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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX**

**to the Commission Implementing Decision on the financing of the Annual Action Plan 2023**  
of the Multi-Country Migration Programme for the Southern Neighbourhood

**Action Document to support countries in the Southern Neighbourhood**  
**for the management of migration flows for 2023**

**ANNUAL ACTION PLAN**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan/measure in the sense of Article 23(2) of NDICI-Global Europe Regulation.

**A. SYNOPSIS**

<p><b>1. Title</b> <b>OPSYS</b> <b>Basic Act</b></p>	<p><b>Support Southern Neighbourhood countries for the management of migration flows for 2023</b></p> <p>Commission Implementing Decision on the financing of the Annual Action Plan 2023 of the Multi-Country Migration Programme for the Southern Neighbourhood</p> <p>OPSYS business reference: &lt;reference to be added&gt;</p> <p>ABAC Commitment level 1 number: &lt;reference to be added&gt;</p> <p>Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)</p>
<p><b>2. Beneficiaries of the action</b></p>	<p>The action shall be carried out in the North of Africa region (Algeria, Egypt, Libya, Morocco and Tunisia) and, where relevant, in the other Southern Neighbourhood countries. While the action focuses on the North of Africa, to ensure the sustainability of returns in limited cases funding reintegration in countries of origin may be necessary.</p>
<p><b>3. Economic and Investment Plan (EIP)</b></p>	<p>Yes</p> <p>VIII. Migration and Mobility</p>
<p><b>EIP Flagship</b></p>	<p>Yes, Flagship 8 “Migration”</p>
<p><b>4. Team Europe Initiative</b></p>	<p>This Action should contribute to the two Team Europe Initiatives (TEIs) covering regional migration actions:</p> <ul style="list-style-type: none"> <li>• the TEI for a Comprehensive Migration Approach in the Maghreb, Sahel and West African countries in the Atlantic /Western Mediterranean Route (AWMED) to which Belgium, Denmark, France, Germany, Italy, Spain and The Netherlands contribute as well as Switzerland, and</li> <li>• the TEI for a Comprehensive Migration Approach in the Central Mediterranean Route (Central Med) to which Austria, Belgium, Denmark, Finland, France, Germany, Italy, Malta and The Netherlands contribute.</li> </ul> <p>The TEIs offer a framework which allows the Union and Member States to improve coordination and increase efficiency of programmes and projects in the area of migration. Contributions can take different forms, including co-financing and individual projects contributing to the same objectives.</p>

	The commitment of the EU's contribution to this Action will be complemented by other contributions from Team Europe partners. It is subject to the formal confirmation of each respective partners' meaningful contribution as early as possible. In the event that the Team Europe Initiatives (TEI) and/or these contributions do not materialise, the EU action may continue outside a TEI framework.
<b>5. Programming document</b>	Multi-Country Migration Programme for the Southern Neighbourhood 2021-2027 (C(2022)8015)
<b>6. Link with relevant MIP(s) objectives/expected results</b>	The Action is linked to the priority areas of the Multi-Annual Indicative Programme for a Multi-Country Migration Programme for the Southern Neighbourhood (2021-2027): <ul style="list-style-type: none"> <li>- Priority area 1: Providing protection to forcibly displaced persons, including asylum seekers, refugees, Internally Displaced Persons, and other persons in need, including migrants in vulnerable situations, as well as host communities, in North Africa</li> <li>- Priority area 2: Strengthening migration and asylum governance and management</li> <li>- Priority area 3: Fostering return, readmission, and sustainable reintegration</li> </ul>
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>7. Priority Area(s) sectors</b>	151 – Government and Civil Society 152 – Conflicts, Peace and Security 720 – Emergency response
<b>8. Sustainable Development Goals (SDGs)</b>	<p><b>Main SDG 10: Reduce inequality within and among countries</b> <u>Target 10.7:</u> Facilitate orderly, safe, regular, responsible migration and mobility, including through implementation of planned and well-managed migration policies</p> <p><b>Significant SDG5: Achieve gender equality and empower all women and girls</b> <u>Target 5.2:</u> Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking in human beings and sexual and other types of exploitation.</p> <p><b>Significant SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all</b> <u>Target 8.7:</u> Take immediate and effective measures to eradicate forced labour, end modern slavery and trafficking in human beings and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.</p> <p><b>Significant SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</b> <u>Target 16.2:</u> End abuse, exploitation, trafficking in human beings and all forms of violence against and torture of children.</p> <p><b>Significant SDG 17: Strengthen the means of implementation and revitalise the global partnership for sustainable development</b></p>
<b>9. DAC code(s)</b>	12220 – Basic health care (2 %) 15190 – Facilitation of orderly, safe, regular, responsible migration and mobility (40%) 15210 – Security systems management and reform (5%) 24050 – Remittance facilitation, promotion and optimisation (0.5%) 72010 – Material relief assistance and services (3%)
<b>10. Main Delivery Channel @</b>	10000 – Public sector institutions 20000 – Non-governmental organisations and civil society 21000 – International Organisations 40000 – Multilateral organisations 47000 – Other multilateral institutions 51000 – University, college, teaching institution, research institute or think-tank 60000 – Private sector institutions



Agriculture, food security and rural development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Rule of law, governance and public administration reform	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Other	<input type="checkbox"/>	<input type="checkbox"/>	
Digitalisation@	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tags	YES	NO	
Digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Digital governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Connectivity @	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tags	YES	NO	
Digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Education and research	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Migration_@	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Reduction of Inequalities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### BUDGET INFORMATION

#### 14. Amounts concerned

Budget line: 14.020110 - Southern Neighbourhood

Total estimated cost: EUR 285 500 000

Total amount of EU budget contribution EUR 279 000 000

The contribution is for an amount of EUR 279 000 000 from the general budget of the European Union for 2023.

This Action is co-financed in parallel co-financing by Member States (indicatively Denmark and The Netherlands), a Member State agency and grant holders for an indicative amount of around EUR 6 500 000.

### MANAGEMENT AND IMPLEMENTATION

#### 15. Implementation modalities

**Indirect management** with the entities to be selected in accordance with the criteria set out in section D.3.5

**Direct management** through Grants, Procurement and Budget Support (Sector Reform Performance) D.3.1 to D.3.4

## **B. PURPOSE OF THE ACTION (WHY)**

This Action is part of the Multi-Country Migration Programme for the Southern Neighbourhood 2021-2027 adopted in November 2022<sup>1</sup>. It is building on actions already adopted in 2021 and 2022 to further support the comprehensive approach to migration governance as set out in the Joint Valletta Action Plan<sup>2</sup>, the EU Pact for Asylum and Migration<sup>3</sup>, the New Agenda for the Mediterranean<sup>4</sup>, and the Action Plan for the Central Mediterranean<sup>5</sup>.

The developments of the past years – including political and economic instability, conflicts, growing socio-economic inequalities, increased urbanisation, demographic transition, and climate change alongside environmental degradation – have strongly influenced migration patterns to the region and from the region to Europe, leading to an increasing number of people leaving North African countries and reaching European shores risking their life. While the number of arrivals on the Western Mediterranean route have significantly decreased compared to 2022, on the Central Mediterranean route, the total number of arrivals in 2023, as of 7 May, is 279% higher than for the same period in 2022. According to IOM, in 2023 so far, 441 persons have been reported dead or missing while crossing the Central Mediterranean. Throughout 2022, 1 377 people were reported as dead or missing.

The present Action aims at addressing the challenges and needs identified in the various areas related to migration management in close cooperation and coordination with partner countries and implementing agencies present in the countries of North Africa and the result of activities that have been implemented to date. The key issues and activities proposed in the main areas of support in this Action are the following: human rights-based migration governance, including fight against smuggling of migrants and trafficking in human beings (objective 1), assisted voluntary returns and reintegration (objective 2) as well as protection, resilience, and social cohesion (objective 3).

This Action supports a comprehensive approach to migration management which includes an enhanced level of protection of migrants and migrants at risk, by enabling migrants who want to return to their countries of origin to do so and by supporting countries in developing a return mechanism to ensure ownership of this component of migration governance. In addition, the Action will support partner countries in reducing irregular migration and fighting trafficking of human beings and smuggling of migrants.

### Support to safe and human rights-based migration governance (objective 1)

In the area of migration governance, in particular border management, shortcomings in the technical and operational capacity of the relevant authorities in particular in Egypt and Tunisia have been identified, which affects their capacity to effectively manage migration flows in line with international obligations and international humanitarian laws. In particular, lack of training as well as availability of adequate equipment are a limitation for the authorities to carry out search and rescue operations and prevent irregular departures.

The Action will focus on increasing the efficiency in the identification of irregular outgoing migratory movements by the Egyptian and Tunisian border management authorities and on increasing their capacity to conduct search and rescue operations at land and sea, with a view to saving lives and preventing irregular departures in line with international standards and human rights. Key activities will focus on a) delivery of equipment, user trainings and the development of standard operating procedures for the use of the equipment delivered and for human rights-based border management, b) development of the necessary policy, legal and regulatory frameworks and support to the relevant coordination mechanisms.

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<sup>1</sup> C (2022)8015

<sup>2</sup> <https://www.jvapfollowup.org/jvap/>

<sup>3</sup> COM (2020) 609

<sup>4</sup> JOIN (2021) 2 final

<sup>5</sup> [EU Action Plan for the Central Mediterranean, 21 November 2022](#)

The fight against smuggling networks has been identified as one area where significant improvements are necessary. In the area of combatting smuggling of migrants and trafficking in human beings, needs were identified in operational and technical capacity, cooperation between law enforcement authorities, coordination between the judiciary and the police as well as the protection of victims.

The Action will focus on supporting in particular Tunisia and Egypt in their efforts to effectively prevent, identify, investigate and prosecute criminal networks operating in smuggling of migrants and trafficking in human beings, to foster international exchanges of operational information in support of identification, investigations and prosecutions as well as enhance security and the protection of victims in critical border areas. Key activities will focus on a) staff training in the area of intelligence, b) delivery of equipment and its use, including training, c) development of the necessary policy, legal and regulatory frameworks, d) support inter-agency cooperation at national and international level such as EU justice and home affairs agencies and e) protection of victims.

#### Increase assistance to voluntary returns and reintegration (objective 2)

In the area of returns and reintegration, to respond to increasing demand for assisted voluntary returns of irregular migrants more support is needed to both national authorities and implementing partners in the countries in the North of Africa complementing ongoing assisted voluntary return programmes.

The Action will focus on providing direct assistance and ensure safe and dignified returns of migrants who decide to return voluntarily from North African countries to countries of origin. These activities will be complementing already ongoing actions, as well as supporting sustainable reintegration of returnees in countries of origin in case no reintegration assistance is provided by the EU or other donors. In addition, the Action will support host countries in the North of Africa, in particular Tunisia, in developing a mechanism for the governance of assisted voluntary returns. Key activities will focus on a) support to a screening mechanism for migrants to identify the most vulnerable and at risk, and on counselling and referral of persons of concern as well as family reunification, b) support assisted voluntary returns, including pre-departure assistance and c) support and monitor the reintegration of returning migrants.

#### Enhance protection of people most at risk (objective 3)

It is essential to provide protection to migrants decreasing their vulnerability through access to basic services and increasing social cohesion. The activities in this area will build on previous effective measures already financed and implemented for example under the EU Trust Fund for Africa.

The action will focus on improving access to protection, security and basic services for displaced and vulnerable people, including asylum seekers, refugees, migrants, as well as host communities in need. This will include, preventing and putting an end to abuse where possible, enhancing socio-economic integration of migrant populations and their host communities including by networking available operators and institutions, while capitalizing on remittances and diaspora skills. In addition, this will include working with the relevant local authorities and ministries to build a more conducive environment for full respect of human rights. Key activities will focus on a) evacuation of individuals at risk, b) advocacy activities, c) access to basic services, and d) specialised protection to vulnerable persons and promotion of dialogue between the authorities and migrants on labour migration.

This Action will also allow to provide support in the area of protection of migrants, assistance aid and access to basic services to people most at risk, including host communities, affected by the Sudanese crisis in Egypt.

This Action implements part of the Multiannual Indicative Programme and has been designed taking into account measures and annual action plans adopted in 2021 and 2022 to ensure a balanced approach to migration governance in the region. In line with the challenges described above, funding is allocated on the

basis of information exchanged with partner countries, EU institutions and their agencies, Member States and their agencies, international organisations, international non-governmental organisations and other donors to ensure synergies and complementarity with ongoing and planned activities.

Based on these exchanges, the Commission concluded, that the main needs are in the area of migration governance and protection. Migration governance includes border management as well as combatting smuggling in human beings and trafficking of migrants. Countries such as Egypt and Tunisia have insufficient or outdated equipment to monitor their land and sea borders. In both areas, the needs for investments are high to provide, replace and repair existing equipment, which is expensive. In the area of protection, be it to provide basic services to vulnerable people including migrants and their host communities or to improve social cohesion, similar activities funded either under the EU Trust Fund for Africa or under NDICI in Morocco and Libya have come to an end or will do so by the end of the year, which requires alternative funding to be put in place. Taking into account the impact of the Sudan crisis on Egypt, adequate protection funding needs to be also provided for Egypt. Therefore, this is the second priority for funding. Assisted voluntary returns and reintegration are being funded to allow migrants stranded in Egypt and Tunisia to return to their country of origin in a voluntary, safe and dignified manner. This complements an ongoing activity to meet increasing needs for assistance.<sup>6</sup> This activity includes, in the exceptional cases where no other measures are in place, supporting individual people leaving voluntarily North African countries in the reintegration into their country of origin.

Implementation will focus on countries where migrants continue to arrive in large numbers at risk of exceeding the country’s ability to host them and where departures to Europe are high, as is the case for Egypt, Tunisia, and Libya.

That notwithstanding, in its implementation, this Action will take into account the specificities and needs of all countries in North Africa as well as existing and planned support from the EU and other donors, to ensure that partner countries receive support on priorities and on needs jointly identified.

Allocation of funding by objective:

<b>Objective of the Action</b>	<b>Bracket %</b>	<b>EUR million</b>
Objective 1 - Migration governance	<b>60 to 73 %</b>	<b>167.4 to 203.7</b>
Objective 2 - Return and Reintegration	<b>4 to 19 %</b>	<b>11.2 to 53.0</b>
Objective 3 - Protection, resilience, cohesion	<b>15 to 28 %</b>	<b>41.9 to 78.1</b>
Objective 4 - Technical Cooperation Facility	<b>1.5 to 4 %</b>	<b>4.2 to 11.2</b>

The table shows the lower and higher amounts – called ‘brackets’ – estimated to be needed for the objectives to be achieved by the Action. The lower amount estimated to be needed to reach the minimal objectives indicated to deliver the outcome, outputs and activities. The higher amount represents the achievement of maximum objectives. The sum of the amount allocated per objective cannot represent more than 100 percent i.e. EUR 279 000 000, subject to the flexibility clause regarding the overall amount. In order to reach the 100 percent, adjustments to the allocation for individual objectives are allowed within the brackets provided in the table.

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<sup>6</sup> C(2021)9615

## **C. DESCRIPTION OF THE ACTION (WHAT)**

### **C.1. Intervention Logic**

**The Overall Objectives (Impacts) of this action are to:**

1. Support safe and human rights-based migration governance (MIP Priority 2)
2. Increase assisted voluntary returns from North Africa and sustainable reintegration of irregular migrants in North Africa and countries of origin (MIP Priority 3)
3. Enhance protection and resilience of people most at risk<sup>7</sup> and strengthen socio-economic cohesion in communities (MIP Priority 1 and MIP Priority 4)
4. Increase prospects for migration interventions to contribute to desired impacts (MIP Audit, monitoring, evaluation)

**The Specific Objectives (Outcomes) of this action are to:**

- 1.1 North African partners manage borders and SAR operations in compliance with international obligations and international humanitarian law
- 1.2 North African partners efficiently prevent and combat smuggling of migrants and trafficking in human beings
- 2.1 Vulnerable and stranded migrants in North Africa return safely, voluntarily and in dignity to countries of origin
- 2.2 Migrants returning from North Africa and the EU are sustainably reintegrated in their countries of origin
- 3.1 People most at risk receive protection assistance and access to basic services
- 3.2 Local actors and authorities facilitate economic integration of migrants and social cohesion
- 4.1 Relevant and impactful migration interventions foster mutual understanding in the Neighbourhood South

**The typologies of Outputs to be delivered by this action contributing to the corresponding Outcomes are:**

#### Contributing to Outcome 1.1

- 1.1.1 Improved technical capacities for border management and search and rescue operations
- 1.1.2 Strengthened operational capacities of relevant authorities
- 1.1.3 Enhanced enabling environment for human rights-based border management and migration governance

#### Contributing to Outcome 1.2

- 1.2.1 Improved technical capacities to prevent and combat smuggling of migrants and trafficking in human beings
- 1.2.2 Strengthened regulatory framework and operational capacities of law enforcement and judicial authorities
- 1.2.3 Enhanced assistance and support to victims of trafficking and vulnerable migrants

#### Contributing to Outcome 2.1:

- 2.1.1 Increased quality and timely assistance services to vulnerable and stranded migrants in North African countries
- 2.1.2 Strengthened safe and dignified assisted voluntary return processes from North Africa to countries of origin
- 2.1.3. Enhanced stakeholders' capacities to better manage Assisted Voluntary Returns and Reintegration (AVRR)

#### Contributing to Outcome 2.2:

- 2.2.1 Increased provision of services to support returning migrants sustainable reintegration in country of origin  
(Only if reintegration services are not covered by other EU interventions or if additional support is needed)

#### Contributing to Outcome 3.1:

- 3.1.1 Reinforced life-saving interventions in urban and rural settings, at disembarkation points and in detention centres
- 3.1.2 Increased resilience of the targeted beneficiaries and capacity of protection actors

#### Contributing to Outcome 3.2:

- 3.2.1 Enhanced employment opportunities for migrants and regional labour migration initiatives and capacities
- 3.2.2 Strengthened municipal response and social cohesion initiatives

#### Contributing to Outcome 4.1

- 4.1.1 Improved preparation, implementation, and accountability of migration interventions
- 4.1.2 Enhanced information, communication, and strategic dialogue on migration and mobility

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<sup>7</sup> 'People most at risk' cover migrants, refugees and people seeking protection, including in host communities

## **The indicative Activities related to the above typologies of Outputs are:**

### Activities related to Output 1.1.1

- Procure, deliver, and support maintenance of border management and surveillance equipment
- Procure, deliver, and support maintenance of search and rescue (SAR) equipment
- Conduct trainings and develop standard operating procedures on the use and maintenance of equipment delivered

### Activities related to Output 1.1.2

- Conduct tailored trainings on International Migration Law and Humanitarian Border Management
- Develop national standard operating procedures for reception and referral of migrants

### Activities related to Output 1.1.3

- Develop national evidence-based policy, legal and regulatory frameworks
- Develop human-rights based standard operating procedures for border management operations
- Support national and international governance as well as coordination and oversight mechanisms

### Activities related to Output 1.2.1

- Procure, deliver, and support maintenance of equipment at border crossing points
- Procure, deliver, and support maintenance of equipment for law enforcement and judicial authorities
- Conduct trainings and develop standard operating procedures on the use and maintenance of equipment delivered

### Activities related to Output 1.2.2:

- Conduct tailored training of law enforcement and security agencies to investigate and intercept criminals
- Conduct tailored training of judicial authorities to prosecute cases using a victim-centred approach
- Develop national evidence-based policy, legal and regulatory frameworks
- Develop human rights based standard operating procedures for law enforcement, security, and judicial authorities
- Support cross-border, regional and international cooperation initiatives to address organised crime and corruption

### Activities related to Output 1.2.3:

- Raise awareness on risks of irregular migration and legal alternatives to allow informed migration decisions
- Support prevention activities for persons potentially targeted by human traffickers and migrant smugglers
- Identify victims and provide them with appropriate care and assistance services
- Develop standardised national referral mechanisms and mutual legal assistance procedures
- Develop capacities of state authorities and civil society to protect victims, in particular women and children

### Activities related to Output 2.1.1

- Set up migrant screening mechanism at border and disembarkation points to identify most vulnerable and at risk
- Provide adequate, safe and dignified reception conditions (basic material and psychosocial needs)
- Provide counselling, referral of person of concerns and family-reunification for unaccompanied minors
- Support state/non-state actors' capacities to provide comprehensive timely gender-sensitive protection assistance

### Activities related to Output 2.1.2

- Provide timely assisted voluntary return (air ticket, travel allowance, transit assistance, land transportation)
- Provide pre-departure counselling on psychosocial aspects and economic opportunities in country of origin
- Provide pre-departure assistance including skills development trainings in host countries to foster reintegration
- Conduct awareness-raising activities on the possibility to receive voluntary return assistance

### Activities related to Output 2.1.3.

- Provide tailored trainings/seminars to strengthen national capacities to better manage AVRR
- Adopt Standard Operating Procedures for AVRR ensuring safe and dignified voluntary return processes that supports the voluntary nature of returns
- Ensure regular coordination with relevant stakeholders to facilitate returns and referrals
- Support regional and international cooperation on AVRR programming, management, and monitoring
- Strengthen data collection and analysis to better inform AVRR strategies and programming processes

#### Activities related to Output 2.2.1

- Support and monitor reintegration of returning migrants to their country of origin (On an exceptional basis and if no other funding available)
- Provide economic, social, and psychosocial assistance tailored to returnees' needs, skills set and background
- Provide information on business opportunities, job vacancies, long-term skills development opportunities
- Support the creation of sustainable employment and income generation
- Support small-scale infrastructures to reduce local vulnerability (health/skills development/youth centres)
- Link reintegration assistance with community-based initiatives funded by other development actions

#### Activities related to Output 3.1.1:

- Facilitate the use of Humanitarian corridors and Emergency Transit Mechanisms in Libya and similar mechanisms to ensure evacuation of individuals at risk
- Expand safe, open gender/age-appropriate housing, host families' programme and inclusive community-based care
- Provide quality child protection services and other integrated services, including health and nutrition
- Provide a framework for screening and assistance at border points, disembarkation points and in detention centres<sup>8</sup>
- Provide advocacy for development of alternatives to detention and addressing challenges in detention conditions including the release of the most at risk
- Provide facilities for the distribution of food and health assistance, non-food items, hygiene kits, cash support and ensure referrals
- Expand safe, open gender/age-appropriate shelters, host families' programme and inclusive community-based care
- Support Embassies and consulates to provide due diligence assistance to their nationals

#### Activities related to Output 3.1.2:

- Provide specialized protection to vulnerable communities and individuals, especially women, minors, children
- Improve access to non-discriminatory quality primary health care, education, and social/community services
- Provide legal/administrative services and consular assistance to renew residence permit or obtain regularisation
- Provide capacity building activities and technical support notably for health and education, social affairs sectors

#### Activities related to Output 3.2.1:

- Promote dialogue and cooperation on labour migration at national, regional, and international levels
- Develop municipal plans including inclusive migration and regional labour migration initiatives
- Foster awareness and dissemination of information about labour opportunities
- Equip local authorities to support micro, small and medium scale livelihoods and income generating activities
- Facilitate professional trainings, skills development, and entrepreneurship through coaching/incubators
- Identify and involve diasporas actors in local development, partnerships, and financial mechanisms
- Money transfer services from the diaspora are more accessible to targeted audiences

#### Activities related to Output 3.2.2:

- Community engagement and social cohesion events, conflict management and prevention of irregular migration
- Activities engaging youth, women, divided communities, and livelihood development support
- Raise awareness information/communication to fight stigma, discrimination, and disinformation
- Support trust building interventions between migrants, forcibly displaced persons, and local communities
- Support the operational capacities and technical knowledge of key ministries (Social affairs, Justice, etc)

#### Activities related to Output 4.1.1:

- Conduct need/impact assessment, identification, and formulation studies
- Conduct thematic/geographic research and surveys, data collection exercises and lessons learnt studies
- Conduct third-party monitoring, external evaluation, and audit missions

#### Activities related to Output 4.1.2:

- Conduct information and communication activities to enhance the visibility of migrations interventions
- Conduct strategic dialogue on migration and mobility partnerships at national, regional, and international levels

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<sup>8</sup> Humanitarian interventions in detention centres will be limited to life-saving activities, as detailed in the Humanitarian Country Team Principled Framework for Interventions in Detention Centres and as defined in the United Nations Human Rights Due Diligence Policy (HRDDP) on support to non-UN security forces, a UN-wide policy which applies to any UN support to security forces which are not part of the UN. Under these two frameworks, humanitarian actors cannot provide authorities with support in constructing, renovating, or any other work that would facilitate the opening of new facilities.

## **C.2. Mainstreaming**

### **Environmental Protection, Climate Change and Biodiversity**

#### **Outcomes of the Environmental Impact Assessment (EIA) screening**

The EIA screening classified the action as Category C (no need for further assessment).

#### **Outcome of the Climate Risk Assessment (CRA) screening** (relevant for projects and/or specific interventions within a project).

The CRA screening concluded that this action is no or low risk (no need for further assessment).

### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled G1. This implies that gender concerns will be mainstreamed in all activities under this action.

### **Human Rights**

The proposed Action is fully aligned with the existing EU human rights strategies and action plans. The Action will strive to ensure full respect of the human rights of refugees, asylum seekers and migrants, including the non-refoulement principle, based on non-discriminatory principles, self-determination and participation, as well as confidentiality and right to privacy. The assistance provided, including for victims of trafficking, will take into account the specific situation and vulnerability of migrants, such as ensuring the best interest of the child, as well as the gender and age of the victims, and the consequences of the specific type of exploitation suffered. To this end, the action will provide human rights capacity building to state actors, not only in relation to the use of the equipment to be provided, but more widely as a core component of rights-based border management

### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this Action is labelled as D0. Nevertheless, should persons with disabilities be targeted, special attention will be given throughout the process taking into account the specific situation and the degree of vulnerability.

### **Democracy**

The Action will support initiatives that uphold democratic and universal values, in line with international human rights law, domestic laws, as well as the rule of law and principles of good governance more generally.

### **Conflict sensitivity, peace and resilience**

The Commission acknowledges the crucial role of civil society in fostering democracy, peace and conflict resolution, and recognises the tight link between democracy and peace as two mutually reinforcing pillars of resilient societies. Ensuring a do-no harm approach is essential for the success of this Action and peaceful coexistence with local populations will also be considered through context and risk analysis to be performed during the inception phase. Where relevant the outcome of the conflict analysis screening should be taken into account.

### **Disaster Risk Reduction**

N/A

### **Other considerations if relevant**

Ex-ante assessments of social standards in regions where improving social cohesion between communities is an objective will be carried out to determine the possible implications and risks of those activities, bearing a do-no harm approach in mind.

### **C.3 EU added value and complementarity with EU and other donors**

The EU and Member States are partners in several continental and regional dialogues on migration such as the Khartoum and Rabat processes, to enhance cooperation, exchange of information and best practices with a whole of route approach, and which have demonstrated the EU's added value.

Moreover, the EU can tap into the knowledge and expertise of a series of EU agencies such as Europol, the EU Agency for Asylum (EUAA), the European Training Foundation (ETF) and the European Border and Coast Guard Agency (Frontex), as well as of Common Security and Defence Policy (CSDP) missions, like EUBAM in Libya, which complement the expertise of the EU's implementing partners. The action will also contribute to the roll-out of Anti-Smuggling Operational Partnerships<sup>9</sup> and to the Talent Partnership that the EU is establishing with partner countries in the region, and complement the technical support on migration and talent attraction available to EU Member States under the Technical Support Instrument.

The Action builds on lessons learned of initiatives in the different areas of migration management funded under the EU Trust Fund for Africa, the European Neighbourhood Instrument (ENI) and the Asylum, Migration and Integration Fund (AMIF), and will be implemented in close cooperation with a wide range of stakeholders including specialised local and national authorities, civil society and researchers.

Coordination and complementarity will be established, where suitable, in the framework of the Team Europe Initiatives on the Atlantic/Western Mediterranean and the Central Mediterranean migratory routes, in particular to four out of the five components of both TEIs, namely Component 1 'Legal migration and mobility' (Central Med/AWMED), Component 2 "Protection and assistance to migration and refugees" (Central Med) and "Protection and Asylum" (AWMED), Component 3 "Prevent and fight smuggling of migrants, trafficking in human beings and irregular migration" (Central Med) / "Preventing irregular migration, countering migrant smuggling and trafficking in human beings" (AWMED) and Component 4 "Return, readmission and sustainable reintegration" (Central Med) / "Return, readmission and reintegration" (AWMED). Coordination and complementarity will also be established with the Regional Migration Support Programme for Sub-Saharan Africa and with any other relevant interventions at country/bilateral level.

### **C.4. Assumptions and risks**

#### **C.4.1. External Assumptions**

- Relevant authorities in partner countries remain committed to the jointly agreed objectives and results to be achieved.
- Procurement processes can be conducted without delays and required equipment is available on the market.
- Ownership of beneficiaries is respected in implementation.
- EU Member States remain committed to a comprehensive approach on migration and actions proposed.

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<sup>9</sup> COM (2021) 591 final

### C.4.2. Risks

Category	Risks	Likelihood	Impact	Mitigating measures
External environment	Increased insecurity and/or political instability in one or several of the beneficiary countries	<b>Medium</b>	<b>High</b>	The Action will develop a solid inception phase and risk analysis. Activities will be modular, allowing to concentrate on countries/geographic areas where implementation is possible.
	Lack of access to vulnerable population / migrants (for implementation, monitoring, etc.)	<b>Medium</b>	<b>High</b>	Programmes will build on local acceptance and participation to reach beneficiaries. Conflict sensitivity approaches will be put in place/are in place. Third party monitoring when needed, joint monitoring visits, remote verifications and regular field visits when allowed.
People and the organisation	Interception/rescue of migrants lead to human rights abuses	<b>Medium</b>	<b>High</b>	The implementing partners will have wide access to migrants across the country and are therefore in a unique position to efficiently monitor the action.
	Difficulties obtaining registration for the CSOs and INGOs partners to implement part of the action	<b>Medium</b>	<b>High</b>	Maintain constant relation with relevant authorities and engage in joint advocacy with international stakeholders.
Legality and regularity aspects	Collusion of actors involved in migration activities with those engaged in criminal activities	<b>Medium</b>	<b>High</b>	Agreements with the implementing entities will entail an obligation to conform with EU restrictive measures. Request implementing partners to conduct regular and systematic due diligence checks to not cooperate with people on EU sanction list and increase do-no harm third party monitoring
Communication and information	Media/press critical on the action/support	<b>Medium</b>	<b>High</b>	Under the leadership of the EU Delegation, the selected implementing partners will contribute to provide input to develop a transparent rights-based approach and respond to media coverage or other forms of criticisms with arguments based on facts to rectify false information and counter negative perceptions.

## **D. IMPLEMENTATION ARRANGEMENTS**

### **D.1. Financing Agreement**

In order to implement this action, it may be necessary to conclude a financing agreement with a partner country for parts of the Action.

### **D.2. Indicative Implementation Period**

The indicative operational implementation period of this Action, during which the activities will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of adoption by the Commission of this Financing Decision and/or from the entry into force of the financing agreement in accordance with point D.1. Extensions of the implementation period may be agreed by the Commission's responsible authorising officer in duly justified cases.

### **D.3. Implementation Modalities**

The Commission will ensure that the EU 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 measures<sup>10</sup>.

#### **D.3.1. Direct Management (Grants by call for proposal)**

##### **a) Purpose of the grant(s)**

To contribute to objective 3 (outputs 3.1.2, 3.2.1, 3.2.2).

##### **b) Type of applicants targeted**

In order to be eligible for the grant agreements mentioned in a), the lead applicant must be (1) a legal person, and (2) non profit-making, and (3) be a non-governmental organisation, and (4) be established in a Member State of the European Union or in the partner country targeted by the Action and (5) be directly responsible for the preparation and management of the Action with the co-applicant(s) and/or affiliated entity(ies), not acting as intermediary. Any co-applicant(s) must satisfy the same eligibility criteria.

Other essential characteristics of the potential applicants are the long-term experience in the country targeted as well as the knowledge and expertise in the specific domain of the part of the Action to be implemented.

#### **D.3.2. Direct Management (Grants by direct award)**

##### **a) Purpose of the grant(s)**

To contribute to objective 3 (outputs 3.1.1, 3.1.2).

##### **b) Type of applicants targeted**

In order to be eligible for the grant agreements mentioned in a), the lead applicant must be (1) a legal person, and (2) non profit-making, and (3) be established in a Member State of the European Union or in the partner country targeted by the Action and (4) be directly responsible for the preparation and management of the Action with the co-applicant(s) and/or affiliated entity(ies), not acting as intermediary.

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<sup>10</sup> [EU Sanctions Map](#). 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.

Any co-applicant(s) must satisfy the same eligibility criteria. Other essential characteristics of the potential applicants are the long-term experience in the country targeted as well as the knowledge and expertise in the specific domain of the part of the action to be implemented.

### **c) Justification of a direct grant**

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified according to Article 195, point (a) of the Financial Regulation due to an ongoing crisis situation within the meaning of Article 2(21) of the Financial Regulation.

For the implementation of the present Action, a grant may be awarded in duly justified situations without a call for proposals to non-governmental organisations or bodies based on the following exceptions: when a country is facing an ongoing crisis.

The Action targets several countries covered by an ongoing crisis declaration. In such situations the Commission awards grants on the basis of the knowledge, expertise, operational capacity and track record of the organisations in specific sub-areas of protection and in the country.

The Commission will duly assess the needs for direct grants and substantiates in the award decision that the relevant conditions are fulfilled.

### **D.3.3. Direct Management (Procurement)**

Procurement will be used to provide technical assistance to contribute to outputs 1.1.3., 1.2.2., 1.2.3., 2.1.1., 2.1.3., 3.1.2, 3.2.1 and 3.2.2. as well as to obtain services contributing to outputs 4.1.1 and 4.1.2.

### **D.3.4. Direct Management under Budget Support**

Subject to Article 5 of this Decision, by amending decision the Commission may provide that part of the Action is implemented through budget support.

In line with Article 236(1) of the Financial Regulation, the decision shall provide that the following conditions are fulfilled prior to the signature of the corresponding Financing Agreement: (a) transparent, reliable and effective management of public finances; (b) sufficiently credible and relevant sectoral or national policies; (c) stability-oriented macroeconomic policies; and (d) sufficient and timely access to comprehensive and sound budgetary information. In accordance with Article 27(3) NDICI Regulation, the decision shall be based on budget support policies agreed by the Union, and set out the eligibility criteria and the assessment of the risks and benefits of the envisaged budget support. Pursuant to Article 27(4) and (5) NDICI Regulation, the decision shall define criteria for budget support conditionality, such as progress in reforms and transparency

### **D.3.5. Indirect Management with a pillar-assessed entity<sup>11</sup>**

Pillar-assessed entities will contribute to objective 1 (outputs 1.1.1, 1.1.2, 1.1.3, 1.2.1, 1.2.2 and 1.2.3), objective 2 (outputs 2.1.1, 2.1.2, 2.1.3 and 2.2.1) and objective 3 (outputs 3.1.1, 3.1.2, 3.2.1 and 3.2.2).

The relevant part of this Action may be implemented in indirect management with pillar-assessed entities, which will be selected by the Commission's services using the following criteria which will be verified before the signing of a contribution agreement: (1) proven track records and highly specialised technical experience in the sector (e.g. border management, anti-smuggling/anti trafficking, return and reintegration, protection, monitoring and evaluation) and country targeted (Tunisia, Egypt, Morocco, Libya) and (2) significant and specialised competence as to operational capacity, value added, transparency, and (3) extensive network of national and international partners, which can be drawn on, and (4) demonstrated capacity to coordinate with various stakeholders (such as local and state authorities, international and local organisations, Member States agencies).

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<sup>11</sup> The signature of a contribution agreement with the chosen entity is subject to the completion of the necessary pillar assessment.

### **D.3.6. Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances**

If the implementation modality under indirect management as defined in section D.3.5 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants or procurement under direct management would be used according to the elements given in sections D.3.1, D.3.2 and D.3.3.

If the implementation modality under direct management as defined in sections D.3.1 and D.3.2 (grants) or D.3.3 (procurements) cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by indirect management with a pillar-assessed entity would be used according to section D.3.5.

If the implementation modality of direct management under budget support as defined in section D.3.4 cannot be implemented due to circumstances beyond the control of the Commission, up to EUR 5 million will be implemented through procurement in line with section D.3.3 and the remainder through indirect management with pillar-assessed entities in line with section D.3.5.

### **D.4. Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

### **D.5. Indicative Budget**

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>	<b>Third-party contribution (amount in EUR)</b>
<b>Indirect management</b> (cf. section D.3.5)	152 500 000	6 000 000
<b>Direct management - Grants</b> (cf. section D.3.1 and D.3.2)	15 500 000	500 000
<b>Direct management – Procurement</b> (cf. section D.3.3)	2 000 000	N.A.
<b>Direct management – Budget Support</b> (cf. section D.3.4 - subject to Article 5)	105 000 000	N.A.
<b>Performance Measurement</b> (cf. section E)	4 000 000	N.A.
<b>Audit and verification</b> (cf. section F)	will be covered by another Decision	N.A.
<b>Strategic communication and Public diplomacy</b> (cf. section G)	will be covered by another Decision	N.A.

<b>Total</b>	<b>279 000 000</b>	<b>6 500 000</b>
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## **D.6. Organisational Set-up and Responsibilities**

The Action will regroup several country specific and regional contracts. Each contract will include a specific organisational set up and definition of responsibilities adopted to the project/programme.

Where needed regional cooperation structures (e.g. steering committees for regional contracts) will be set up to enhance regional cooperation.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the Action.

## **D.7. Pre-conditions**

Effective and timely implementation of the Action is not dependent on any legal or institutional changes. The Commission reserves the right to take appropriate measures, including by re-directing activities in consultation with implementing partners, if it assesses that necessary accompanying measures by beneficiaries are not in place. The assessment of the Commission will rely on reporting by implementing partners, monitoring of the action and dialogue with beneficiaries.

## **E. PERFORMANCE MEASUREMENT**

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its Outputs and contribution to the achievement of its Outcomes, and if possible at the time of reporting, contribution to the achievement of its Impacts, as measured by corresponding indicators (including the relevant indicators used by the Commission in its regular institutional reporting).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Given the sensitive nature of this action and its regional scope, an **independent third-party monitoring** will be set up as part of an oversight mechanism to effectively monitor and gain regular feedbacks on the implementation of contracts under this action, including do-no-harm and human rights compliance assessments. Monitoring reports will allow relevant stakeholders to ensure the efficiency and effectiveness of actions, take corrective measures and develop lessons learned.

Concerning **evaluation**, a mid-term, final or ex post evaluation will be carried out for this action or at least one of its components. In case an evaluation is carried out, the evaluation reports shall be shared with the partner country and other key stakeholders. As a result of an evaluation, and where appropriate, in agreement with the partner country, the Commission and the implementing partner jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of this action or its components. Where a financing agreement is planned, the exception from D+3 shall apply for evaluations.

## **F. AUDIT AND VERIFICATIONS**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements concluded under this action.

## **G. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY**

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the instructions given in the 2022 guidance document [\*Communicating and raising EU visibility: Guidance for external actions\*](#) (or any successor document).

For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds. Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

Implementing partners shall keep the Commission and the EU Delegation/Office fully informed of the planning and implementation of specific visibility and communication activities before the implementation. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.

For communication on Team Europe Initiatives, the EU and its Member States can rely on the specific guidance on the Team Europe visual identity.