

Action fiche of the EU Emergency Trust Fund, Egypt 2017

T05-EUTF-NOA-EG-01

1. IDENTIFICATION

Title/Number	Enhancing the Response to Migration Challenges in Egypt (ERMCE) T05-EUTF-NOA-EG-01		
Total cost	Total EU Trust Fund contribution: EUR 60 million EU MS Contribution (Germany): tbd		
Aid method/Implementation methods	- Direct management - Indirect management with EU Member States		
DAC code	150	Sector	

2. BACKGROUND

2.1. Summary of the action and its objectives

This Action Document captures the projects to be committed in 2017 in Egypt under the *European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa*¹ (i.e. “Trust Fund” or “EUTF”). The overall objective of the proposed Action is to enhance the response to migration challenges in Egypt.

This Action has been designed following the EU High Level Migration Mission (21-23 Jan. 2017) to Cairo, which notably agreed on the setting up of a High level Migration Dialogue, and the DG NEAR Centre of Thematic Expertise on Migration technical mission (20-21 Feb. 2017) to discuss cooperation in the field of migration as part of the new EU-Egypt Partnership Priorities (PPs) agreed ad referendum in December 2016, and identify priority areas for intervention, particularly in the framework of the first allocation to Egypt under the Trust Fund.

The proposed Action responds directly to the approach put forward by the Egyptian Ministry of Foreign Affairs (MFA) in the non-paper “Egypt Framework Paper on Cooperation with EU on Migration”, which was presented by the Government of Egypt (GoE) to the EU during the technical mission on migration.

The proposed Action follows an approach to tackle migration challenges in Egypt that was jointly identified by the GoE and the EU. It takes duly into consideration the implementing entities suggested by the GoE and covers projects in four thematic areas as defined and classified in the Egypt Framework Paper, namely *development cooperation, vocational and technical education, institutional capacity building in the field of migration, and supporting Egypt’s efforts to host refugees*.

The Action also addresses all the five priority domains that the Valletta Action Plan is built around with particular focus on the following domains: *1. Development benefits of migration*

¹ The EUTF aims to help foster stability in three regions, referred to as 'windows': The Sahel region and Lake Chad, the Horn of Africa and the North of Africa.

and addressing root causes of irregular migration and forced displacement, 3. protection and asylum, 4. prevention of and fight against irregular migration, migrant smuggling and trafficking in human beings.

Additionally, the Action will contribute to the Specific Objective 1 of the Operational framework of the North of Africa Window of the Trust Fund, *"to foster rights-based migration-governance systems in the region"*, to Specific Objective 3, *"to strengthen the protection and resilience of migrants, forcibly displaced persons and local populations"*, and Specific Objective 4, *"To foster more inclusive social and economic environment and stability in the region"*.

2.2. Background

2.2.1. National background

Egypt has been undergoing a multifaceted transition since the January 2011 revolution. While the institutional steps of Egypt's transition have been formally implemented, many challenges are still in play, such as poverty and a lack of job opportunity for the young in a context of rapid demographic growth. Therefore, Egypt is facing the manifold challenge of responding to the pressing demands of a difficult economic situation and pursuing ambitious reforms in structural, legislative and administrative sectors that are long-term in nature.

Egypt is a lower middle income country, with an estimated GDP per capita in 2015 of USD 3,300, which has seen very modest increase over the last few years. Its economy remains relatively diversified as compared to other countries in the region, with the service sector (48% of GDP) and industry (37% of GDP) being the largest contributors. However, around one third of the active labour population still derive their living from primary agriculture.

Rapid population growth represents a major challenge to the sustainable development of the country. The average annual population growth rate during the period 2010-2015 is estimated at 2.2% and the total fertility rate per woman was 3.4. In 2015, Egypt's population was estimated at over 90 million, 33% of whom were younger than 15 years. Currently, the total population of Egypt is growing by an estimated 2.3 million people annually.

Also, fuelled by the instability in the region and a shift in labour demand in the Gulf countries, Egypt is struggling with the number of Egyptian returning from abroad. A lot of job opportunities abroad were lost due to political strife in Libya, Iraq, and Yemen, and in the Gulf countries due to the crowding out from other nationalities. This development puts additional pressure on the Egyptian labour market in the coming years, which is likely to be a push factor for leaving to Europe. The demographic outlook of Egypt is likely to further contribute to increasing the migratory pressure.

The continuous difficult economic situation combined with pronounced population growth and a trend of becoming a destination country for many migrants and refugees, puts further at strain large parts of the Egyptian population. Access to education, health and other services is increasingly costly for considerable segments of the population. This situation is further accentuated in communities which are hosting large numbers of migrants and refugees. Egypt being simultaneously a country of destination, transit and departure for migrants, challenges relating to migration arise resulting from and affecting the development of the country.

2.2.2. Sectoral background: policies and challenges

The Central Mediterranean (CM) has been an important route used by migrants to enter the EU irregularly for almost a decade. Migrants have been departing from the northern coast of Libya, Tunisia, and more recently Egypt, towards the south of Italy, Malta, and Greece. Egypt is affected by shifts in migratory patterns in Africa. The traditional route through Egypt's Sinai Peninsula has shifted westwards into Egypt and also the unrest in Libya has resulted in an increasing number of migrants along the East African Migratory Route crossing into Egypt to reach the Mediterranean shores.

An alarming increase of irregular mixed migration by sea towards Europe via the Central Mediterranean occurred in 2014 when around 170,000 people reached Europe irregularly via the sea, departing mainly from Libya. This number of irregular migrant crossings was 154,000 in 2015 and increased again in 2016 to 181,000.² At the same time, casualties have gone up dramatically on the CM route. An estimated 2,891 migrant and refugee deaths were recorded during the entire year 2015 while the number of recorded deaths on this route in 2016 amounted to 4,581. In comparison, 504 persons were recorded dead on eastern and western routes combined. While 2016 was by far the most deadly year for the Mediterranean and largely due to accidents on the CM,³ no departures from Egypt were recorded since October 2016. In 2017 up to the end of April only 3 arrivals were registered from Egypt. Irregular outflow from the Egyptian northern coast has sharply decreased due to tightened control measures, in particular following the tragic incident at sea of last September where the almost totality of casualties and rescued were Egyptian nationals.

The number of migrants reaching Italy's shores irregularly from Egypt, all nationalities included, although limited in numbers, has increased from 2015 to 2016, 11,114 and 12,766 respectively. The 2016 figure translates in relative terms to about 7% of overall arrivals to Italy. While Egypt is not among the "top-ten" nationalities of origin, it can be observed that Egyptian economic migrants have been increasingly tagging along the mixed groups of migrants of Non-Egyptian origin transiting Egypt. Moreover, in 2016, Egyptians tended to be a top nationality of unaccompanied minors arriving in Italy, but many national efforts has been exhorted to face this phenomenon, led by the National Council of Childhood and Motherhood to safely return minors to Egypt.

There is a "youth bulge" in the country and Egypt's economy is struggling to absorb labour market entrants, resulting in high unemployment which prompts youth to find work opportunities abroad. In addition to a lack of opportunities for job seekers in the context of continuing rapid demographic growth⁴, scores of Egyptians are returning from Libya and the Gulf⁵, which means that Egypt also needs to reintegrate a high number of returnees within its economy and cushion a decrease in remittances. Such challenging economic conditions are prone to lead to increasing vulnerability among communities. Compounded with burgeoning smuggling and trafficking networks along the Central Mediterranean Route, there are clear drivers and catalysts for increasing irregular migrant crossings from the North Coast of Egypt.

As of 28 February 2017, the total Population of Concern (PoC) for UNHCR in Egypt stands at 202,209 registered asylum seekers and refugees, including 120,154 Syrians (59.5%) and

² <http://frontex.europa.eu/trends-and-routes/central-mediterranean-route/>

³ <https://missingmigrants.iom.int/mediterranean>

⁴ According to the National Population Council the number of Egyptians might reach about 140 million by 2030, whereas 91 million people live in Egypt today, in addition to 8 million Egyptians abroad

⁵ Still, it is estimated that nearly 2 million Egyptians remain in Saudi Arabia while other GCC countries host up to 2.5 million emigres (Egyptians Abroad Union).

82,055 Africans and Iraqis (40.5%). Among the latter are 34,671 Sudanese, 12,829 Ethiopians, 7,872 Eritreans, 7,583 Iraqis and 19,100 of other nationalities. With 45,502 people newly registered with UNHCR in 2016, 32,792 of which arrived in the same calendar year, the year 2016 marked a historic peak for new arrivals to Egypt and an increase of 65% compared to the whole of 2015. Continuing instability in Ethiopia, South Sudan, Somalia, Eritrea, and Sudan are mainly behind the increasing arrivals of African asylum seekers. In addition, 17,395 Syrians registered in Egypt during 2016. With the notable exception of the Syrians, a high degree of mobility of the asylum seeking population can be observed. When it comes to 2017, the influx of refugees and migrants continues to be sustained. The 9,617 newly registered refugees by UNHCR during January and February alone represent an 80% increase when compared with the same period in 2016.

Egypt has become a migration crossroad, and increasingly a destination country for migrants. The exact number of economic and forced migrants in Egypt is difficult to assess since an unknown number of Syrians and other nationalities remain unregistered living among Egyptian communities across Egypt. Many of them could have arrived irregularly or without entry restrictions and some can still enter irregularly through the land border with Sudan. It is estimated by all stakeholders that the persons of concern registered with UNHCR are but a fraction of the total number of potential asylum seekers in Egypt at any given time.

Given the rising migratory trends, Egypt has taken major steps towards developing a comprehensive strategy to curb smuggling and trafficking activities on its territory. In October 2016, the Government of Egypt launched a new “National Strategy on Combating Illegal Migration” for the period 2016-2026. The new 10-year strategy includes a two-year Action Plan for implementation and monitoring. The strategy was spearheaded by the National Committee for Combating and Preventing Illegal Migration (NCCPIM). A strategy for combatting trafficking in persons was also finalised in 2016 by the National Coordinating Committee on Combatting and Preventing Trafficking in Persons (NCCTIP).

As another milestone the Egyptian Parliament approved a new anti-human smuggling law in October 2016, which complements and fortifies the law no. 64 of 2010 concerning combatting human trafficking. The new law should safeguard the rights of smuggled migrants as victims and impose punishments for smugglers and accomplices. As foreseen in the law, the NCCPIM and NCCTIP have recently been merged into one new coordinating committee (the NCCPIM-TIP), which shall be the government focal point for coordinating policies in the field of preventing irregular migration and combating smuggling and trafficking of human beings.

The NCCPIM-TIP's mandate is to strengthen the cooperation between and among the National parties (governmental and non-governmental) with regional and international parties to achieve a comprehensive developmental approach to curb irregular migration. NCCPIM-TIP has conducted social and field studies to determine the most significant governorates exporting the highest rates of irregular migrants as well as the most important transit governorates. The results of this assessment at district level will be used as a basis to determine intervention areas and target groups under this Action.

2.3. Lessons learnt

In the past, the EU has mainly addressed the issue of migration in its cooperation with Egypt through regional programmes with international organisations, small grants to CSOs, as well as to very limited extent under its bilateral programmes with the Government of Egypt. With the establishment of the Trust Fund and the initiation of the Migration and Mobility Dialogue

in 2017 a more strategic approach is called for, where country-based activities under the Trust Fund will complement other policies and activities.

The European Union introduced the Migration Partnership Framework in June 2016, which fully embeds migration in the European Union's foreign policy as a key element of the European Union Global Strategy for Foreign and Security Policy. Through the Migration Partnership Framework, the EU aims at saving lives and breaking the business model of smugglers, preventing irregular migration and enhancing cooperation on returns and readmission of irregular migrants, as well as stepping up investments in partner countries. These objectives can only be achieved by working closely together with third countries, in a win-win partnership.

The approach rethinks how all concerned actors – European Union's Member States, EU institutions and partner countries – can more effectively work together to better manage migration flows and ensure well-managed migration. It establishes a results-oriented approach to mobilise and focus all EU and Member States' tools and resources for that purpose, acting in full respect of human rights, international law and European values.

The proposed projects under the 2017 Trust Fund allocation to Egypt have been formulated in view of the specific challenges faced by Egypt, experiences of migration-related cooperation in Egypt, and current cooperation perspectives between the EU and Egypt.

2.4. Complementary actions

The complementarity of this Action with other sectoral programmes and alignment to the various ongoing political dialogues on migration will be ensured. The activities of the projects under this Action will be closely coordinated with other regional projects financed under the Trust Fund (both North of Africa and Horn of Africa Windows). In particular, complementarity of this Action will be ensured with projects linked to migration management and institutional capacity building such as *Better Migration Management - Khartoum Process* (BMM, Trust Fund, Horn of Africa Window).

The activities of the projects under this Action will be closely coordinated with the projects benefitting Egypt under the *EU Regional Trust Fund in response to the Syrian Crisis (Madad Fund)*.

Bilaterally, the proposed projects will complement any new projects in the field of migration under the bilateral envelope as well as the on-going project called *Action to Support the National Coordinating Committee on Combating and Preventing Trafficking in Persons to create a safe and secure environment in Egypt*.

Additionally, complementarity will be ensured with projects funded through DG ECHO which has an envelope of at least EUR 3.8 million for Egypt for the purpose of addressing the basic needs of refugees and their hosting communities, including emergency health and education in emergency.

Furthermore, several multi-country or regional programmes under various EU funding mechanisms and instruments are providing support to Egypt on migration related issues or will be endorsed for funding throughout the implementation of this Action. These include, but are not limited to the following:

- *Regional Development and Protection Programme (RDPP) in the North of Africa (AMIF/ENI/EUTF);*
- *Addressing Mixed Migration Flows in East Africa (DCI: GPGC);*
- *Global action to prevent and address trafficking in persons and the smuggling of migrants (DCI: GPGC);*
- *Support to Africa-EU Migration and Mobility Dialogue (PanAf);*
- *Euromed Migration IV – Euro-Mediterranean Dialogue and Cooperation on Migration, Mobility and International Protection (ENI);*

Finally, the Action will complement and build on some of the major ongoing bilateral cooperation programmes between EU and Egypt, such as the *Support to Technical and Vocational Education and Training Reform Programme - Phase II (TVET II); Expanding Access to Education and Protection for at Risk Children in Egypt; Enhancing Access to Education and fighting Child Labour; Upgrading Informal areas in the Greater Cairo region; Promoting Inclusive Economic Growth in Egypt; Health Sector Policy Support Programme (HSPSP II); EU Joint Rural Development Programme (JRDP).*

2.5. Donor coordination

The Trust Fund’s activities in Egypt shall be informed by the dialogue between the EU and Egypt and implemented in line with the priorities identified in the EU-Egypt Partnership Priorities, in the review of the European Neighbourhood Policy (ENP), the European Agenda on Migration, and shall be aligned to the Egypt Framework Paper on migration. In Egypt, the Development Partner Group (DPG) with its thematic sub-group on migration and protection co-chaired by Switzerland and the International Organisation for Migration (IOM), functions as the established donor working group at country level. The group will be a crucial forum to coordinate the Trust Fund’s activities with the interventions of other donors and development partners supporting Egypt in this field of intervention.

Local EU Delegation-led coordination with Member States present in Egypt takes place within well-established EU coordination meetings, such as the Development Counsellors Meeting, as well as bilaterally.

At regional level two separate migration-related consultation and coordination fora are established, in which Egypt actively participates:

- The *EU-Horn of Africa Migration Route Initiative* or the *Khartoum Process*, a regional dialogue among countries of origin, transit and destination along the East Africa migratory route. This process was launched at a Ministerial Conference in Rome in November 2014 with an initial focus on preventing and tackling human trafficking and smuggling of migrants.
- The *Valletta Action Plan*, which provides a framework for dialogue and cooperation on migration issues between the EU and Africa. The Khartoum Process and the Joint-Africa EU Strategy, in both of which Egypt takes part, are agreed platforms for monitoring the progress of the implementation of the Valletta Action Plan.

3. DETAILED DESCRIPTION

3.1. Objectives

The **overall objective** of this Action is to contribute to address migration challenges in Egypt.

The Action pursues **three specific objectives**:

SO 1: To enhance Egypt's migration management

SO 2: To address the root causes of irregular migration

SO 3: To support Egyptian communities hosting migrants and refugees

The Action is aligned to the particular objectives and needs of the Valletta Joint Action Plan. It contributes to addressing four thematic areas as defined and classified in the "Egypt Framework Paper on Cooperation with EU on Migration" presented by the Government of Egypt in February 2017, namely *development cooperation, vocational and technical education, institutional capacity building in the field of migration, and supporting Egypt's efforts to host refugees.*

3.2 Expected results and main activities

The action will be articulated around three components and implemented through 7 projects. Complementarity and synergies between these projects will be duly ensured.

Specific Objective 1: "To enhance Egypt's migration management"

This specific objective will be achieved through the implementation of one specific project.

Project 1: 'Enhancing migration management through institutional support'

This project will be implemented under indirect management through a pillar-assessed delegation agreement with EU MS public bodies, namely of Spain possibly in consortium with one or more EU Member States. It responds directly to the thematic area *institutional capacity building in the field of migration* as defined by the Egypt Framework Paper.

The objective of the project is to contribute to enhancing migration governance and management in Egypt through institutional strengthening and capacity building. It is foreseen to implement this project through a peer-to-peer approach with EU Member State administrations and as such facilitate the exchange of best practices on migration management between EU MS and Egypt.

The project envisages supporting the objectives of the National Strategy for combating and preventing illegal migration, as well as human trafficking. While doing so, it will enhance coordination between all the government agencies and stakeholders involved in migration management and strengthen the overall institutional and regulatory frameworks to manage migration.

Indicative activities, without prejudice to expanding or modifying them according to the requirements of the Government of Egypt, may include raising public awareness, developing policy and institutional frameworks related to irregular migration and trafficking in human beings, implementing Law 82/2016 on combating illegal migration and smuggling of migrants, and mainstreaming migration dimension into labour and social policies. The activities may also include mappings and studies collecting, analysing and comparing data on demographic, labour market, and migration needs and trends.

The coordinating entity for this project will be the NCCPIM-TIP. Beneficiaries and targeted entities are potentially, depending on their respective mandates, all ministries and organisations which are members of the NCCPIM-TIP and therefore tasked with migration-

related activities. More specifically, it is envisaged that the project might closely involve working with the Ministry of Manpower, the Ministry of Emigration and Expatriate Affairs, Ministry of Local Development, Ministry of Youth and Sport, the Public Prosecution Office, Ministry of Justice, State Information Service, the Central Agency for Public Mobilization and Statistics and others.

Specific Objective 2: "To address the root causes of irregular migration"

This specific objective will be achieved through the implementation of four specific projects.

Project 2: 'Addressing root causes of irregular migration through employability and labour intensive works (ELIW)'

This project will be implemented in direct management through a directly awarded grant to the Medium, Small and Micro Enterprise Development Agency (EDA), formerly (Social Fund for Development or SFD), a public body. It responds directly to the thematic area *development cooperation* as defined by the Egypt Framework Paper.

The project is designed to be a response to the phenomena of irregular migration of youth by tackling its root causes: deteriorating living conditions in the source areas for migration as well as the lack of economic opportunities and employment. These problems will be addressed through creating short and medium term employment, and building skills of unemployed youth in response to the current economic crisis with a view to expanding and diversifying their employment perspectives. The project will also contribute to improving the physical and social infrastructure in the target areas to provide better quality of life for the local communities.

The project implemented by EDA will include the provision of financial support to Egyptian target governorates more prone to migration for sub-projects consisting of small-scale infrastructure works including, but not limited to the rehabilitation of water networks, cleaning and protection of small canals, rural roads, and rehabilitation of public buildings. It will also cover the provision of financial support to grassroots organisations for sub-projects consisting in the provision of community services including, but not limited to, early childhood education services, outreach for maternal and child health, nutrition, population services, solid waste collection, and youth employment in rural and urban settings. A third aspect will involve financial support to various local entities such as CSOs, NGOs, employers federations, business associations, etc. for the purpose of providing training packages for youth to facilitate access to wage-employment or self-employment.

The project comes as an intrinsic component of the Egyptian government overall strategy to fight irregular migration and the NCCPIM plan of action for the coming two years. The EDA will rely on the NCCPIM-TIP to identify villages, districts and Governorates with high records of irregular migration. In terms of target groups, emphasis will be given to semi-skilled and unskilled youth, including women.

Project 3: 'Addressing the economic drivers of irregular migration'

This project will be implemented in direct management with the National Council for Women (NCW). It responds directly to the thematic area *development cooperation* as defined by the Egypt Framework Paper.

The project objective is to address root causes and provide alternatives to irregular migration through enterprise development and work opportunities for women and youth in migration-affected governorates.

The project envisages creating clusters and value chains in economic sectors with high growth and labour intensive potential. It will also promote the participation of women and youth in SME development as well as promote their role as agents of behavioural change at community level with regard to irregular migration.

Indicatively, NCW will carry out activities such as supporting the development of clusters of micro, small and medium enterprises led by women and youth in textile, woodwork and furniture as well as agri-business; establishing incubators for innovation and knowledge resources in each targeted Governorate aiming at developing friendly, safe, business-oriented units to address the challenges faced by the communities in remote areas such as lack of managerial skills and credit, fear to take loans, complex bureaucratic procedures to access to them etc.; designing an information and awareness raising campaign to include messages discouraging irregular migration and information about law enforcement.

The target groups of the project include population groups prone to migration or directly impacted by migration such as mothers, wives and dependents of migrants, as well as returnees including deported children.

The proposed geographic areas of project intervention will indicatively be selected among Beheira, Kafr El Sheikh and Gharbeya in the Delta, and Fayoum, Minya, Assiut, and Luxor in Upper Egypt. These Governorates have been identified by NCCPIM as belonging to the group producing the highest percentage of irregular migrants and are included in the Egypt's Poverty Map. Moreover they have been affected by the decline of revenues from tourism, and the retrenchment of business.

Project 4: 'Multi-Educational Programme for Employment Promotion in Migration-affected Areas'

This project will be implemented in indirect management with the Italian Ministry of Foreign Affairs – Directorate General for Development Cooperation MAECI-DGCS. MAECI– DGCS will be the Implementing Agency with the technical and administrative support of the 'Italian Agency for Development Cooperation (AICS) Cairo Office'. MAECI-DGCS and AICS Cairo will work in close cooperation with the Ministry of Education and the Ministry of Industry and Trade as the main national entities mandated in the area of TVET. It responds directly to the thematic area *vocational and technical education* as defined by the Egypt Framework Paper.

The project's objective is to address root causes and reduce irregular migration by boosting incomes and vocational and technical opportunities in governorates/areas prone to irregular migration. The project intends to enhance the availability of and access to quality vocational and technical training by the most vulnerable populations in regions prone to migration and increase their access to employment opportunities.

The project intends to implement training for teachers/trainers with the aim to equip them with up-to-date teaching methods and technical skills. The trainings will be provided by a well-reputed training institute with solid expertise and experience in Egypt such as Don Bosco in Cairo (an educational institution established in 1926 offering an Italian high school path recognized by both Egyptian and Italian education authorities and a wide range of technical

and vocational training courses in a variety of domains), the Integrated Technical Education Cluster – ITEC (a Technical Institute financed by the Italian Government in the framework of the Italian Egyptian Debt Swap programme and others) or another experienced institution operating in this field.

The project also envisages to set-up a modern Professional Training Centre which will be managed by the relevant Egyptian Authorities and organized and supervised by the identified training institute (Don Bosco). Short-term vocational courses will be delivered to the most vulnerable people as part of the training courses; trainees will be also given internships opportunities and on-the-job trainings in private and public companies to facilitate their access to concrete job opportunities. To ensure its sustainability after the project, the Centre will provide for-profit-services to businesses such as machinery maintenance services and training services to upgrade employees' skills.

The project envisages targeting vulnerable and marginalized social groups and categories such as unemployed young women and men, youth, school drop-outs etc. The proposed project will cover a Governorate chosen in close collaboration with the Egyptian Authorities, which will be Sharkeia. This Governorate, among others, is indicated by the GoE as having a high rate of irregular migration; moreover, they have a significant presence of industrial areas that could absorb trained workers in specific productive sectors.

Project 5: 'Tackling the root causes of irregular migration and supporting integrated communities in Upper Egypt'

This project will be implemented in direct management through the direct award of a grant to Plan International. It responds directly to the thematic area *development cooperation* as defined by the Egypt Framework Paper.

The objective of the project is to address root causes and reduce irregular migration through creating opportunities for youth to earn their livelihoods and through ensuring children have a safe environment in which to grow up in Egypt. The project intends to enhance the prospects of vulnerable young men and women of establishing a business or gaining employment as well as to promote positive alternatives and raise awareness of risks of irregular migration and ensure equal access to quality child protection services for families.

Indicatively, the project envisages strengthening job prospects for youth through demand driven employability skill trainings and job placement. It will also improve the ability of youth to start-up, expand and sustain market responsive businesses and to access financial resources. Finally, it will assist child protection actors, local government as well as wider community to better respond to irregular migration through promoting relevant legislation and conducting awareness raising campaigns around risks and positive alternatives to irregular migration.

The target group of the project include women, men and children aged between 15 and 30 years. The intention of young people to migrate relates to poor economic and life perspective based on high poverty levels. The project will therefore cover the Governorates Assiut and Sohag in Upper Egypt, as Assiut is indicated by the Government of Egypt as having a high rate of irregular emigration and both Governorates rank among the poorest regions in Egypt. Sohag hosts the largest number of poor people in Egypt.

Specific Objective 3: “To support Egyptian communities hosting migrants and refugees”

This specific objective will be implemented through two specific projects.

Project 6: 'Capacity Building through Urban Infrastructure Development in migration-affected urban areas'

This project will be implemented in indirect management by the German implementing agency 'Gesellschaft für Technische Zusammenarbeit (GIZ)', which will work in close cooperation with the Egyptian Authorities responsible for informal settlements on national and Governmental levels (namely the Ministry of Housing, Utilities and Urban Communities and the Informal Settlement Development Fund (ISDF). It responds directly to the thematic area *supporting Egypt's efforts to host refugees* as defined by the Egypt Framework Paper.

The objective of the project is to increase employment and skills development opportunities through labour-intensive infrastructure development in migration-affected informal urban settlements. Such informal settlements accommodate the majority of the poorest urban population in Egypt. Refugees and irregular migrants are also attracted by the affordable rents of such areas.

The project will integrate construction related skills development, on-the-job training, promotion of SMEs and physical improvements of the target areas. The combination of these results will allow for synergy effects (e.g. new skills can be applied and reinforced on-the-job, infrastructure measures provide immediate income, newly created SMEs can recruit qualified workforce from local area etc.). Complementarily, the project educates the training participants on the dangers of irregular migration.

The target groups of the project are the residents of selected informal urban settlements hosting migrants. The lack of perspectives renders these communities most vulnerable to activities of smugglers and human traffickers. Since many of these urban areas of Egypt are growing rapidly and mostly without governmental planning, they suffer from a lack of services and poor infrastructure. All residents of the communities will be addressed in a non-discriminatory approach.

The selection of the informal settlements will be based on data from sources such as NCCPIM-TIP, IOM and UNHCR. The project will focus on informal urban areas in the Governorate of Alexandria and Beheira, which receive high numbers of migrants that share the access to limited services and resources with their host communities.

Project 7: 'Supporting communities – health for all'

This project will be implemented in direct management through a grant to the German Red Cross, who will work in cooperation with the Egyptian Red Crescent (ERC) and the Swiss Red Cross. It responds directly to the thematic area *supporting Egypt's efforts to host refugees* as defined by the Egypt Framework Paper.

The project's objective is to contribute to increased resilience of communities with high concentration of most vulnerable migrants in Egypt by improving their access to primary and secondary health care services. The project will also enhance the capacities of health services as well as improve living conditions through knowledge transfer for all members of vulnerable communities and behaviour changing activities.

The project will provide mobile health teams (medical convoys as per Egypt Red Crescent definition) operating across the identified living areas of the target population. Furthermore, Community Based Health and First Aid courses for community members will be conducted by ERC to build upon the identified potential within the target community to establish a network (and/or strengthen the existing ones) of Community Health Volunteers. The approach is aiming at knowledge transfer to the vulnerable communities and subsequently ownership of ongoing health awareness activities complementary to the medical convoys. Communities will have improved health knowledge and access to primary and secondary health care so that they are able to better manage health risks.

The target group of the project includes teenagers and young adults of geographical areas of high migration potential and their families as well as vulnerable families, covering Egyptians and foreign migrants.

The geographic focus of the project will be Greater Cairo and Alexandria, which host large numbers of migrants and refugees. Alexandria has been identified as an exit point for irregular sea crossings.

3.3. Risks and Assumptions

The Action is designed under the assumption that all concerned partners are committed to strengthening migration governance and management, in line with international standards, and to increasing socio-economic opportunities and protection in areas particularly prone to migration. A continuous political and policy dialogue between the EU and Egypt, using the existing political fora and bilateral consultations, is expected to support this assumption.

3.4. Crosscutting issues

The Action will be consistent with the provisions related to gender equality and non-discrimination of the Egyptian Constitution. The Action is designed and implemented in line with the EU Gender Action Plan (GAP II), which provides the framework for the EU's promotion of gender equality through external action for the period 2016-2020. The GAP II is based on three thematic objectives: a) securing the physical and psychological protection of women and girls; b) promoting economic and social rights and the empowerment of women and girls; c) strengthening women's and girls' voice and participation. The proposed Action responds particularly to points a) and b). On this basis, the Action will actively promote the involvement of particularly vulnerable women among the target groups. The Action will also take into account the findings of the Gender Country Profile for Egypt (2015) and the Gender Analysis carried out in 2016. Other Human Rights aspects are addressed by tackling the drivers of Egyptian irregular migration, especially of underage migrants, and the increasing protection needs of migrants, asylum seekers and refugees in Egypt.

The Action will specifically address some aspects of environmental sustainability, particularly under activities dealing with infrastructures and economic opportunities (e.g. labour-intensive infrastructure upgrading projects for roads, street-lighting, drains and sewerage, solid waste facilities etc.), where environmental and climate change issues will be considered as relevant. An environmental impact assessment is not required.

3.5. Stakeholders

Egyptian authorities will be a main stakeholder in the implementation of this Action, at national, regional and local level. Their involvement will ensure sustainability of the

activities, as well as their sustainable impact through supporting an improved efficiency of the governance system.

The main stakeholders of this Action will be the Ministry of Foreign Affairs, the Ministry of Investment and International Cooperation, all concerned line Ministries and local authorities, such as the Ministry of Manpower, Ministry of State for Immigration and Egyptian Expatriates Affairs, and the Ministry of Housing, the NCCPIM-TIP with a number of its members, the Medium, Small and Micro Enterprise Development Agency and the National Council for Women, as well as selected EU Member States and their implementing agencies and relevant CSOs. International organisations will be associated as appropriate.

The Ministry of Foreign Affairs plays an instrumental coordinating role within the Government of Egypt in relation to Egypt's participation the Valletta Action Plan and in the Khartoum Process. In this role, the Ministry also coordinates the planning and implementation of all projects benefitting Egypt under the Trust Fund.

The National Coordinating Committee on Preventing and Combating Illegal Migration (NCCPIM) was originally established in 2014, institutionally under the direct supervision of the Cabinet. Following the adoption of the law on irregular migration the NCCPIM has been merged with the National Coordinating Committee on Combating and Preventing Trafficking in Persons to become NCCPIM-TIP. The new committee has a membership of entities and authorities from within the Government of Egypt, who have a stake in irregular migration. All these members will potentially be stakeholders to this Action.

The Action will be governed by a Steering Committee, which will oversee, supervise and guide the overall direction and policy of the Action and ensure synergies and complementarity of the interventions foreseen under the different projects and in the targeted regions so as to avoid overlaps. It shall meet twice a year as a general principle and can be convened whenever the project's implementation requires strategic decision or changes. The Steering Committee will consist of the Ministry of Foreign Affairs, the Ministry of Investment and International Cooperation, the EU and all other relevant stakeholders. Organisations implementing other EU-funded migration-related programmes (RDPP, BMM, etc.) will be invited to participate in the steering committee as appropriate. The exact modalities of the Steering Committee will be determined in the Financing Agreement. The EU Delegation will maintain a constant policy dialogue with national stakeholders to ensure the highest possible support and political commitment needed for successful implementation.

The Beneficiaries of this Action will include communities considered as being prone to migration, vulnerable migrants and refugees and their Host communities.

4. IMPLEMENTATION ISSUES

4.1. Financing Agreement

It is foreseen to conclude a financing agreement with the partner country, namely the Ministry of Investment and International Cooperation.

4.2. Indicative period of operational implementation

The indicative operational implementation of the action is 36 months from the approval of this Action Document by the Operational Board whilst the overall execution period will include a closure phase of no more than 12 months. Extensions of the implementation period may be agreed by the Trust Fund Manager by amending the relevant contracts/agreements and informing ex-post the Operational Committee.

4.3. Implementation methods

Direct management

Implementation in direct management is foreseen as for Projects 2 and 3 with EDA and NCW. Both entities have actively proposed interventions under the Khartoum process in 2015 as well as following the adoption of the Valletta Action Plan for funding under the EU Trust Fund. Also, both entities are considered most reliable and suitable to address root causes of irregular migration.

The EDA, which replaces the SFD, has taken up all the competencies (including staff, assets, rights and obligations etc.) of SFD and as such has a unique mandate as it is the only organisation in the country with an established nation-wide network which is able to work with both government institutions and CSOs/CBOs for the implementation of the proposed type of large scale interventions. Its role includes providing long term solutions to reducing poverty by supporting community level initiatives, increasing employment opportunities, and encouraging enterprise development. EDA is therefore well placed as an important agent in tackling the migration challenges in Egypt. Given the size of the grant and the nature of the proposed project, specific implementation measures will be stipulated at contract level. These will in particular cover the use of specifically agreed granting procedures, frequent reporting requirements and regular financial and system audits to be carried out throughout the implementation period. A first system audit will be carried out prior to the signature of the contract.

The NCW, placed under the Egyptian Cabinet, is empowered to offer assistance to Ministries in formulating policy that takes into account the position of women and girls. The involvement of NCW in the Action will promote the inclusion of particularly vulnerable women among the target groups. Under a previous EU grant, NCW has also demonstrated strong capacity for sound financial management. NCW intends to facilitate positive behavioral changes in the targeted communities contributing to refrain the local communities from sending unaccompanied minors irregularly abroad. NCW proposed project would therefore contribute to reducing the number of minors attempting crossing irregularly the Mediterranean Sea and risking their life.

Implementation in direct management will also be applicable for projects 5 and 7 implemented by national and international NGOs. The proposed Action will allow Plan International and the German Red Cross/Egyptian Red Crescent to expand further their already ongoing support to host communities and migrants. These selected specific organisations will be enabled through a negotiation process with those organisations. In doing so, the EU will have respected the principles of economy, efficiency and effectiveness assessed on criteria that include relevant prior experience, implementing capacity, and interest.

Plan International has been promoting the right of young people and children, participation and development in Egypt since 1981. It has built a solid expertise in that field, already has premises and staff dedicated to these assistance and protection related activities. Plan International has the technical competence and the degree of specialization required to work on migration in Egypt. Plan International is willing and able to deliver a project in line with the Action's priorities in Upper Egypt, where drivers of irregular migration for Egyptians have magnified.

The Red Cross Red Crescent Movement as the world's largest humanitarian network is one of the most active actors present and operational in Egypt, providing assistance and protection to

refugees, asylum seekers and vulnerable migrants. The German Red Cross, the Swiss Red Cross and the Egyptian Red Cross will be joining forces to make best use of their technical competence and the degree of specialization required to work on migration in Egypt.

Indirect management with EU Member States

The choice of working with EU Member States' public bodies (Project 1) and implementing agencies (Projects 4 and 6) is based on the very aim of the EU Trust Fund to harness the instruments and the know-how of the Commission and the EU Member States for a reinforced EU engagement with partner countries to address migration crises. Implementation via European partners is considered the appropriate option, wherever it will offer an adequate response. The already ongoing cooperation and established relations and capacities of EU Member States with Egypt shall be leveraged to maximise the effectiveness of the response.

In the framework of a peer-to-peer cooperation, Spanish public administration will transfer knowledge and experience to bring up to task its legislation and institutional framework for migration management to the new migration reality, migratory flows and integration. In this regard, Spain has a long tradition of building capacity of neighbouring countries in West Africa, such as Morocco, Senegal or Mauritania. In this particular project, expertise will be provided by the Secretary General for Immigration and Emigration (SGIE) of the Ministry of Employment and Social Security and the Spanish Agency for International Cooperation Development (AECID). The expertise will be deployed to help Egyptian authorities through the analysis of the existing approach and the development of tailored made plans for enhanced migration management. Spain might possibly be joined by one or more EU Member States acting in consortium.

Projects 4 and 6 will be implemented by the German GIZ and the Italian MAECI – DGCS with the technical support of AICS, both of which have actively proposed projects building on their expertise in specific sectors of intervention in Egypt, for funding under the EUTF.

In the framework of the priority areas of cooperation between Egypt and Germany, GIZ has built extensive expertise in the field of technical and vocational education, participatory urban development, employment promotion, and others. Building on this expertise, the proposed project addresses irregular migration through a labour-intensive infrastructure development approach, specifically targeting migration-affected informal urban settlements. GIZ has been working with the Egyptian Authorities responsible for informal settlements on national and Governmental levels, namely the Ministry of Housing, Utilities and Urban Communities and the Informal Settlement Development Fund (ISDF) over the last years, and proposes to continue this successful partnership for the benefit of addressing migrations aspects.

Italy has built solid expertise in the promotion of excellent institutions in the field of vocational training in the country, on which the proposed project will build. The Italian Don Bosco Institute of Cairo (DB) has proven to be particularly successful, so that meanwhile several Egyptian ministries partner with the institute for training and guidance of their staff. The Italian Government has also financed the Integrated Technical Education Cluster (ITEC), which in Fayoum has proven successful and has a great potential to be built upon.

Full financing may be essential for certain contracts to be carried out and therefore the maximum possible rate of financing may be increased to 100% based on adequate justification.

4.4. Indicative budget

SO/Projects	EUTF contribution in EUR	Other contributions in EUR
<u>SO 1 – Project 1:</u> Enhancing migration management through institutional support	3 million	
<u>SO2 – Project 2:</u> Addressing root causes of migration through employability and labour intensive works (ELIW)	27 million	
<u>SO2 – Project 3:</u> Addressing the economic drivers of irregular migration	4.6 million	
<u>SO2 – Project 4:</u> Multi-Educational Programme for Employment Promotion in Migration-affected Areas	6 million	
<u>SO2 – Project 5:</u> Tackling the root causes of irregular migration and supporting integrated communities in Upper Egypt	1 million	
<u>SO3 – Project 6:</u> Capacity Building through Urban Infrastructure Development in migration-affected urban areas	17 million	tbd
<u>SO3 – Project 7:</u> Supporting communities – Health for all	1.4 million	
Evaluation	0*	
Visibility and Communication	0*	
TOTAL	60 million	tbd

* The cost of evaluation, visibility and communication activities for this action will be borne from other sources under the EUTF North of Africa window.

4.5. Monitoring, evaluation and audit

Partners implementing this Action will comply with the *ad hoc* Monitoring and Evaluation Framework developed for the Trust Fund's North of Africa Window. Logical frameworks annexed to the contracts will incorporate the indicators formulated in this *ad hoc* Monitoring and Evaluation Framework. On the same note, implementing partners will comply with the reporting requirements and tools being developed by the EU Trust Fund. This will allow for a consistent and consolidated reporting and monitoring system in the framework of the EU Trust Fund. In addition to monitoring mechanisms at the level of projects, the Result Oriented Monitoring of the Commission will be used as in-house tool contributing to a regular assessment of progress. If necessary, *ad hoc* monitoring could be contracted by the European Commission for this Action. A final evaluation will be carried out for this Action or its components via independent consultants contracted by the European Commission. It will be carried out for accountability and learning purposes at various levels (including for policy

revision), taking into account in particular the fact that a peer-to-peer approach with EU Member State public bodies is applied as an innovative approach.

Without prejudice to the obligations applicable to contracts concluded for the implementation of this Action, *ad hoc* audits or expenditure verification assignments could be contracted by the European Commission. Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. Evaluation and audit assignments will be implemented through service contracts; making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

For projects 2 and 3 (with EDA and NCW) in addition to the expenditure verification foreseen in the framework of the grant contracts, independent audit will be contracted directly by the European Commission.

4.6. Communication and visibility

All implementing partners of the Trust Fund shall take all appropriate steps to publicise the fact that a project has received funding from the EU under the Trust Fund. These measures shall be based on a specific *Communication and Visibility Plan of the Action*, to be elaborated by each implementing partner at the start of implementation on the basis of the Communication and Visibility Manual for EU External Action⁶. Appropriate contractual obligations shall be included in grant contracts and delegation agreements.

In addition, making use of one of the European Commission's dedicated framework contracts or another applicable procurement procedure, the EU Delegation will contract and implement visibility and communication measures to promote the EU response to migration challenges in Egypt.

⁶ http://ec.europa.eu/europeaid/work/visibility/index_en.htm_en