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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX IV**

of the Commission Implementing Decision on the financing of the Individual Measure for the multi-country migration programme in favour of the Southern Neighbourhood for 2022

**Action Document for strengthening the operational capacity of the Egyptian Coast Guard and Egyptian Border Guards to manage migration flows through effective border surveillance and search and rescue at land and sea**

**MEASURE**

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

**1. SYNOPSIS**

**1.1. Action Summary Table**

<b>1. Title CRIS/OPSYS Basic Act</b>	Action Document for Strengthening the operational capacity of the Egyptian Coast Guard and Egyptian Border Guard to manage migration flows through effective surveillance and search and rescue at land and sea (SAR). OPSYS business reference: ACT-60801 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI)
<b>2. Team Europe Initiative (TEI)</b>	There is currently no Team Europe Initiative (TEI) covering migration issues in Egypt
<b>3. Zone benefiting from the action</b>	The action shall be carried out in the Arab Republic of Egypt
<b>4. Programming document</b>	No <sup>1</sup>
<b>5. Link with relevant MIP(s) objectives/expected results</b>	The action is linked to Priority area 2: “Strengthening migration and asylum governance and management”, and in particular: - Specific objective 3: Partner countries' capacity and performance in border management and Search and Rescue (SAR) is enhanced. - Result 3.1: Capacity and performance of border management is improved - Result 3.2: Effective SAR institutional and operational capacities are implemented across partner countries for sea and land - Result 3.3: Management of migration in line with international human rights standards is improved

<sup>1</sup> Multi-annual Indicative Programme for a Multi-country Migration Programme for the Southern Neighbourhood (2021-2027) (under approval)

<b>PRIORITY AREAS AND SECTOR INFORMATION</b>				
<b>6. Priority Area(s), sectors</b>	The action is linked to priority area 2: Strengthening migration and asylum governance and management			
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG : 10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies			
<b>8 a) DAC code(s)</b>	Main DAC code – 15190 – Facilitation of orderly, safe, regular and responsible migration and mobility (100%)			
<b>8 b) Main Delivery Channel</b>	Indirect Management with International Organisations and entity(ies) to be selected in accordance with the criteria set out in section 4.4.4			
<b>9. Targets</b>	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers (from DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>11. Internal markers</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>
Digitalisation		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services		<input type="checkbox"/>	<input type="checkbox"/>
	<u>Connectivity</u> Tags: transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reduction of Inequalities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>BUDGET INFORMATION</b>				
<b>12. Amounts concerned</b>	Budget line: 14.020110 - Southern Neighbourhood Total estimated cost: EUR 23 000 000 Total amount of EU budget contribution: EUR 23 000 000			
<b>MANAGEMENT AND IMPLEMENTATION</b>				
<b>13. Implementation modalities (type of financing and management mode)</b>	Project Modality Indirect management with the entity(ies) to be selected in accordance with the criteria set out in section 4.3.1.			

## 1.2. Summary of the Action

The main priority of the proposed action is to support the Egyptian Government in coping with the migration challenges it is facing at its maritime and land borders. The funds for the action will be drawn from the European Union Neighbourhood, Development and International Cooperation Instrument – Global Europe (NDICI) budget of 2022 covering a four-year action.

The action responds to a key priority area of the external dimension of the New Pact on Migration and Asylum's (the New Pact). The New Pact aims to strengthen effective migration governance and management capacity, which is “a key element in the mutually beneficial partnerships the EU seeks to develop”.<sup>2</sup> Assistance in this area provides an opportunity for third countries to increase their capacities and ownership in border management, including search and rescue (SAR).

The action draws, *inter alia*, on the lessons learned from and complements – with no duplication of activities – the support currently being provided under the EU Emergency Trust Fund for Africa – North Africa window (EUTF-NOA) EUR 60 million programme: “Enhancing the Response to Migration Challenges in Egypt (ERMCE)”. It also complements the “regional programmes implemented by UNHCR: “Enhancing self-reliance and access to rights for refugees and asylum-seekers in North Africa”,

<sup>2</sup> COM (2020) 609 final - Communication on a New Pact on Migration and Asylum [https://eur-lex.europa.eu/resource.html?uri=cellar:85ff8b4f-ff13-11ea-b44f-01aa75ed71a1.0002.02/DOC\\_3&format=PDF](https://eur-lex.europa.eu/resource.html?uri=cellar:85ff8b4f-ff13-11ea-b44f-01aa75ed71a1.0002.02/DOC_3&format=PDF), 23 September 2020

“Durable solutions for Refugee Unaccompanied and Separated Children (Libya and Egypt) and Family Reunification”. It further complements the European Union - International Organization for Migration Joint Initiative (EU-IOM Joint Initiative) in North Africa funded by the EUTF for Africa. The action is guided by the principles of ownership, aid effectiveness, sustainability, complementarity, comprehensiveness, coherence, and responsibility-sharing. It will be built on lessons learned from the past and on-going actions, and be coordinated with other actors present on the ground taking into account the specific context.

Moreover, the action will build upon the longstanding partnership between IOM and the Government of Egypt, especially the Ministry of Defence, as well as with other government and civil society stakeholders active in the field of migration management and protection, and will seek to develop their capacities to provide effective and dignified border management, by applying rights-based, protection oriented and gender sensitive approaches. IOM has developed similar relations with the relevant authorities/bodies in other countries of the region, on which it can draw should the need arise, in particular in Libya and Sudan. IOM is currently also implementing as co-delegate the Support to Integrated Border and Migration Management in Libya (SIBMMIL) project.

It should be noted that this action is the first component of a wider border management support programme in Egypt. The second component is planned for adoption in 2023; the two components’ implementation will therefore overlap.

The overall objective of this action is that irregular migration and trafficking in human beings is reduced along the Egyptian border . In particular, the action will work towards achieving the following:

The Specific Objective is: Enhanced surveillance and SAR operations at land sea by Egyptian Coast Guard and Border Guard in line with national and international obligations, human rights standards and protection-centred approaches.

- Output 1.1: The Egyptian Coast Guard and Border Guard have enhanced surveillance technical capacities;
- Output 1.2: The Egyptian Coast Guard and Border Guard have enhanced knowledge and skills on humanitarian border management and search and rescue of migrants in respect to national and international obligations and with a human rights-based approach.

The duration of the action is estimated to last 48 months.

## **2. RATIONALE**

### **2.1 General Context**

Egypt has traditionally been a country of origin, with migration policies mainly focused on the emigration of workers and diaspora engagement. High unemployment rates, informal work, low wages, and deteriorating job quality have fuelled and continue to fuel the migration aspirations of young Egyptians. In 2021, 17% of Egyptian youth have expressed their intention to migrate <sup>3</sup>. In 2020, the unemployment rate was around 10%, of which 31% was youth unemployment.<sup>4</sup> High youth unemployment is mainly due to weak education systems, a lack of labour market information systems and a mismatch between job seekers’ expectations, incomes, and job availability. The limited number of opportunities in the formal sector has

<sup>3</sup> <https://arabyouthsurvey.com/wp-content/uploads/whitepaper/AYS-2021-Top-10-Findings-English.pdf>

<sup>4</sup> Development of the Landscape Analysis and Country Investment Agenda for Generation Unlimited in Egypt, Inception report – August 2021.

led to the expansion of informal sector jobs, with youth employment in the informal sector reaching 80 per cent in 2019.<sup>5</sup> By 2030, Egypt's working-age population is expected to increase by 20%, which will put additional pressure on job creation.<sup>6</sup>

While Egypt has traditionally been a country of origin, it has increasingly become a country of destination and transit for migrants. As a result of its economic, geographical and geopolitical situation, Egypt is facing growing migration flows of different nature, including refugees, asylum-seekers and migrants. The number of refugees and asylum-seekers registered in Egypt has more than tripled since 2011, counting more than 266,726 refugees and asylum-seekers from 63 different countries in 2021<sup>7</sup> for a total of 6 million migrants according to the Egyptian Ministry of Foreign Affairs.<sup>8</sup>

Egypt's geographical position at the crossroad between North Africa, the Middle East, East Africa and Europe makes it a destination of mixed migration movements. In this perspective, Egypt aims to position itself as a leading player in international, Arab and African affairs, including for what concerns migration issues. A recent example is the launch of the Joint Platform for Migrants and Refugees<sup>9</sup> in September 2021 by the Egyptian Ministry of Foreign Affairs Sameh Shoukry in collaboration with the United Nations. The platform aims at coordinating and mutualizing national and international efforts to provide an enhanced answer to migration challenges while leveraging migration opportunities in Egypt. In 2017 the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP) was set up.<sup>10</sup> In September 2021 also, the Egyptian Government launched its first National Strategy for Human Rights<sup>11</sup>, reflecting the enhanced efforts of the Government towards rights-based approaches in its actions in all its interventions, including migration management and border management. The National Strategy for Human Rights will form an important basis for the proposed action.

This is demonstrated by the country's recent nomination as Global Compact for Migration Champion by the UN Network on Migration, along with its participation in various regional platforms, such as the Khartoum Process<sup>12</sup> and the African Union's Pan-African Forum on Migration.<sup>13</sup> Egypt is becoming an increasingly key partner on migration affairs, both in the region and globally.

Considering the complexity of the drivers of these movements in the Middle East and North Africa (MENA) region and in Sub-Saharan Africa, including conflicts, political instability, persecution, climate change and environmental degradation, demographic changes and lack of economic opportunities, Egypt is likely to experience intensified flows in the medium to long term. Enhanced controls at sea and land will avoid the creation of alternative routes and upwards movements to the EU either via irregular flows via Egypt or via secondary movements. Egypt is a neighbour of both Sudan and Libya, which have experienced tensions and conflicts leading to displacement to safe countries such as Egypt. In addition, the high vulnerability of many African countries to climate change, the looming threat of environmentally induced displacement, coupled with water scarcity and drought, contribute to a high probability of significant people displacement affecting Egypt.

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<sup>5</sup> Youth Employment in the Middle East and North Africa : Revisiting and Reframing the Challenge, Brookings, February 2019, Youth employment in the Middle East and North Africa: Revisiting and reframing the challenge (brookings.edu), <https://www.brookings.edu/research/youth-employment-in-the-middle-east-and-north-africa-revisiting-and-reframing-the-challenge/>

<sup>6</sup> Labour Market Profile Egypt – 2020/2021, Danish Trade Union Development Agency.

<sup>7</sup> <https://www.unhcr.org/eg/wp-content/uploads/sites/36/2021/12/Egypt-Factsheet-October-2021.pdf>

<sup>8</sup> <https://egyptindependent.com/egypt-hosts-6-million-refugees-and-migrants-and-keeps-doors-open/>

<sup>9</sup> <https://www.egypttoday.com/Article/1/109585/Egypt-UN-launch-Joint-Platform-for-Migrants-and-Refugees>

<sup>10</sup> It formed on January 23, 2017 following a decree from the Egyptian Prime Minister No. 192/2017 was established on 7th November 2016 according to the law No. 82/2016

<sup>11</sup> <https://sschr.gov.eg/media/gapb5bq4/national-human-rights-strategy.pdf> , it covers the period 2021-2026

<sup>12</sup> <https://www.khartoumprocess.net/>

<sup>13</sup> <https://www.iom.int/pan-african-forum-migration>

In the shorter term, however, Russia's war of aggression against Ukraine is generating a serious threat to food security across the country. Egypt is the world's largest wheat importer and among the world's top ten importers of sunflower oil and the war has already led to a 44% increase in the price of wheat and to a 32% increase in the price of sunflower oil, with inflationary pressure still mounting, thereby threatening to turn Egypt's already-existing food vulnerability into an existential threat to its entire economy.<sup>14</sup> A worsening food security crisis in the country may lead to increasing outgoing migratory flows, including towards Europe, from both Egyptians and from other nationalities currently residing in Egypt.

All these factors confirm the relevance to support Egypt's efforts in promoting rights-based and protection-oriented border governance for the country's land and sea borders, through the provision of equipment, technical capacity building and scaling up of existing expertise.

Egypt is a beneficiary of the *EU4BorderSecurity* regional programme, which seeks to enhance border security in North Africa and the Levant by fostering bilateral and regional cooperation and thereby to contribute to building trust, mutual understanding, structured partnerships, and exchange of experiences and practices in the domain of Integrated Border Management (IBM). Egypt also actively implements the *Dismantling Human Trafficking & Migrant Smuggling Criminal Networks in North Africa* regional programme, which includes support for border management (limited to border crossing points) and for investigators and prosecutors in combatting the criminal networks engaging in migrant smuggling and in trafficking in human beings.

The proposed action places itself within the EU-Egypt Partnership Priorities (PPs)<sup>15</sup>, the main political framework of EU and Egypt's partnership 2021-2027, where both parties have underlined the importance of working together on all aspects of migration, including border management. The PPs identify three main areas of cooperation: 'Sustainable Modern Economy and Social Development', 'Foreign Policy', and 'Enhancing Stability'. The PPs also cover other components of cooperation, such as the promotion of the human capital, youth, women, political dialogue on democracy and human rights, regional cooperation. On 16 November 2021, the 3rd Egypt-EU Migration Dialogue was held in the context of the visit of Commissioner Johansson to Cairo. While discussions revealed constructive points with Egyptian authorities on all aspects of cooperation on migration, the dialogue emphasised the importance of an enhanced EU support to Egypt regarding the field of migration, including border management.

The proposed action is also expected to support the Government of Egypt in its efforts to implement the Global Compact for Safe, Orderly and Regular Migration, to contribute to the implementation and attainment of the National Counter-Trafficking Strategy [2016-2021]<sup>16</sup> and of the African Union's Migration Policy Framework in Africa [MPFA]<sup>17</sup> and Plan of action [2018-2030]<sup>18</sup>.

The action responds to one of the key priority areas of the New Pact on Migration and Asylum's<sup>19</sup> (the New Pact) external dimension, namely "Partnerships to strengthen migration governance and management", which includes "assist[ing] partner countries in strengthening capacities for border management, including by reinforcing their search and rescue capacities at sea or on land".<sup>20</sup>

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<sup>14</sup> <https://www.mei.edu/publications/russia-ukraine-war-has-turned-egypts-food-crisis-existential-threat-economy>

<sup>15</sup> <https://data.consilium.europa.eu/doc/document/ST-9039-2022-INIT/en/pdf>. To be adopted at the EU-Egypt Association Council of 19 June 2022.

<sup>16</sup> The National Strategy on Combating Trafficking in Persons (2016-2021) <https://www.nccpimandtip.gov.eg/en/Awareness/6>

<sup>17</sup> The Revised Migration Policy Framework for Africa and Plan of Action (2018-2027), African Union, AFRICAN UNION (au.int)

<sup>18</sup> [https://www.ilo.org/africa/areas-of-work/labour-migration/policy-frameworks/WCMS\\_671952/lang--en/index.htm](https://www.ilo.org/africa/areas-of-work/labour-migration/policy-frameworks/WCMS_671952/lang--en/index.htm)

<sup>19</sup> [New Pact on Migration and Asylum | European Commission \(europa.eu\)](https://european-council.europa.eu/media/e3000420/1/162222main_en.pdf)

<sup>20</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0609>

The proposed action is in line with the Joint Communication on a “Renewed partnership with the Southern Neighbourhood: A new Agenda for the Mediterranean”<sup>21</sup>, in which cooperation on migration and mobility includes “significantly step[ing] up common efforts to combat trafficking and fight the criminal networks behind migrant smuggling and trafficking in human beings”, including through strengthening border management capacity.

## 2.2 Problem Analysis

### Short problem analysis

Over the past years, the Government of Egypt has made considerable efforts to manage the migration flows at its borders and within its territory. Irregular migration via the Central Mediterranean route from Egypt to Europe has decreased starting from the end of September 2016, leading to the current quasi-elimination of the departures of migrant boats from its coasts. This is essentially the result of the Egyptian authorities’ increased awareness and consequent commitment to fight irregular migration and the effective strategies put in place by security forces for the prevention of and fight against illegal migration. In particular, in September 2019, the Egyptian Armed Forces announced the completion of the last phase of a border security system<sup>22</sup> as part of a “new monitoring system” for the Border Guard in order to strengthen border management. Combatting organized crime and migrant smuggling was also implemented, *inter alia*, through the reorganization of the police units responsible for the fight against organized crime.<sup>23</sup> Moreover, in December 2019, Egyptian President Abdel Fatah al-Sisi launched an initiative called “Survival Ships” aiming at reducing irregular migration and raising awareness on the risk of irregular journeys through the mobilization of different relevant Ministries.<sup>24</sup>

These efforts, especially in the area of border governance, have yielded concrete positive results. The Egyptian Ministry of Defence (MoD) reported that 5,343 irregular crossings have been intercepted in the Mediterranean Sea by the Egyptian Navy since 2011, including 198 in 2021. In parallel, the Egyptian Border Guards have reported that, in 2021, 305 persons have been intercepted while trying to leave by sea (173 Egyptians and 132 from other nationalities). Since 2016, departures from Egypt’s Mediterranean shores decreased significantly, from 4,873 departures in 2016 to 1,516 in 2020. Regarding irregular crossings by land, the Egyptian Border Guards reported that in 2021 only, a total of 27,708 migrants have been intercepted while attempting to irregularly cross the border, the great majority being Egyptians intercepted at the Libyan border (26,573, representing 96 per cent of the total).<sup>25</sup>

Despite the successful operations conducted by Egyptian security forces at both the country’s land and sea borders, the recent years have shown a significant increase in the irregular arrivals of Egyptian citizens in Europe, mainly arriving from Libya. As of February 2022, Egyptians were the first nationality of arrival in Italy, which is the main point of entry for Egyptian migratory flows into the Schengen area, with 25% of all arrivals by sea (1,383 persons in two months)<sup>26</sup>, compared to 13% for all of 2021 (8,576 persons for the entire year)<sup>27</sup> and to a negligible percentage in 2020 (1,264 persons for to entire year).<sup>28</sup>

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<sup>21</sup> [https://www.eeas.europa.eu/eeas/renewed-partnership-southern-neighbourhood-new-agenda-mediterranean\\_en](https://www.eeas.europa.eu/eeas/renewed-partnership-southern-neighbourhood-new-agenda-mediterranean_en)

<sup>22</sup> <https://www.al-monitor.com/originals/2019/09/egypt-armed-forces-high-tech-security-system-border-monitor.html#ixzz7PV2yh7aj>

<sup>23</sup> In 2017, the Ministerial Decree No. 1202/2017 of the Ministry of Interior On Establishment of Combating Drugs and Organized Crime Sector established specific units to focus on counter smuggling and trafficking.

<sup>24</sup> <https://www.egypttoday.com/Article/1/78787/Sisi-launches-%E2%80%98Survival-Ships%E2%80%99-to-raise-awareness-on-illegal-migration>

<sup>25</sup> Data provided by IOM Egypt.

<sup>26</sup> <https://data2.unhcr.org/en/documents/details/91518>

<sup>27</sup> <https://data2.unhcr.org/en/documents/details/90908>

<sup>28</sup> <https://data2.unhcr.org/en/documents/details/84333>

The proposed action responds to a key priority area of the New Pact on Migration and Asylum's (the New Pact) external dimension namely 'partnerships to strengthen migration governance and management'. Supporting EU partners in developing effective migration governance and management capacity is "a key element in the mutually beneficial partnerships the EU seeks to develop". Assistance in this area provides an opportunity for third countries to increase their capacities and ownership in border management, including Search and Rescue.<sup>29</sup>

In line with the New Pact's policy priority to develop "partnerships to strengthen migration governance and management", including by "assist[ing] partner countries in strengthening capacities for border management, including by reinforcing their search and rescue capacities at sea or on land"<sup>30</sup>, the action aims to support the Egyptian Coast Guard and the Egyptian Border Guards in strengthening border surveillance and search and rescue at land and sea.

It should be noted that this action is the first component of a wider border management support programme in Egypt. The second component is planned for the EU's 2023 financial commitment; the two components' implementation will therefore overlap.

The Egyptian Coast Guard, which is part of the Egyptian Navy (Ministry of Defence), is responsible for the onshore protection of public installations near the coast and the patrol of coastal waters, including to prevent smuggling. The Egyptian Navy is responsible for the open sea. Egypt has three naval bases for operations on the Mediterranean: in Alexandria, Port Said and the 3<sup>rd</sup> of July military base near the border with Libya. The operational range of the Egyptian naval forces in the Mediterranean is 873 km from Salloum to Rafah. The Egyptian Border Guard, which is also under the responsibility of the Ministry of Defence, are tasked with protecting Egypt's land and sea borders (including the Suez Canal) and with stopping irregular migration, including migrant smuggling and human trafficking, and with combatting illegal narcotics trafficking into and out of Egypt. As part of their responsibilities, the Border Guard conduct coastal surveillance and coastal patrols, usually within 2 nautical miles of the shore. The Egyptian Coast Guard is part of the Ministry of Defence and, according to its mandate, is in charge of the shores, which includes surveillance of the sea border and responsibilities for search and rescue operations at sea. The two entities can assist each other in the event of a distress call at sea. Search and Rescue (SAR) falls under the responsibility of the Egyptian Ministry of Defence<sup>31</sup>, who operates Egypt's Maritime Rescue Coordination Centre (MRCC) and the country's SAR centres and therefore coordinates all SAR operations at land and sea with the headquarters of the Egyptian Armed Forces and governmental agencies, as well as with neighbouring countries' Maritime Rescue Coordination Centres when relevant. The Egyptian maritime SAR region covers 162,000 maritime square nautical miles (up to 145 nautical miles from the shore in the Mediterranean Sea and up to 90 nautical miles in the Red Sea) and 541,000 square nautical miles inland.<sup>32</sup>

Overall, Egypt's commitment has until now addressed irregular migration predominantly from a security perspective, sometimes at the expense of other dimensions of migration management, including the rights based protection of migrants, refugees and asylum seekers. Personnel from the Coast Guard and Border Guards need to be fully aware and to develop the necessary skills to respond to cases of irregular migration and trafficking in human beings in full respect of national and international obligations and human rights of all migrants. For this purpose, the Egyptian Coast Guard and Border Guards will be trained to enhance their personnel's knowledge and skills on humanitarian border management and search and rescue of

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<sup>29</sup> COM (2020) 609 final - Communication on a New Pact on Migration and Asylum [https://eur-lex.europa.eu/resource.html?uri=cellar:85ff8b4f-ff13-11ea-b44f-01aa75ed71a1.0002.02/DOC\\_3&format=PDF](https://eur-lex.europa.eu/resource.html?uri=cellar:85ff8b4f-ff13-11ea-b44f-01aa75ed71a1.0002.02/DOC_3&format=PDF), 23 September 2020

<sup>30</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2020%3A609%3AFIN>

<sup>31</sup> Presidential decree no. 300 (1983) establishing SAR centres under the authority of the Ministry of Defence and Minister of defence decree no. 221 (1983) establishing SAR centres under the authority of the Ministry of Defence.

<sup>32</sup> <https://www.icao.int/MID/Documents/2018/ACAC-ICAO%20Civ-Mil%20WS/18-%20Session%203.1-2.pdf>

migrants. Particular attention will also be given to ensure that the rescued or intercepted migrants are referred to the appropriate national services in a safe and dignified manner.

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

The action's main stakeholder is the Egyptian Ministry of Defence, under the responsibility of which are the Egyptian Border Guards and the Egyptian Coast Guard.

Other stakeholders are the National Council for Human Rights, the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons and agencies that are involved in the protection of migrants.

At the initiative of the Commission, the selected Implementing Partner may benefit from expertise provided by competent EU agencies and Member States.

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

### **3. DESCRIPTION OF THE ACTION**

#### **3.1 Objectives and Expected Outputs**

The overall objective of this action is that irregular migration and trafficking in human beings is reduced along the Egyptian border. In this way, the action will support the Government of Egypt to enhance human rights-based and protection-centred border management.

The Specific Objective (Outcome) of this action are:

- Specific Objective – Enhanced border surveillance and SAR operations at land and sea by Egyptian Coast Guard and Border Guards increasingly in line with (inter)national obligations, human rights standards and protection-centred approaches.

The Outputs to be delivered by this action contributing to the Specific Objective (Outcome) are:

Output 1.1: The Egyptian Coast Guard and Border Guard have enhanced surveillance technical capacities

Output 1.2: The Egyptian Coast Guard and Border Guard have enhanced knowledge and skills on humanitarian border management and search and rescue of migrants in respect to national and international obligations and with a human rights-based approach.

#### **3.2 Indicative Activities**

The action may include some or all of the following indicative activities:

*Activities related to Output 1.1 – The Egyptian Coast Guard and Border Guard have enhanced surveillance technical capacities*

- Activity 1.1.1: Procure and deliver surveillance equipment such as cameras and SAR equipment, including SAR vessels, electro-optical systems, thermal cameras, flood lights, rescue kits, satellite positioning system, etc;
- Activity 1.1.2: Provide tailored training programme on the use of the above-mentioned surveillance and SAR equipment, including on (1) technical familiarization and (2) search and rescue operations.

*Activities related to Output 1.2 – The Egyptian Coast Guard and Border Guard have enhanced knowledge and skills on humanitarian border management and search and rescue of migrants in respect to national and international obligations and with a human rights-based approach;*

- Activity 1.2.1: Provide train-the-trainer training on International Migration Law (IML);
- Activity 1.2.2: Provide training on Humanitarian Border Management, including through possible study visits and the sharing of international good practice;
- Activity 1.2.3: Provide training on rights-based interviewing techniques, including through the sharing of international good practice;
- Activity 1.2.4: Provide advice and training on rights-based and protection-sensitive reception and subsequent referral of migrants to other competent state authorities

IOM, or other international agencies, could provide, where needed, additional support to the Egyptian authorities to implement relevant activities indicated above, in line with their mandate.

### **3.3 Mainstreaming**

#### **Environmental Protection, Climate Change and Biodiversity**

The action will continue to integrate to the extent possible environmental and climate change considerations in the planning of the activities.

#### **Outcomes of the Strategic Environmental Assessment (SEA) screening** (relevant for budget support and strategic-level interventions)

The SEA screening concluded that no further action was required.

#### **Outcomes of the Environmental Impact Assessment (EIA) screening**

The EIA screening classified the action as Category C (no need for further assessment).

#### **Outcome of the Climate Risk Assessment (CRA) screening**

The CRA screening concluded that this action is no or low risk (no need for further assessment).

#### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes, this action is labelled as G1. This implies that gender concerns will be mainstreamed in all activities under this action to the extent possible, taking into account the challenging and sensitive context in which the action will take place. The action will ensure that assistance provided is tailored to the needs of women and girls, and thus also contributing to the EU Gender Action Plan (GAP) III<sup>33</sup>. Given the nature of the action, the protection of human rights and due process will be an integral part of the activities carried out. Both age and gender considerations will be mainstreamed in all activities of the project, with gender and age sensitive information campaigns, implementation of the referral mechanisms, equal participation in training programmes and sex disaggregated data. Unaccompanied

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<sup>33</sup> JOIN 2020 17 final - EU Gender Action Plan (GAP) III – An Ambitious Agenda for Gender Equality and Women’s Empowerment in EU External Action, [https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final\\_en.pdf](https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final_en.pdf)

minors and victims of trafficking in human beings will be provided with specialised, gender specific and child sensitive assistance and protection.

## Human Rights

This action is designed to mainstream human rights all along its outcomes, outputs and activities. It will ensure full respect of the human rights of migrants, including non-refoulement, forcibly displaced persons and their communities, based on non-discriminatory principles, self-determination and participation of the migrants as well as confidentiality and right to privacy. Protection and assistance mechanisms, including assistance and protection for victims of trafficking, will take into account the specific situation and vulnerability of the migrants, such as ensuring the best interest of the child, as well as the gender and age of the victims, and the consequences of the specific type of exploitation suffered.

The EU addresses human rights under its bilateral programme with the Government of Egypt as well as under the relevant Thematic Programmes funded under NDICI. The EU can also avail of a series of EU guidelines that aim to provide a practical toolkit for actions to be taken by EU delegations and Member State embassies on key human rights issues, such as dialogue with third countries and on international humanitarian law.

Furthermore, following the conclusions of the European Council of 24-25 June 2021 aimed at preventing loss of life and reducing pressure on European borders in line with the European Union and international law, significant resources will need to be allocated in order for the Egyptian Border Authorities to be able to adequately handle search and rescue operations and to ensure that all operations not only meet international and national obligations but are also carried out with the utmost consideration of the human rights of migrants.

In addition, the action shall conduct due diligence regarding dual use items and ensure that procured equipment is used within the strict limits of the civilian functions of border management, including through the signature of end-user agreements.

## Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0.

## Conflict sensitivity, peace and resilience

Peaceful coexistence with local populations is also a cross cutting issue which will be considered across all elements of the implementation, through needs assessments and context analysis. For the success of the action, it is essential that efforts are made to maintain dialogue with local population and ensure the sensitisation of the community. The leave no-one behind approach is applied.

### 3.4 Risks and Lessons Learned

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External environment	Exchange rate fluctuation between EUR/EGP/USD.	M	M	Careful monitoring of the exchange rates and planning of contingency provisions, such as a contractual agreement on exchange rates during the procurement

	Health risks related to COVID-19 infections.	M	H	If necessary, activities can be conducted remotely (capacity building, technical assistance) or prepared remotely to avoid significant delays in the implementation of the action.
	Lack of monitoring to capacity development, use and training on EU provided equipment.	M	M	The action can only be implemented by pillar assessed implementing partner both for the delivery of equipment as well as for the training that will ensure regular monitoring.
	Activities are delayed due to conflicting priorities of the authorities.	M	M	The action is designed in close cooperation and coordination with the Ministry of Defence. This will ensure that conflicting priorities are addressed before they occur.
Planning, processes and systems	Delays in the execution of construction or procurement and in the delivery and installation of equipment.	M	M	The border authorities are committed to facilitate the construction and the procurement process and have the capacity to provide sufficient support to the procurement and technical teams of the implementing partner.
	Risk of double-funding or inefficiencies of projects as a result of weak coordination between external donors.	L	M	Coordination dialogue on migration will continue via the Migration Roundtable in Egypt (chaired by the EUD) and via ongoing coordination with relevant DGs (notably HOME and ECHO) as well as through the HOMS with EUMS and other G7 cooperation partners.
People and the organisation	Lack of cooperation or ownership of targeted institutions and staff for technical assistance and/or capacity building activities, including on humanitarian aspects.	L	H	The action is designed in coordination with national stakeholders to ensure that activities are aligned to national priorities and needs. Continued policy dialogue with concerned institutions will raise the need for engagement of staff at all levels and the retention of staff whose capacities have been built to the extent possible.
	Diversion and misuse of funds/ fraud and over pricing.	M	M	The action will be implemented by a reliable pillar-assessed entity. It will be requested to propose the project on the annual UN auditing list. Separately, it will be audited by the Commission.
	Strong public criticism against the action.	M	M	In close consultation with the EU, the selected IP will develop a transparent rights based approach and respond to media coverage or other forms of criticisms with counter-argument based on facts to rectify false information and counter negative perceptions. At the same time, the IP will develop and disseminate information showcasing the successes of the action
	risks to perpetuate gender inequalities.	M	H	Gender concerns will be mainstreamed in all activities under this action to the extent possible, taking into account the challenging and sensitive context in which

				the action will take place as well as the type of stakeholders involved.
Communication and information	Media/press critical on the action/support.	M	H	In close consultation with the EU, the selected IP will develop a transparent rights based approach and respond to media coverage or other forms of criticisms with counter-argument based on facts to rectify false information and counter negative perceptions. At the same time, the implementing partner will develop and disseminate information showcasing the successes of the action. The media shall be informed on the importance of saving lives at sea.

**Lessons Learned:**

There has been no previous EU cooperation with Egypt on border management, at the exception of the UNODC-implemented *Dismantling Human Trafficking & Migrant Smuggling Criminal Networks in North Africa* regional programme, which includes support for border management, but limited to border crossing points (BCPs) and therefore to the Ministry of the Interior, which has responsibility over BCPs. The shaping of this first action in support of the Egyptian Ministry of Defence, which has responsibility over all borders at the exception of BCPs, is the result of constructive discussions with both the Ministry of Foreign Affairs and the Ministry of Defence. Lessons learnt from previous border management actions in the region were yet taken on board, including addressing issues related to ensuring a timely procurement process.

The action also takes into account the lessons learned and good practices identified from the EU-IOM Joint Initiative that propagates an integrated approach to voluntary return and sustainable reintegration in Africa. One of its main achievements has been building partners’ ownership, awareness and skills on migrants’ needs and vulnerabilities and how to respond to them. This action will build on the structures and partnerships established through the EU-IOM Joint Initiative, originally funded through the EUTF, and also seek to increase monitoring, evaluation and knowledge management based in third countries to improve the performance of EU-funded actions.

Finally, EU experience in search and rescue at sea, in particular in Libya, has amply demonstrated the importance of a protection-based and rights-based approach, both at sea and upon disembarkation. These aspects have been consequently mainstreamed in to the action.

**3.5 The Intervention Logic**

The underlying intervention logic for this action is that:

IF the activities related to the procurement and delivery of surveillance equipment are realised and the technical training programme has taken place AND the assumptions hold true, THEN the Output 1.1 “The Egyptian Coast Guard and Border Guards have enhanced surveillance technical capacities” is achieved.

And

IF the training on International Migration Law, Humanitarian Border Management and rights-based interviewing techniques and on rights-based and protection-sensitive referral of migrants to other competent state authorities are delivered AND the assumptions hold true, THEN the Output 2.1 “The Egyptian Coast

Guard and Border Guards have enhanced knowledge and skills on humanitarian border management and search and rescue of migrants in respect to national and international obligations and with a human rights-based approach” is achieved.

And

IF the Outcomes are achieved AND the assumptions at this level hold true, THEN the action will contribute to the desired Impact “Egyptian Coast and Border Guards are increasingly carrying out their migration and border management duties in full respect of national and international obligations, human rights standards and protection-centred approaches”. This is BECAUSE past experience has proven that the Egyptian Coast Guards and Egyptian Border Guards are very professional organisations that are willing to adapt to new procedures and circumstances.

### 3.6 Indicative logframe

Results	Results chain: Main expected results [maximum 10]	Indicators [it least one indicator per expected result]	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact</b>	The overall objective of this action is that irregular migration and trafficking in human beings is reduced along the Egyptian border.	In the current circumstances, indicators will be defined at contracting stage aligning to the indicators included in the MIP to the extent possible	Baseline will be defined during the inception phase.	Target will be defined at contracting stage	Sources of data will be defined at contracting stage.	<i>Not applicable</i>
<b>Outcome 1</b>	Enhanced surveillance and SAR operations at sea by Egyptian Coast Guard and Border Guards is increasingly in line with national and international obligations, human rights standards and protection-centred approaches	Idem	Idem	Idem	Idem	Assumptions will be defined at contracting stage.
<b>Output 1 related to Outcome 1</b>	The Egyptian Coast Guard and Border Guards have enhanced surveillance technical capacities	Idem	Idem	Idem	Idem	Idem
<b>Output 2 related to Outcome 1</b>	The Egyptian Coast Guard and Border Guards have enhanced knowledge and skills on humanitarian border management and search and rescue of migrants in respect to national and international obligations and with a human rights-based approach	Idem	Idem	Idem	Idem	Idem

## **4. IMPLEMENTATION ARRANGEMENTS**

### **4.1 Financing Agreement**

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

### **4.2 Indicative Implementation Period**

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of adoption by the Commission of this Financing Decision.

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

### **4.3 Implementation Modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>34</sup>.

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

This action may be implemented in indirect management with one or more entities, which will be selected by the Commission's services using the following criteria: proven track-record and highly specialized experience in the sector and country targeted; significant and specialized competence as to operational capacity, value added, transparency, proven experience in coordination among international and local actors at both EU and country level.

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

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

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

### **4.4 Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

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<sup>34</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

The Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.5 Indicative Budget

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Covering SO 1</b> Indirect management – cf. section 4.3.1	<b>22 920 000</b>
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	80 000
<b>Communication and visibility</b> – cf. section 6	N.A.
<b>Totals</b>	<b>23 000 000</b>

#### 4.6 Organisational Set-up and Responsibilities

A Steering Committee (SC) providing guidance and strategic orientation will be established for the action. The SC shall be chaired by the Ministry of Foreign Affairs which is the entry point of all our communication with the Egyptian Government.

The SC shall include existing national coordination mechanisms, such as the National Council for Human Rights, the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons and agencies that are involved in the protection of migrants.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

## 5 PERFORMANCE MEASUREMENT

### 5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner’s responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. This will include human rights monitoring. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the log-frame matrix.

The action will also be subject to the ROM.<sup>35</sup>

<sup>35</sup> Given the nature of the action, the ROM needs to be carried out in careful engagement with all actors

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

As stated in the Better Regulation, to be comprehensive, the monitoring system put in place must also cover the objectives of the action. Implementing partners' monitoring system is therefore expected to measure, and report, on progress in relation to the planned outputs, outcomes and impact of the action by means of RACER (Relevant, Accepted, Credible, Easy, Robust) and SMART (Specific, Measurable, Achievable, Realistic, Time-related) indicators related to a baseline situation. A balanced indicator system should also include both quantitative and qualitative indicators as well as gendered indicators to be able to monitor gender equality. Establishing corresponding baselines and targets for each indicator selected will be the responsibility of implementing partners' and this information will be provided at contracting level (at the latest at the end of the inception phase).

The monitoring system put in place, which will also cover human rights and do-no-harm impact, will collect and analyse project implementation data to inform on progress towards achievement of planned results to feed decision-making processes and to report on the use of resources. The separation of tasks and coordination on monitoring and reporting duties between the implementing partners involved in the action will have to be detailed and agreed upon by all parties involved at contracting stage. Regular reporting to Member States shall be conducted using existing country-based fora, e.g. the Migration Round Table. In addition, result-based reporting will be used to foster the active and meaningful participation of all stakeholders involved in the action. In this sense, result-based reports will be presented and discussed during the action's steering committee or any other relevant coordination mechanisms established in the framework of this action.

## **5.2 Evaluation**

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

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

In case a final evaluation is envisaged it will be carried out for accountability and learning purposes, including for policy revision, taking into account in particular the fact that the field of migration management is sensitive, thus it requires close analysis of its effectiveness as well as the level participation of direct beneficiaries (right holders), as well as the accountability of the partner countries involved.

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

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

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

### **5.3 Audit and Verifications**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

## **6 COMMUNICATION AND VISIBILITY**

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the instructions given in the Communication and Visibility Requirements of 2018 (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and delegation agreements.

Communication and visibility measures may be funded by another measure constituting a Financing Decision. For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds. Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured if appropriate and relevant given the nature of the action.

Implementing partners shall keep the Commission and concerned EU Delegation fully informed of the planning and implementation of specific visibility and communication activities before the work starts. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.

Any actions related to communication and visibility will be coordinated with the strategic communication actions of the EU Delegations, to ensure coherence of narrative and message, as well as horizontal strategic communication.