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ANNEX II

of the Commission Implementing Decision on the financing of the individual measure for the multi-country migration programme in favour of the Southern Neighbourhood for 2021

Action Document for EU Support to Border Management Institutions in Libya and Tunisia

MEASURE
This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and measure in the sense of Article 23(3) of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS Basic Act	EU Support for Border Management Institutions in Libya and Tunisia. Measure in favour of Libya and Tunisia for 2021 CRIS number: NDICI-GEO-NEAR/2021/043-487 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	This action could contribute to an envisaged TEI for the Central Mediterranean Route.
3. Zone benefiting from the action	The action shall be carried out in Libya and Tunisia
4. Programming document[1]	
5. Link with relevant MIP(s) objectives/expected results	The action is linked to Priority area 2: 'Strengthening migration and asylum governance and management', and in particular: - Special objective 3: Strengthening border management actions as part of a wider migration dialogue with partner countries with a focus on cross-border cooperation, whereby activities support the sustainable development of state institutions for border management in fragile border areas, involving the private sector, CSOs, and border communities, as well as institutional capacity to effectively carry out Search and Rescue (SAR) operations at sea and in the desert. - Result 3.1: Border management is strengthened, including through cross-border cooperation mechanisms. - Result 3.2: Capacity to conduct SAR operations on land and at sea is improved

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[1] This measure is expected to fall under the scope of Multi Country Migration Programme for the Southern Neighbourhood - Multi annual indicative programme 2021- 2027 (under approval).

	PRIORITY AREAS AND SECTOR INFORMATION			
6. Priority Area(s), sectors	The action is linked to priority area 2: Strengthening migration and asylum governance and management			
7. Sustainable Development Goals (SDGs)	Main SDG (1 only): Main SDG : 10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies			
8 a) DAC code(s)	Main DAC code – 15190 – Facilitation of orderly, safe, regular and responsible migration and mobility (100%)			
8 b) Main Delivery Channel	Indirect Management with international organisations and entity(ies) to be selected in accordance with the criteria set out in section 4.4.4			
9. Targets	☒ Migration ☐ Climate ☐ Social inclusion and Human Development ☐ Gender ☐ Biodiversity ☐ Education ☐ Human Rights, Democracy and Governance			

	General policy objective	**Not targeted**	**Significant objective**	**Principal objective**
10. Markers (from DAC form)	Participation development/good governance	☒	☐	☐
	Aid to environment	☒	☐	☐
	Gender equality and women's and girl's empowerment	☒	☐	☐
	Trade development	☒	☐	☐
	Reproductive, maternal, new-born and child health	☒	☐	☐
	Disaster Risk Reduction	☒	☐	☐
	Inclusion of persons with Disabilities	☒	☐	☐
	Nutrition	☒	☐	☐
	RIO Convention markers	**Not targeted**	**Significant objective**	**Principal objective**
	Biological diversity	☒	☐	☐
	Combat desertification	☒	☐	☐
	Climate change mitigation	☒	☐	☐
	Climate change adaptation	☒	☐	☐
11. Internal markers	**Policy objectives**	**Not targeted**	**Significant objective**	**Principal objective**
	Digitalisation	☒	☐	☐

Tags: digital connectivity		☐	☐
digital governance		☐	☐
digital entrepreneurship		☐	☐
job creation		☐	☐
digital skills/literacy		☐	☐
digital services		☐	☐
Connectivity		☐	☐
Tags: transport		☐	☐
people2people	⊠	☐	☐
energy		☐	☐
digital connectivity		☐	☐
Migration	☐	☐	⊠
Reduction of Inequalities	⊠	☐	☐
COVID-19	⊠	☐	☐

BUDGET INFORMATION

12. Amounts concerned	Budget line: 14.020110 - Southern neighbourhood
	Total estimated cost: EUR 45 000 000
	Total amount of EU budget contribution: EUR 45 000 000

MANAGEMENT AND IMPLEMENTATION

13. Implementation modalities (type of financing and management mode)	Project Modality **Indirect management** with the entity(ies) to be selected in accordance with the criteria set out in section 4.3.1.

1.2. SUMMARY OF THE ACTION

The overall objective of the Action is to contribute to the improvement of respective state services through the institutional development of the Maritime Rescue Coordination Centres and the Coast Guard Training Academies in Libya and Tunisia.

The development and close cooperation between the institutions responsible of Coast Guard Functions of the two neighbours increases regional cooperation, allows for efficiency and effectiveness of operations, improves the effectiveness of Search and Rescue activities and of law enforcement at sea to fight against migrant smuggling and trafficking of human beings networks in Libya and Tunisia. The breakdown of specific objectives, outputs and activities is therefore presented for two country based components separately.

The foreseen activities in this Action are placed in the individual context of Libya and Tunisia and they can be implemented separately through different contracts. However, the actions would be conducted in complementarity and there is much that unites them. The development and close cooperation between the targeted institutions of the two neighbouring countries in this proposed Action will increase regional cooperation and allow for efficiency and effectiveness of EU funded operations. A regional approach to a Maritime Rescue Coordination Centre would improve the coordination in the Central Mediterranean in conducting SAR operations and support the fight against migrant smuggling and trafficking in human

beings networks in Libya and Tunisia. This is due to the fact that many vessels departing from Libya cross Tunisian waters requiring an intervention by the Tunisian Maritime authorities. A regional approach to support the establishment of a Training Academy could equally have positive spill-over effects, since it would allow a coherent training approach and the pooling of scarce resources.

The Action is based on the (draft) MIP outline – Multi-Country Migration Programme for the Southern Neighbourhood: Strengthening migration and asylum governance and management and is linked to priority area 2: 'Strengthening migration and asylum governance and management', which will be a key element to building mutually beneficial partnerships. Within this priority area, a specific objectives focuses on 'strengthening border management actions as part of a wider migration dialogue with partner countries with a focus on cross-border cooperation, whereby activities support the sustainable development of state institutions for border management in fragile border areas, involving the private sector, CSOs, and border communities, as well as institutional capacity to effectively carry out SAR operations at sea and in the desert'. This provides the ground for this proposed Action in Libya and Tunisia to support the development of the training capacity of Coast guards and authorities responsible for Coast Guard Functions as well as the Maritime Rescue Coordination Centre, which is responsible for organising and coordinating Search and Rescue operations at sea.[2]

It is planned that the Action will be implemented in Indirect Management via contracts with specialised Commission agencies, national authorities of EU Member States and/or International Organisations.

The overall objective of the Action is to support the development of border management institutions to improve the Search and Rescue operations and the fight against migrant smuggling and trafficking of human beings in Libya and Tunisia.

The specific objectives are divided between a Libya component and a Tunisia component.

Libya component

Libya remains the major hub for irregular migrants on their perilous journeys towards Europe across the Central Mediterranean route. Even though figures remain substantially lower than in 2016-2017, the total number of arrivals in Europe via the Central Mediterranean Route in 2020 reached again more than 36,000, compared to roughly 15,000 arrivals in the same period in 2019 (145% increase). This increasing trend has continued in 2021.

There are two specific objectives with related outputs and activities:

1. The establishment of a Border Guard Training Academy (SO1)
2. The upgrade of the Maritime Rescue Coordination Centre (SO2)

Tunisia component

The proposed Action is formulated against the background that irregular migration from Tunisia to Europe increased significantly in 2020 compared to 2019. Tunisian security and defence forces intercepted 11,770 irregular migrants in the country's littoral areas, and off its shores. Similarly, the authorities in Italy recorded the arrival of 14,719 migrants from Tunisia. Together, these figures represent the biggest surge since the months that followed the 2011 revolution and latest data confirm that this trend has risen significantly in 2021.

There are three specific objectives with related outputs and activities:

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[2] Both the Tunisian and Libyan Government have welcomed the concept of the AD.

1. Support the Tunisian Garde Nationale Maritime's training infrastructure (Training Academy) (SO3)
2. Support the establishment of a Maritime Rescue Coordination Centre (SO4)
3. Complete the integrated coastal surveillance system (SO5)

2.   RATIONALE

2.1   General Context

Libya component

The action is aligned with the partnership approach of the Joint Communication on a Renewed Partnership with the Southern Neighbourhood, adopted on 9 February 2021[3], where migration and mobility are indicated as a priority areas. It thus falls within the Multi-Country Migration Programme for the Southern Neighbourhood (MCMP) and responds to priority area 2: 'Strengthening migration and asylum governance and management', which will be a key element to building mutually beneficial partnerships. Within this priority area, a specific objectives focuses on 'strengthening border management actions as part of a wider migration dialogue with partner countries with a focus on cross-border cooperation, whereby activities support the sustainable development of state institutions for border management in fragile border areas, involving the private sector, CSOs, and border communities, as well as institutional capacity to effectively carry out SAR operations at sea and in the desert'[4]. In line with the renewed EU action plan against migrant smuggling (2021-2025)[5], this action also fits into the future Anti-Smuggling Operational Partnerships to be developed with Libya and Tunisia.

The action is built upon the continuous dialogue with the Libyan authorities involving the European Union's Integrated Border Assistance Mission to Libya (EUBAM) and the EU Delegation. There is agreement that strengthening the current training facilities and enhancing Search and Rescue capacities are crucial to the improvement of the migration governance and integrated border management in Libya. The Action is in line with the previous commitments under the Support to the Integrated Border and Migration Management in Libya Phase I and II, implemented by the Italian Ministry of Interior under the EU Emergency Trust Fund for Africa – North of Africa window (EUTF-NOA) for a total value of EUR 57.2 m. In this programme the establishment of a container based and a mobile Maritime Rescue Coordination Centre (MRCC) are foreseen, as well as supporting the training of land border guards under a delegated agreement with IOM. The importance of the training of staff was presented through a training matrix by EUBAM in May 2021. In the original Action Document for the second phase of the Support to the Integrated Border and Migration Management in Libya, there was a component to develop a training academy, which was aborted due to the onset of the COVID-19 crisis and the need to liberate funds.

The surge in violence in Libya in April 2019 had severely affected institutional unity and overall stability in Libya. The UN Special Representative of the Secretary-General's three-step plan and the subsequent international conference held on 19 January 2020 in Berlin paved the way for intra-Libyan talks and conflict resolution. Elections have been announced for the 24 December 2021 and a Ceasefire Agreement was signed on 23 October 2020, although its provisions (notably the withdrawal of all foreign fighters and the setup of a ceasefire monitoring mechanism) have not yet fully materialised.

The security situation has improved in recent months since the attack on Tripoli was repelled by the forces of the Government of National Accord (GNA), but it remains fragile. Despite efforts to stop the violations of the UN arms embargo, foreign interference has continued with significant Turkish and Russian military

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[3] COM (2020) 609 final - Communication on a New Pact on Migration and Asylum https://eur-lex.europa.eu/resource.html?uri=cellar:85ff8b4f-ff13-11ea-b44f-01aa75ed71a1.0002.02/DOC_3&format=PDF, 23 September 2020
[4] This measure is expected to fall under the scope of Multi Country Migration Programme for the Southern Neighbourhood - Multi annual indicative programme 2021- 2027 (under approval).
[5] COM(2021)591 final.

presence and the deployment of foreign mercenaries. Social unrest due to water and fuel shortage and frequent power cuts has an impact on the overall security situation. Partly due to the loss of income from the oil industry, the living conditions of the population are deteriorating, exacerbated by the COVID-19 pandemic. Border management, counter-terrorism and fight against organised crime continue to suffer from low technical and human capacities as well as the overall lack of good governance. The current situation is likely to continue hampering the peace process in Libya.

Libya has historically been a country of destination for labour migrants mainly arriving from neighbouring countries (Niger, Egypt, Chad and Sudan) but as well from the Horn of Africa and other countries of origin such as Bangladesh. Currently, the largest migrant population lives in urban centres in Tripoli, Ejdabia, Misrata, Awwawya, Murzuq and Sebha. IOM's Displacement Tracking Matrix (DTM) Migrant Information Report (Round 36 covering March and April 2021), identifies 591,415 migrants from over 43 nationalities in all 100 Libyan municipalities with an employment rate of 78% (slightly below pre-pandemic levels: 83% but higher than in June 2020: 71%). The average gender/age breakdown shows: men (80%), women (10%) and children (10%) (accompanied 8%, unaccompanied 2%).

The socio-economic consequences of the COVID-19 pandemic, combined with the fragile situation and crises in the countries of origin and transit in the North African region, are factors that risk aggravating the evolution of irregular migration and forced displacement. Irregular migration to Europe in the Central Mediterranean, especially from Libya, has significantly increased in 2021. As of 17 June, arrivals to Italy are 18,170, compared to 5,696 in the same period in 2020 (133% increase), and 2,184 in the same period in 2019. The Libyan Coastguard and Navy (LCG&N, Ministry of Defence) continued to be active in the conduct of search and rescue operations, while the General Administration for Costal Security (GACS, Ministry of Interior) stepped up its SAR interventions towards the end of 2020 following receipt of renovated SAR vessels. As of 10 June, a total of 10,454 refugees and migrants have been reported as rescued/ intercepted by the Libyan Coast Guard and disembarked in Libya in 2021, which is almost equivalent to the yearly total of 2020 (11,646). It is highly likely that this upward trend will continue in the next months.

Year	Arrival Italy	Arrival Malta	Return Libya	Death and Missing (CMR)
2016	181,436	24	14,182	4,581
2017	119,370	20	18,900	2,853
2018	23,370	1,445	15,428	1,314
2019	11,469	3,405	9,225	1,262
2020	34,154	2,281	11,646	983
2021 (until 20 June)	19,369	(included in It)	10,454	679

In 2020, the number of migrants dead and missing at sea, while still unacceptably high, was below 1,000 for the first time since 2014. This confirms that the EU's approach of 'saving lives first' and the support to develop search & rescue (SAR) capacities of Libyan authorities has had a positive impact. Journeys across the Central Med remain extremely dangerous and effective SAR a humanitarian imperative. With the trend of increasing departures from Libya, the fatalities at sea are again on the rise. Incident analysis along the Libyan coast between November 2020 and March 2021 has shown that not only lack of assets but late response, lack of coordination and communication has contributed to failures in rescue and has led to high numbers of people who deceased. In our assessment, the development of the capacity of the MRCC and establishing firm partnerships will lead to a buy-in from the Libyan authorities. The delivery of equipment under the 'Support to the Integrated Border and Migration Management in Libya' – SIBMMIL programme

is limited to technical training on equipment. Against this background further intense and long-term support to the capacity development of the MRCC is imperative.

Tunisia component

The action builds upon a request by the Tunisian Authorities to DG NEAR's Head of the Task Force Migration on 14 May 2020 to support components 1 and 2 of the current Action. Component 3 was added following a Technical Committee meeting on the feasibility study of the Border Management Programme implemented by ICMPD, which took place on the 4 June 2021 at the premises of the Garde National Maritime (GNM). The meeting showed that the Programme's aim, building an integrated coastal surveillance system of the Tunisian coast, would require more time and budget for implementation.

It builds upon the ongoing interventions, lessons learned and emerging needs of the EU and Tunisia under the EUTF-NOA. The proposal is in line with the implementation and extension of the Border Management Programme, implemented by ICMPD under two contracts between 2018 and 2024. It also builds on activities and results achieved under the Security Sector Reform programme (PARMSS) and includes the building of Command & Control Centres at the border with Libya and Algeria as well as the provision of a significant equipment and training package benefiting the Tunisian police and National Guard, amongst other internal security forces. Finally, it draws-on the regional programme SAFEMED, implemented by the European Maritime Safety Agency between 2016 and 2022 and which arranges the establishment of procedures for international cooperation between the Mediterranean countries for safe passage at sea.

Relations between the EU and Tunisia on migration are old and deep, and regular migration largely dominates migration flows. EU cooperation on migration has followed a comprehensive and balanced approach as part of a broader partnership with the country. Support has been given to Tunisia's draft National Strategy on Migration and Asylum as well as to socio-economic integration of migrants, legal migration, the fight against migrant smuggling and Integrated Border Management. There has also been support for vulnerable people and those in need of international protection. Regular migration to the EU is key for Tunisia. According to Tunisian sources, 11% of Tunisians (1.4 million including binational Tunisians) reside abroad, including 90% in Europe (more than 60% in France, almost 17% in Italy and 5% in Germany).

However, the current Action is formulated against the background that irregular migration from Tunisia to Europe increased significantly in 2020. Tunisia is an important country of origin, transit and destination for migrants. Irregular migration on the Central Mediterranean Route, which had decreased significantly between 2017 and 2019, increased substantially in 2020: departures from Tunisia were up almost 4 times in 2020 compared to 2019.

Tunisian security and defence forces intercepted 11,770 irregular migrants in the country's littoral areas, and off its shores. Similarly, the authorities in Italy recorded the arrival of 14,719 migrants from Tunisia. Together, these figures represent the biggest surge since the months that followed the 2011 revolution and current data suggest that this trend will rise significantly in 2021. Irregular migrants departing from Tunisia are overwhelmingly Tunisian nationals. In 2020, they accounted for 77% of all migrants intercepted/ rescued by Tunisian security and defence forces. However, the number of foreign migrants attempting to cross from Tunisia to Europe rose substantially in 2020 compared to previous years. Embarkation points were overwhelmingly concentrated in the south-central governorate of Sfax, followed by Greater Tunis, Nabeul and Mahdia. Irregular migration from Tunisia to Europe in 2020 was facilitated, in part, by the operations of relatively small and localised human smuggling networks. A growing numbers of young Tunisians are also choosing to 'self-smuggle', adding a level of complexity for the Tunisian authorities in their attempts to control irregular migration. The Tunisian authorities, notably the Garde Nationale Maritime and the Service National de Surveillance Côtière, are very active in Search and Rescue operations

and in prevention of irregular departures, until 5 June 5,514 migrants were intercepted and 2,113 arrived in Italy from Tunisia[6].
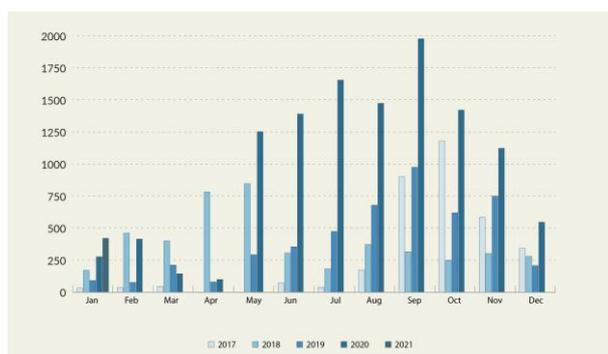
The reasons for the 2020 surge in migration from Tunisia are complex, due to a complex interplay of economic and social factors, including a worsening economic situation at home, poor career options, social repercussions of unemployment or underemployment. The COVID-19 pandemic had an impact on migration by exacerbating pre-existent trends, rather than acting as a standalone catalyst. The latest data confirm that irregular migration in 2021 will exceed the figures of 2020.

The sea route from Tunisia remains one of the most dangerous in the world. Shipwrecks and drownings are common occurrences. In 2020 more than 1,200 people died in the Mediterranean, according to the IOM. In the first three quarters of 2021, the Tunisian security services intercepted/ rescued close to 15,000 people, a sharp increase compared to the same period in 2020. Collusion between traffickers and certain security entities remains a reality. Italy is in constant dialogue with the Tunisian authorities to fight trafficking linked to irregular migration.

2.2   Problem Analysis

Priority Area and sectors

This part is applicable for both Tunisia and Libya:

The Action is based on the (draft) MIP outline – Multi-Country Migration Programme for the Southern Neighbourhood: "Strengthening migration and asylum governance and management", and is linked to priority area 2: 'Strengthening migration and asylum governance and management', which will be a key element to building mutually beneficial partnerships. Within this priority area, a specific objectives focuses on 'strengthening border management actions as part of a wider migration dialogue with partner countries with a focus on cross-border cooperation, whereby activities support the sustainable development of state institutions for border management in fragile border areas, involving the private sector, CSOs, and border communities, as well as institutional capacity to effectively carry out SAR operations at sea and in the desert'.

The Action has two components that support the development and enhancement of state institutions in Libya and Tunisia through a Training Academy and a MRCC. Separately, it will focus on the completion of the integrated surveillance network along the coast in different contracts with specialised Commission or EU Member States agencies in Libya.

Short problem analysis:

Libya component

The action builds on a request by the Ministry of Interior of the Government of National Unity on 17 April 2021 to EUBAM to develop a sustained training program for staff of the Ministry of Interior. A EUBAM supported mission further discussed this early June 2021 and a training matrix was subsequently developed.

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[6] Losing Hope. Why Tunisians are leading the surge of irregular migration to Europe (2020–2021), report by Global Initiative against transnational organised crime of December 2021.

The establishment of a training academy is in coherence with the provisions of the White Paper on Integrated Border Management, which has been developed by the Libyan National Team for Border Security and Management and EUBAM. The White Paper proposes a coherent set of measures aimed at preparing Libya for the implementation of a fully-fledged border security and management structure and system in the hands of the Libyan state.

Currently SAR activities are a responsibility of Libyan Coast Guard and Port Security (Navy under the Ministry of Defence), which is in charge for managing the MRCC. GACS and other authorities contribute with their personnel to increase the interagency coordination. The training of staff under the Libyan Ministry of Interior (MoI) for both sea and land border management is part of the SIBMMIL project. As a part of that action a container based Maritime Rescue Coordination Centre is being placed in Abu Seetha, the harbour of Tripoli, and a mobile centre will be delivered. However, it has become evident in the implementation of the SIBMMIL project, which started in December 2017, that in order to enhance the impact of the Search and Rescue operations organised by the Libyan Coastguard and the General Administration for Coastal Security under the coordination role by the MRCC, more needs to be done. The currently proposed objective aims to develop an intensive coaching programme to build upon the additional assets, which will be delivered under the SIBMMIL project. Capacity building and technical support can increase the number of people rescued in Search and Rescue activities and rectify shortcomings intensely criticised by NGOs and European parliament.

An internal Commission assessment study into incident analysis along the Libyan coast between November 2020 and March 2021 has shown that not only lack of assets but late response, lack of coordination and communication has contributed to failures in rescue and has led to high numbers of people who deceased. The delivery of equipment under the SIBMMIL needs therefore to be reinforced through a capacity development component. In this way, the numbers of people rescued in Search and Rescue activities can be significantly increased, thereby saving many lives that could otherwise be lost. It has also been demonstrated that closer cooperation is needed between the two operators for Search and Rescue operations at sea, namely the General Administration for Coastal Security and the Libyan Coast Guard, as well as with the international actors and neighbouring countries.

The proposed objectives are in line with the Options paper of the EU Integrated Approach to supporting the peace process in Libya, which was presented to the PSC Political and Security Committee on 16 June 2021[7].

Tunisia Component

The action builds on a request by the Tunisian Authorities to the Head of the Task Force Migration on 14 May 2020 to support components 1 and 2 of the current Action. Component 3 was added following a Technical Committee meeting on the 4 June 2021 at the premises of the Garde Nationale Maritime (GNM) on the feasibility study of the Border Management Programme implemented by ICMPD, whereby it was presented that the radar coverage of the Tunisian coast would require more time and budget for implementation.

It builds upon the ongoing interventions, lessons learned and emerging needs of the EU and Tunisia in the field of migration, which has focused under the North of Africa Window of the EUTF mainly on sea border management and strengthening Search and Rescue operations. The project is in line with the implementation and extension of the Regional Border Management Programme, implemented by ICMPD under two contracts between 2018 and 2024. It also builds upon the activities and results achieved under the Security Sector Reform programme (PARMSS), which includes the building of Command & Control Centres at the border with Libya and Algeria as well as a significant equipment and training injection. Finally, it is based on the project SAFEMED, which has been implemented by the European Maritime

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[7] EU Integrated Approach to supporting the peace process in Libya - Options paper, WK 7864/2021 INIT, Brussels 14 June 2021.

Safety Agency between 2016 and 2022 and arranges the establishment of procedures for international cooperation between the Mediterranean countries for safe passage at sea.

Although Tunisia has not yet declared a Search and Rescue zone and does not have an official MRCC, it coordinates SAR activities through the Operations Centre of the Service National de Surveillance Côtière (Tunisian Navy). The bilateral cooperation between Libya and Tunisia in the field of SAR could entail Standard Operational Procedures to enhance the coordination and a structured mechanism for cooperation and could include training, warning procedures and operations plans. The concept of such a "regional approach" should therefore be further investigated and discussed with the authorities of both countries.

More particular, the analysis around the three objectives of the Tunisia component are:

1.   Support the Tunisian Garde Nationale Maritime's training infrastructure (Training Academy)

Future (new) Officers of the GNM undertake their basic training at the Naval Academy and after this pass the general Officer training course of the Garde Nationale. This training does not include, for instance, the specific skills and knowledge requirements pertaining to international law in relation to Coast Guard functions or humanitarian intervention. Currently the GNM training facilities are obsolete and not equipped with the modern technology needed for an integrated surveillance system on vessels and at the shore to detect smuggling of goods and illegal trafficking of people. A discussion will be held with the Tunisian authorities about the alignment with the EU coast guard functions.

Non Commissioned Officers (NCOs) and Basic Ranks pass through the ordinary Garde Nationale courses before joining the GNM. Both Officers and NCO's only get certain specific maritime-related training in the Monastir Training Centre of the GNM. A fully dedicated and equipped Training Facility for new recruits and further learning is a critical stepping-stone to increasing the GNM's overall efficiency and effectiveness.

2.   Support the establishment of a Maritime Rescue Coordination Centre

Currently there is no MRCC in Tunisia but the coordination of SAR events is conducted by Tunisian Navy -Maritime Operations Centre. The official establishment of a MRCC is a necessary next step, together with the completion of the radar installations along the coast, and will contribute to implementing a Search and rescue region in Tunisia. The establishment of an MRCC would bring Tunisia's institutional set-up in line with the requirements set in the International Convention on Maritime Search and Rescue (SAR) of 1979 (as required by the Maritime Safety Committee of the International Maritime Organisation IMO). Countries with search and rescue zones under their responsibility are obliged to set up the shore installations This imposes considerable obligations on signatories of the Treaty and for this reason the Convention has not yet been ratified by Tunisia.

The numbers of people, who decease in shipwrecks while trying to cross the Mediterranean, remain high. The establishment of an MRCC will contribute to a reduction of this number.

3.   Complete the integrated surveillance system along the Tunisian coast

A feasibility study on the technical specifications as well as the costing of the radar installations along the Tunisian coast, which forms part of the Border Management in the Maghreb Programme (BMP) implemented by ICMPD, was conducted from September 2020 till May 2021. One of the main outcomes was that the project would need more resources and time for implementation. Therefore, component 3 constitutes effectively Phase III of the BMP, which was started in 2018 with a Tunisian component of EUR 25 million as a phase I, was followed up by a top-up under Phase II of EUR 10 million. The current contribution allows the project to be completed according to the feasibility study.

The integrated surveillance radar system is a necessary first step for the establishment of an MRCC, which – in parallel with the establishment of the Search and Rescue zone in front of the Tunisian coast – is part of this Action. The two elements both contribute to saving lives at sea.

Key cross-cutting issues applicable for Libya and Tunisia:

The Gender Action Plan III[8] and more specifically the Country Level Implementation Plan (CLIP) for Tunisia will provide critical elements that will be included throughout the implementation phase, thus ensuring that gender-specific challenges linked to migrant smuggling and trafficking of human beings, and irregular migration are addressed under both the Tunisia and Libya component. Around 25% of the migrants passing through Tunisia from countries that are struck by war, extreme poverty or climate change; while the majority of the Tunisian migrants come from deprived areas in the South-West of the country.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action

Libya component

There are different types of stakeholders on the Libyan side:

- Ministry of Interior: General Administration for Coastal Security (GACS); General Administration for the Security of Border Crossing Points (GASBCP); General Directorate for Combating Illegal Immigration (DCIM); General Administration for Passport, nationality and Foreign Affairs Department (PNFAD);
- Ministry of Defence: Land Border Guards (LBG) and Libyan Coast Guard and Port Security (LCGPS);
- Ministry of Finance: Libyan Customs Administration (LCA);
- Ministry of Transport: Ports and Maritime Transport Authority and Civil Aviation Airport Authority;
- Ministry of Communication;
- Border Management Working Group;
- EU institutions, such as EU Delegation, EUBAM and other EU Agencies;
- EU Member States;
- EUNAVFORMED Operation Irini;
- UN organisations, IOM, UNHCR, UNICEF and their partners (I)NGOs;
- ICMPD.

Indirect beneficiaries are migrants stranded at sea, as well as vulnerable migrants and those in need of international protection at the vessels and the disembarkation points.

Tunisia component

The main stakeholder on the Tunisian side of the action is the Garde Nationale Maritime (GNM) part of the Garde Nationale Tunisienne (GN) – an integral department of the Tunisian Ministry of Interior. The GN consists of around 15,000 staff working in 34 districts of which five are specifically for the GNM. The effectiveness of the operations of the GNM is the target of ongoing EU support through the Border Management Programme as well as the Security Sector Reform Programme which focuses on strengthening land border control.

The Initiative will target relevant Tunisian authorities, including:

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[8] See: JOIN 2020 17 final - EU Gender Action Plan (GAP) III – An Ambitious Agenda for Gender Equality and Women's Empowerment in EU External Action, https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final_en.pdf

- Ministry of Interior (main beneficiary):
  - DG Garde Nationale
  - Maritime National Guard/Coast Guard (GNM)
  - DG IT management
  - DG Telecommunications (incl. 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 Defence (limited to some very specific activities);
- Tunisian Navy
- Office of the Secretary of State for Maritime Affairs;
- EU institutions, such as EU Delegation, EUBAM and other EU Agencies
- EU Member States

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

3.   DESCRIPTION OF THE ACTION

3.1   Objectives and Expected Outputs

The overall objective of the Action is to contribute to the improvement of respective state services through the institutional development of the Maritime Rescue Coordination Centres and the Border Guard Training Academies in Libya and Tunisia aiming at improving migration and border management and search and rescue capacities, in full compliance with core international human rights standards.

The breakdown of specific objectives, outputs and activities is presented for two components separately.

Libya component

This part of the action is divided into two specific objectives:

1. The establishment of an operational Border Guard Training Academy (SO1)
2. The performance of the Maritime Rescue Coordination Centre is improved (SO2)

The outputs in relation to support a Border Guard Training Academy (SO1) are:

1.1 A detailed design plan for the Training Component based on a training needs analysis is developed;
1.2 The physical environment (infrastructure) of the future training academy is upgraded;
1.3 An operational Training Academy with well trained staff, trainees, a curriculum and equipment is in place;
1.4 The mechanism to facilitate the cooperation of the Libyan authorities with all stakeholders, EU agencies and neighbouring countries is established;
1.5 Training Academy Staff is fully aware and acting on the basis of core international human rights standards.

The outputs in relation to support the Maritime Rescue Coordination Centre (SO2) are:

2.1. A detailed plan for the MRCC based on a needs analysis;
2.2. The mechanism to facilitate the cooperation and operational capacity of the command and control centres of the GACS and LCG and their inter-operability under the MRCC is improved;

2.3. The MRCC is operational 24/7 with trained staff in a refurbished structure with functional equipment and trained staff;

2.4. The cooperation of the Libyan authorities with all stakeholders, EU agencies and neighbouring countries is enhanced;

2.5. MRCC staff is fully aware and acting on the basis of core international human rights standards in SAR operations.

Tunisia component

This part of the Action is divided into three specific objectives:

1. The Tunisian Garde Nationale Maritime's training infrastructure is improved (Training Academy) (SO3)
2. The establishment of an operational Maritime Rescue Coordination Centre (SO4)
3. The completed and fully operational integrated coastal surveillance system (SO5)

The outputs in relation to supporting the Coast Guard (GNM) training academy are (SO3):

3.1. A detailed design plan for the Training Academy including a training needs analysis for the curriculum, the training and the refurbishment is in place;

3.2. The physical training environment of the Garde Nationale Maritime is rehabilitated;

3.3. An operational Training Academy with well trained staff, trainees, a curriculum and equipment is in place;

3.4. The cooperation with the Tunisian authorities with all stakeholders, EU agencies and neighbouring countries is enhanced;

3.5. Training Academy Staff is fully aware and acting on the basis of human rights standards.

The outputs in relation to supporting a Maritime Rescue Coordination Centre (SO4) are:

4.1. A detailed plan for the MRCC is developed including a training needs analysis for the curriculum, the training and the equipment;

4.2. The MRCC is operational 24/7 in a physical structure with functional equipment and trained staff;

4.3. The cooperation of the Tunisian authorities with all national stakeholders, EU agencies and neighbouring countries on SAR is established;

4.4. MRCC staff is fully aware and acting on the basis of human rights standards and the principles of non-refoulement in SAR.

The outputs in relation to complete the integrated coastal surveillance system (SO5) are:

5.1. The surveillance system is completed along the Tunisian shore;

5.2. The staff is trained and able to use all the installed equipment.

3.2   INDICATIVE ACTIVITIES

Libya component

The indicative activities related to the five outputs to be delivered by this action for special objective 1, are:

Output 1.1
- To conduct a (training) needs analysis as well as the requirements of the training academy for land and sea border guards under all stakeholders referring to existing international best practices.

Output 1.2
- To refurbish physical infrastructure.

Output 1.3
- To upgrade the curriculum;
- To deliver the equipment and IT services necessary to underpin the training;
- To provide training of trainers on the new curriculum and equipment.

Output 1.4
- To advise on the development of institutional framework and protocols in Libya to cooperate with neighbouring countries and EU agencies;
- To promote setting up twinning activities with neighbouring countries and EU MS.

Output 1.5
- To implement training courses on human rights and the principles of non-refoulement standards.

The indicative activities related to the five outputs to be delivered by this action for special objective 2, are:

Output 2.1
- To conduct a (training) needs analysis of the staff as well as the requirements of the MRCC under all stakeholders.

Output 2.2
- To advise on the development of institutional framework and protocols in Libya to cooperate between MRCC and LCG.

Output 2.3
- To provide refurbishment of the MRCC;
- To provide additional equipment to MRCC to deliver SAR operations, including training;
- To coach the staff of Libya's MRCC 24/7 to be able to conduct SAR activities.

Output 2.4
- To introduce and practice Standard Operating Procedures in line with international standards;
- To train the implementation of specific operating procedures and cooperation agreement between all international actors in maritime SAR activities.

Output 2.5
- To implement training courses on human rights and the principles of non-refoulement standards in SAR operations.

Tunisia component

The indicative activities related to the five outputs to be delivered by this action for special objective 3, are:

Output 3.1
- To conduct a (training) needs analysis of the training of teaching staff as well as the requirements of the training academy under all stakeholders referring to existing international best practices.

Output 3.2
- To rehabilitate (or build) physical infrastructure capable of providing all required initial and continued training for both Officers and NCOs of the GNM;

- To upgrade the equipment and IT services;
- To provide training of trainers modules in the new curriculum and equipment for adequate pre- and in-service for the GNM.

Output 3.3
- To develop advisory services regarding the development of the institutional framework and protocols allowing for enhanced cooperation with neighbouring countries and EU agencies.

Output 3.4
- To support twinning arrangements with neighbouring countries and EU MS.

Output 3.5
- To implement training courses on human rights and the principles of non-refoulement standards.

The indicative activities related to the four outputs to be delivered by this action for special objective 4, are:

Output 4.1
- To conduct a (training) needs analysis of the staff as well as the requirements of the MRCC under all stakeholders.

Output 4.2
- To provide infrastructure for the MRCC;
- To provide equipment to MRCC to deliver SAR operations, including training;
- To coach the staff of Libya's MRCC 24/7 to be able to conduct SAR activities.

Output 4.3
- To advise on the development of requirements allowing for operational cooperation between the relevant Tunisian agencies and EU agencies;
- To advise and train on the development of the institutional framework and protocols to cooperate with neighbouring countries and EU agencies.

Output 4.4
- To implement training courses on human rights and the principles of non-refoulement in SAR operations.

The indicative activities related to the two outputs to be delivered by this action for special objective 5, are:

Output 5.1
- To construct and deliver equipment of the final part of the Coastal Surveillance Network.

Output 5.2
- To train the staff of the Garde Nationale Maritime.

3.3   Mainstreaming

The provided information applies for Libya and Tunisia.

Environmental Protection, Climate Change and Biodiversity

Outcomes of the Strategic Environmental Assessment (SEA) screening
The SEA screening concluded that no further action was required.

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

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 to the extent possible, taking into account the challenging and sensitive context in which the action will take place. This applies in particular for gender based awareness during all training activities and will be engrained in the training of the border guards, whereby the development of a separate gender unit will be advocated.

Human Rights

The proposed action is fully aligned to the existing EU human rights strategies and action plans. An increased capacity of Libyan and Tunisian authorities in securing their sea borders, preventing irregular departures of migrants from their coasts and search and rescue has to be accompanied by an increased awareness of those authorities of the importance to guarantee a treatment of migrants fully compliant with international obligations and standards. In this perspective, a migration management inspired by the full respect for human rights and international standards is an across-the-board objective of all activities covered by the project. The focus on human rights is part of the training and coaching programme, which will be monitored in the context of this action.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. This implies that the action is not considered relevant for inclusion of persons with disabilities.

Democracy

The action will take a serious and deliberate approach aiming at supporting Libyan counterparts to adhere to the principles for good governance such participation, inclusion, transparency as well as reinforcing accountability and contributing to democracy in Tunisia.

Conflict sensitivity, peace and resilience

The action will take a serious and deliberate approach to conflict sensitivity across all activities, including solid baseline analysis, application of good conflict sensitivity practice in the design and implementation of the action, and monitoring of conflict sensitivity. As such, the activities planned under the action will support Libya and Tunisia to address its own fragilities and to strengthen their resilience by supporting stronger governance of migration and borders policies to reduce unsafe and irregular routes and to support those in need of protection.

Disaster Risk Reduction

The action is not considered relevant for Disaster Risk Reduction.

3.4   Risks and Lessons Learned

The framework applies for Libya and Tunisia, unless separately mentioned.

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External environment	Increased insecurity and/or political instability hamper implementation of the action.	Medium	High	The action is coordinated with national stakeholders; where necessary, activities can be conducted remotely (capacity building, technical assistance) or prepared remotely (awareness campaigns) to avoid significant delays in the implementation or postponement of the action. Particularly for Libya the Berlin peace process and the elections in December are crucial in the progress of the Action. It will lead to continuous consulting with the EU Delegation, EUMS and all internal stakeholders.
	Lack of International Cooperation	Medium	Medium	The action will continuously seek cooperation with international actors, in particular EUBAM. Particular for Libya the various actors may have a direct influence on the progress of the Action.
	Health risks related to COVID-19 infections	Medium	High	The action is coordinated with the national health authorities; where necessary, activities can be conducted remotely (capacity building, technical assistance) or prepared remotely to avoid significant delays in the implementation of the action.
	Capacity development and training on EU provided equipment is of quality and appropriate	Medium	Medium	The action can only be implemented by partners from the EU both for the delivery of equipment as well as for the training; in this way avoiding the risk that third party organisations use the equipment for training and other purposes.
Planning, processes and systems	Activities are delayed due to conflicting priorities of the authorities.	Medium	Medium	The action is designed to allow adaptive programming of activities during implementation to respond to emerging and shifting priorities.
	Delays in the execution of construction or procurement and in the delivery and installation of equipment	Medium	Medium	The border authorities are committed to facilitate the construction and the procurement process and have the capacity to provide sufficient support to the procurement and technical teams.
	If respect for human rights and 'do no	High	High	Active focus on institution building, and a rights based approach to training

People and the organisation	harm' principle and access to basic services during and after SAR interventions will not be improved, then it will further damage the narrative and reputation of the EU			as well as engagement with CSOs and UN agencies in the intervention will change the treatment of migrants and hence positively change the reputation of the EU. The respect for human rights will influence the image of the Action for all international actors, such as INGOs and the European parliament. The EU will continue its dialogue with the Libyan authorities through all available channels to enhance the dialogue on human rights.
	The possibility that persons on the EU sanctions list have a presence in the action	**Medium**	**High**	The action can only be implemented with persons who are not on the sanctions list. This must be a part of the contractual agreement with the Implementing Partner on the implementation of the Action.
	Lack of cooperation between or responsiveness of targeted institutions and staff for technical assistance and/or capacity building activities.	**Low**	**High**	The action is designed in coordination with national stakeholders to ensure that activities are aligned to national priorities and needs. Continued policy dialogue with concerned institutions will raise the need for engagement of staff at all levels and the retention of staff whose capacities have been built to the extent possible.
Legality and regulatory aspects	The application SAR regulations will not be submitted in time by the Government to the IMO in London.	**Medium**	**High**	Based on the experience of previous actions in Tunisia, the action will coordinate closely with technical levels of Tunisian authorities to proceed with actions. (e.g. the adoption of administrative decrees in lieu of legislation; work with government authorities to submit the application papers to the IMO).

Lessons Learned:

Libya component

Some general lessons can be learned from previous actions in Libya in this sector.

- The persistent political and institutional instability in Libya remains a significant challenge and does not facilitate the tasks of the implementing organisation. This requires adoption of a flexible approach reacting to developments trough adjustments in the programme.

- The critical security conditions also have an impact on the project's implementation. Normal working contacts and meetings are difficult and often impossible to organise. Nevertheless, presence on the ground and building confidence for the implementing partner can make a significant difference.

- The commitment of the Libyan authorities to this project is crucial for the success of the project and the first phase of the project has in some cases been hampered by the lack of adequate local resources.

- The UN agencies and their partners have expressed the need to improve the information exchange and processing of data from the key Libyan stakeholders. Currently IOM and UNHCR are present at disembarkation points. The implementation of standard operational procedures related to the registration, the traceability and humanitarian conditions for migrants and refugees.

- The improvement of operational capability of the Libyan authorities in the field of maritime border surveillance also depends on the Libyan capacity to keep their own equipment, notably their naval assets, well-functioning and efficient with a sustainable programme for maintenance.

- The implementation of the other projects in the field of migration management has shown it is important to share information and work together with the main EU and international stakeholders in Libya, such as EUBAM Libya, EUNAVFOR MED-Op. Irini, Frontex, IOM and UNHCR.

- Continuous human rights due diligence and respect of human rights of migrants and refugees by the beneficiaries is significant aspect to be able to be able to advance in capacity building and technical support.

- Finally, given public interest in actions in Libya with the Libyan Coast Guard reporting mechanisms have been strengthened, to provide independent information, such as the Third Party Monitoring reports on the programmes' effectiveness and their compliance with and support of do-no-harm principles.

Tunisia component

Some general observations can be learned from existing EU interventions in Tunisia:

- A close dialogue with the relevant Tunisian actors is crucial in the implementation of the action.

- Whilst this programme focuses on Maritime border management, it is equally important to address the issue of irregular migration on land. Complementary, land border management actions, remain important in this respect and are seen as such.

- Participation of specialised EU agencies such as EMSA, Frontex is encouraged while remaining a key ambition of the EU.

- Infrastructure and equipment provision needs to be accompanied by training and/or capacity building as an aspect of organisational and internal reform.

- The implementation of this Programme involves a careful calibration and expectation management of all key stakeholders both inside and outside Tunisia.

3.5 The intervention logic

Libya component

The underlying intervention logic for this action in Libya works at 2 levels.

For the specific objective 1, the logic is that:

- *if* the Government can ensure adequate resources and staff for the training of the land and sea Border Guards; and
- *if* efficient coordination and networking structures are in place to recruit qualified candidates, including women, from all over the country; and
- *if* respect for human rights and the 'do no harm principle' stays at the forefront of all partners in the training academy, *if* the physical infrastructure of the academy is in place (output);
- *if* the academy is equipped with curricula, materials, equipment (output);
- *if* the academy staff have been trained and have the capacity to teach these new disciplines to cadets (output);

then the Libyan coast/border guard will have better quality staff who are able to do their job better, in line with required national and international standards.

With regard to the specific objective 2, the underlying logic is that:

- *if* the Libyan Coast Guards and the General Administration for Coastal Security has a surveillance system and operational assets; and
- *if* adequate standard operational procedures for coordination between the Libyan Coast Guards and the General Administration for Coastal Security are in place; and
- *if* a fully operational Maritime Rescue Coordination Centre is in place;

then Libya's ability to live up to its international SAR obligations and cooperation with neighbouring countries will be enhanced and more lives saved.

Tunisia component

The underlying intervention logic for this action in Tunisia works at 3 levels.

For the specific objective 3, the logic is that:

- *if* the Government can ensure adequate resources and staff for the training of the GNM; and
- *if* efficient coordination and networking structures are in place to recruit qualified candidates, including women, from all over the country; and
- *if* respect for human rights and the 'do no harm principle' stays at the forefront of our engagement in the training academy, *if* the physical infrastructure of the academy is in place (output);
- *if* the academy is improved with curricula, materials, equipment (output);
- *if* the academy staff have been trained and have the capacity to teach these new disciplines to cadets (output);

then the Tunisia's GNM training academy will be modernised and have better quality staff who are able to do their job better, in line with required national and international standards.

With regard to the specific objective 4, the underlying logic is that:

- *if* the GNM disposes of an integrated coastal surveillance system and operational assets; and
- *if* adequate standard operational procedures for coordination between the Navy and the Garde Nationale Maritime are in place; and
- *if* a fully operational Maritime Rescue Coordination Centre is in place;

then Tunisia's ability to live up to its international SAR obligations and cooperation with neighbouring countries will be enhanced.

With regard to the specific objective 5, the underlying logic is that:

- *if* the construction and the delivery of an integrated coastal surveillance system (including the required radars) has been completed; and
- *if* the training, inspection, control and integration of all stations and functionalities of the systems are complete;

then Tunisia will be better able to detect irregular maritime traffic and take the appropriate actions.

The Action will be implemented through direct and/or indirect management with Pillar Assessed entities in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. The selection of the implementing partner(s) will be based on proven established experience in capacity development of coast guard as well as experience in working with Tunisian authorities and EU agencies.

3.6 Indicative Logical Framework Matrix- The proposed Action is new to Libya and Tunisia and is taking place in a very sensitive context. As a result, the described activities, indicators, baselines and targets are indicative and will be further elaborated at the implementation stage, while sources of data are not yet known.

Results	Results chain: Main expected results [maximum 10]	Indicators [it least one indicator per expected result]	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To contribute to the improvement of respective state services through the institutional development of the Maritime Rescue Coordination Centres and the Border Guard Training Academies in Libya and Tunisia.	1. Number of state institutions and non-state actors supported on security, border management, countering violent extremism, conflict prevention, protection of civilian population and human rights (Result indicator 4.5.1, EURF)	0	To be determined during contracting stage	Government reports	*Not applicable*
Outcome 1 - Libya	1. The establishment of an operational Border Guard Training Academy	1.1 Extent to which a permanent physical infrastructure Training Academy is established and operational 1.2 Existence of a fully functional institute	Entity not established	To be determined during contracting stage	Government regulations	Government support by providing ground and infrastructure
Outcome 2 - Libya	2. The performance of the Maritime Rescue Coordination Centre is improved	2.1 Extent to which a permanent physical infrastructure for a Maritime Rescue Coordination Centre is in place 2.2 Extent to which procedures and protocols are in place and in use	To be determined during contracting stage	To be determined during contracting stage	Government regulations	Government support by providing ground and infrastructure
Outcome 3 – Tunisia	3. The Tunisian Garde Nationale Maritime's training infrastructure is improved (Training Academy)	3.1 Extent to which the Training Academy is refurbished/built 3.2 Existence of a fully functional institute	To be determined during contracting stage	To be determined during contracting stage	Government regulations	Government support by providing ground and infrastructure
Outcome 4 – Tunisia	4. The establishment of an operational Maritime Rescue Coordination Centre	4.1 Extent to which a permanent physical infrastructure for a Maritime rescue Coordination Centre is in place 4.2 Extent to which procedures and protocols are in place and in use	To be determined during contracting stage	To be determined during contracting stage	Government regulations	Government support by providing ground and infrastructure
Outcome 5 – Tunisia	5. The completed and fully operational integrated coastal surveillance system	5. Extent to which a permanent physical infrastructure for surveillance is in place	To be determined during contracting stage	To be determined during contracting stage	Reports from the RBM project T05.519 implemented by ICMPD	Project T05.519 implementation is progressing according to schedule

Output 1 related to Outcome 1	1.1. A detailed design plan for the Training Component based on a training needs analysis is developed	1.1 Acceptance by all key stakeholders of the inception report	To be determined during inception stage	To be determined during inception stage	All data on the existing infrastructure and courses	All data on the existing infrastructure and courses have been made available
Output 2 related to Outcome 1	1.2. The physical environment (infrastructure) of the future training academy is upgraded	1.2.1 No of buildings reconstructed to X standard 1.2.2 X type of equipment purchased installed and operational	To be determined during inception stage	To be determined during inception stage	Building inspection reports	Space for infrastructure is made available
Output 3 related to Outcome 1	1.3. An operational Training Academy with well trained staff, trainees, a curriculum and equipment is in place	1.3.1 Number of target beneficiaries trained, disaggregated by topic and sex (MIP Indicator 2.2.1) 1.3.2 number of curricula developed 1.3.3 Number of equipment items provided 1.3.4 Extent to which administrative procedures are established and in use	To be determined during inception stage	To be determined during inception stage	Government website with full overview of course curricula Exam performance is measured	Government is willing to make the info available
Output 4 related to Outcome 1	1.4. The cooperation of the Libyan authorities with all stakeholders, EU agencies and neighbouring countries is established	1.4.1 Extent to which administrative procedures are established and in use 1.4.2 The number of cooperation agreements signed between Libya and relevant stakeholders (disaggregated by stakeholder type.	To be determined during inception stage	To be determined during inception stage	International agreements	All international partners are willing to engage in international agreements
Output 5 related to Outcome 1	1.5. Staff is fully aware and acting on the basis of human rights and non-refoulement standards	1.5 The number of staff trained on human rights issues	To be determined during inception stage	To be determined during inception stage	Training/exam performance Registration lists	Government is willing to prioritise the topic
Output 1 related to Outcome 2	2.1. A detailed design plan for the MRCC	2.1 Acceptance by all key stakeholders of the inception report	To be determined during inception stage	To be determined during inception stage	All data on the existing infrastructure and courses	All data on the existing infrastructure and courses have been made available
Output 2 related to Outcome 2	2.2. Cooperation and operational capacity of the command and control centres of the GACS and LCG and their inter-operability under the MRCC is improved	2.2.1 Extent to which a permanent physical infrastructure for a Maritime rescue Coordination Centre is in place 2.2.2 Extent to which procedures for action at sea are in place and in use 2.2.3 Extent to which protocols between GACS and LCG are in place and in use	To be determined during inception stage	To be determined during inception stage	Government regulations	Willingness of all Libyan stakeholders to cooperate

Output 3 related to Outcome 2	2.3. The MRCC is operational 24/7 with trained staff in a refurbished structure with functional equipment	2.3.1 Number of coaching 24/7 sessions provided 2.3.2 Number of target beneficiaries trained, disaggregated by topic and sex (MIP Indicator 2.2.1) 2.3.3 Number of equipment items installed and operational	To be determined during inception stage	To be determined during inception stage	All data on the existing infrastructure and courses	All data on the existing infrastructure and courses have been made available
Output 4 related to Outcome 2	2.4. The cooperation of the Libyan authorities with all stakeholders, EU agencies and neighbouring countries is enhanced	2.4 The number of cooperation agreements signed between Libya and relevant stakeholders (disaggregated by stakeholder type)	To be determined during inception stage	To be determined during inception stage	International agreements	All international partners are willing to engage in international agreements
Output 5 related to Outcome 2	2.5. MRCC Staff is fully aware and acting on the basis of human rights and non-refoulement standards in SAR operations	2.5 The number of staff trained on human rights issues	To be determined during inception stage	To be determined during inception stage	Training /exam performance Registration lists	Government is willing to prioritise the topic
Output 1 related to Outcome 3	3.1. A detailed design plan for the Training Academy including a training needs analysis for the curriculum, the training and the refurbishment is in place	3.1 Acceptance by all key stakeholders of the inception report	To be determined during inception stage	To be determined during inception stage	Government website with full overview of course curricula	Government is willing to make the info available
Output 2 related to Outcome 3	3.2. The physical training environment of the Garde Nationale Maritime is rehabilitated	3.2.1 No of buildings reconstructed to X standard 3.2.2 X type of equipment purchased installed and operational	To be determined during inception stage	To be determined during inception stage	Government measures Building inspection reports	Space for infrastructure is made available
Output 3 related to Outcome 3	3.3. An operational Training Academy with well trained staff, trainees, a curriculum and equipment is in place	3.3.1 Number of target beneficiaries trained, disaggregated by topic and sex (MIP Indicator 2.2.1) 3.3.2 number of curricula developed 3.3.3 Number of equipment items provided, installed and functional 3.3.4 Extent to which administrative are established and in use	To be determined during inception stage	To be determined during inception stage	Training manuals, performance in exams is measured Registration lists	Information is available in the data bases
Output 4 related to Outcome 3	3.4. The cooperation of the Tunisian authorities with all stakeholders, EU agencies and neighbouring countries is enhanced	3.4 The number of cooperation agreements signed between Libya and relevant stakeholders (disaggregated by stakeholder type)	To be determined during inception stage	To be determined during inception stage	International agreements	All international partners are willing to engage in international agreements

Output 5 related to Outcome 3	3.5. Staff is fully aware and acting on the basis of human rights and non-refoulement standards	3.5 The number of staff trained on human rights issues	To be determined during inception stage	To be determined during inception stage	Training /exam performance Registration lists	Government is willing to prioritise the topic
Output 1 related to Outcome 4	4.1. A detailed plan for the MRCC is developed including a training needs analysis for the curriculum, the training and the equipment	4.1 Acceptance by all key stakeholders of the inception report	To be determined during inception stage	To be determined during inception stage	All data on the existing infrastructure and courses	All data on the existing infrastructure and courses have been made available
Output 2 related to Outcome 4	4.2. The MRCC is operational 24/7 in a physical structure with functional equipment and trained staff	4.2.1 Extent to which a permanent physical infrastructure for a Maritime rescue Coordination Centre is in place 4.2.2 Number of equipment items provided 4.2.3 Number of target beneficiaries trained, disaggregated by topic and sex (MIP Indicator 2.2.1) 4.2.4 Extent to which administrative procedures are in place and in use	To be determined during inception stage	To be determined during inception stage	Government measures Building inspection reports	Project T05.519 implementation is progressing according to schedule
Output 3 related to Outcome 4	4.3. The cooperation of the Tunisian authorities with all stakeholders, EU agencies and neighbouring countries is established	4.3 The number of cooperation agreements signed between Libya and relevant stakeholders (disaggregated by stakeholder type	To be determined during inception stage	To be determined during inception stage	International agreements	All international partners are willing to engage in international agreements
Output 4 related to Outcome 4	4.4. MRCC staff is fully aware and acting on the basis of human rights and non-refoulement standards in SAR	4.4 The number of staff trained on human rights issues	To be determined during inception stage	To be determined during inception stage	Training /exam performance Registration lists	Government is willing to prioritise the topic
Output 1 related to Outcome 5	5.1. The surveillance system is completed along the Tunisian shore	5.1 The status of the overall surveillance network along the Tunisian coast	Partially installed surveillance system- to be determined further during inception stage	Fully tested and operational surveillance system	Reports from the RBM project T05.519 implemented by ICMPD Verification by external parties	Project T05.519 implementation is progressing according to schedule
Output 2 related to Outcome 5	5.2. The staff is able to use all the installed equipment	5.2 Number of target beneficiaries having access to training, disaggregated by topic and sex (MIP Indicator 2.2.1)	To be determined during inception stage	To be determined during inception stage	Reports from the RBM project T05.519	Project T05.519 implementation is progressing according to schedule

4. IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

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

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 84 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 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[9].

4.3.1 Indirect Management with a Member State Organisation, EU specialised agency or international organisation

This action may be implemented in indirect management with one or more entity(ies), which will be selected by the Commission's services using the following criteria: core competences in this file such the nature of the action, operational capacity, value added, transparency, absence of conflict of interest and previous implementation capacity in the country.

The implementation by this(ese) entity(ies) entails full implementation of the action as indicated in point 3 of the present document.

4.3.2 Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances (one alternative second option)

If the implementation modality under indirect management, as described under 4.3.1, cannot be implemented due to circumstances outside of the Commission's control, this action may be implemented in direct management (procurement).

4.4 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).

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[9] 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.

4.5 Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Component Libya	
Specific Objective 1: Support to the MRCC composed of	
Indirect management – cf. section 4.3.1	**8 000 000**
Specific Objective 2: Support to the Training academy composed of	
Indirect management – cf. section 4..3.1	**12 000 000**
Component Tunisia	
Specific Objective 3: Support to the Training academy composed of	
Indirect management – cf. section 4.3.1	**10 000 000**
Specific Objective 4: Support to the MRCC composed of	
Indirect management – cf. section 4.3.1	**10 000 000**
Specific Objective 5: Completion of the integrated coastal surveillance system composed of	
Indirect management – cf. section 4.3.1	**5 000 000**
Evaluation – cf. section 5.2 **Audit** – cf. section 5.3	will be covered by another Decision
Communication and visibility – cf. section 6	N.A.
Totals	**45 000 000**

4.6 Organisational Set-up and Responsibilities

A Project Steering Committee (PSC) will be set-up per contract. It will be chaired by the Commission and the beneficiary countries and will involve part-taking EU Member States, EEAS and 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 implementation of the action under the specific contract, including assessment and exchanges of good practices. The PSC will provide an overarching framework for discussing emerging priorities. The results of the consultation process will, on one hand, inform the formulation of possible additional project 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.

The coordination at national level will mainly include Commission services as well as EEAS, EU Member States, relevant EU agencies, national authorities and international organisations. The main stakeholders will unite in a Project Steering Committee where the implementation of the actions and related capacity building will be coordinated and approved. Since the Action relates to the security sector, (I)NGOs will not be involved.

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 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.

5. PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

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 results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the log-frame matrix.

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).

Roles and responsibilities for data collection, analysis and monitoring are under indirect management for the implementing partner.

As stated in the Better Regulation, to be comprehensive, the monitoring system put in place must also cover the objectives of the action. Implementing partners' monitoring system is therefore expected to measure, and report, on progress in relation to the planned outputs, outcomes and impact of the action by means of RACER (Relevant, Accepted, Credible, Easy, Robust) and SMART (Specific, Measurable, Achievable, Realistic, Time-related) indicators related to a baseline situation. A balanced indicator system should also include both quantitative and qualitative indicators as well as gendered indicators to be able to monitor gender equality.

The proposed action is partly new to Libya and Tunisia. It takes place in a very sensitive political context. As a result, the activities, indicators, baselines and targets described are indicative and will be further elaborated at the implementation stage, while sources of data are not known. Establishing corresponding baselines and targets for each indicator selected will be the responsibility of implementing partners' and this information will be provided at contracting level (at the latest at the end of the inception phase). If a baseline survey is deemed necessary, correlated periodic and/or final studies to collect results data during and/or at the end of implementation will need to be envisaged. Such surveys can be financed under the regular budget of the action and should be budgeted accordingly at contracting level (through specific budget lines identified for this purpose).

The Monitoring system put in place will collect and analyse data to inform on progress towards achievement of planned results to feed decision-making processes and to report on the use of resources. Result-based reporting will hence be used to foster the active and meaningful participation of all stakeholders involved in the action. In this sense, result-based reports will be presented and discussed during the action's steering committee or any other relevant coordination mechanisms established in the framework of this action.

5.2 Evaluation

Having regard to the importance of the action, a mid-term or a final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

In case a mid-term evaluation is envisaged, it will be carried out for learning purposes, in particular with respect to the intention to launch a second phase of the action when relevant.

The Commission shall inform the implementing partner at least 30 days in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a Financing Decision.

5.3   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.

6.   COMMUNICATION AND VISIBILITY

Communication and visibility is a contractual obligation for all entities implementing EU-funded external actions to advertise the European Union's support for their work to the relevant audiences.

To that end they must comply with the instructions given in the Communication and Visibility Requirements of 2018 (or any successor document), notably with regard to the use of the EU emblem and the elaboration of a dedicated communication and visibility plan, to be completed for every action at the start of implementation.

These obligations apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries or entrusted entities. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and contribution agreements.

Communication and visibility measures may be funded from the amounts allocated to the action. 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 concerned EU Delegation/Office fully informed of the planning and implementation of specific visibility and communication activities before work starts. 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 communicating on Team Europe Initiatives, the EU and its Member States can rely on the specific guidance on the Team Europe visual identity.