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

Action Document for the implementation of the North Africa Window

T05-EUTF-NOA-REG-07

1. IDENTIFICATION

Title/Number	**Border Management Programme for the Maghreb region (BMP-Maghreb)** **(T05-EUTF-NOA-REG-07)**		
Total cost	Estimated total cost: EUR 55 million EU contribution: EUR 55 million Other Contributions: N/A		
Aid method/Implementation methods	Project modality – indirect management with the International Centre for Migration Policy Development (ICMPD) together with the Italian Ministry of Interior		
DAC code	150	Sector	

2. GROUNDS AND BACKGROUND

2.1. Summary of the action and its objectives

The **Border Management Programme for the Maghreb region (BMP Maghreb)** is a programme designed within the framework of the "European Union Emergency Trust Fund for Stability and Combating the Root Causes of Irregular Migration and the Displaced Persons in Africa" (EUTF for Africa). The Programme responds to the priorities outlined in Pillar 1 of the Valletta Action Plan (1.3 "Addressing instability and crises" through "*Support[ing] State building, rule of law and good governance*" and "*Reinforc[ing] State capacity to ensure security and fight terrorist threats*").

The **overall objective** of the Programme, in line with Strategic Objective 5 of the EUTF North of Africa Operational Framework (hereinafter "the Framework") is to mitigate vulnerabilities arising from irregular migration and to combat irregular migration. The action aims to do so by enhancing the institutional framework of interested countries to protect, monitor and control the borders, in line with a right-based approach that identifies and mitigates risks to rights holders at borders, while ensuring the free movement of bona fide travellers and goods.

The Programme particularly responds to the following specific Objectives to be found under the Strategic Objective 5 in the Framework:

- **Specific Objective I** of the Framework**:** Migration-related knowledge and data management in the field of irregular migration is improved;
- **Specific Objective II** of the Framework**:** Policy, legislative, regulatory and institutional frameworks in the field of irregular migration, in particular fighting against migrant smuggling and trafficking in human beings, are progressively established;
- **Specific Objective III** of the Framework**:** Cooperation between relevant stakeholders in the field of irregular migration is improved;
- **Specific Objective IV** of the Framework: Rights-based institutional and procedural frameworks on border management are progressively established, including most notably more effective regional and cross-regional coordination and cooperation mechanisms.

Three of the main migration routes towards Europe are of concern to Maghreb countries.[1] The migration pressure along these routes generates significant challenges, particularly for countries of the Maghreb as last territories crossed before reaching Europe and notably the Schengen area. Efficiently addressing those challenges requires **cooperation between Europe and countries of the Maghreb**, in all aspects of migration and notably in the field of border management.

The BMP Maghreb particularly focuses on providing support to the **strengthening of border management capacities of Maghreb countries**. The programme targets national border agencies of Maghreb countries or any related institutions that are in the front-line in the management of borders, irregular migration and the protection of migrants in vulnerable situations. The BMP Maghreb will provide support to strategic development, purchase and maintenance of priority equipment, capacity building and development of necessary standards and procedures at national level, in line with international standards and human rights and rights-based approach[2]. The programme will ensure that all envisaged actions are in line with the relevant national border security strategies and frameworks, respond to identified needs, and meet technical standards in integrated border management.

The programme will facilitate continuous dialogue and step-up a consultation and coordination mechanism between relevant national stakeholder(s) in individual Maghreb countries and EU Member States in order to ensure that ongoing and future actions benefit from a consolidated and coordinated evidence-based support. A holistic approach to the guiding principles of the concept of Integrated Border Management (IBM) will be supported in complementarity with the main national actions implemented under the leadership of EU MS and the national authorities.

The BMP Maghreb will be implemented with a **primary focus on Tunisia and Morocco** and is an initial step towards the establishment of a long-term strategic partnership with both countries. Reinforcements for the programme will be possible in the near future, in a phased and gradual approach.

[1] These are the Central and Western Mediterranean routes and to a lesser extent the West African route

[2] In line with Council conclusion on a rights-based approach to development cooperation, encompassing all human rights - 19 May 2014

2.2 Regional background

The migration flows from, through and to the Maghreb are primarily a combination of three factors: 1) the movement of labour migrants, 2) irregular migration flows and 3) forced migration[3].

Historically, in the context of cooperation between Europe and the Maghreb, the region was principally a source of immigration. Gradually since the early 21st century, the Maghreb increasingly became also a region of transit towards Europe. Additionally, the region has more recently seen its countries becoming countries of destination.

Labour migration has been an historical phenomenon in the Maghreb region. Tunisia and Morocco are no exceptions[4] with an estimated number of citizens residing abroad of 1.2 million for a total population of just over 11million and 3.4 million for a population of about 34 million respectively. In the 1960s, many European member states signed bilateral labour agreements. Family reunification quickly followed.

With the end of or the restrictions on most bilateral labour agreements in the seventies, irregular migration *de facto* became an alternative to legal migration channels. In Tunisia, the Jasmine Revolution in 2011 did not put irregular migration on hold. Shortly after the fall of the Ben Ali regime, an estimated 25,000 Tunisians fled the country. As for Morocco, while the country remained stable during this uneasy period in the region, it also remained a source of irregular migration. Furthermore, both countries, as well as other Maghreb countries, notably Libya, have had to deal with an increasing migration pressure notably from Sub-Saharan Africa and countries of the Horn of Africa.

Forced migration, a more recent phenomenon, is the consequence of political unrests in the region, including in Libya and in neighbouring countries south of the Maghreb. As a result, a number of migrants and forcibly displaced are not only travelling to North African countries but also transiting through the region on their way principally to Europe. The key migration routes of concern to the Maghreb over the last decade have primarily been the Western and Central Mediterranean routes and the West Africa route.

These factors put great pressure on the border authorities of the Maghreb countries, who have to deal with not only challenging terrains (desert, mountainous areas, long coastline, etc.) but also increasing security threats, particularly terrorism, and gradually more organised and better equipped smugglers and traffickers. Border agents are strained, often under-equipped and possess limited capacities.

European Union Member States reported 142,105 detections of illegal border crossing on the Western and Central Mediterranean Migration Routes in 2017[5], which represents 69.4% of the detected illegal crossings at the external borders of the European Union. With the exception of the refugee crisis in 2015, the Western and Central Mediterranean Routes remain the most used ways by migrants to access Europe. Crossing via the Western Mediterranean route has reached its highest recorder numbers in 2017, while departures from Tunisia in the

[3] Office for North Africa of the United Nations Economic Commission for Africa, *Migration in North African Development Policies and Strategies – A comparative analysis (2014)* https://www.uneca.org/sites/default/files/PublicationFiles/problematique_de_la_migration_eng.pdf

[4] European University Institute, *Migration Profile: Tunisia* (2016): cadmus.eui.eu/bitstream/handle/1814/45144/MPC_PB_2016_08.pdf. and Migration Profile: Morocco (2016); http://cadmus.eui.eu/bitstream/handle/1814/41124/MPC_PB_2016_05.pdf

[5] Risk Analysis for 2018, Frontex publication, https://frontex.europa.eu/publications/risk-analysis-for-2018-aJ5nJu

first four months of 2018 increased by over 1,000%. FRONTEX projects that the number of illegal African migrants is likely to grow in the coming years. Risks of crossing the Mediterranean remain extremely high, with about 2-3% of migrants losing their lives on their sea journey.

The FRONTEX 2018 Risk Analysis report also highlights the impact of two important factors on border management: 1) "Migratory movements through neighbouring countries to Europe depend to a large extent on the availability of smuggling services" and 2) "The maritime specialisation of migrant smugglers requires particular attention by border police authorities". The Programme will address these two factors.

From a European perspective, the Global Approach to Migration and Mobility (GAMM), adopted by the European Commission in November 2011, paves the way for cooperation on the management of migration and mobility with partner countries in a coherent and mutually beneficial way through policy dialogue and close practical cooperation. The European Agenda on Migration, adopted by the EC in May 2015, reaffirms this principle by emphasizing the need to 'work in partnership with third countries to tackle migration upstream'. One of the four pillars of the agenda, dedicated to Border Management, encourages more secure borders including through the strengthening of the capacity of countries in North Africa in securing their borders through EU initiatives.

These two reference documents are calling for stronger cooperation with neighbouring countries. They were echoed in the Maghreb by initiatives and dialogues at the regional level (e.g. Rabat Process, the Regional Development and Protection Programme for the North of Africa, the EUROMED Migration programme, etc.) and Agreements at the bilateral level such as Mobility Partnerships in Morocco and Tunisia.

The present action supports the operationalisation of the EU and EUMS bilateral migration agreements and complements actions recently launched in North Africa under the EUTF and its work may further strengthen the impact of ongoing Common Security and Defence Policy (CSDP) missions in neighbouring countries and in the region (Mali, Niger and Libya). It also supports the operationalisation of the Mobility Partnerships in Morocco and in Tunisia and other EU and EUMS bilateral migration Agreements with North African countries. The BMP Maghreb will make sure that the actions funded under the Programme are in line with the principles enshrined in these documents.

2.3 National Background of Tunisia and Morocco Components.

The BMP-Maghreb will have an initial focus on **Tunisia** and **Morocco**. If and once enlarged in scope, the national context of any interested countries will be examined thoroughly to shape an adapted action taking into account all relevant characteristics and ensure maximum impact.

2.3.1 Tunisia Component

In view of the historic challenges that Tunisia faced in the wake of the January 2011 revolution, the EU has set out a new approach aimed at providing the most relevant responses to the rapid changes taking place in the country and to its need for reforms to establish and consolidate sustainable democracy.

This approach will see the strengthened relations translated into closer political cooperation in the areas of governance, security and conflict-resolution. The Mobility Partnership (MP) introduced in 2014 provides the general framework for EU-Tunisia political dialogue on migration. This non-legally binding declaration based on the EU GAMM includes visa

facilitation, integration of Tunisian nationals in the EU, international protection, anti-trafficking measures and border management.

The 2016 European Commission Joint Communication "Strengthening EU support for Tunisia[6]" indicates that, in line with the strengthened security dimension of the European Neighbourhood Policy review, the EU should assist Tunisia in building national capacities and provide expertise through regional and thematic programmes on issues such as border management by "*continuing to support Tunisia's capacity to prevent irregular migration, focussing on fighting organised crimes, smuggling and trafficking in human beings, notably through better border management*".

The 2017 European Commission Joint Communication "Migration on the Central Mediterranean route: Managing flows, saving lives[7]" further identifies a set of key priorities in order to enhance cooperation with partner countries as part of a comprehensive strategy taking into account the regional context, for the cooperation along the Central Mediterranean Route. In particular, it indicates as key action deepening the dialogue and operational cooperation with Tunisia (among others) in order to prevent irregular migration.

With 1,194 km of land border with Algeria, 490 km of land border with Libya and 1,300 km of maritime border which in some places is only 140 km away from European shores, Tunisia is located on a very sensitive geopolitical spot and is therefore directly affected by a number of external factors. Facing a volatile security situation in the region, including in the neighbouring Libya and in the nearby Sahel region, the Tunisian border authorities face powerful smuggling organisations as well as other forms of organised crime, among others.

Tunisia's economic growth was particularly affected by the crisis in Libya, and the terrorist attacks of 2015 which had a very negative impact especially on the tourism sector. In 2017 the budget deficit reached 6.1% and the public debt 71.9% of Gross Domestic Product (GDP) (against 39% in 2010). Inflation increased to 7.6% in May 2018. The unemployment rate is estimated at 15.4% of the active population – with large disparities between regions, sexes (22.8% for women and 12.3% for men), age groups (37% for young people) and levels of education (40.6% for women graduates and 18.9% for men graduates) – and was one of the main factors behind the 2011 revolution.

In addition, Tunisia is confronted with regional inequalities between the interior of the country, more vulnerable to migration, and the coastal areas. In 2015, the poverty rate was 34.2% in Kef (center of the country), against 7.4% in the governorate of Ariana (Tunis). The same disparities affect access to basic services and education levels, with an illiteracy rate of 10.3% in Ben Arous (south of Tunis) and 35% in Kairouan. The current economic context, with high unemployment rates, and internal disparities are among the main factors behind informal cross-border economic activities and migration.

Besides the support to tackle root causes of migration in the most vulnerable regions, provided through a Trust Fund programme adopted in 2016, the European Union is also supporting security sector reform and integrated border management in Tunisia through the comprehensive *Security Sector Reform Programme* and the *Support Programme on Integrated Border Management* (IBM Tunisia). The latter, implemented by ICMPD, focuses on an IBM concept which was tailored to the Tunisian context and needs. The programme

[6] 29.9.2016 JOIN(2016) 47 final - JOINT COMMUNICATION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL "Strengthening EU support for Tunisia"

[7] 25.1.2017 JOIN(2017) 4 final JOINT COMMUNICATION TO THE EUROPEAN PARLIAMENT, THE EUROPEAN COUNCIL AND THE COUNCIL "Migration on the Central Mediterranean route: Managing flows, saving lives

obtained good results so far: the standard operating procedures for IBM have been finalised and submitted for approval; two operational rooms have been installed at the National Guard while a third one is being finalised. The project has also piloted ISMariS – an integrated maritime surveillance system to centralise the data collected by the National Maritime Guard. IBM is based on three core pillars, intra-service cooperation, inter-agency cooperation and international cooperation. The Tunisian President endorsed a **National Strategy on Border Security** in December 2017. The standard operating procedures developed as part of the IBM Tunisia project have served as the basis for the elaboration of the Strategy.

2.3.2 Morocco Component

Morocco is a bridge between both the African and European continents and between the entire Mediterranean region and the Atlantic Ocean. Its geographic location and proximity to European shores explains the constant tensions prevailing along its borders. Morocco is the closest African country to Europe. The two Spanish enclaves of Ceuta and Melilla are located in the north of the country. Morocco has two maritime shorelines: a Mediterranean one of about approximately 200 km and a much longer length of Atlantic shorelines, with the shortest maritime distance to Europe being the 14 km of the Gibraltar Strait.

This specific position renders Morocco very exposed to migration pressure. The country is closely involved in both regional and global migration dialogues and processes. At the continental level, His Majesty King Mohammed VI has been appointed as the Leader of the African Union on the issue of migration during the 28th AU Summit in 2017. King Mohammed VI submitted to the 30th African Union Summit, held on 29th January 2018 in Addis Ababa, "The African Agenda on Migration". This non-binding document shares proposals from official institutions, civil society organizations and researchers from Africa to address migration challenges. As an active member of the Rabat process, Morocco has hosted a ministerial conference in May 2018 whose goal was to establish an action plan for the upcoming 2 years based on the priority areas identified by the 2015 Valletta declaration. In the framework of the Rabat Process Morocco has consistently engaged in forward thinking collaborative migration management efforts. Its commitments in this regard reflect a broader and sustained commitment to south-south partnership with its neighbours in Africa. At the 51st Conference of Conference of the Heads of State of the Economic Community of West African States (ECOWAS) Morocco officially requested to join the regional economic union. The application was endorsed at the summit of Heads of State in June 2017. Additionally, Morocco was designated by the UN General Assembly as the host country for the adoption of the Global Compact on Migration (GCM) in December 2018. The GCM will be the first comprehensive international agreement on Migration negotiated at the global level and Morocco will be a key stakeholder in this process. Furthermore, Morocco assumes the joint Presidency of the Global Forum on Migration and Development and will host the main conference in Marrakesh late 2018.

Morocco's relation to the European Union is regulated through the framework of the European Neighbourhood Policy and especially under the Mobility Partnership Agreement, signed in 2013 which ensures a technical and financial support to Morocco in view of addressing irregular migration and promoting circular mobility through labour migration. The establishment of the EUTF for Africa following the Valletta Summit in 2015 has boosted cooperation efforts with Morocco even if the latter were already substantial. The on-going portfolio of migration programmes in Morocco amounts to 70m€ put in place though 20 programmes addressing varied migration issues and notably supporting the two main

migration strategies of Morocco (the integration strategy – SNIA – on one hand and the support to Moroccans abroad on the other hand).

Strengthening the migration management cooperation between Morocco and Europe is crucial, notably in the field of border management. This strengthening is primarily aimed at addressing the challenges related to irregular migration, human smuggling and trafficking in human beings as well as the activities of international criminal networks, which pose a growing threat. It is in line with EU policies of addressing irregular migration flows its external borders, proposing cooperation and providing support to countries in its neighbourhood and beyond along the main migration routes. The introduction of free movement within the Schengen area made indispensable such a cooperation framework. In light of accrued regional movement and the country's strategic location on south-north migratory routes, Morocco has been decidedly stepping up efforts to manage irregular flows, becoming increasingly a country of transit. Thirteen thousands staffs are deployed along the country's borders. According to the Ministry of Interior, Morocco allocates about 175m€ to border management per year (Moroccan Ministry of Interior, 2018).

However, despite the ongoing cooperation, often considered as a model to be promoted between Spain and Morocco in terms of border management, critical challenges remain: each year, thousands of irregular migrants cross the fences that separate the two continents on land and the short but dangerous maritime crossing between their respective shores. The phenomenon was fuelled notably by conflict escalation in Syria, Libya and Iraq over the last few years, as well as continuous migration pressure originating in sub-Saharan Africa in particular. The Spanish enclave cities of Melilla and Ceuta continue to be flashpoints for irregular crossings on north-African soil, for 57 illegal crossing attempts involving a total of 11,910 persons have been recorded in 2017.

Also, in 2017 alone, over 23,000 irregular migrants took the western Mediterranean route to cross from Morocco into Spain, using both land and sea borders. This represents a sharp increase compared to previous years (9,990 in 2016) and should be put into perspective with decreasing flows along the eastern and central Mediterranean routes over the same period, which remains nevertheless by far the most important route for irregular migration to Europe. Among these arrivals only 4,809 concerned Moroccans, indicating that Morocco is not as much a country of origin than a transit for many migrants. Furthermore, the Moroccan Ministry of Interior indicated that 65,000 migrants were intercepted and that 5,000 migrants were rescued at sea during 2017.

In light of these challenges, the Moroccan Ministry of Interior stressed that enhanced coordination effort and a comprehensive international strategy are required to cope with challenges related to addressing irregular migration flows. In January 2018, during a meeting of the African Union aimed at setting the African agenda on migration, the Moroccan Foreign Minister stressed the importance of promoting border management issues as a major component of the African agenda on migration.

Nevertheless, these efforts require further support and enhanced cooperation with the European Union. In this regard, the Moroccan authorities have already defined 5 pillars for a cooperation with the European Union in terms of integrated border management approach i.e. i) identification processing, ii) land surveillance; iii) costal / maritime surveillance; iv) aerial surveillance, v) communication networks and operational management.

2.4 Lessons learnt

The BMP Maghreb will build notably on the results achieved by previously undertaken cooperation actions between the EU and concerned Maghreb countries in the field of border management. In this regard, the EU and Swiss funded "*Support Programme to Integrated Border Management in Tunisia*" (IBM Tunisia) implemented by ICMPD since May 2015 is an illustrative example and a solid source of lessons learnt. The Programme will also draw lessons from the recommendations and priorities set out by cooperation and coordination mechanisms such as the Working Group on Border Security (so-called G7+6 mechanism) in Tunisia which brings together key ministries involved in border security and members of the international community involved in border security projects.

The Programme will also benefit from the past support of the European Union to the strengthening of border management capacities in Morocco. Indeed, the country benefited from a 67.5m€ budgetary support programme, to support efforts undertaken by the Ministry of Interior between 2007 and 2010 (*the Emergency Program of support for institutional development and upgrading of the migration strategy*) for strengthening border management capacities and reducing emigration from Morocco to the European Union. The main lesson to draw for this programme is the importance of cross-programme governance and the need to target support to different ministries according to a precise and measurable scope.

In addition, one of the most widely reported examples of successful cooperation has been between Spain and Morocco. This bilateral operational cooperation on border management was subsequently supported by EU actions notably via FRONTEX (the European Border and Coast Guard Agency). In this regard, it is important to note that both countries are part of the Africa FRONTEX Intelligence Community (AFIC), which strongly contributes to the exchange of good practices in intelligence sharing in the field of border management and security.

It is crucial to build on first-hand experience in the implementation of border management actions, strengthening inter agency cooperation and coordination for ensuring impact and sustainability. Through a solid trust-building effort, border agencies are willing to join forces and optimise resources (both human and financial) in a systemised way e.g. with the support of the IBM Tunisia the methodology for joint patrols between border guards and custom guards was developed and joint operations carried out. In this scenario, the involvement of technical stakeholders within relevant ministries and authorities has proven to be effective in order to facilitate operations.

Moreover, public awareness of the action and progress, notably in terms of equipment delivery, has proven to be essential to a successful implementation. In this context, public awareness can be achieved, for example, through "soft" public events and targeted campaigns with media coverage to open days, visit to/ from schools, etc. contributing to better public understanding of border police work. It also contributes to increase trust in the public forces and strengthens multi-stakeholders cooperation.

2.5 Complementary actions

Through regular exchanges with the G7+6 mechanism in Tunisia, the BMP Maghreb will maintain an overview of the actions undertaken in the concerned countries and facilitate discussion with and among stakeholders to ensure complementarities with existing and upcoming initiatives addressing same target groups, including through bilateral cooperation. Moreover, the Programme will ensure that the regular technical assessments conducted by national, EUMS and international experts feed necessary information to the dialogue and

consultation mechanism at national level and to the Steering Committee at programme level. In turn, this will allow for evidence-based priority setting and subsequent potential programming of synergies with complementary actions will be undertaken and operationalized with aligned programmes such as:

	Tunisia
Multilateral Cooperation	▪ EU SSR Programme: Support to border management through the construction of border barracks (incl. regional control rooms to be connected to the central room and thereof system developed through IBM Tunisia project) and provision of relevant equipment, to be implemented by UNOPS, as well technical assistance as training; ▪ EU4BorderSecurity: The project aims to increase the capacities of Southern neighbouring countries to undertake risk, strategic and operational analysis with a view of strengthening border security and to support regional information sharing; ▪ SeaHorse: Regional maritime surveillance network; ▪ UNODC: Regional project on fight against trafficking in migrants, against cross-border crime; ▪ UNHCR: International Protection project in Tunisia (funded by the EU and Switzerland) to support the development of a national asylum framework; ▪ OHCHR: Human Rights protection at the borders.
Bi-lateral cooperation	▪ Germany: Pilot Project in the Jendouba, Kef and Kasserine regions with the National Guard, focusing on the refurbishing of the outposts and barracks and the development of control rooms (connected to the central operational control room and thereof system developed through IBM Tunisia project), including provision of equipment ; ▪ Germany: Capacity building and equipment on Document Security for the Border Police and other security providers (coordinated actions with France, The Netherlands, Italy and Switzerland) ; ▪ US: "Security Governance Initiative"; ▪ Japan: "Improvement of Equipment for Security Enhancement" with a major component on airport security; ▪ France: Capacity building programme on biometric systems.

As regards Morocco, a close cooperation on border management is in place between Morocco and Spain, including regular exchanges and joint operations. Other Member States (notably France) have developed bilateral relations and exchanges with Moroccan Authorities as well.

As far as regional cooperation is concerned and in a similar manner as for Tunisia, complementarity will in particular be ensured with the EU4BorderSecurity aiming at increasing the capacities of Southern neighbouring countries to undertake risk, strategic and operational analysis, to be implemented by European Border and Coast Guard Agency (EBCGA), commonly referred to as FRONTEX.

Finally, this Action is also complementary to all the efforts undertaken under the EU bilateral cooperation with Morocco and Tunisia, as well as under the EUTF for Africa aiming at addressing the root causes of irregular migration;

2.6 Donor coordination

A BMP Maghreb Steering Committee (PSC) will be set-up. It will be chaired by the EU and the beneficiary countries and will involve part-taking EU Member States and ICMPD. FRONTEX will be invited as an observer. The EU may decide to invite other actors when deemed necessary. The PSC will provide strategic and overall guidance, and global oversight of the Programme, including assessment and exchanges of good practices. The PSC will provide an overarching programmatic framework for discussion about emerging priorities on border management in the Maghreb region. The results of the consultation process will, on one hand, inform the formulation of possible additional programme-funded actions and provide strategic guidance to ensure coherence between national initiatives (i.e. programme funded actions) and the overall regional context. The Steering Committee will meet once a year.

Additionally, two national Technical Committees will be set up for each of the programme-funded actions. They will be co-chaired respectively by the EU Delegations in Tunisia and Morocco and Tunisian and Moroccan Authorities and will involve where relevant EU Member States, other National Institutions from partner countries and ICMPD in order to define common priorities, set up work plans and oversee the implementation of activities at national level. This will include, if necessary, adaptation of the activities, thus contributing to facilitate the work of the extended project team in terms of successful and timely implementation of the project. The Technical committees will meet twice a year. ICMPD will ensure the secretariat of the Steering and Technical committees.

The contracting authority may decide to organise additional stakeholders' coordination meetings on an ad hoc basis when deemed necessary.

In addition, at national level in the countries of the Maghreb where actions will take place, further consultation and dialogue with concerned stakeholder(s) may be facilitated through coordination groups like the G7+ mechanism in Tunisia. ICMPD is actively involved in the support to the coordination G7+ mechanism, the development and updating of a coordination tools (matrix), and working methods in close link with German Federal Police on Border Security. In Morocco, regular reporting on the progress achieved by the project will be made in the framework of the EUTF local coordination committee (as it is the case for other EUTF financed projects). Information on progress made will also be made available to EU member States, through the local Justice and Home Affairs committee.

This shows the importance of regular consultation and coordination between the beneficiary institutions and the donors. The BMP Maghreb will facilitate a continuous dialogue and step-up its support to relevant mechanisms in each beneficiary country to ensure regular consultation and coordination between all relevant stakeholders.

3. DETAILED DESCRIPTION

3.1. Objectives

The **overall objective** of the Programme, in line with Strategic Objective 5 of the Framework is to mitigate vulnerabilities arising from irregular migration and to combat irregular

migration. The action aims to do so by enhancing the institutional framework of interested countries to protect, monitor and control the borders, while ensuring the free movement of bona fide travellers and goods.

The Programme responds to the following **specific objectives** to be found under the Strategic Objective 5 in the Framework:

- Specific Objective I of the Framework: Migration-related knowledge and data management in the field of irregular migration is improved;
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- Specific Objective III of the Framework: Cooperation between relevant stakeholders in the field of irregular migration is improved;
- Specific Objective IV of the Framework: Rights-based institutional and procedural frameworks on border management are progressively established, including most notably more effective regional and cross-regional coordination and cooperation mechanisms.

The methodology and modalities of the implementation of programme-funded actions, as well as respective specific objectives and expected results are further detailed under Section 4. The implementation of the programme-funded actions will be under the responsibility of ICMPD as coordinator and relevant EU MS as Co-Delegates, where relevant.

3.2. Expected results and main indicative activities

The Programme shall aim at establishing an overall coordination framework which facilitates the formulation and implementation of actions which address specific existing and raising priorities in BM sector in the Maghreb region in full coherence with the national contexts.

Result 1: Migration related knowledge in all relevant areas increased,[8] with a view to supporting regional and cross-regional cooperation on the mitigation of vulnerabilities coming from irregular migration.

Within the framework of the regional coordination and consultation mechanism, main priorities and strategies will be discussed in order to propose active measures in inter-institutional coordination (both at regional and national level, where relevant) to facilitate cross-border cooperation. Common challenges at regional level will be identified and explored within the regional framework in order to support evidence based operational implementation at National level (through the programme-funded actions) and at regional level.

Result 2: Structures/ systems/ processes/ procedures/ tools/ working methods of the supported institution/ entity newly developed or improved,[9] with strong linkages to the respective National Border Management Strategies.

[8] In line with the Framework's Strategic Objective 5, Immediate Outcome 1, corresponding domains of the Joint Valletta Action Plan (JVAP): Domain 1 and Domain 4

[9] In line with the Framework's Strategic Objective 5, Immediate Outcome 5, corresponding domains of the Joint Valletta Action Plan (JVAP): Domain 1 and Domain 4

This result will be achieved, inter alia, through the provision of technical support to the relevant institutions and agencies, and existing inter-institutional coordination mechanisms. In order to support this governance effort, short and long-term support as well as *ad hoc* capacity building activities could be mobilised in order to support national authorities. *Ad hoc* support will be also mobilised to support national authorities in identifying priority actions to subsequently inform the consultation process at regional level. The Programme, through the programme-funded actions and related sub-components, will ensure that working procedures and standard operating procedures related to the new equipment are put in place and communicated to all relevant staff. The Programme will also ensure that all outputs are aligned with international human rights standards, specifically principles of non-discrimination and provision of effective assistance and protection from harm. The Programme will ensure alignment with established national human rights coordination and monitoring mechanisms, as well as ensuring that outputs are tailored to respond to human rights risks and vulnerabilities, such as trafficking in human beings, identified at the respective borders.

Result 3: Standardised production and management of migration-related data enhanced[10]

This result will focus on establishing systemised entry-exit data management and risk analysis by border agencies in view to optimise resources. The Programme will support the work of relevant bodies and entities in developing a migration management support mechanism (entry-exit) and a risk analysis system. It will be achieved by supporting the national border agencies in collecting data at border crossing points, outposts and coastal stations to be further analysed at the central level. The Programme will ensure that a proper balance between the essential objectives of general public interest and the respect for the rights of individuals to privacy and data protection is respected in the use of personal data. This builds on past assessments undertaken by ICMPD in cooperation with Tunisian authorities.

Result 4: Physical and technical infrastructure of the supported institution(s)/ entities is enhanced[11], with the aim to provide more secure borders, in line with international standards in order to reduce irregular migration and facilitate the mobility of bona fide travellers.

To achieve this result, the programme-funded actions will include, inter alia, the provision of priority equipment related to the implementation of agreed priorities at national level, with a focus on enhancing intra-service and inter-agency communication. The provision of equipment will contribute to 1) ensure legitimate trade and travel (therefore the mobility of *bona fide* travellers); 2) enable national authorities to comply with their international obligations; 3) reduce irregular travel and trade by using state of the art technology. Light infrastructural interventions may also be foreseen in order to contribute to the operational functioning of the provided equipment. Specific training of operators on the use of the equipment will be also provided, including human rights training to prevent potential misuse of equipment.

[10] In line with the Framework's Strategic Objective 5, Immediate Outcome 2, corresponding domains of the Joint Valletta Action Plan (JVAP): Domain 1 and Domain 4

[11] In line with the Framework's Strategic Objective 5, Immediate Outcome 4, corresponding domains of the Joint Valletta Action Plan (JVAP): Domain 1 and Domain 4

Result 5: Dialogue/ exchange of experiences between relevant actors at local/ regional/ national/ international level are improved[12], with a view to enhancing internal and inter-agency coordination, in line with rights-based approach.

Enhancing agencies' staff capacity through trainings and improving inter-agency coordination at national level is paramount in order to effectively implement national strategies. Possible activities to achieve this result may include: review of training needs; assessment missions; training of staff and trainers; development and implementation of relevant training curricula, etc. study visits and workshops will be implemented within the programme-funded action and specifically through the related capacity building and support sub-components to strengthen cooperation between beneficiary agencies at national level and EUMS border agencies, with a strong focus on exchanging on intra-service and inter-agency cooperation good practices. A particular focus on rights based approach will be ensured under result 5, based on previous ICMPD successful experiences in fostering a right-based approach to migration management. This focus shall include, inter-alia, supporting coordination between border agencies and national human rights and victim protection authorities; increasing the capacity of border authorities to identify and prevent potential rights violations, such as cases of trafficking in human beings, at border crossing points; and, strengthening the referral pathways to assistance for victims of human rights violations identified at borders.

Programme Funded Actions under National components:

1) **The Italian Initiative on Maritime Surveillance – Integrated Sea Border Surveillance System in Tunisia**

Description of the Initiative: Tunisia

This Initiative implemented in under the leadership of the Italian Ministry of Interior, will strengthen the capacity of competent Tunisian authorities in the areas of maritime surveillance and migration management, including tackling migrant smuggling, search and rescue at sea, as well as in the coast guard sphere of competence. The Initiative will support the Tunisian maritime border agency (*Garde Nationale Maritime*) in strengthening their maritime surveillance capacities, including the ISMariS project developed in the framework of the IBM Tunisia Project. This Initiative is complementary to a previous action that consisted in the delivery of patrol boats by the Italian Ministry of Interior. The Initiative will benefit from the Italian Ministry of Interior's long standing working relations with Tunisian counterparts, technical expertise and practical experience.

The Initiative will target relevant Tunisian authorities, including:

- Ministry of Interior (main beneficiary):
- Maritime National Guard (MNG);
- General Directorate of IT management (*Direction Générale de l'info*rmatique - DGI);
- Directorate of Transmissions (Direction des Transmissions);
- Technical Services of the National Guard (*Services techniques de la Garde*

[12] In line with the Framework's Strategic Objective 5, Immediate Outcome 7, corresponding domains of the Joint Valletta Action Plan (JVAP): Domain 1 and Domain 4

Nationale);

- Regulatory Authority for Electronic Communications (*Autorité de régulation des communications électroniques*);
- Ministry of Defense (limited to some specific activities);
- Tunisian Navy.

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

The Initiative will encompass three modules:

- Primary deployment of maritime surveillance operational solution;
- Completion of a Coastal Surveillance Network, starting from priority coastal areas;
- Three-year maintenance contract for naval units and the whole maritime surveillance system.

The main expected outputs of the Initiative will include (see detailed division of tasks in Annex1):

- communication systems and possibly other sustainable communication technologies necessary for data and voice exchange with naval unit put in place;
- on-board command and control systems to terrestrial operational room and to other naval units already supplied to MNG extended to make maritime surveillance more effective, while ensuring compatibility between existing and new technological solutions;
- both operational and surveillance capability of the entire system increased and expanded by integrating pre-existing radar sites and by developing new ones;
- existing and new radar sites equipped with additional sensors (AIS, daytime and thermal optronic sensors, etc.) in order to increase capability to discover, classify, recognize and identify targets;
- operational and maintenance training delivered;
- operational cooperation between the relevant Tunisian agencies and bodies improved;
- operational cooperation in the maritime domain between Tunisia and Italy (and other EU Member States, and possibly through EUROSUR and FRONTEX) and the neighbouring third countries developed.

2) Integrated Border Management System in Morocco

Description of the Initiative Morocco

This initiative will strengthen Morocco's technical and operational capacities in terms of border management, in line with the implementation of the National Strategy on Immigration and Asylum, in order to address efficiently the different challenges related to irregular migration and border security. This initiative will strengthen the competent authorities' capacities to cope with border management challenges related to irregular

immigration and other relevant issues (security-wise notably). It will aim at enhancing control and surveillance capacities, as well as planning, communication and coordination of interventions between the operational units involved.

To this end a series of custom tailored tools and working methods will be developed, and equipment will be delivered. Accompanying procedures and competences will be developed to ensure enhanced control and surveillance capacities, while optimising use of available resources (financial, human, operational), based on a series of joint assessments. In addition to the delivery of necessary operational equipment and thereto-related trainings, support to the development of an identification system is planned. In this regard, based on the national information system and existing databases, the action will aim at providing different mobile units dispatched to the border areas with direct link to a central unit. This initiative will contribute to increased ability to and greater efficiency in conducting search and rescue operations at sea.

The Initiative will target relevant Moroccan authorities, including:

- Ministry of Interior (main beneficiary):
  - Directorate General of the National Security (DGSN);
  - Directorate General of Territorial Surveillance (DGST);
  - Moroccan Auxiliary Forces (FAM);
  - Moroccan Royal Gendarmerie (GRM);
  - Other relevant stakeholders (additional beneficiaries).

Indirect beneficiaries are migrants stranded as well as migrants in vulnerable situations, as well as travellers and Moroccans living abroad.

The expected outputs of the main activities under the Initiative will include:

- national authorities of Morocco improved their capacities in terms of integrated border management and related procedures and training programs are developed;
- an IT infrastructure collecting, archiving and identifying digital biometrics is developed and used;
- the capacities of Moroccan Services dedicated to terrestrial border management are increased through the acquisition of vehicles as well as surveillance, intervention and communication equipment for the different field units;
- the capacities of Moroccan Services in charge of aerial surveillance are strengthened notably via the acquisition of the necessary equipment.

The capacities of Moroccan Services to ensure the efficient management of maritime borders are strengthened, notably through the acquisition of the necessary operational equipment.

3.3. Risks

For the Maghreb region			
Risks	**Risk level (H/M/L)**	**Assumptions**	**Mitigation measures**
Instability in the region, including spill-over effect from the Syria and Libya crisis	Medium risk	The borders' teams have sufficient resources, experience and expertise to handle unexpected situation.	Constant monitoring of the political and security situation will be ensured by the BMP Maghreb Team. In the case of emergency event, the BMP Maghreb Team will provide a contingency plan and a revised work plan. The Team will also identify a smaller core team from the Border Agencies whom to work with even when all resources are mobilized.
Lack of political will from public authorities to engage in the process.	Medium risk	Tunisia and Morocco have expressed needs on border management at a high political level.	Rules of Engagement will be clearly communicated at the high-level as part of the advocacy component and will be further defined with the involved border agency for each contract. In addition, each action implemented with the Programme cannot exceed a pre-determined amount, in order not to impede other actions.
Delays in the execution of procurement and in the delivery and installation of equipment	Medium risk	The Moroccan and Tunisian border authorities are committed to facilitate the procurement process and have the capacity to provide sufficient support to the procurement and technical teams	The BMP Maghreb will ensure that procedures are launched ahead of time to avoid delays at a later stage.
For Tunisia			
Risks	**Risk level (H/M/L)**	**Assumptions**	**Mitigation measures**

Risk of political instability in the country and change of government.	Low risk	Tunisian border authorities have sufficient autonomy to conduct mid-term and long-term actions.	Constant monitoring of the political and security situation is operated by the BMP Maghreb Team. The Programme foresees the appointment of Focal Points from relevant ministries and border agencies. The Focal Point should have enough autonomy to take some decisions, whatever the political situation. In case of a new government, the BMP Maghreb Team will request a meeting with the highest political instances and the Focal Points to explain the objectives and functioning of the Programme.
Lack of capacity from the border agencies in implementing the actions.	Medium risk	The Tunisian border authorities can provide the technical support and physical space to implement the Actions.	A structured technical review and vetting system will assess whether the border agencies' requests are not excessive compared to its human and material resources and will require factual demonstration of its capabilities. The BMP Maghreb Team will reassess the capabilities before engaging funds for a new Action.
For Morocco			
Risks	**Risk level (H/M/L)**	**Assumptions**	**Mitigation measures**
The tense situation at the Moroccan and Algerian border	Medium risk	The political context remains stable and ensures institutional stability of partners	In the case of emergency event, the BMP Maghreb Team will provide a contingency plan and a revised work plan. The Team will also identify a smaller core team from the Border Agencies whom to work with even when all resources are mobilized.

3.4. Crosscutting issues

The BMP Maghreb will indirectly prevent corruption through the development of transparent and systemised procedures, modernisation of communication and integration of means, allowing for more transparency.

The Programme will also work on gender equality in border institutions and will support gender mainstreaming in the capacity building activities.

A strong emphasis will be placed on the obligation to promote, respect and protect the human rights of individuals at the border. This will be conducted through the standardisation of border procedures according to international human right standards, in particularly with reference to the UN Office of the High Commissioner for Human Rights Recommended Principles and Guidelines on Human Rights at International Borders. Based on specific experiences, in particular in Lebanon where ICMPD implements similar right-based initiatives, ICMPD will ensure that all Programme components will integrate human rights standards, be it for procurement activities or for capacity-building ones.

3.5. Stakeholders

Group of stakeholders	Implementation level
EU Institutions (including EU Delegations)	Regional level Coordination and consultation mechanism
EU Member States	Regional level Coordination and consultation mechanism
National Authorities, Agencies and technical services of partner countries involved in the implementation of Programme-funded Actions	National level Programme-Funded actions and related capacity building and support sub-components
EU Delegations of countries involved in the implementation of Programme-funded Actions	National level Programme-Funded actions and related capacity building and support sub-components
National Authorities, Agencies and technical services of EU Member States involved in the implementation of Programme-funded Actions	National level Programme-Funded actions and related capacity building and support sub-components

While the coordination at regional level will mainly include EU institutions, EU Member States and ICMPD, relevant national authorities of partner countries are main stakeholders in the implementation national level programme-funded actions and related capacity building and support sub-components. National authorities will also inform the consultation process at regional level trough national based activities as per above mentioned objectives and results.

The involvement of national stakeholders will ensure ownership and sustainability of the overall programme and of the programme-funded actions while contributing to the

improvement of inter-institutional coordination and migration governance at national and regional level.

A mentioned above, relevant stakeholders are also EU Member States and EU institutions which will be associated in the consultation and coordination mechanisms as appropriate at both programme level and national level following a subsidiarity approach.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner countries, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012 and Article 17 of Annex IV to the ACP-EU Partnership Agreement.

4.2. Indicative period of operational implementation

The indicative operational implementation period of this action, during which the activities described in section 3.2 will be carried out, is set at 48 months from the signature of the contract.

Extensions of the implementation period may be agreed by the Trust Fund Manager by amending the relevant contracts/ agreements and informing ex-post the Operational Committee.

4.3. Implementation components and modules

Indirect management with the International Centre for Migration Policy Development (ICMPD), together with the Italian Ministry of Interior under the Tunisia component (as per division of tasks outlined in Annex1).

This action may be implemented in indirect management with the International Centre for Migration Policy Development (ICMPD) together with the Italian Ministry of Interior in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 and applicable by virtue of Article 17 of Regulation (EU) No 323/2015. This implementation entails tasks described under the point 3.2.

ICMPD is a leading European international organisation with extensive experience in migration policy development and management, including institutional capacity building across the various migration subfields, and in particular in border management and security. ICMPD has experience in the region, with a wide-range of projects implemented in the MENA region and with a Regional Coordination Office for the Mediterranean based in Malta and a field office for Tunisia and Libya based in Tunis. ICMPD has successfully passed the European Commission Pillar Assessment and has a recognised track record in the management of large programmes entailing equipment provision to various border agencies in Lebanon and Tunisia, as well as to the countries in Central Asia.

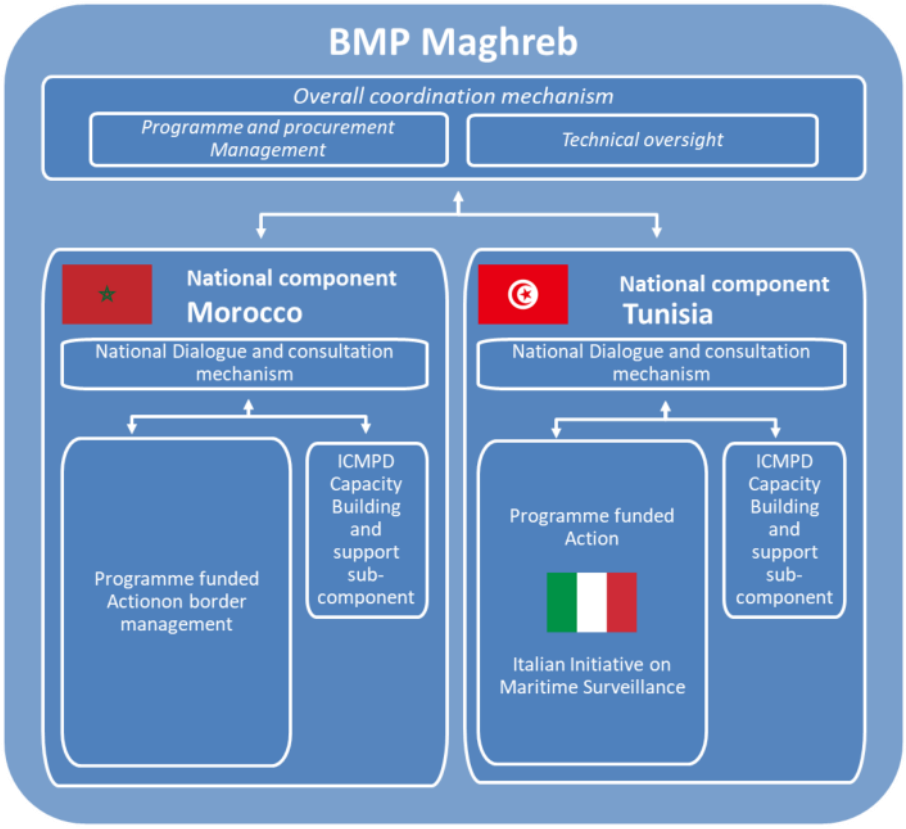
The Border Management & Security (BMS) Programme of ICMPD supports the institutional development and capacity building for migration and border agencies, creating and recommending tailor-made solutions for border and security management. In addition, it contributes to policy development, e.g. by further developing the European concept of Integrated Border Management (IBM) for external cooperation possibilities. For nearly two decades, the BMS team has been involved in multinational-, bilateral- and EU-level initiatives

and projects, with a long-standing and successful track record in the European Union, the Western Balkans, South Eastern Europe, Southern Caucasus, Central Asia and North Africa, as well as increasing activities and presence in the Middle East, West Africa, South America and South Eastern Asia.

The Italian Ministry of Interior is uniquely positioned to serve as a co-delegate under this agreement, for the implementation of the Tunisia National Component due to Italy's close contact and sustained political commitment to its shared security and migration interest with Tunisia. This commitment was enshrined in a joint declaration by Minister of Foreign Affairs and his Tunisian counter-part in 2017. In this declaration both parties committed to closer cooperation on combatting irregular migration and border management, with a focus on the maritime border. The Ministry of Interior is a key interlocutor for Tunisian authorities in the operationalisation of this declaration. At present Italy is providing material and training support to their Tunisian counterparts, and accordingly is uniquely placed to ensure complementarity and synergies, leveraging the both the EU and Italy's contribution. Furthermore the Italian Ministry of Interior is a pillar assessed and accordingly complies with all co-delegate requirements.

Programme Coordination and Project Management

Programme structure



Programme governance

ICMPD will lead the overall coordination mechanism of the Programme, including ensuring coordination and coherence among the programme-funded actions and related sub-components. A specific focus will therefore be on the implementation of the consultation mechanism which is aimed at ensuring closer coordination with relevant stakeholders involved at different levels in the implementation of the national components.

In order to contribute to the implementation of activities aimed at achieving results 4-5, ICMPD will support EU Member States Initiatives (i.e. programme-Funded actions) by managing procurement tasks for the provision of equipment. ICMPD will also be in charge, as part of the overall programme management responsibilities, of knowledge management and communication in order to maximise the visibility of the programme and programme funded actions, partners and donor.

Moreover under the programme-funded actions, whose leadership remains with EU Member States leading the specific initiatives, ICMPD will be also in charge of supporting the national authorities of beneficiary countries with subsidiary actions (sub-components) aimed at providing targeted capacity building and support measures including, but not limited to, mobilising targeted expertise on border management and migration-related topics as well as implementing monitoring and evaluation tasks in line with the MENOA framework.

4.4. Indicative budget

Components	Amount in EUR
Indirect management with ICMPD and Italian Ministry of Interior	55 000 000
Total cost of the Action	**55 000 000**

4.5. Monitoring, evaluation and audit

ICMPD and agencies of EU Member states implementing this Action will comply with the *ad hoc* Monitoring and Evaluation Framework developed for the Trust Fund's North of Africa Window as well as with the reporting requirements and tools being developed by the EU Trust Fund. In addition to monitoring mechanisms (such as M&E plan) at both programme level and programme-funded actions, a final evaluation will be carried out for this action or its components via independent consultants contracted by the European Commission. Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, ad hoc audits or expenditure verification assignments could be contracted by the European Commission. Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly audit plan exercise conducted by the European Commission. Evaluation and audit assignments will be implemented through service contracts; making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

The project team will collect both quantitative and qualitative data needed to update project indicators. The collection of data will be done in compliance with international standards in terms of norms and regulations of collection in particular with the framework of the mechanisms of the MENOA project. All collected data and all purchases made in the framework of the project will be recorded regularly and updated according to the state of use in the EUTF (AKVO) database.

The programmatic team will provide an annual assessment on the quality of the data collected and stored in the EUTF (AKVO) database. This control will be the subject of an annual data control report highlighting the main malfunctions and the corrective actions to be taken.

Reports that ICMPD will submit to the EU:

1. An initial report will be issued two months after the start of activities. This report will contribute to further define activities and schedule.

2. Quarterly reports (the first will be submitted at the same time than the initial report two months after the start of activities and subsequent reports will be submitted every three months) to the European Commission, with a description of the tasks completed and the results achieved on the basis of the logical framework.

3. Annual monitoring reports at the end of each year, the program team will produce an annual monitoring report following the model developed by the MENOA project. This report will present the evolution of both quantitative and qualitative indicators while explaining the collection procedure as well as the difficulties arising during implementation. The first report will be submitted twelve months after the start of activities.

The contracting authority may ask for additional ad hoc reports when needed.

4.6. Communication and visibility

All necessary measures will be taken to ensure the visibility of the European Union financing. Such measures will be in accordance with the applicable rules on the visibility of external Action laid down and published by the Commission set out in the Communication and Visibility Manual for External Actions.

ICMPD is promoting an approach to programme based communication which takes into consideration the importance of how objectives, results and impact are communicated not only to relevant stakeholders but also to the broader public in a balanced manner.

Given the specific nature and the sensitivity of the Programme and its National components, interconnected, coherent and coordinated communication plans will be developed both at regional and national level. The communication plans will entail, among others, the conceptualisation of specific activities contributing to enhance internal information flows as well as communicate the results of the programme to the public with the aim of enhancing partners' visibility and build trust among them.

The foreseen communication strategy at regional level will be the result of an enhanced effort of consultation and coordination among partners and will be finalised during the inception phase of the Programmes.

In this context, public awareness can be achieved, for example, through "soft" public events and targeted campaigns with media coverage to open days, visit to/ from schools, etc. contributing to better public understanding of border police work. It also contributes to increase trust in the public forces and strengthens multi-stakeholders cooperation.