EU EMERGENCY TRUST FUND FOR STABILITY AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND DISPLACED PERSONS IN AFRICA

EU Trust Fund for Africa

NORTH OF AFRICA WINDOW

First Monitoring Report
June 2019

EU EMERGENCY TRUST FUND FOR STABILITY AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND DISPLACED PERSONS IN AFRICA

NORTH OF AFRICA WINDOW

First Monitoring Report
June 2019

EU Trust Fund for Africa

ACKNOWLEDGEMENTS

Contact details:
Dr. Jacqueline Berman
Senior Advisor, M&L
jacqueline.berman@icmpd.org

International Centre for Migration Policy Development (ICMPD)
Gonzagagasse 1
A-1010 Vienna
www.icmpd.com

TABLE OF CONTENTS

Section V.   75
EUTF NOA Early Implementation: Main Findings
and Challenges

EUTF NOA Implementing Partner Reports   77

ACRONYMS

#	Number
AECID	Spanish Agency for International Cooperation for Development, Spain
AFD	French Development Agency, France
AICS	Italian Agency for Development Cooperation, Italy
BMPM	Border Management Programme for the Maghreb region
CESVI	Cooperazione e Sviluppo (cooperation and development) Participatory Foundation and NGO, Italy
CRIs	Core Relief Items
CRW	Cross-Window
CSOs	Civil Society Organizations
DG DEVCO	European Commission Directorate-General for International Cooperation and Development
DG NEAR	European Commission Directorate-General for Neighbourhood and Enlargement Negotiations
DRC	Danish Refugee Council, Denmark
DRK	German Red Cross, Germany
EC	European Commission
EF	Expertise France, France
EG	Egypt
ENABEL	Belgian Development Agency (Former BTC), Belgium
ERMCE	Enhancing the Response to Migration Challenges in Egypt
EU	European Union
EUD	European Union Delegation
EUTF	European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (also EUTF for Africa)
FIIAPP	International and Ibero-American Foundation for Administration and Public Policies, Spain
GIZ	German Agency for International Cooperation, Germany
GNA	Government of National Accord, Libya
GRDR	GRDR Migration-Citizenship-Development, France
HIMS	Households International Migration Survey
HKs	Hygiene Kits
ICMPD	International Centre for Migration Policy Development
IDP	Internally Displaced Person
ILO	International Labour Organization
INGOs	International Non-Governmental Organisations
INS	National Institute of Statistics, Tunisia
IO	Immediate Outcomes

IOM	International Organization for Migration
IPs	Implementing Partners
IT	Italy
LF	Logical Framework (Log Frame)
LNA	Libyan National Army
LY	Libya
M&L	Monitoring and Learning
M	Million
MA	Morocco
MC2CM	Mediterranean City-to-City Migration
MdM	Médecins du Monde, France
MoI	Ministry of Interior
MSs	Member States
MSMEDA	Micro, Small and Medium Enterprises Development Agency, Egypt
N/A	Not Available/Applicable
NCW	National Council for Women, Egypt
NFIs	Non-Food Items
NGO	Non-governmental organisation
NOA	North of Africa
OFII	Office of Immigration and Integration, France
ONM	National Observatory for Migration, Tunisia
OTE	Office of Tunisians Abroad, Tunisia
QIPs	Quick Impact Projects
RDPP	Regional Development and Protection Programme
REF	Research and Evidence Facility
REG	Regional
SCI	Save the Children International
SNM	National Migration Strategy of Tunisia
SpO	Specific Objective
StO	Strategic Objective
TN	Tunisia
ToRs	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
VHR	Voluntary Humanitarian Return

Section I.

THE EUROPEAN UNION EMERGENCY TRUST FUND FOR AFRICA

I.1. The European Union Emergency Trust Fund for stability and addressing the root causes of irregular migration and displaced persons in Africa

In 2014 and 2015, the Mediterranean region experienced "an unprecedented increase in the number of refugees and other migrants, many of them fleeing protracted conflicts in Africa and the Middle East, particularly the war in Syria" attempting to enter the European Union (EU).[1] These groups frequently crossed the Mediterranean Sea along its eastern, western and central routes in order to reach EU territory and request asylum.[2]

In response to this crisis situation, in November 2015 the EU Member States (EU MSs) and African states convened in Valletta to discuss how to address the challenges stemming from the refugee crisis, committing to jointly developing effective responses to migration and building shared migration governance systems. Building on existing migration mechanisms under the Rabat and Khartoum processes and the EU-Africa Dialogue on Migration and Mobility, the Migration Summit aimed to develop pathways for addressing the mixed migration flows in the Mediterranean and across Africa and Europe on the one hand, while also strengthening cooperation for a better migration management. A key component of the Summit was the establishment of the EU Emergency Trust Fund for stability and addressing the root causes of irregular migration and displaced persons in Africa (EUTF).

European and African partners developed the EUTF both to support the objectives and implement the activities of the Valletta Action Plan that emerged from the Summit. The EUTF was also designed to complement existing mechanisms and financial instruments of the longstanding and comprehensive EU-Africa partnership.[3] The Trust Fund aims to address ongoing crises in Africa, specifically in the Sahel and Lake Chad region, the Horn of Africa and in parts of North Africa that lead to instability, irregular migration, and displacement.

---

1 Torelli, Stefano. Migration through the Mediterranean: Mapping the EU Response. European Council on Foreign Relations. Accessed 27 May 2019.
2 The central route refers to the sea journey from North Africa to Italy; the eastern route to reaching the EU by crossing from Turkey to Greece; and the western route to crossing by sea from Morocco to Spain.
3 EUTF Strategic Orientation Document. Accessed 12 April 2019.

I.2. EUTF Strategic Priorities

In parallel with adoption of the EUTF at the Migration Summit, African and European leaders endorsed a Strategic Orientation Document. This document lays out the EUTF's overall objective of addressing the crises in the above regions, while naming four strategic lines of action and objectives for the EUTF:

I.   Greater economic and employment opportunities.

II. Strengthened resilience of communities and in particular the most vulnerable, as well as refugees and displaced people.

III. Improved migration management in countries of origin, transit and destination.

IV. Improved governance and conflict prevention and reduction of forced displacement and irregular migration.

Section II.

EUTF NORTH OF AFRICA MONITORING AND EVALUATION FRAMEWORK

II.1. EUTF North of Africa Window Priority Actions

For the North of Africa (NOA) window, the Strategic Orientation Document of the EUTF prioritised *Objective III. Improved migration management in countries of origin, transit and destination.* This is in line with North Africa's historic role as both a region of transit for migrants seeking to reach Europe and a region of destination for labour migration from other parts of Africa and the Middle East. Algeria, Egypt, Libya, Morocco, and Tunisia are also, to a lesser degree, countries of origin for migration to Europe. North Africa was at the core of the migration crisis that emerged in 2014. The region now acts as a "complex migratory hub" of origin, transit and destination for people from throughout Africa forced from their homes by "war, conflict, discrimination, and those seeking to improve their opportunities and to build a better future".[4]

The EUTF strategic orientation document outlines both the strategy for the North of Africa window and the concrete measures planned for its implementation. It aims to improve migration management by prioritising five strategic objectives, and funding initiatives aimed toward their achievement.

These strategic objectives include:

(i)   Promoting rights-based migration governance;

(ii)   Advancing mutually beneficial legal migration and mobility;

(iii)   Ensuring protection for those in need;

(iv)   Addressing the key drivers of irregular migration, while promoting voluntary return and reintegration;

(v)   Improving information and protection of vulnerable migrants along migratory routes.

These strategic priorities also reflect those of the Valletta Political Declaration, the Joint Valletta Action Plan, the European Agenda on Migration, and the reviewed European Neighbourhood Policy. The EUTF supports multiple implementing partners in developing and leading programmes and projects aimed at contributing to furthering these five strategic objectives across the North of Africa region.

---

4 Mixed Migration Hub (2018) The Central Mediterranean Route: The Deadliest Migration Route. *In Focus 2*. March 2018. Accessed 13 April 2019.

II.2. Drivers of a Monitoring & Learning Framework for the North of Africa Window

Monitoring the progress and results of the EUTF's NOA programmes as a means of more effectively steering EUTF actions in the NOA, as well as to ensure accountability more broadly, the Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR) contracted the International Centre for Migration Policy Development (ICMPD) to support their efforts to build a Monitoring and Learning (M&L) framework for the EUTF NOA. With the assistance of ICMPD, DG NEAR developed the operational framework for the North of Africa window of the EUTF based on the five Strategic Objectives set forth in the Strategic Orientation Document. The Operational Framework was approved by the Operational Committee of the EUTF NOA on 18 December 2016.

Following approval of the framework, ICMPD is supporting DG NEAR and the implementing partners in developing and aligning their logical frameworks with the NOA M&L Framework, collecting their project progress, and providing aggregated data to DG NEAR on said progress. DG NEAR and the Directorate-General for International Cooperation and Development (DG DEVCO) are also assessing EUTF results through a separate, independent, third-party evaluation process.

The NOA M&L Framework is also a result of recommendations from the European Court of Auditors (ECA). Following an audit of EU external migration spending in Southern Mediterranean and Eastern Neighbourhood countries, the ECA recommended that EU-funded cooperation on migration be systematically linked to the EU policy framework on migration. The ECA report also pointed to weaknesses in the monitoring function and the need to systematically monitor external migration initiatives, as well as to comprehensively document and communicate their results.[5] In 2017, the ECA conducted a performance audit of the EUTF itself, assessing its design, implementation and early results. Among other observations, it found the objectives of the EUTF to be very broad and that most performance indicators covered only a small number of the objectives and were inconsistent across levels.[6] The ECA also noted a lack of robust, consistent quantitative data. These points led the EU institution to recommend further development of the monitoring system for the EUTF.

---

5 European Court of Auditors (2016) Special Report No 9/2016: EU external migration spending in Southern Mediterranean and Eastern Neighbourhood countries until 2014. 17 March 2016. Accessed 23 May 2019. See also December 2018 report.
6 European Court of Auditors (2018) Special report no 32/2018: European Union Emergency Trust Fund for Africa: Flexible but lacking focus. 5 December 2018. Accessed 23 May 2019.

This project is funded by
the European Union

This project is implemented by

ICMPD
International Centre for
Migration Policy Development

II.3. Overview of EUTF NOA M&L Framework Structure and Logic

As noted above, the main purpose of the EUTF NOA M&L Framework is to provide DG NEAR with a structure they can use to formulate, steer and monitor the progress of programmes and projects financed by the EUTF NOA and provide data that can support measurement of EUTF results in the NOA. The intervention logic is structured into results matrices, complemented by appropriate indicators and data sources, baseline data and targets, as well as reporting frequency. All EUTF NOA projects implementers are requested to align their logical frameworks with the NOA M&L Framework, either during the project proposal or project inception stage, and identify appropriate indicators for planned project outputs and immediate outcomes; collect data to assess and verify progress against indicators; and report on a quarterly basis to DG NEAR on project progress (Figure II.3).

Figure II.3. Structure of EUTF NOA Intervention Logic
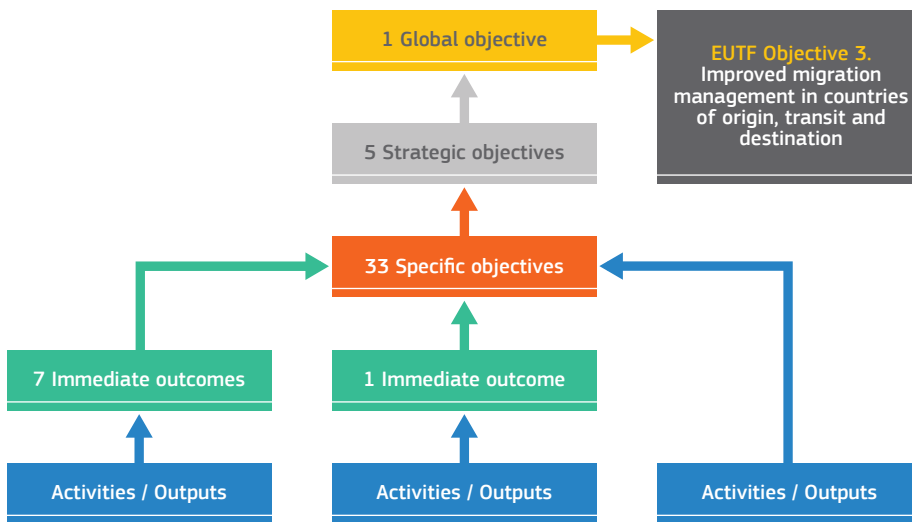
II.4. Purpose of Report

The present report focuses on the work of the EUTF in the NOA, in particular the progress of implementing partners in terms of project implementation and early outputs or results. It also includes a dashboard overview of implementation of EUTF-supported projects in the NOA to date, including details pertaining to location, budget and implementing partner(s). The EUTF supports different numbers and types of projects in NOA countries and at the regional and cross-window levels, each of which is at a different point in its implementation. This report provides an overview of implementation and results to date in NOA countries and regionally, based on those projects that provided monitoring reports before the end of May 2019. In a few instances, some implementing partners supplemented their data through the end of July 2019.

This report is not meant to draw conclusions nor assess the performance of implementing partners as, to this end, the EU will continue to use the standard monitoring instruments (e.g. ROM, etc.).

II.5. Report Limitations

The first monitoring report on implementation of the EUTF NOA is based on analysis of approximately forty-three (43) narrative progress reports from implementing partners leading EUTF NOA-supported projects in the region. While some projects did report some quantitative data, future reports will include a more robust set of quantitative output and immediate outcome data by country.

The results presented in this report should be considered in the context of three limitations:

1. The country- and regional-level analysis is based only on those implementing partners who provided narrative progress reports to DG NEAR by May 2019.

2. Not all implementing partners submitted a progress report, and those reports which were submitted differed in terms of the amount of data they provided. This reflects the following: there is no standard reporting template for such reports; each project is at a different point in their contracting and implementation; each report covered a different period of time; and reports included various levels of detail about work undertaken, at the discretion of the implementing partner. The analysis reflects only those data available at the time of writing.

3. Each project and each logical framework is structured somewhat differently, as implementing partners are not requested to employ a standard logical framework template. Future reports will include more standardised data, structured and aggregated by output and, where applicable, by immediate outcome.

Despite these limitations, this report includes a robust set of both qualitative and quantitative data from a substantial number of projects in the NOA region. They reveal how early implementation is taking shape in the NOA as well as what contributions supported projects and programmes will make to the EUTF NOA Strategic Objectives.

AN OVERVIEW OF EUTF PROJECTS IN THE NORTH OF AFRICA

III.1. EUTF Projects in the North of Africa

The EUTF has made a significant commitment to addressing the root causes of instability and irregular and unsafe migration and forced displacement from, through, and to the NOA region as well as to supporting rights-based migration management in the region. This includes committing some € 586.2 million to 53 different projects in Libya, Morocco, Tunisia and Egypt and to regional/multi-country and cross-window projects (Figure III.1.a and Figure III.2.a).[7] Other key characteristics of the EUTF NOA portfolio of projects include:

- Fifty-three (53) projects developed, thirty-seven (37) projects contracted;

- Libya receives the largest number of projects (17) and over 48 per cent of the total funds committed;

- United Nations (UN) agencies are implementing the largest number of contracted projects (12 projects contracted, plus several more committed to or under negotiation), which account around 39 per cent of the overall of the EUTF NOA budget funds committed;

- UN agencies, with 15 projects contracted or under negotiation (28 per cent of all projects and 39 per cent of funds committed

- About 80 per cent of contracted projects (leaving aside nine technical assistance facilities, beyond the scope of alignment) have been aligned with the EUTF NOA Strategic Objectives (StOs) and Specific Objectives (SpOs) and are well poised to contribute to these strategic-level objectives.

---

[7] The data in this chapter come from the EUTF NOA implementing partner logical frameworks and narrative monitoring reports submitted to DG NEAR and shared with ICMPD by May 2019. In a some cases, a few projects updated their data through the end of July 2019 to further capture work in the field.

Figure III.1.a. EUTF NOA Projects by Number of Projects and Funds Committed*

Morocco
5 Projects
68.6 M

Tunisia
4 Projects
12.8 M

Libya
17 Projects
281.9 M

Egypt
7 Projects
60 M

● **Regional**
14 Projects
113.9 M

● **Cross-window**
6 Projects
47.1 M
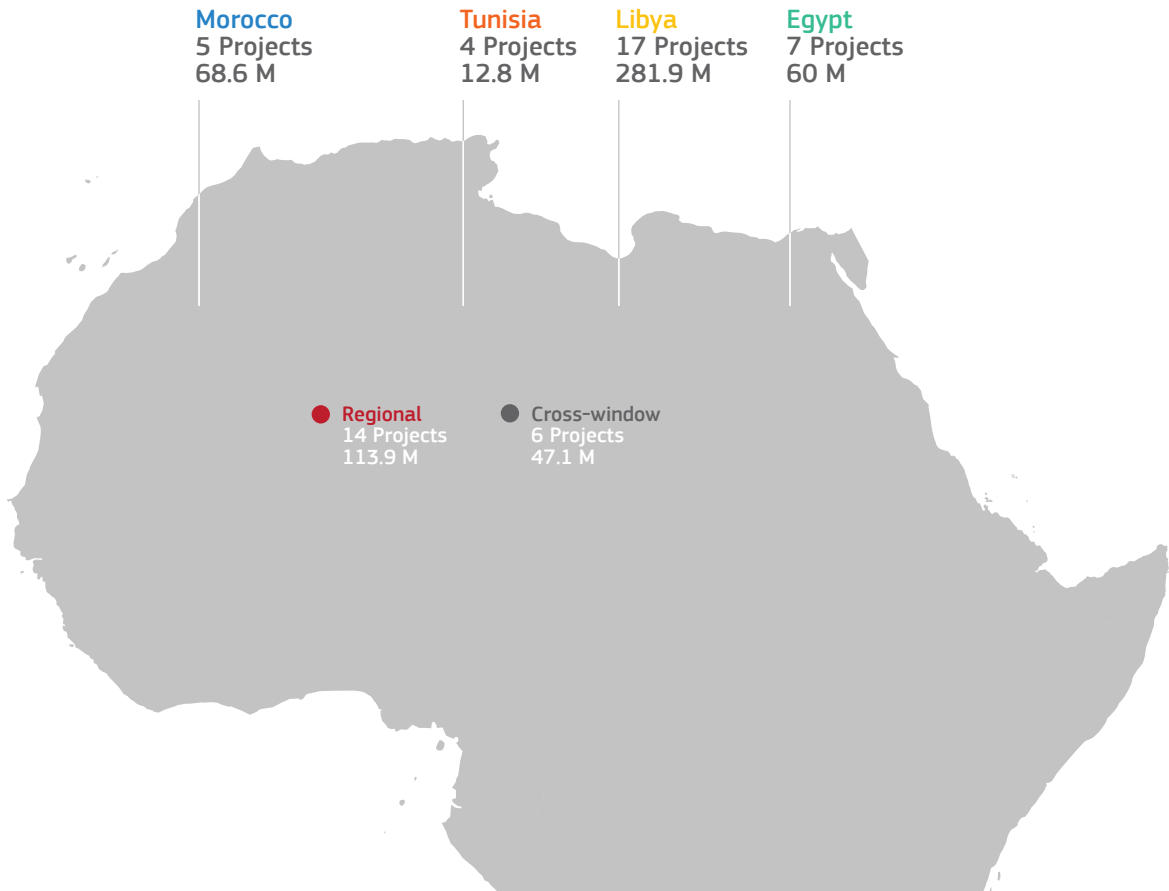
Budgets committed, i.e. contracted or still under negotiation. Source: DG NEAR.

Section III. An Overview of EUTF Projects in the North of Africa

III.2. EUTF NOA Project Budgets

As of June 2019, the EUTF had committed more than € 586.2 million to 53 different projects in North African countries, or through regional/multi-country and cross-window projects (Figure III.2.a).[8] Some € 419 million in EUTF funds have been contracted and plans are in place to contract approximately another € 167.2 million to projects in the region.

Figure III.2.a. EUTF NOA Budget Commitments and Payments
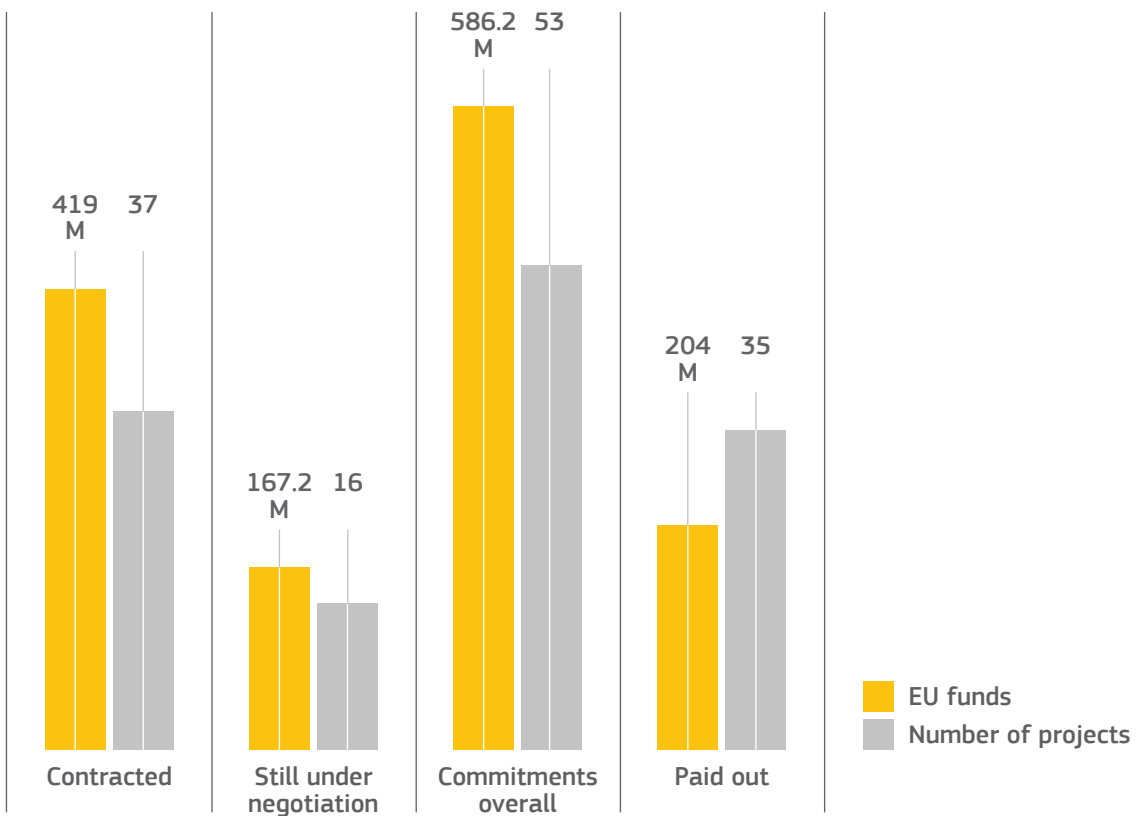
In particular, nearly half of all EUTF funds are committed to Libya to address migration-related issues (Figure III.2.b). Almost 30 per cent of funds are committed to projects that are either regional/multi-country or cross-window in scope, aimed at providing more coverage and support to the region as a whole.

---

8 As noted, this includes all service contracts.

Figure III.2.b. Distribution of EUTF Projects by Country and Budget Commitment

Egypt
60 M
10%

REG & CRW
162.9 M
28%

Libya
281.9 M
48%

Tunisia
12.8 M
2%

Morocco
68.6 M
12%
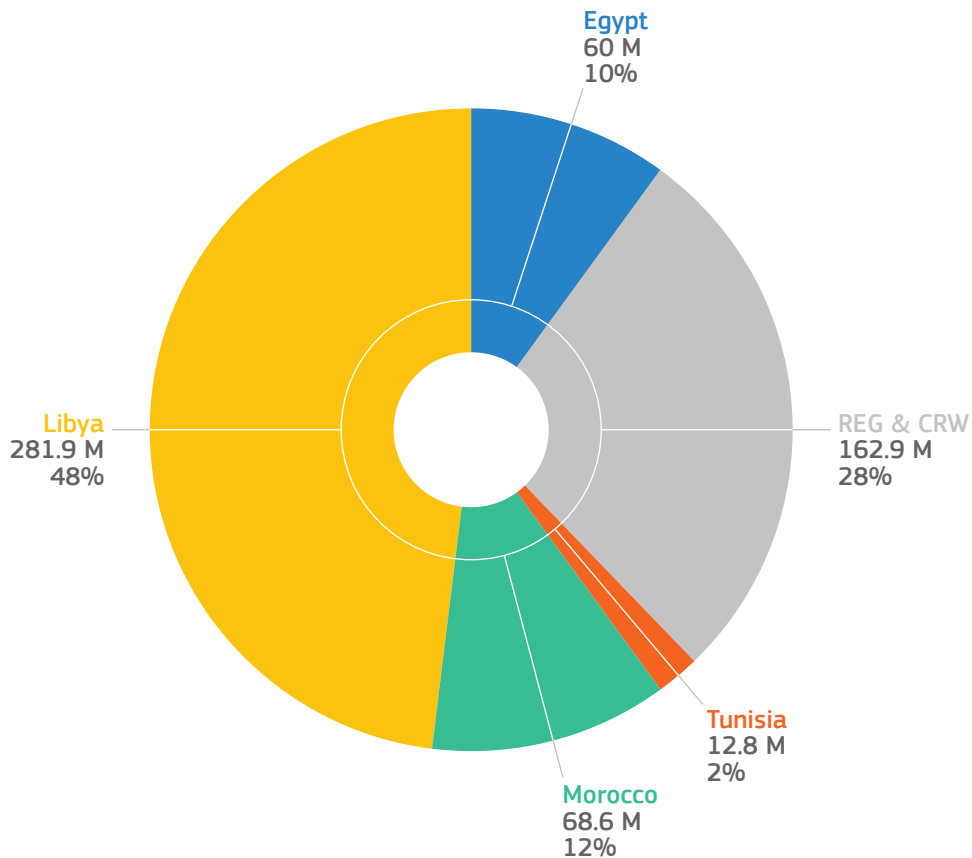
Libya also receives the greater share of projects, 17 of a total 53, largely due to its unstable and complex political and humanitarian situation, which has exacerbated migration from, through, and to the country (Figure III.2.b). These circumstances prompted swift EUTF contracting and project implementation, so that implementing partners could initiate implementation and begin to provide emergency assistance in Libya. Morocco follows with the second biggest share of the EUTF committed funds, supplemented by additional regional border management programmes that further increase the country's allocation. Morocco is followed by Tunisia and Egypt respectively of EUTF funds committed. The 20 regional/multi-country or cross-window projects receive about 28 per cent of the total EUTF funds committed. These regional/multi-country projects focus on such issues as migration capacity building to improve policy and practice; the role of cities and peer-to-peer exchange in municipal migration policy; border management; and partnerships with other countries in other EUTF windows to improve migration management.

This project is funded by
the European Union

This project is implemented by

ICMPD
International Centre for
Migration Policy Development

III.3. Implementing Partners

The EUTF is working with myriad partners in the NOA. These include UN agencies, EU MS aid agencies, North African and European government ministries, other International Organisations (IOs) and International Non-governmental Organisations (INGOs) (Figure III.3.a).

Figure III.3.a. EUTF NOA Implementing Partners by Type, Project, and Percentage of Funds Committed*

1.3 M
0.2%

13.7 M
2.3%

118.5 M
20.3%

225.8 M
38.6%

132.9 M
22.7%

15.5 M
2.7%

76.7 M
13.1%

UN Agency
15 Projects

Other
2 Projects

n.a
3 Projects

Governmental Aid Agency
12 Projects

Governmental Ministry
7 Projects

International Organization
7 Projects

International NGO
7 Projects

*n.a. denotes commitments to projects where an implementing partner has yet to be identified
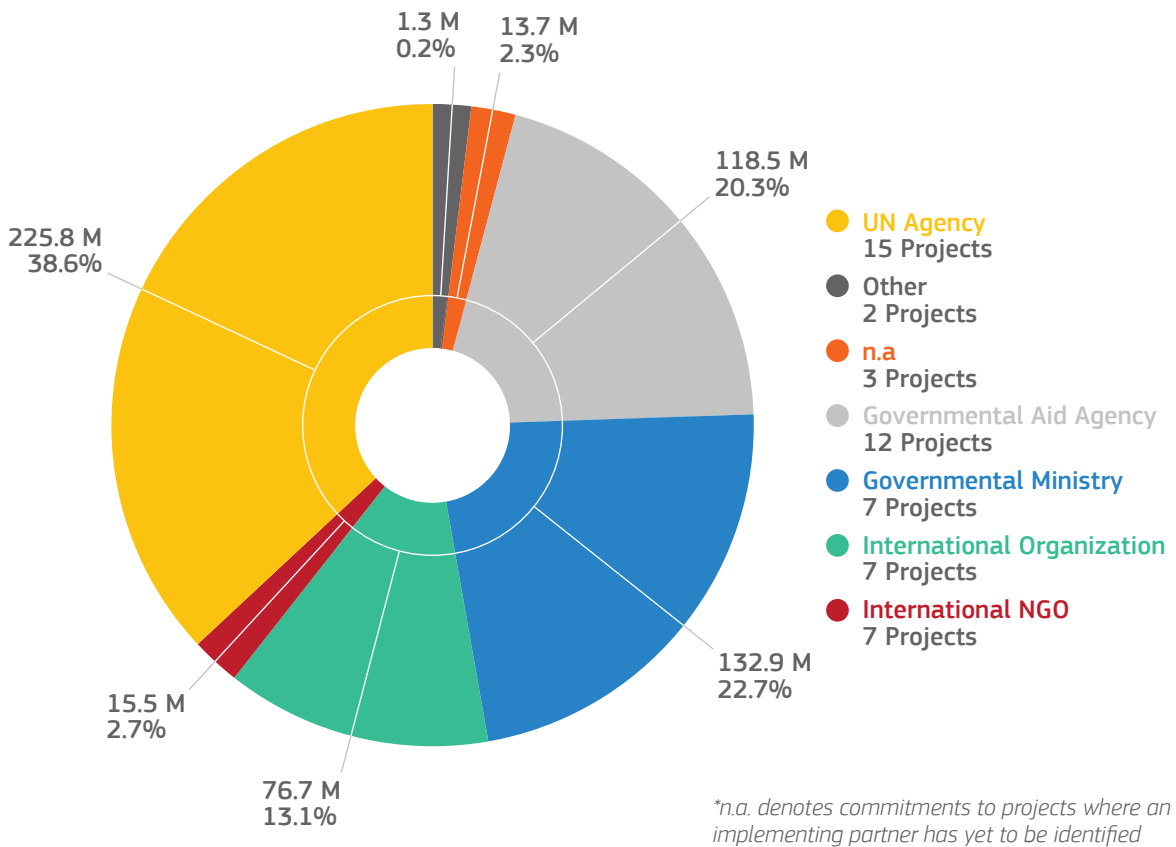
The most common lead implementing partners are (1) UN agencies, with 15 projects contracted or under negotiation (28 per cent of all projects and 39 per cent of funds committed), and (2) EU MS aid agencies, with twelve projects (23 per cent of projects and 20 per cent of funds committed). Following these are government ministries, which lead seven projects (13 per cent of all projects and 23 per cent of total funds), other IOs with seven projects (13 per cent of all projects and 13 per cent of total funding), and INGOs, also with seven projects – 13 per cent of all projects and nearly three per cent of funds committed. The 'Other' category refers to specialised service providers of technical assistance; their share in funding is a negligible 0.2 percent.

UN agencies are also the largest partner for the EUTF in the NOA, not only by funds contracted (45 per cent of all funds), but also by per cent of funds already dispersed (83 per cent) (Figure III.3.b).

Figure III.3.b. EUTF NOA Implementing Partners by Budget (contracted/paid) and Number of Projects
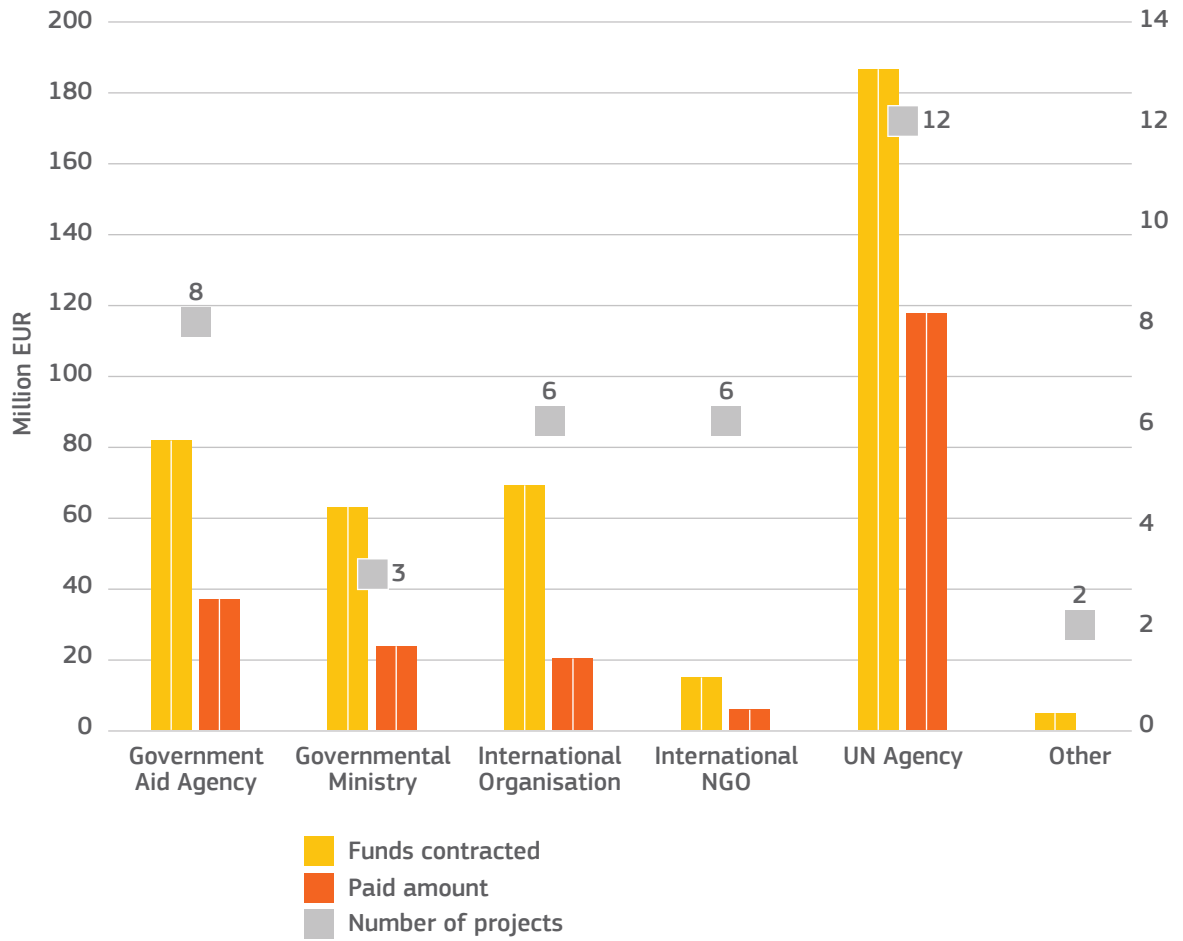
This project is funded by
the European Union

This project is implemented by

ICMPD
International Centre for
Migration Policy Development

III.4. Logical Framework Alignment

A key component of each project involves the development of a logical framework ("log frame"). The log frame lays out the objectives of each project as aligned with the EUTF NOA Strategic and Specific Objectives. The log frame also describes a project's planned outputs and outcomes, establishing corresponding indicators, which each project will use to track progress towards specific targets (and change over baseline, also included in the log frame). Upon signing a contract or during the Inception Phase, each implementing partner is requested to align the log frame with the EUTF NOA M&L Framework. In this process the implementing partners are supported by the ICMPD M&L team, which also offers support on streamlining the frame into a reasonable number of SMART indicators to reduce the burden on implementing partners and increase the quality of data collected and reported. This can also be challenging, as it is often difficult for implementing partners to identify the baseline from which they are working and thus to include an accurate (or any) baseline in their log frames. To date, 93 per cent of projects have been aligned, or are in the process of being aligned, with the EUTF NOA M&L Framework (Figure III.4).

Figure III.4. EUTF NOA Projects Aligned with the M&L Framework
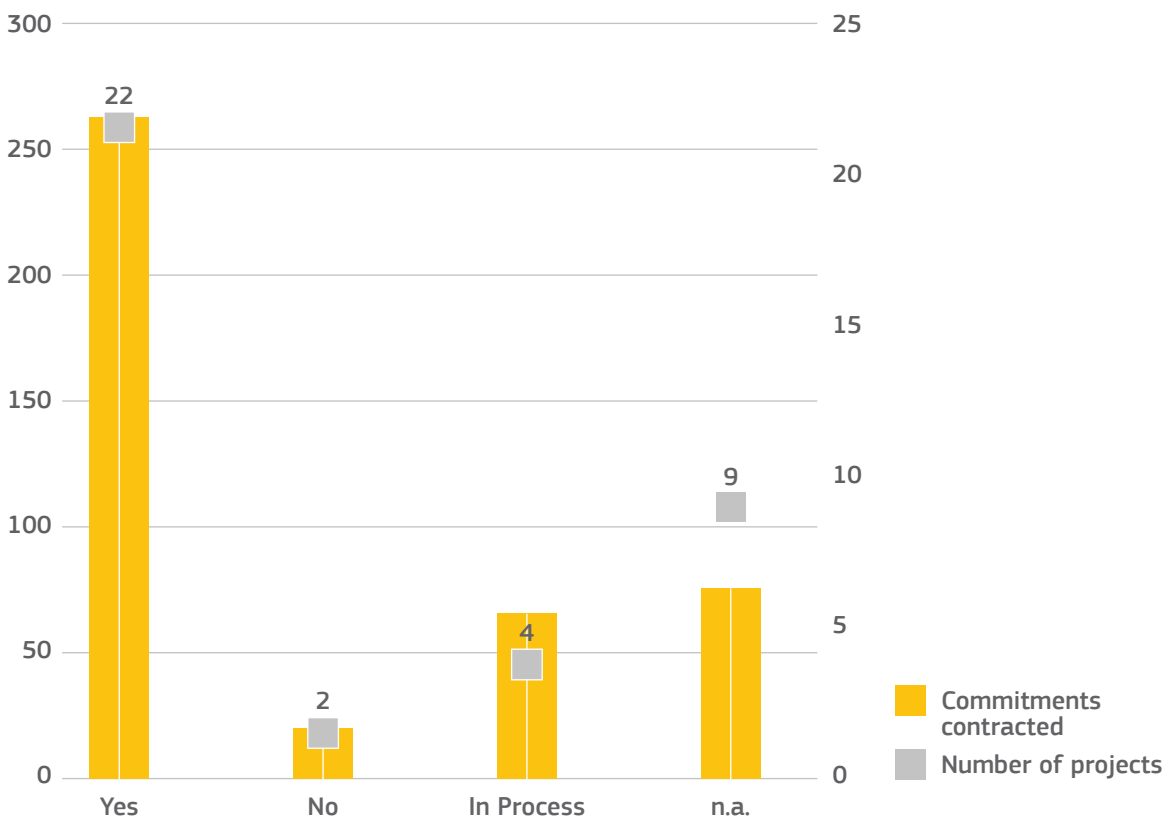
This project is funded by
the European Union

This project is implemented by

ICMPD
International Centre for
Migration Policy Development

III.5. EUTF NOA Strategic and Specific Objectives

The EUTF strategy in NOA aims to contribute to the EUTF *Objective III. Improved migration management in countries of origin, transit and destination.* For the NOA, Objective III has five Priority Actions, each with their own Strategic Objective (Figure III.5).

Figure III.5. EUTF NOA Projects by Strategic Objective

StO 5:
Mitigate vulnerabilities arising from irregular migration & combat irregular migration:
7 projects

StO 1:
Foster rights-based migration governance systems:
7 projects

StO 2:
Increase mutually beneficial legal migration and mobility:
3 projects

StO 4:
Foster a more inclusive social & economic environment & stability:
9 projects

StO 3:
Strengthen protection & resilience of those in need:
9 projects

Section IV.

QUALITATIVE VIEW OF IMPLEMENTATION OF THE EUTF NOA BY COUNTRY AND REGIONAL/MULTI-COUNTRY/CROSS-WINDOW

Implementation of EUTF NOA strategies and projects varies considerably from country to country, and at the regional/multi-country and cross-window levels. This variation reflects priorities and partnerships developed to meet individual country and regional migration situations, and to support the sustainability of projects and results. The complex situation migrants and local communities face in Libya, for example, led the EUTF to focus and accelerate implementation of projects providing emergency assistance to migrants and host communities in the country. In Morocco and Tunisia, the pace of implementation and completion of outputs reflects both the significant timelines required to formalise partnerships with regional governments and the diversity of the respective government priorities. In Egypt, the EUTF–funded programme is not yet operational as contracts are not yet signed.

In especially Morocco, Tunisia and Egypt, the need to develop close governmental partnerships and the types of projects prioritised – for example, capacity building to develop and extend infrastructure and staff resources needed to respond to migrant and host community needs – require longer timelines for implementation. Progress in these countries thus varies with implementation, but all projects are still at a relatively early point in each of these three countries. At the regional/multi-country and cross-window levels, the phase of implementation also varies, with one project already completing a full 12 months of activities and successfully producing several outputs, while others are still focused on preparatory work and are in a relatively early phase of implementation.

The rest of this section of the report assesses implementation by country and at the regional/multi-country and cross-window levels, that is, Libya (IV.1), Morocco (IV.2), Tunisia (IV.3), Egypt (IV.4) and regional/multi-country/cross-window (IV.5). It is followed by a discussion of some initial trends that have begun to emerge across projects (Section V).

This project is funded by
the European Union

This project is implemented by

ICMPD
International Centre for
Migration Policy Development

IV.1. Libya

IV.1.1. Country Summary

Since its inception, the EUTF has focused on the complex and rapidly shifting migration situation in Libya. This aligns with the European Commission's *Joint Communication on migration along the [Central Mediterranean Route] CMR* (January 2017), which, along with other instruments, puts addressing Libya's "governance and security challenges", improving regional stability, and finding "an effective and sustainable" response to Libya's migration challenges at the centre of EU priorities in the region.[9] In line with this prioritisation, EUTF NOA investment in addressing migration governance challenges and improving protection for migrants and displaced persons has been significant, notably larger than for any other country in the NOA, both by number of projects and total funding (see Section III).

Since at least the 2011 Civil War and the overthrow of the four-decade rule of Colonel Muammar Gaddafi, Libya has faced ongoing, multi-factional conflict, chaos and a dysfunctional public sector. In an effort to address instability and irregular migration involving Libya, the EUTF NOA has prioritised projects in three key areas: (1) protection of vulnerable groups and those in need (with € 134.7 million EUTF funds *committed*), (2) community stabilisation (€ 92 million *committed*), and (3) security and border management (€ 42.2 million and € 45 million *committed* respectively).

In the protection area, EUTF NOA projects in Libya are working to increase the protection space for vulnerable migrants and refugees, including through emergency assistance to those in detention centres, at disembarkation points and in urban areas. Implementing partners are helping to develop local and international capacities and infrastructure needed to provide emergency assistance, while also providing this assistance through the distribution of core relief items (CRIs) (such as blankets, hygiene kits (HKs), cloths, and emergency food provision only in specific circumstances), provision of medical care, protection services for such vulnerable groups as children and victims of human trafficking, voluntary humanitarian return (VHR), and evacuation of refugees, among other activities. This support helps stabilise and increase the resilience of migrants and refugees in Libya. Host communities can also benefit from this direct assistance where relevant.

In the community stabilisation area, the EUTF NOA supports projects that aim to improve the living conditions of host communities through the rehabilitation of basic services infrastructure and improvement of social cohesion, community security, and job creation. Such projects in turn increase and improve the integration of migrants, refugees and internally displaced persons (IDPs) in the country.

The EUTF has also supported strengthening the Libyan borders. The EUTF NOA is supporting a partnership between Libya and the Italian Government to strengthen border management and respect for migrant and refugee rights as a strategy for improving national security for Libya and its neighbours around the Mediterranean. Under the first phase of the Integrated Border Management programme, the objective is to strengthen General Administration of Coastal Security's (GACS), an agency under the Libyan Ministry of

---

9 European Commission (2017) Migration on the Central Mediterranean route: Managing flows, saving lives. Brussels, 25 January 2017 JOIN (2017) 4 final. See also, for example, European Council (2017) Malta Declaration by the members of the European Council on the external aspects of migration: addressing the Central Mediterranean route. 3 February 2017. Accessed 12 May 2019.

Interior, law enforcement capacity and search and rescue operations by providing trainings, including on human rights, refurbishing ships, increasing search and rescue skills, and helping to develop a maritime rescue coordination centre.

Despite working in a very challenging environment, most of the EUTF NOA projects have been in the field since 2017 and are well advanced in their implementation. In the majority of cases, projects are delivering their planned outputs, sometimes even serving more individuals and families than planned. These accomplishments rely on the ability of the implementing partners to deploy strategies that facilitate implementation in this complex, unstable, insecure and fast-moving environment. These includes flexible programme and project designs that have built-in capacity to respond to shifting conditions in the field, as well as implementing partner efforts to address a full range of needs in the country – from emergency assistance and resilience building to community stabilisation. Two specific examples include (1) emergency funds that can be used to meet migrants' most immediate needs, and (2) quick impact projects (QIPs) to help build infrastructure identified by local communities as needed to help improve living conditions.

Strategic and Specific Objectives. As noted, the EUTF-supported project objectives in Libya work towards addressing needs arising from conflict, instability, a weak public sector, insecurity at borders and throughout the country, and a deteriorating humanitarian situation countrywide. As such, they align with the Strategic Objectives of the EUTF NOA Framework. More specifically, the protection-focused projects in Libya aim to contribute to EUTF NOA **Strategic Objective 3**. *Strengthen protection and resilience of those in need.* The community stabilisation projects contribute to **Strategic Objective 4**. *Foster a more inclusive social and economic environment and stability in the region*, while the security and border management projects contribute to **Strategic Objective 5**. *Mitigate vulnerabilities arising from irregular migration and combat irregular migration* (see Section III).

IV.1.2. Contextual Factors Affecting EUTF NOA Projects

As noted, it was in Libya that the EUTF NOA made its first (critical) interventions in response to national instability and its exacerbating effects on migrants and refugees from across Africa along the CMR and on the way to Europe.

In this environment, it is not surprising that a number of key factors affected implementation of EUTF NOA-supported projects in Libya. Some of the primary factors identified by implementing partners as impacting their work include (1) the ongoing conflict, (2) the current legal framework, and (3) local attitudes toward migrants.

- **Ongoing conflict.** Since at least the 2011 Civil War, Libya has been plagued by political instability, factional splits, competing governments and has "struggled to remain unified".[10] In 2015, the UN convened talks between rival groups and helped create a unity government and presidency council. This has not, however, mitigated the conflict nor brought much needed stability to the country. To date, the conflict over territorial and natural resources (especially oil) continues, particularly between the internationally recognised and UN-backed Government of National Accord (GNA) and the House

---

10 Rowan, Mattisan (2019) Libya Timeline: Since Qaddafi's Ouster. United States Institute of Peace. 12 February 2019. Accessed 19 April 2019.

of Representatives, which supports the Libyan National Army (LNA) and its leader General Khalifa Haftar. To a lesser degree, the self-proclaimed Islamic State forms an additional destabilising force in the country, especially in some coastal cities.[11]

- Since 2015, conflict in Libya has continued to re-emerge at different points in time always with a notable impact on project implementation in the country. For example, on 26 August 2018 violent clashes erupted between various armed groups in southern Tripoli, which escalated and spread throughout the area creating heightened violence for numerous weeks.[12] This made it necessary for implementing partners to evacuate and continue operations via remove project management until approximately early October 2018. In April 2019, the LNA launched an incursion in the west to seize Tripoli, which was resisted by the GNA resistance and led to escalating violence in the region. This also derailed plans for EU-UN-backed political dialogue and elections. To date, the situation remains unstable as conflict, violence and displacement continue.

For migrants and refugees as well as host communities, the situation in Libya remains deeply unstable. Some 1.1 million people in need of humanitarian assistance in Libya have very "limited or no access to basic commodities or essential services" and are in need of humanitarian assistance and protection.[13] As of the end of July 2019, this included some 764,111 people of concern (POC)[14], 50,722 registered refugees and asylum seekers, 268,629 Libyan IDPs and 444,760 IDP returnees.[15] Further, migrants and refugees in detention centres face severe violations of their rights and freedoms, often being held indefinitely, without access to lawyers or the judicial system, and subject to significant abuses – from deprivation of food and water and medical care to forced labour and torture. The situation is exacerbated by the absence of any functioning legal framework or rule of law, coupled with increased criminality, including human trafficking and smuggling which sees irregular migrants and refugees smuggled through Libya on the way to Europe.

As noted, access to basic food, shelter, education, and medicine has become increasingly difficult for migrants and refugees. Their plight is compounded by the absence of operational public institutions and functional infrastructure, critically damaged by the conflict, which further impedes access to any remaining basic services available from the government or outside groups.[16] On the ground, neither private nor public institutions have been able to fully restore power, water, sanitation, education, health or other basic services.[17]

For the EUTF NOA implementing partners, the conflict has had a significant impact on project implementation – and has also demonstrated an innovative and flexible approach to implementation

---

11 Council on Foreign Relations. Civil War in Libya. Global Conflict Tracker. Accessed 11 April 2019.

12 Relief Web (2018) Tripoli: Joint Rapid Situation Overview Libya, 21 September 2018. Accessed 14 April 2019.

13 UNHCR 2019 Planning Figures: Libya. Accessed 21 April 2019.

14 UNHCR deems refugees, IDPs, asylum seekers, and stateless persons, as well as some other vulnerable groups that do not strictly fit these criteria to be "person of concern."

15 UNHCR. UNHCR Libya Update, 09/08/19. Accessed 14 August 2019.

16 The EUTF is focusing on addressing migration-related issues as well as work to increase resilience and self-sufficiency. The EU Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) supports broader efforts to assist with the humanitarian situation in Libya.

17 Council on Foreign Relations. Civil War in Libya. Global Conflict Tracker. Accessed 11 April 2019.

that requires real time responses to the complex conditions faced in a conflict zone. Ongoing and escalating violence in various parts of Libya (for example, in Sabratha, Sebha, Ghat, al-Kufra in October 2017) has led to the adjustment, postponement or intensification of key project activities. For instance, the project team from the Italian Ministry of the Interior implementing *Support to Integrated Border and Migration Management in Libya* had to delay planned activities aimed at enhancing border surveillance capacity in the south of the country due to regional insecurity. In another case, the International Organization for Migration (IOM) changed the location of planned activities due to conflict and instability and adapted project design and partners to the changing circumstances in the country, thus demonstrating flexibility and strong contingency planning which allowed implementation to continue despite the instability.

Two further implementing partners reported that the armed conflict led them to intensify key activities in order to be able to respond to and meet needs on the ground. For example, active fighting in Sabratha in October 2017 led to the transfer of 14,500 migrants, refugees, and asylum seekers to Zuwara, Sabratha assembly point, Ghariyan, Tajoura and other towns near Tripoli. This large influx overwhelmed existing capacity in the area. The United Nations Children's Fund (UNICEF) was able to respond efficiently, producing immediate, additional resources to procure and distribute supplementary food and non-food items (NFIs) to children. In response to conditions in the field and following a decision taken at the AU-EU-UN Summit in Abidjan in November 2017 and the creation of the AU-EU-UN Task Force, IOM scaled up their operations in Libya, which included an increase in the capacity of their Voluntary Humanitarian Return (VHR) operations. They had originally planned to provide VHR to 15,000 migrants in Libya over the entire three-year intervention period, but ultimately assisted some 15,000 migrants in the project's first year alone in order to address the shifting situation on the ground.

- **Libya's legal framework.** Libya currently has two key laws that affect migrants to and transiting through the country – the law *Regulating Entry, Residence and Exit of Foreign Nationals to/from Libya* and the law on *Combating Irregular Migration*. The former levies fines on and mandates deportation of persons entering or residing in the country as an "illegal", while the latter jails and then deports all 'unauthorised migrants'. Neither law is aligned with the various international human rights treaties to which Libya is a signatory.[18]

  Two key implementing partners, the United Nations High Commissioner for Refugees (UNHCR) and UNICEF, reported that the existence and current interpretation of these two laws has hampered implementation of the protection-related activities that form the core of their projects. The Gathering and Departure Centre (GDF) has proven a particular challenge for UNHCR, whom had been working

18 **Law No. 6 (1987) Regulating Entry, Residence and Exit of Foreign Nationals to/from Libya as amended by Law No. 2 (2004).** Under Article 19 of Law No. 6 (1987), fines and/or imprisonment are foreseen for any person providing false information or documents; entering the country or residing in it illegally; violating the conditions/regulations of a visa and/or overstaying a residence visa; and remaining in the country after having been ordered to leave. Article 17 of the same law establishes grounds for the deportation of non-citizens whom have entered the country without a valid visa; overstayed their residence permit; had their visa revoked; and/or been sentenced to expulsion by a court.

Law No. 19 (2010) on Combating Irregular Migration regulates detention as indefinite. However, it does not do so explicitly. Article 6 provides that unauthorised migrants are to "be put in jail" (without specifying detention length) and then deported after serving their sentences. Whereas the provisions are unclear de jure, the irregular migrants are de facto deprived of their freedom for indefinite duration on a regular basis. This mandatory detention of irregular migrants and forced labour as one of its provisions are not in line with Libya's obligations under the international human rights treaties it has ratified.

to rehabilitate this facility as part of their project *Reinforcing International Protection and Delivery of Assistance to refugees, asylum seekers, IDPs, returnees and host communities in Libya*. UNHCR planned, for example, to ensure freedom of movement for GDF occupants, a core UNHCR and international principle. Citing these laws, however, local authorities would not guarantee freedom of movement for migrants. Intensive discussions with the relevant authorities were not able to resolve this difference and forestalled UNHCR from taking up their planned role.

UNICEF also reported similar challenges, especially in relation to opening their Transitional Care Centre (TCC) for children. During negotiations with various Libyan authorities, UNICEF pressed for the TCC to be an open centre for youth, and for youth to be appointed legal guardians, as aligned with international standards. Libyan officials wanted to limit the age of the children admitted to the centre to no more than ten years. They also wanted to appoint the Department of Combating Illegal Migration as their legal guardians and to post armed guards at the Centre, which would, in effect, turn it into a closed centre. UNICEF has not yet come to a resolution with the local authorities on this issue and to date, the TCC has not opened.

- **Local attitudes toward migrants.** Some EUTF NOA implementing partners discretely identified instances of local intolerance or xenophobia against sub-Saharan refugees, asylum seekers, and migrants in detention centres and in the country more broadly as an issue affecting project implementation. These attitudes appeared to affect the ability of implementing partners to provide direct individual and household support to vulnerable groups in Libya, especially migrants. Some implementing partners reported that such attitudes hampered their efforts to implement various key project activities, for example, accessing migrant detention centres and providing needed monitoring and services to detained migrants, establishing safe shelters for migrants and providing direct cash assistance to migrants and refugees, which they deem the most effective way to help these groups meet their most immediate needs. In response, one implementing partner specified that they do not report locally on their activities, especially on the distribution of cash to migrants and refugees in urban areas, so as to reduce the impact of local attitudes on their ability to address the needs of these vulnerable groups.

> **Good Practice**
>
> **Flexibility in the Field**
>
> Flexibility and responsiveness to conditions in the field is a hallmark of EUTF NOA implementing partners in Libya. UNICEF, IOM, and UNHCR, among others, have all responded to outbreaks of violence or conditions of instability by swiftly adapting their plans, activities and implementation strategies in real time. IOM, for example, was able to rapidly scale up their VHR operations in response to demand, returning some 15,000+ migrants to their countries of origin over a four-month period. UNICEF responded to intensified fighting in Sabratha by distributing emergency supplies to children in the area. It is this ability to respond to rapid change that has enabled these and other implementing partners to meet urgent needs in Libya, thus contributing to the EUTF NOA strategic objectives.

IV.1.3. Implementation Strategies and Status

In Libya's complex, unstable political and security environment, implementing partners have had to develop flexible, real time and responsive strategies to ensure they can implement projects effectively. As discussed, some sample strategies employed include planning to facilitate scale-up where needed, project flexibility, budgeting contingency funds and implementation of quick impact projects:

- **Scale-up.** As already noted, IOM planned for, and was able to carry out, scale-up for their Libyan VHR operations in response to significant demand. They planned for and thus were able to implement rapid scale-up that far exceeded their original capacity. IOM reported providing VHR to over 15,000 migrants over four months of EUTF-supported operations, a number far exceeding the planned provision of VHR to 15,000 people over three years.

- **Flexible approach.** UNICEF was able to adapt its work plan and budget to respond to the needs of more than 14,500 migrants, refugees and asylum seekers transferred to Zuwara, the Sabratha assembly point, Ghariyan, Tajoura and other towns near Tripoli. This followed intensified fighting which created an urgent and unexpected humanitarian situation in Sabratha. UNICEF procured and distributed essential nutrition supplies to vulnerable children, spearheaded water and sanitation activities, and distributed children's clothing in the various detention centres.

- **QIPs.** Five of the EUTF NOA implementing partners are using "quick impact projects" as a strategy for conducting some of their work in Libya. These QIPs are primarily infrastructure projects and focus on community-driven needs, thus increasing their relevance and supporting stability in Libya more broadly:

  - **The Italian Agency for Development Cooperation (AICS)** plans to implement QIPs in education, health and water across 24 municipalities.

  - **The German Corporation for International Cooperation (GIZ)** has identified 15 QIPs to (1) equip and train environmental offices on water and public health testing and use of lab kits, (2) rehabilitate, build or equip public facilities, and (3) establish women's training centres.

  - **IOM** has completed 12 of a planned 60 QIPs, which have focused on infrastructure rehabilitation and provision of basic services.

  - **The United Nations Development Programme (UNDP)** has used QIPs to address community needs and engender 'social peace'. In Sabratha, for example, they are working to improve human security by installing streetlights within the city.

  - **UNHCR** targeted 25 QIPs and implemented 62 QIPs focused on health, education and water in a first project in Libya (with another 140 QIPs targeted in a second phase of work).

The international organisations and aid agencies implementing QIPs all seek to work with local partners, although some have not yet been able to identify appropriate cooperating organisations.

IV.1.4. Progress on Outputs and Immediate Outcomes

EUTF-supported outputs in Libya are clustered around the three aforementioned areas of investment: protection, community stabilisation, and security and border management. The focus in Libya has been on responding to the complex and often dangerous situations facing migrants and refugees. Meeting these needs requires an increased focus on emergency assistance (also called 'operational assistance'), which leads to achieving outputs more rapidly than in other types of projects. For example, capacity building projects require the development of governmental and other partnerships, recruitment of staff, and development of training curricula, thus entailing longer timelines for implementation. The EUTF's focus on real time responsiveness to the rapidly shifting and unstable situation in Libya has meant that to date substantial progress has been made on outputs.

Protection. Many EUTF NOA-supported projects in Libya focus on the *protection of vulnerable groups and those in need*. Implementing partners are working to stabilise the fragile situations of migrants and refugees and other vulnerable groups in the country. Key outputs include reaching beneficiaries and providing services such as cash assistance, medical consultations, clothing, NFIs, education programmes for children, voluntary humanitarian return, and reintegration assistance. Implementing partners have also provided trainings to local officials involved with migrants; for example, to port security personnel on how to address migrant needs at disembarkation and detention centres. Libyan partners have enriched or extended these outputs with additional products that support immediate assistance; for example, research on migration issues or information campaigns on the risks of irregular migration.[19]

These partners have operationalised EUTF NOA resources into **significant assistance to migrants and refugees**, from vulnerable children to those in the most challenging circumstances at disembarkation points and detention centres. Notable among this assistance is the **provision of 19,006 services by the Danish Refugee Council (DRC) and Cooperation and Development (CEVSI)**, including mental health and psychological services, cash assistance, and other services to help migrants and refugees in Libya meet significant needs. **IOM has provided some 154,851 services to date**, including VHR, reintegration assistance, medical care, and urgent care, among other services **(see Table IV.1.a for disaggregated services and beneficiaries). UNICEF has provided 4,579 specialised child protection services**, well over their target of 2,700. Between 16 June 2017 until 31 May 2019, UNHCR has worked to support POCs, **reaching 24,778 POC at disembarkation points, providing 60,041 medical consultations and interventions, and distributing 81,682 NFIs at detention centres to POCs** over two phases of their project[20] (Table IV.1.a).

---

19 In reviewing this report, UNHCR noted that the EUTF NOA monitoring and learning framework includes outputs for 'emergency-humanitarian assistance,' but does not include corresponding immediate outcomes (which the frameworks includes for other types of work, for example, capacity building). The framework connects these projects' contributions to the EUTF NOA's strategic objectives at a higher level of the framework.

20 UNHCR points out that persons who benefitted from NFIs at disembarkation points might be the same persons benefitting from NFIs in detention centres.

Table IV.1.a. Protection Projects, Libya: *Selected Outputs*[21,22]

Protection Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
DRC-CEVSI T05-EUTF-NOA-LY-01-01 **Source: Results presented in spreadsheet per quarter (2017–2019)**	1.0.1. + 1.0.3 (grouped) Services provided (MHPSS, referral, NFIs, cash assistance)*	# of services provided	**0**	**20,824**	**19,006**
	1.0.4. Information on available services, risks of irregular migration, etc., for target group provided	# of targeted refugees, migrants, IDPs, and host communities people reached through awareness campaigns	**0**	**23,500**	**7,832**
	1.5.1. Trainings conducted for authorities dealing with migration (decision makers and frontline staff)	# of Libyan authorities, official representatives and local organisations trained through workshops and other capacity building events	**0**	**453**	**417**
IOM T05-EUTF-NOA-LY-03-01 **Source: 7th Quarterly Report (1 November 2018-31 January 2019)**	Expected Result 1.1: Stranded and vulnerable migrants are provided with VHR and reintegration assistance	# of migrants assisted with VHR	2015: **1,113** migrants assisted 2016: **2,775** migrants assisted January-April 2017: **3,085** migrants assisted	**15,000** additional migrants assisted with VHR	**27,333** total number of VHR**
		# of migrants provided with re-integration assis-tance in countries of origin	**4,100** migrants received reintegration assistance in 2016	**1,500** additional vulnerable migrants receive reintegration assistance	**3,202** migrants

21 To ensure data consistency, outputs are reported by each individual implementation partner. In future reports, data will be aggregated and reported by output type, including EUTF common output indicators, using new tools currently being made available to implementing partners.

22 Not all outputs reported are included in the table. The table instead focuses on those outputs which the implementing partner reported on and/or which illustrate core progress to date.

Protection Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
IOM T05-EUTF-NOA-LY-03-01 **Source: 7th Quarterly Report (1 November 2018–31 January 2019)**	Expected Result 2.1: Migrants, refugees and host communities (in detention centres, at disembarkation points and in urban settings) have access to life-saving protection services and assistance while alternatives to detention are being devised	# of IDP and returnees who received direct assistance through distribution of NFIs and HKs (disaggregated by age and gender)	**4,733** IDPs (4,590 families) received NFIs and HKs from IOM in 2016	**20,000** additional IDPs and returnees (5,000 families)	**33,881** IDPs and Returnees (13,810 Female, 6,489 Children, 13,582 Male)
		# of migrants who received NFIs and HKs, disaggregated by gender	**27,211** migrants in detention centres and urban areas received NFIs and HKs from IOM in 2016	**25,000** additional migrants	**58,561** migrants (7,843 Female, 2,477 Children, 48,241 Male)
	Expected Result 2.2: Access and availability of medical and public health services increased for stranded migrants and crisis-affected populations; public health risks in detention and reception facilities, and in migrant-dense urban settings are monitored and addressed by health professionals; capacities of local actors in Libya are enhanced to meet the health needs of migrants	# of health workers trained in providing specialised healthcare services to migrants	**11** (as of May 2017)	**120** additional health workers trained	**83** health workers trained
		# of pregnant women and infants/children receiving specialised medical care in and outside of detention centres	As of May 2017, **176** pregnant women received specialised medical care in and outside of detention centres	**360** additional pregnant women and infants	**1,291** pregnant women
		# of stranded migrants and members of crisis-affected populations who directly received health assistance, disaggregated by age, sex, and type of assistance (primary health care or emergency care)	**5,796** stranded migrants and members of crisis-affected populations directly received health assistance (5,581 for primary care, 215 for emergency care), as of May 2017	**5,290** additional migrants (5,000 for primary care, 290 for emergency care)	**437** infants

ICMPD
International Centre for
Migration Policy Development

Protection Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
IOM T05-EUTF-NOA-LY-03-01 **Source: 7th Quarterly Report (1 November 2018–31 January 2019)**	Expected Result 2.3: The most vulnerable stranded migrants are provided with tailored protection services and protection coordination mechanisms are strengthened	# of IOM Safe Spaces established to provide specialised services for migrants, including unaccompanied migrant children (UMCs) and other vulnerable migrants	**0**	**3** Safe Spaces established	**1** Safe Space established
		# of UMCs and other vulnerable migrants provided with specialised protection services (disaggregated by vulnerability category, age, sex, and type of assistance provided)	**0**	Caseload for IOM Safe Spaces and **1,500** vulnerable migrants not in IOM Safe Spaces, for a total target of 1,692 cases	**5,041** vulnerable migrants (3,747 males, 935 females, 359 children) assisted with specialised protection services
		# of standard operating procedures (SOPs) developed outlining referral mechanisms for UMCs, and other vulnerable migrants	**0**	**1**	**2** SOPs developed: Interagency SOP on Identification and Referral and SOP on Best Interest Determination Child Protection Panel
		# of protection coordination working groups established to develop emergency assistance and referral pathways for vulnerable migrants	**0**	Under the proposed EUTF project, IOM will establish **1** Libya-based protection coordination working group	**1** protection coordination working group "was established as a sub- working group under the Mixed Migration Working Group (MMWG) in Tripoli"
		# of host families provided with assistance to host vulnerable adult migrants	**0**	**5** host families will assist migrants by providing lodging, food, and other basic needs until more durable solutions can be found	**31** host families provided with assistance to host vulnerable adult migrants

Protection Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
IOM T05-EUTF-NOA-LY-03-01 **Source: 7th Quarterly Report (1 November 2018-31 January 2019)**	Expected Result 2.5. Relevant Libyan counterparts are better equipped and trained to respond to and identify needs of migrants at disembarkation points and detention centres	# of Libyan Coast Guard (LCG)/Port Security officers trained on different topics (human rights, first aid, data management, etc.)	**30** (as of May 2017 under existing projects)	**20** additional LCG/Port Security officers trained	**22** technical cooperation trainings for 333 Libyan officials
		# of reception and disembarkation centres refurbished	**5** (as of May 2017 under existing projects)	**3** additional reception and disembarkation centres refurbished	**3** refurbished centres
		# of disembarkation points equipped with life-saving equipment and materials	**5** (as of May 2017)	**3** additional disembarkation points equipped with life-saving equipment and materials	**4,928** sets of equipment dispatched at 12 disembarkation points
	Expected Result 3.1. International and local partners have enhanced access to migration data	# of DTM IDP and Migrant Information Packages on IDP demographic breakdown and multisectoral needs published per location	**8** (as of May 2017)	**8** additional reports published	**14** information packages published
		# Flow Monitoring statistical reports produced and disseminated	**6** (as of May 2017)	**8** additional reports published	**9** reports published
		# event tracker reports published	**5** (as of May 2017)	**24** additional event trackers published	**27** event trackers published
		# of detention centre profiles published	**0**	**20** profiles published	**11** profiles published

Protection Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
UNICEF T05–EUTF–NOA– LY–03–02 **Source: Progress Report, August 2018**	Expected Result 1.3. Support Transitional Care	# of children regularly participating in structured, sustained community based psychosocial support programmes	**0**	**5,000**	**165** (74 female, 91 male)
		# of children supported with specialised child protection services	**0**	**2,700**	**4,579** (2,048 girls, 2,531 boys)
	Expected Result 1.4. Evidence-based knowledge generation on protection gaps	# of studies conducted	**0**	**1**	**1** study conducted
	Expected Result 1.5. Support/ Establish Child-Friendly Spaces	# of child-friendly spaces supported	**0**	**1**	**6** child-friendly spaces supported
	Expected Result 2.3. Provide basic teaching and learning materials for children and teachers	# of kits distributed	**0**	**50,000**	**14,815** (6,640 girls 8,175 boys)
	Expected Result 2.4. Rehabilitation of facilities including Water, Sanitation & Hygiene (WASH) facilities	# of schools receiving WASH rehabilitation	**0**	**19**	**9** schools in process

Protection Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
UNHCR T05-EUTF-NOA-LY-03-04[23] **Sources: Progress report September 2017; November 2017; March 2018; July 2018**	Expected Result 1. Expanding protection and assistance to PoC in the South	Transit centre in place	**0**	**1**	**1** transit centre in place
	Expected Result 2. Scaling up protection response at disembarkation points	24/7 on-call mobile medical teams in Khoms, Tajoura, Tripoli (2 ports) and Zawyah established: 1 clinic per location with a minimum of one doctor and one (female) nurse	**0**	**6**	**6** medical teams established
		# of beneficiaries reached	**0**	**N/A**	**20,656**
	Expected Result 3. Increasing protection and assistance in detention centres	# of people released from detention	**0**	**N/A**	**1,173**
		# of people reached in detention centres	**0**	**N/A**	**9,874**
		# of urban refugees and asylum-seekers reached	**0**	**N/A**	**25,290**
	Expected Result 4. Improving living conditions and strengthening livelihood of PoC via QIPs	# of households provided with unrestricted cash grants	**0**	**2,500**	**5,759**[24]
		# of PoCs reached via QIPs	**0**	**N/A**	Approximately **40,000**

23 The precise number of POCs assisted represent estimates for multiple reasons. For example, persons assisted at disembarkation points might also be the same as those in detention centres. The number of persons reached in detention centres is also challenging to render precisely. These figures are based on the number of NFI distributions only, even though UNHCR knows that some persons might have received several NFIs. Further, the authorities that run detention centres do not share information on the number of persons detained, therefore all figures reported are based on estimates. Further, these estimates of persons in detention are "snapshots" at a given moment.

24 Per UNHCR, 24 July 2019.

Protection Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
UNHCR T05-EUTF-NOA-LY-06 **Source: Quarterly Report (1 September 2018-30 April 2019)**	Output 1.1.1. Distribution of core relief items, including food, at disembarkation points	# of persons assisted at disembarkation points	**0**	**N/A**	**2,787**
	Output 1.1.2. Provision of primary medical assistance and psycho-social support at disembarkation points	# of medical consultations provided	**0**	**N/A**	**283**
	Output 1.1.3. Provision of basic CRIs in detention centres	# of PoC in detention centres receiving NFIs	**0**	**N/A**	**8,988 persons in detention centres provided NFIs**[24]
	Output 1.1.4. Provision of primary health care assistance in detention centres	# of medical visits to detention centres	**0**	**N/A**	**882**
	Output 1.1.5. Registration of POC to UNHCR in detention centres	# of PoC reached at the GDF	**0**	**N/A**	**1,108**
	Output 1.1.7. Provision of Primary health care and social services in urban settings	# of medical consultations and referrals	**0**	**N/A**	**4,546**[25]
T05-EUTF-REG-REG-04_LY	Output 1.1 POC identified and transferred from Libya	# of persons evacuated from Libya	**25 persons evacuated from Libya (11 November 2017), 64% female, 36% male**	**4,350 evacuees (November 2020)**	**2,911 persons evacuated from Libya to Niger**[26]

Outputs where several related services have been grouped together to demonstrate results more efficiently
** Through 30 June 2019, as reported by IOM.
N/A = Not yet available or reported

25 Per UNHCR, 24 July 2019.
26 As of 31 May 2019, per UNHCR.
27 Per UNHCR, this is the most current figure as of 07 August 2019.

Community Stabilisation. The EUTF NOA has also made a substantial commitment to community stabilisation in Libya. Under these auspices, implementing partners have so far produced a series of critical outputs that meet the needs of communities impacted by migration and instability. For example, they are working to increase the capacity of local authorities to ensure access to basic services through the rehabilitation of core public facilities, both at central and local level, and to ensure human security through the promotion of social cohesion and the rule of law. Implementing partners are also engaged in promoting economic recovery. This includes supporting local business development and job creation for both women and men, Libyan and non-Libyan alike. Taken as a whole, this work strengthens local communities and helps facilitate integration of migrants and former IDP returnees.

Indeed, some projects have exceeded the planned targets. UNDP, for instance, trained 25 per cent more rule of law staff than originally planned – with a total of 75 (instead of 60) staff trained. GIZ has facilitated some five partnerships between Libyan and Mediterranean or EU municipalities that focus on municipal development and local governance, more than doubling the two partnerships they had originally planned to help establish. GIZ has also already reached its target of supporting the elaboration of 15 local development plans, although implementation is not yet complete. Further, GIZ's efforts in supporting community-based organisations (CBOs) to develop projects aimed at integrating youth and youth IDPs and migrants have led to the organisation nearly doubling its target in this respect, developing 27 projects (15 projects were originally planned). These initial results suggest both the strong need for and success of EUTF NOA community stabilisation projects in Libya (Table IV.1.b).

Rehabilitation of the Khalidoun School in Tajoura, UNDP, 2019

Table IV.1.b. Community Stabilisation Projects, Libya: *Selected Outputs*[28]

Community Stabilisation Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
UNDP T05-EUTF-NOA-LY-03-03 **Strengthening Local Capacities for Resilience and Recovery** **Source: Progress reports – 6 June 2017-5 June 2018; 6 June 2018-31 December 2018**	Output 1. Ensure better provision of basic services	# of coordination mechanisms in place to facilitate needs analysis, coordination and implementation of recovery activities	No coordination mechanisms in place in any municipalities	**6** coordination mechanisms in place	**5** coordination mechanisms in place at the municipality level, in Benghazi, Kufra, Murzuq, Sebha, Sabratha, responsible for liaising between the municipality and municipal council members and the community; facilitating needs analysis and coordination of projects
	Output 2. Support local authorities and administrations. Focus on enforcing local stability and community security	% of tier 1 priorities implemented	**0**	**100%** of tier 1 and tier 2 activities completed	
		EUTF 1.1.2. Macro 2.9. Number of people with improved access to basic services	**0**	**2.2 M**	Over **1.7 M** people have improved access to basic services in 6 municipalities
	Output 3. Support local economic recovery /development, including job creation and livelihoods	EUTF Macro 2.1-/1.1.2.1 Number of social infrastructures built or rehabilitated	**0**	**25**	**11** social infrastructure sites rehabilitated (as of 2018)
	Output 2. Support local authorities and administrations, focus on enforcing local stability and community security	# of rule of law staff with completed training	**0**	**60**	**75** staff members

---

28 Not all outputs reported are included in the table. The table instead focuses on those outputs which the implementing partner reported on and/or which illustrate core progress to date.

Community Stabilisation Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
GIZ T05-EUTF-NOA-LY-03-05 **Progress reports, 1 July 2017-31 January 2018; 1 July 2018-31 December 2018; 1 January 2019-31 March 2019**	1.1.1 Community planning and decision- making processes introduced	# of local development plans directly supported	**0**	**15**	**15***
	1.1.2 Cooperation processes among key national and local actors in place	# of strategies, policies and plans developed and/or directly supported (sectoral/state strategies)	**0**	**2**	**2**
	1.1.4 Partnerships, networking, and knowledge exchange activities on municipal development and local governance established	At least 2 partnerships between Libyan and Med/EU municipalities facilitated	**0**	**2**	**5**
	1.3.1 Organisational and human capacities of selected civil society actors in partner municipalities strengthened	At least 2 civil society organisations (CSOs) in each municipality have received capacity development support from the project	**0**	**15**	**N/A**
	1.3.2 Local projects to promote inclusion of vulnerable groups identified and supported	15 CSOs have developed 15 projects and received support for integrating women, IDPs and migrants	**0**	**15**	**12**
		15 CBOs have developed 15 projects and received support to integrate youth, IDPs and migrants	**0**	**15**	**27**

Community Stabilisation Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
GIZ T05-EUTF-NOA-LY-03-05 **Progress reports, 1 July 2017–31 January 2018; 1 July 2018–31 December 2018; 1 January 2019–31 March 2019**	2.1.1 Partner municipalities' organisational and human resources capacities strengthened	Number of staff (at least 30% female) trained on key municipal functions	**0**	**225**	**77**
	2.2.1 Priority services and infrastructure supported	30 priority services and infrastructure needs identified and implemented in selected municipalities	**0**	**30**	**25** identified, **16** implemented
	3.2.1 Local initiatives/ projects aimed at creating jobs and improving livelihood are identified and supported	# of people assisted to develop income-generating activities	**0**	**N/A**	**107**
AICS T05-EUTF-NOA-LY-05-01 **Sources: Weekly reports 1–13 (2018–2019)**	*Preparatory activities ongoing*				
UNDP T05-EUTF-NOA-LY-05-02	*Preparatory activities ongoing*				
UNICEF T05-EUTF-NOA-LY-05-03	*Preparatory activities ongoing*				

Community Stabilisation Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
IOM SO4. To support the stability and resilience of conflict-affected communities in Libya **Source: IOM communication 25 July 2019**	# of rapid assessments conducted to build on the two 2016 assessments conducted in Sabha and Qatroun under existing projects as well as feasibility assessments conducted in Kufra and Benghazi and collect more data related to gender equality and women's participation in community life and conflict in Sabha and Qatroun.		**0**	**4** rapid assessment reports produced under the proposed EUTF project	**5** assessments conducted, 1 feasibility assessment
	# of community outreach and information campaigns conducted		As of May 2017, **10** outreach events conducted (Sabha and Qatroun)	**4** additional community outreach campaigns	**3** community outreach events conducted
	# of community members who participated in community stabilization and cohesion promotion activities		As of April 2017, **2,250** community members had participated (Sabha and Qatroun)	**5,000** additional beneficiaries participate in community stabilization and cohesion promotion activities	**1,445** community members
	# of local health workers trained in PSS		As of May 2017, **80** health workers were undergoing PSS training	**20** additional practitioner's local health workers trained in PSS	**60** health staff trained (Sabha, Kufra, Benghazi)
	# of quick impact projects (QIPs) implemented for infrastructure rehabilitation or provision of basic services		In 2016, **10** QIPs for infrastructure rehabilitation or provision of basic services completed	**60** additional QIPs implemented	**27** QIPs implemented

As reported in the GIZ Progress Report, 1 July 2017-31 January 2018.

The third area of EUTF NOA investment in Libya is security and border management. Thought this work, the EUTF NOA is supporting the Italian Ministry of the Interior to partner with and train the GACS in carrying out border patrol of its territorial waters. This includes training GACS in setting up and operating coast guard patrol units, establishing a command centre, and restoring and procuring patrol boats. The goal is to train and properly equip Libyan officials for coastal patrol, including night patrols; reinforce the border through increased surveillance; and support the GACS in intercepting smugglers and traffickers and rescuing greater numbers of migrants at sea. Outputs thus focus on equipping the GACS, training staff to use and maintain relevant equipment, and restoring facilities and boats in order to improve border security, decrease criminality and assist more migrants at the border, along the coast, and in the waters offshore (Table IV.1.c).

Table IV.1.c. Security and Border Management Projects, Libya: *Selected Outputs*

Security and Border Management Projects					
Lead Implementing Partner & EUTF #	**Output Number & Name**	**Indicator**	**Baseline**	**Log Frame Target**	**Progress to Date**
IT MoI **T05-EUTF-NOA-LY-04-01** **Source: Interim Narrative Report, January 2019**	A1.1. Staff of naval unit trained	# of GACS crew members and scuba divers trained on police activities and rescue	**N/A**	**N/A**	**83** crew or divers trained
	A.1.2. Naval unit properly set up and equipped	# of vessels repaired, equipped and maintained	**N/A**	**N/A**	- One **35**-metre patrol boat repaired and officially tested - One **35**-metre patrol boat and one **22**-metre patrol boat under contract and repair - No vessels handed over to Libyan authorities yet

N/A = Not yet available or reported

Immediate outcomes. Most EUTF-supported projects in Libya continue to be implemented and produce outputs. In a small number of cases, projects reported on the immediate outcomes that followed their outputs. For example, UNDP was working to enhance existing infrastructure so as to increase a facility's capacity to serve more people. The organisation reported that 709,400 people were directly benefiting from this rehabilitation of infrastructure, providing them with increased access to health care, education, water and sanitation, and electricity. Other projects did not report on their immediate outcomes, as is appropriate for their (early) implementation stage and type of output (for example, projects on direct provision of individual and household support that do not report past the output level).

ICMPD
International Centre for Migration Policy Development

IV.1.5. Key Challenges and Facilitators

As discussed, the ongoing conflict in Libya has created an environment of instability and insecurity throughout the country. This has led to a number of challenges for EUTF NOA implementing partners. Among the key challenges reported were:

1. **Ongoing conflict and fragmented security sector.** Implementing partners identified the ongoing conflict as their primary challenge. It continues to destroy basic infrastructure, displace citizens and migrants alike, and endanger implementing staff working throughout the country. In some instances, the conflict has hampered implementing partners in recruiting local staff needed for project implementation. This situation has also contributed to a lack of political will to find durable solutions to address the needs and integration of migrants residing in the country.

2. **Status of central and local institutions.** The absence of effective and accountable central government institutions, coupled with continued competition among political and military actors to control various regions of Libya, and to administer its public institutions, pose significant structural challenges to implementing partners working in the country. Implementing partners also face additional conflict at the local level (between different local communities), which in turn hampers the functioning of public institutions and services as well as the work of the implementing partners. This is particularly acute in rural areas, where few public services exist. This then prevents implementing partners from referring people in need to the relevant service providers.

3. **Cash liquidity.** The conflict in Libya has led to a cash liquidity crisis and destabilisation in the value of the Libyan dinar. This has caused Libyan banks to run short on cash and impose limitations on the amounts Libyans can withdraw per month. This, in turn, prevents citizens from accessing currency needed to pay for goods and services, and thus their ability to meet their needs. One strategy in response to this situation has been UNDP's approach of paying local partners in US dollars in Tunis, in cases where the local organisation can provide evidence of transfer of funds through a commercial bank.

4. **UN and EU sanctions.** The UN- and EU-placed sanctions on Libya have created some barriers to implementation for the EUTF implementing partners.[29] In particular, sanctions have made it difficult to complete bank transfers from European banks to Libyan bank accounts, necessary for funding project implementation in the country.

5. **Humanitarian access.** Most implementing partners working with migrants to provide basic or legal services, or to determine their legal status as refugees or asylum seekers, reported experiencing barriers to humanitarian access to migrants, especially in detention centres. Many implementing partners also reported faced difficulties intervening on behalf of migrants and vulnerable groups due to corruption and the lack of accountability among key political and military actors in the country. One implementing partner noted that the local authorities have granted only very limited access to local and international staff to help provide for migrants' basic needs, monitor the human rights situation, and determine which services and supports are most urgently required. Most have faced

---

29 Consolidated list of persons, groups and entities subject to EU financial sanctions. 12 November 2018. Accessed 22 May 2019.

particular challenges in accessing detention centres, despite the acute needs migrants in detention often have. Migrants and observers regularly report overcrowding, inhumane, appalling conditions, as well as instances of arbitrary, illegal detention and torture.[30] Implementing partners often struggle to access migrants or provide them with the resources needed to leave the centre, overcome their trauma, and receive often badly needed basic services.

IV.2. Morocco

IV.2.1. Country Summary

In Morocco, the EUTF NOA is supporting three implementing partners, the Spanish Agency for International Development Cooperation (AECID), the Belgian Development Agency (ENABEL), and the International and Ibero-American Foundation for Administration and Public Policies (FIIAPP), to lead four distinct projects (Table IV.2). All projects in Morocco are in either the pre- or early implementation phase, with most still in the process of developing their planned activities, too early in implementation to begin producing outputs.

Morocco (and Tunisia) also benefit from the regional border management (BMPM) project. This project supports national border agencies and other entities involved in border management and/or with a mandate to address irregular migration and protect vulnerable migrants at the border. To date, ICMPD, the lead implementing partner, has completed key preparatory activities, including publication of the tender dossier for the purchase of different types of border management equipment (see Section IV.5).

---

30 Guerin, Orla (2017) Libyan migrant detention centre: 'It's like hell'. BBC. 7 September 2017. Accessed 18 April 2019.

Table IV.2. EUTF NOA Projects, Morocco, *Selected Outputs*[31]

Lead Implementing Partner, EUTF # & Project Name	Output Number & Name	Indicator	Baseline	Log Frame Target	Progress to Date
AECID–FIAPP T05–EUTF–NOA–MA–01 Vivre ensemble sans discrimination: une approche basée sur les Droits de l'Homme et la dimension de genre Sources: 1ER RAPPORT ANNUEL DE SUIVI Période : 25 août 2017-24 août 2018 and Log Frame	1.1.2. Study on legislation & other norms related to racism and xenophobia in 5 EU Member States & Morocco (gender perspective)	Comparative study with key elements of International Agreements, Conventions, Treaties of interest for the Kingdom of Morocco published and disseminated	0	**Published study**	Key preparatory activities: - First PRS and OpComm mtgs held & TORs validated (May 2018) - Two thematic cmtes on (i) legislative and juridical resources, and (ii) training resources against discrimination & xenophobia established - Official partner agreement (AECID, OBERAXE and FIAAP) published (April 2018) - Study mission to Spain to explore anti-xenophobia mechanisms conducted - Two mapping exercises on (i) juridical, legislative, institutional resources against xenophobia in Morocco + benchmarking with other countries, and (ii) training plan for public and civil society actors responding to anti-migrant xenophobia launching - Mission on results-focus and log frame, to accelerate activities, set up executive office and TA mechanism to support Rabat team conducted (Feb 2019) - ME Project Officer hired (April 2019)
	2.2.1. Survey on Moroccan population perception of and attitudes towards migrants	Publication and dissemination of survey report to institutions and general public	0	**Published study**	
	4.2.1. Training courses (20 hrs) on prevention of racism & xenophobia for Moroccan NGOs & migrant associations	Number of members of associations trained	0	**300 members**	
ENABEL T05–EUTF–NOA–MA–02 Empowerment juridique des personnes migrantes Sources: First Trimester Report and Log Frame	R.1. Migrants, refugees & service providers know the rights of foreigners	Degree of implementation of an information campaign on the rights of migrants and how they can claim them	0	**Campaign fully implemented**	Key preparatory activities: - Two OpComm mtgs conducted (2019) - Missions by Belgian migration and asylum law experts to (i) assess legal clinic (cliniques juridiques) capacity building needs, and (ii) initiate development of legal expert network to provide services to migrants conducted (Jan 2019) - Project executive office established and TA staff hired (Spring 2019)

---

31 Not all outputs included in project log frames are included in the table. The table instead focuses on those outputs which the implementing partner reported on and/or which illustrate core progress indicators.

Lead Implementing Partner, EUTF # & Project Name	Output Number & Name	Indicator	Baseline	Log Frame Target	Progress to Date
	R.2. Actors facilitate access to rights/services for migrants/refugees	No. of asylum seekers supported by project partners during asylum-seeking process	**To be defined during inception**	**600**	- Mtgs with UNHCR and IOM to (i) map extant work to enhance migrant access to rights and services, and (ii) ensure coordination with UN projects conducted - Training programmes in legal clinics scheduled (for Oct 2019) - CFP for service providers for *Assistance aux personnes migrantes en situation de vulnérabilité* planned (for Sept 2019)
T05-EUTF-NOA-MA-03 Assistance aux personnes migrantes en situation de vulnérabilité		Newly initiated/Call for Proposals stage			
ENABEL T05-EUTF-NOA-MA-04 Déploiement des Politiques Migratoires au Niveau Régional Source: Pre-contract Log Frame	R.3. Progressive socio-economic integration of migrants is fostered	Number of supported cases by service providers (via training-action), disaggregated by gender, age, type of service	**TBD**	**At least 45 per region**	Key preparatory activities: - Joint planning seminars with the Ministry in charge of migration in the four regions convened (Jan 2019) - Missions to AFD (Paris) to develop cooperation with similar programmes conducted (Spring 2019) - DOA revision underway (to be completed July 2019)
	R.5. Regular migration and mobility is fostered at regional level	Number of mobility candidates informed/region (by gender/age)	**0**	**At least 300 people**	
FIAPP T05-EUTF-NOA-MA-05 Soutien à la gestion intégrée des frontières et de la migration au Maroc Source: Pre-contract Log Frame	1.1. Responsible border control actors provided needed equipment	3. Number and type of maritime equipment delivered	**0**	• **5 maritime radar** • **10 AIS** • **10 GPS** • **5 radio VHF** • **3 mapping systems**	Key preparatory activities: - Contract signed (April 2019) - Two procurement tenders for vehicles & comms. equipment (EUR 26 mil) planned (June 2019)

Lead Implementing Partner, EUTF # & Project Name	Output Number & Name	Indicator	Baseline	Log Frame Target	Progress to Date
	2.2. Exchange of experience and best practice Re: maritime and land surveillance (M.I., Spanish Guardia Civil, migrant rights NGOs)	2. Number of exchanges completed	0	**At least 3**	
GIZ T05-EUTF-REG-REG-04_MO Coopération Sud-Sud en matière de migration Source: Pre-contract Log Frame	R.1.1. Tools, mechanisms, competencies & cooperation to promote diaspora investments (banking products, transfer of funds, support of investors, etc.) strengthened	At least 80 representatives of stakeholders in 4 partner countries trained (on tools and mechanisms to promote diaspora investments)	0	80	Key preparatory activities: - Rabat-based coordination team est. (Feb 2019) - Focal points and TA for Morocco, Cote d'Ivoire, Mali and Sénégal appointed (Feb 2019) - Country action plans, transnational coordination plan, comms. tools developed (Spring 2019) - First steering cmte mtg to validate action plans & governance system scheduled (June 2019) - "Maroc Kick-start" event scheduled (June 2019)
	R.3.1. Tools, mechanisms & competencies to support regular migration of students, interns and professionals improved	At least 60 beneficiaries have received a scholarship or internship abroad (in partner countries)	0	60	

In this reporting period, AECID-FIIAPP and ENABEL's *Juridique* provided concise project progress reports covering the first few months of project implementation. Both projects focus on institutional capacity building for government agencies, other public institutions, and CSOs. The AECID-FIIAPP project addresses discrimination against migrants and promotes protection of their rights, while ENABEL is focused on building public capacity, especially in the legal sector, to support migrants and returnees in accessing those rights and protections to which they are entitled.

Through *Vivre ensemble sans discrimination*, AECID-FIIAPP aims to (1) strengthen the rules and norms against discrimination of migrants and improve the role of public institutions in disseminating and enforcing rules and norms, (2) improve mechanisms for identifying racist and/or xenophobic activities and protect migrant rights, (3) enhance the capacities and role of public institutions in preventing racism and xenophobia, including in the areas of social assistance, health, education, justice and law enforcement, (4) develop the capacities of CSOs to effectively respond to racism and xenophobia targeting migrants and protect their rights, and (5) raise public awareness on how to prevent racism and xenophobia against migrants and protect their rights, in partnership with the national media.

Through *Juridique*, ENABEL is working to build the capacity of government actors and service providers to understand and protect the rights of migrant and refugees. It specifically addresses (1) government authorities' understanding of the barriers migrants and refugees face in accessing protection and rights, and (2) service providers' capacities to support migrant and refugees, especially in the legal sector, to improve access to their rights and protection. *Juridique* also implements activities aimed at increasing migrant and refugee awareness on their rights and protections.

Following initial alignment with the EUTF NOA M&L Framework, these two projects aim at contributing to EUTF NOA **Strategic Objective 2**. *Increasing mutually beneficial legal migration and mobility* and **Strategic Objective 3**. *Strengthen protection and resilience of those in need* respectively.

IV.2.2. Contextual Factors Affecting EUTF NOA Projects

The migration situation in Morocco differs from that of the other countries in North Africa. Historically, it has primarily been a country of origin, with fairly continuous flows to Europe since the 1970s, including notable, sometimes irregular, flows, often to Spain or Italy, in response to the demand for labour in the agricultural, construction and service sectors in the 1990s.[32] Recent figures suggest that some 5.1 million Moroccans now live in Europe, mostly in France and Spain. Most migrate regularly for work or education, although some do come through irregular means.[33]

Morocco's proximity to Europe has also attracted large numbers of migrants over the past 20 years, rendering it a country of origin, transit, and destination for migrants fleeing political and economic instability. In 2018, Spain experienced a surge in migrants arriving via Morocco. Arrivals to Spain are higher at this point in the year than they were one year ago, although Spain's rate of arrival for this year has fallen considerably since the surge of January and early February, from an average of just over 85 persons per day during the first two months of 2019 to under 40 per day in April and May.[34] Frontex reports that in 2018 some 57,000 people entered Spain illegally, with many departing from Morocco. The Los Angeles Times reported that according to the Moroccan Ministry of Interior officials "intercepted [another] 89,000 attempts to illegally cross into Spain" in 2018.[35]

As a country of destination, migrants from West Africa, the Democratic Republic of Congo and other countries move to Morocco in pursuit of education and employment, often in the informal service sector, domestic work or construction. Europeans have also migrated to Morocco for work and business opportunities, or to retire.[36] According to UNHCR, there were some 8,112 refugees and asylum seekers in Morocco as of February 2019, including 6,199 refugees and 1,913 asylum seekers, 33 per cent of whom were from Syria.[37] The increasing presence of migrants has led to pressure to control irregular migration, especially among migrants from Sub-Saharan Africa, such as Senegalese and Malian nationals, who can enter Morocco without a visa.

32 De Bel-Air, Françoise (2016) Migration Profile: Morocco. EUI Migration Policy Centre, Issue 2016/05. Accessed 30 April 2019.
33 Mixed Migration Hub (2018) Morocco Country Brief. March 2018. Accessed 30 April 2019.
34 IOM (2019) Mediterranean Migrant Arrivals Reach 18,364 in 2019; Deaths Reach 508. 17 May 2019. Accessed 24 May 2019.
35 Bernhard, Meg (2019) Spain was seen as welcoming refugees, but in North Africa it is cracking down. Los Angeles Times. 8 March 2019. Accessed 23 May 2019.
36 de Haas, Hein (2014) Morocco: Setting the Stage for Becoming a Migration Transition Country?. Migration Policy Institute. 19 March 2014. Accessed 29 April 2019.
37 UNHCR (2019) Morocco Fact Sheet. February 2019. Accessed 18 May 2019.

Domestic politics have also affected migration in Morocco. Unlike many of its North African neighbours, the Arab Spring did not radically alter the political system, nor was it followed by significant changes in the migration situation in Morocco. Public protests that formed during the Arab Spring did not overthrow the ruling constitutional monarchy, but rather pushed the Government to introduce democratic reforms, most notably a new Constitution and the granting of new powers to the Parliament and Prime Minister.[38]

For migrants, the new Constitution codifies the protection of their rights and provisions for non-discrimination. The Government has also introduced a new Department of Migration Affairs under the Ministry of Moroccans Abroad and of Migration Affairs (MCMREAM). At the same time, Morocco's National Human Rights Council (CNDH), a key EUTF implementation partner, has called for rights-based migration policy and practice, as well as the regularisation of irregular migrants.

In 2013, King Mohammed VI initiated a "new, human rights-based approach to migration".[39] That same year, the Moroccan Government entered into a Mobility Partnership with the EU and nine EU MSs aimed at improving cooperation on migration management.[40] In January 2019, EU High Representative/Vice-President Federica Mogherini visited the country to demonstrate the strategic partnership between Morocco and the EU. Her visit followed the renewal of the Morocco-EU Agricultural Agreement, which "follows recent positive developments that have enabled both sides to strengthen the legal certainty of their trade agreements and consolidate their multifaceted strategic partnership".[41] The strategic partnership includes strong EU support for *Morocco's National Immigration and Asylum Strategy* (SNIA) developed by the MCMREAM and officially adopted in 2015. EUTF NOA projects in Morocco are supporting the SNIA, to develop, for example, legal assistance for migrants, partnerships between universities and national and international research centres on migration issues, and protection of migrants' rights among other areas seeking to institutionalise and ensure the protection of migrants' rights.

Working in this complex environment, both AECID-FIIAPP and ENABEL report some specific contextual challenges that have affected project implementation, primarily involving the role of Moroccan ministries and departments in their projects and the state of governmental institutions. In addition, elections in Spain led to some delays for AECID-FIIAPP.

Active role of Moroccan governmental institutions. In Morocco, the Government, its ministries, and departments play an active role in most aspects of public and daily life. These entities are key and required partners for all EUTF NOA projects. Both AECID-FIIAPP and ENABEL noted the active role Moroccan governmental institutions play in project review and oversight. This is required by the national government and also serves as a key strategy for engendering strong local ownership of projects and the sustainability of their results. In practice, however, it leads to the need to build longer timelines into projects plans in order to ensure all involved actors have the time and capacity to participate and that official reviews and decisions can proceed within required time frames.

38 CIA World Factbook Morocco profile. Accessed 29 April 2019.

39 IOM (2015) IOM DG Swing Makes Official Visit to Morocco. 2 June 2015. Accessed 29 April 2019.

40 "The Partnership covers migration questions such as: mobility facilitation for Moroccan nationals; better recognition of professional qualifications and cooperation between employment services; support for the Moroccan diaspora in Europe wishing to invest in Morocco; as well as cooperation in the field of human trafficking and asylum." De Bel-Air, Françoise (2016) Migration Profile: Morocco. EUI Migration Policy Centre, Issue 2016/05. Accessed 29 April 2019.

41 Temsamani, Said (2019) Federica Mogherini Underlines EU Deep Partnership With Morocco. 18 January 2019. Accessed 18 May 2019.

Political and administrative structures. As noted, ongoing governmental reforms coupled with political and administrative restructuring in Morocco led to significant changes within Moroccan ministries and departments. The key role these Moroccan partners play in project implementation in turn led to changes in project timelines. For AECID-FIIAPP, the change of administration in Spain led to changes in their project Steering Committee. Specifically, the Spanish Government replaced the General Secretariat for Immigration and Emigration (SGIE) with the Secretariat of State for Migration (SEM) and integrated the former General Secretariat of Immigration and Emigration into a subsidiary department in 2018. This led to the need to replace government representatives on the Committee with representatives from the SEM, which in turn delayed the project timeline for decision-making and approvals.

Political developments in Spain. AECID-FIIAPP experienced additional challenges from their home country following administrative and electoral changes. Spain elected a new government in July 2018, which led to significant changes in governmental institutions and their structures. The distribution of EU funds to state agencies required prior approval of the general budget. For the 2018 budget, this approval was delayed to June 2018. As a consequence, AECID was not able to transfer funds to FIAPP in a timely manner nor distribute grants to their Moroccan partners the CNDH and the MCMREAM, although FIAPP did pre-finance certain actions with its own funds, such as the hiring of project staff. AECID-FIIAPP also had to adapt their project office procedures and documentation to a new administrative requirement for Spanish public sector contracts amended in March 2018, which also delayed the project's launch. In addition, the new secretariat, the SEM, instituted changes within AECID and their Spanish Observatory for Racism and Xenophobia (OBERAXE), which in turn postponed their planned study visit until January 2019.

IV.2.3. Implementation Strategies and Status

As noted, both AECID-FIIAPP and ENABEL are either in the preparatory or early stages of implementation. Their first reports describe specific administrative or political factors affecting work on the ground and the preliminary activities initiated to enable planned capacity building efforts going forward, often very briefly, and reflect the first months of implementation.

AECID-FIIAPP. These implementing partners first launched their work in January 2018, setting up a project structure, hiring a project team, and concluding a framework agreement between the three Spanish implementing partners: AECID, FIAPP and the SEM. They also developed plans for a project Steering Committee and an Operational Committee, including Terms of Reference (ToRs) to guide and ensure accountability for the project, which both the Spanish and Moroccan partners validated. They convened their first Steering Committee in May 2018, including the Moroccan and Spanish project partners as well as representatives of the EU Delegation in Morocco. This was followed by the development of a workplan and an update of CNDH's deliverables as well as two mapping exercises: one of racist and xenophobic events against migrants reported in the Moroccan and international media, and one of actors countering racism and xenophobia against migrants in Morocco. They also planned the official project launch for March 2018, but at the request of the MCMREAM and the CNDH, who were facing staffing shortages and capacity challenges, and as agreed with the EU Delegation and AECID, postponed the launch until the end of 2018.

ENABEL. This implementing partner provided a short, one-page update on project implementation, which began in November 2018. They reported on the setting up of their project structure, recruitment of staff

and establishment of project offices. With the logistics in place, the project organised four-day exploratory missions to universities in Morocco in January 2019. This critical first activity involved legal experts in the field of migration and asylum law travelling to Morocco to meet with the heads of Moroccan legal clinics. These experts gathered information on the legal clinics, as well as the clinics' needs for additional capacity building on providing legal support to migrants, and began to develop a network of legal experts capable of providing legal services to migrants. Findings from these exploratory missions will serve as basis for developing specific action plans for each clinic. Project staff also met with UNHCR and IOM officials to map the ongoing work focused on enhancing migrant access to rights and services and to ensure coordination and complementarity of the project with the work of the UN.

IV.2.4. Progress on Outputs and Immediate Outcomes

As noted, projects in Morocco are in their pre- or (very) early implementation phases. As such, none of the projects in Morocco have had sufficient time to produce outputs or immediate outcomes beyond key project set-up and early organisational meetings, study visits and mapping exercises.

IV.2.5. Key Challenges

In addition to the contextual factors affecting project implementation (Section IV.2.2), AECID-FIIAPP reported a set of specific challenges with staffing and administration that affected implementation of the project *Vivre ensemble sans discrimination*. In terms of staffing, AECID-FIIAPP's Moroccan partners at the CNDH and the MCMREAM have been facing ongoing staffing shortages, staff turnover and multiple concomitant commitments of existing staff that limit their capacity and time to participate in project activities. In practice, this affected the timelines of planned activities. In the first year of implementation, for example, AECID-FIIAPP had to delay planned meetings and other preparatory activities, including the official project launch, due to their key national partners having neither the staff nor the time to review, comment on, or approve key project components. There were also challenges with the differing administrative procedures of each partner organisation. Most activities require appropriate levels of official review, decision-making and approval from the national governmental agencies and departments, which proved more time consuming than planned. These administrative processes delayed key preliminary project steps, for example, the validation of TORs for AECID-FIIAPP's project unit and first set-up activities. AECID-FIIAPP also experienced delays following political events in Spain, including national elections that affected the approval of AECID-FIIAPP's operational budget and which led to delays in funding, in turn affecting project implementation.

IV.3. Tunisia

IV.3.1. Country Summary

EUTF NOA strategy in Tunisia follows on from the Action Fiche (AF) "Favoriser la mise en œuvre de la stratégie nationale migratoire de la Tunisie". Several implementing partners have operationalised this AF into a four-component programme entitled *ProGreS Migration Tunisie* (ProGreS). Implementing partners include ICMPD (Component 1); GIZ (Component 2); Expertise France (EF) in cooperation with the French Office of Immigration and Integration (OFII) (Component 3); and the French Development Agency (AFD) in cooperation with Mercy Corps and the NGO GRDR Migration-Citoyenneté-Développement.

Tunisia (and Morocco) also benefit from a regional border management project. This project supports national border agencies and other entities involved in border management and/or with a mandate to address irregular migration and protect vulnerable migrants at the border. Project implementation in Tunisia began in 2019, with work underway to conclude an implementing partner agreement between key partners, ICMPD and the Italian authorities (see Section IV.5).

Table IV.3.a. ProGreS Tunisia Projects and Partners

EUTF Project #	Project Title	Implement. Partner(s)	EUTF Budget (Euro)
T05-EUTF-NOA-TN-01	Opérationnalisation de la mise en œuvre de la stratégie nationale migratoire de la Tunisie (Component 1)	ICMPD	3,000,000
T05-EUTF-NOA-TN-01	Développement des opportunités d'emploi et d'investissement à travers la mobilisation de la diaspora (Component 2)	GIZ	4,000,000
T05-EUTF-NOA-TN-01-01	Accompagner la réinsertion économique et sociale des migrants tunisiens de retour (Component 3)	EF, OFII	2,500,000
T05-EUTF-NOA-TN-01-02	Favoriser la mise en œuvre de la stratégie nationale migratoire en Tunisie (Component 4)	AFD, Mercy Corps, GRDR	3,300,000

The four components of ProGreS align with the objectives of Tunisia's *National Migration Strategy of Tunisia* (SNM), which focuses on strengthening migration management across all administrative levels of government while simultaneously engaging Tunisian diaspora and returnees in the economic development of the country and fostering socio-economic opportunities for returnees and young Tunisians prone to migration. Each component and implementing partner will contribute to their own set of strategic objectives, spanning nearly all of the EUTF NOA Strategic Objectives (1, 2, 4 and 5).

To help achieve these objectives, the implementing partners provide institutional capacity building activities aimed at supporting national institutions, strengthening service provision and disseminating good practices – needed to support returnees, members of the diaspora, disadvantaged local populations, and other vulnerable groups.

In Tunisia, as across the NOA region, the national government is a key partner in the work of the EUTF. As of May 2019, the Tunisian Government's formal endorsement of ProGreS is still pending. The need to wait for formal endorsement and to identify institutional government partners has had an effect on implementation timelines and has led to different levels of progress on implementation. To begin to address these delays, ICMPD is developing project-level (cross-component) communication plans and tools and putting these into the field. AFD, EF, and GIZ, as well as ICMPD, focused their initial work on setting up their project structures, identifying governmental and non-governmental institutional partners, and sharing project plans with key stakeholders in Tunisia and abroad. Due to the fact that institutional capacity building requires multiple preparatory activities and longer timelines than, for example, direct provision of basic services to migrants,

partners working in Tunisia have produced fewer major outputs in the first year of project implementation. They expect to make progress on outputs in the planned second and third years of implementation.

IV.3.2. Contextual Factors Affecting EUTF NOA Projects

As noted, through ProGreS the EUTF NOA supports operationalisation of the Tunisian SNM. The EUTF NOA implementing partners are providing primarily capacity building activities aimed at strengthening both migration management across the relevant administrative units and departments and the role of diaspora communities in economic development, as well as supporting socio-economic opportunities for returnees and young Tunisians prone to migration. To date, several key factors in the country have affected project implementation, including (1) post-revolution migration trends, (2) the status of the SNM, (3) the country's administrative structures, (4) the security situation, and (5) the pending 2019 elections.

- **Post-revolution migration trends.** In 2011, the Tunisian Spring famously overturned the 23-year rule of leader Zine El Abidine Ben Ali, replacing it with a 'national unity' government and Constituent Assembly elections in October of that year. Following the change in government, immigration from Tunisia increased notably, as did its place on migration routes from the Maghreb and Sub-Saharan Africa to Europe.[42] Following the culmination of the Tunisian Spring, however, the new government restored border controls and Tunisian migration to Europe "decreased substantially between 2012 and 2016".[43]

  Tunisia has experienced a number of economic fluctuations and stagnation since 2011. These shifts include decreases in the Gross Domestic Product (GDP); and rising rates of unemployment (reaching 15 per cent in 2017, 36 per cent among youth) and inflation (reaching an annual rate of 8 per cent in July 2018), making it difficult for Tunisians to meet their basic needs. During the same period, irregular migration from Tunisia appears to have increased, with more Tunisians, especially young men, arriving in Europe over the past two years. According to IOM, some 4,000 Tunisians left the country in September 2018, many headed towards Italy along the CMR, while Tunisian authorities prevented another "6,369 Tunisians from leaving the country illegally in 2018".[44] Further, UNHCR reported that as of the end of April 2019, Tunisians made up the largest percentage of irregular migrants arriving in Italy by sea (35 per cent).[45]

  These factors may have played a role in rising rates of immigration in 2018, along with a "perceived lack of economic" opportunity at home, prevalent among many Tunisians, a worsening situation in schools, and a growing perception that education might not present a pathway to economic security; all compounded by an increase in smuggling across North Africa.[46] This changing migration situation has required that ProGreS partners evolve and adapt their project strategies, approaches and activities to this shifting landscape.

42 Tunisian National Strategy for Migration. June 2016. Accessed 29 April 2019.

43 Lixi, Luca (2018) After Revolution, Tunisian Migration Governance Has Changed. Has EU Policy?. Migration Policy Institute. 18 October 2018. Accessed 28 April 2019.

44 Sadiki, Larbi (2019) Tunisia's Migration to the North. Brookings Institution. 17 January 2019. Accessed 24 May 2019.

45 UNHCR (2019) Operational Portal. Accessed 24 May 2019.

46 Lixi, Luca (2018) After Revolution, Tunisian Migration Governance Has Changed. Has EU Policy?. Migration Policy Institute. 18 October 2018. Accessed 28 April 2019.

- **SNM: Tunisia's National Migration Strategy.** Following the Tunisian Spring, the new government recognised migration as a high priority issue. The creation of a new Secretary of State position in charge of Immigration and Tunisians Abroad (SEITE), and the Directorate General for International Cooperation on Migration (DGCIM) within the Ministry of Social Affairs reflected this prioritisation. According to IOM, these departments consolidate under their oversight all units of other ministries addressing migration, including those from the Ministry of Interior, the Ministry of Employment, the Ministry of Justice, and the Ministry of Foreign Affairs (MFA).[47] A number of these and other stakeholders drafted the country's new SNM in 2012, held consultations with several key national civil society organisations, and revised the SNM in 2015 (and again in 2017). The SNM aims "to provide a comprehensive framework" for addressing "the evolving migration landscape".[48] It emphasises the protection of the rights of migrants; names migration as part of development policy; recognises the role of partnerships and international organisations, the EU and UN agencies in addressing migration; promotes diversity "through an inter-ministerial committee that is attached to the Ministry of Culture"; and identifies Tunisians living abroad as a critical group that is and should be involved in "political and economic transitions of the country".[49] Shortly following these efforts, Tunisia held municipal elections in 2018, which in turn effected both the staff and institutional structures created. Following the elections, the lines of communication among the relevant actors continue to be redefined.

- As of 2019, the Tunisian Parliament had not yet officially ratified the SNM. The implementing partners reported that this has had some effects on implementation. For example, due to the postponement of validation of the Programme Steering Committee (COPIL), the Steering Committee Secretariat (the Secretariat which will oversee implementation of the SNM) has not yet been established. This has delayed some activities designed to enhance Tunisia's capacity to coordinate and guide migration-related interventions. Also, the roles of both the Tunisian institutional partners and the ProGreS implementing partners are currently being redefined so at to avoid SNM ratification delaying ProGreS programme implementation.

- **Administrative structures.** In 2018, the Tunisian Government redesigned their ministerial structure. This included two key changes that directly affect immigration: (1) the addition of a minister responsible for immigration and Tunisians abroad directly attached to the Presidency of the Government, and (2) the appointment of new Director Generals of the National Observatory for Migration (ONM), the DGCIM and the Office for Tunisians Abroad (OTE). These three technical directorates are together responsible for both migration and Tunisians abroad. The redesign has affected project implementation, notably the official designation of the OTE as the planned host for the reintegration platform offering socio-economic services to returnees. ProGreS Component 3, led by EF, is supporting development of this platform and related services and thus had to delay implementation by almost a year while the redesign proceeded.

47 IOM Tunisia profile. Accessed 28 April 2019.

48 Abderrahim, Tasnim (2018) Tunisia's Migration Dilemma. European Centre for Development Policy Management. 11 June 2018. Accessed 29 April 2019.

49 Tunisian National Strategy for Migration. June 2016. Accessed 29 April 2019.

Further, the Government planned to decentralise their administrative structures, adopting a new legal framework for decentralised self-governance ("le code des collectivités locales") in June 2017. This legal framework required the appointment of new municipal-level staff, which led to some project delays. The 2018 local elections, Tunisia's "first municipal elections since the 2011 revolution, and the first free and fair local elections in the country's history", also led to changes in staff, which affected implementation timelines.[50] In ProGreS Component 4, led by AFD, together with Mercy Corps and GRDR, local staff at the municipal level play key roles in implementation. ProGreS staff had to pause implementation until new local counterparts could be appointed and the partnerships needed for implementation put in place. For example, a change in delegate delayed the signing of the partnership agreement in Beni Khedache.

- **Security situation.** Over the past six months, Tunisia has experienced some political unrest as well as strikes driven by current economic and living conditions. This has included protests in the western city of Kasserine against poor living conditions, and "nationwide worker walkouts to demand higher pay".[51] In 2019, the French Ministry of Foreign Affairs reassessed the security situation in Tunisia and determined that the risk in some municipalities precluded the operation of official French governmental agencies like AFD. This in turn reduced the number of sites where ProGreS could implement their planned activities.[52] In response, the project teams are reassessing how and where to implement.

50 Carnegie Endowment for Peace (2018) Tunisia's Municipal Elections. 10 May 2018. Accessed 24 May 2019.
51 Al Jazeera (2019) Tunisia to hold national elections in October and November. 7 March 2019. Accessed 27 April 2019.
52 Consulate General of France in Tunis (2019) Map of the security risk in Tunisia (in French). 11 February 2019. Accessed 27 April 2019.

Progres Migration, GiZ, 2019

- **Elections scheduled for 2019.** In March 2019, Tunisia's independent electoral commission announced that they will hold parliamentary elections in October 2019, followed by presidential elections in November 2019. These elections, coupled with planned reforms by the tri-party ruling coalition and the recent unrest in the country, have slowed the pace of the Government's current administrative restructuring.[53] The ProGreS partners reported that the Government has delayed several key decisions until after the elections, which in turn has delayed project implementation for those activities reliant upon administrative restructuring and the appointment of staff to positions targeted by ProGreS capacity building activities.

IV.3.3. Implementation Strategies and Status

As noted, the EUTF NOA contracted with each component of ProGreS at different points in time, from June 2017 through July 2018. Further, not all projects could begin implementation immediately following contracting, due to contextual factors in the country (Section V.2). This means that, in practice, each of the four components is at a different point in their implementation, and in their reporting to the EUTF NOA.

In general, the implementing partners focused their work in their first year on developing and launching key project set-up activities. As part of Component 1, ICMPD initiated the planning and implementation of cooperation and communication mechanisms to facilitate effective coordination and monitoring among the four components. They also developed an external communication plan, including a joint project logo for ProGreS. Other primary project set-up activities for each component included, for example:

- Forming project component structures;

- Identifying project implementation partners in Tunisia and EU MSs;

- Developing contacts and relationships with Tunisian governmental stakeholders involved in each component as well as activities to define their official roles;

- Establishing and convening Steering Committees (also referred to as monitoring or technical committees – *comité de pilotage*) and local monitoring committee meetings (*Coslo, comité de suivi locaux*) consisting of relevant national or local stakeholders to oversee project implementation;

- Presenting project plans to relevant stakeholders, potential partner organisations in Tunisia and EU MSs, final beneficiaries and/or organisations representing them (for example, diaspora organisations), and the wider public;

- Participating in national and international events relevant to each component;

- Finding institutions to host the planned incubator (Component 2) and the reintegration platform (Component 3).

---

53 Al Jazeera (2019) Tunisia to hold national elections in October and November. 7 March 2019. Accessed 27 April 2019.

IV.3.4. Progress on Outputs and Immediate Outcomes

ProGreS implementing partners in Tunisia focused their first year of work on establishing effective project structures and other set-up activities aimed at facilitating strong and sustainable project implementation and results. This critical preparatory work meant that outputs produced antedate the planned outputs documented in project log frames, which focus on the results of implementation itself. For example, before project staff could provide capacity building trainings (planned output) to increase the knowledge and skills of local authorities related to migration (planned immediate outcome), they first had to identify and establish partnerships with the relevant local governmental actors whose staff would participate in training. Thus, in their first year of operation, the implementing partners reported on the early project set-up outputs, rather than those in their project log frames. AFD did, however, make progress on their capacity building training work, completing training for 30 local actors (50 per cent of their planned target), while EF made progress on several key outputs (Table IV.3.b).

Table IV.3.b. ProGreS Tunisia Progress on Selected Outputs

Implementing Partner and Component	Output	Indicator	Baseline	Target	Progress to date
ICMPD Component 1	Inception phase completed, with final log frame in process	*In progress*	**N/A**	**N/A**	**N/A**
GIZ Component 2	Résultat 2.1 Les membres de la diaspora sont sensibilisés sur les opportunités d'investissements	Nombre de membres de la diaspora sensibilisés sur les opportunités d'investissement	**0**	**1000**	**382***
EF Component 3	Les ressources humaines impliquées (au niveau d'administrations publiques ciblées et des opérateurs) bénéficient d'un renforcement de capacité leur permettant d'appuyer le travail du dispositif en matière de réinsertion des migrants de retour	Nombre de fonctionnaires impliqués dans le fonctionnement du dispositif qui bénéficient d'une formation désagrégés par institution	**0**	**N/A**	**4**
		Nombre de formations et séminaires organisés à l'intention des acteurs de la réinsertion en vue de renforcer leurs capacités désagrégés par région	**0**	**N/A**	**3**
	Des outils de communication permettent une promotion efficace du dispositif	Nombre de personnes sensibilisées par la campagne de communication (à travers les réseaux sociaux, pamphlets, brochures…)	**0**	**N/A**	**146** in Zarzis, Médenine, and Sfax
AFD Component 4	Les acteurs locaux sont formés sur les questions "migration développement" et les méthodologies du projet	Nombre d'acteurs formés	**0**	**60**	**42**
		Nombre et durée de formations conduites	**0**	**3**	**2**

N/A = Not yet available or not yet determined
*Awareness raising activities have not yet formally started; this # likely reflects pre-sessions organized across five German cities.

In addition, the components reported on the following outputs related to the preparatory activities (not included in the respective log frames):[54]

Component 1 (ICMPD). During the first months of project implementation, Component 1 focused on consultations between stakeholders; for example, an initial meeting between the National Migration Observatory (ONM) and the National Institute of Statistics (INS) to discuss collaboration on and an official letter for implementation of the Tunisia-Households International Migration Survey (HIMS). The ONM and the DGCIM jointly developed an official request for the creation of an SNM Steering Committee with thematic and sectoral groups for operationalisation and implementation. They also recruited a consultant to identify the needs of the DGCIM in its role as coordinator of the ProGreS programme and supported harmonisation of communication tools to align priorities. ICMPD also developed a coordination mechanism to guide communication and cooperation among the four ProGreS components.

Component 2 (GIZ). During the initial implementation period, the GIZ team developed and implemented a selection process for a host site for their work, subsequently selected by a jury. They also identified incubation sites in participating states (Germany, France, Belgium, Italy and Switzerland) and recruited a research firm to conduct a study on the investment potential of the Tunisian diaspora resident in these countries. They conducted a study tour to France to visit different incubators/supporting structures for business start-ups (for example, station F, FAB LAB, SCHOOL LAB, NUMA, AFRIKIWITY, Ecole 42), as well as to different start-up companies themselves. They also developed an international benchmark for business incubators and conducted outreach to Tunisian diaspora communities concerning opportunities for involvement in the socio-economic development of Tunisia; for example, via the roadshow "Invest in Tunisia" in Germany. GIZ also developed an awareness raising campaign for the diaspora in Germany, and implemented pre-sessions across five German cities.

Component 3 (EF). Due to the delayed official designation of the OTE as the host institution for the reintegration platform, Component 3 focused its first year on raising awareness about the project and establishing contacts with project partners, among other activities. The project team, for example, presented the project to national and European partners, representatives from the embassies of EU MSs, representatives of some Sub-Saharan African country embassies, Tunisian institutions responsible for migration governance, and students and migrants in Tunisia. They also participated in the Diaspora Mobility Forum and a reintegration training seminar on "the local challenges of return migration and the challenges of reintegration" for local actors in Médenine province in Zarzis (September 2018). The training focused on sensitising actors to the challenges of integration for migrants, understanding the roles of local actors in reintegrating migrants, and introducing other available projects and services that support integration and return. Operationally, they identified members for their Monitoring Committee, including the local group *Union Générale Tunisienne du Travail* (UGTT), convened the first meeting, and identified two governorates that will host decentralised offices of the platform (dispositif): Sfax and Médenine (December 2018). By the end of 2018, the Ministry of Social Affairs had designated OTE as the host for the national platform. They also developed a number of communication and visibility tools (roll ups, posters, project logo, etc.) to support public awareness of their work and the availability of the new resources in the country.

---

54 Due to the considerable number of activities carried out by each component, this list is not exhaustive, but rather limited to a selection of key outputs by component.

Component 4 (AFD and Mercy Corps). TThe Component 4 team started their work by selecting implementation sites and installing local project officers in the local governates of Médenine, Kasserine, Jendouba and Grand Tunis. These officers held meetings with local stakeholders such as local governors, representatives of the Ministry of Local Affairs, mayors, and town hall staff, and identified focal points within the local administration in three municipalities: Ain Draham (Jendouba), Beni Khedache (Médenine) and Sbeïtla (Kasserine). The team also conducted a number of trainings on "migration and development" for local and regional actors and several national representatives of the project's Technical Committee, which facilitated the subsequent conclusion of a partnership agreement between the municipalities, the EU delegation, and the NGO consortium implementing the project. They also signed partnership agreements with *l'Association Culture et Développement* in Sbeïtla, *l'Association Achbel Khemir* in Aïn Draham, and l'Association la voix de l'enfant à Médenine.

As noted, ProGreS implementing partners did not plan on producing immediate outcomes at this early stage of implementation. Component 3 staff did, however, observe some unplanned results, to the benefit of the project. These included improved communication and cooperation among Tunisian actors active in the field of returnee reintegration; staff from the ONM, the institution most directly responsible for finalising the SNM, confirmed their interest in integrating issues related to returnee reintegration into the SNM action plan; and several European countries confirmed their interest in participating in a pilot project on reintegration, for example, the Swiss Embassy in Tunisia confirmed their support for the reintegration platform, the *Centre Tuniso-Allemand de Migration* expressed interest in sending Tunisians returning from Germany through the reintegration platform, and the Austrian Government is currently considering participating in a pilot study. In implementing Component 3, EF expects these unplanned early developments to help facilitate and sustain planned project results both during and after implementation.

IV.3.5. Key Challenges and Facilitators

Implementing partners reported that the current governmental reform efforts, the redesign and decentralisation of national and local administrative structures, posed the most notable challenges during the first year of implementation. These governmental restructuring processes contributed to a delay in the planned institutional capacity building activities aimed at strengthening migration-related governmental administrative processes and institutionalisation of needed services for migrants. They are now awaiting the establishment of responsible structures and institutions and official approval or designation by local or national authorities.

While waiting for the institutional restructuring to unfold, the ProGreS teams have had to extend their timelines for identifying and establishing partnerships with both governmental institutions and other key stakeholders. Component 4 faced an additional challenge in recruiting project staff on account of Tunisian civil society networks being less developed than expected and technical problems due to lack of infrastructure.

In response, the implementing partners in Tunisia have taken a flexible approach to implementation, one that allows them to change their plans and adapt their activities to the situation on the ground. This includes postponing some planned activities and taking on others in response to changes in government plans, timelines and administrative structures. They have had strong, productive collaboration with local technical partners, following previous capacity building projects valued by local partners. This also follows on from their participatory approach, which has created trust among all project partners and with Tunisian institutions. The recent expression of interest from the Federal Office for Migration and Refugees in directing returning migrants to the platform further suggests the positive collaboration established to date.

This project is funded by
the European Union

This project is implemented by

ICMPD
International Centre for
Migration Policy Development

IV.4. Egypt

IV.4.1. Country Summary

In Egypt, the EUTF NOA is supporting the planning and development of a large (€ 60 million) programme entitled Enhancing the Response to Migration Challenges in Egypt (ERMCE). The programme includes seven unique projects that address such key topics as drivers of irregular migration, migration management, health, education, employment, and infrastructure to the benefit of migrants, refugees and host communities in Egypt. These projects aim to contribute to nearly all of the EUTF NOA Strategic Objectives (1, 3, 4, and 5), with half of the projects focusing on **Strategic Objective 4**. *Foster a more inclusive social and economic environment and stability in the region* (Table IV.4.1).

DG NEAR is partnering with Egyptian entities (the Egyptian Micro, Small and Medium Enterprises Development Agency (MSMEDA), the National Council for Women (NCW)) and international aid agencies (AICS, GIZ, AECID), and international NGOs (Plan International (PI), the German Red Cross (DRK)) to implement projects in Egypt. To date, DG NEAR has reviewed and approved most of the seven projects' proposals and logical frameworks, but projects are yet to begin implementation or production of quarterly reports, because of the outstanding administrative steps on the Egyptian side.

Table IV.4.1. EUTF NOA Projects, Egypt

EUTF Project #	Implement. Partner	Project Title	EUTF Budget (Euro)	Strategic Objective(s)	Specific Objective(s)
T05-EUTF-NOA-EG-01-03 (T05.61)	PI	1. Tackling the root causes of irregular migration and supporting integrated communities in Upper Egypt	970,475	StO 4 StO 5	SpO 4 IV SpO 5 VIII
T05-EUTF-NOA-EG-01-XX	DRK	2. Supporting communities – health for all	1,400,000	StO 3	SpO 3 V
T05-EUTF-NOA-EG-01-06 (T05.255)	AICS	3. Multi-Educational Programme for Employment Promotion in Migration-affected Areas (MEPEP)	6,000,000	StO 4	SpO 4 IV
T05-EUTF-NOA-EG-01-07 (T05.283)	GIZ	4. Capacity Building through Urban Infrastructure Development in migration-affected urban areas	17,000,000	StO 4	SpO 4 IV SpO 4 VI
T05-EUTF-NOA-EG-01-05 (T05.275)	NCW	5. Addressing the economic drivers of irregular migration	4,600,000	StO 4	SpO 4 IV SpO 4 VI
T05-EUTF-NOA-EG-01-XX	AECID	6. Enhancing migration management through institutional support	3,000,000	StO 1 StO 5	SpO 1 I SpO 1 II SpO 5 VIII
T05-EUTF-NOA-EG-01-04 (T05.252)	MSMEDA	7. Addressing root causes of irregular migration through employability and labour-intensive works (ELIW)	27,000,000	StO 3	SpO 3 IV SpO 3 V

IV.5. Regional/Multi-Country and Cross-Window Projects

IV.5.1. Summary of Regional/Multi-Country and Cross-Window Projects

The EUTF NOA is supporting a number of regional/multi-country and cross-window initiatives in the NOA region. These programmes and projects cover an array of issues that affect the host and migrant communities of one or more of the countries in the region. Many of the regional/multi-country projects are part of larger EUTF NOA regional programmes. The Regional Development and Protection Programme in the North of Africa (RDPP) forms one such initiative in NOA. RDPP aims to promote and deepen rights, dialogues, social cohesion and socio-economic development by supporting inclusive services for migrants, social cohesion within local communities, employment opportunities, advocacy efforts, and research and knowledge-sharing, among other strategies for strengthening the resilience of displaced groups and their host communities.[55] Specific activities include those that aim to establish and enhance inclusive services and address tension between host communities and displaced groups; increase economic and livelihood opportunities for all groups; and develop public and private capacity to protect, promote and include displaced groups in socio-economic and cultural life.

EUTF NOA projects with a regional/multi-country or cross-window focus differ in terms of countries engaged, as well as in scope and size, and each one is at different phase of implementation. Two of these projects are currently mid-implementation (RDPP, Mediterranean City-to-City Migration (MC2CM)), one is in its inception phase (*Sud-Sud*), another completed the launch phase in March 2019 (BMPM), while others are currently either being negotiated or have not yet been contracted, and thus are not yet reporting data (Table. IV.5.a.). Regional/multi-country or cross-window projects reporting by May 2019 include:

- RDPP – the Save the Children International (SCI) project Addressing unsafe mixed migration from Egypt (Egypt);

- ICMPD's Mediterranean City-to-City Migration project – Phase II (Libya, Morocco and Tunisia);

- ICMPD's Border Management Programme for the Maghreb Region (Morocco and Tunisia);

- GIZ's *Coopération Sud-Sud en matière de migration* (Morocco, Cote d'Ivoire, Mali and Senegal).

The EUTF NOA has more recently contracted with IOM for the project *Development Pillar to Support the RDPP in North Africa*. As the lists of countries suggest, while regional in scope, in practice, each project takes a multi-country approach. This is a difference built in by design so as to accommodate and address the diverse situations, contexts, structures, citizenries, and governments of each country.

---

55 For further information about RDPP, see DEV-pillar of the Regional Development and Protection Programme in the North of Africa and Regional Development Protection Programme (RDPP).

Table IV.5.a. EUTF NOA Projects, Regional/Multi–Country and Cross–Window*

EUTF Action Document & Number	EUTF Project #	Project Title	Implement Partner(s)	EUTF Budget (Euro)
Phase II – DEV-pillar of the Regional Development and Protection Programme in the North of Africa RDPP T05-EUTF-NOA-REG-01	RDPP T05-EUTF-NOA-REG-01	Addressing unsafe mixed migration from Egypt	**SCI**	**1,000,000**
Development Pillar to Support the RDPP in North Africa T05-EUTF-NOA-REG-01-01	T05-EUTF-NOA-REG-01-01	Community stabilisation	**IOM**	**8,000,000**
Mediterranean City-to-City Migra-tion - Phase II T05-EUTF-NOA-REG-02 –	T05-EUTF-NOA-REG-02-01	MC2CM - Phase II	**ICMPD**	**5,550,000**
Facility for Migrant Protection and Reintegration in North Africa T05-EUTF-NOA-REG-04	T05-EUTF-NOA-REG-04	EU-IOM Joint Initiative for Migrant Protection and Reintegration in North Africa	**IOM**	**34,000,000**
Dismantling the criminal networks operating in North Africa T05-EUTF-NOA-REG-05	Not yet contracted	Dismantling the criminal networks operating in North Africa and involved in migrant smuggling and human trafficking	**UNODC**	**15,000,000**
Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa T05-EUTF-NOA-REG-06	Not yet contracted	Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa	**ILO/IOM** **GIZ**	**7,000,000** **8,000,000**

EUTF Action Document & Number	EUTF Project #	Project Title	Implement Partner(s)	EUTF Budget (Euro)
Border Management Programme for the Maghreb region T05-EUTF-NOA-REG-07	T05-EUTF-NOA-REG-07-01	BMPM	**ICMPD**	**55,000,000**
Cross-Window (REG-REG) Projects				
Coopération Sud-Sud en matière de migration T05-EUTF-REG-REG-04_MO	T05-EUTF-REG-REG-04	*Coopération Sud-Sud en matière de migration*	**GIZ**	**8,613,500**

*Regional service contracts have been excluded from the analysis

IV.5.2. Contextual Factors Affecting EUTF NOA Projects

While contextual factors affecting EUTF NOA-supported projects are specific to each country (see Sections IV.1-IV.4), North Africa's proximity to Europe and the EU, and European governmental responses to the surge in migrants seeking to reach Europe in 2014-2015, shape and delimit EUTF NOA project plans and foci.

North Africa constitutes a major region of origin, transit and destination for people on the move, especially among those seeking to gain entry to Europe. The region's proximity to European shores has attracted migrants from all over the world, with people from Africa and the Middle East forming the largest groups moving through the NOA along the CMR. Migrants congregate in and seek to depart from the NOA, often perilously by sea, in pursuit of Europe's promise of employment, opportunity and stability. While the numbers of migrants, refugees and asylum seekers arriving in Europe has decreased precipitously since its high in 2015, mixed migratory flows continue to move to, in, and through the NOA region, posing "a major political and humanitarian challenge".[56]

---

56 Mixed Migration Hub (2018) Morocco Country Brief. March 2018. See also Kingsley, Patrick (2018) Migration to Europe Is Down Sharply. So Is It Still a 'Crisis'?. New York Times. 27 June 2018. Accessed 29 April 2019.
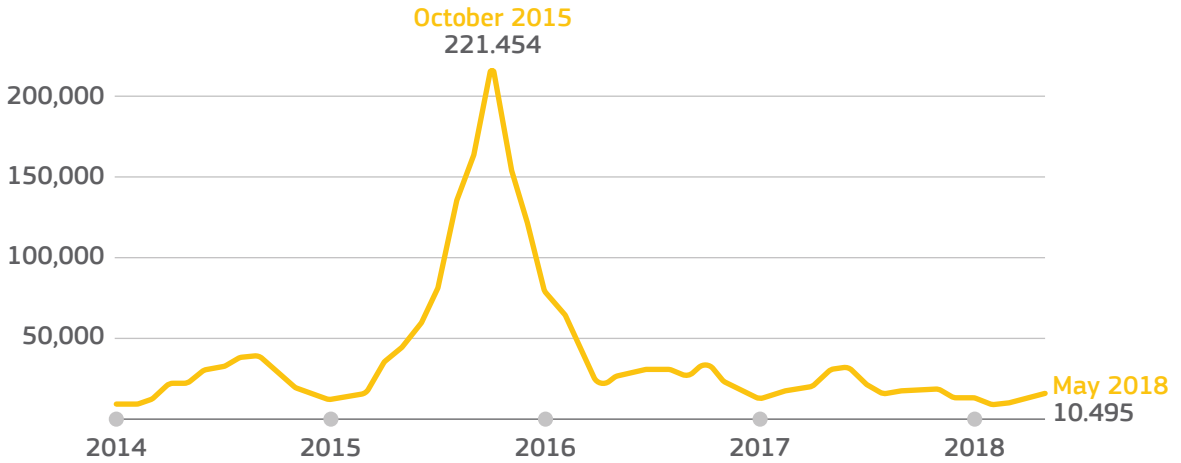
Figure IV.5.a. Migrants Arriving in Italy, Greece and Spain by Sea, 2014-2018

Source: New York Times 2018; UNHCR data

This dynamic of migrants arriving in the NOA in hope of reaching Europe has created significant pressure on host communities. It has also led European countries to introduce restrictions on the possibility of entering and/or gaining asylum status within their states. These restrictions have, according to the Mixed Migration Hub (MHub), forced people on the move to find alternatives to entering Europe. This has involved "a rise of irregular migration flows" and in illicit, transnational criminal networks engaged in smuggling and trafficking in the region.[57] These flows of migrants to the NOA seeking education, employment, opportunity and security, either in the region or in Europe, are unlikely to abate any time soon, given the continued upheaval and violence faced by people in different parts of Africa and the Middle East. They, in turn, shape the contours and complexities implementing partners face when working to address the root causes of irregular migration and instability in the NOA region.

The regional/multi-country and cross-window projects reporting data up to May 2019 aim to contribute to three of the EUTF NOA Strategic Objectives: as part of RDPP, SCI, for example, is aiming to contribute to **Strategic Objective 3**. *Strengthen protection and resilience of those in need and* **Strategic Objective 5**. *Mitigate vulnerabilities arising from irregular migration and combat irregular migration.*[58] The ICMPD project BMPM is also aligned with and aims to contribute to Strategic Objective 5, while both the ICMPD-implemented project MC2CM and GIZ's Sud-Sud project are aligned with and aim to contribute to **Strategic Objective 1**. *Foster rights-based migration governance systems in the region.*

IV.5.3. Implementation Strategies, Status, and Challenges

As noted, the reporting of each regional/multi-country or cross-window project is in a different phase of implementation. Both SCI and MC2CM have already produced several key outputs, while the BMPM project has just completed its initial launch phase (in March 2019). The GIZ project Sud-Sud is still developing its project plans, reporting only a brief one-page list of meetings with potential partners held to date.

SCI. In their first year of this 30-month project, the SCI team implemented a plethora of preparatory activities. They completed a number of key preparatory activities, including the establishing of an office in Giza (after a challenging search), purchasing basic equipment, hiring a project team and holding a kick-off meeting. In this period, SCI also finalised their baseline study on local and migrant and refugee needs (and mapped community services available in their planned implementation sites). From the baseline study, they found that the attitudes of refugee and migrant children and youth in Egypt put them at greater risk of unsafe or irregular migration than previously thought. In response, SCI plans to target more refugee and migrant children and youth, thus changing the types of beneficiaries they will serve and the types of services they will provide, and altering their planned ratio of serving 60 per cent Egyptians and 40 per cent refugees and migrants so as to serve the latter group more, given their greater risk. They also plan to "become more fluid and flexible depending on developments on the ground".[59] SCI also conducted community outreach and vulnerability assessment in partnership with community leaders and migrant refugee children and youth in order to select those at risk and in need of services. They also began development of a vulnerability assessment tool for this purpose, using UNHCR criteria and principles, and apprenticeship and on-the-job trainings models for youth in consultation with the International Labour Organization (ILO). More centrally,

---

57 Ibid.
58 SCI's log frame is not fully aligned with the EUTF NOA M&L Framework and will ultimately include only one Strategic Objective.
59 Save the Children Annual Report, 2018, p. 7.

and in addition to other activities, they established case management services and referral mechanisms and identified among the business community potential mentors for youth.

In the capacity building area, SCI began implementation of trainings. They first trained facilitators and trainers on both children/youth and adult curricula. They also developed and began life skills trainings for at-risk children and youth and the Accelerated Learning Programme (ALP) curriculum as well as teacher trainings. Some capacity building activities were delayed due to various challenges; for example, the need to amend their contract, identification of more at-risk migrant and refugee youth in need than anticipated, and challenges in finding professionals able to conduct market and labour market assessment. SCI plans to implement these activities over the coming quarters.

MC2CM. MC2CM Phase II initiated project activities in July of last year. The ICMPD MC2CM team implemented several peer learning events on local migration governance as part of other regional gatherings (to leverage the presence of key actors and increase implementation efficiency). These include MC2CM regional events, national level seminars and webinars, often held alongside other meetings, for example, the Migration Media Award (MMA) Ceremony, the Vienna Migration Conference, and the Africities Summit. Representatives of some eleven cities in the network participated in one or more of these events, including delegates from Amman, Beirut, Casablanca, Madrid, Rabat, Ramallah, Sousse, Sfax, Tangier, the Metropolitan City of Turin and Vienna. The MC2CM team leveraged the synergies and visibility of these events to discuss and promote inclusion of the key role cities and local issues play in migration and migration debates. They also developed a methodology for their planned City Migration Profile and the draft for the city migration dashboards to be integrated into the i.Map Urban Hub portal (planned for launch in 2019).

BMPM. The BMPM project, implemented by ICMPD, supports national border agencies and related entities in Morocco and Tunisia engaged in frontline border management and with a mandate to address irregular migration and protect vulnerable migrants at the border. BMPM seeks to contribute to enhanced management of migration flows through the provision of equipment and trainings on equipment use and maintenance, trainings which also include use aligned with international standards for protecting migrant, refugee and asylum seeker rights at borders. In Morocco, programme implementation is more advanced, with preparatory activities completed and the tender dossier for the purchase of different types of equipment published. Programme implementation in Tunisia began in 2019, with work underway to conclude an implementing partner agreement between key partners ICMPD and the Italian authorities.

Sud-Sud. GIZ is currently developing the project implementation plan, in partnership with the Moroccan authorities, and focused on sharing best practices on effective migration management with the project's partner countries of Cote d'Ivoire, Mali and Senegal. At the beginning of 2019, GIZ identified project focal points in all four countries and developed plans for start-up meetings in each country. GIZ also planned a Steering Committee (*Comité pilotage*) meeting and a kick-off event scheduled at the time of writing for June 2019.

RDPP. Implementing partners are preparing activities following the signing of contracts in December 2018.

Figure IV.5.b. SCI Baseline Study Participants

Age 19-25
25.1%

Age 15-18
34.1%

Age 10-14
40.7%
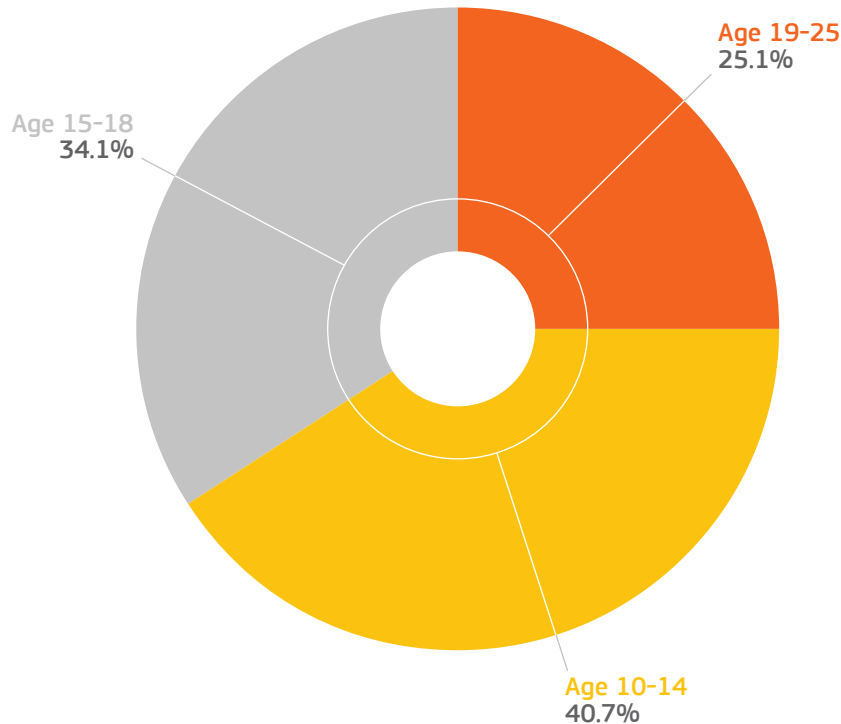
IV.5.4. Progress on Outputs and Immediate Outcomes

As noted, the regional/multi-country and cross-window projects are both regional and national in scope, with some activities implemented on a country-by-country basis and others (for example, MC2CM) being implemented regionally (Table IV.5.b). SCI's project has been in the field for over 12 months, producing a number of outputs related to training host community and migrant and refugee youth on life skills and resilience, teachers on different curricula and approaches, and local entrepreneurs on business development and employment skills. They also assessed local needs to better target their direct service activities, refocusing their work more on migrant and refugee youth as a result, given their higher than predicted level of need.

MC2CM Phase II began inception in autumn 2018, with implementation accelerating in late 2018 and the first half of 2019. The project team have, to date, identified partner cities; designed and facilitated peer learning events on good city migration practice and the role of municipalities in migration policy and services; began conducting study visits between participating municipalities; developed methodologies and plans for their city migration profiles and dashboards; and initiated a number of other research (for example, thematic learning reports on the role of cities in migration policy) and capacity building activities (for example, strategy and actions to strengthen the capacity of cities to act as migration stakeholders in international frameworks).

BMPM has focused on and produced a number of outputs related to initiating procurement and deployment of equipment needed for more effective border patrol and management. For example, ICMPD, in cooperation with the Moroccan authorities, developed and tendered a large dossier for the purchase of different types of vehicles for the National Security Directorate General (DGSN) as well as publishing Contract Prior Information Notices (including one procurement notice for photo-video drones and another for IT equipment). These activities have set BMPM up to produce planned outputs related to procurement and distribution of comprehensive border management equipment, to be followed by trainings and workshops to ensure national personnel possess the knowledge and skills needed to operate the new equipment correctly and effectively.

As noted, the GIZ cross-window project *Sud-Sud* has begun conducting meetings to identify focal points and develop project partnerships between Morocco and Cote d'Ivoire, Mali, and Senegal as countries seeking to learn about Morocco's migration practices.

Table IV.5.b. Progress on *Selected Outputs*, Regional/Multi-Country and Cross-Window*

Implementing Partner	Output	Indicator	Baseline	Target	Progress to date
SCI**	Teacher capacity building in active learning techniques and ALP curriculum	# of participants (gender)	N/A	N/A	**21** teachers (17 female 4 male)
	Vulnerability assessments of Egyptian and migrant children and youth	# of youth beneficiaries	N/A	N/A	**573** children/youth (aged 10-25), (268 female, 305 male – 249 Eritrean, 196 Sudanese, 71 Egyptian, 26 Yemeni, 24 Somali, 1 Ethiopian)
	Baseline study on migrant and host community needs	(gender, national origin)	0	1	**1**
	Life skills and personal resilience training programmes for youth	# of baseline studies	N/A	N/A	**67** adolescents/youth (aged 16-25), (41 female, 26 male)
	Livelihood trainings on wage employment training or microenterprise opportunities/self-employment	# of youth participants (gender)	N/A	N/A	**10** adults in employment training (5 female, 5 male); 19 adults in microenterprise opportunities/self-employment training (15 female, 4 male)
	Development of new local business plans for microenterprises	# of participants (gender)	N/A	N/A	**16**
ICMPD MC2CM	Output 1.1.1. Euro-Mediterranean peer learning events on local migration governance	# of learning events completed			**3** events completed or planned: – Communications on migration in local governance, Tunis: 47 participants from 9 city administrations – How to build knowledge on urban migration, Amman: 49 participants from 11 cities – Preparatory activities for event: Access to housing for migrants and refugees, Beirut

Implementing Partner	Output	Indicator	Baseline	Target	Progress to date
ICMPD MC2CM	Output 1.1.4 Webinars	# of webinars completed			**3** webinars completed – Introduction to MC2CM - trajectory, lessons and future, February 2019 – Housing Migrants part 1/ Homelessness, March 2019 – Housing Migrants part 2/ Addressing discrimination in the housing sector and current housing best practices, April 2019
	Output 2.1.2 New City Migration Profiles	# of city migration profiles completed			Methodology for the City Migration Profile methodology developed
	Output 2.1.4 City Migration Dashboards	# of city migration dashboards completed			**Two** draft City Migration Dashboards produced, currently being converted into a web-based tool for the i.Map Urban Hub portal
	Output 3.1.2 Technical visits of municipal staff to another city	# of technical visits completed			1: Tunisian delegations from Sousse and Sfax undertake study visit to Amman, Jordan to learn about their planning policy on social inclusion, March 2019
ICMPD BMPM	Early implementation underway				Key preparatory activities, including: – Publication of tender document for procurement of vehicles, drones, and IT equipment, Morocco – Regular coordination with Moroccan MoI focal points – Official feedback proposed to the EU Delegation by the Italian MoI (through the MFA) regarding Tunisian Component

* RDPP has not yet begun implementation nor producing outputs
**Implementation proceeded without log frame alignment

IV.5.5. Key project challenges and facilitators

As with the country-level projects, regional/multi-country and cross-window initiatives have faced several implementation challenges. Many of these follow shifts in the broader political and economic environment in the respective countries. Projects have also faced challenges due to elections, leading to delays in the appointment of government staff or government staff turnover in Europe, the NOA region and within the respective target countries, especially in terms of government focal points. They also encountered difficulties in recruiting project staff and identifying local partners or consultants with the right expertise to participate in or partner on key project activities. The notable politicisation of the migration debate in the region posed an additional challenge, which discouraged, for example, European cities from joining the MC2CM network. Ongoing instability and conflict in Libya also presented a challenge to identifying and including Libyan cities in the network.

In the face of these challenges, project teams adopted flexible, responsive approaches to implementation plans and worked to establish productive working relationships with state authorities. This enabled them to adapt to changing conditions on the ground in real time as well as follow specific processes required to work with national governments. Ultimately, this strategy helped mitigate the effects of these shifts and to proceed with implementation. SCI, for example, worked closely with Egypt's Ministry of Social Solidarity and Ministry of Education, and the National Council for Motherhood and Child Protection, while also meeting with representatives of the National Coordinating Committee on Combatting Illegal Migration and Trafficking in Persons. This allowed them to gain government support for their work, especially with Egyptian children and youth.

This project is funded by
the European Union

This project is implemented by

ICMPD
International Centre for
Migration Policy Development

Section V.

EUTF NOA EARLY IMPLEMENTATION: MAIN FINDINGS AND CHALLENGES

While many EUTF projects in the NOA region are still in the initial stages of implementation, some preliminary trends and findings related to project design and implementation have already begun to emerge, accompanied by some early lessons learned. DG NEAR and implementing partners can consider and use these findings to inform their work to address irregular migration and support improved migration governance among and between NOA and EU partners.

- **Flexible approach.** Most implementing partners reported adopting and frequently employing flexibility in their project design and implementation. This meant planning and building in responsiveness to evolving conditions on the ground, especially in Libya, in order to ensure that new approaches or funds could be made available to meet unanticipated needs, such as IOM partnering with local NGOs after instability prevented them from implementing safe spaces for migrants, or multiple projects extending their timelines to accommodate elections, staff turnover or governmental decision-making processes. Nearly all implementing partners needed to be able to shift their resources and evolve their project designs and plans in real time if they were to respond to the changing needs on the ground.

- **Local attitudes.** Several projects encountered harsher or more intolerant attitudes toward migrants and refugees than anticipated. These views sometimes made it challenging to recruit participants from host communities for project activities or trainings, or even reach migrants, who might not feel comfortable leaving their homes to attend an event or skills training. These attitudes revealed a notable lack of social cohesion and integration of migrants into local communities in the NOA region. They also illuminated the need for additional project activities on xenophobia, misconceptions of migrants and integration, as well as activities to support host communities to ensure the benefits of participation are concrete and tangible to host community members.

- **Longer timelines.** Two key factors affected project timelines: partnerships with local governments and the nature of project activities. NOA governments play a role in implementation of nearly all projects of the EUTF NOA, whether as a direct partner involved in implementation or through officials participating in capacity building trainings and activities. The shifting political environment in the NOA region means that planned governmental review, approval or ratification often took many more months (and in some cases, years) than anticipated, delaying project implementation and, in certain projects, requiring the revision or relinquishing of project plans or activities.

EUTF NOA IMPLEMENTING PARTNER REPORTS

Libya

1. Danish Refugee Council (DRC-CEVSI), *Strengthening Protection and Resilience of Displaced Populations in Libya*, *Narrative Report* (1 October 2018-31 December 2018), T05-EUTF-NOA-LY-01-01.

2. Danish Refugee Council (DRC-CEVSI), *Strengthening Protection and Resilience of Displaced Populations in Libya*, *Log Frame Results* (No date), T05-EUTF-NOA-LY-01-01.

3. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), *Municipal Development in the Context of Mixed Migration*, *Progress Report* (1 July 2017-31 January 2018), T05-EUTF-NOA-LY-03-05.

4. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), *Municipal Development in the Context of Mixed Migration*, *Progress Report*, (1 July 2018-31 December 2018), T05-EUTF-NOA-LY-03-05.

5. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), *Municipal Development in the Context of Mixed Migration*, *Progress Report* (1 January 2019-31 March 2019), T05-EUTF-NOA-LY-03-05.

6. Government of Italy – Department of Public Security of the Ministry of Interior of the Italian Republic (IT MoI), *Support to Integrated Border and Migration Management in Libya*, *Update on the EU Trust Fund Programme* (No date), T05-EUTF-NOA-LY-04-01.

7. Italian Agency for Development Cooperation (AICS), *Recovery, Stability and Socio-economic Development in Libya*, *Progress Reports* (1 October 2018-8 March 2019), T05-EUTF-NOA-LY-05-01-01.

8. Italian Agency for Development Cooperation (AICS), *Recovery, Stability and Socio-economic Development in Libya*, *Daily Flash Update* (17 April 2019), T05-EUTF-NOA-LY-05-01-01.

9. International Organization for Migration (IOM), *Protecting Vulnerable Migrants and Stabilizing Communities in Libya*, *Interim Narrative Report* (1 May 2017-30 April 2018), T05-EUTF-NOA-LY-03-01.

10. International Organization for Migration (IOM), *EU-IOM Joint Initiative for Migration Protection and Reintegration: Libya*, *6th Quarterly Report* (1 August 2018-31 October 2018), T05-EUTF-NOA-LY-03-01.

11. International Organization for Migration (IOM), *EU-IOM Joint Initiative for Migration Protection and Reintegration: Libya*, *7th Quarterly Report* (1 November 2018-31 January 2019), T05-EUTF-NOA-LY-03-01.

12. International Organization for Migration (IOM), *Protecting Vulnerable Migrants and Stabilizing Communities in Libya*, *Update* (March 2019), T05-EUTF-NOA-LY-03-01.

13. United Nations Development Programme (UNDP), *Strengthening Local Capacities for Resilience and Recovery*, *Progress Report* (6 June 2017–5 June 2018), T05-EUTF-NOA-LY-03-03.

14. United Nations Development Programme (UNDP), *Strengthening Local Capacities for Resilience and Recovery*, *Progress Report* (6 June 2018–31 December 2018), T05-EUTF-NOA-LY-03-03.

15. United Nations High Commissioner for Refugees (UNHCR), *Reinforcing International Protection and Delivery of Assistance to Refugees, Asylum Seekers, Migrants and Host Communities in Libya*, *Progress Report* (15 November 2017–31 March 2018), T05-EUTF-NOA-LY-03-04.

16. United Nations High Commissioner for Refugees (UNHCR), *Reinforcing International Protection and Delivery of Assistance to Refugees, Asylum Seekers, Migrants and Host Communities in Libya*, *Progress Report* (24 March 2018–31 July 2018), T05-EUTF-NOA-LY-03-04.

17. United Nations High Commissioner for Refugees (UNHCR), *Integrated Approach to Protection and Emergency Assistance to Vulnerable and Stranded Migrants in Libya*, *Quarterly Report*, (1 September 2018–30 April 2019), T05-EUTF-NOA-LY-06.

18. United Nations High Commissioner for Refugees (UNHCR), *Enhancing protection, life-saving assistance and solutions including resettlement for persons of concern with international protection needs in Libya and West Africa (Niger and Burkina Faso)*, *Interim Report* (1 December 2017–31 December 2018), T05-EUTF-REG-REG-04-01.

19. United Nations Children's Fund (UNICEF), *Resilience Building Programme for Vulnerable Children in Libya, Including Host Communities, Migrant and Refugee Children*, *Progress Report* (August 2018), T05-EUTF-NOA-LY-03-02.

Morocco

20. Belgian Development Agency (ENABEL), *Empowerment Juridique des Personnes Migrantes*, *First Trimester of Implementation* (1 November 2018), T05-EUTF-NOA-MA-02-T05.431.

21. Agence Espagnole de Coopération Internationale pour le Développement (AECID) / La Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas (FIIAPP), *Vivre Ensemble sans Discrimination: une Approche Basée sur les Droits de l'Homme et la Dimension Genre*, *Annual Report* (25 August 2017–24 August 2018), T05-EUTF-NOA-MA-01.

22. Agence Espagnole de Coopération Internationale pour le Développement (AECID) / La Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas (FIIAPP), *Vivre Ensemble sans Discrimination: une Approche Basée sur les Droits de l'Homme et la Dimension Genre*, *Operational Committee Meeting Report* (4 April 2019), T05-EUTF-NOA-MA-01.

Tunisia

23. Expertise France (EF) *ProGres Migration Tunisia – Composante 3: Accompagner la Réinsertion* Economique *et Sociale des Migrants Tunisiens de Retour, de Façon à Garantir la Dignité des Personnes et la Pérennité de Leurs Projets de Réinsertion*, *Intermediate Narrative Report* (1 September 2017–30 August 2018), T05-EUTF-NOA-TN-01.

24. Expertise France (EF), *ProGres Migration Tunisia – Composante 3: Accompagner la Réinsertion Économique et Sociale des Migrants Tunisiens de Retour, de Façon à Garantir la Dignité des Personnes et la Pérennité de Leurs Projets de Réinsertion, Narrative Report of Start* (September 2017–January 2018), T05-EUTF-NOA-TN-01.

25. Mercy Corps & Agence Française de Développement (AFD) *Favoriser la Mise en œuvre de la Stratégie Nationale Migratoire en Tunisie – Composante 4: Intégration des Questions Migratoires au Niveau Local en Tunisie, Intermediate Implementation Report No. 1* (8 November 2017–7 November 2018), T05-EUTF-NOA-TN-01-02.

26. Mercy Corps & Agence Française de Développement (AFD) *Favoriser la Mise en œuvre de la Stratégie Nationale Migratoire en Tunisie – Composante 4: Intégration des Questions Migratoires au Niveau Local en Tunisie, Narrative Briefing Note No. 2* (16 March 2018–30 June 2018), T05-EUTF-NOA-TN-01-02.

27. Mercy Corps & Agence Française de Développement (AFD), *Favoriser la Mise en œuvre de la Stratégie Nationale Migratoire en Tunisie – Composante 4: Intégration des Questions Migratoires au Niveau Local en Tunisie, Narrative Briefing Note No. 3* (1 July 2018–30 October 2018), T05-EUTF-NOA-TN-01-02.

28. Mercy Corps & Agence Française de Développement (AFD) *Favoriser la Mise en œuvre de la Stratégie Nationale Migratoire en Tunisie – Composante 4: Intégration des Questions Migratoires au Niveau Local en Tunisie, Narrative Briefing Note No. 4* (1 November 2018–1 January 2019), T05-EUTF-NOA-TN-01-02.

29. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), *Favoriser la mise en œuvre de la stratégie nationale migratoire en Tunisie – Composante 2: Développement des opportunités d'emploi et d'investissement à travers la mobilisation de la diaspora, Progress Report* (November 2017–February 2018), T05-EUTF-NOA-TN-01.

30. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), *Favoriser la mise en œuvre de la stratégie nationale migratoire en Tunisie – Composante 2: Développement des opportunités d'emploi et d'investissement à travers la mobilisation de la diaspora, Progress Report* (June 2017–August 2018), T05-EUTF-NOA-TN-01.

31. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), *Développement des opportunités d'emploi et d'inverstissement à travers la mobilisation de la diaspora, Progress Report* (March 2018–May 2018), T05-EUTF-NOA-TN-01.

32. Expertise France (EF), *ProGres Migration Tunisia – Composante 3: Accompagner la réinsertion* économique *et sociale des migrants tunisiens de retour, de façon à garantir la dignité des personnes et la pérennité de leurs projets de réinsertion, Progress Report* (September 2018–February 2019), T05-EUTF-NOA-TN-01.

33. International Center For Migration Policy Development (ICMPD*), Favoriser la mise en œuvre de la stratégie nationale migratoire en Tunisie – Composante 1: Opérationnalisation de la mise en œuvre de la stratégie nationale migratoire de la Tunisie, Startup Report* (July 2018–August 2018), T05-EUTF-NOA-TN-01-04.

34. International Centre for Migration Policy Development (ICMPD*), Favoriser la mise en œuvre de la stratégie nationale migratoire en Tunisie – Composante 1: Opérationnalisation de la mise en œuvre de la stratégie nationale migratoire de la Tunisie*, Quarterly Report (September 2018-November 2018), T05-EUTF-NOA-TN-01-04.

35. Mercy Corps & Agence Française de Développement (AFD), *Favoriser la mise en œuvre de la stratégie nationale migratoire en Tunisie – Composante 4*, Narrative Briefing Note No. 5 (1 February 2019-30 April 2019), T05-EUTF-NOA-TN-01-02.

Regional/Multi-Country and Cross-Window

36. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Coopération Sud-Sud en matière de migration, List of Focal Points and scheduled missions, T05-EUTF-REG-REG-04_MO.

37. International Center for Migration Policy Development (ICMPD), *Border Management Programme for the Maghreb Region*, Flash Report (1 January 2019-2 February 2019), T05-EUTF-NOA-REG-07.

38. International Centre for Migration Policy Development (ICMPD), *Mediterranean City-to-City Migration (MC2CM) – Phase II*, Inception Report (No Date), T05-EUTF-NOA-REG-02-01.

39. International Centre for Migration Policy Development (ICMPD), *Mediterranean City-to-City Migration (MC2CM) – Phase II*, Quarterly Narrative Information Note (1 October 2018-31 December 2018), T05-EUTF-NOA-REG-02-01.

40. International Centre for Migration Policy Development (ICMPD), *Mediterranean City-to-City Migration (MC2CM) – Phase II*, Quarterly Narrative Information Note (1 January 2019-31 March 2019), T05-EUTF-NOA-REG-02-01.

41. Médecins du Monde (MdM), *Renforcement de la Protection et de la Résilience des Personnes les Plus Vulnérables sur la Route Migratoire*, Quarterly Report No. 1 (1 June 2018-31 August 2018), T05-EUTF-NOA-REG-01-02.

42. Médecins du Monde (MdM), *Renforcement de la Protection et de la Résilience des Personnes les Plus Vulnérables sur la Route Migratoire*, Quarterly Report No. 2 (1 September 2018-30 November 2018), T05-EUTF-NOA-REG-01-02.

43. Save the Children (SCI), *Addressing unsafe mixed migration from Egypt*, Annual Report (31 October 2018). RDPP T05-EUTF-NOA-REG-01-01.

EU Trust Fund for Africa