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

## NORTH OF AFRICA WINDOW

Third Monitoring Report  
1 December 2019 – 30 April 2020



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## ABBREVIATIONS & ACRONYMS

<b>#</b>	Number
<b>ACTED</b>	Assistance Agency for Technical Cooperation and Development (France)
<b>AECID</b>	Spanish Agency for International Cooperation for Development
<b>AFD</b>	French Development Agency
<b>AICS</b>	Italian Agency for Development Cooperation
<b>ATD</b>	Alternative to Detention
<b>AU</b>	African Union
<b>BMPM</b>	Border Management Programme for the Maghreb Region
<b>CB</b>	Capacity Building
<b>CESVI</b>	Cooperation and Development (Italy)
<b>COI</b>	Common Output Indicator
<b>COVID-19</b>	Coronavirus Disease 2019
<b>CMR</b>	Central Mediterranean Route
<b>CRW</b>	Cross-Window
<b>CSO</b>	Civil Society Organisation
<b>CVE</b>	Countering Violent Extremism
<b>DCT</b>	Data Collection Tool
<b>DGCIM</b>	Directorate General of International Co-Operation in Migration Matters (Tunisia)
<b>DG DEVCO</b>	European Commission Directorate-General for International Cooperation and Development
<b>DGSN</b>	General Directorate for National Security (Morocco)
<b>DG NEAR</b>	European Commission Directorate-General for Neighbourhood and Enlargement Negotiations
<b>DRC</b>	Danish Refugee Council
<b>EC</b>	European Commission
<b>ECA</b>	European Court of Auditors
<b>EF</b>	Expertise France
<b>EG</b>	Egypt
<b>EHA</b>	Emergency Humanitarian Assistance
<b>EMR</b>	Eastern Mediterranean Route
<b>Enabel</b>	Belgian Development Agency (formerly BTC)
<b>ERMCE</b>	Enhancing the Response to Migration Challenges in Egypt (project)
<b>ETM</b>	Emergency Evacuation Transit Mechanism (UNHCR)
<b>EU</b>	European Union
<b>EUD</b>	European Union Delegation
<b>EU MS</b>	European Union Member State
<b>EUTF</b>	European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (also EUTF for Africa)



<b>FDA</b>	Food and Drug Administration
<b>FIIAPP</b>	International and Ibero-American Foundation for Administration and Public Policies
<b>GDF</b>	Gathering and Departure Facility
<b>GITOC</b>	Global Initiative against Transnational Organized Crime
<b>GIZ</b>	German Agency for International Cooperation
<b>GNA</b>	Government of National Accord (Libya)
<b>GRDR</b>	Migration-Citizenship-Development (France)
<b>HIMS</b>	Households International Migration Survey
<b>HK</b>	Hygiene Kit
<b>IBM</b>	Integrated Border Management
<b>ICMPD</b>	International Centre for Migration Policy Development
<b>IDP</b>	Internally Displaced Person
<b>ILO</b>	International Labour Organization
<b>IMC</b>	International Medical Corps
<b>INGO</b>	International Non-Governmental Organisation
<b>INS</b>	National Institute of Statistics (Tunisia)
<b>IOM</b>	International Organization for Migration
<b>IP</b>	Implementing Partner
<b>IRC</b>	International Rescue Committee
<b>IRMC</b>	Research Institute for the Contemporary Maghreb
<b>IT</b>	Italy
<b>JVAP</b>	Joint Valletta Action Plan
<b>LDP</b>	Local Development Plan
<b>LNA</b>	Libyan National Army
<b>LY</b>	Libya
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MA</b>	Morocco
<b>MC</b>	Mercy Corps
<b>MC2CM</b>	Mediterranean City-to-City Migration (project)
<b>MDCMRE</b>	Ministry of Moroccans Residing Abroad
<b>MED-HIMS</b>	Mediterranean Household International Migration Survey
<b>MENOA</b>	Support for the completion and implementation of the Monitoring and Learning System for the North of Africa Window of the EU Emergency Trust Fund for Africa (project)
<b>MLS</b>	Monitoring and Learning System
<b>MoE</b>	Ministry of Education
<b>MoH</b>	Ministry of Health
<b>MoI</b>	Ministry of Interior
<b>MoSA</b>	Ministry of Social Affairs
<b>MoU</b>	Memorandum of Understanding

<b>MSME</b>	Micro, Small and Medium Enterprise
<b>MSMEDA</b>	Micro, Small and Medium Enterprises Development Agency (Egypt)
<b>N/A</b>	Not Available/Applicable
<b>NCW</b>	National Council for Women (Egypt)
<b>NFI</b>	Non-Food Item
<b>NGO</b>	Non-Governmental Organisation
<b>NOA</b>	North of Africa
<b>NRC</b>	Norwegian Refugee Council
<b>OAMD</b>	African Observatory for Migration and Development
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>OFII</b>	Office of Immigration and Integration (France)
<b>ONM</b>	National Observatory for Migration (Tunisia)
<b>OTE</b>	Office of Tunisians Abroad
<b>PHC</b>	Primary Health Care
<b>PHCC</b>	Primary Health Care Centre
<b>PoC</b>	Person of Concern
<b>PPE</b>	Personal Protective Equipment
<b>ProGreS</b>	ProGreS Migration Tunisie (project)
<b>RDPP</b>	Regional Development and Protection Programme
<b>REG</b>	Regional
<b>SAR</b>	Search and Rescue
<b>SNIA</b>	National Strategy on Immigration and Asylum (Morocco)
<b>SNM</b>	National Migration Strategy (Tunisia)
<b>SNMRE</b>	National Strategy for Moroccans Residing Abroad
<b>SOP</b>	Standard Operation Procedure
<b>SpO</b>	Specific Objective
<b>StO</b>	Strategic Objective
<b>TB</b>	Tuberculosis
<b>THAMM</b>	Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa (project)
<b>THB</b>	Trafficking in Human Beings
<b>TN</b>	Tunisia
<b>ToR</b>	Terms of Reference
<b>TVET</b>	Technical and Vocational Education and Training
<b>UN</b>	United Nations
<b>UN DESA</b>	United Nations Department of Economic and Social Affairs
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Population Fund

<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>UNSMIL</b>	United Nations Support Mission to Libya
<b>VHR</b>	Voluntary Humanitarian Return
<b>VoT</b>	Victim of Trafficking
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WHO</b>	World Health Organization
<b>WMR</b>	Western Mediterranean Route

## Third Monitoring Report

The present report is the third in a series of biannual European Union Trust Fund (EUTF) North of Africa (NOA) Monitoring Reports. The purpose of these reports is to share the progress on implementation and results of the EUTF strategy in the NOA region. The report is based on a descriptive analysis of qualitative and quantitative monitoring data reported by the EUTF implementing partners (IPs) working throughout the NOA region. The analysis involves data received from implementing partners between the start of December 2019 and the end of April 2020.

The EUTF NOA is working to improve migration governance and address the root causes of irregular migration, displacement and instability in the region. This third monitoring report provides an overview of progress at the country and regional/multi-country levels, while providing high-level lessons learned to date. This report also addresses how the Coronavirus disease 2019 (COVID-19) pandemic has affected the migration situation and implementation of EUTF projects in the NOA region.<sup>1</sup> As with the first and second reports in this series, it is important to note that the express purpose of this report is monitoring, and it does not aim to assess the performance of IPs, nor the impact of their projects. The report instead provides a monitoring overview of the implementation and progress against outputs and outcomes of the EUTF strategy in the NOA region.

1 Following the data collection and reporting period for this Third EUTF NOA Monitoring Report, the EUTF adopted new COVID-19-related projects in the NOA window (May and June 2020). Implementing partners then adopted these indicators and planned to start reporting on them after summer 2020. As such, analysis and reporting against COVID-19 indicators will be included in future EUTF NOA Monitoring Reports as data become available.



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## Section I.

# THE EUTF AND THE EUTF NOA MONITORING AND LEARNING SYSTEM

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

As in the previous EUTF NOA monitoring reports, the development of the EUTF, and of a Monitoring and Learning System (MLS) to support its activities, arose out of the migration crisis of 2015.<sup>2</sup> At that time, the Mediterranean region experienced “an unprecedented increase in the number of refugees and other migrants” attempting to enter the European Union (EU).<sup>3</sup> In response to this rapidly evolving situation, European and African leaders convened in Valletta, Malta (November 2015) to develop a unified and comprehensive response to the complex and fluid conditions on the ground. Building on existing migration mechanisms under the Rabat and Khartoum processes and the EU-Africa Dialogue on Migration and Mobility, leaders at the summit adopted the Joint Valletta Action Plan (JVAP).<sup>4</sup> The JVAP has since served as a framework for enhancing cooperation between African and European partners and strengthening migration management throughout the Mediterranean region.

To support JVAP implementation in Africa, European leaders launched the EU Emergency Trust Fund for stability and addressing the root causes of irregular migration and displaced persons in Africa at the Valletta Summit.<sup>5</sup> More broadly, the EUTF provides a mechanism for addressing ongoing crises and challenges in Africa that contribute to instability, irregular migration, or displacement in three key regions, or windows: the Sahel and Lake Chad region, the Horn of Africa, and parts of the North of Africa region.

EU leaders subsequently developed a strategic orientation document for the EUTF, which outlines both its objectives and strategies for each of the three windows – based on the specific situation in the particular region. The EUTF is designed to pursue four overall objectives: (1) Increasing economic and employment opportunities; (2) Strengthening the resilience of communities, including the most vulnerable, refugees and displaced people; (3) Improving migration management in countries of origin, transit and destination; and (4) Buttressing governance and conflict prevention while reducing forced displacement and irregular migration.<sup>6</sup>

2 This entire section is a summary of Section I of the first monitoring report on EUTF actions in the NOA region, Berman, Jacqueline, Gehrke-Srbic, Danijela, Savioli, Benno, Demel, Katharina and Anita Leutgeb (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.*

3 Torelli, Stefano (2019). *Migration through the Mediterranean: Mapping the EU Response.* European Council on Foreign Relations. Accessed 27 May 2019.

4 2015 Valletta Summit on Migration (2015). *Joint Valletta Action Plan.* Accessed 28 April 2019.

5 European Commission (2015). *EU Emergency Trust Fund for Africa.* Accessed 15 April 2019.

6 European Commission (2016). *EUTF Strategic Orientation Document.* Accessed 12 April 2019.



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For the NOA region, the EUTF prioritised a strategy driven by EUTF Objective 3: Improving migration management, and focused this objective further on five priority areas: (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; and (v) Improving information and protection of vulnerable migrants along migratory routes. Each of these priority areas is paired with a Strategic Objective (StO) for the EUTF NOA, as well as a robust set of specific objectives (Section II). Each programme and project implemented in NOA countries or regionally is aligned with one StO and 1-5 Specific Objectives (SpOs) to clarify the contribution of the project to the EUTF NOA strategic objective.

Focusing on migration management and funding initiatives aimed at the five priority areas aligns with the historic position of the North of Africa as a region of destination for labour migrants from other parts of Africa and the Middle East, as well as a region of transit for migrants from all over the world aiming to reach Europe. NOA has also been, at different points, a region of origin for migration to Europe. In 2014 and 2015, the NOA region became a focal point for the influx of migrants seeking to reach Europe across the multiple Mediterranean sea and land routes, a “complex migratory hub” of origin, transit and destination for people Africa fleeing their homes due to “war, conflict, discrimination, and those seeking to improve their opportunities and to build a better future”.<sup>7</sup>

## I.2. EUTF NOA Monitoring and Learning System

The Directorate-General for Neighbourhood and Enlargement Negotiations contracted the International Centre for Migration Policy Development to support their efforts to build an MLS for the EUTF NOA window. With ICMPD support, DG NEAR subsequently developed an operational framework, approved by the Operational Committee of the EUTF NOA in December 2016.<sup>8</sup> Since 2017, ICMPD has supported DG NEAR and EUTF NOA implementing partners to first develop a logical framework (log frame) for each project and then align this document with the strategic and specific objectives of the EUTF NOA.

Built around these strategic and specific objectives, the MLS includes an intervention logic structured into results matrices, which include indicator definitions, data sources, baselines and targets. The ICMPD team works with each EUTF NOA implementing partners through a consultative and shared process to align each project’s objectives and overall log frame with the EUTF NOA objectives, which is then reviewed and approved by DG NEAR. This process includes identifying project-level indicators and EUTF-level common

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

8 The development of the NOA MLS also follows the recommendations of the European Court of Auditors (ECA), which aims to link all EU-funded cooperation on migration to the EU policy framework on migration. The ECA also noted the need to monitor external migration initiatives systematically, and comprehensively document and communicate their results. A 2017 ECA performance audit of the EUTF also found the objectives of the EUTF to be “very broad” and stated that most performance indicators covered only a small number of the stated objectives, showed inconsistencies across levels, and lacked robust quantitative data. The EUTF NOA MLS aims to rectify these inconsistencies, bringing clearer definitions to the objectives and quantitative indicators to the monitoring of EUTF NOA project implementation and results. 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; 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.



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output indicators (also known as cross-window (CRW) indicators) in use in the Sahel and Lake Chad, Horn of Africa, and NOA windows. Each aligned and approved log frame thus establishes how each project will contribute to one or more of the five NOA strategic objectives and how each project team will track and report their progress toward their results to DG NEAR. These data also contribute to DG NEAR and Directorate-General for International Cooperation and Development (DG DEVCO) assessment of EUTF results more broadly, through a separate, independent, third-party evaluation process.

### I.3. Report Methodology and Limitations

The Third Monitoring Report for EUTF NOA is based on analysis of 53 qualitative monitoring reports and 16 data collection tools (DCTs) submitted to DG NEAR by its implementing partners by the end of April 2020. Qualitative analysis was conducted using qualitative data analysis software and a hierarchical set of analytic codes related to the key monitoring themes of implementation status, challenges and facilitators, and outputs and immediate outcomes. The use of the software and codes allowed the technical assistance team behind this report to structure and comprehensively analyse the data. Descriptive quantitative data analysis was based on monitoring data for contracts provided by DG NEAR and data reported by implementing partners using a customised, structured DCT; based on each project's individual logical framework and imported into a database built to house and conduct descriptive analyses of quantitative EUTF NOA monitoring data on outputs and immediate outcomes. While constituting a substantial increase over the number of projects contributing data to the previous report, it should be noted that only 16 projects used their DCT to report quantitative data against their result indicators. As more IPs report using this tool, future reports will include further analyses of EUTF NOA results at the output and immediate outcome levels.

As with previous reports, the findings of this report should be considered in relation to the following limitations:

- The country- and regional/multi-country analyses are based on implementing partner narrative progress reports or other inputs sent to DG NEAR by the end of April 2020. Not all IPs submitted a progress report or other relevant documents by this date.<sup>9</sup>
- Narrative progress reports and documents differ in the amount and types of data included and cover different periods of time. Implementing partners do not use a standardised reporting template and each project is at a different point in their contracting and implementation. As such, the various reports and documents are not comparable in terms of the amount and level of information provided.
- Each implementing partner develops their own initial logical framework, structured in line with project needs and providing different levels of detail, outputs, immediate outcomes and indicators. A key focus of the MLS technical assistance is to support IPs to align their draft logical frameworks

9 EUTF implementing partners regularly share progress reports and quantitative data with the ICMPD team (either directly or indirectly via the contracting authority), which they then analyse and include in the NOA monitoring reports. IOM inserts data and updates directly into NOA monitoring reports during the review process. The ICMPD team then validates these inputs using published sources to the extent possible.



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with the strategic and specific objectives of the EUTF NOA, while ensuring that data collection is feasible. Notwithstanding, the logical frameworks remain unique, with each partner self-reporting different amounts of data to DG NEAR, thus rendering the *amount* of monitoring data included in analysis for each report different – based on the partner’s logical framework and their particular point in the project management cycle.

Given these differences, the findings of this report are not generalisable to other projects in the NOA, the region as a whole, or across the EUTF. Despite these limitations, the present report is based on analysis of a robust set of qualitative and quantitative monitoring data – from a substantial number of projects in the NOA region. These data continue to reveal how implementation is unfolding in the NOA region and the key results IPs have produced to date.

## I.4. Structure of the Report

The further content of this third monitoring report describes findings on the implementation and results, including outputs and (some) immediate outcomes, of the EUTF NOA as of the end of April 2020. It supplements the First and Second EUTF NOA Monitoring Reports with an updated analysis of, and findings from, qualitative and quantitative data provided by partners on their implementation and results. These analyses aim to provide DG NEAR with an updated portrait of EUTF NOA programme IPs’ results in the NOA region that can be used to support DG NEAR’s ongoing monitoring of implementation and results. The findings include a descriptive portfolio analysis of all EUTF NOA contracts (Section II), disaggregated by country of operation: Libya (Section III), Morocco (Section IV), Tunisia (Section V), Egypt (Section VI), and Regional, Multi-Country and Cross-Window Projects (Section VII). Building on the previous Monitoring Reports, this this report concludes with an enhanced set of Main Findings and Lessons Learned to date (Section VIII).





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## Section II.

# THE EUTF PORTFOLIO IN THE NORTH OF AFRICA

## II.1. Scope and Purpose of the EUTF NOA Portfolio

The EUTF strategic orientation document outlines four strategic priorities for the Trust Fund: Developing greater economic and employment opportunities; Strengthening resilience of communities; Improving migration management; and Improving governance and conflict prevention.<sup>10</sup> For the North of Africa window, the document prioritises improving migration management in countries of origin, transit and destination. To meet this objective, the European Commission (EC) via DG NEAR staff operationalised improving migration management as five strategic objectives (Section I). DG NEAR staff then proceeded to launch, and have continued to build, a robust portfolio of projects that contribute to one or more of these StOs.

In total, DG NEAR has put some 69 contracts into the field, including 44 active contracts<sup>11</sup> and over EUR 641 million in funding. Some 25 implementing partners are working with DG NEAR to implement these projects. EUTF NOA implementing partners include United Nations (UN) agencies, government aid agencies, both international non-governmental organisations (INGOs) and local non-governmental organisations (NGOs), and other international organisations. This section provides an analysis of the EUTF NOA portfolio, including its geographic distribution across the region, partner types, strategic objectives and early results at the common output indicator level. This portrait of the portfolio illustrates both how the EUTF is translating its objectives for NOA into work on the ground as well as making progress against planned results using the common output indicators.

## II.2. Geographic Distribution of the EUTF NOA Portfolio

The EUTF NOA portfolio of 44 contracts is distributed across the countries of Libya, Morocco, Tunisia, and Egypt, as well as regional (REG) and cross-window initiatives that operate and benefit one or more of these countries (Figure II.1). As in previous reports, Libya continues to host the largest overall number of contracts: some 18 in total, concluded in response to the persistent insecurity and conflict in that country – faced by migrants and host communities alike. Again during this reporting period, implementing partners expanded their operations both geographically and/or to meet the growing need for emergency humanitarian assistance (EHA) in the country. Libya also benefits from the 11 regional and three cross-window contracts, which involve multiple countries in the region.

10 European Commission (2015), “The European Union Emergency Trust Fund for Stability and Addressing the Root Causes of Irregular Migration and Displaced Persons in Africa – Strategic Orientation Document”, Brussels.

11 This analysis is based on the DG NEAR Contract Planning and Monitoring table sent on 15 May 2020. There are 44 project contracts that have been executed in the NOA window, as well as 9 service contracts and 16 contracts in the pipeline/to be contracted. There are thus 69 contracts in total. As with the previous NOA Monitoring Reports, the portfolio analysis excludes service contracts and pre-contracts.

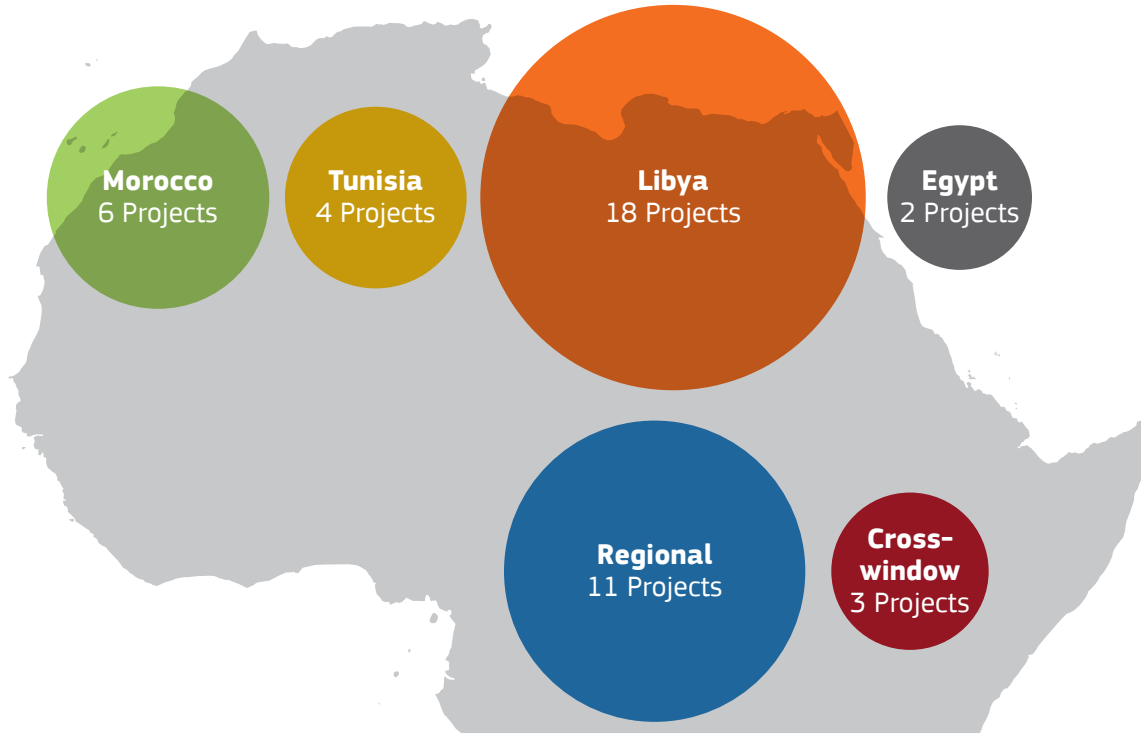


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Figure II.1. Geographic distribution of the EUTF NOA portfolio



### II.3. EUTF NOA Implementing Partners

As noted, DG NEAR works with a diverse set of implementing partners to realise the EUTF objectives in NOA. In Libya, most IPs are UN agencies (12), but other organisations are increasingly providing assistance on the ground. Moreover, other countries benefit from the work of government aid agencies and African and/or European government ministries. In Morocco, for example, a combination of aid agencies and ministries are implementing EUTF NOA contracts, while at the regional level a varied group of UN agencies, INGOs, aid agencies and consortia are cooperating with the European Commission to realise EUTF NOA objectives across the region (Table II.1).

Table II.1. Distribution of EUTF NOA Contracts, by Implementing Partner Type and Country

IP Type	EG	LY	MA	TN	REG	CRW	Total	%
Consortia*	-	2	1	1	1	-	5	11.4%
Government Aid Agency	-	2	4	2	1	-	9	20.5%
Government Ministry	1	1	1	-	-	-	3	6.8%
INGO	1	1	-	-	2	1	5	11.4%



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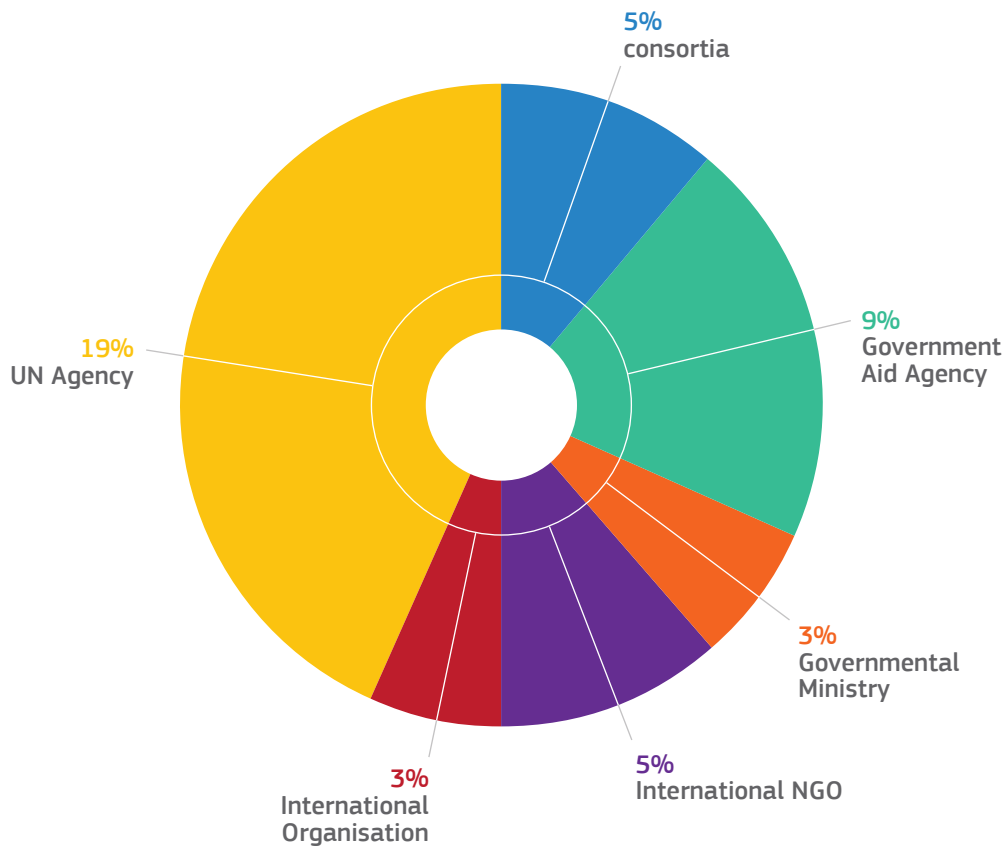


IP Type	EG	LY	MA	TN	REG	CRW	Total	%
International Organisation (non-UN)	-	-	-	1	2	-	3	6.8%
UN Agency	-	12	-	-	5	2	19	43.2%
<b>Totals (6 Types)</b>	<b>2</b>	<b>18</b>	<b>6</b>	<b>4</b>	<b>11</b>	<b>3</b>	<b>44</b>	<b>100%</b>
Share	4.5%	40.9%	13.6%	9.1%	25.0%	6.8%	100%	

\* Consortia implementing EUTF NOA contracts: ILO-IOM, AECID-FIIAPP, AFD-Mercy Corps-GRDR, DRC-IRC-CESVI-IMC, CESVI-IMC.

Taken together, UN agencies and government aid agencies are implementing over 40 per cent of all EUTF contracts in the NOA region. Adding projects undertaken by government aid agencies and ministries to this sum, the total is some 80 per cent of all contracts. INGOs are implementing a crucial but relatively small (five) number of EUTF NOA contracts (Figure II.2). This group is, however, set to expand its presence in the region, with INGOs due to implement multiple contracts currently in the pipeline.

Figure II.2. EUTF NOA Implementing Partners





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## II.4. EUTF NOA Strategic Objectives

As discussed, the EUTF NOA has five priority areas and five companion strategic objectives:

- StO 1. Foster rights-based migration governance systems in the region.
- StO 2. Increase mutually beneficial legal migration and mobility.
- StO 3. Strengthen protection and resilience of those in need.
- StO 4. Foster a more inclusive social and economic environment and stability in the region.
- StO 5. Mitigate vulnerabilities arising from irregular migration and combat irregular migration.

Each StO is built on a set of specific objectives that further specify how each contract will contribute to the achievement of the StO.

The majority of EUTF NOA implementing partners align the objectives of their contracts with one of the StOs and one or more of the SpOs. IPs also specify and align their planned outputs and immediate outcomes with the targeted StO and SpOs to create a results chain from the outputs of their project in the field to the immediate outcomes achieved – which in turn contribute to the respective StO and SpOs. Partners then report to DG NEAR on the progress of their work, both qualitatively and quantitatively, as captured by their output and immediate outcome indicators. DG NEAR uses these data to monitor the progress on the EUTF NOA strategies and work in the field. Of the 44 relevant contracts, 30 have been aligned with the StOs and SpOs; another six have been aligned but are not yet contracted; and the remaining are either too new to have been aligned or are working on final alignment during the project inception phase. A small subset of IPs are not included in this analysis.

The StO with which a contract is aligned and to which the project work contributes reflects the key thematic areas of EUTF engagement in the NOA region. Those StOs most frequently in use most often indicate the main priorities and needs in NOA, as well as resources committed (contracts, budget, staff, activities) to meeting them. Some 40 per cent of all contracts are aligned with *StO 3: Strengthen protection and resilience of those in need*. What this demonstrates is that there is a strong need to ensure protection of migrants and host communities in the region, build their resilience and reduce their level of vulnerability. Contracts aligned with StO 3 are providing EHA to vulnerable groups, alongside medical care, psychosocial support, skills building, job training and even evacuation to third countries, in an effort to not only build resilience but find durable solutions.

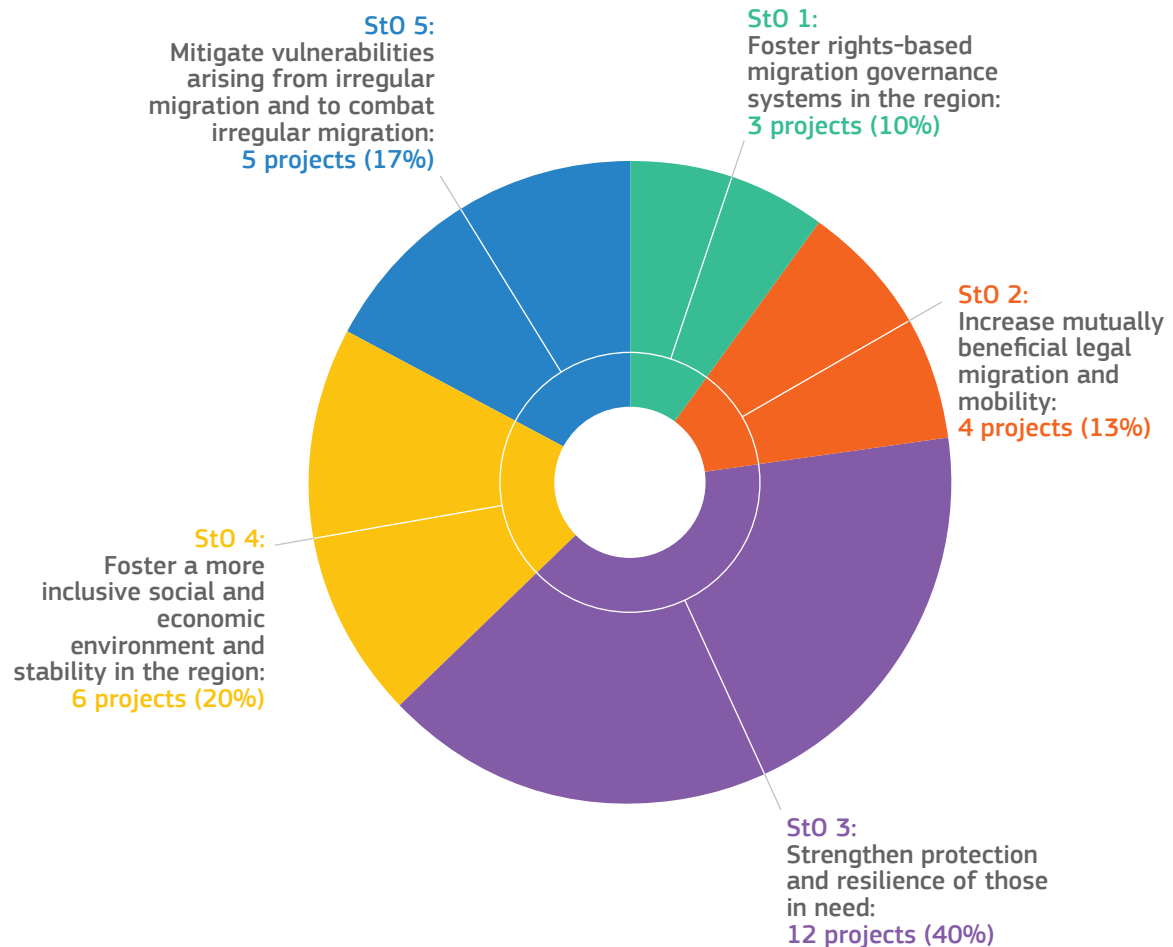


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Figure II.3. EUTF NOA Strategic Objectives, by Frequency of Use



Fostering a more inclusive social and economic environment and stability in the region is the second most targeted StO, targeted by 20 per cent of implementing partners. Contracts aligned with this StO 4 provide capacity building (CB) training, often to national authorities or other local partners, in order to increase knowledge and skills related to returnee and migrant rights, protection, services and support, as well as strategies for promoting economic investment and development among members of a country's diaspora.



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## II.5. EUTF Common Output Indicators and NOA Results to Date

As noted, the majority of the EUTF NOA implementing partners align their projects with one or more of the strategic and specific objectives. This helps both IPs and the European Commission understand how results at the project level will contribute to the NOA strategic and specific objectives. Each project also has its own unique set of output and outcome indicators, helping project staff to track their results and monitor progress. They also report these data to the European Commission, which helps the EC monitor the entire portfolio of contracts in each NOA country and across the entire region.

In 2018, the Commission identified the need to monitor EUTF implementation and progress on objectives across all three EUTF windows: the Horn of Africa, the Sahel and Lake Chad region, and the targeted parts of the North of Africa. Since each window has its own distinct MLS, the European Commission established a set of 41 common output indicators (COIs) that would allow it to monitor and demonstrate progress at the EU Level. As requested by the Commission, EUTF implementing partners choose a subset of these 41 indicators to help the project staff track and report their results at EUTF level. The project then reports their progress on their COIs to DG NEAR for the NOA window (or to DG DEVCO for the Horn of Africa or Sahel and Lake Chad windows). This allows the EC to monitor the results of the EUTF programme as a whole, and use data to guide their decision-making more broadly. The COIs are also posted to the EUTF website, providing the EUTF Board, European Union Member States (EU MSs) and the general public with a broad overview of EUTF results and the contributions to the EUTF's four strategic priorities.<sup>12</sup>

This is the first monitoring report for which implementing partners provided data on their COIs using a structured data collection tool customised to the log frame for each contract. All 30 contracts aligned with EUTF NOA objectives received a customised DCT, with 16 partners ultimately reporting their data with the tool during this reporting period. Of the 16 implementing partners reporting quantitative data, 10 provided data on their COIs.

The EUTF NOA contracts can be grouped into three primary types of activities based on the focus of the project:

1. Awareness raising and advocacy among the general public.
2. (Institutional) Capacity Building (and technical assistance) for stakeholders.
3. Emergency humanitarian assistance for people in need.

Grouping by COI and intervention type creates a map of the results by output – number of jobs created, number of staff trained, number of migrants reached (Table II.2.).

12 European Commission (2020). EUTF Results, Monitoring and Evaluation. Accessed 6 June 2020.



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**Table II.2. Distribution of EUTF NOA Results, by COI and Project Focus**

COI #	Common Output Indicators	AA	CB	EHA	Total Number	Per cent	Without COI 2.9*
1.1	Number of jobs created	-	-	360	<b>636**</b>	0%	1.5%
1.2	Number of Micro, Small and Medium Enterprises (MSMEs) created or supported	-	-	16	<b>16</b>	0%	0%
1.3	Number of people assisted to develop income generating activities	-	-	251	<b>251</b>	0%	0.6%
1.4	Number of people benefiting from professional trainings (TVET) and/or skills development	-	-	204	<b>204</b>	0%	0.5%
2.1	Number of local development plans directly supported	-	15	-	<b>15</b>	0%	0%
2.1-bis	Number of pieces of social infrastructure built or rehabilitated	-	46	-	<b>46</b>	0%	0.1%
2.2	Number of people receiving basic social service	-	-	14	<b>14</b>	0%	0%
2.8	Number of staff from local authorities and basic service providers benefitting from capacity building for strengthening services delivery	-	543	-	<b>543</b>	0%	1.3%
2.9*	Number of people with improved access to basic services	-	1,700,000	-	<b>1,700,000*</b>	97.5%	
3.2	Number of migrants in transit, victims of human trafficking, children in the mobility, IDPs and refugees protected or assisted	-	-	24,997	<b>24,997</b>	1.4%	57.8%
3.3	Number of migrants, or potential migrants, reached by information campaigns on migration and risks linked to irregular migration	15,279	-	-	<b>15,279</b>	0.9%	35.3%
3.6	Number of institutions and non-state actors strengthened through capacity building or operational support on protection and migration management	-	118	-	<b>118</b>	0%	0.3%
3.7	Number of individuals trained on migration management	-	359	-	<b>359</b>	0%	0.8%
3.10	Number of people benefitting from legal migration and mobility programmes <sup>13</sup>	-	-	5	<b>5</b>	0%	0%
4.2	Number of staff from governmental institutions, internal security forces and relevant non-state actors trained on security, border management, countering violent extremism (CVE), conflict prevention, protection of civilian populations and human rights	-	693	-	<b>693</b>	0%	1.6%
4.2-bis	Number of Institutions and non-state actors benefitting from capacity building and operational support on security, border management, CVE, conflict prevention, protection of civilian populations and human rights	-	2	-	<b>2</b>	0%	0%

13 We include this indicator following an updated report on COI 3.2 from an IP.



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COI #	Common Output Indicators	AA	CB	EHA	Total Number	Per cent	Without COI 2.9*
4.5	Number of cross-border cooperation initiatives created/launched or supported	-	1	-	1	0%	0%
4.6	Number of strategies, policies and plans developed and/or directly supported	-	17	-	17	0%	0%
4.8	Number of national/regional/local networks and dialogues on migration-related issues newly established or functionally enhanced	-	1	-	1	0%	0%
5.3	Number of field studies, surveys and other research conducted	-	43	-	43	0%	0.1%
<b>Total by service type</b>		<b>15,279</b>	<b>1,701,838</b>	<b>25,847</b>	<b>1,743,240**</b>	<b>100%</b>	<b>100%</b>
	<b>%</b>	0.9%	97.6%	1.5%	100%		
	<b>% excluding COI 2.9</b>	35.3%	4.2%	59.8%	100%		

\*Only one project reported on COI 2.9, noting that rehabilitation of hospitals and WASH facilities had improved access to basic services for some 1.7 million people in Libya, accounting for nearly 98 per cent of the COIs reported. To better understand the distribution of outputs across project activities, the analysis provides the total number of outputs and their percentages of the whole both with and without COI 2.9.

\*\*The 276 units missing from the detail columns indicate a COI attributed at StO level rather than output/immediate outcome results.



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Excluding COI 2.9, the data indicate that the majority of EUTF NOA results to date at the output level were in the area of EHA (nearly 60 per cent), followed by Advocacy and Awareness Raising (35 per cent). For each of these intervention types, a single COI accounts for this notable percentage:

- **Emergency Humanitarian Assistance** – Implementing partners have provided protection or assistance to nearly 25,000 migrants in transit, victims of trafficking (VoTs) in human beings, children on the move, internally displaced persons (IDPs) and refugees.
- **Advocacy and Awareness Raising** – IPs reported that they have reached over 15,000 migrants, or potential migrants, with information campaigns on migration and risks linked to irregular migration.

In both cases, two projects centring on Libya accounted for these notable numbers of migrants reached. Thus, even excluding COI 2.9 case, 98 per cent of the COI cumulative total comes from Libya. Moreover, the data then suggest the prioritisation of reaching and providing services to vulnerable groups, especially migrants by EUTF NOA programme managers.

It should be noted that the analysis of structured data is limited by the fact that only a relatively small number of implementing partners reported output data using the DCT provided. In future reports, as more partners both continue implementation and report their results using the DCT, a more comprehensive picture of EUTF NOA results at the output and immediate outcome levels will emerge.



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## Section III.

# LIBYA

## III.1. Country Context: EUTF in Libya

Following the re-emergence of open fighting in April 2019, as reported in the Second NOA Monitoring Report, the security situation in Libya continued to deteriorate throughout the reporting period. During February and March 2020, there were significant escalations of conflict between the Government of National Accord (GNA) and the Libyan National Army (LNA). Efforts to negotiate peace, including the Berlin Conference on Libya, held on 19 January 2020, and peace talks held in Geneva the following month, have as of yet not succeeded in quelling the conflict.

The renewed conflict has heavily affected Libya’s civilian population. Continued clashes around the capital Tripoli, for example, displaced more than 149,000 people (as of January 2020).<sup>14</sup> Compared to the previous quarter, this period also saw a 113 per cent increase in the number of deaths and an 11 per cent increase in the number of injuries in the capital alone, with at least 131 civilian casualties (64 deaths and 67 injuries).<sup>15</sup> The escalation of conflict also led to the closure of Mitiga Airport, alongside an increase in the number of civilian casualties and property damage in the surrounding area. Fighting has caused damage to 27 health facilities, the closure of 14 facilities and put another 23 at risk of closure. Due to the risks posed by shelling, local authorities have closed schools in Ain Zara and Misrata and in the vicinity of Mitiga Airport. On 10 March 2020, two schools were targeted with rocket fire in the Abu Salim municipality.<sup>16</sup>

*Conflict and the COVID-19 pandemic present a significant threat to life in Libya. The health and safety of the country’s entire population are at risk.*

Joint Statement of the EHO, OCHA, UNICEF, IOM, UNHCR, WFP, UNFPA (May 2020)

The arrival of the COVID-19 pandemic in Libya has necessitated a number of extraordinary responses from both local and international actors in terms of embedding a response within the complex situation in the country. In March, the Chairman of the Presidential Council of Libya and Prime Minister of the GNA announced a national state of emergency. Protection measures include curfews (24/7 in the West; 12 hours/day in the East), the closure of all shops, schools and banks (with the exception

of grocery stores and pharmacies), and work from home arrangements for 90 per cent of public sector employees. The Prime Minister shortly thereafter announced that LYD 500 million (approximately EUR 92

14 OCHA Libya (2020). *Situation Report*. 17 March 2020, p.1. See also IOM (2020). *IOM Libya Monthly Update*. April 2020, which notes that across Libya, some 201,168 individuals have been displaced since the start of clashes in April 2019 to the end April 2020 (a longer period than that covered by this report).

15 UNSMIL (2020). *Civilian Casualties Report 1 January – 31 March 2020*. 30 April 2020. The figures for the first quarter of 2020 are comparable to those of the fourth quarter of 2019, with 90 civilian casualties (30 deaths and 60 injured).

16 The Libya Observer (2020). “Two schools targeted by rockets in Abu Salim, no casualties have been recorded”. *News in Brief*, 10 March 2020. Accessed 12 June 2020.



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million) would be made available for the COVID-19 response. Both the GNA and the LNA have established their own scientific COVID-19 committees to address the crisis. The GNA delegated responsibility for all COVID-19-related matters to the Scientific Committee, made up of the Ministry of Health (MoH) and the National Centre for Disease Control.<sup>17</sup> In support of the national response, DG NEAR on behalf of the European Commission has prepared a programme entitled Protecting most vulnerable populations in light of the COVID 19 pandemic in Libya, with an estimated budget of EUR 20 million.

Both the ongoing conflict and COVID-19 restrictions have hampered efforts to provide humanitarian assistance and make progress toward the core EUTF NOA objective for Libya: contributing to strengthening protection and resilience of those in need. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) reported that, in March 2020, the pandemic hindered 19 per cent of access to Libya, while active fighting and military operations hindered only 3 per cent.<sup>18</sup> Interestingly, bureaucratic restrictions and limited local capacities accounted for some 70 per cent of restrictions on the movement of personnel and humanitarian supplies and the ability of humanitarian organisations to operate in the country.<sup>19</sup> This

17 WHO (2020). *Update #6. Health response to COVID-19 in Libya*. Reporting period: 30 April – 13 May 2020, p.2.

18 OCHA Libya (2020). *Humanitarian Access Report*. March 2020.

19 *Ibid.* The bureaucratic constraints include difficulties, ambiguities and delays in the registration process and the renewal of registration of humanitarian entities by the relevant authorities, and difficulties, ambiguities and delays in processing visas and security clearances for international humanitarian staff, as well as the absence of clear standard operating procedures or consistent focal points overseeing the bureaucratic arrangements concerning humanitarian entities.



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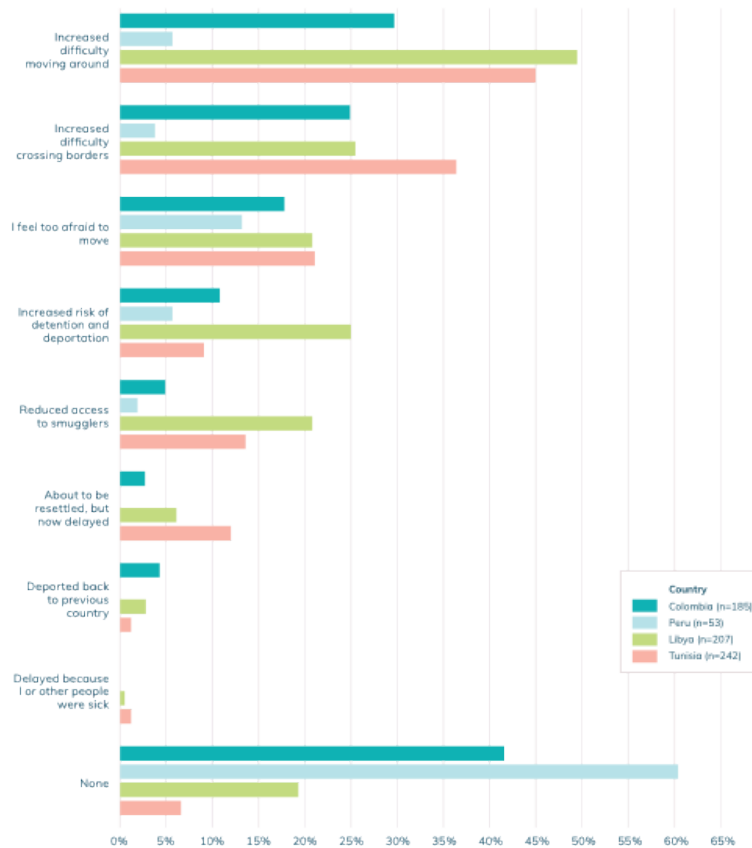
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includes, for example, the need for customs agencies and the Food and Drug Administration (FDA) to clear incoming drugs and medical supplies, leading in some cases to shortages at health facilities.<sup>20</sup>

### Figure III.1. Impact of COVID-19 on migration journeys

Figure 5. What impact has the coronavirus crisis had on your migration journey?



The COVID-19 pandemic and associated restrictions have also had a notable impact on migrant and refugee populations in Libya.<sup>21</sup> Many migrants in Libya work as day labourers to support themselves and their families, but the pandemic has disrupted the demand for informal labour and left these labourers without this critical source of income. Some 75 per cent of migrants and refugees lost their jobs in March and April of 2020.<sup>22</sup> According to a Mixed Migration Centre survey, in April 2020, 65 per cent of

20 IRC (2020). Strengthening resilience of mixed migrants, displaced populations and host communities in Libya through improved access to quality health services, Quarterly Report (1 January 2020 – 31 March 2020), p. 14.

21 IOM Libya (2020). *Migrant Emergency Food Security Report*. May 2020.

22 UNHCR (2020). “UNHCR steps up emergency assistance in Libya as continued conflict and COVID-19 create more hardship”. Briefing Notes, 15 May 2020.



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migrant respondents indicated that COVID-19 has had an impact on their income and capacity to work, while 55 per cent reported that the pandemic has affected the availability of basic goods.<sup>23</sup> Already in an exceedingly precarious situation, other recent data suggest that the pandemic has increased the percentage of migrants in Libya without access to health services from 70 to 76 per cent, and those lacking a place to live, from 45 to 51 per cent.<sup>24</sup>

As previously reported, the situation of migrants and refugees in the country remains highly precarious. Doctors for Human Rights (Medici per i Diritti Umani – Italy) reported that in the period between 2014 and 2020, some “85 per cent of migrants and refugees from Libya suffered torture and inhumane and degrading treatment in that country”.<sup>25</sup> Most lacked access to medicine, food, water and adequate shelter, driving a portion to attempt dangerous departures by sea, and resulting in some being declared missing at sea.<sup>26</sup> As reported in October 2019, there have even been cases of refugees resorting to bribing officials to *gain access* to the country’s dangerous detention centres – in the hope of UNHCR identifying them as a person of concern (PoC) and resettling them outside of Libya.<sup>27</sup> At the same time, COVID-19-related travel restrictions have meant that implementing partners have had to at least temporarily halt humanitarian evacuations and voluntary humanitarian return (VHR) and resettlement programmes for migrants living in Libya; programmes which constitute one of the EUTF’s main areas of operations with the UN agencies in Libya. This severely limited the options migrants in Libya have for return and reintegration during the first months of the pandemic.

The combination of the ongoing conflict, the COVID-19 pandemic and the persistent number of refugees, IDPs and migrants in Libya continue to challenge the country’s capacity to address their situation and needs. The persistence of the conflict, now exacerbated by the pandemic, have driven EUTF investment in increasing protection for, and the resilience of, those in need in Libya, in engendering an inclusive social and economic environment, and in building community stability.

## III.2. EUTF NOA Implementation Strategies and Status in Libya

The EUTF NOA is currently supporting 16 distinct projects (18 contracts) in Libya, the largest EUTF investment in the region. Projects in Libya are organised into three strategic portfolios aimed at addressing different needs: “Protection”, “Community Stabilisation” and “Security and Border Management” (Table III.2).

23 Mixed Migration Centre (2020). *Impact of COVID-19 on refugees and migrants*. COVID-19 global update #1, 27 April 2020.

24 IOM (2020). *Libya’s Migrant Report, Round 29*. January – February 2020, p. 7. Priority needs among migrants in Libya during the period January – February 2020 compared with the same period in 2019 show even higher continuity in terms of identified needs: Health Services - 75 per cent; Shelter - 53 per cent; NFIs - 38 per cent; WASH - 27 per cent.

25 Doctors for Human Rights (2020). *The Torture Factory*. March 2020, p. 11.

26 IOM (2020). Dataset for 2020. Missing Migrants Project.

27 Mixed Migration Hub (2019). *Trend Bulletin*. October 2019, p. 3; see also Middle East Monitor (2019). “Desperate African refugees pay to get into Libyan jails”. News, 18 October 2019.



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**Table III.2. EUTF NOA Projects, Libya**

EUTF Project #	Project/Contract Title	Implementing Partner(s)	EUTF Budget (EUR)	Strategic Objective
<b>Protection</b>				
<b>T05-EUTF-NOA-LY-01-01</b>	Strengthening Protection and Resilience of Displaced Populations in Libya	<b>DRC-CESVI-IMC-IRC</b>	<b>5,900,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-LY-03-02</b>	Resilience building Programme for Vulnerable Children in Libya, including Host Communities, and Migrant and Refugee Children	<b>UNICEF</b>	<b>11,000,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-LY-03-04 (completed)</b>	Reinforcing International Protection and Delivery of Assistance to Refugees, Asylum Seekers, Migrants and Host Communities in Libya	<b>UNHCR</b>	<b>13,000,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-LY-03-01</b>	Protecting Vulnerable Migrants and Stabilizing Communities in Libya <sup>28</sup>	<b>IOM</b>	<b>38,000,000</b>	StO 1. Foster rights-based migration governance systems in the region
<b>T05-EUTF-NOA-LY-02-01</b>			<b>16,800,000</b>	
<b>T05-EUTF-NOA-LY-06-02</b>	Integrated Approach to Protection and Emergency Assistance to Vulnerable and Stranded Migrants in Libya		<b>16,000,000</b>	StO 3. Strengthen protection and resilience of those in need StO 5. Mitigate vulnerabilities arising from irregular migration and combat irregular migration

28 The project “Protecting vulnerable migrants and stabilising communities in Libya” is part of the EUTF protection portfolio in Libya. As such, it is included in this report under the protection section. The project itself also provides community stabilisation activities. Furthermore, this project is funded under three separate action documents and contracts to ensure continuity in the operations and support scaleup of IOM’s VHR programme, in place in Libya since the end of 2011. As of 14 August 2018, however, the VHR component of this project was shifted to IOM’s regional contract “EU-IOM Joint Initiative for Migrant Protection and Reintegration in North Africa”.



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EUTF Project #	Project/Contract Title	Implementing Partner(s)	EUTF Budget (EUR)	Strategic Objective
<b>Protection</b>				
<b>T05-EUTF-NOA-LY-02-02</b>	Improving Overall Resilience of Migrants and Host Communities through Improved Access to Quality Health Services in Libya	<b>IRC</b>	<b>3,000,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-LY-06-01 (completed)</b>	Integrated approach to Protection and Emergency Assistance to Vulnerable and Stranded Migrants in Libya	<b>UNHCR</b>	<b>13,000,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-LY-08-01</b>	Managing Mixed Migration Flows: Enhancing Protection and Assistance for Those in Need in Libya	<b>UNHCR</b>	<b>13,000,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-LY-08-02</b>	Expanding Protection Environment and Services for Mixed Migration Flows and Vulnerable Libyans along Migration Routes in Libya and Supporting Local Socio-Economic Stabilization	<b>UNFPA</b>	<b>5,000,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-LY-08-03</b>	PEERS: Protection Enabling Environment and Resilience Services	<b>CESVI-IMC</b>	<b>5,000,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>Community Stabilisation</b>				
<b>T05-EUTF-NOA-LY-03-03</b>	Strengthening Local Capacities for Resilience and Recovery	<b>UNDP</b>	<b>18,000,000</b>	StO 4. Foster a more inclusive social and economic environment and stability in the region
<b>T05-EUTF-NOA-LY-03-05</b>	Municipal Development in the Context of Mixed Migration	<b>GIZ</b>	<b>10,000,000<sup>29</sup></b>	StO 4. Foster a more inclusive social and economic environment and stability in the region

29 Germany's contribution to the Joint Action is EUR 3,000,000, administered through the Federal Ministry of Economic Cooperation and Development.



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EUTF Project #	Project/Contract Title	Implementing Partner(s)	EUTF Budget (EUR)	Strategic Objective
<b>Community Stabilisation</b>				
<b>T05-EUTF-NOA-LY-05-01</b>	Recovery, Stability and Socio-Economic Development in Libya (RSSD Baladiyati)	<b>AICS</b>	<b>22,000,000</b>	StO 4. Foster a more inclusive social and economic environment and stability in the region
<b>T05-EUTF-NOA-LY-05-02</b>	Recovery, Stability and Socio-Economic Development in Libya (RSSD Baladiyati)	<b>UNDP</b>	<b>18,000,000</b>	StO 4. Foster a more inclusive social and economic environment and stability in the region
<b>T05-EUTF-NOA-LY-05-03</b>	Recovery, Stability and Socio-Economic Development in Libya (RSSD Baladiyati)	<b>UNICEF</b>	<b>10,000,000</b>	StO 4. Foster a more inclusive social and economic environment and stability in the region
<b>T05-EUTF-NOA-LY-09-01*</b>	TOP UP: Strengthening Local Capacities for Resilience and Recovery	<b>UNDP</b>	<b>18,000,000</b>	StO 4. Foster a more inclusive social and economic environment and stability in the region
<b>Security and Border Management</b>				
<b>T05-EUTF-NOA-LY-04-01</b>	Support to Integrated Border and Migration Management in Libya – First Phase	<b>IT MoI</b>	<b>42,223,927</b>	StO 5. Mitigate vulnerabilities arising from irregular migration and combat irregular migration

\* Project implemented as of 1 May 2020, after the end of the reporting period covered by this report.

Libya also benefits from six of the regional EUTF projects. These projects include:

- UNHCR's Enhancing protection, live-saving assistance and solutions, including resettlement for persons of concern with international protection needs in Libya and West Africa (Niger and Burkina Faso).
- The project EU-IOM Joint Initiative for Migrant Protection and Reintegration in North Africa (Facility for Migrant Protection and Reintegration in North Africa, VHR): Emergency voluntary return of 15.000 additional stranded migrants from Libya, implemented by the International Organization for Migration (IOM).
- IOM's Phase II – DEV-pillar of the Regional Development and Protection Programme in the North of Africa.
- The Monitoring the Political Economy of Human Smuggling in Libya and the Greater Sahara project being implemented by the Global Initiative Against Organized Crime (GITOC).





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- Dismantling the criminal networks operating in North Africa and involved in migrant smuggling and human trafficking, which is implemented by the United Nations Office on Drugs and Crime (UNODC).<sup>30</sup>

Since March 2020, some projects in each portfolio have shifted or supplemented ongoing work to respond to the COVID-19 crisis and develop strategies and activities to support migrants and host communities in dealing with the pandemic. These projects have adapted and refocused some of their key activities, while continuing to pursue their primary objectives related to protection and improving the resilience of those in need, contributing to community stabilisation, promoting social cohesion between migrant and host communities and ensuring the embedding of the integrated border management (IBM) concept.

**COVID-19 Response.** As with all EUTF target countries, the outbreak of the COVID-19 pandemic has had a significant impact on the implementation and the current status of the projects in all three portfolios. Implementing partners in Libya have had to adjust their planned activities to accommodate virus-related containment measures, including some temporary suspension of ongoing work, delaying the start of other work, or the use of alternative modalities for implementation. Measures necessitating travel or in-person meetings (such as trainings, return of migrants and resettlement of refugees<sup>31</sup>), or the presence of international staff, have been either cancelled or postponed. Staff from all project partner organisations



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30 See Section VII for additional information on these projects.

31 Section VII provides updates on two regional projects that contribute to EUTF NOA objectives in Libya, IOM's "Facility for Migrant Protection and Reintegration in the North of Africa" and UNHCR's Enhancing protection, live saving assistance and solutions, including resettlement for PoCs with international protection needs in Libya and West Africa (Niger, Burkina)".



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have had to put activities on hold, including trainings and rehabilitation work, while others have delayed the transportation and installation of infrastructure.<sup>32</sup> COVID-19 has also prevented IPs from monitoring progress on infrastructure work at construction sites and thus forced a temporary postponement in contracting for infrastructure work.<sup>33</sup> Staff have only been able to continue those activities that provide direct, often emergency, assistance to migrants, refugees and host communities unabated.

By prioritising protection and health, DG NEAR staff have already deployed EUTF NOA funds to support projects with the potential capacity to respond to the COVID-19 pandemic built in. In response to the pandemic, implementing partners have rapidly adapted their activities to align with virus prevention and containment practices, while continuing to provide support to migrants and host communities. Only one week after the implementation of preventive curfew measures, for example, sUnited Nations Population Fund (UNFPA) staff introduced remote modalities of service provision, thereby ensuring the continuity of services provided in Tripoli and Sabha.

Social workers have started providing remote services to beneficiaries, including psychosocial support via phone, and awareness raising videos on social media, group chats and broadcasts.<sup>34</sup> In another example of responsiveness, the United Nations Children's Fund (UNICEF), in cooperation with the Libyan Ministry of Education (MoE), put education classes on television to help slow the spread of the COVID-19, and is exploring the possibility of conducting interactive sessions via the internet. UNICEF has also begun conducting an awareness campaign to inform parents of the availability and importance of distance learning. Further, the UN agency is supporting the Ministry of Social Affairs (MoSA) in finalising its national COVID-19 response plan.<sup>35</sup>

Cooperation and Development (Cooperazione e Sviluppo – CESVI), the International Medical Corps (IMC), the International Rescue Committee (IRC), UNFPA, and UNICEF staff are all increasing their activities in relation to COVID-19 in different domains, such as training provision on COVID-19, awareness raising, distribution of hygiene kits (HKs) and supplies, procurement of medical equipment and drugs supplies, and disinfection and fumigation in detention centres. With EUTF support, IOM staff reported initiating the distribution of food to vulnerable migrants, targeting migrants living in urban settings who had lost their income due to COVID-19 mitigation measures and were facing food insecurity as a consequence. Between the end of April and early June 2020, IOM staff distributed 2,680 food packages to vulnerable migrants at various locations across Libya.<sup>36</sup> The pandemic has also forced various IPs to scale down some activities. As one example of this scale back, IRC staff reoriented their training activities, adapting the delivery methods to better align with safe prevention practices while continuing to support businesses still in operation.

Even within the community stabilisation portfolio, which focuses on interim and long-term changes through capacity building measures, some implementing partners immediately reoriented a portion of their activities

32 AICS, UNDP, UNICEF "Recovery, Stability and Socio-Economic Development in Libya, Joint Monthly Update (up to 30 April 2020)".

33 GIZ (2020). Municipal development in the context of mixed migration. *Quarterly Report* (1 January 2020 – 31 March 2020).

34 UNFPA (2020). Expanding Protection Environment and Services for Mixed Migration Flows and Vulnerable Libyans along Migration Routes in Libya and Supporting Local Socio-Economic Stabilization. *Quarterly Report* (20 December 2019 – 31 March 2020), p. 7.

35 Draft Action Document *Protecting most vulnerable populations in light of the COVID 19 pandemic Libya*.

36 Each package is designed to meet the nutrition needs of four persons for a period of one month. This information falls outside the reporting period, but was added at IOM's request and with DG NEAR's validation.



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to support the COVID-19 response in Libya, by providing essential medicines and equipment and life-saving interventions. The German Agency for International Cooperation (GIZ) staff, with funding from Germany and the EUTF, have been providing equipment needed for textile production to support the Woman Development and Training Centres in the country. They have now been able to convert use the equipment to produce of Personal Protective Equipment (PPE) for health institutions. GIZ staff are also working to procure equipment and PPE for a hospital in Al-Jufra.<sup>37</sup> UNFPA staff are also reorienting their activities in the pandemic; their staff plan to redirect a proportion of its funding to sewing facemasks, providing livelihood training for women in Tripoli and Sabha, and distributing PPE to health care workers and the local population through local implementing partners Al Bayan and Women Union.<sup>38</sup>

It has not always been possible for all implementing partners to either revise/adjust or suspend their activities in response to COVID-19 lockdown measures. This has proven especially true for activities involving the crossing of international borders: return, resettlement and trainings with international staff and experts. GIZ staff had to cancel or postpone all workshops and activities requiring travel or in-person meetings due to social distancing measures. Both COVID-19 and the increase in hostilities has prevented UNICEF staff from providing trainings for health care facility staff.

COVID-19 has also affected infrastructure projects and those involving the supply of non-COVID-19-related equipment. GIZ staff reported that it is not possible to monitor work at construction sites and that new construction contracts have not yet been signed, since contractors can no longer commit to planned projects.<sup>39</sup> Italian Ministry of Interior (MoI) staff efforts to provide border management equipment and supplies also had to contend with the COVID-19 outbreak.<sup>40</sup> Whereas UNICEF staff were able to initiate work on child-friendly spaces in Ghat City and Al-Awainat City, as well as the construction of a soccer field in the latter, they were not able to deliver and install water pumps in Ghat due to the virus.<sup>41</sup>

**Insecurity.** Ongoing insecurity in the country continues to impact the implementation of all types of activities. This section provides details on examples of such situations, although the actual number of activities delayed is higher, with the conflict affecting nearly all partners working in Libya. One key challenge continues to be the accommodation – or outright detention – of migrants and PoCs in areas where there is active fighting. This significantly limits or even entirely prevents UNHCR access to PoCs and the organisation's ability to conduct status determination or provide emergency supplies and medical care. UNICEF had to delay the planned opening of the Bayti centre in Misrata until the first quarter of 2020 due to active conflict in the area and the related closure of schools in November-December 2019.<sup>42</sup> IMC faced security restrictions related to transferring patients to clinics, due to the escalation of violent clashes in

37 GIZ (2020). Municipal development in the context of mixed migration. *Quarterly Report* (1 January 2020 – 31 March 2020), p. 2.

38 UNFPA (2020). Expanding Protection Environment and Services for Mixed Migration Flows and Vulnerable Libyans along Migration Routes in Libya and Supporting Local Socio-Economic Stabilization. *Quarterly Report* (20 December 2019 – 31 March 2020), p. 6.

39 GIZ (2020). Municipal development in the context of mixed migration. *Quarterly Report* (1 January 2020 – 31 March 2020), pp. 1, 6.

40 Italian Ministry of Interior (2020). Support to Border and Migration Management in Libya – First Phase. *Quarterly Report* (16 December 2019 – 15 March 2020), p. 3.

41 UNICEF (2019). Recovery, Stability and Socio-Economic Development in Libya, Migrant and Refugee Children. *Programme Summary*, October 2019, p. 3.

42 Ibid. Resilience Building Programmes for Vulnerable Children in Libya, Including Host Communities, Refugees and Migrants. *Quarterly Report* (October - December 2019), p. 11.



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Tripoli and surrounding areas.<sup>43</sup> Similarly, insecurity in the South of the country (Ghat) disrupted or delayed many activities planned by the IRC<sup>44</sup> and the Italian MoI.<sup>45</sup>

**Partnerships.** EUTF NOA implementing partners in Libya rely on local partnerships to support and ensure project implementation. Currently, there are 12 formal EUTF NOA implementing partners working in the country. As is part of the EUTF NOA strategy, these IPs are working with some 90 organisations and institutions on the ground to implement EUTF NOA-supported projects. These partners aim to address the significant challenges migrants and host communities face in the wake of the 2019 resurgence in violence and due to the ongoing COVID-19 pandemic.<sup>46</sup>

Partnerships and cooperation have proven to be invaluable to the delivery of key health services in Libya. Cooperation with the country's MoH and MoI, for example, has allowed IMC to develop official transportation protocols allowing the transport of migrants to and from IMC-supported Primary Health Care Centres (PHCCs).<sup>47</sup> During this reporting period, UNHCR, in partnership with the IRC, and that organisation in partnership with the Libyan Red Crescent, provided support to a local shelter in Misrata – a key partnership for ensuring local activities in complex environments. In another example, the IRC is cooperating with the MoH to support the deployment of MoH convoy missions to the South in an attempt to increase access to health services in remote areas.<sup>48</sup>

Through their EUTF NOA-supported project, UNICEF, the Italian Agency for Development Cooperation (AICS) and the United National Development Programme (UNDP) are leveraging their respective expertise to conduct joint needs assessments, joint visibility measures, and joint reporting on infrastructure planned in the health, water, sanitation and hygiene (WASH), and educational sectors.

Collaboration with the final beneficiaries has also proven crucial, particularly in terms of community outreach for increasing access to services. For example, the IRC's work to increase migrant access to health services improved once migrant volunteers, including individuals from Sudan, Morocco, Niger, Nigeria and Palestine, along with two Libyan community health workers, were included in outreach activities. IRC staff were subsequently able to reach some 3,515 people with information and awareness raising sessions on health and hygiene promotion, diabetes and hypertension, and other related topics – including child marriage, women's economic empowerment, and domestic violence.<sup>49</sup>

43 DRC-CESVI-IRC-IMC (2020). Strengthening protection and resilience of displaced populations in Libya. *Quarterly Report 8* (1 October – 31 December 2019), p. 7.

44 IRC (2020). Strengthening resilience of mixed migrants, displaced populations and host communities in Libya through improved access to quality health services. *Quarterly Report* (1 January 2020 – 31 March 2020), p.7.

45 Italian Ministry of Interior (2019). Support to Border and Migration Management in Libya – First Phase. Update, November 2019, p. 2.

46 Partner refers to any institution closely involved in a project activity or process.

47 DRC-CESVI-IRC-IMC (2020). Strengthening protection and resilience of displaced populations in Libya. *Quarterly Report 8* (1 October – 31 December 2019), p.5.

48 IRC (2018) *Document of Action*. Strengthening resilience of mixed migrants, displaced populations and host communities in Libya through improved access to quality health services.

49 DRC-CESVI-IRC-IMC (2020). Strengthening protection and resilience of displaced populations in Libya. *Quarterly Report 8* (1 October – 31 December 2019), p. 7.



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### III.3. Key Challenges and Facilitators for Implementation in Libya

The ongoing insecurity prevailing in the country, the effects of the COVID-19 outbreak, limited humanitarian access to the detention centres, bureaucratic restrictions, limited local capacities and human right issues continue to present implementation challenges for EUTF NOA partners working in Libya. Some of the specific challenges and facilitators noted by implementing partners during this reporting period include the topics related below.

**Coping mechanisms of migrants and PoCs.** Exposure to various risks has required that migrants adopt an increasingly low profile, which can expose them to additional risks if aid agencies are unable to identify or reach them. The lack of safe locations to meet with service providers and language barriers pose additional challenges to effective provision of services. The Danish Refugee Council (DRC) reported that they have been able to improve their contacts with, or access to, migrants with the support of outreach volunteers in their respective communities, who promote available key protection services to migrants in their area.

While some do not seek any assistance at all, many refugees or asylum seekers remain focused on accessing UNHCR's resettlement programme. As noted, UNHCR staff reported that in some instances there was evidence that migrants were actually paying to enter the detention centres in the hope that this would lead to official registration with UNHCR,<sup>50</sup> release from the detention centre, and, ultimately, evacuation via Tripoli's Gathering and Departure Facility (GDF) to a safe third country. Further, migrants organised walk-ins to the GDF, which caused significant overcrowding in the facility. As a consequence, UNHCR was forced to evacuate the most vulnerable PoCs directly from detention to the airport, no longer accommodating these persons in the GDF and ultimately closing the facility. Following the closure of the GDF, UNHCR staff are now offering urban support packages to refugees and asylum seekers, including cash and core relief items. They are also providing registration and individual protection interviews, through which they will work to identify those refugees and asylum seekers eligible for resettlement or other legal pathways, such as evacuation, family reunification, or medical visas.<sup>51</sup>

**Alternatives to Detention (ATDs).** According to the respective European Union Delegations, ATDs became an increasing priority for the EUTF in 2019-2020. Staff from the EUDs also noted that ATDs simultaneously became a priority for the humanitarian community at large, but found that each of the possible alternatives presented significant challenges. DRC, IOM and CESVI staff held several coordination meetings to discuss progress and lessons learnt on certain key initiatives in 2019, including safe shelters and host family placements by the three organisations. DRC and CESVI staff also participated in an IOM workshop to build capacity among international organisations on ATDs through using a training of trainers approach (February 2019). DRC staff went on to develop standard operation procedures (SOPs) for host family placements. CESVI staff also adapted the SOPs for their programme Community-Based Care Arrangement for vulnerable migrants and refugees released from detention centres, disembarked after Search and

50 Nebehay, Stephen (2019). "Desperately African refugees pay to get into Libyan jails". Reuters, 17 October 2019.

51 UNHCR (2020). Integrated approach to protection and emergency assistance to vulnerable and stranded migrants in Libya. *Quarterly Report #3* (1 August 2019 – 31 October 2019) and *Quarterly Report #4* (1 November 2019 – 31 December 2019).



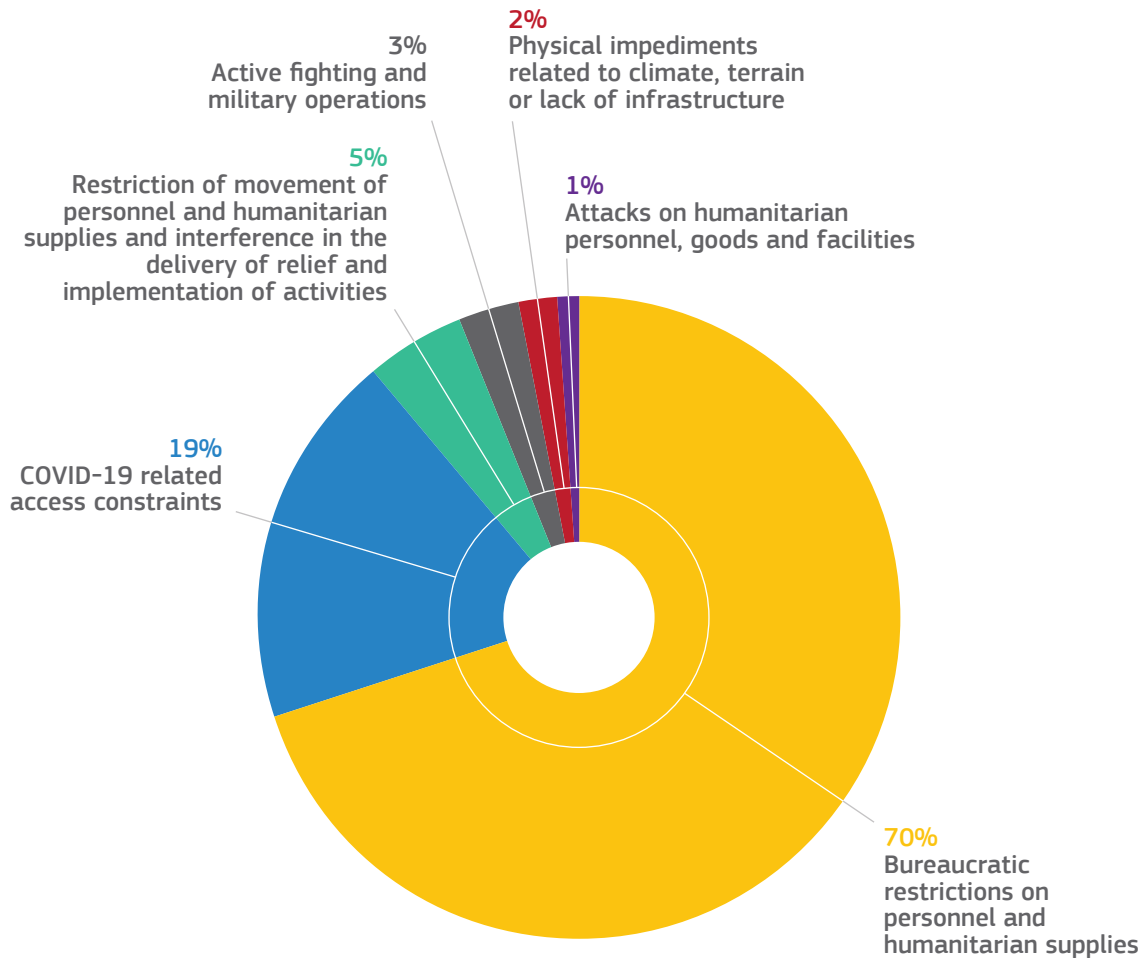
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Rescue (SAR) operations or living in urban areas. CESVI staff place particular emphasis on this programme in Misrata where there is a specific focus on women and children (initiated in January 2020 under the EUTF-funded PEERS project).<sup>52</sup>

Figure III.3a Percentage of access constraints



**Host family interventions.** Host family interventions aim to identify suitable households for vulnerable migrants, with a focus on “making the right match between host family and beneficiary”. DRC and CESVI staff have implemented this type of activity through a lengthy and human resource-intensive procedure to ensure that the overall process would be safe for migrants and host families alike. The organisations

52 DRC-CESVI-IRC-IMC (2020). Strengthening protection and resilience of displaced populations in Libya. *Quarterly Report 9* (1 January – 31 March 2020) and *Final Report* (31 May 2020). The EU Delegation contributed to the Final Report, which comes after the reporting period and will therefore be covered in the *Fourth Monitoring Report* for the EUTF NOA window.



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conducted weekly visits to monitor placements, and supported host families in preparing their homes to host migrants.<sup>53</sup> Identifying a host family that matched with the beneficiary and resulted in protective outcomes proved, however, to be very challenging. This was partly due to the range of nationalities among refugees residing in Libya. Further, Libya is not a signatory to the relevant international legal frameworks that support the operational outline of host family assistance. This further exacerbated the difficulties encountered in selecting suitable families. Overall, host family capacities appeared insufficient to ensure that this approach could be a protective, if temporary, option.<sup>54</sup> IOM staff introduced a host family programme in 2017, which was then expanded throughout the course of 2019 and the reporting period to include 52 participating host families. To prepare the families to host migrants, IOM staff conducted induction sessions and trainings, followed by regular monitoring visits. While the programme has provided a temporary housing mechanism for stranded migrants, it does not represent a long-term solution.<sup>55</sup>

**Cash for rent and other cash programmes.** In the period January–May 2020, DRC staff set up a further ATD in the form of ‘cash for rent’ as an initial multisectoral response approach (combining shelter and protection). During this period, they supported some 189 beneficiaries. This approach also presented its own challenges; for example, DRC struggled to identify landlords willing to agree to the terms of engagement. During the first quarter of 2020, Libyan nationals increasingly moved back into urban areas, which reduced the amount of available housing. Even dilapidated housing projects were priced much higher than their normal market value during this period. Further, staff learned that cash-for-rent assistance was insufficient to address migrant needs, as their need for livelihood opportunities remained a significant barrier to sustainability. In response, the DRC team is now researching livelihood programming to be added to their programming in Libya, via the upcoming RDPP-funded Action in Tripoli.<sup>56</sup>

**Non-food item distribution setting and gender sensitivity.** According to the post-distribution survey conducted by DRC/IRC staff, 62.5 per cent of women and girls received non-food item (NFI) kits in their homes, while 36.1 per cent received the kits in PHCCs, and 1.4 per cent at locations not managed by the IRC. Implementing partners reported that beneficiaries preferred to receive these resources at home rather than in public, due to fear of potential public exposure as well as feelings of shame. The IRC thus recommended that kits should ideally be delivered to individuals at home rather than distributed in a group setting.

**Access to health care.** To address the security issues migrants face when attempting to access health care services, IMC staff, in cooperation with the Libyan MoH and MoI, is in the process of developing an official transportation protocol. This protocol will facilitate the transport of migrants to and from IMC-supported PHCCs. In addition, the IMC team began offering transportation to vulnerable migrant patients who also struggle to access health services beyond walking distance from their homes. According to IMC

53 Host families also received a monthly allowance of 300 LYD per adult and 200 LYD per child, as well as in-kind assistance to provide additional food baskets and NFIs; for example, mattresses, household items, hygiene kits, clothing as needed.

54 DRC-CESVI-IRC-IMC (2020). Strengthening protection and resilience of displaced populations in Libya. *Quarterly Report 9* (1 January – 31 March 2020) and *Final Report* (31 May 2020). As mentioned, the EUD contributed to the *Final Report*, which, as it falls outside of the present reporting period, will be included in the next monitoring report on the EUTF NOA window.

55 IOM staff added these data in November 2019, which DG NEAR staff validated in December 2019.

56 DRC-CESVI-IRC-IMC (2020). Strengthening protection and resilience of displaced populations in Libya. *Quarterly Report 9* (1 January – 31 March 2020) and *Final Report* (31 May 2020). Again, the *Final Report* contains input from the EUD, and will be covered in the next monitoring report in this series.



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staff, the transport support has increased the number of migrants able to access health services, with 50 beneficiaries already transported to PHCCs within the first three weeks of operation.

Up until early March 2020, the IRC mentors had been visiting the health facility weekly to strengthen referral services, particularly for migrants and vulnerable groups. However, the outbreak of the COVID-19 pandemic in that month led to a decrease in the frequency of visits to once every two weeks, supplemented by mentor remote supervision (via telephone). IRC staff continued to internally coordinate with the protection teams to share information on the services offered at the health facilities, including services for vulnerable migrants and host communities.<sup>57</sup> In this period, IOM teams delivered primary health care (PHC) services, emergency health interventions and specialised health care in hospitals to vulnerable populations, including IDPs and migrants in detention centres, at disembarkation points and in urban settings.<sup>58</sup> IOM teams provide this assistance both via their own medical staff and in cooperation with national health care facilities for specialised referrals.

**Payments to local partners.** IPs have faced challenges in disbursing instalments and paying local partners due to the lack of a functional banking system. IPs scrutinised the Hawala banking system in operation but choose instead alternative transfer facilities or contracting of vendors who accept foreign currency payments.

**Figure III.3b Distribution of the EUTF NOA community stabilisation portfolio in Libya**



**Trainings for local authorities and medical staff.**

Planned trainings for local officials and medical staff in Libya of durations longer than one week have proven infeasible during this period. Limited capacity, and an insufficient supply of local staff, as well as time challenges related to the need for medical staff to complete duties already assigned, make it challenging for especially local medical personnel to complete additional training. IP staff are thus working to adapt their trainings to shorter, more frequent modules and formats to better accommodate the realities faced by their partners in the field.

**Resource distribution.**

CESVI staff reported that the Zliten detention centre manager refused to allow distribution of NFIs to migrants directly and requested a

much higher number of NFIs as compared to the level of need assessed for the centre. As a short-term solution, the CESVI team decided against resuming distribution at the Zliten detention centre and are working on developing additional strategies.

57 IRC (2020). *Quarterly Narrative Report Q5*, January – March 2020.

58 IOM staff added these data in November 2019, which DG NEAR staff validated in December 2019.





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**Disembarkation points.** Most implementing partners continued to report that they had insufficient time to conduct screenings of migrant needs at disembarkation points. IPs also remain dependent upon the Libyan Coast Guard to alert them of upcoming search and rescue (and disembarkation) operations. This lack of timely information on where and when a boat will reach a disembarkation point remains an ongoing challenge for this critical activity, on which implementing partners are working to identify alternative solutions. IOM staff added that they regard the application of effective preventive measures against COVID-19 during disembarkation as a challenge. The EU is continuing to call for the establishment of safe disembarkation procedures.<sup>59</sup>

**Border management equipment.** Implementing partners have received fewer bids that anticipated in response to tenders for border management-related equipment. This presents a challenge, as tenders are a competitive process and require multiple bids. In response, IPs are developing strategies for identifying additional bidders willing and able to provide the needed equipment.<sup>60</sup>

**Lack of political will.** Political will among Libyan stakeholders to facilitate humanitarian action for migrants (including children) trapped in detention remains a challenge to reaching and providing needed emergency support to migrants and other PoCs living in what are often dangerous settings. Engaging Libyan authorities in workshops or trainings also continues to be a challenge, as many officials commit to and then disengage from various projects and priorities. The officials often have to focus on the deteriorating security situation on the ground, which equally affects their ability to participate in humanitarian actions. Implementing partners have worked with local and national officials to improve access and increase engagement, but it continues to be a notable barrier to progress in the field.

### III.4. Progress on Outputs and Immediate Outcomes in Libya

**Protection.** EUTF NOA-supported protection projects in Libya are concentrated in the North-West of the country in 17 municipalities.<sup>61</sup> Extending activities to the South/Ghat<sup>62</sup> continued to be a challenge due to the escalation of conflict in early 2020. Despite this ongoing challenge, some eight implementing partners are working to provide emergency and basic services in Libya: CESVI, DRC, IMC, IOM, the IRC, UNFPA, UNHCR and UNICEF.

59 According to DG NEAR, implementing partners have notified the EC that they are not always informed about SAR operations or when a boat will reach a disembarkation point, with the application of COVID-19 prevention measures adding a further layer to this challenge.

60 After the reporting period covered by this report (1 December 2019 – 30 April 2020), additional progress was made on border management programmes in Libya, including the delivery of new vehicles on 9 July 2020, and the signing of a contract for six rigid inflatable boats on 16 July 2020. This notable progress came even as the priority of responding to COVID-19 in Libya led to a reduction in the national border management programme budget to EUR 57.2 million (adopted in June 2020).

61 Abusliem, Alkhums, Azzawya, Benghazi, Ghat, Ghiryan, Janzour, Misrata, Murzuq, Sabratha, Sebha, Suq Aljumaa, Tajoura, Tripoli, Ubari, Zliten, and Zwara.

62 IRC (2020). Strengthening resilience of mixed migrants, displaced populations and host communities in Libya through improved access to quality health services. *Quarterly Report* (1 January 2020 – 31 March 2020), p. 7.



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CESVI, in consortium with IMC, is implementing the project *PEERS: Protection Enabling Environment and Resilience Services*, which provides NFIs, cash assistance and psychosocial support to migrants in detention centres and urban areas of Misrata and Tripoli.<sup>63</sup> First initiated in January 2020, CESVI staff have provided 249 individuals with NFIs and 148 persons with psychosocial support and, in some cases, cash assistance. The focus of the IMC intervention had previously been on tuberculosis (TB) and mental health.

DRC and its partners CESVI, IMC and IRC together are providing a range of services to vulnerable groups. This includes distributing NFIs (blankets, oil heaters and hygiene kits) to migrants, refugees and extremely vulnerable Libyan families; and providing health consultation, mental health and psychosocial support, referrals and training of medical staff and other relevant actors. In the first quarter of 2020, IRC staff provided medical consultations to 568 migrants and refugees, almost five times the number for the previous quarter. They attribute this increase to outreach volunteers active in their respective communities, who promote available IRC services and raise awareness about key health issues. The consortium partners also took steps towards implementation of a community care arrangement model through hosting families as an alternative to detention centres. Staff have prioritised women and children and people released from detention centres or disembarkation points. The consortium is focusing its activities in Misrata, Tripoli and Zliten.<sup>64</sup>

IRC staff continue to focus on improving access to quality health services as a strategy for strengthening the resilience of migrants, displaced populations and host communities in Libya. To date, IRC staff have established partnerships with public health facilities in Zliten and Souq Jooma to receive referred patients; set up mentoring support in a PHC facility to strengthen referral services; completed trainings on communicable diseases with a focus on TB for health care providers and managers; and delivered tools to support Health Management Information Systems – and conducted trainings in Souq Jooma and Zliten on their use.<sup>65</sup>

UNFPA staff are supporting two Women and Girls Safe Spaces through its local partners AlBayan in Tripoli and Women Union in Sabha. The Safe Spaces are used as entry point to detect cases of survivors of gender-based violence and provide livelihood trainings in such areas as sewing, nursing and negotiation skills. The UN agency has also completed awareness raising trainings on women's empowerment and, more recently, on COVID-19 prevention and containment. Over the course of the reporting period, UNFPA staff reached a total of 465 women and girls through these interventions.<sup>66</sup>

UNHCR staff continue to focus their EUTF NOA-supported interventions in Libya on protecting refugees and asylum seekers in detention centres, disembarkation points and urban areas.<sup>67</sup> They provide needed

63 CESVI (2020). *PEERS: Protection Enabling Environment and Resilience Services. Quarterly Report* (1 January 2020 – 31 March 2020).

64 DRC-CESVI-IRC-IMC (2020). *Strengthening protection and resilience of displaced populations in Libya. Quarterly Report 8* (1 October – 31 December 2019) and *Quarterly Report 7* (1 July– 30 September 2019). The projects *PEERS: Protection Enabling Environment and Resilience Services (CESVI-IMC)* and *Improving Overall Resilience of Migrants and Host Communities through Improved Access to Quality Health Services in Libya (IRC)* are follow-up projects.

65 IRC (2020). *Strengthening resilience of mixed migrants, displaced populations and host communities in Libya through improved access to quality health services. Quarterly Report* (1 January 2020 – 31 March 2020).

66 UNFPA (2020). *Expanding Protection Environment and Services for Mixed Migration Flows and Vulnerable Libyans along Migration Routes in Libya and Supporting Local Socio-Economic Stabilization. Quarterly Report* (20 December 2019 – 31 March 2020).

67 UNHCR has completed two contracts in Libya and initiated a new contract within the EUTF NOA window for their protection work in January 2020.



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services and supports such as medical consultations, health care services, NFIs, food and cash assistance, registration and evacuations for most vulnerable PoCs.<sup>68</sup>

Despite having accommodated up to 1,200 persons by December 2019, UNHCR staff had to suspend their operational work at the GDF<sup>69</sup> on 3 March 2020. Staff feared for the safety of people housed in the facility, as well as the staff and partners, after militarisation in proximity to the protective housing units.<sup>70</sup> The GDF was already severely overcrowded following the (spontaneous) arrival of 400 people from the Abu Salim detention centre at the end of October 2019,<sup>71</sup> and an influx of cases due to the bombing of the Tajoura detention centre in July 2019. According to UNHCR staff, a majority of these people were not necessarily among the most vulnerable groups on whom the UN agency focuses their protection support. As a consequence of the overcrowding and encroaching conflict in the area, UNHCR staff had to rapidly evacuate the most vulnerable PoCs from the GDF and suspend operations.<sup>72</sup> In this same period, UNHCR staff were able to continue their work at disembarkation points in Libya, providing NFIs to some 3,712 PoCs and 527 medical consultations (August – December 2019). Agency staff also conducted an additional 8,224 medical consultations in detention centres, and 4,675 in urban settings.<sup>73</sup>

Efforts by the UNICEF team to increase access to education and safe environments for children in Libya demonstrated increases during this reporting period.<sup>74</sup> Staff facilitated access to formal and informal education for some 829 Arabic-speaking children and provided 16,177 children (8,016 girls and 8,161 boys) overall with basic teaching and learning materials in Sebratha, Tripoli, Zwara, Misrata and Benghazi. In addition, staff from UNICEF, and its partners CESVI and the Norwegian Refugee Council (NRC), trained 10 migrant or refugee teachers, and 127 host community teachers, on active learning, and child-centred and protective pedagogy. Another key result during this period was their rehabilitation of WASH facilities in the cities of Sebha, Khoms and Maya.

68 According to UNHCR, persons of concern are refugees, returnees, asylum seekers, displaced persons, and stateless people. See UNHCR Philippines, *Persons of Concern to UNHCR*. Accessed 10 April 2020.”

69 In December 2018, UNHCR established the GDF as a transit centre for detained refugees who had been identified for evacuation to third countries.

70 UNHCR (2020). “UNHCR to suspend operations at GDF in Tripoli amid safety concerns”. 30 January 2020.

71 UNHCR (2020). Integrated approach to protection and emergency assistance to vulnerable and stranded migrants in Libya. *Quarterly Report #4* (1 November 2019 – 31 December 2019), pp. 2-3.

72 For more information on the background, refer to the subsection III.2.

73 UNHCR (2020). Integrated approach to protection and emergency assistance to vulnerable and stranded migrants in Libya. *Quarterly Report #4* (1 November 2019 – 31 December 2019) and *Quarterly Report #3* (1 August 2019 – 31 October 2019).

74 UNICEF (2020). Resilience Building Programmes for Vulnerable Children in Libya, Including Host Communities, Refugees and Migrants. *Quarterly Report* (October - December 2019) and *Quarterly Report* (January – March 2020).

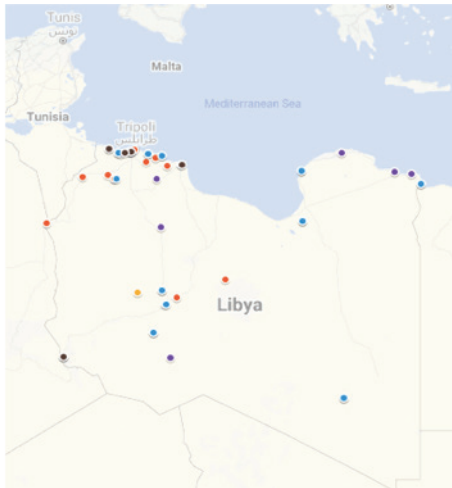


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**Figure III.4 Distribution of EUTF projects in Libya**



**Community Stabilisation.** Projects in this portfolio contribute to fostering a more inclusive social and economic environment and stability in the region (EUTF NOA Strategic Objective 4). Geographically, community stabilisation covers 34<sup>75</sup> out of 100 municipalities. There are four organisations implementing complementary projects under this portfolio: AICS, GIZ, UNDP and UNICEF.

All projects implement activities related to rehabilitation of infrastructure: schools, hospitals, WASH facilities, recreational infrastructure with nested capacity building of local authorities to carry out assessment, planning and actual implementation of any developmental plans independently.

As of March 2020, GIZ has reported 15 inclusive and participatory local development plans (LDPs) and assessed organisational and institution capacities in 15 municipalities, which will serve as a basis for developing 15 individual organisational development plans.<sup>76</sup> UNDP has trained 431 municipal staff on how to plan, coordinate and implement resilience and recovery measures.<sup>77</sup>

Infrastructure projects play a key role in social cohesion interventions aiming at building the acceptance among the local population in relation to access to services for migrant and refugee populations.

UNDP and GIZ are also developing livelihood opportunities for migrants and host communities in their work. As of 30 March 2020, UNDP had supported 360 vulnerable individuals in finding temporary jobs allowing them to earn an income and support themselves.<sup>78</sup> GIZ provided 351 individuals with trainings on textile and fashion production, and farmers with trainings on production quality and marketing, so as to improve their earning prospects.<sup>79</sup>

As part of the programme Recovery, Stability and Socio-economic Development in Libya (Baladiyahati) operating in 24 target municipalities, AICS, UNDP and UNICEF staff were able to initiate and/or conclude several key activities despite challenges related to COVID-19. These included finalising and sharing a teacher training package Terms of Reference (ToR) with the Ministry of Education. The organisations also completed training on social enterprises encompassing 106 young people, from all municipalities except Showerif and Tahala, and implemented a local governance assessment survey in target municipalities as part of their

75 Al Maya, Albawanees, Albayda, Algatroun, Aljufra, Alkhums, Alkufra, Alsharguiya, Ashshwayrif, Azzawya, Azzintan, Bani Waleed, Benghazi, Brak, Edri, Ejdabia, Emsaed, Garabolli, Ghadamis, Ghat, Hai Alandalus, Jadu, Janzour, Misrata, Msallata, Murzuq, Nalut, Sabratha, Sebha, Surman, Tarhuna, Tobruk, Zliten and Zwara.

76 GIZ (2020). Municipal development in the context of mixed migration. *Quarterly Report* (1 January 2020 – 31 March 2020), p. 3.

77 DCT. UNDP Strengthening Local Capacities for Resilience and Recovery.

78 DCT. UNDP Strengthening Local Capacities for Resilience and Recovery.

79 GIZ (2020). Municipal development in the context of mixed migration. *Quarterly Report* (1 January 2020 – 31 March 2020), p. 7.



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capacity building component. Further, these IPs received 13 sewage trucks at the port and readied them for delivery, pending the security situation on the ground. UNICEF also took delivery of furniture for 29 schools. In Ghat and Zawya, the implementing partners conducted detailed assessment of five health facilities.<sup>80</sup>

**Security and Border Management.** In the area of security and border management, the EUTF NOA is aiming “to improve the Libyan capacity to control the borders and provide for lifesaving rescue at sea, in a manner fully compliant with international human rights obligations and standards”.<sup>81</sup> The primary implementing partner is the Italian Ministry of Interior, which is providing equipment (rigid inflatable boats, radio-satellite, communication devices, ambulances, buses) and staff training to use and maintain this equipment, staff from Italy’s MoI are training personnel from the General Administration of Coastal Security on how to conduct search and rescue operations at sea using a human rights-based approach, as well as assisting in developing SoPs on SAR at sea and in the desert. MoI representatives are also working to support the development of a National Coordination Centre within the Libyan Ministry of Interior, and a Maritime Rescue Coordination Centre within the Libyan Ministry of Defence. To date, the project partners have developed a basic mobile National Coordination Centre able to meet basic operational needs of relevant Libyan authorities.

**Common output indicators for Libya.** As discussed above (Section II), the majority of implementing partners align their projects with one or more of the EUTF NOA strategic and specific objectives. This helps both IPs and the European Commission staff to understand how their results at the project level will contribute to the higher-level objectives of the EUTF in NOA. Each project also has its own unique set of output and outcome indicators that support project staff in tracking and reporting the results of their project, and monitoring of progress in each NOA country and across the entire region. In 2018, the EC established a set of 41 common output indicators with the goal of monitoring and demonstrating progress on results at the EUTF Level, that is, across all three EUTF windows.

Most EUTF-supported implementing partners choose a sub-set of these 41 indicators to track their results at this higher level. They then report their progress on their particular COIs to DG NEAR (or DG DEVCO, in the case of the Horn of Africa and Sahel and Lake Chad windows). This allows Commission staff to monitor the results of the EUTF as a whole and use data to guide their decision-making on the Trust Fund more broadly. The COIs are also posted to the EUTF website, providing the EUTF Board, EU MSs and the general public with a broad overview of EUTF results and the contributions to the EUTF’s four strategic priorities.<sup>82</sup>

Not all of the EUTF NOA implementing partners in Libya provided data on their COIs during this reporting period. Despite this, the data shared demonstrate key areas in which implementing partners are working, as well as their progress on their outputs/results to date (Table III.3).

80 RSSD Libya (Baladiyati) (2020). *Joint Monthly Update No. 2*, reporting period: 1-30 April 2020.

81 The main objective of the project “Support to Integrated border and migration management in Libya - First phase”.

82 European Commission (2020). EUTF Results, Monitoring and Evaluation. Accessed 6 June 2020.



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**Table III.3. EUTF Common Output Indicators: Libya Results to Date\***

COI #	Common Output Indicators	Number Reported	% of Total	Without COI 2.9**
1.1	Number of jobs created	636	0%	1.5%
1.2	Number of MSMEs created or supported	5	0%	0%
1.3	Number of people assisted to develop income generating activities	251	0%	0.6%
1.4	Number of people benefiting from TVET and/or skills development	40	0%	0.1%
2.1	Number of local development plans directly supported	15	0%	0.0%
2.1-bis	Number of pieces of social infrastructure built or rehabilitated	46	0%	0.1%
2.8	Number of staff from local authorities and basic service providers benefiting from capacity building for strengthening services delivery	504	0%	1.2%
2.9	Number of people with improved access to basic services <sup>83</sup>	1,700,000	97.6%	N/A
3.2	Number of migrants in transit, victims of human trafficking, children on the move, IDPs and refugees protected or assisted	24,997	1.4%	58.9%
3.3	Number of migrants, or potential migrants, reached by information campaigns on migration and risks linked to irregular migration	15,279	0.9%	36.0%
4.2	Number of staff from governmental institutions, internal security forces and relevant non-state actors trained on security, border management, CVE, conflict prevention, protection of civilian populations and human rights	636	0%	1.5%
4.6	Number of strategies, policies and plans developed and/or directly supported	17	0%	0%
5.3	Number of field studies, surveys and other research conducted	7	0%	0%
	<b>Total</b>	<b>1,742,433<sup>1</sup></b>	<b>100%</b>	
	<b>Total, excluding COI 2.9</b>	<b>42,433</b>		

\*Regional service contracts and contracts in the pipeline (not yet contracted) do not report COIs.

\*\*Only one project reported on COI 2.9, noting that the rehabilitation of hospitals and WASH facilities had improved access to basic services for some 1.7 million people in Libya, accounting for nearly 98 per cent of the COIs reported. To better understand the distribution of outputs across project activities, the analysis provides the total number of outputs and their percentages of the whole both with and without COI 2.9.

83 In addition, IOM reported the following additional updates against COIs: **COI 2.9:** 7,793 migrants received primary health care services in detention centres; 4,358 migrants received NFIs, clothes and HKs; 5,214 IDPs received NFI support; **COI 3.2:** 735 persons in need of protection were assisted, including 35 VoTs; **COI 5.3:** During the reporting period, 16 DTM reports and studies have been published; these data are not yet validated – once validated, updated figures will be included in future monitoring reports on EUTF actions in the NOA window.



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Excluding COI 2.9, the data indicate that the majority of EUTF NOA project outputs in Libya focus on providing EHA and preventing irregular migration. These projects are contributing to EUTF NOA Strategic Objective 3. Strengthen protection and resilience of those in need. Implementing partners in Libya reported that the majority of their work assisted migrants, refugees and IDPs with NFIs, emergency food and cash, medical consultations and actual medical or psychological care (nearly 59 per cent). Efforts to reach migrants and potential migrants with information on the risks of irregular migration accounted for more than one third of other key outputs (36 per cent).

While small in number compared to other efforts, implementing partners were able to create 636 jobs, a notable success in the complex Libyan landscape. Further, it is remarkable that projects aimed at building or rehabilitating needed infrastructure in Libya were able to complete their work and improve access to basic services for some 1.7 million migrants and host community members under such precarious circumstances. As IPs working in Libya continue to complete their planned activities, and achieve and report their results, the COI data will provide an increasingly comprehensive portrait of what they have achieved in Libya. This will provide DG NEAR with additional data, which they can use to guide the EUTF NOA programme in Libya and continue to work to achieve the strategic objectives.

**Immediate outcomes.** In the EUTF NOA Libya protection and community stabilisation portfolios, the majority of implementing partners are focused on providing EHA and improving access to basic services for migrants, refugees, asylum seekers, IDPs and other vulnerable groups in need. These projects generally account for the number of services provided at the output level and the number of beneficiaries reached at the immediate outcome level. This approach helps track the multiple services provided and required to meet the needs of target groups at the output level, and the likely smaller number of beneficiaries reached (that is, one beneficiary receiving multiple needed services) at the higher, immediate outcome level while avoiding double counting.

Increasingly, implementing partners are also reporting on the results of their capacity building activities. For CB activities, the key output indicators include number of people trained, number of infrastructural works (per type) completed or number of pieces of equipment delivered (per type) and financial volume. At the immediate outcome level, sample indicators include increases in knowledge and skills among trainees, and increases in access to services due to new infrastructure or usage of new equipment or procedures.

While specific indicators are not yet available, it is worth noting that several partners reported progress at this critical immediate outcome level. For example, DRC reported an increase in knowledge among participants in trainings on medical health screening and triage, and on signs and symptoms of communicable diseases, as measured by pre- and post-test administered to participants; GIZ and the Assistance Agency for Technical Cooperation and Development (Agence d'Aide à la Coopération Technique et au Développement – ACTED) reported an increase in knowledge on management practices among civil society organisation (CSO) staff trained. GIZ plans to collect additional data on access to basic services via built or rehabilitated infrastructure from potential beneficiaries, and to measure the number of jobs created due to agricultural training. This is an important step toward capturing not only the main outputs of the EUTF in the NOA, but more fundamental results at the outcome level to which EUTF NOA interventions have contributed.



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In addition, the European Commission closely monitors the operational and financial aspects of all projects, and accountability remains, according to DG NEAR, “extremely high”. In Libya, the EC has increased its monitoring of the EUTF NOA by putting in place a third-party monitoring framework with a permanent presence at different locations throughout the country. This effort supports verification of EUTF NOA action implementation and the complementarity of the different interventions, while also confirming the conflict sensitivity of EUTF NOA programmes and verification of the “do no harm” principle.





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## Section IV.

# MOROCCO

## IV.1. Country Context and Factors Affecting EUTF NOA Projects in Morocco

As with all countries in the North of Africa, Morocco faces a distinctive set of opportunities and challenges related to migration. Long a country of origin, Morocco has increasingly become a country of both transit and destination. As noted in the two previous EUTF NOA Monitoring Reports, Morocco has historically been primarily a country of origin, with fairly continuous regular and irregular flows of Moroccans to Europe in response to European labour demand.<sup>84</sup> On the regional level, Morocco trails only Egypt in terms of number of nationals living abroad.<sup>85</sup> The majority of the Moroccan diaspora resides in Europe, especially France (32 per cent of the total), Spain (20 per cent) and Italy (12 per cent). By some estimates, 5.1 million of the 5.6 million Moroccans living abroad reside in Europe.<sup>86</sup>

Over the past decade, Morocco's political and economic environment and proximity to Europe has increasingly attracted migrants from other parts of the world. As a result, it has become a major country of transit and destination. Many migrants, especially sub-Saharan Africans, have sought a pathway to Europe through Morocco – with 2018 seeing a large increase in the numbers of migrants moving through Morocco to Spain.<sup>87</sup> By 2019, some data suggested that arrivals to Spain from Morocco had decreased by about half.<sup>88</sup> More specifically, IOM reported that the total number of arrivals in Spain increased from 8,613 in 2016 to 22,414 in 2017 and 58,525 in 2018, but then decreased to 25,731 in 2019.<sup>89</sup> As previously noted, this decrease correlates with increased cooperation between Spain, the EU, and Morocco on migration, including enhanced governmental policing of Morocco's land and sea borders and SAR operations designed to discourage irregular flows and improve rescue at sea.<sup>90</sup>

84 Mixed Migration Hub (2018). *Morocco Country Brief*. March 2018. Accessed 13 November 2019.

85 IOM (2020). *World Migration Report 2020*, p. 57. Accessed 8 April 2020.

86 As previously reported, some 2.5 million Moroccans now reside in Europe, mostly in France, Italy and Spain, (European Commission (2018). *Migration Profile Morocco End 2017*. See also: Boukharouaa, Nour-Eddine et al. (2014). "The Moroccan Diaspora and its Contribution to the Development of Innovation in Morocco". In: *The Global Innovation Index 2014*. WIPO; Atlas of Humanity. Moroccans in the world.

87 As indicated in the First Monitoring Report on EUTF actions in the NOA region, according to Frontex, some 57,000 people entered Spain illegally in 2018, with many departing from Morocco. It was reported that according to the Moroccan Ministry of Interior, officials "intercepted 89,000 attempts to illegally cross into Spain" in 2018. Bernhard, Meg (2019). "Spain was seen as welcoming refugees, but in North Africa it is cracking down". *Los Angeles Times*, 8 March 2019. Accessed 13 November 2019.

88 IOM (2019). DTM Europe. Displacement Tracking Matrix (DTM). Quarterly Regional Report. January – March 2019. Accessed 7 November 2019; European Council. Migration flows: Eastern, Central and Western routes. Frontex. Accessed 29 May 2020.

89 IOM (2020). "IOM: Mediterranean Arrivals Reach 110,699 in 2019; Deaths Reach 1,283. World Deaths Fall". Press Release, 3 January 2020. Accessed 29 May 2020.

90 EEAS (2019). EU actions along the Western Mediterranean Route. Factsheets, 16 October 2019.



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Nevertheless, according to IOM, Morocco remains one of the top ten hosting and transit countries for migrants utilising IOM's assisted return and reintegration programme.<sup>91</sup> According to UNHCR, the number of PoCs in the country increased by 15 per cent in 2018 (7,775 persons), and by 25 per cent in 2019 (9,756 persons); with some 34 per cent of Morocco's refugee population under the age of 18.<sup>92</sup> Increasingly a country of destination as well, migrants from Europe, diaspora communities, West Africa, sub-Saharan Africa and, more recently, Syria, have moved to Morocco's urban centres for longer-term opportunities and residency. Morocco's generally growth-oriented economy has attracted migrants to the country in the pursuit of new business opportunities, formal and informal employment and/or an affordable retirement.<sup>93</sup>

Important recent changes in Morocco's domestic legislation have also impacted the country's migration policy and profile. This includes the 2011 Constitution, which codified the protection of migrant rights and included specific provisions for non-discrimination.<sup>94</sup> In 2014, the Governing Council adopted the National Strategy for Immigration and Asylum (Stratégie Nationale d'Immigration et d'Asile – SNIA), which was developed through a participatory process in response to the needs of Morocco's growing migrant population. The SNIA aims to: (i) Manage migration flows using a human rights-based approach, (ii) Establish an appropriate legal framework, (iii) Facilitate the integration of legal immigrants, and (iv) Update the national legal framework on migrant protections and rights.<sup>95</sup> At the same time, perceived and actual increases in the number of migrants in the country has created public pressure to respond to irregular migration.<sup>96</sup> In two "regularisation" campaigns (2014 and 2016-17), Morocco granted legal residence to more than 20,000 undocumented migrants, asylum seekers and refugees (in the first round, with the second round applications still being processed).<sup>97</sup>

As part of its migration portfolio, the Moroccan government has also sought to solidify links with its citizens residing abroad. In May 2015, for example, the country adopted a new National Strategy for Moroccans Residing Abroad (Stratégie Nationale au profit des Marocains Résidant à l'Étranger – SNMRE) with the aim of preserving and strengthening the Moroccan identity of Moroccans living abroad, protecting their rights and interests, and increasing their contribution to domestic development. In practice, some EUTF implementing partners reported challenges with the implementation of the SNIA and the SNMRE as strategies for addressing migrants and the diaspora, especially at the local level. Despite these (and other considerable) efforts by the Moroccan government to improve the situation and integration of migrants, the UN-Special Rapporteur on contemporary forms of racism recently raised concerns about "harassment, racial profiling, arbitrary arrest and detention, excessive use of force and forced relocation of sub-Saharan migrants and refugees", calling on Morocco and the EU to respect and protect the human rights of migrants.<sup>98</sup>

91 IOM (2020). World Migration Report 2020, p. 38. Accessed 8 April 2020.

92 UNHCR (2018). Operation: Morocco. Global Focus; UNHCR (2019). Operation: Morocco. Global Focus. Accessed 24 July 2020.

93 Cohen, Shana (2012). "Migration and Social Development in Morocco". Middle East Institute, 4 May 2012. See also Bratkrajc, Malgorzata (2017). "Refugees can be a drive of development in Morocco, says UNHCR". UNHCR, 26 October 2017. Accessed 11 June 2020.

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

95 Government of Morocco (2014). Stratégie Nationale d'Immigration et d'Asile. Accessed 29 May 2020; UNHCR (2019). UNHCR Country Portfolio Evaluation Morocco 2016-2019. Evaluation Report, December 2019. Accessed 10 April 2020.

96 Kaspers, Matthias (2014). Marokko – Neuer Vorreiter in der Migrationspolitik?. KAS, Länderbericht: Marokko, January 2014. Accessed 14 November 2019; Helmut Reifeld (2015). Morocco – Emigration, Transit and Host country. KAS, International Reports 2/3, 2015. pp. 31-53. Accessed 14 November 2019; UNHCR (2018). Operation: Morocco. Global Focus. Accessed 14 November 2019.

97 The official government statistics from the regularisation campaigns can be accessed here.

98 Mixed Migration Center (2019). Mixed Migration Review 2019, p. 16. Accessed 14 April 2020.



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Another important migration-related development is Morocco's plan to establish the African Observatory for Migration and Development (OAMD). At the 31<sup>st</sup> Summit of the African Union (AU), held in 2018 in Nouakchott, Mauritania, heads of state supported a proposal from King Mohammed VI of Morocco to establish the OAMD in Rabat, with the aim of coordinating African national migration policies and improving African migration governance. The Observatory seeks to improve the knowledge base on migration and mobility in, to, and from Africa, while contributing to evidence-based policymaking on migration. The ultimate goal of the OAMD is for the African continent to have a unified and centralised migration data source for future research and to inform the formulation of migration policies and programmes.<sup>99</sup>

In this complex environment, Morocco and the EU have maintained strong migration partnerships, including a 2013 Mobility Partnership, the Morocco-EU Agricultural Agreement, and EU support for Morocco's National Immigration and Asylum Strategy (2015). In June 2019, the EU and Morocco released a joint declaration committing to “a true ‘Euro-Moroccan partnership for shared prosperity’” in a number of key areas, including “sustainable development, justice, security, intercultural dialogue, mobility and migration, human rights and good governance”.<sup>100</sup> In the declaration, ‘mobility and migration’ form one of the primary areas of focus where both parties will implement “special operational measures” to address “the root causes of irregular



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99 The North Africa Post (2018). “Morocco, AU Sign Headquarters Agreement of African Migration Observatory”. 11 December 2018. Accessed 14 April 2020; AU (2020). Statut de l'Observatoire Africain des Migrations. SA25273 – 133/2/15. Accessed 29 May 2020.

100 European Council (2019). Joint declaration by the European Union and Morocco for the fourteenth meeting of the Association Council. Press Release, 27 June 2019.



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migration”. These measures include efforts aimed at addressing THB, managing sea and land borders, and facilitating legal mobility, visas and other exchanges for students, young workers and young volunteers in a manner that is “comprehensive, humane and respectful of human rights”.<sup>101</sup>

In December 2019, the EUTF allocated EUR 101.75 million for the Government of Morocco to support migration governance, which would include integrated border management and awareness raising on the risks of irregular migration. This grant is part of a EUR 342 million EU-Morocco cooperation portfolio on migration, with approximately EUR 234 million of this sum coming from the EU Emergency Trust Fund for Africa, and the remainder from other EU financial instruments. The cooperation programme aims to promote protection and rights, institutional support and border management, and socio-economic integration.<sup>102</sup>

As was the case for many other countries in the region, the COVID-19 pandemic arrived in Morocco in March 2020. The government then declared a state of emergency and a curfew lasting nearly three months (20 March – 10 June 2020) to contain the spread of the virus and mitigate its impact.<sup>103</sup> These emergency procedures partially impacted EUTF NOA implementing partners working in Morocco, who were forced to delay planned activities already underway. IPs reported concerns over the emergency measures stymieing planned reforms and programmes and, as a result, increasing the vulnerability of migrants (see Section IV.3.).

## IV.2. EUTF NOA Implementation Strategies and Status in Morocco

In Morocco, the EUTF NOA is supporting five distinct projects, implemented by four partners: the Spanish Agency for International Development Cooperation (AECID), the Belgian Development Agency (Enabel), the International and Ibero-American Foundation for Administration and Public Policies (FIIAPP), and GIZ. DG NEAR is also conducting an assessment of proposals from INGOs (Assistance aux Migrants en Situation de Vulnérabilité). Three INGOs will be chosen to work with local NGOs and national actors to provide migrants with basic services in areas such as health, protection, shelter, and psychosocial assistance, among others (Table IV.1). During the current reporting period, Enabel Juridique, FIIAPP and GIZ provided qualitative data on their progress and achievements in the field.

101 European Council (2019). *Joint declaration by the European Union and Morocco for the fourteenth meeting of the Association Council*. Press Release, 27 June 2019.

102 European Union (2020). *EU Support on Migration in Morocco*. EUTF Factsheet, July 2020. Accessed 30 July 2020.

103 Laaroussi, Mohammed I. (2020). “How Arab States Take on Corona Virus: Morocco as a Case Study”. Aljazeera Centre for Studies, 20 May 2020. Accessed 31 May 2020



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**Table IV.1. EUTF NOA Projects, Morocco**

<b>EUTF Project #</b>	<b>Project Title</b>	<b>Implementing Partner(s)</b>	<b>EUTF Budget (EUR)</b>	<b>Strategic Objective</b>
<b>T05-EUTF-NOA-MA-01</b>	Vivre ensemble sans Discrimination : Une Approche Basée sur les Droits de l'Homme et la Dimension de Genre	<b>AECID, FIIAPP</b>	<b>5,500,000</b>	StO 2. Increase mutually beneficial legal migration and mobility
<b>T05-EUTF-NOA-MA-02</b>	Empowerment Juridique des Personnes Migrantes	<b>Enabel</b>	<b>4,580,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-MA-03</b>	Assistance aux Migrants en Situation de Vulnérabilité	<b>NGOs (at proposal assessment stage)<sup>104</sup></b>	<b>6,500,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-MA-04</b>	Déploiement des Politiques Migratoires au Niveau Régional	<b>Enabel</b>	<b>8,000,000</b>	StO 1. Foster rights-based migration governance systems in the region
<b>T05-EUTF-NOA-MA-05</b>	Soutien à la Gestion Intégrée des Frontières et de la Migration au Maroc	<b>FIIAPP</b>	<b>44,000,000</b>	StO 5. Mitigate vulnerabilities arising from irregular migration and combat irregular migration
<b>T05-EUTF-NOA-MA-06</b>	Coopération Sud-Sud en Matière de Migration	<b>GIZ, Expertise France</b>	<b>8,613,500<sup>105</sup></b>	StO 2. Increase mutually beneficial legal migration and mobility
<b>T05-EUTF-NOA-MA-07</b>	Appui aux Actions des Autorités Marocaines sur la Gestion des Flux Migratoires	<b>Kingdom of Morocco</b>	<b>101,750,000</b>	StO 5. Mitigate vulnerabilities arising from irregular migration and combat irregular migration

**AECID-FIIAPP.** The project *Vivre ensemble sans Discrimination: Une Approche Basée sur les Droits de l'Homme et la Dimension Genre* aims to strengthen political policies and instruments designed to prevent racism and xenophobia towards migrants in Morocco. Built on the principles of protecting the fundamental rights of migrants and promoting the harmonious coexistence of migrants and host communities, the project applies a gendered lens to all monitoring instruments, indicators, budgets and implementing activities, with the aim of mainstreaming gender throughout.

104 Signing of grant agreements planned for mid-2020

105 As noted by GIZ, the German contribution (through the Ministry of Economic Cooperation and Development) to the Joint Action was EUR 1.7 M. In addition to the NOA region, the budget covers other windows of the EUTF.



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**Enabel Juridique.** The overall objective of the project Empowerment Juridique des Personnes Migrantes is to improve access of migrants, refugees, and asylum seekers to needed support, with a focus on improving access to rights and services. The project aims to strengthen knowledge on migrants' rights and reinforce access by targeting the migrants themselves, along with key stakeholders in the area of access to rights and justice: judicial personnel, lawyers, universities and NGOs. The project is being implemented in coordination with Morocco's Ministry of Justice and Ministry of Moroccans Residing Abroad (MDCMRE). The project officially started in November 2018 and supports four Moroccan universities : Université Hassan II (Casablanca), Université Mohamed I (Oujda), Université Abelmalek Saâdi (Tangier), Université Mohamed V (Rabat).

**Enabel Politique.** The global objective of Enabel Déploiement des Politiques Migratoires au Niveau Régional is to foster rights-based migration governance systems in the region. More specifically, the project aims to integrate two migration policies: the SNIA and the SNMRE. Both Moroccans abroad and legal migrants are due to benefit from the project, which focuses on capacity building for migration mainstreaming. The project has already selected the three pilot regions targeted – Beni Mellal-Khénifra, Oriental and Souss-Massa – and CB activities will be extended into the Tangier-Tétouan-Al Hoceima region. Enabel signed the contract for this project with DG NEAR in March 2020.

**FIIAPP.** The project Soutien à la Gestion Intégrée des Frontières et de la Migration au Maroc aims to support the relevant Moroccan authorities in establishing operational and institutional procedures for IBM – including a human rights-led approach. The action aims at strengthening the capacity of institutions to protect, monitor and control borders in accordance with the SNIA. The particular aim is to contribute to strengthening the institutional framework on irregular migration for the fight against trafficking and smuggling of human beings, improving the cooperation and coordination between the concerned Moroccan authorities and at regional and transregional level.

**GIZ and Expertise France.** The project Coopération Sud-Sud en Matière de Migration implemented by GIZ in collaboration with Expertise France (EF), aims to accompany Morocco, through the MDCMRE, and Côte d'Ivoire, Mali and Senegal, in the implementation of respective Memoranda of Understanding (MoUs) between Morocco and these three countries, in order to make concrete reciprocal commitments on migration. To this end, Morocco has drawn up joint action plans with each of the three partner countries. The project mobilises national and international expertise in each of the four countries to support and strengthen dialogue and cooperation among stakeholders and contribute to the implementation of actions in the following areas:

- Migration and development, in particular, regarding policies and practices for mobilising diaspora, at national, regional and local level.
- Access to migrants' rights, in particular, through economic and social integration and reintegration actions.
- South-South mobility, as part of a triple-win (countries of origin, host countries and migrants) approach translated into actions promoting regular mobility.



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As noted in the both the First and Second EUTF NOA Monitoring Reports, Morocco also benefits from several other EUTF projects implemented in the region:

- The EU-IOM Joint Initiative for Migrant Protection and Reintegration in North Africa, which aims to contribute to the strengthening of migrant protection and sustainable reintegration systems in the region.
- Phase II of the Regional Development and Protection Programme (RDPP) in North Africa, which aims to contribute to strengthening the resilience of migrants and internally displaced populations, including nationals or displaced migrant populations and their host communities, by addressing challenges to socio-economic integration and promoting a culture of rights, dialogue and social cohesion.
- The Border Management Programme in the Maghreb (BMPPM), which aims to enhance the institutional framework of the Moroccan and Tunisian national border agencies and other entities involved in border management, increasing their capacity to protect, monitor and manage their borders, while ensuring the free movement of travellers and goods.
- The UNHCR initiative Enhancing Self-Reliance and Access to Rights for Refugees in North Africa, which aims to improve access to social services for refugees, especially formal and informal education (providing families with education grants) and primary and secondary health care (including psychosocial support and treatment of chronic illnesses). UNHCR is implementing the initiative in Morocco, Tunisia and Egypt.
- The Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa (THAMM) programme. Implemented by GIZ and (in a separate project) the International Labour Organization (ILO) and IOM, the initiative aims to increase mutually beneficial legal migration and mobility through the creation of mobility schemes and policy, legislative, institutional and regulatory frameworks aimed at enhancing workers' rights and combatting forced labour, child labour and slavery.

**Implementation updates.** During the reporting period, implementing partners in Morocco reported progress in several key areas of implementation. Enabel, for example, signed the contract with DG NEAR for the project *Deployment des Politiques Migratoires au Niveau Regional* in March 2020 and initiated several preparatory activities such as staff recruitment, tender document development for the selection of CSO partners and initiation of contacts with potential government and local authority partners. Other implementing partners submitting input for this report were already in their first (FIIAPP) or second year (Enabel Juridique, GIZ) of implementation. To date, these IPs have worked to update and/or finalise their project descriptions and log frames, set up monitoring and reporting systems, developed ToRs for consultancies and tenders, and initiated trust building and coordination activities with main stakeholders. In March 2020, AECID-FIIAPP worked with DG NEAR to extend the duration of the *Vivre Ensemble sans Discrimination* project for two further years, so as to support full implementation of all project activities.

EUTF NOA implementing partners working in Morocco have conducted a robust set of diverse activities in this reporting period. These activities range from preparatory and internal management activities to partnerships and capacity building.



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**Preparatory and internal management activities.** The implementing agencies reporting on activities in Morocco undertaken during this period – FIIAPP Border Management, Enabel Juridique, AECID-FIIAPP, and GIZ Coopération Sud-Sud – largely focused on preparatory activities aimed at strengthening internal management structures and processes. As discussed, IPs have been able to capitalise on the lockdown period to carry out various further preparatory activities. Partners prepared and adjusted workplans and developed ToRs for tenders. Examples of ToRs developed include a ToR on support from and to legal clinics in Tunisia, as part of Enabel Juridique activities – or as an intensive online course for students at four legal clinics at the Mohamed I University (Oujda), and technical specification documents for tenders produced by FIIAPP. IPs also leveraged the additional working hours available due to the suspension of activities to conduct recruitment; for example, selection of border management experts from the Spanish Guardia Civil.

In addition, implementing agencies prepared templates, contracts, manuals, guidelines and operational procedures to support key activities. FIIAPP prepared the delivery of border management equipment to the partnering Moroccan agencies and GIZ developed guidelines for the selection of volunteer host organisations, while initiating the opening of a reception office for the Senegalese diaspora in Casablanca (Bureau d'Appui des Sénégalais de l'Extérieur).<sup>106</sup> AECID produced a gender action plan, a checklist and a guidance note to ensure inclusive writing, and a gender expert provided specialised technical assistance to strengthen capacities for the executive team at AECID, FIIAPP, the Observatorio Español del Racismo y la Xenofobia, the Conseil National des Droits de l'Homme, and MDCMRE.



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106 GIZ. Action de Coopération Sud-Sud en matière de migration.





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**Partnerships, networking and exchange activities.** Across the three projects reporting for this analysis, FIIAPP Border Management, Enabel Juridique, and GIZ Cooperation Sud-Sud, implementing agencies devoted considerable time to developing partnerships, networking and exchange activities. These activities focus on strengthening coordination with other actors in the field; preparing and signing contracts, conventions or partnership agreements; and/or connecting target groups with local service providers through partner organisations in the field.

Enabel, for example, reported that they are in the process of signing (with the Abdelmalek Saâdi University in Tangier) or has already signed (with the University Mohamed I – Oujda, Hassan II University Mohammedia – Casablanca, and Mohamed V University – Rabat) partnership agreements within the four project territories and also in Belgium, with the aim of supporting legal clinics in Morocco. Through a subsidy contract with the association *Droits et Justice*, legal support will be provided to migrants, asylum seekers and refugees. For its part, GIZ reported conducting several coordination and exchange meetings across the four project countries (Morocco, Côte D'Ivoire, Senegal and Mali), with different state and non-state actors, in order to mobilise diaspora investment and mobility – and increase mobility among students and volunteers.

**Institutional capacity building.** The projects of each of the reporting agencies have a strong institutional CB component. All EUTF NOA Morocco projects organised several workshops, trainings, or study visits for their target groups from state and non-state agencies, while also developing SOPs to improve project processes.

During the reporting period indicated, Enabel Juridique organised a workshop on migration and asylum law and the methodology of legal clinics in Casablanca, for university professors, doctoral and regular students, and representatives from CSOs. This IP also provided capacity building activities for staff from various government ministries, interpreters, and social assistants in the target regions, as well as administrative staff. GIZ staff supported activities aimed at the transfer of knowledge between Morocco and partner countries. This included the adaptation of a pedagogic training on migration for (future) employees, as proposed by the Moroccan Ecole Nationale Supérieure d'Administration to similar national institutes in Côte d'Ivoire, Mali and Senegal tasked with training public administrators.

The FIIAPP team developed a protocol for delivery of border management equipment that requires the presence of both the project manager and Moroccan security services to improve procedures at the border. GIZ staff also launched two studies to map existing mechanisms that provide incentives to the Malian diaspora to invest in their home countries, with the aim of increasing diaspora involvement in local development and job creation (in Mali, alongside a comparative study of Morocco and Senegal). The AECID-FIIAPP team completed the publication “Reference Training Plans in Europe and the Region” concerning racism and xenophobia. The document is available in Spanish, French, and English and the project team is working with partner institutions to develop a related training programme for Moroccan ministry staff.

**Major reported project adaptations.** FIIAPP and Enabel Juridique had to make adaptations to their original project plans. FIIAPP reported that during budget development for border surveillance equipment during the inception phase, all parties agreed to prioritise equipment for terrestrial surveillance (vehicles, night vision cameras), instead of equipment supporting marine surveillance. As the request of MCMRE, they also decided to issue an official tender for the support of legal clinics.



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### IV.3. Key Challenges and Facilitators for Implementation in Morocco

**Challenges related to the COVID-19 pandemic.** As referenced above, restrictions related to the COVID-19 pandemic impacted all IPs working in Morocco. In response, they demonstrated resilience and flexibility in continuing implementation in other formats. This included interrupting, postponing or adapting both planned and ongoing activities in the field. For example, GIZ staff converted their workshops for international partners planned for Bamako, Mali from an in-person to a digital format and postponed a presentation of a new guide supporting CSOs in Côte d'Ivoire until after restrictions were lifted. The Enabel Juridique team had to delay a planned exchange with the EU Delegation and the Secretary General of the Ministry of Justice and converted a legal clinic training of trainers to a digital format.

Enabel Juridique and their partner organisation, Droits et Justice, focused key activities on producing literature supporting migrant protection. This included publishing information leaflets on COVID-19-related information for the Ministry of Health aiming to increase migrant, refugee and asylum seeker access to this information (in English and French). The Belgian agency also developed plans to disseminate this essential information through their networks in the Casablanca, Oujda, Rabat, and Tangier regions. Droits et Justice also converted their legal counselling services from an in-person to a phone-based programme.

Implementers also adapted several research activities originally planned as in-person field data collection to the current circumstances. IPs conducted interviews via phone and videoconference, and postponed focus groups to later in 2020. Enabel Juridique's study on migrants' access to local services had to be postponed. The Enabel team also pivoted their networking activities, developing a digital toolbox to facilitate and maintain their network during the lockdown period. The project team also replaced their direct distribution of food and medicines to migrants in Oujda, Morocco with phone referrals to public hospitals, carried out in association with some of the local partners. They were also forced to delay plans to provide housing to migrants and other vulnerable people.

Implementing agencies also used this period to complete other preparatory work. Examples of this include the preparation of tender documents and technical specifications, the setting up of equipment and offices, developing training and workshop curricula and methodology, and other activities to support efficient relaunch of activities once COVID-19 restrictions are lifted.

**Other key challenges to implementation.** Implementing partners reported communication challenges with project stakeholders, especially at the government level. These challenges included a slowing of information exchange with government focal points, who were understandably preoccupied with addressing the pandemic and other national situations and priorities. IPs also reported that some activities under discussion with their government counterparts, for example, on the involvement of a particular CSO or a rights-based training, had to be tabled due to the COVID-19 restrictions.

**Implementation facilitators.** Implementing partners also identified key facilitators to progress on their planned activities. These included carrying out coordination and networking activities, as well as staffing and trust building measures. Regular exchanges with other organisations working in similar areas helped IPs



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share effective practices and lessons on how to keep activities in the field despite challenging and complex environments; reduce duplication; and create additional synergies for cooperation aimed at accelerating results. For example, Enabel and AECID focused their discussions on training programme content, delivery and cross-project exchange of relevant materials (*Empowerment Juridique*, *Vivre Ensemble*). In another key example, FIIAPP partnered with BMPM in Morocco to exchange good practices, increase complementarity and reduce duplication across their two security-focused efforts.

Implementing partners also focused on enhancing their relationships with their government partners. In one key example, FIIAPP co-developed a protocol for technical procurement specifications with Moroccan and Spanish experts on governmental partnerships and on the delivery of border management equipment with representatives from the Moroccan security services. Despite the need to delay some activities with government partners, AECID reported utilising this period as an opportunity to increase communications with especially their governmental and other external partners.

## IV.4. Progress on Outputs and Immediate Outcomes in Morocco

Prior to (and despite) necessary restrictions introduced in March 2020 to contain the spread of COVID-19, several of the implementing partners working in Morocco made progress on their planned outputs and immediate outcomes. The respective IPs organised capacity building for state and non-state actors; intensified contacts and coordination with partner and other organisations working in similar directions; created new partnerships to leverage synergies and avoid duplication of activities; and completed CB training for their target groups. Staff on projects aimed at directly assisting migrants, refugees and asylum seekers (for example, the Enabel *Empowerment Juridique* project) strengthened their networks with different institutions and associations working with these groups, as well as adapting their work to the COVID-19 restrictions in place. Where COVID-19 restrictions prevented Enabel staff from pursuing their planned activities and results, they pivoted to use the early months of the pandemic to execute key preparatory and management activities, such as the finalisation of recruitment, development of ToRs for consultancy and procurement services, and the updating of workplans.

In this period, both Enabel and GIZ engaged their networks in improving migrants' access to needed services. Enabel, for example, connected vulnerable people with charity organisations and support services like Basma in Oujda, the association Assalam for social development in Rabat-Salé and Casablanca, and the Aide et Secours association in Tangier. GIZ initiated a partnership with 'businesslab by SINGA' in Germany to support at least six incubators in the four project countries, so as to better resource and strengthen migrant business projects.<sup>107</sup>

GIZ was also active in the transfer of knowledge between Morocco and its partner countries. This included capacity building activities in Côte d'Ivoire on the tourism sector, which aim to increase knowledge on and integration of returnees and the diaspora into this sector to increase development and employment

107 Visit the businesslab homepage: <https://singabusinesslab.de/de/starten/>.



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opportunities for those at risk of irregular migration. As part of the GIZ project’s South-South knowledge transfer component, the GIZ team and partners developed training modules on cage culture fish farming for trainers from Morocco and Mali; trained governmental and non-governmental service providers in Mali on the protection of the rights of migrants; and organised information sessions in Côte d’Ivoire on opportunities for international student mobility to Morocco. Taken together, these activities demonstrate how implementing partners in Morocco succeeded in making progress on their planned outputs and outcomes despite the COVID-19 restrictions on activities introduced in March 2020.

**Common output indicators: Morocco.** As explained in Section II, all EUTF NOA projects have their own unique set of output and outcome indicators to track the results of their project. Each project is also aligned with one or more of the EUTF NOA strategic and specific objectives, allowing tracking of higher level contributions to the broader EUTF strategic priorities. In 2018, the EUTF also established a set of 41 common output indicators to demonstrate progress on results across all three EUTF windows. Most EUTF-supported implementing partners choose a sub-set of these 41 COI indicators to track their results at the EUTF level. The IPs then report their progress on these indicators to DG NEAR (or to DG DEVCO for implementing partners working in the Horn of Africa or the Sahel and Lake Chad windows). This allows the European Commission to track the results of the EUTF as a whole and use these data to help guide their decision-making about the Trust Fund. Reporting on these indicators also provides the EUTF Board, EU MSs and the general public with a broad overview of progress in the field and the contributions to the EUTF’s four strategic priorities.<sup>108</sup>

While *only a small number* of the EUTF NOA implementing partners in Morocco provided data on their COIs during this reporting period, the data shared form the basis for an initial understanding of their results (Table VI.2).

**Table VI.2. EUTF Common Output Indicators, Morocco Results to Date\*<sup>109</sup>**

COI #	Common Output Indicators	Number Reported <sup>7</sup>	% of Total
2.2	Number of people receiving basic social service	14	23.3%
2.8	Number of staff from local authorities and basic service providers benefitting from capacity building for strengthening services delivery	39	65.0%
3.6	Number of institutions and non-state actors strengthened through capacity building or operational support on protection and migration management	1	1.7%
3.10	Number of people benefitting from legal migration and mobility programmes	5	8.3%
4.8	Number of national/regional/local networks and dialogues on migration-related issues newly established or functionally enhanced	1	1.7%
	<b>Total</b>	<b>6054</b>	<b>100%</b>

*\*Regional service contracts and contracts in the pipeline (not yet contracted) do not report COIs.*

108 European Commission (2020). EUTF Results, Monitoring and Evaluation. Accessed 6 June 2020.

109 As noted, not all implementing partners in Morocco provided data on their common output indicators during this reporting period. The figures shown here thus reflect the data reported and are therefore likely lower than the actual numbers.



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Among those implementing partners in Morocco reporting data, their work during this period focused on training local staff and service providers. The respective IPs have targeted local authorities in different regions of the country, with training aimed at increasing knowledge and skills on the protections and legal rights of migrants and returnees to Morocco. The goal is to improve migrant access to available basic and health services and to connect diaspora returnees with the rights they enjoy under Moroccan law. Some 72 per cent of the activities reported in this period contributed to increasing knowledge among these groups. As partners in Morocco continue to make progress on their outputs and report their results against the EUTF COIs, the data will help increase understanding of what is being achieved in Morocco – and support evidence-informed decision making on the Moroccan portfolio.



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## Section V.

# TUNISIA

## V.1. Country Context and Factors Affecting EUTF NOA Projects in Tunisia start here

As with the other North African countries, Tunisia has experienced notable fluctuations in the level of both out- and in-migration. Taken as an aggregate, however, annual net migration flows – the number of immigrants in Tunisia minus the number of Tunisian emigrants – have continued to sustain values of less than zero since 2000, with a total figure of *minus* 20,000 reported by UNDESA in 2019.<sup>110</sup> In practice, the number of Tunisians residing abroad has risen from 579,200 in 2005 to 813,200 in 2019.<sup>111</sup> During this same period, inward flows from the Middle East, sub-Saharan Africa and the Horn of Africa to Tunisia have increased, with the total number of identified migrants in the country rising from 35,000 in 2005 to 57,500 in 2019.<sup>112</sup> In the governorate of Medenine in the South-East of Tunisia, for example, migrants arriving via neighbouring Libya more than doubled during 2019, following ongoing conflict and deteriorating conditions in Libya.<sup>113</sup> These new arrivals have challenged Tunisia's ability to absorb and meet the needs of migrants.<sup>114</sup> During the reporting period, this situation was further exacerbated by the COVID-19 pandemic, which has made it more difficult to track migrant arrivals and provide them with the supports and services they need. This is most clearly illustrated by the need for UNHCR to suspend their migrant registration and Refugee Status Determination procedures in an effort to slow the spread of the virus.<sup>115</sup>

**Start here Domestic politics and the National Migration Strategy (SNM).** Since the elections in the fall of 2019, several domestic factors have effected Tunisia's migration policies and politics. First, the election of a new government and president in October and November 2019 itself led to the resignation or dismissal of several government ministers, affecting the ability of the government to enact new laws and implement policies in all areas, including migration. Following the elections, several Tunisian deputies expressed distrust in the attempt by Independent Habib Jemli to form a new government; in January 2020, he resigned from government.<sup>116</sup> President Kais Said then tasked Elyes Fakhfakh (prime minister during the reporting period covered and former cabinet minister) with forming a government, which ultimately

110 Migration Data Portal (2020). Net migration (immigrants minus emigrants) in the 5 years prior. UN DESA data. Accessed 3 July 2020.

111 Ibid. Total number of emigrants at mid-year 2019. Accessed 3 July 2020.

112 Ibid. International Migrant Stock 2019. Accessed 25 May 2020.

113 REACH (2019) Tunisie: Réalités et besoins des personnes migrantes et réfugiées dans le gouvernorat de Médenine depuis septembre 2018. September 2019. Accessed 11 November 2019.

114 Albanese, Fabio (2019). "Il procuratore aggiunto di Agrigento: "I porti chiusi non servono, i migranti arrivano sui barchini". *La Stampa*, 21 September 2019. Accessed 18 November 2019; UNHCR (2019). *Fact Sheet Tunisia*. January 2020. Accessed 25 May 2020.

115 UNHCR Tunisia (2020). Operational Update. 31 March 2020. Accessed 25 May 2020.

116 Aljazeera (2020). "Tunisia parliament rejects gov't of PM-designate Habib Jemli". News, 11 January 2020. Accessed 8 June 2020.



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won a vote of confidence in the Parliament at the end of February 2020.<sup>117</sup> According to one EUTF NOA implementing partner, the new government does not plan to establish a specific migration portfolio or ministry for migration as previously rumoured. The migration portfolio will thus likely remain within the duties of the Ministry of Social Affairs and other governmental partners focused on the field, including (but not limited to): the Office of Tunisians Abroad (OTE), Directorate General of International Co-Operation in Migration Matters (La Direction Générale de la Coopération Internationale en Matière de Migration – DGCIM), and the National Observatory on Migration (ONM).

Another key issue affecting migration in Tunisia is the SNM. The SNM aims to strengthen migration governance and improve the institutions involved in migration, including CSOs; boost relations with and protections for members of the diaspora; protect the rights and interests of Tunisian migrants and enhance their contribution to the socio-economic development of the country; promote the legal migration of Tunisians and prevent irregular migration; integrate returning migrants into the national economy; and protect the rights of foreign migrants and asylum seekers and integrate them into Tunisian society and the national economy.<sup>118</sup> Initially drafted in 2013 and revised in 2015 and 2017, the government had still not officially adopted the SNM as of the end of this reporting period. Several governmental and/or

117 Allahoum, Ramy (2020). "Tunisia's Parliament approves gov't of PM-designate Fakhfakh". Aljazeera, 27 February 2020. Accessed 8 June 2020.

118 African Manager (2015). "Tunisia: A New National Migration Strategy Starts". 28 August 2015; GFMD (2016). "Tunisian National strategy for migration". Policy and Practice Database, Accessed 3 June 2020.



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implementing partner focal points reported that the government might further revise the SNM to better align with international standards.

**Migration trends.** The National Institute for Statistics (INS) estimates that about 53,000 foreigners hold a Tunisian residence permit (2014).<sup>119</sup> As cited in subsection V.1. above, United Nations Department of Economic and Social Affairs (UN DESA) data put the number of migrants in the country at 57,500 (2019). These figures do not include the large population of migrants, mainly from Libya and sub-Saharan African countries, who are likely residing in the country. Official UNHCR statistics put the number of refugees and asylum seekers in Tunisia at 4,447.<sup>120</sup>

The volatile political and security environment in the region, especially the ongoing conflict in neighbouring Libya, continues to impact Tunisia's migration situation. Migrants arriving from Libya have challenged Tunisia's capacity to absorb them. In particular, the country lacks the capacity to process and to shelter the large numbers of new arrivals that continue to flow in from Libya.<sup>121</sup>

Following the deteriorating security situation in Libya throughout 2019, the Tunisian government mobilised military forces along the south-eastern land and sea borders to monitor the increase in arrivals of Libyans and other refugees and migrants. This movement was enacted reportedly to prevent the infiltration of armed groups and increase government capacity to identify any potential humanitarian emergencies that might emerge.<sup>122</sup> The Tunisian authorities remain preoccupied with the security situation in Libya and the risks it presents to effective migration governance – and to Tunisia's economic and social systems. The country's low rate of economic growth rates and high unemployment rate – 15 per cent unemployment among the working age population,<sup>123</sup> and 35 per cent among the country's youth – make it very challenging for the country to absorb migrants and prioritise services and supports for them.<sup>124</sup> The COVID-19 pandemic and its impact on tourism, one of the country's main economic drivers, has only further exacerbated Tunisia's challenging migration situation, with many migrants losing their employment following measures enacted to contain the virus.<sup>125</sup> This is particularly true of irregular migrants working in the informal sector, who have experienced even more significant job losses, leaving many without a means of affording basic goods and housing, subjecting them to increasing levels of insecurity and anxiety.<sup>126</sup>

It is also worth noting that some data indicate that migrants regard Tunisia as a country of destination and transit. In one recent survey conducted in Tunisia (March 2020), for example, the vast majority of migrants and refugees from eight sub-Saharan African countries and Libya reported that they do not intend to return

119 INS (2017). *Recensement Général de la Population et de l'Habitat 2014. Volume 5*. March 2017. Accessed 25 May 2020.

120 UNHCR (2020). Refugees and asylum-seekers in Tunisia. April 2020. Accessed 25 May 2020.

121 Migration Data Portal. International Migrant Stock 2019. Accessed 25 May 2020; REACH (2019). "Refugees and Migrants in the South of Tunisia- A Crisis of Unmet Needs". Press release, 22 October 2019. Accessed 8 June 2020.

122 MMC North Africa (2019). *Quarterly Mixed Migration Update: North Africa*. Quarter 4 2019. Accessed 25 May 2020.

123 The World Bank (2020). Unemployment, total (% of total labor force) (modeled ILO estimate) – Tunisia. Accessed 25 May 2020.

124 Ibid.

125 Trading Economics (2020). Tunisia GDP Annual Growth Rate. Accessed 25 May 2020; ANSA (2020). "53% of migrants lost jobs in Tunisia in COVID-19 lockdown". Infomigrants, 8 May 2020. Accessed 25 May 2020.

126 MMC North Africa (2020). MMC North Africa 4Mi Snapshot – July 2020. 6 July 2020. Accessed 24 July 2020.





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to their home countries, and plan to continue to Europe.<sup>127</sup> Other recent data suggest that a significant portion of migrants intend to remain in Tunisia.<sup>128</sup>

**Start here The Tunisian diaspora.** As acknowledged in the SNM, the Tunisian diaspora plays a central role in the country's migration policy and politics. According to OECD research in 2015-2016, nearly 90 per cent of the Tunisian diaspora resides in the EU.<sup>129</sup> Recent emigrants from the country in Europe are mostly young and skilled. These emigrants, as well as returning Tunisians, play a significant role in Tunisia's economic development. Their remittances, for example, make up about 5 per cent of the country's total GDP,<sup>130</sup> while diaspora and returnee investments and new businesses account for many of the new jobs created in Tunisia. The key role played by the diaspora in the country's economic development thus renders legal migration and mobility, as well as diaspora engagement, top governmental priorities.

## V.2. EUTF NOA Implementation Strategies and Status in Tunisia

EUTF NOA investments in Tunisia focus on providing support as the country works to establish effective migration governance and its overarching migration priorities, with support for the operationalisation of the SNM representing a key factor of this process. Through the Action Document Favoriser la Mise en Œuvre de la Stratégie Nationale Migratoire de la Tunisie – ProGreS Migration Tunisie (ProGreS), EUTF NOA resources have been invested in strengthening migration governance across all levels of government; engaging Tunisian diaspora and returnees in the economic development of the country; and fostering socio-economic opportunities at home for returnees and young Tunisians prone to migration.<sup>131</sup> EUTF NOA partners in Tunisia include ICMPD, GIZ, Expertise France, the French Development Agency in cooperation with Mercy Corps (MC) and the NGO Migration-Citizenship-Development (Migration-Citoyenneté-Développement – GRDR). Together, these partners are working to implement the ProGreS programme via four distinct projects, which focus on supporting different key aspects of SNM operationalisation and implementation (Table V.1).

127 MMC North Africa (2020). 4Mi Snapshot – March 2020. Accessed 24 May 2020.

128 REACH (2018). *Tunisia, country of destination and transit for sub-Saharan African migrants*. October 2018. Accessed 24 May 2020; FTDES (2019). *From sub-Saharan states to Tunisia: A quantitative study on the situation of migrants in Tunisia: general aspects, pathways and aspirations*. Accessed 24 May 2020; Natter, Katharina (2020). *Maghreb – Migrationsmuster und -politiken zwischen der Sahara und dem Mittelmeerraum*. BPB, 21 January 2020. Accessed 25 May 2020.

129 This includes over 60 per cent in France, around 17 per cent in Italy and about 5 per cent in Germany, ANSA (2018). "Migrants: OECD study examines Tunisian diaspora". Infomigrants, 27 December 2018. Accessed 25 May 2020.

130 The World Bank (2020). *Personal remittances, received (% of GDP) – Tunisia*. Accessed 25 May 2020.

131 At the time of reporting, the SNM was still yet to be validated by the Tunisian Ministry of Social Affairs.



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**Table V.1. EUTF NOA Projects, Tunisia**

<b>EUTF Project #</b>	<b>Project Title</b>	<b>Implementing Partner(s)</b>	<b>EUTF Budget (EUR)</b>	<b>Strategic Objective</b>
<b>T05-EUTF-NOA-TN-01-04</b>	Opérationnalisation de la Mise en Œuvre de la Stratégie Nationale Migratoire de la Tunisie (Component 1)	<b>ICMPD</b>	<b>3,000,000</b>	StO 1. Foster rights-based migration governance systems in the region
<b>T05-EUTF-NOA-TN-01-03</b>	Développement des Opportunités d'Emploi et d'Investissement à travers la Mobilisation de la Diaspora (Component 2)	<b>GIZ</b>	<b>4,000,000</b>	StO 2. Increase mutually beneficial legal migration and mobility; and StO 4. Foster a more inclusive social and economic environment and stability in the region
<b>T05-EUTF-NOA-TN-01-05.139</b>	Accompagner la Réinsertion Économique et Sociale des Migrants Tunisiens de Retour (Component 3)	<b>EF, OFII</b>	<b>2,500,000</b>	StO 5. Mitigate vulnerabilities arising from irregular migration and combat irregular migration
<b>T05-EUTF-NOA-TN-01-02</b>	Favoriser la Mise en Œuvre de la Stratégie Nationale Migratoire en Tunisie (Component 4)	<b>AFD, MC, GRDR</b>	<b>3,300,000</b>	StO 1. Foster rights-based migration governance systems in the region; StO 2. Increase mutually beneficial legal migration and mobility; and StO 4. Foster a more inclusive social and economic environment and stability in the region

**ICMPD ProGreS Component 1.** The first component of this programme focuses on (1) Establishing policy, legal, institutional and regulatory frameworks to support migration governance and implementation of the SNM, and (2) Supporting evidence-driven decision-making through increased knowledge and better access to migration-related data, including the Households International Migration Survey (HIMS), the Tunisian version of the Mediterranean Household International Migration Survey (MED-HIMS).<sup>132</sup> Component 1 also offers a platform for ensuring synergies and coordination among ProGreS partners, the EUD and the DGCIM.

132 For more information on the survey, visit Eurostat. Accessed 17 November 2019.





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**GIZ ProGreS Component 2.** The programme's second component aims to (1) Strengthen the involvement of local actors and diaspora members in developing innovative local companies, and (2) Build a culture of entrepreneurship and investment among the diaspora and local actors through the creation of strategic partnerships between several Tunisian ministries, regional councils, diaspora organisations and EU MSs to create a favourable environment for investment and increase coordination among the relevant public entities. Centred around the setting up and development of a sustainable structure for entrepreneurship (the incubator), Component 2 aims to support the Tunisian diaspora in developing and investing in innovative local companies and start-ups that, in turn, will generate opportunities for employment and eventually serve as engines of economic growth.

**Expertise France ProGreS Component 3.**<sup>133</sup> The third component of this programme works to support the socio-economic reintegration of Tunisian migrants returning from Europe via the creation of a reintegration service<sup>134</sup> within the Office for Tunisians Abroad (Office des Tunisiens à l'Étranger – OTE). This public entity will provide social and economic reintegration services and support to returning migrants. The project will also provide capacity building to relevant staff from participating public institutions; social assistance and direct employment services through the development of guidelines; a data collection and management system; and trainings for Tunisian civil servants aimed at strengthening their coordination role.



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133 Expertise France did not provide either quantitative or qualitative information for this report.

134 In French "dispositif".



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**AFD-Mercy Corps ProGreS Component 4.** The final component of this initiative aims to improve migration governance at the local level, foster more inclusive socio-economic development, and mobilise the Tunisian diaspora to both invest in and improve local development. Through institutional CB measures – such as trainings on how to develop a regional development plan that includes mobility, the diaspora and migration profiles, the project team are working to increase knowledge and understanding of migration issues among local actors including government institutions, CSOs, international organisations and local leaders. The team is also working with local partners to develop strategies aimed at increasing the inclusion of migration issues in economic development plans and projects. In addition, Component 4 supports local economic activities for vulnerable groups, especially women and youth through; for example, the development of entrepreneurship clubs and entrepreneurship mentoring, and financial education.

In supporting the Tunisian government's operationalisation of the SNM, each of the four ProGreS components equally contributes to the EUTF NOA strategic objectives. To achieve these objectives, the respective implementing partners provide institutional capacity building to governmental institutions, work to strengthen public services, disseminate the good practices needed to support the reintegration of returnees and members of the diaspora, and build the resilience of disadvantaged local populations and other vulnerable groups. Although most work focuses on CB, some ProGreS activities also directly support vulnerable populations through entrepreneurship trainings, start-up grants and other activities aimed at building migrant and vulnerable host population resilience.

As with most countries in the region, Tunisia also benefits from the work of several of the EUTF regional/multi-country projects and programmes, including:

- Improvement of the access to services and rights for refugees and asylum seekers in Tunisia – UNHCR.<sup>135</sup>
- The Border Management Programme in the Maghreb – ICMPD.
- Dismantling the criminal networks operating in North Africa and involved in migrant smuggling and human trafficking – UNODC.
- Mediterranean City-to-City Migration (MC2CM) – ICMPD
- Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa – GIZ, ILO, IOM.
- The EU-IOM Joint Initiative for Migrant Protection and Reintegration in North Africa.
- The Regional Development and Protection Programme (Phase II).

The focus and objectives of these projects and programmes are discussed further below (Section VII).

<sup>135</sup> Original project title (in French): Amélioration de l'Accès aux Services de Base et aux Droits pour les Réfugiés et Demandeurs d'Asile en Tunisie.



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### V.3. Key Challenges and Facilitators for Implementation in Tunisia

The covered reporting period was characterised by social and political uncertainty in Tunisia, not least in regard to a lack of clarity concerning piloting the SNM, massive changes in staff at local administrations (for example, a new president of Sbeitla municipal council was installed) and insecurity caused by terrorist attacks. In addition, the aforementioned presidential and parliamentary elections (in autumn 2019) decreased local politician engagement with ProGreS, resulting in delays to the start of several activities. This was further exacerbated by the profound changes and political agenda of the government's new decentralisation policy (2018), which devolves regulatory power to local authorities.<sup>136</sup>

It is also worth noting that the present report is based on data from implementing partners covering the period 1 December 2019 through 30 April 2020, with some projects yet to report on concrete challenges resulting from the COVID-19 pandemic. This subsection covers other contextual, internal and external challenges and facilitators experienced by implementing partners *before* the arrival of the pandemic and containment measures.

As indicated in earlier monitoring reports on EUTF actions in the NOA region, the delay in validating the SNM has represented a persistent challenge for ProGreS implementation, and one to which all implementing partners have had to adapt. ICMPD, for example, reviewed its contributing activities and replaced one key result (R.1.4. Le PA de la SNM est élaboré, budgétisé, validé, adopté) with a future focus on strengthening migration governance and analytic capacities to use the Tunisian HIMS data in the second phase of project implementation. AFD also reported needing to postpone activities several times due to delays in SNM validation.

Tunisia's presidential and parliamentary elections led to massive changes in national administration personnel, who represent key partners for ProGreS implementation. Instability following the elections and the inability to form a new government meant that a significant percentage of the previous administration left office, which led to notable delays in hiring new staff. These new staff members then needed time to learn their new roles before becoming familiar with ProGreS finding time to engage with the ProGreS partners. This delay extended from late autumn 2019 through to at least March 2020, by which time the COVID-19 pandemic had arrived, likely causing further delays. French Development Agency staff also reported difficulties in the post-election environment recruiting project officers with the necessary qualification and competencies.

In terms of the security situation, conflict in Libya has continued to effect Tunisia's security, presenting various challenges and even terrorist threats.<sup>137</sup> For example, terrorist attacks and subsequent social demonstrations in Kasserine forced AFD to postpone many of their planned study visits and other regional activities; notably their visit with the DGCIM to meet with the authorities of the Kasserine governorate in Sbeitla. As of the end of the indicated reporting period, the security situation in Tunisia had generally stabilised, but implementing partners continued to face intermittent challenges of this type.

<sup>136</sup> DCAF (2018). *Loi organique n° 2018-29 du 9 mai 2018, relative au Code des collectivités locales*. Base de données La Legislation du Secteur de la Sécurité en Tunisie. Accessed 14 June 2020.

<sup>137</sup> Dridi, Sami (2020). "Crise en Libye: Le repositionnement radical de la Tunisie". *LaPresse.tn*, 5 May 2020. Accessed 14 June 2020.



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## V.4. Progress on Outputs and Immediate Outcomes in Tunisia

As discussed in the First and Second EUTF NOA Monitoring Reports, each component of the ProGreS initiative is at a different stage in their implementation and results, with all components making notable progress toward their planned outputs and outcomes. During this reporting period, GIZ, ICMPD and AFD provided narrative progress reports and quantitative data on their outputs and immediate outcomes.

In addition to the overall coordination of ProGreS, Component 1 focuses on capacity building for state actors to increase the availability of data on migration (and civil servant knowledge of this data) to support evidence-based decision-making. The remainder of this section is based on the narrative information provided by ICMPD on Component 1, GIZ on Component 2, and AFD on Component 4.

Despite the lockdown in place, ICMPD staff either made progress towards or achieved several of the planned ProGreS Component 1 outputs and immediate outcomes. Like all other implementing partners, the Austria-headquartered organisation had to postpone planned trainings and survey activities due to COVID-19 lockdown measures (especially in March and April 2020). The ICMPD team did, however, successfully implement activities related to ProGreS partner coordination; for example, convening regular meetings with the selected partners, the EU Delegation, and the DGCIM in order to share progress and identify areas needing adaptation in response to developments in the field. The capacity building efforts of ICMPD project staff focused on increasing the government infrastructure and staff capacity to collect, analyse and use migration data. This included, for example, the launch of the MED-HIMS survey in October 2019, one of the project's key outputs. Through the survey, ProGreS aims to increase Tunisia's national data collection capacities and the availability of national, migration-focused data. Both the survey and capacity building work formed the core of ICMPD team efforts to increase the migration-focused knowledge base and make this knowledge base available to inform evidence-informed policymaking.

**ProGreS Component 1.** Capacity building in this reporting period involved participants from a wide variety of institutions such as the DGCIM, the OTE, the ONM, DGPSM, Centre de Recherches et d'Études Sociales, L'Office National de la Famille et de la Population, the Ministry of Social Affairs, the MoI and the Ministry for Higher Education. Training and workshop topics ranged from project management, monitoring and evaluation (M&E), questionnaire development and statistical analysis to strategic planning, the development of objectives, results, activities, indicators, assumptions, and risk assessment. ICMPD also developed a map of national actors involved in the migration field, to help identify key sources of knowledge within the country.

In this same period, ICMPD staff continued to support the ONM to finalise information system architecture that will collect, store, analyse and disseminate migration-related data and prepare a data-sharing agreement. The INS team carried out a pilot survey in February 2020 and shared a data collection manual and questionnaire with 160 enumerators in early March 2020. Following the lockdown, INS staff supplemented the MED-HIMS questionnaire with a series of COVID-19-related questions, but was forced to abort other planned survey activities. On 15 May 2020, ICMPD and INS staff signed a subsidy contract for the HIMS Tunisia survey and, together with the ONM, elaborated a communication strategy for the survey.<sup>138</sup>

<sup>138</sup> DG NEAR added data covering the period March – May 2020 (after the reporting period covered in this report).



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Representatives of Tunisia's Minister of Social Affairs met with staff from various Directorate-Generals of the European Commission and relaunched the reflection group on migration politics, likely a positive sign for improvement of Tunisia's migration governance. The ICMPD team was invited to support the reflection group with a concept note addressing the impact of COVID-19 on migration, and on the country in general, thereby supporting decision-making.

**ProGreS Component 2.** Leading the second component of the ProGreS initiative, GIZ staff reported progress on the development of a diaspora-led entrepreneurship and investment ecosystem to support investment, entrepreneurship and employment in Tunisia. For example, the project team developed their incubation processes and set up their main start-up incubator: AFKAR/INCUBATOR, which will eventually serve as the central unit for eight other local business incubators. This innovative mechanism will serve as a platform for engaging members of the entrepreneurial community within the Tunisia diaspora, and ultimately provide nine incubators with relevant mentoring and support. During the reporting period, the GIZ team and its partners conducted targeted outreach toward entrepreneurs in the diaspora community and initiated training aimed at involving them in development of entrepreneurial skills and start-ups in Tunisia.

Other key activities included outreach in the form of communication campaigns and conferences; capacity building events to support entrepreneurs; identification of funding mechanisms; benchmarking, analysis and training of stakeholders; and planning and coordination efforts to understand the ecosystem and support sustainability. Through these efforts, the Component 2 project team reached over 800 members of the diaspora (83 per cent of the project target, as of February 2020).

GIZ staff and their partners also concluded some 28 agreements with diaspora community members on direct investment in Tunisia.<sup>139</sup> They also implemented other engagement events such as the "Tunisian Diaspora of Start-ups". With these events, GIZ staff sought to establish the basis for future activities aimed at pooling and leveraging diaspora entrepreneurial expertise; identifying challenges to implementation and start-up; and developing solutions to the barriers and issues faced by new businesses.<sup>140</sup> Together, these efforts will support the virtual incubation platform to facilitate dialogue, knowledge sharing, coordination and coaching for Tunisian and diaspora entrepreneurs and investors alike.

**ProGreS Component 3.** The Expertise France team achieved notable progress on several key immediate outcomes and outputs during the current reporting period. They completed both a pilot initiative for returning sub-Saharan migrants in Tunisia to their countries of origin and another on providing socio-economic support to Tunisian returnees through a newly established reintegration service. The project staff also reported progress on their institutional capacity building and provision of direct assistance to returned migrants efforts.

As part of their pilot initiative, Expertise France staff reported that they had now accompanied 15 migrants in returning to their country of origin. The project team also noted that, to date, their programme had

139 GIZ. Rapport Narratif Annuel ProGreS Migration Composante 2. Développement des Opportunités d'Emploi et d'Investissement à travers la Mobilisation de la Diaspora, Convention de délégation.

140 leManager (2020). "Lancement de Diaspora for Development pour encourager la diaspora à investir en Tunisie". Business, 20 January 2020.



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supported more than a hundred returnees, including through the provision of social support, school enrolment of children and employment or enterprise creation support. To extend this support, EF staff met with representatives from Côte d'Ivoire in Tunisia and from ANETI, DGPS, the OTE, UGTT, TAT, AESAT, ABL, OIM, Caritas and GIZ to present the pilot initiative, explain the eligibility criteria, and discuss coordination among all stakeholders. To increase the sustainability of the reintegration facility, EF staff also worked on developing partnership agreements, the first of which was signed between the French Office of Immigration and Integration (OFII) and the OTE in February 2020.<sup>141</sup> They continue to recruit and return migrants interested in return, while also networking with embassies and agencies (in Mali, Senegal, Ivory Coast) to support and accompany the returning migrants.

In addition, the Expertise France team continued their work to support refurbishment and equipping of reintegration facilities. This involved creating a database for archiving data on return migrants and training over 100 institutional staff on the database and reintegration facility operations and management. Training topics included communication, conflict management, interinstitutional coordination, lobbying and interactive meeting and workshop techniques. EF staff also finalised three guides on return and reintegration support services: social support, employment support, and support to creating an income-generating/business project.

**ProGreS Component 4.** During the reporting period, the French Development Agency team conducted several activities aimed at improving migration governance at the local level, fostering more inclusive socio-economic development and mobilising the Tunisian diaspora to invest in and improve local development. Key preparatory activities included a validation session with the DGCIM and DGPCCRCD representatives; several meetings with a researcher from the Research Institute for the Contemporary Maghreb (IRMC)<sup>142</sup> to develop research and conduct an impact assessment to inform their work; and validation and launch of the ToR for a study on the Tunisian diaspora in Europe, especially in Italy, Belgium and Germany.

Another activity involved preparation of a first mission to France for staff to meet with members of the Tunisian diaspora from the municipality of Beni Khedache (in Médenine Governorate). The outcomes of this mission will inform the development of their planned framework for a mapping study, which aims to identify potential partners in development among the Tunisian diaspora. Mission participants included the Mayor of Beni Khedache, the Regional Director of the OTE and a representative of civil society, who discussed investment, entrepreneurship and business start-ups (December 2019). AFD organised a participatory consultation event in Beni Khedache to provide a space for multi-actor exchange and collective analysis and jointly develop ideas, determine development priorities and establish collaboration modalities. The project team also advanced their efforts to establish consultation frameworks for the elaboration of LDPs that include migration as a central component.

With the objective of strengthening local economic support system, the AFD project team also made progress on their planned entrepreneurship mentoring system to support young men and women on business start-up or development. To date, the team has supported 21 of the 100 targeted young entrepreneurs. They have also organised trainings for participants of the entrepreneurship clubs, two of which took place

141 OTE Homepage.

142 Visit the IRMC Mahghreb homepage: [www.irmcmaghreb.org](http://www.irmcmaghreb.org).





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in September 2019 (in Ain Draham) and November (in Sbeitla), focusing on the topic of “transferable competences and employability competences”. The project team also conducted outreach toward and meetings with six diaspora associations in France and one in Italy, aimed at further increasing diaspora involvement and investment in Tunisia’s economic development.

Following the COVID-19 lockdown, the EF team revised some of their planned work, pivoting to the mobilisation of youth in their entrepreneurship clubs to help stem the spread of the virus. This included involving youth in producing masks, distributing hygiene kits, conducting awareness raising campaigns on social distancing and other prevention measures. The project team also worked to mobilise both moral and financial support from the diaspora and implement direct assistance measures to the most vulnerable groups within their communities. In this same area, AFD staff collaborated with the local economic service provider Eco Hub Khromérie to identify needed prevention activities for civil society groups and hospitals (for example, 3D printing of masks). They also initiated needs assessment activities related to capacity building for youth on employment and entrepreneurship to support self-sufficiency.

In this same period, AFD staff initiated additional activities feasible during lockdown. This included, for example, analysis of collected data to further develop migration profiles for the targeted intervention areas, Ain Draham, Beni Khedache and Sbeitla.<sup>143</sup> The resulting migration profiles will help increase local governmental and non-governmental actor knowledge of migration in their territory. The project team also switched the format of workshops from physical to digital, thereby continuing their support in developing action plans for the three targeted communities. In addition, the AFD team worked to develop their relationships with the DGCIM, DGPCCRC and the Governor of Tunis as key project partners and to identify appropriate intervention zones for implementation.

**Common output indicators: Tunisia.** As noted, all EUTF NOA projects have their own unique set of output and outcome indicators, which are aligned with EUTF NOA strategic and specific objectives at project start. Implementing partners choose their own outputs and outcomes, working with the technical assistance team to determine the most suitable alignment. In 2018, the EUTF also established a set of 41 common output indicators that help demonstrate EUTF progress on results across all three EUTF windows. Most EUTF-supported implementing partners choose a sub-set of these 41 indicators most appropriate to their project. They then report their progress on these indicators to DG NEAR (or to DG DEVCO for implementing partners working in the Horn of Africa or Sahel and Lake Chad windows). This allows the European Commission to track the results of the EUTF as a whole and guide their decision-making. They also provide the EUTF Board, EU Member States and the general public with a broad overview of progress in the field and contributions to the EUTF’s four strategic priorities.<sup>144</sup>

While only not all EUTF implementing partners working in Tunisia provided data on their COIs during this reporting period, the data reported help to provide a portrait of their results at the output level (Table VII.2).

143 Data covering the period March – May 2020 were added at the request of DG NEAR.

144 European Commission (2020). EUTF Results, Monitoring and Evaluation. Accessed 6 June 2020.



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**Table V.2. EUTF Common Output Indicators: Tunisia Results to Date\***

COI #	Common Output Indicator	Number	% of Total
1.2	Number of MSMEs created or supported	11	3.8%
1.4	Number of people benefiting from TVET and/or skills development	164	56.2%
3.6	Number of institutions and non-state actors strengthened through capacity building or operational support on protection and migration management	117	40.1%
	<b>Total</b>	<b>292</b>	<b>100%</b>

*\*Regional service contracts and contracts in the pipeline (not yet contracted) do not report COIs.*

*Total = 100.1 due to rounding.*

The ProGreS partners have focused their work on capacity building for young Tunisian entrepreneurs or governmental or civil society staff. Nearly all of their work (over 96 per cent) has sought to either build the skills of young entrepreneurs (56 per cent) or government and CSO staff working to address migrant and diaspora needs and rights (40 per cent). Training delivery aimed at ensuring young people could start or find jobs in start-up businesses, thereby helping to develop the Tunisian economy and provide even more jobs to help increase the GDP and youth employment. For government and civil society partners, the implementing partners focused on how to better govern migration through the development of policies and procedures that could eventually support the SNM, and more effective migration practice overall. The IPs also focused on how to protect vulnerable migrant groups and support members of the diaspora community investing in or returning to Tunisia to support the country. As the ProGreS partners continue to make progress on their outputs and report their results in the next reporting period, data on the COIs will provide an increasingly comprehensive portrait of their achievements in Tunisia.



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## Section VI.

# EGYPT

## VI.1. Country Context and Factors Affecting EUTF NOA Projects in Egypt

In response to the COVID-19 crisis, the Government of Egypt introduced a number of measures designed to prevent and contain the spread of the virus and respond to socio-economic challenges these necessary measures create. In April 2020, the government closed non-essential businesses, schools, universities, airports and places of worship; cancelled large cultural events; and suspended air travel indefinitely. Only supermarkets, bakeries and pharmacies have been allowed to remain open, while still subject to a nationally enforced curfew.<sup>145</sup> As part of the response, the government allocated EGP 100 billion (approximately EUR 5.4 billion, equivalent to two per cent of GDP) to fund a comprehensive plan to combat the virus and ease economic hardship induced by containment measures. Some 50 per cent of the rescue package went to the tourism sector, among Egypt's most important, while the remainder went toward a quantitative easing programme and directly to families in need.<sup>146</sup>

Egypt was also the first to join the call to action, "Remittances in Crisis: How to Keep Them Flowing", co-led by Switzerland and the United Kingdom.<sup>147</sup> Remittances account for some 10.2 per cent of the Egyptian economy; in 2018 and 2019, Egypt received the most remittances of any country in Africa, and in terms of volume it was the fifth largest recipient worldwide.<sup>148</sup> The COVID-19 crisis is expected to lead to a sharp (20 per cent) decrease in the flow of remittances globally. This decrease will have a notable effect on many Egyptians dependent on the large numbers of Egyptians working in the Gulf States, who will likely lose their livelihoods following COVID-19 containment measures. The call to action aims to mitigate this impact by asking policymakers to establish economic supports for migrants and other affected groups, among other measures.

As with the national population overall, COVID-19 and subsequent mitigation efforts have had a significant impact on the livelihoods of migrants and refugees in Egypt. Many have lost their job or had their working hours substantially reduced. As migrant workers are largely employed in Egypt's significant informal sector, which accounts for 63 per cent of all employment in the country, they are likely to be particularly 'hard hit', with OECD expecting the informal sector to be substantially impacted by the pandemic.<sup>149</sup> In practice, unemployment among Egyptians has made it necessary for them to let go migrants working as domestic

145 OECD (2020). COVID-19 crisis in Egypt. 20 April 2020.

146 The World Bank (2020). *Egypt's Economic Update — April 2020*. 16 April 2020.

147 Knomad (2020). Remittances in Crisis. How to keep them flowing. Accessed 21 June 2020.

148 The World Bank (2020). Personal remittances, received (% of GDP) - Egypt, Arab Rep.; World Bank Group (2019). *Migration and Remittances: Recent Developments and Outlook*. Migration and Development Brief 31, April 2019.

149 OECD (2020). COVID-19 crisis in Egypt. 20 April 2020, p. 4.



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staff or day labourers, according to aid workers in the country.<sup>150</sup> This is likely to leave many migrants unemployed, with reduced (or no) income, stranded in the host country, without access to government support programmes and no way to support their family at home.<sup>151</sup> IOM estimated that about one fifth of the 6.3 million foreigners in Egypt can be considered “vulnerable” and in need of help, and the organisation has seen requests for aid rise significantly since the arrival of the COVID-19 pandemic in Egypt.<sup>152</sup>

EUTF NOA interventions in Egypt predominantly concern the health and employment sectors, both significantly affected by the COVID-19 outbreak and identified by the Government of Egypt as essential areas in need of quick and effective mitigation measures. These interventions have become increasingly relevant due to the pandemic. At the same time, COVID-19 mitigation measures and reforms have necessitated a significant reduction in the number of public sector employees, who serve as key partners for the EUTF NOA projects. As such, the pandemic could prolong the pending administrative processes that affect the EUTF NOA projects under the Enhancing the Response to Migration Challenges in Egypt (ERMCE) programme, which are currently awaiting administrative action by the Government of Egypt to initiate implementation (Table VI.1).

150 Laessing, Ulf (2020). “After losing jobs, many Sudanese struggle to make ends meet in Egypt”. Reuters, World News, 13 July 2020. Accessed 26 July 2020.

151 Knomad (2020). Remittances in Crisis. How to keep them flowing. Accessed 21 June 2020.

152 Laessing, Ulf (2020). “After losing jobs, many Sudanese struggle to make ends meet in Egypt”. Reuters, World News, 13 July 2020. Accessed 26 July 2020.



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**Table VI.1. EUTF NOA Projects, Egypt**

<b>EUTF Project #</b>	<b>Project Title</b>	<b>Implementing Partner(s)</b>	<b>EUTF Budget (EUR)</b>	<b>Strategic Objective</b>
<b>T05-EUTF-NOA-EG-01-03 (T05.61)</b>	Tackling the root causes of irregular migration and supporting integrated communities in Upper Egypt	<b>Plan International</b>	<b>970,475</b>	StO 4. Foster a more inclusive social and economic environment and stability in the region StO 5. Mitigate vulnerabilities arising from irregular migration and combat irregular migration
<b>T05-EUTF-NOA-EG-01-02 (T05.60)</b>	Supporting communities – health for all	<b>German Red Cross</b>	<b>1,400,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-EG-01-06 (T05.255)</b>	Multi-Educational Programme for Employment Promotion in Migration-affected Areas (MEPEP)	<b>Italian Ministry of Foreign Affairs/AICS</b>	<b>6,000,000</b>	StO 4. Foster a more inclusive social and economic environment and stability in the region
<b>T05-EUTF-NOA-EG-01-07 (T05.283)</b>	Capacity Building through Urban Infrastructure Development in migration-affected urban areas	<b>GIZ</b>	<b>17,000,000</b>	StO 4. Foster a more inclusive social and economic environment and stability in the region
<b>T05-EUTF-NOA-EG-01-05 (T05.275)</b>	Addressing the economic drivers of irregular migration	<b>National Council of Women</b>	<b>4,600,000</b>	StO 4. Foster a more inclusive social and economic environment and stability in the region
<b>T05-EUTF-NOA-EG-01-01 (T05.281)</b>	Enhancing migration management through institutional support	<b>AECID</b>	<b>3,000,000</b>	StO 1. Foster rights-based migration governance systems in the region StO 5. Mitigate vulnerabilities arising from irregular migration and combat irregular migration
<b>T05-EUTF-NOA-EG-01-04 (T05.252)</b>	Addressing root causes of irregular migration through employability and labour-intensive works (ELIW)	<b>Egyptian Micro, Small and Medium Enterprises Development Agency (MSMEDA)</b>	<b>27,000,000</b>	StO 3. Strengthen protection and resilience of those in need

*\*In addition to national interventions, there are several regional projects which benefit Egypt directly.*



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ERMCE projects are aligned with four of the EUTF NOA strategic objectives. Half of the projects are aligned with Strategic Objective 4. Foster a more inclusive social and economic environment and stability in the region (Table IV.1), with a focus on boosting job opportunities in areas prone to migration and building the skills of young people through work in infrastructure rehabilitation, among other employment opportunities. The projects also address the topics of migration governance and provision of humanitarian assistance, as well as minimising the risks of irregular migration and thus contributing to EUTF NOA Strategic Objectives 1, 3, and 5.

## VI.2. EUTF NOA Implementation Strategies and Status in Egypt

Due to the pending administrative processes, only the Egyptian Micro, Small and Medium Enterprises Development Agency (MSMEDA) has been able to begin implementation. MSMEDA initiated the inception phase of their project, “Addressing root causes of irregular migration through employability and labour-intensive works”, on 11 December 2019. This project aims to strengthen resilience and livelihood among the local population by supporting labour-intensive infrastructure development and improving access to basic services in their area of operation.

Among the first project activities came the conclusion of an MoU with the Ministry of State for Emigration and Egyptians Abroad, as a basis for developing a number of sub-projects to improve youth livelihoods and skills in governorates susceptible to irregular migration outflows. MSMEDA has a similar MoU in the pipeline with the Social and Criminal Research Center, aimed at developing training programmes for awareness officers assigned to these sub-projects. MSMEDA has also completed preparatory activities and is working to conclude Framework Agreements with each of the 11 target governorates, for multiple small-scale, labour-intensive community infrastructure sub-projects.

Despite the pandemic leading to inevitable delays, the MSMEDA team made notable progress on the preparations for planned activities focused on labour-intensive social services initiatives and awareness, and employment skills building for youth. This included developing implementation and operations guidelines and manuals on procedures for each regional office, and conducting a workshop for representatives of the regional offices in each of the 11 target governorates to present projects objectives, implementation modalities, roles and plans for data collection. At the regional office level, the project team established local committees to register and evaluate NGO eligibility for financial support for sub-projects on youth access to employment. To date, 60 NGOs have been recruited and deemed eligible to partner with MSMEDA for sub-project implementation.



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## Section VII.

# REGIONAL, MULTI-COUNTRY AND CROSS-WINDOW PROJECTS

## VII.1. Regional Context and Factors Affecting EUTF NOA Projects

The EUTF NOA portfolio of regional, multi-country and cross-window projects encompasses all initiatives covering one or more of the countries in the North of Africa. Some programmes, like MC2CM or the EU-IOM Joint Initiative for Migrant Protection and Reintegration in North Africa, are truly regional in scope, aiming to address the situation in the entire North of Africa region (as well as the Mediterranean region). Others, like BMPM, are multi-country and address specific needs shared by two countries in the region; in this case, on enhancing integrated border management skills and resources. Other projects still are cross-window in nature, involving at least one country in North Africa and at least one country in another of the EUTF windows; for example, UNHCR's Evacuation Transit Mechanism helps refugees in Libya to leave the country and resettle safely in a third country, outside of the region. The regional portfolio also includes larger programmes that include two or more projects, as is the case with the Regional Development and Protection



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Programme in the North of Africa (Phases II and III) designed to meet broader migration governance and development needs across the region. As of 31 May 2020, the EUTF had some 17 active regional, multi-country and cross-window projects either already contracted or in development (Table VII.1).<sup>153</sup>

**Table VII.1. EUTF NOA Projects, Regional, Multi-Country and Cross-Window\***

Project #	Project Title	Implementing Partner(s) (Project Location(s))	EUTF Budget (EUR)	Strategic Objective
<b>Regional and Multi-Country Projects</b>				
<b>T05-EUTF-NOA-REG-01-01</b>	Addressing unsafe mixed migration from Egypt (RDPP II)	<b>Save the Children International (Egypt)</b>	<b>1,000,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-REG-01-03</b>	Development pillar of the Regional Development and Protection Programme in the North of Africa (RDPP II)	<b>IOM** (Egypt, Libya, Morocco, Tunisia)</b>	<b>8,000,000</b>	StO 1. Foster rights-based migration governance systems in the region StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-REG-02-01</b>	Mediterranean City-to-City Migration	<b>ICMPD (Mediterranean region)</b>	<b>5,550,000</b>	StO 1. Foster rights-based migration governance systems in the region
<b>T05-EUTF-NOA-REG-04-01</b>	Facility for Migrant Protection and Re-integration in North Africa	<b>IOM* (Egypt, Libya, Morocco, Tunisia, third country partners in Africa)</b>	<b>10,000,000</b>	StO 3. Strengthen protection and resilience of those in need StO 4. Foster a more inclusive social and economic environment and stability in the region StO 5. Mitigate vulnerabilities arising from irregular migration and to combat irregular migration

<sup>153</sup> This number excludes projects that are complete/no longer active. Data fall outside of the reporting period but were added at the request of DG NEAR.





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Project #	Project Title	Implementing Partner(s) (Project Location(s))	EUTF Budget (EUR)	Strategic Objective
<b>T05-EUTF-NOA-REG-05-01</b>	Dismantling the criminal networks operating in North Africa and involved in migrant smuggling and human trafficking	<b>UNODC (Libya, Tunisia)</b>	<b>15,000,000</b>	StO 5. Mitigate vulnerabilities arising from irregular migration and to combat irregular migration
<b>T05 - EUTF-NOA-REG-06-01</b>	Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa (THAMM)	<b>ILO/IOM (Tunisia, Morocco, Egypt)</b>	<b>7,000,000</b>	StO 2. Increase mutually beneficial legal migration and mobility
<b>T05 - EUTF-NOA-REG-06-02</b>		<b>GIZ (Tunisia, Morocco, Egypt)</b>	<b>8,000,000<sup>154</sup></b>	StO 2. Increase mutually beneficial legal migration and mobility
<b>T05-EUTF-NOA-REG-07-01</b>	Border Management Programme for the Maghreb region (BMPM)	<b>ICMPD (Tunisia, Morocco)</b>	<b>55,000,000</b>	StO 5. Mitigate vulnerabilities arising from irregular migration and to combat irregular migration
<b>T05-EUTF-NOA-REG-11-01</b>	MEETAfrica   Mobilisation Européenne pour l'Entrepreneuriat en Afrique	<b>Expertise France (Morocco, Tunisia, third country partners in Europe and Africa)</b>	<b>5,000,000</b>	StO 2. Increase mutually beneficial legal migration and mobility
<b>T05-EUTF-NOA-REG-09-01</b>	Enhancing self-reliance and access to rights for refugees and asylum-seekers in North Africa	<b>UNHCR (Egypt, Morocco, Tunisia)</b>	<b>11,500,000</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-REG-08</b>	Promoting social cohesion (RDPP III)	<b>DRC (Libya)</b>	<b>In contracting phase</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-REG-08</b>	Building Resilience, Inclusion and Social Cohesion in the Fez-zan (RDPP III)	<b>ACTED (Libya)</b>	<b>In contracting phase</b>	StO 3. Strengthen protection and resilience of those in need

*\*Regional service contracts have been excluded from this analysis.*

*\*\*The MLS team was not involved in the alignment of IOM log frames, and IOM reports monitoring data to DG NEAR only.*

154 This amount includes the Germany's contribution of EUR 3.85 million (through the Federal Ministry for Economic Cooperation and Development).



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Project #	Project Title	Implementing Partner(s) (Project Location(s))	EUTF Budget (EUR)	Strategic Objective
<b>T05-EUTF-NOA-REG-08</b>	Programme d'Appui à l'Autonomisation et à l'Inclusion des Populations (PAAIP) (RDPP III)	<b>CEFA Onlus and France Terre d'Asile (Tunisia)</b>	<b>In contracting phase</b>	StO 3. Strengthen protection and resilience of those in need
<b>T05-EUTF-NOA-REG-08</b>	Municipality Development and Integration Initiative in Libya (MUNDIL): Strengthening resilience, social cohesion and income generating opportunities for IDP, host, refugee and migrant communities in Libya (RDPP III)	<b>NRC (Libya)</b>	<b>In contracting phase</b>	StO 3. Strengthen protection and resilience of those in need
<b>Cross-Window Projects</b>				
<b>T05-EUTF-NOA-REG-13</b>	EU-IOM Joint Initiative for Migrant Protection and Reintegration in North Africa (Facility for Migrant Protection and Reintegration in North Africa, VHR)	<b>IOM* (Libya, third country partners in Africa)</b>	<b>24,000,000</b>	StO 5. Mitigate vulnerabilities arising from irregular migration and to combat irregular migration
<b>T05-EUTF-REG-REG-04-02</b>	ETM: Evacuation transit mechanism out of Libya for refugees and provision of durable solution (resettlement)	<b>UNHCR (Libya, third country partners in Africa)</b>	<b>8,000,000</b>	Not aligned with EUTF NOA objectives (aligned with EUTF Sahel Window) <sup>155</sup>
<b>T05-EUTF-REG-REG-01-01</b>	Monitoring the political economy of human smuggling in Libya and the Greater Sahara	<b>GITOC (across the NOA region)</b>	<b>3,000,000 (approx.)</b>	StO 5. Mitigate vulnerabilities arising from irregular migration and to combat irregular migration

155 UNHCR reports only the number of PoCs evacuated to another country via the ETM for EUTF NOA.



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Of these 17 projects, 13 have been aligned with the EUTF NOA strategic and specific objectives. Almost half of the projects address EUTF NOA Strategic Objective 3. Strengthen protection and resilience of those in need and are thus working to provide different types of direct humanitarian assistance or infrastructure to increase access to basic services for migrant and host communities. Another four projects address EUTF NOA Strategic Objective 5. Mitigate vulnerabilities arising from irregular migration and combat irregular *migration*, focusing on identifying and dismantling criminal networks involved in smuggling and human trafficking as well as safely returning migrants stranded in Libya to their home countries. With this emphasis on direct humanitarian assistance and irregular migration, many of the regional projects are working to reinforce and strengthen actions in Libya aimed at addressing the needs of the many vulnerable host and migrant communities facing escalating conflict and the continuing deterioration of the humanitarian situation. These projects also aim to address the impact of the Libyan conflict on the other countries in the region with, for example, a growing number of IDPs arriving in Tunisia.

**Key Factors affecting EUTF regional, multi-country and cross-window projects.** As with all EUTF projects in North Africa, the regional, multi-country and cross-window projects have been affected by two broad factors affecting the region: the growth of migration to Europe along the Central Mediterranean Route (CMR) and Western Mediterranean Route (WMR), and the COVID-19 pandemic.

**Mixed Migration from North Africa to Europe.** According to UNHCR, a total of 123,700 refugees and migrants arrived in Europe via the three Mediterranean routes from North Africa and Turkey during 2019, with the CMR accounted for the majority of arrivals (57 per cent). Compared to 2018, for which arrivals totalled 141,500, arrivals in 2019 decreased by 13 per cent. Critically, the absolute number of refugees and migrants who died at sea or went missing in the Mediterranean also decreased, from 2,265 in 2018 to 1,319 in 2019 (a decrease of 58 per cent). When calculated as a share of arrivals, however, the Mixed Migration Centre found that the rate of reported deaths and disappearances actually slightly *increased*.<sup>156</sup> According to IOM for 2019, 128,536 migrants entered the EU via one of the following countries: Malta, Italy, Greece, Spain, Cyprus and Bulgaria. This number includes 103,901 arrivals by sea and 24,635 by land, and represents a 13 per cent decrease compared to 2018 (when 147,683 migrants arrived in the EU).<sup>157</sup> According to IOM, the number of deaths in the Mediterranean Sea, 1,540 in 2019, also decreased, by almost 29 per cent (2,158 deaths were recorded in 2018).<sup>158</sup>

The first quarter of 2020, however, saw an estimated increase in the number of arrivals to the EU via the Mediterranean routes, compared to the figures for 2019. This included an estimated 19,777 arrivals during this three-month period – almost 50 per cent higher than the number for the first quarter of 2019. Again according to the Mixed Migration Centre, this increase was mainly along the CMR and the Eastern Mediterranean Route (EMR), while the number of arrivals via the WMR decreased by 20 per cent. A more recent comparison with the fourth quarter of 2019, however, UNHCR identified a decrease in arrivals along the CMR and WMR during the first quarter of 2020. It is worth noting that in March 2020, arrivals along both of these Mediterranean routes dropped dramatically. This was likely due to difficult conditions at sea, but

156 UNHCR (2020). Quarterly Mixed Migration Update. North Africa, Quarter 4 - 2019 and Quarter 1 - 2020. Accessed 28 May 2020.

157 IOM. Flow Monitoring. Europe.

158 Ibid. Missing Migrants.



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the COVID-19 pandemic presumably also played a role. For example, in April 2020, 737 arrivals along the CMR and 542 arrivals along the WMR route were recorded, figures which represented a notable decrease over the previous months.<sup>159</sup>

In the North Africa region, Libya remained the primary point of departure for Europe along the Mediterranean routes. UNHCR and IOM reported that in 2019, the Libyan Coast Guard rescued/intercepted between 9,035 (UNHCR) and 9,225 (IOM) people either at sea or along the Libyan coast. From January-February 2020 (and just prior to the COVID-19 outbreak), UNHCR reported that roughly 5,000 people had departed from the Libyan coast for Europe, 43 per cent of whom were rescued/intercepted by the Libyan Coast Guard.

**COVID-19 in North Africa.** The COVID-19 pandemic reached North Africa in early 2020, with Egypt confirming its first cases in mid-February 2020. By the end of March, all of the North African countries had confirmed cases of the virus; by the end of April 30, the World Health Organization (WHO) had reported 14,785 confirmed infections and 923 deaths associated with COVID-19 infections.<sup>160</sup>

During the course of March 2020, North African countries introduced measures to contain the spread of COVID-19, including the suspension of airline, land and maritime travel, cancellations of public events, the shutting down of non-essential businesses, schools and universities, the widespread use of PPE in public and testing, screening, and quarantine measures.<sup>161</sup>

Both the COVID-19 pandemic itself and the measures taken to contain it have had a widespread impact on the North African countries, their domestic populations and the refugees and migrants residing in these countries. The immediate consequences include reduced mobility to and within North Africa due to border closures, which appears to have led to an increase in the number of stranded migrants. According to preliminary figures, there also appears to be a correlated decline in the number of arrivals to Europe from North Africa, starting in April 2020.

Stranded transiting migrants thus now appear to have the number of migrants and forcibly displaced persons in North Africa. Many members of these groups had been working as day labourers, often in the informal sector, before the COVID-19 crisis – and have thus been particularly affected by the containment measures. The shutdown of so many businesses and industries have left many without an income or means of supporting themselves and their families.<sup>162</sup>

COVID-19 restrictions have also further limited migrants' access to basic goods and services, eroding further their already precarious living conditions. According to the REACH think tank initiative, for example, 86 per cent of cities in Libya have experienced spikes in the price of food.<sup>163</sup> Another major challenge reported by migrants is the decrease in the already limited access to health services. Humanitarian aid

159 UNHCR (2020). Europe Situations: Data and Trends. Arrivals and Displaced Populations, January - April 2020 figures.

160 WHO. Health Emergency Dashboard – COVID-19.

161 Use of PPE and capacity to test and quarantine tend to vary widely across North Africa, depending on the particular country's health system, availability of testing and supplies, and tracing capacity.

162 OECD (2020). OECD Policy Responses to Coronavirus (COVID-19) - COVID-19 crisis response in MENA countries.

163 REACH (2020). *Libya COVID-19 Rapid Market Assessment*. 30 March - 1 April 2020. Accessed 12 June 2020.



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agencies and organisations have faced increased restrictions on their mobility, rendering it increasingly difficult for them to deliver goods and services to migrants and IDPs, especially in urban areas (where they tend to live). Reductions in remittances have also had a deleterious impact on migrant and host communities alike, across the region, with the World Bank anticipating a 20 per cent decline in remittances from Europe following the arrival of the virus and subsequent containment measures.<sup>164</sup>

DG NEAR noted that the flexibility of the EUTF NOA has allowed the launch and delivery of a number of rapid responses to the COVID-19 pandemic in the short to medium term. Funds were used, for example, to restructure and/or “top up” ongoing actions, so that implementing partners already in the field could add activities and resources aimed at reducing the spread of the virus and increasing safety and protection of migrant and host communities. This included direct emergency assistance, emergency medical assistance, HKs and psychosocial support; awareness raising campaigns on preventive hygiene and other safe behaviours at community level; and shelter and safe spaces and other protections for the most vulnerable groups and host communities, among many other activities. The EUTF also worked with IPs to identify and develop additional ways to reinforce ongoing EUTF programmes and/or adopt new actions to tackle the medium- to longer-term consequences of COVID-19 in the region.<sup>165</sup> These measures allowed the EUTF to support the continuity of most ongoing actions in the field, while ensuring the safety of operational staff.

## VII.2. Implementation Strategies and Status

As with all EUTF NOA projects, the 17 regional, multi-country or CRW projects differ in terms of their scope, size and implementation phase. Several of these projects are either in the contracting phase or have only been newly contracted and thus have not yet begun implementation. This includes those projects being implemented by Expertise France, UNHCR Enhancing self-reliance, DRC, ACTED, CEFA/Terre d’Asile and NRC. The regional project implemented by Save the Children International ended in February 2020 (later extended through to the end of June 2020). Some ten projects are in an active implementation phase, with GIZ THAMM, ILO-IOM THAMM and UNODC projects in their first year of implementation; three IOM regional projects, the MC2CM initiative and the BMPM project are all mid-implementation; and the UNHCR Emergency Evacuation Transit Mechanism (ETM)<sup>166</sup> and GITOC projects are in the final phase of implementation (due to end in November and December 2020 respectively).<sup>167</sup>

**The effects of COVID-19 on implementation.** As discussed, all regional, multi-country and cross-window projects have been affected by the COVID-19 pandemic. Implementing partners have had to either halt, postpone, adapt or extend the timelines for planned activities due to restrictions on mobility,

164 The World Bank (2020). World Bank Predicts Sharpest Decline of Remittances in Recent History. Press Release, 22 April 2020. Accessed 12 June 2020.

165 The EUTF NOA adopted new actions aimed at addressing the medium- to longer-term consequences of the virus in May and June 2020.

166 UNHCR received a non-cost extension for project T05-EUTF-REG-REG-04-01 (NOA) through June 2021. For the same grant in the Sahel and Lake Chad window, DG DEVCO added EUR 15,000,000 in funding to the EUR 30,000,000 already received (through June 2021).

167 Email communication with GIZ THAMM and IOM; monthly or quarterly reports from UNODC, MC2CM, BMPM and UNHCR ETM in 2020.



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access to various countries and regions, national and/or international travel, and other prevention and containment measures. In countries that require extensive security clearance, such as Egypt, the change in work modalities has led to extended delays in securing updated security clearance from respective ministries and national security agencies.

In general, implementing partners have reacted promptly to the prevailing conditions, adapting their implementation plans to the new constraints and working to continue their support to their target groups under these changed circumstances.

COVID-19 measures have had a notable impact on projects with a major focus on cross-border activities. The project teams operating the IOM Facility for Migrant Protection and Reintegration and the UNHCR ETM have, for example, had to suspend return and evacuation operations as of March 2020. Projects with planned cross-border meetings, assessment missions and/or study visits have also had to postpone these activities, or to adopt alternative implementation approaches. BMPM, for example, had to postpone a planned study visit to France (focused on maritime security awareness), with a new date still to be determined. The MC2CM project team postponed their City Stakeholder Group meetings and their planned regional peer-learning event on homeless and migration, as a virtual format was not suitable for achieving the objectives of these events. As part of Phase II of RDPP, IOM is providing capacity building and technical assistance to civil society organisations throughout North Africa working in the field of protection and direct assistance to migrants and host communities.

As part of RDPP II implementation, the team in Morocco has continued to coordinate with national stakeholders and the EUD in Rabat through two national steering committee meetings, in January and April 2020, and regular communication to discuss and adapt the workplan as needed (in coordination with staff in Brussels). The content of this communication has been technical and financial matters, with a focus on addressing COVID-19-related needs – ensuring their feasibility and coordinating with other initiatives focusing on protection and resilience in the country. The team also continued to provide technical and financial support to key CSOs engaged in providing direct assistance and humanitarian support aimed at mitigating the effects of the pandemic on the most vulnerable groups in the region. This included grants to CSOs in Morocco and in Libya during the period covered by the report.

As in the field, COVID-19 also required implementing partners to adapt their planned activities at central level. Many shifted to online formats, which required extended timelines and additional resources. For example, BMPM restructured their planned launch meeting with IT suppliers to take place as an online event. Language and pre-departure courses planned by the GIZ THAMM team to support labour mobility from Tunisia and Morocco had to be redesigned and restructured for online delivery. In the wake of containment measures, GIZ projects focusing on labour mobility faced international travel restrictions, border closures, North African and European government suspension of emigration processes, and uncertainty in the labour market in Germany (and hence staff planning for German employers). Consequently, the GIZ THAMM team reported that they are now working to identify additional employers to labour migrants, which presents additional challenges to implementation.

**Implementation progress.** Despite the more recent challenges related to COVID-19, the regional im-



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plementing partners have made significant advances on implementation over the the current reporting period. Project teams have implemented trainings, workshops and meetings; conducted needed studies and research; developed social media strategies; formed strategic partnerships and inter-agency coordination; initiated procurement processes; and advanced labour mobility, evacuation and return and resettlement programmes. All of this work has helped implementing partners translate their work into key results at both the output and immediate outcome levels (Section VII.4.)

**Training.** Implementing partners advanced their projects through delivery of a range of workshops, seminars and webinars. This included, for example the MC2CM project implemented by ICMPD holding its fifth webinar on Child Sensitive City Migration Profiles, in partnership with UNICEF. Moreover, the BMPM project, also implemented by ICMPD, held two training sessions on the use of acquired equipment. At the request of the Tunisian authorities, the project also developed a plan for the design and delivery of trainings and transfer of knowledge and skills on the use and maintenance of such equipment, and on the adoption of a rights-based approach to their use.

As part of the second phase of the RDPP project, IOM launched a French version of the media and migration training guides for journalists and facilitators (*Couverture médiatique de la migration fondée sur le droit international et les données factuelles: Guide du journaliste & Guide du facilitateur*). The UN agency launched the guides in partnership with the EU Delegation in Morocco, the MDCMRE and the Higher Institute for Information and Communication on 29 January 2020; IOM reported in November 2020 that they also launched a cycle of trainings for journalists during this period, as part of another IOM programme.<sup>168</sup>

**Research.** Implementing partners completed key research-focused activities between November 2019 and the end of April 2020. The GIZ THAMM team, for example, conducted an assessment of Tunisia's national employment agency needs for capacity development on labour mobility support. UNODC conducted a smuggling and human trafficking risk assessment, and the ICMPD team implementing MC2CM advanced their city profiling, moving toward finalising migration profiles for five cities. As part of RDPP II implementation in Morocco, IOM conducted a mapping of nurseries and social support services for vulnerable migrant children, which covered main needs, lessons learned and recommendations for future actions. The UN agency also conducted field visits and meetings with key stakeholders and migrant communities. Under RDPP II in Tunisia, IOM commissioned two cost-benefit analyses on integration of migrant workers into the local labour market. In Libya, IOM also developed a research study on labour migration, which focused on the perceptions of Migrants Among Host Communities in Tripoli and Benghazi (published later in 2020).

**Strategic partnerships.** Implementing partners reported significant advances in developing strategic partnerships with various stakeholders, ensuring greater engagement and cooperation to support their activities. Across the regional projects, partnerships have supported the timely delivery of project activities and outputs through cooperation with other actors on the ground. By engaging inter-agency coordination platforms, for example, UNODC staff have been able to collaborate with relevant actors and UN agencies in Egypt to advance their work on identifying and combatting criminal networks engaged in smuggling and trafficking in human beings (THB). The MC2CM project also strengthened and extended its network of

<sup>168</sup> Data from after the current reporting period added at DG NEAR's request.



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partners, scaling up to 20 members, including new cities such as Dortmund, Germany; with preparations underway for Ramallah, Palestine and Irbid, Jordan to join.

As part of the second phase of RDPP, the IOM project team worked to finalise partnership contracts with two civil society organisations (Asticude and MS2) in Nador and Oujda, Morocco, and extended their partnership with Humanité et Inclusion on direct assistance and emergency shelter in Casablanca. As part of the BMPM component being implemented in Morocco, ICMPD has set up an ad hoc exchange with FIIAPP, another EUTF implementing partner supporting IBM in Morocco, to share best practices, avoid duplication and brainstorm on solutions to emergent challenges. So as to facilitate this, FIAPP and BMPM project staff now attend each another's programme meetings in an observer capacity. Under the frame of RDPP II implementation, the IOM team have worked to establish an MoU with the Ministry of Youth and Sports in an effort to scale up cooperation, continue promotion of youth empowerment and leadership, and support socio-economic integration of migrants within host communities. IOM's 2019 preparatory work on an MoU between Niger and Libya continued in early 2020, including a technical committee meeting and second round of negotiations for a bilateral labour agreement in March 2020. IOM Egypt staff are also working with other offices to sign a global MoU with the Microsoft Corporation, aimed at developing vocational training packages for the digital economy.

**Procurement.** The BMPM team progressed toward the launch of tenders for various equipment needed for integrated border management in Tunisia and Morocco. This included issuing a tender for forensic police equipment to support the Moroccan General Directorate for National Security (DGSN) and another for IT equipment, with three additional tenders currently in development.

**Labour mobility.** During the reporting period, ILO, IOM and GIZ partners together organised and held a planning workshop first with government authorities in Morocco (November 2019) and in Tunisia (January 2020), with the aim of defining and validating the programme workplan for each country and discussing the ToR of the national steering committees. The GIZ THAMM project team initiated mobility schemes in both Tunisia and Morocco over the reporting period, and also selected the first group of approximately 130 candidates for dual vocational training in Germany (slated for autumn 2020). These candidates started language and intercultural preparation programmes in January and February 2020, in their respective countries. The project team are also working on the matching and placement processes with German employers, but, as mentioned, the COVID-19-related containment measures have required GIZ to adjust timelines and, in this case, identify new potential employers.

**Evacuation and resettlement.** The regional portfolio includes several largescale UNHCR efforts aimed at finding durable solutions in third countries, including resettling PoCs residing in North Africa to third countries or return to country of origin or first asylum. With EUTF NOA support, UNHCR staff operate two Emergency Evacuation Transit Mechanisms in Niger and Rwanda, where refugees evacuated from Libya are hosted in a safe third location while the UN agency finalises resettlement or another durable solution for the person evacuated<sup>169</sup> (see Section VII.3. for results). As discussed further below, COVID-19 containment measures forced UNHCR to pause all evacuations (and some of their resettlement) activities under the ETM, which has proven very challenging for PoCs in need of durable solutions.

169 UNHCR (2020). Emergency Transit Mechanism Factsheet February 2020. Accessed 11 June 2020.





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As of April 2020, UNHCR reported that their three partner countries, ETM Niger, ETM Rwanda and ETC Romania, were hosting multiple PoCs. The ETM in Niger, for example, was hosting 799 persons, with 158 accepted by a resettlement country and awaiting departure (to Canada or Finland), and another 281 awaiting a decision from a resettlement country. The ETM Rwanda was hosting 258 people, with 16 persons approved for resettlement and pending departure, and another 67 persons awaiting decisions by resettling countries. In total, UNHCR had resettled 49 evacuees from Libya via this mechanism. In this same period and following restrictions related to the COVID-19 pandemic, however, UNHCR was forced to postpone all interview missions and pause evacuation activities.

### VII.3. Key Challenges and Facilitators for Implementation

As discussed above, implementing partners of regional projects faced unprecedented challenges in the form of the global COVID-19 pandemic and attendant containment measures. Other key challenges included the ongoing humanitarian and political crises in Libya and the elections and change of government in Tunisia. These larger, external factors have presented the projects with a number of barriers to implementation and results over several quarters of 2019 and 2020.

As regards the COVID-19-related challenges reported by regional IPs, many have had to indefinitely postpone or cancel numerous activities as a result of the restrictions imposed. As mentioned, UNHCR staff were forced to pause their work to evacuate PoCs from Libya to third countries via their ETM mechanisms and to take additional steps to slow the spread of the COVID-19 virus. This included, for example, placing the ETM centre in the village of Hamdallaye in Niger into self-isolation, restricting all movement of PoCs and staff in and out of the centre for two weeks. Despite this, UNHCR partners in the area (APBE, Intersos and Forge Arts) continued to provide services to PoCs. They were also able to draw upon Forge Arts' past trainings for women on making soap, bleach and water containers to train more women to produce hygiene products able to slow the spread of COVID-19. They also distribute soap and bleach to people in the transit centre and to the over 60 people living in a mental health centre in Niamey, Niger.<sup>170</sup>

COVID-19 containment measures also prevented the ICMPD project team working on MC2CM from conducting three scoping missions planned, and from holding their city stakeholder group meetings and their Regional Peer Learning event. ICMPD's BMPM team was forced to postpone a planned study visit on coastal surveillance and detection in a maritime environment.

As reported by the MC2CM project, local and regional authorities also faced increasing challenges in providing vulnerable groups with basic services. In response, MC2CM has been supporting local authorities to reach these groups by convening and moderating a webinar wherein cities in the network shared their best practices on inclusion of migrants in their emergency responses. These partners also shared lessons learned via a study that documents cities' crisis responses and identifies outstanding needs. The MC2CM team also worked with local authorities to define actions capable of enhancing their emergency responses.

170 Ibid. Emergency Transit Mechanism Factsheet April 2020. Accessed 12 June 2020.



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In Libya, the volatile security situation and increased human rights violations have continued to impact implementing partners, especially following the intensification of fighting in mid-2019. Rights violations have included increased limits on freedom of speech as well as attacks on and even abductions of journalists and politicians. UNODC, in partnership with the EUD Libya, decided to cease activities until they could conduct a comprehensive human rights risk assessment and stakeholder mapping, which the UN agency initiated in January 2020. UNODC is also working closely with the Human Rights Service at the United Nations Support Mission to Libya (UNSMIL) on how to implement its work in the country in the face of these challenges.

In regard to actions undertaken in Morocco under RDPP II, COVID-19 related challenges related to delivery of direct assistance have impacted regular information and data sharing with civil society partners. To support these actors, IOM is working to maintain regular contact, develop new M&E procedures and instruments, and share concerns and changes in the field.

Movement restrictions in North Africa posed a challenge for IOM and its partners to access and provide immediate assistance to migrant communities under the EU-IOM Joint Initiative for Migrant Protection and Reintegration in North Africa. The socio-economic situation arising from the mass loss of livelihood, especially severe among migrant communities, resulted in an increase in the size of the vulnerable migrant population as well as resentment of migrants – who were increasingly blamed for the spread of the virus and the deteriorating socio-economic situation. IOM adapted to the “new normal” by changing modalities of operation to include remote counselling, screening and assessments, increased social media engagement, use of cash-based assistance, and strengthening and increasing engagement with migrant community leaders.



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Both UNODC and IOM (under RDPP II) also reported facing specific implementation challenges following the September and October 2019 (presidential and parliamentary) elections in Tunisia. In particular, challenges related to the formation of a new government delayed formal approval of UNODC’s project and the nomination of a focal point from the Ministry of Foreign Affairs, necessary to facilitate the project. None of the regional IPs outside of Tunisia cited challenges related to the elections (see Section V).

## VII.4. Progress on Outputs and Immediate Outcomes

*The ETM Niger has been the lifeline . . . for resettlement [of refugees in Libya]. This is and needs to be acknowledged as a milestone and shows the success of this mechanism which was achieved due to the very good cooperation and support from the government of Niger and tireless efforts by the UNHCR Niger management and staff as well as the important assistance provided by partners and financial support by donors.*

Joint Statement of the EHO, OCHA, UNICEF, IOM, UNHCR, WFP, UNFPA (May 2020)

Despite facing unprecedented challenges, several regional implementing partners reported progress toward their results during the reporting period. These results include both outputs and outcomes and reflect remarkable resilience given the current challenges throughout the region. UNCHR, for example, reported receiving 6,351 resettlement pledges via the Libya-Niger/Rwanda mechanism, with 1,015 of these pledges for ETM Niger evacuees. Belgium, Canada, Finland, France, Germany, Italy, Netherlands, Sweden have given confirmed pledges for those currently housed in Niger. As of the start of April 2020, 2,454 refugees evacuated from Libya had departed Niger for permanent resettlement in third countries.<sup>171</sup>

Other results have followed on from ICMPD’s work with cities around the Mediterranean region. As noted, the MC2CM project team completed their fifth webinar on Child Sensitive City Migration Profiles, facilitated by UNICEF, which led to the development of a Child-Sensitive City Migration Profiles checklist. The team also launched their i.Map Migration Urban Hub, which is currently online and includes nine city dashboards that aim to empower city officials with data and information on urban migration dynamics, helping to address migrant and host community needs in urban settings. MC2CM also reported the launch of activities by the three actions granted under the first City Target Action call: (1) ACP<sup>172</sup> and ASTICUDE<sup>173</sup> joint effort in the form of the “Nador - Social and Sustainable” project aiming to rebalance the narrative on migration, encourage socio-economic inclusion of migrants, and foster sustainable cities in the province of Nador; (2) FAMS<sup>174</sup>’s “Governance and Interculturality: Mediterranean cities, Diverse Cities” project, which aims to increase cultural diversity and foster a realistic and fair vision of migration through cooperation with the municipalities of Oujda, Fnideq and Al Hoceima; and (3) the “Tanger Accueil” project to entail joint action from MedCities, the Municipality of Tangier and the Municipality of Barcelona,

171 UNHCR (2020). Emergency Transit Mechanism Factsheet April 2020. Accessed 12 June 2020.

172 Asamblea de Cooperacion por la Paz (ACPP).

173 Association Thissaghna pour la Culture et le Développement (ASTICUDE).

174 Fondo Andaluz de Municipios para la Solidaridad Internacional (FAMSI).



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with the objective being to reinforce the role of the Municipality of Tangier as a structuring actor for migrants' social integration and access to rights and services. (The evaluation committee for the Targeted City actions met in January 2020, selecting six additional actions to be awarded grants under the second call for proposal.)<sup>175</sup>

The BMPM project made substantial progress on its outputs in both Morocco and Tunisia. In particular, the project team launched a number of tenders for various pieces of equipment needed to implement IBM in these two countries and choose firms to complete the delivery. The team then received the equipment and provided it to the DGSN in Morocco. This included some 462 vehicles, 227 of which were motorcycles. Over the same period, IOM reported providing psychosocial and medical assistance services in the field of sexual and reproductive health to migrants enrolled in their assisted return programme.

For their part, IOM reported progress on return of migrants from the NOA region. The UN agency reported that under the EU-IOM Joint Initiative, it oversaw the voluntary return of a total of 34,774 migrants<sup>176</sup> stranded in the various countries of North Africa, including 32,878 through the Voluntary Humanitarian Return programme in Libya. IOM also reported that 183 returnees to North African countries had received post-arrival assistance, with 47 receiving reintegration assistance (as of April 2020).<sup>177</sup>

**Common output indicators: Regional projects.** As noted in previous sections, all EUTF NOA projects have their own unique set of output and outcome indicators, which are aligned with EUTF NOA strategic and specific objectives at project start. Implementing partners choose their own outputs and outcomes and work with the technical assistance team to determine the most suitable alignment. In addition, the EUTF established in mid-2018 a set of 41 common output indicators to use to demonstrate progress on results across all three windows. Staff from most EUTF-supported projects across the three windows choose a sub-set of these 41 indicators that fits their project. They then report their progress on these indicators to DG NEAR (or to DG DEVCO for implementing partners working in the Horn of Africa or Sahel and Lake Chad windows). This allows EC staff to track the results of the EUTF as a whole and provides the EUTF Board, the Commission, EU MSs and the general public with a broad overview of the EUTF's progress in the field and contributions to its four strategic priorities.<sup>178</sup>

While only a few of the EUTF NOA regional, multi-country and cross-window IPs provided data on their COIs during this reporting period, these data nevertheless demonstrate the results achieved in this reporting period at the output level (Table VII.2).

175 "MC2CM (2020) Phase II, Interim Report (1 July 2019 - 30 June 2020)."

176 In Morocco, the EU-IOM Joint Initiative provides pre-departure assistance only.

177 Data in this paragraph were added by IOM directly, and validated by DG NEAR.

178 European Commission (2020). EUTF Results, Monitoring and Evaluation. Accessed 6 June 2020.



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**Table VII.2. EUTF Common Output Indicators: Regional, Multi-Country and Cross-Window Results to Date\***<sup>179</sup>

COI #	Common Output Indicators	Number Reported	% of Total
3.7	Number of individuals trained on migration management	359	78.9%
4.2	Number of staff from governmental institutions, internal security forces and relevant non-state actors trained on security, border management, CVE, conflict prevention, protection of civilian populations and human rights	57	12.5%
4.2-bis	Number of Institutions and Non-State actors benefitting from capacity building and operational support on security, border management, CVE, conflict prevention, protection of civilian populations and human rights	2	0.4%
4.5	Number of cross-border cooperation initiatives created/launched or supported	1	0.2%
5.3	Number of field studies, surveys and other research conducted	36	7.9%
	<b>Total</b>	<b>455</b>	<b>100%</b>

*\*Regional service contracts and contracts in the pipeline (not yet contracted) do not report COIs.*

The implementing partners working at the regional level have focused their work on capacity building. Their results indicate that they have trained over 400 individuals on migration management, which accounted for nearly 80 per cent of the outputs of regional projects; staff trained on specific migration-related issues like border management and protection of civilian populations accounted for approximately another 13 per cent of outputs. This indicates a focus among IPs on CB at the regional level, that is, these partners successfully provided training to increase the knowledge and skills of government and CSO staff.

The goal of these trainings was to improve the governance of migration matters and better assist, support and protect migrants, refugees, IDPs, diaspora and voluntary returnees and host communities dealing with significant migrant populations. As more of the EUTF NOA regional, multi-country and cross-window implementing partners report over the coming reporting periods, data on the results of their work via the COIs will provide an increasingly comprehensive portrait of their achievements in the NOA region.

<sup>179</sup> IOM reported the following additional outputs under RDPP II: three CSO grants in Morocco and six in Libya; mapping study on services for migrant children in Morocco; several studies on needs and cost-benefit of integration; and one research study on labour migration in Libya. These outputs have not been validated. Any validated data will be included in future reports.



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## Section VIII.

# EUTF NOA MAIN FINDINGS AND EMERGENT LESSONS LEARNED

This final section identifies a set of main findings and lessons drawn from analysis of the monitoring data and reporting provided by implementing partners to date. The lessons draw on and are driven by the findings, as well as findings and lessons identified in previous EUTF NOA Monitoring Reports. Both the findings and the lessons are designed to increase understanding among the EU MSs, DG NEAR, EUD and implementing partner staffs of the status and results of the EUTF programme in NOA, as well as on how, and under what conditions, project staff produced their results. The findings and lessons learned presented below are also meant to provide the EU and DG NEAR with information which they can use to help steer and guide the EUTF portfolio of projects and contracts in NOA, as well as inform other decision-making related to key migration issues in the region. Drawing on the rich and varied data provided by the implementing partners, these points relay a set of higher-level, summative, monitoring-based insights into what and how implementation is working in NOA, and on how to accelerate progress toward results.



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## VIII.1. Main Findings

### Finding 1. The flexibility of the EUTF as a funding mechanism continues to facilitate rapid response and adaptation to conditions and crises in the field.

The EUTF is a flexible, adaptable funding mechanism that can be deployed in the NOA region in different ways and in response to different situations emerging on the ground. Once deployed, it further affords implementing partners the flexibility required to refocus or restructure their plans and activities as they face shifts and changes in migrant, host community and government partner needs, and in broader local conditions, during implementation. This aspect of the EUTF has been particularly important in a Libya plagued by conflict and instability. This key EUTF characteristic has also been on display over the past several months as countries have faced the rapid onslaught of COVID-19, and the significant prevention and containment responses required. As can be seen now more than ever, the flexibility of the EUTF as a funding instrument has allowed DG NEAR to deploy funds rapidly in response to the pandemic and its consequences. The ability of DG NEAR and its EUTF NOA implementing partners staff to recalibrate their activities to the needs of the moment has enhanced the resilience of EUTF programme investments across the NOA region.

Already in April 2020, DG NEAR staff initiated discussions with its partners to develop new COVID-19-related actions and accompanying indicators to support new or supplemental funding for the COVID-19 response in the region. As noted, these mechanisms allowed staff from projects already operational in NOA to shift or add activities as well as deploy their operational and technical expertise to help respond to the pandemic. Implementing partner staff are now providing PPE, testing equipment and supplies, quarantine and shelter spaces, and additional hospital beds for migrant and host communities – in partnership with those government partners with whom they have built relationships.

### Finding 2. COVID-19 and other specific factors have led to significant implementation delays.

Despite the flexibility and swift response to the crisis, the outbreak of the COVID-19 pandemic has resulted in a significant delay in implementation of project activities across all of the EUTF NOA target countries. The activities most affected by COVID-19 containment measures and restrictions naturally include in-person trainings, partner coordination meetings, study visits, recruitment missions and all other activities involving international travel or the presence of international staff. Critically, the COVID-19 crisis has also caused delays in migrant return and reintegration and refugee resettlement programmes.

While the impact of the crisis varies across projects, many implementing partner staff have put work-from-home arrangements in place, allowing them to continue (some) meetings, trainings and other convenings. In other cases, staff have either cancelled or indefinitely postponed activities, with project workplans and timelines restructured to accommodate the continuing shutdown and restrictions. Other contextual factors, such as national elections in Tunisia and – as has been the case throughout EUTF implementation – the intractable and tragic conflict and instability occurring in Libya, have also delayed implementation plans and key project activities.



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### **Finding 3. Restrictions on access remain challenging for implementing partners providing emergency humanitarian assistance.**

As has been the case throughout the EUTF NOA monitoring process, governmental restrictions on aid agency access to migrants, refugees and IDPs pose a major barrier for implementing partner staff working to provide emergency supports and services. The Libyan governing structures and actors have prevented personnel activities and the delivery of humanitarian supplies and services from reaching those in need. The Libyan authorities, for example, placed administrative holds on first the shipment and clearance of drugs and medical supplies through customs and later the FDA clearance process. This led not only to delays to planned EUTF NOA activities, but also to drug shortages at some health facilities. While discussed throughout this report, it is also worth reiterating that the ongoing conflict in Libya more broadly and COVID-19 emergency mitigation measures enacted by the Libyan authorities during this period further reduced IP staff access to vulnerable migrant and host community groups.

### **Finding 4. Implementing partners developed innovative strategies to improve access to and information for migrants, refugees and asylum seekers.**

Migrants, refugees and asylum seekers are vulnerable and often hidden population groups, and are among those most affected by conflict and crisis. Migrants often face considerable challenges, barriers and obstacles in accessing the services they need. Ineligibility for state-provided services is in many cases coupled with various informal barriers, such as a lack of information regarding their options, language and cost constraints, physical distance from service centres, a lack of trust in providers, concerns about their privacy or even shame about their current circumstances. EUTF NOA implementing partners working directly with such vulnerable groups have invested in finding solutions to these challenges, most notably effective outreach strategies, to ensure better access for migrants.

To address language barriers, Enabel Empowerment Juridique staff, for example, prepared specific information brochures in different languages to increase access to crucial health information during the COVID-19 outbreak for non-Arabic-speaking target groups in Morocco. Upon learning of the significant distances migrants were travelling to health service centres, IMC staff provided transportation support and increased the number of migrants accessing health services in more distant locations in Libya. To cater for the urgent need for accurate information, UNCHR staff launched a WhatsApp group that updated community leaders on COVID-19-related issues.

A post-distribution survey collected by staff from DRC and the IRC found that some target groups felt ashamed receiving NFIs in public settings. In response, staff then shifted their distribution to home delivery. Including migrants themselves in outreach activities has also helped improve access. The IRC was able to improve migrant access to health services once they began to involve migrant volunteers from Sudan, Morocco, Niger, Nigeria and Palestine, along with two Libyan Community Health Workers, in outreach activities.<sup>180</sup>

<sup>180</sup> Additional information pertaining to progress that took place in July 2020 added by EU Delegations in the region at their request (6 November 2020).





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### **Finding 5. Strategic partnerships, cooperation and networking with governmental and non-governmental institutions and host communities have helped EUTF NOA partners accelerate progress toward results.**

*Strong collaboration with local stakeholders on practical solutions to priority needs as well as an effective and targeted joint communication strategy are starting points for future good practices and lessons learned.*

– International Rescue Committee

Staff from almost all implementing agencies across the NOA region reported significant advances in cooperation and partnership. This included partnering with national and local government authorities, CSOs, international organisations and local service providers, among others, as a strategy for increasing partner and beneficiary engagement and cooperation on key project activities. Although often time-consuming, the investment in cooperation with strategic partners

and host community members and associations provided multiple benefits to projects targeting these group. Strategic partnerships helped to create synergies, avoid duplication and generate opportunities for shared learning and exchange of best practices. Close linkages between different stakeholders helped to accelerate progress and improve access, which proved especially critical for projects working to provide timely health care in the midst of humanitarian crises, conflict and or the COVID-19 pandemic.

In Libya, DRC staff identified the need to invest in relationship building with local host community members, especially when matching host families with migrants in need of housing. UNICEF, AICS and UNDP staff are leveraging their expertise to conduct joint needs assessments, joint visibility measures, and joint reporting on infrastructure planned in the health, WASH and educational sectors. Staff from ICMPD and FIAPP have increased their peer-to-peer sharing of best practices and lessons related to integrated border management in Morocco, and has set up an ad hoc exchanges where staff from each organisation attend the other's programme meetings as an observer, thereby increasing coordination, preventing duplication and encouraging brainstorming on solutions to emerging challenges.

Through inter-agency coordination platforms, UNODC staff have been able to collaborate with relevant actors and UN agencies in Egypt to advance their work identifying and combatting criminal networks engaged in smuggling and human trafficking. This includes critical partnerships and cooperation with NOA governments, which IPs reported as invaluable to ensuring the delivery of key health services in Libya, and to the provision of multilingual information about the COVID-19 pandemic to migrants in Morocco.

### **Finding 6. Women's empowerment remains a high priority for the EUTF NOA.**

Women's empowerment remains a key area of investment for the EUTF NOA programme and its implementation partners. Implementing partner staff often observed low numbers of women from their key target groups accessing their supports and services. This prompted staff to consult women from migrant and host community target groups and together, identify barriers to access. The finding that women felt endangered traveling to service delivery sites or uncomfortable receiving supports and services in public



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settings prompted IP staff to adjust their planned activities, for example delivering assistance to and services in private homes rather than public settings. As discussed, they are also identifying opportunities for women's livelihoods like the Forge Arts trainings on hygiene-related products to increase supplies aimed at combatting COVID-10. Overall, staff continue to explore and develop ways to refine their planned activities in a manner that will increase access for women from migrant and host communities.

### **Finding 7. EUTF NOA maintains its focus on Libya and the provision of emergency humanitarian assistance.**

The largest number of projects in the EUTF NOA portfolio are engaged in activities related to Emergency and Humanitarian Assistance, under Strategic Objective 3. *Strengthen resilience and protection of those in need.* Some 40 per cent of EUTF NOA projects are aligned with and aim to contribute STO 3, an increase over the previous reporting period. Two-thirds of these projects are being implemented in Libya, whose share in the overall portfolio (41 per cent of the EUTF NOA projects contracted) also reflects the prevalence of StO 3-aligned actions. In addition, the majority of EUTF NOA outputs to date fall into the area of EHA (nearly 60 per cent), with nearly 100 per cent of outputs in Libya falling under EHA. Libya's weight in the EUTF NOA and the increase in the number of projects aimed at contributing to StO 3, including projects aimed at responding to COVID-19, reflect the capacity of the EUTF to steer its interventions and swiftly adapt to address the most urgent needs in the region.

### **Finding 8. Implementing partners are increasingly reporting on their use and the benefits of EUTF NOA MLS data collection tools to measure the progress on project outcomes.**

During this reporting period, a number of IPs reported increasing data collection and reporting tools created or further developed as part of the EUTF NOA MLS. This includes, for example, IMC, whose staff reported finalising several digital M&E tools they plan to use in the field during mental health consultations. In addition, GIZ designed and tested a survey to measure the number of jobs created as a result of agricultural training, while DRC developed and piloted a beneficiary satisfaction survey tool (in the two clinics supported). IPs also increased their use of their customised data reporting tool for their quantitative indicators and of the EUTF NOA qualitative data reporting template. Broader, more consistent use of these tools and an overall increase in reporting of data improved the amount, quality, comprehensiveness and comparability of data available for analysis and reported to DG NEAR on the implementation and achievements of the EUTF NOA programme overall.



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## VIII.2. Lessons Learned

### 1. The flexibility of the EUTF allowed implementing partners to adapt and provide rapid emergency responses to emerging challenges.

As demonstrated by the response to the COVID-19 pandemic and other shifting political, economic and security factors in the region, employing a flexible funding mechanism provided the EU with an instrument for responding to crises in near 'real time.' The EUTF as an instrument was able both to encourage IPs to shift some of their activities to respond to the pandemic and support IPs' own requests for changes in their work plan as they themselves adapted to the health emergency in the region. The flexibility of the instrument supported, in turn, more responsive and resilient IPs, capable of adapting to shocks, conflicts and crises while continuing to provide support to their existing beneficiaries and those in need. This flexibility is also essential in mitigating the impact of activities delayed due to shocks and crises, allowing for rapid, effective reallocation where needed.

### 2. Investing time in cooperation, partnerships, trust building and networking proved to be a key asset for ensuring rapid responses and continuing project implementation.

The COVID-19 pandemic has shown that increased coordination and cooperation among different actors in the field (government institutions, CSOs, international organisations) is key to improving the assistance provided to vulnerable populations such as migrants, refugees and asylum seekers. Establishing strong collaboration and trust, especially with government authorities and the relevant EUD as well as between IPs and local CSOs already working effectively on the ground, is a key facilitator of successful implementation. Trust building measures include regular exchange meetings, participation of government actors in steering committee meetings, partnerships with CSOs to deliver needed services and supports and exchange of experiences and good practices, as well as invitations to partake in planning and leading the launch of key project events. The involvement of project partners, especially those from national administrations and local CSOS, in important project decisions also contributes significantly to trust building. By expanding collaboration and exchanges beyond the immediate project environment, these kinds of collaborations with strong and capable national and local partners not only improves the quality of project outputs but in some cases, also increases a sense of ownership and eventually, sustainability of actions which government partners and local CSOs will see value in continuing after the EUTF NOA programme is no longer in the field.

### 3. Tailor-made, locally-driven information strategies improved access to services for migrants, refugees and asylum seekers

As evidenced in IP reports, migrants, refugees and asylum seekers face numerous formal and informal barriers to services targeted to them and aimed at addressing their needs and challenges when traveling through or living in one of the NOA countries. IPs reported increasing the involvement and participation of local associations and host community members in developing highly targeted information campaigns aimed at reaching the most vulnerable, often hidden, migrant and related populations about resources



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available to them. As noted, these local partners and networks also helped with planning for and the delivery of emergency support as well as backup solutions when original plans fell through. Increasing access to supports and services for these vulnerable groups thus hinged upon innovative and customised outreach driven by local partners in the field.

#### **4. Increased use of targeted, women's empowerment approaches helped improve the engagement and involvement of women in EUTF NOA-supported projects**

Driven by the priority of ensuring gender equity, a number of EUTF NOA-supported IPs sought to develop and deploy tailor-made strategies aimed at increasing women's access and empowerment through the supports and services they provide. Outreach strategies included a sharper focus on how to reach women migrants, especially in urban settings, and how to address their specific needs given the circumstances they face as women and migrants or members of other vulnerable groups. Programming equally built in acknowledgement of their circumstances and worked to bring services to where they are to ensure increased access aimed at providing services to support women's well-being and self-sufficiency. Through the disaggregation of output data by gender, IPs are working to understand the results of these efforts. They plan to deliver and employ data in adjusting project planes to better meet women's needs, as well as provide a basis for ensuring that projects are increasingly more inclusive and effective for all target groups.

#### **5. The EUTF NOA MLS provided information to stakeholders that supported understanding implementation and guiding the programme portfolio toward achieving planned results.**

Over the past year, the EUTF NOA IPs have reported ever-increasing amounts of qualitative and quantitative monitoring data, using the tools and protocols developed for this purpose. These data have, in turn, provided the basis for NOA Monitoring Reports that aim to enrich stakeholder understanding of what IPs are implementing and achieving in the field and in relation to regional migration challenges and EUTF NOA programme objectives as named by the Member States.

In the current reporting period, IPs provided more comprehensive, structured and nuanced data, a notable increase over the previous period. IPs shared their view that structured tools, institutional encouragement and MLS-focused technical assistance helped enhance their ability to track and report their implementation and results. Improved data supported increased understanding of the programme and its outputs, which in turn increased all stakeholders insights into the programme's purpose and benefits to migrants, host communities, regional governments, Member States and the broader public.



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