objectives** to be found under the Strategic Objective 5 in the Framework:

- Specific Objective I of the Framework: Migration-related knowledge and data management in the field of irregular migration is improved;
- Specific Objective II of the Framework: Policy, legislative, regulatory and institutional frameworks in the field of irregular migration, in particular fighting against migrant smuggling and trafficking in human beings, are progressively established;
- Specific Objective III of the Framework: Cooperation between relevant stakeholders in the field of irregular migration is improved;
- Specific Objective IV of the Framework: Rights-based institutional and procedural frameworks on border management are progressively established, including most notably more effective regional and cross-regional coordination and cooperation mechanisms.

The methodology and modalities of the implementation of programme-funded actions, as well as respective specific objectives and expected results are further detailed under Section 4. The implementation of the programme-funded actions will be under the responsibility of ICMPS as coordinator and relevant EU MS as Co-Delegates, where relevant.

3.2. Expected results and main indicative activities

The Programme shall aim at establishing an overall coordination framework, which facilitates the formulation and implementation of actions which address specific existing and raising priorities in BM sector in the Maghreb region in full coherence with the national contexts.

Result 1: Migration related knowledge in all relevant areas increased,²⁵ with a view to supporting regional and cross-regional cooperation on the mitigation of vulnerabilities coming from irregular migration.

Within the framework of the regional coordination and consultation mechanism, main priorities and strategies will be discussed in order to propose active measures in inter-institutional coordination (both at regional and national level, where relevant) to facilitate cross-border cooperation. Common challenges at regional level will be identified and explored within the regional framework in order to support evidence based operational implementation at National level (through the programme-funded actions) and at regional level.

²⁵ In line with the Framework's Strategic Objective 5, Immediate Outcome 1, corresponding domains of the Joint Valletta Action Plan (JVAP): Domain 1 and Domain 4

Result 2: Structures/ systems/ processes/ procedures/ tools/ working methods of the supported institution/ entity newly developed or improved,²⁶ with strong linkages to the respective National Border Management Strategies.

This result will be achieved, inter alia, through the provision of technical support to the relevant institutions and agencies, and existing inter-institutional coordination mechanisms. In order to support this governance effort, short and long-term support as well as *ad hoc* capacity building activities could be mobilised in order to support national authorities. *Ad hoc* support will be also mobilised to support national authorities in identifying priority actions to subsequently inform the consultation process at regional level. The Programme, through the programme-funded actions and related sub-components, will ensure that working procedures and standard operating procedures related to the new equipment are put in place and communicated to all relevant staff.

Result 3: Physical and technical infrastructure of the supported institution(s)/ entities is enhanced²⁷, with the aim to provide more secure borders, in line with international standards for Search and Rescue operations along land and sea borders as well as to reduce irregular migration and facilitate the mobility of bona fide travellers.

To achieve this result, the programme-funded actions will include, inter alia, the provision of priority equipment related to the implementation of agreed priorities at national level, with a focus on enhancing intra-service and inter-agency communication. The provision of equipment will contribute to 1) ensure legitimate trade and travel (therefore the mobility of *bona fide* travellers); 2) enable national authorities to comply with their international obligations; 3) reduce irregular travel and trade by using state of the art technology. Light infrastructural interventions may also be foreseen in order to contribute to the operational functioning of the provided equipment. Specific training of operators on the use of the equipment will be also provided.

Result 4: Dialogue/ exchange of experiences between relevant actors at local/ regional/ national/ international level are improved²⁸ to support the capacity building and training activities, with a view to enhancing internal and inter-agency coordination, in line with rights-based approach.

Enhancing agencies' staff capacity through trainings and improving inter-agency coordination at national level is paramount in order to effectively implement national strategies. Possible activities to achieve this result may include: review of training needs; assessment missions; training of staff and trainers; development and implementation of relevant training curricula, etc.; study visits and workshops will be implemented within the programme-funded action and specifically through the related capacity building; and support sub-components to strengthen cooperation between beneficiary agencies at national level and EUMS border agencies, with a strong focus on exchanging on intra-service and inter-agency cooperation good practices. A particular focus on rights based approach will be ensured under result 5, based on previous ICMPD successful experiences.

²⁶ In line with the Framework's Strategic Objective 5, Immediate Outcome 5, corresponding domains of the Joint Valletta Action Plan (JVAP): Domain 1 and Domain 4

²⁷ In line with the Framework's Strategic Objective 5, Immediate Outcome 4, corresponding domains of the Joint Valletta Action Plan (JVAP): Domain 1 and Domain 4

²⁸ In line with the Framework's Strategic Objective 5, Immediate Outcome 7, corresponding domains of the Joint Valletta Action Plan (JVAP): Domain 1 and Domain 4

Programme Funded Actions under National components:

1) Maritime Surveillance & Integrated Sea Border Surveillance System in Tunisia

Description of the Initiative: Tunisia

This Initiative will strengthen the capacity of competent Tunisian authorities in the areas of maritime surveillance and migration management, including tackling migrant smuggling, search and rescue at sea, as well as in the coast guard sphere of competence. The Initiative will support the Tunisian maritime border agency (*Garde Nationale Maritime*) in strengthening their maritime surveillance capacities, including the ISMariS project developed in the framework of the IBM Tunisia Project. This Initiative is complementary to a previous action that consisted in the delivery of patrol boats by the Italian Ministry of Interior. The Initiative will benefit from the Italian Ministry of Interior's long standing working relations with Tunisian counterparts, technical expertise and practical experience.

The Initiative will target relevant Tunisian authorities, including:

- Ministry of Interior (main beneficiary);
- Maritime National Guard/Coast Guard (MNG);
- General Directorate of IT management (*Direction Générale de l'informatique - DGI*);
- Directorate of Transmissions (*Direction des Transmissions*);
- Technical Services of the National Guard (*Services techniques de la Garde Nationale*);
- Regulatory Authority for Electronic Communications (*Autorité de régulation des communications électroniques*);
- Ministry of Defense (limited to some specific activities);
- Tunisian Navy.
- The MNG's School/Academy in Monastir

Indirect beneficiaries are migrants stranded at sea, as well as migrants in vulnerable situations.

The Initiative may encompass the following modules²⁹:

- Primary deployment of maritime surveillance operational solution;
- Completion of a Coastal Surveillance Network, starting from priority coastal areas;
- The build-up of a Maritime Rescue Coordination Centre integrated with the Coastal Surveillance Network and accessible for all key stakeholders;
- The formulation of Standard Operational Procedures (SOPs) for Search and Rescue (SAR) operations for the Garde Nationale Maritime and the Coast Guard;
- Support to increasing the Tunisian Search and rescue capabilities at sea

²⁹ The precise formulation is the subject of ongoing negotiations with the Tunisian authorities

- Support to upgrading the GNM's training academy
- Provision of land-based equipment such as vehicles and heat detecting equipment to combat people smuggling as well as accompanying training
- The provision of facilities to support land border facilities

The main expected outputs of the Initiative will include some of the following elements:³⁰;

- communication systems and possibly other sustainable communication technologies necessary for data and voice exchange between GNM and Navy units put in place;
- on-board command and control systems to terrestrial operational room and to other naval units already supplied to MNG extended to make maritime surveillance more effective, while ensuring compatibility between existing and new technological solutions;
- both operational and surveillance capability of the entire system increased and expanded by integrating pre-existing radar sites and by developing new ones;
- existing and new radar sites equipped with additional sensors (AIS, daytime and thermal optronic sensors, etc.) as well as mobile units in order to increase capability to discover, classify, recognize and identify targets;
- operational and maintenance training delivered;
- operational cooperation between the relevant Tunisian agencies and EU agencies improved;
- Intensification of cooperation in the field of integrated border management between Tunisia and the EU on all levels;
- Standard operational procedures for SAR operations between involved stakeholders and complementary training;
- The setup of an integrated Maritime Rescue Coordination Centre for all relevant stakeholders;
- The delivery of vessels for Search and Rescue Activities;
- The feasibility study on the modernization of the Specialised Coast Guard School/Academy with the possibility of further support.
- Off-road vehicles as well as other forms of transport
- Heat detecting equipment to combat people smuggling and accompanying training
- Land border facilities

2) Integrated Border Management System in Morocco

Description of the Initiative Morocco

³⁰ Idem

This initiative will strengthen Morocco's technical and operational capacities in terms of border management, in line with the implementation of the National Strategy on Immigration and Asylum, in order to address efficiently the different challenges related to irregular migration and border security. This initiative will strengthen the competent authorities' capacities to cope with border management challenges related to irregular immigration and other relevant issues (notably security). It will aim at enhancing control and surveillance capacities, as well as planning, communication and coordination of interventions between the operational units involved.

To this end a series of custom tailored tools and working methods will be developed, and equipment will be delivered. Accompanying procedures and competences will be developed to ensure enhanced control and surveillance capacities, while optimising use of available resources (financial, human, operational), based on a series of joint assessments. In addition to the delivery of necessary operational equipment and thereto-related trainings, support to the development of an identification system is planned. In this regard, based on the national information system and existing databases, the action will aim at providing different mobile units dispatched to the border areas with direct link to a central unit. This initiative will contribute to increased ability to and greater efficiency in conducting search and rescue operations at sea.

The Initiative will target relevant Moroccan authorities, including:

- Ministry of Interior (main beneficiary):
 - Directorate General of the National Security (DGSN);
 - Directorate General of Territorial Surveillance (DGST);
 - Moroccan Auxiliary Forces (FAM);
 - Moroccan Royal Gendarmerie (GRM);
 - Other relevant stakeholders (additional beneficiaries).

Indirect beneficiaries are migrants stranded as well as migrants in vulnerable situations, as well as travellers and Moroccans living abroad.

The expected outputs of the main activities under the Initiative will include:

- national authorities of Morocco improved their capacities in terms of integrated border management and related procedures and training programs are developed;
- an IT infrastructure collecting, archiving and identifying digital biometrics is developed and used;
- the capacities of Moroccan Services dedicated to terrestrial border management are increased through the acquisition of vehicles as well as surveillance, intervention and communication equipment for the different field units;
- the capacities of Moroccan Services in charge of aerial surveillance are strengthened notably via the acquisition of the necessary equipment.
- the capacities of Moroccan Services to ensure the efficient management of maritime borders are strengthened, notably through the acquisition of the necessary operational equipment.

3.3. Risks

| For the Maghreb region | | | |
|--|---------------------------|---|---|
| Risks | Risk level (H/M/L) | Assumptions | Mitigation measures |
| Instability in the region, including spill-over effect from the Syria and Libya crisis | Medium risk | The borders' teams have sufficient resources, experience and expertise to handle unexpected situation. | Constant monitoring of the political and security situation will be ensured by the BMP Maghreb Team. In the case of emergency event, the BMP Maghreb Team will provide a contingency plan and a revised work plan. The Team will also identify a smaller core team from the Border Agencies whom to work with even when all resources are mobilized. |
| Lack of political will from public authorities to engage in the process. | Medium risk | Tunisia and Morocco have expressed needs on border management at a high political level. | Rules of Engagement will be clearly communicated at the high-level as part of the advocacy component and will be further defined with the involved border agency for each contract. In addition, each action implemented with the Programme cannot exceed a pre-determined amount, in order not to impede other actions. |
| Delays in the execution of procurement and in the delivery and installation of equipment | Medium risk | The Moroccan and Tunisian border authorities are committed to facilitate the procurement process and have the capacity to provide sufficient support to the procurement and technical teams | The BMP Maghreb will ensure that procedures are launched ahead of time to avoid delays at a later stage. |
| The tense situation at the Moroccan and Algerian border | Medium risk | The political context remains stable and ensures institutional stability of partners | In the case of emergency event, the BMP Maghreb Team will provide a contingency plan and a revised work plan. The Team will also identify a smaller core team from the Border Agencies whom to work with even when all resources are mobilized. |

| For Tunisia | | | |
|--|---------------------------|--|--|
| Risks | Risk level (H/M/L) | Assumptions | Mitigation measures |
| Risk of political instability in the country and change of government. | Medium risk | Tunisian border authorities have sufficient autonomy to conduct mid-term and long-term actions. | <p>Constant monitoring of the political and security situation is operated by the BMP Maghreb Team.</p> <p>The Programme foresees the appointment of Focal Points from relevant ministries and border agencies. The Focal Point should have enough autonomy to take some decisions, whatever the political situation.</p> <p>In case of a new government, and if deemed necessary, the BMP Maghreb Team will request a meeting with the highest political instances and the Focal Points to explain the objectives and functioning of the Programme.</p> |
| Lack of capacity from the border agencies in implementing the actions. | Medium risk | The Tunisian border authorities can provide the technical support and physical space to implement the Actions. | <p>A structured technical review and vetting system will assess whether the border agencies' requests are not excessive compared to its human and material resources and will require factual demonstration of its capabilities.</p> <p>The BMP Maghreb Team will reassess the capabilities before engaging funds for a new Action.</p> |
| For Morocco and Tunisia | | | |
| Risks | Risk level (H/M/L) | Assumptions | Mitigation measures |
| The impact of the Covid-19 crisis on the implementation of the program | Medium risk | the Covid-19 crisis will impact procedures and effective implementation in MO, TU and the EU | Teleworking, e-tender procedures implemented by ICMPS |

3.4. Crosscutting issues

The BMP Maghreb will indirectly prevent corruption through the development of transparent and systemised procedures, modernisation of communication and integration of means, allowing for more transparency.

The Programme will also work on gender equality in border institutions and will support gender mainstreaming in the capacity building activities.

A strong emphasis will be placed on the protection of human rights at the border. This will be conducted through the standardisation of border procedures according to international human right standards

3.5. Stakeholders

| Group of stakeholders | Implementation level |
|--|---|
| EU Institutions (including EU Delegations) and EU Agencies | Regional level Coordination and consultation mechanism |
| EU Member States | Regional level Coordination and consultation mechanism |
| National Authorities, Agencies and technical services of partner countries involved in the implementation of Programme-funded Actions | National level Programme-Funded actions and related capacity building and support sub-components |
| EU Delegations of countries involved in the implementation of Programme-funded Actions | National level Programme-Funded actions and related capacity building and support sub-components |
| National Authorities, Member States involved in the implementation of Programme-funded Actions | National level Programme-Funded actions and related capacity building and support sub-components |

While the coordination at regional level will mainly include EU institutions, EU Member States and ICMPD, relevant national authorities of partner countries are main stakeholders in the implementation national level programme-funded actions and related capacity building and support sub-components. National authorities will also inform the consultation process at regional level through national based activities as per above mentioned objectives and results.

The involvement of national stakeholders will ensure ownership and sustainability of the overall programme and of the programme-funded actions while contributing to the improvement of inter-institutional coordination and migration governance at national and regional level.

As mentioned above, relevant stakeholders are also EU Member States and EU institutions and EU Agencies, which will be associated in the consultation and coordination mechanisms as appropriate at both programme level and national level following a subsidiarity approach³¹.

³¹ See footnote 16

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner countries.

4.2. Indicative period of operational implementation

The indicative operational implementation period of this action, during which the activities described in section 3.2 will be carried out is from the adoption of this Action Document by the Operational Board until 31 December 2024, i.e. the end of the implementation period of the EUTF for Africa.

Any postponement of the expiry date of the Trust Fund, currently set at 31 December 2020, shall automatically postpone the indicative implementation end date of this action by an equivalent additional period.

4.3 Implementation components and modules

The Commission will ensure that the EU's appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures³².

This action may be implemented in indirect management with the International Centre for Migration Policy Development (ICMPD) together with the Italian Ministry of This implementation entails tasks described under the point 3.2. (as per division of tasks outlined in Annex1).

ICMPD is a leading European international organisation with extensive experience in migration policy development and management, including institutional capacity building across the various migration subfields, and in particular in border management and security. ICMPD has experience in the region, with a wide-range of projects implemented in the MENA region and with a Regional Coordination Office for the Mediterranean based in Malta and a field office for Tunisia and Libya based in Tunis. ICMPD has successfully passed the European Commission Pillar Assessment and has a recognised track record in the management of large programmes entailing equipment provision to various border agencies in Lebanon and Tunisia, as well as to the countries in Central Asia.

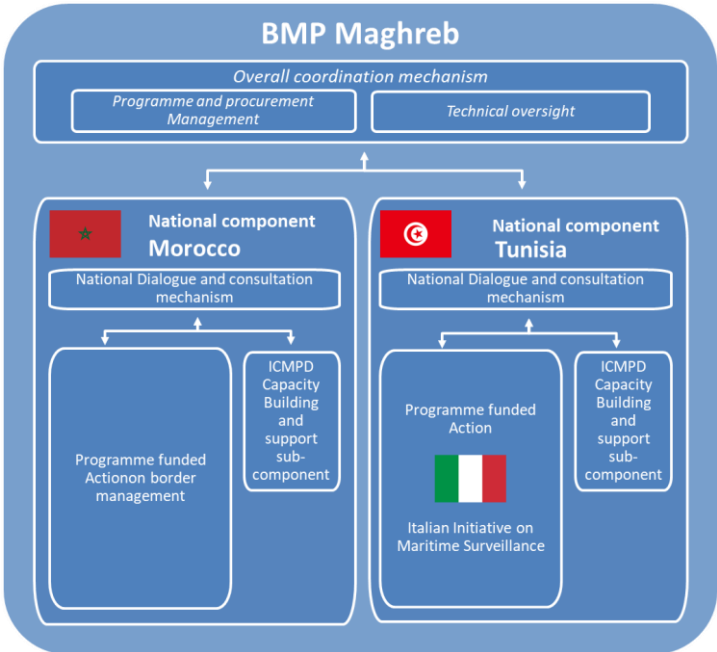
The Border Management & Security (BMS) Programme of ICMPD supports the institutional development and capacity building for migration and border agencies, creating and recommending tailor-made solutions for border and security management. In addition, it contributes to policy development, e.g. by further developing the European concept of Integrated Border Management (IBM) for external cooperation possibilities. For nearly two decades, the BMS team has been involved in multinational-, bilateral- and EU-level initiatives and projects, with a long-standing and successful track record in the European Union, the Western Balkans, South Eastern Europe, Southern Caucasus, Central Asia and North Africa, as well as increasing activities and presence in the Middle East, West Africa, South America and South Eastern Asia.

³² www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

The Italian Ministry of Interior is well-positioned to serve as a co-delegate under this agreement, for the implementation of the Tunisia National Component due to Italy’s close contact and sustained political commitment to its shared security and migration interest with Tunisia. This commitment was enshrined in a joint declaration by the Minister of Foreign Affairs and his Tunisian counter-part in 2017. In this declaration, both parties committed to closer cooperation on combatting irregular migration and border management, with a focus on the maritime border. The Ministry of Interior is a key interlocutor for Tunisian authorities in the operationalisation of this declaration. At present Italy is providing material and training support to their Tunisian counterparts, and accordingly is well-placed to ensure complementarity and synergies, leveraging the both the EU and Italy’s contribution. Furthermore, the Italian Ministry of Interior is a pillar assessed and accordingly complies with all co-delegate requirements.

Programme Coordination and Project Management

Programme structure



Programme governance

ICMPD will lead the overall coordination mechanism of the Programme, including ensuring coordination and coherence among the programme-funded actions and related sub-components. A specific focus will therefore be on the implementation of the consultation mechanism, which is aimed at ensuring closer coordination with relevant stakeholders involved at different levels in the implementation of the national components.

In order to contribute to the implementation of activities aimed at achieving results 4-5, ICMPD will support EU Member States Initiatives (i.e. programme-Funded actions) by managing procurement tasks for the provision of equipment. ICMPD will also be in charge, as part of the overall programme management responsibilities, of knowledge management and communication in order to maximise the visibility of the programme and programme funded actions, partners and donor.

Moreover under the programme-funded actions, whose leadership remains with EU Member States leading the specific initiatives, ICMPD will be also in charge of supporting the national

authorities of beneficiary countries with subsidiary actions (sub-components) aimed at providing targeted capacity building and support measures including, but not limited to, mobilising targeted expertise on border management and migration-related topics as well as implementing monitoring and evaluation tasks in line with the MENOA framework.

4.3. Indicative budget

| Components | Amount in EUR |
|---|-------------------|
| Indirect management with ICMPD and Italian Ministry of Interior | 65 000 000 |
| Total cost of the Action | 65 000 000 |

4.4. Monitoring, evaluation and audit

ICMPD and agencies of EU Member states implementing this Action will comply with the *ad hoc* Monitoring and Evaluation Framework developed for the Trust Fund's North of Africa Window as well as with the reporting requirements and tools being developed by the EU Trust Fund. In addition to monitoring mechanisms (such as M&E plan) at both programme level and programme-funded actions, a final evaluation will be carried out for this action or its components via independent consultants contracted by the European Commission. Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, ad hoc audits or expenditure verification assignments could be contracted by the European Commission. Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly audit plan exercise conducted by the European Commission. Evaluation and audit assignments will be implemented through service contracts; making use of one of the Commission’s dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

The project team will collect both quantitative and qualitative data needed to update project indicators. The collection of data will be done in compliance with international standards in terms of norms and regulations of collection in particular with the framework of the mechanisms of the MENOA project. All collected data and all purchases made in the framework of the project will be recorded regularly and updated according to the state of use in the EUTF (AKVO) database.

The programmatic team will provide an annual assessment on the quality of the data collected and stored in the EUTF (AKVO) database. This control will be the subject of an annual data control report highlighting the main malfunctions and the corrective actions to be taken.

Reports that ICMPD will submit to the EU:

1. An initial report will be issued two months after the start of activities. This report will contribute to further define activities and schedule.
2. Quarterly reports (the first will be submitted at the same time than the initial report two months after the start of activities and subsequent reports will be submitted every three months) to the European Commission, with a description of the tasks completed and the results achieved on the basis of the logical framework.
3. Annual monitoring reports at the end of each year, the program team will produce an annual monitoring report following the model developed by the MENOA project. This report will present the evolution of both quantitative and qualitative indicators while explaining the

collection procedure as well as the difficulties arising during implementation. The first report will be submitted twelve months after the start of activities.

The contracting authority may ask for additional ad hoc reports when needed.

4.5. Communication and visibility

All necessary measures will be taken to ensure the visibility of the European Union financing. Such measures will be in accordance with the applicable rules on the visibility of external Action laid down and published by the Commission set out in the Communication and Visibility Manual for External Actions.

ICMPD is promoting an approach to programme based communication, which takes into consideration the importance of how objectives, results and impact are communicated not only to relevant stakeholders but also to the broader public in a balanced manner.

Given the specific nature and the sensitivity of the Programme and its National components, interconnected, coherent and coordinated communication plans will be developed both at regional and national level. The communication plans will entail, among others, the conceptualisation of specific activities contributing to enhance internal information flows as well as communicate the results of the programme to the public with the aim of enhancing partners' visibility and build trust among them.

The foreseen communication strategy at regional level will be the result of an enhanced effort of consultation and coordination among partners and will be finalised during the inception phase of the Programmes.

The project will consult with the EU Delegations in Tunisia and Morocco about the nature and timing of communication and visibility actions.