Action Fiche for Libya

1 IDENTIFICATION

<table>
<thead>
<tr>
<th>Title/Number</th>
<th>Technical and vocational education and training (TVET) delivery and development</th>
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<tbody>
<tr>
<td>Total cost</td>
<td>EU contribution: EUR 6.5 million</td>
</tr>
<tr>
<td>Aid method / Method of implementation</td>
<td>Project approach – direct centralised management</td>
</tr>
<tr>
<td>DAC-code</td>
<td>11330  Sector  Vocational training</td>
</tr>
</tbody>
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2 RATIONALE

2.1 Sector context

The Libyan economy remains to a high extent a state-driven economy with the public sector absorbing up to 70% of the formal workforce\(^1\). The lure of public sector employment has influenced the returns to education and the TVET sector was rather seen as a second choice for parents and students. Oil revenues allowed the government to rely on foreign workers to meet the requirements of the labour market in terms of skills. The total number of foreign workers was estimated at 2 million\(^2\) before the revolution.

Although no reliable data are available on unemployment, an unemployment rate of 30% is often cited. This high level of unemployment is combined with a high pool of expatriate skilled and less skilled workers. This paradoxical situation is a result of a combination of factors. First, a mismatch exists between the education system and the needs of the labour market, whether on the part of public institutions or from the private sector, as is evidenced by the high unemployment rate of university graduates. According to the Global Competitiveness Report 2010-2011 Libya performs poorly in terms of the overall quality of the educational system, ranking 128 (primary education) and 138 (higher education) out of 139 countries. Second, the place of the public sector in the economy has a huge influence on the labour market; Libya maintains one of the highest levels of public sector employment in the world, of up to 70% (2007) of the formal workforce. The wages and generous non-wage benefits offered by this sector have resulted in unrealistically high wage expectations from job seekers and graduates from universities and TVET schools. Finally, Libyans are generally unwilling to undertake manual work, having a preference for working in the public sector, or for private entrepreneurship as owner of a small business. As a result, large numbers of unskilled migrant workers were recruited to work in the construction sector in

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particular, and the departure of these workers during the period of the revolution has halted work on many construction projects.

Demographic factors will be significant in influencing development of the TVET sector in Libya. On one hand the massive labour immigration has in the past supplied the labour market with the required skills; on the other hand continued demographic growth means that increasing numbers of the young people are reaching working age with poor employment perspectives.

The main problems that the TVET sector is still confronting can be summarised in the following building blocks.

2.1.1 An emerging vision for TVET development

Traditionally TVET has been considered as a path to absorb low performing students both from basic and secondary education. The specialisations offered in TVET schools were based on the availability of equipment and teachers’ qualifications, rather than on the labour market needs, and in fact there are no mechanisms in place to analyse labour market needs and consequently align education and training provision.

However, the high unemployment rate and the need to re-build the country are reshaping the vision about the role and the place of TVET in society. The first national priority of the current government is employment; the creation of thousands of new jobs is envisaged primarily through the launch of a large number of construction projects (a big part of those were identified by the former regime). This goes far beyond the war damages; it will concern building new infrastructure in urban areas and across the country: houses, airports, roads, railways, hotels and hospitals. Construction will therefore support a diversified economy, technologically more advanced and sophisticated compared to the present situation, to complement the oil and gas sector.

This lays the basis for a new vision of TVET in Libya. The government has expressed the priority of creating more and better quality employment, including new jobs at medium and high levels of skills that Libyans would perform as specialised workers and technicians, in addition to highly specialised and managerial positions requiring tertiary education. As a consequence the quality of TVET should significantly increase in order to meet the demands; and at the same time its attractiveness should be enhanced, in order to motivate many more families and learners to opt for technical and vocational qualifications.

2.1.2 Weak partnerships with the labour market and its representatives

TVET in Libya exists in relative isolation from the labour market.

At present upfront consultation with labour market actors is minimal, whether in the course of implementation, or at the end of the TVET delivery. No mechanisms exist either at the level of the TVET Board or within schools to connect with the labour market and companies. No studies are carried out on skills needs in the economy and there is no follow up of graduates by the schools. However, educators and TVET specialists do recognise the potential importance of such studies to better adapt
training provision to the needs of the economy and society. This is also recognised by Employers’ representatives who agree that TVET provision in Libya lacks quality and relevance.

2.1.3 Training process provision in need of reengineering

Training process provision in Libya, in both design and implementation lacks adequate quality assurance mechanisms.

The design of occupational standards is one of the responsibilities of the centre of quality assurance and professional standards which comes under the responsibility of the Ministry of Labour. Although this centre was set up several years ago and has developed some guidelines for designing occupational standards, no standards have been produced so far.

Curriculum design is a responsibility of the TVET Board which ensures that the same curriculum is implemented at national level across all schools. Decisions to revise curricula should normally be based on feedback coming either from labour market representatives or through tracing studies of graduates. However, no labour market studies are carried out, nor is follow-up of graduates done.

Finally, it seems that the Board has no procedure to ensure that the curricula are correctly implemented, especially when new equipment and training of trainers is needed. While quality enhancement at TVET providers’ level is not structured, a Quality Assurance centre for higher education exists, which could serve as a possible reference point for TVET in future.

2.1.4 Stakeholders not sufficiently involved

School directors and teachers have a good analysis of the situation and understanding of the underlying problems. Interest and commitment apparently exist to engage in new approaches.

Social partners in Libya are not actively involved in TVET, as mentioned above. Their interests in this sphere are not as organised as would be desirable in view of their possible participation in, and contribution to TVET. Nonetheless, individual employers have certainly the vision and understanding of a future TVET system responsive to labour market needs. More generally, while civil society organisations are growing in importance their capacity to organise and voice interests remains to be developed.

2.1.5 Intermediate bodies to be strengthened

In the Libyan context, some of the bodies in charge of these functions exist but either they need support to set up methodologies and develop tools or are in search of recognition from the other actors in the system (the centres for Quality Assurance and for professional standards). Certain functions, such as qualifications design and award, are currently not envisaged. The TVET Board, is partly a national decision maker, and partly covers various intermediate functions.
The proposed project would address short-term needs, and at the same time pave the way for longer-term changes of TVET in Libya (Phase I). The project however should be considered as preparation, through capacity building, for a desirable second project, which would continue working on the challenges of TVET in a long-term perspective (Phase II).

Within this logic, the project focus will be on quality improvement through increased relevance of the provision. Activities at providers’ level, will work out test cases of processes and tools that can lead to better quality and more relevant learning. At the level of decision-makers and intermediate bodies, the project will build awareness of key principles such as of lifelong learning, partnerships, quality and relevance, which are conditions for the attractiveness of TVET, on which to build vision and policies in the next stage. The project will also focus on developing the capacity of central and intermediate bodies to coach participating schools, ensure the quality of the pilot actions and draw conclusions for development of the larger system.

2.2 Lessons learnt

Co-operation in this sector in Libya is new. The planned results and activities are based on an identification/formulation mission carried out by the European Training Foundation which has an extensive experience in this sector in the region.

The team met different stakeholders from different institutions, visited various schools and training centres and had working sessions with representatives of international organisations active in this field.

The first findings of the mission and the preliminary ideas about a TVET project were presented during a workshop organised by the deputy Minister of Planning attended by most of the actors in the sector.

Consultations with Libyan civil society organisations have indicated that potential exists for the TVET system to contribute to improving the situation of women in the labour market and in society at large.

2.3 Complementary actions

EU co-operation activities with Libya began in 2005 with the gradual normalisation of Libya’s foreign relations. European Commission co-operation was focused on health and HIV/AIDS, through the Benghazi Action Plan and Instrument for Stability (IfS) action, and on migration, via the Thematic Programme for Cooperation with Third countries in the Areas of Migration and Asylum and its predecessor AENEAS. In the health sector, the EU was the most important donor.

Since 22 February 2011 all co-operation with Libya was temporarily suspended, but the EU provided humanitarian assistance very swiftly (25 February 2011). Since June 2011 activities to support the emerging civil society under the IfS scheme started and others are being contracted under financing from the European Instrument for Democracy and Human Rights (EIDHR) and the European Neighbourhood and Partnership Instrument (ENPI) funds.
In the education sector Libya benefits from the Erasmus Mundus programme, enhancing mobility and co-operation with the EU in the field of higher education. In 2010, a National Tempus Contact point was established by the Libyan authorities, allowing Libya to participate in Tempus programme. Currently, three Libyan universities are involved in Tempus activities related to quality assurance in universities (EUR 400,000).

Libya is currently benefiting from an EU project on “Better quality education and increased inclusiveness for all children” (EUR 2.4 million). The project aims to assure the quality of education and its inclusiveness for all children through provision of quality pre-school and basic education in a child-friendly environment. The focus is on the most vulnerable children and the promotion of inclusive laws and policies enforced at all education management levels.

Finally Libya is benefiting from an international initiative led by the World Bank to set up a roadmap for generating job opportunities and activating competitive skills. The main outputs of this initiative will be a labour market and job skills assessment and gap analysis by sector, employment assessment, assessment of skills needed from domestic and foreign investment, and assessment of labour market programmes.

2.4 Donor co-ordination

Donor co-ordination is being set up by the Libyan authorities, at the strategic level in the Prime Minister's Office with the support of an EU expert, and at the technical level with working groups under the supervision of the Minister of Planning. Meanwhile, the EU Delegation is co-ordinating closely with the UN and the other donors/stakeholders.

3 DESCRIPTION

3.1 Objectives

The overall objective is to enhance the availability of qualified human resources based on the demand of the labour market in order to effectively contribute to the socioeconomic development of Libya.

The specific objective is to improve capacity to provide quality technical and vocational education and training in Libya, where quality comprises both the excellence of the content, and the relevance of the education and training to the demands in the labour market.

3.2 Expected results and main activities

Result 1: better re-integration of unemployed in the labour market.

Through this result the project intends to enhance the capacity of the Ministry of Labour to facilitate the integration of unemployed into the labour market by providing
short-term training courses and support to would-be entrepreneurs. The implementation of these active labour market programmes will require building the expertise of trainers, educators, schools directors, labour markets analysts, advisors to small and medium sized enterprises (SMEs), and other specialists by engaging them directly into activities, accompanied and facilitated by the project’s high level expertise.

The design of short-term training courses relevant to the needs of the labour market would require a clear understanding of the needs of the targeted population. Provision will be ensured either through the training centres under the Ministry of Labour or by the schools under the TVET Authority, especially those that are targeted under result 2 and undergo a modernisation process. It is not expected that private providers will play an active role at least during the first years of the project for lack of experience and expertise.

The selection of unemployed benefiting from the designed programmes will take account of the following elements: level of qualifications; specialisation; age; gender; duration of unemployment, the region, etc.

Although the total number of unemployed targeted by this result will be quite limited the expertise developed through the project will allow the Ministry of Labour to replicate the training courses and address a bigger number of unemployed. In the long run, the role of the Ministry of Labour might evolve from a “training provider” designing and delivering courses to a regulatory body of a the training market where public and private providers support companies in identifying their needs and designing suitable courses.

Main activities:

- Realise a comprehensive analysis of the unemployed population in terms of age, gender, level of qualifications, previous experience in the labour market, possible individual projects, etc;
- Identify the demand for skills in selected sectors based on existing studies complemented if necessary by focused surveys. This activity will include a specific identification of opportunities for women in the labour market;
- Design, provide or procure short-term courses, including courses designed specifically to respond to the needs of women;
- Identify and deliver specific training targeting would-be entrepreneurs.

Result 2: the quality and relevance of training provision is enhanced in a selected number of TVET schools to meet the social and economic needs of the community in terms of qualifications.

As indicated above, TVET schools lack expertise and tools to analyse the labour market needs and adapt their training provision to these needs. This result is concerned with accompanying a number of selected schools (five to eight schools are foreseen) to enhance the quality of their training provision. The technical assistance will assist the schools in analysing and improving the whole process of provision from the analyses of the labour market needs to the follow-up of graduates. More specifically it will
support them in analysing their internal organisation and their ability to deliver training courses and other services to the wider community, in getting closer to their environment and in developing tools and mechanisms to identify and respond to the emerging training needs.

It is essential to give as much freedom and autonomy as possible to these schools to develop and test different tools and models. A space should be given to these schools to share the new developments between themselves and with others.

Throughout this project, the selected schools will adopt a new paradigm: responding the labour market needs rather than reacting uncritically to the “wishes” of learners. Staff will therefore have to question their services and the manner of delivering them, and remain focused on the real demand for skills in the labour market. There may be some resistance to this approach from the staff, who will therefore need to be supported and motivated.

In the selection of schools, the project should look at the following elements: level of qualifications targeted by the schools; economic sector targeted by the courses offered; regional balance and finally the willingness of the school staff and management to go through a demanding reform process.

**Main activities:**

- Carry out an analysis of the organisation of the school and the services delivered;
- Classify TVET programmes according to their relevance to Labour market needs in priority economic sectors;
- Design/adapt new curricula;
- Train the trainers on the requirements of the new curricula;
- Implement the newly designed curricula;
- Test new models for school management in the selected schools;
- Set up partnership schemes/arrangements with the local actors (SMEs, local authorities, other public or private vocational education and training (VET) providers) at the level of each school.

Result 1 and result 2 will build on the output of the assessment of employment needs and priorities led by the World Bank.

**Result 3: strengthened capacity of intermediary bodies**

Schools are not the unique actors in training provision. Many functions related to VET have either to be performed at central level by institutions independent from schools in order to ensure overall coherence in the system.

The TVET Board is the most important body in the national system, having an overall responsibility for the whole TVET system, including the modernisation of the schools, and will have a key role in allowing them more autonomy and a greater capacity to adapt their training provision in line with needs. Most probably the success of the
project, especially in relation to the modernisation of selected schools, will depend upon it. There may be a need to reshape the Board’s mandate and role.

The project will work also with the intermediary bodies that play a central role in any VET system and that are in charge of curriculum design, quality assurance, occupational and qualification standards, etc.

The project will provide two types of support to the above bodies: first in carrying out their normal functions such as design of occupational qualifications, curriculum design, training of trainers, etc., and second, in supporting the schools to capitalise on the tools and mechanisms produced under the project, to disseminate and mainstream them in the whole TVET system.

The project will map all these bodies and clearly identify their roles in the system. Support will then be provided in better delivery their services.

Main activities:

- Analysis of the current mission and mandate of the Board;
- Mapping the existing intermediary bodies in terms of roles and responsibilities;
- Reviewing the quality assurance and quality enhancement approaches and processes in the TVET sector, and recommend possible improvements;
- Disseminating and mainstreaming the newly developed tools in the TVET system;
- Organising a yearly meeting for TVET schools’ and centres’ directors to exchange best practices;
- Disseminating the results of the project.

Result 4: reinforced capacity of the main stakeholders representing the demand side such as employers’ organisations, syndicates and others to play an active role in the modernisation of the TVET system.

The success of any TVET system depends on the capacity of the demand side to express its needs. In Libya employers’ organisations and trade unions are not actively involved in the training system and if consulted at all it is usually on personal basis and though informal channels. Through this result, the project intends to build their capacity to actively participate in the training system.

There may be dedicated activities for this group of stakeholders to build their capacities, but this result will mainly be achieved through ensuring their participation to the various activities of the project.

The activities will include:

- Mapping the social partners;
- Organising capacity building activities through workshops and study visit for stakeholders;
- Setting up a steering committee for the project.
All the activities of the project will be implemented in view of long-term changes, with a view to creating the expertise that Libya may use to design and implement the required fundamental reorientation of the TVET sector.

Detailed planning for project implementation will take account of human and financial resources required for all the planned activities, as well as the optimal sequencing of activities to efficiently achieve the planned results. Synergies can be found through implementing certain activities in parallel, while the outputs of certain activities should be used as inputs for others.

Capacity building is a key feature to which two results are dedicated. Through the implementation of the activities of the project, stakeholders will acquire familiarity with mechanisms and methods that support a closer relationship between the demand and supply in TVET.

The strategy for capacity building will be awareness raising and action learning. Exposure to international experience will be instrumental to learn about key common principles while alternative approaches to implementation will be investigated, so as to compare respective strengths and weaknesses. Existing tools, methodological documents, assessments and reviews in relevant language (Arabic and English) will be made available and utilised in a critical manner. New tools and methodological documents will be produced in line with the specific Libyan environment and the specific needs of the selected schools.

Finally the project will link the results achieved to a strategy of information and dissemination, which will permit the TVET sector to progressively acquire greater visibility in the education and training environment, across the economy, and within the overall national policy agenda. This could done through organising yearly conference on TVET, as well as thematic workshops to present the pilot work done in the 5-8 schools and training centres to other schools and centres. The project will build an intranet for schools and training centres and provide information on internet, and will publish articles and progress reports through other media.

3.3 Risks

The first major risk is the overall uncertainty related to developments in the political sphere following the elections in July 2012, which may affect Libya's economic, social and institutional priorities and consequently have an impact on the implementation of the whole project. However, whatever are the results of the elections foreseen in June, the newly elected government will have to tackle unemployment and the necessity of improving the relevance of the qualifications of the workforce to a more diversified economic structure.

The second risk is related to resistance to change from TVET stakeholders both from the selected schools and the TVET board. Efforts to modernise the system will include adapting the training provision to labour market needs, adopting new management models encompassing some forms of accountability, at least through tracer studies, and moving towards new pedagogical approaches. All these changes would put the directors and the trainers of the schools under greater pressure, and it is therefore important that the selection of the schools should consider the preparedness of their
staff to embark upon such a process. As for the TVET Board, the modernisation of the selected schools might bring new functions and responsibilities to the Board that is not prepared for or that could be challenging for its staff. Result 3 has been designed to accompany the Board in its transformation.

A third risk is a temptation from the Libyan authorities to import TVET models and standards from EU countries. While lessons can be drawn from these experiences, they cannot be simply adopted. Therefore, the project intends to organise study visits to EU Member States and to southern Neighbourhood countries to give an opportunity to Libyan stakeholders to understand how different countries are implementing different policies and setting up different institutions and arrangements to address similar challenges.

A final risk may emerge from the weak co-operation between the different stakeholders and ministries particularly in charge of TVET and of labour. Result 1 of this project will bring valuable information on labour market demand that should be used by Result 2 in assessing the relevance of some training courses. Therefore, the project proposes setting up a steering committee for this project involving the main stakeholders. The steering committee would also serve as a learning platform for the project.

3.4 Cross-cutting issues

The project recognises in full the importance of considering cross-cutting issues (particularly gender, but also environment etc.) during the design, formulation and implementation of this project. This project intends to equip Libyans with the appropriate skills needed by the labour market through short-term training courses, support in setting up businesses and formal training. A special focus will be given to schools and training programmes that improve the participation of women in the labour market and allow them to access all jobs not only more traditional occupations. It is expected that the selection of schools benefiting from the project support under result 2 will consider the gender issue and include as a priority those offering substantial courses to women. Where necessary, specific actions will be undertaken to facilitate the participation of women in the different activities of the project.

Finally, the project may undertake specific information campaigns targeting women about the existing and newly developed courses.

The project will ensure as well that all activities implemented will not impact negatively on the environment.

3.5 Stakeholders

The final beneficiaries of the proposed project are young students and graduates, unemployed adults in general and demobilised fighters in particular, employers and Libyan society at large.

The formal beneficiaries in terms of the main recipients for the technical assistance and responsibility for implementation of the project are the Ministry of Labour (result 1) and the TVET Board (result 2).
Beside the government, the employers and employees (the social partners) the project will closely associate in the activities:

- The existing intermediate bodies: the Centre for Quality Assurance and Professional Standards (under the Ministry of Labour) in charge of developing occupational standards; the Centre for Quality Assurance and Accreditation (under the Ministry of Higher Education).

- Educational institutions: between 5-8 educational institutions will be selected to take part in the initial TVET activities. The selection may follow a sector approach (where institutions of different certification levels within one or more sectors are considered); or a geographical approach (where institutions represent different regions, with less regards to the sector and/or levels); or a level approach (where a level of certification is given priority, and institutions of the same level represent different regions). A mixed solution is also possible.

- Training institutions: there are two main training institutions (with respective branches) under the Ministry of Labour with different mandates and capacity. One is more vocational oriented, notably in construction, another specialises in re-training for civil servants. A shift in focus towards a diversity of non-formal training courses is taking place, to respond to corporate clients and increase revenues.

- Business advisory services: the SMEs Programme Agency, under the Ministry of Economy, has established 5 centres offering business incubators and advisory services to start-ups. The services also include training for entrepreneurs. The involvement of one or more of these centres is an option to be further explored.

- The project falls under the overall co-ordination of the Libyan Ministry of Planning, as part of its functions in the area of co-ordination of international assistance.

4 IMPLEMENTATION ISSUES

4.1 Method of implementation

The programme will be implemented under direct centralised management through a service contract with the British Council (BC), acting as leader of a European Union consortium of which Aarhus Tech of Denmark and the National Institute for Education of the Czech Republic (NUV) are also members. The service contract will be awarded by direct agreement, in line with EU crisis procedures.

The BC has a solid track record of in management of TVET projects throughout the world, particularly in fragile and post-conflict states, and has an office in Libya and current activities with TVET stakeholders in the country. The BC will draw on the expertise of a number of European institutions, including Aarhus Tech of Denmark and the National Institute for Education of the Czech Republic (NUV). Aarhus Tech has been involved in education and labour market reform processes in Central and Eastern Europe, the Balkans the former Soviet Union, the Middle East and Africa for more than 20 years. The NUV, which is directly managed by the Czech Ministry of Education, Youth and Sports, has more than 60 years of operation within the TVET
sector, strong experience of EU approaches and methodologies, and direct experience with the reform of TVET systems in the context of transition to a market economy.

The British Council, will be responsible for programme direction, implementation, backstopping, monitoring and evaluation and financial and contract management. The British Council will provide advice on capacity-building approaches, labour market analysis, curriculum development, quality improvement and assurance, enterprise and entrepreneurship training and promotion, and interventions targeted at women. The British Council will provide technical expertise, identify local and international short-term experts and draw on its vast experience of delivering similar projects in the Middle East and elsewhere. It will lead the Technical Advisory Committee and provide study tours and work shadowing opportunities in the UK.

Aarhus Tech will be responsible for provision of technical expertise, identifying local and international short-term experts, supporting implementation and sharing of good practice in TVET from its experiences of delivering TVET in Denmark. Aarhus Tech will also provide advice on partnership approaches with local actors, labour market analysis, curriculum development, train the trainer approaches, quality improvement and assurance, and interventions targeted at women. Aarhus Tech will be a member of the Technical Advisory Committee. It will also provide policy input and study tours to Denmark.

The role of NUV will provide expertise and examples of good practice which draws on the experiences gained in rapid transformation of (a) Czechoslovakia to the Czech Republic and Slovakia, and (b) from a centrally planned to a market economy. This experience is highly relevant in the context of Libya and would benefit the decision making processes of National Transitional Council and of the National Government currently being formed. NUV has significant experience of EU approaches and methodologies and of applying these internationally. NUV will provide short-term expertise to the project and be a member of the Technical Advisory Committee. It will also provide policy input and study tour opportunities to the Czech Republic.

4.2 Procurement and grant award procedures

Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the ENPI Regulation.

Considering the nature of the actions to be implemented, the reigning crisis situation in Libya and the recognised expertise and experience of British Council in the TVET sector and in the country make BC the most suitable contractor to carry out the action.
Therefore, the programme will be implemented through a service contract directly awarded to BC on the basis of Art 242(1) of the implementing rules of the Financial Regulation.

4.3 Indicative budget and calendar

The programme will be financed by the European Union with a contribution of EUR 6.5 million covering 100% of the programme budget.

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<tr>
<th>Indicative budget</th>
<th>EU contribution (in EUR)</th>
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<tr>
<td>Service contract with British Council</td>
<td>6,500,000</td>
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<tr>
<td>Total</td>
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The operational duration of the Action is 36 months from the signature of the contract. Activities are foreseen to start on 2 January 2013 in Tripoli and are planned to end by 31 December 2015.

4.4 Performance monitoring

Performance indicators will form part of the EU-British Council contract. Since a large number of experts and different forms of capacity building are expected to take place, performance monitoring is crucial and has to be designed according to the specific objectives of each intervention. In addition, the project may be subject to the Commission’s Results Oriented Monitoring.

4.5 Evaluation and audit

An external evaluation and audit will be carried out by independent consultants recruited directly by the Commission in accordance with EU rules and procedures and in line with specifically established terms of reference. These evaluations and audits will be funded from other sources than the project budget.

4.6 Communication and visibility

All visibility activities will be implemented in accordance with the Communication and Visibility Manual for EU External Actions4.