

ACTION DOCUMENT

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

1. IDENTIFICATION

Title	Reference: T05-EUTF-NOA-REG-14 Durable solutions for Refugee Unaccompanied and Separated Children (Libya and Egypt) and Family Reunification
Zone benefitting from the action / Localisation	Libya and Egypt and Family reunification destination countries (France, UK, Italy, Germany, USA, the Netherlands, Norway and Sweden ¹) Earmarked fund UNHCR: Family reunification origin countries (Sudan and Ethiopia) (beyond area of intervention of NoA TF)
Total cost	Total estimated cost: 5 220 000 EUR Total amount drawn from the Trust Fund: 3 700 000 EUR Co-financing amount: 300 000 EUR ² Earmarked funding for Ethiopia and Sudan: 1 220 000 EUR ³
Aid modality(ies) and implementation modality(ies)	Indirect management through Contribution Agreement with UNHCR
DAC – codes	15190 - Facilitation of orderly, safe, regular and responsible migration and mobility 16010 - Social protection
Main delivery channels	United Nations High Commissioner for Refugees (UNHCR) - 41121

¹ The mentioned countries are those to which the highest number of FR took place in the past. In addition, in the case of identified UASCs with potential close family ties in Switzerland, the IP will reach out the relevant Swiss authorities to start the process according to Swiss requirements.

² Which makes it a multi donor project under FAFA rules.

³ This AD will support the interventions taking place in Libya and Egypt together with the general coordination of the action (based in Tunisia). These interventions are embedded into a broader action entailing Family Reunification interventions in countries of origin (mainly Sudan and Ethiopia) in order to avoid further dangerous movements for the children and act before it is already late. Sudan and Ethiopia are beyond the area of intervention of EUTF NoA and **will not** be directly supported by this AD in terms of generating eligible costs. However, the Sudan and Ethiopia will be covered by UNHCR and/or through external donors for the implementing partner to identify. Programmatically the budget of the contract will be therefore limited to **EUR 4 million (EUR 3.7 million from EUTF + EUR 300,000 co-financing UNHCR)** and results to be achieved as indicated in the logical framework will be mainly focused on Libya, Egypt and overall coordination actions. Nevertheless, the interventions of this AD will work in synergy with the broader Family Reunification action and the latter will be informed in the reports as background information and general update in order to show the relation of the interventions funded through the AD with the overall action. These broader Family Reunification interventions amount to EUR 1,220,000 and are considered UNHCR earmarked co financing. This is of outmost importance for EUTF who cares about the whole continuum of the action and strives for tackling root causes and prevention of dangerous movements of vulnerable children.

Markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Participatory development / good governance	X	<input type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and empowerment of women and girls	X	<input type="checkbox"/>	<input type="checkbox"/>
	Trade development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new born and child health	<input type="checkbox"/>	X	<input type="checkbox"/>
	Disaster Risk Reduction	X	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	X	<input type="checkbox"/>	<input type="checkbox"/>
	Disability	X	<input type="checkbox"/>	<input type="checkbox"/>
	Rio Markers	Not targeted	Significant objective	Principal objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Migration marker	<input type="checkbox"/>	<input type="checkbox"/>	X
	Digitalisation	X	<input type="checkbox"/>	<input type="checkbox"/>
	COVID-19	<input type="checkbox"/>	X	<input type="checkbox"/>
SDG	<ul style="list-style-type: none"> - Goal 10: Reduce inequality within and among countries - Goal 16: Promote just, peaceful and inclusive societies - Goal 3: Ensure healthy lives and promote well-being for all at all ages 			
Valetta Action Plan Domains	3. Protection and asylum			
Strategic objectives of the Trust Fund	3. Improved migration management			
Beneficiaries of the action	<p>DIRECT: 2,419 refugee children (Libya and Egypt)⁴. (The broader action will also tackle 750 in Sudan and Ethiopia).</p> <p>INDIRECT Family members estimated at 3,000⁵</p>			
Derogations, authorised exceptions, prior approvals	N/A			

2. RATIONALE AND CONTEXT

2.1. Summary of the action and objectives

The **overall objective** is to improve the protection and expand access to sustainable solutions for unaccompanied and separated children (UASC)⁶ and youth along the Central Mediterranean

⁴ 450 refugee children in Libya, 1969 refugee children in Egypt (broader action will also tackle 750 in Sudan and Ethiopia).

⁵ Families of the children benefiting from Family Reunification.

⁶ The Action Document will usually refer to the unified terminology UASCs (unaccompanied and separated children). Anyway, all children and youth mentioned in this document are refugees or asylum-seekers and does not apply to host community children as per UNHCR mandate.

Route (CMR). Though moving children in the current context is difficult due to restrictions introduced to counter the COVID 19 virus, preparations for reunification of unaccompanied or separated children with their families should continue and needs support.

The **specific objective** is to reduce risks associated with secondary movement, trafficking and smuggling for children in Libya and Egypt through comprehensive child protection interventions including family reunification. This objective will work in synergy with the bigger intervention taking place in countries of origin like Ethiopia and Sudan - from which family reunification can be facilitated before dangerous movements onwards are undertaken.

These interventions in Libya and Egypt will entail enhancement of comprehensive case management services, expansion of educational, livelihood and recreational activities as well as increased access to alternative care such as foster arrangements are supported. For children and youth for whom solutions are identified, this action will facilitate such solutions with an overall emphasis on increasing access to family reunification to third countries. Other, less frequent options only when determined to be a child's best interest, are FR in countries of origin and FR in cross-border/ first asylum countries (except Egypt).

With the rapid spread of the **COVID-19 pandemic**, the needs of migrant and refugee children have become even more acute⁷. Meeting those needs is key to safeguarding both their wellbeing today and their future potential, and it is more important than ever to find sustainable solutions for the children covered by this AD⁸. The processing of family reunification is a lengthy and crucial process that continues even under the current difficult circumstances, and all the child protection measures presented within this AD are more important and relevant in the light of the COVID-19 and should be reinforced.

This Action is in line with the European Union Trust Fund for Africa's effort to foster stability, enhance access to durable solutions and promote better migration management: T05-EUTF-NOA-REG-09-01, T05-EUTF-NOA-EG-01 and T05-EUTF-NOA-LY-08. The previous actions have shown tangible results⁹ for the protection of UASC that will be therefore scaled up. The Action contributes to Valetta Action Plan domain 3 "Protection and asylum" as well as to Strategic Objective 3 of the Operational Framework of the North of Africa window of the EUTF for Africa, namely "to strengthen protection and resilience for those in need".

As mentioned this Action will create synergies with the cross-regional intervention on Family Reunification (FR) that UNHCR is piloting in several countries (Libya, Egypt, Ethiopia and Sudan), targeting children and youth along the Central Mediterranean Route and that aims to facilitate family reunification before dangerous journeys are undertaken. While legal FR processes should benefit any family member who qualifies, refugees worldwide experience several challenges accessing FR, particularly children who are trying to reunite with parents,

⁷ See Global Humanitarian Response Plan COVID-19 (GHRP), United Nations Coordinated Appeal April-December 2020.

⁸ See press release 20th April 2020 Joint statement by Henrietta Fore, UNICEF Executive Director, and Filippo Grandi, UN High Commissioner for Refugees: "As COVID-19 pandemic continues, forcibly displaced children need more support than ever"

⁹ The one in Egypt is still in a starting phase

siblings or other relatives in another countries¹⁰. These difficulties are often due to challenges in understanding the application process, accessing *pro bono* legal support, obtaining documentation within or outside their country of origin, accessing the relevant embassies, meeting the related costs (DNA testing, travel, etc.) or other obstacles related to their refugee or asylum-seeker status. In addition to this, relatives in third countries filing for reunification with their children/minor relatives often must meet specific filing deadlines which if missed require unrealistic income and/or housing conditions. Access to free or low-cost legal services to file such complex FR applications is not always readily available and some refugees find themselves paying private lawyers for inadequate legal assistance. At other times, frustrated with the various challenges and obstacles to accessing FR, refugees may sometimes choose ‘onward movement’ with the assistance of smugglers on dangerous sea crossings facing trafficking, Gender Based Violence (GBV), arbitrary detention and possible death at sea.

This FR program is therefore essential considering the current situation in Libya. Reaching more children and prioritizing FR in third countries will ensure children have a legal opportunity to reach safety without risking their lives during the journeys. While FR back to a child’s country of origin or cross-border reunification will be pursued through the project, a majority of the cases profiled will be joining biological parents or other qualifying relatives in third countries. The target ‘destination’ countries for the project include Germany, Italy, France, Sweden, Norway, United Kingdom, United States and The Netherlands. By 24 of April 2020, UNHCR Libya had registered a total of 48,627 refugees and asylum seekers, out of which 1,188 are UASC¹¹ mainly from Eritrea, Sudan, Somalia and some lower numbers from South Sudan. A total of 43% of the current registered UASC population is in detention, while the rest live in often precarious situations in and around urban Tripoli. Children at-risk in Libya have very unique and urgent protection needs, related both to the current situation in Libya as well as perilous experiences “on the route” from their countries of origin to Libya. The main protection needs include GBV, kidnapping-for-ransom, trafficking, child labour (forced and often without compensation), risk of recruitment into armed groups and lack of access within Libya to any structured and functioning national system, which can respond to their needs. For girls at risk, forced marriage remains a major concern both inside and outside detention centres (DC). With this action the current response to UASC children will be scaled up in Libya in order to undertake intensive case management through increased identification, referrals and emergency response to children at risk according to their interests.

In Egypt, at the end of December 2019, UNHCR had registered a total of 254,726 refugees and asylum seekers, most of whom reside in urban centres such as Cairo and, to a lesser extent, Alexandria and other locations. UNHCR Egypt registered a total of 4,855 UASCs. The top nationalities of the unaccompanied children are Sub-Saharan (Eritreans, Sudanese, Somali, Ethiopian and South Sudanese) while the separated children are often Syrians. The Egyptian

¹⁰ Biological parents can be anywhere, but in general there is only FR in case that they are in a safe country – usually when parents are already in Europe and North America–. For instance, there is no family reunification for refugee children to parents currently living in Libya. It is possible for parents/relatives to be in country-of-origin and UNHCR is doing a family reunification of an UASC if it can be assured that the return of the child will not inflict persecution in the country of origin for the child or immediate family. This is the purpose of the Best Interest Determination procedure (BID) where all solutions for a child are being considered. Another option is the family reunification to a country of first asylum (except to Egypt): if parents/biological relatives are in a safe country of asylum FR can be organised there. Example: Eritrean child in Libya has his parents in a refugee camp in Ethiopia.

¹¹ UNHCR Libya update 24 April 2020

environment for children at risk is particularly challenging with large number of UASCs scattered across many neighbourhoods of big cities and with many case management and protection related challenges, especially in the COVID-19 context. Case management systems will be expanded for children and youth at risk as well as increasing coordination and capacity building of national stakeholders and key partners in a complementary way with the ongoing EUTF grant to UNHCR Egypt, which focuses on education and health assistance. The Action in Egypt will be implemented by UNHCR Egypt as the chair of the Inter-Agency Case Conference and the co-chair (along with UNICEF) of the Child Protection Sub-Working Group (CPSWG). UNHCR's leadership role remains instrumental in ensuring a comprehensive, collaborative approach to strengthening the inter-agency coordination and referral pathways, as well as the case management and alternative care arrangements. UNHCR Egypt will ensure collaboration with main stakeholders, mainly the Government of Egypt (GoE) and other key stakeholders (such as the EU Delegation, UNICEF, ICRC¹², etc.). Through the CPSWG, UNHCR and UNICEF, as well as NGOs active in the same area and often implementing on behalf of the UN agencies, are closely coordinating and ensuring no over-lapping of activities but rather the creation of synergies. UNHCR operates with a system of cross-referrals with all stakeholders who identify cases of UACS as well as itself referring requests for assistance by other actors if possible¹³.

Regarding specific locations, in Libya the support to refugee children and youth is nationwide. In Egypt, the main focus is in Greater Cairo and to a lesser extent in and around Alexandria, although refugee children in other locations will be considered within this Action. In Ethiopia, the focus is on children in the Tigray region (Northern Ethiopia) where approximately 30 UACS arrive from Eritrea on a daily basis. At present, UNHCR covers two of the four refugee camps in Shire (Mai An camp and Adi Harush camp) with the aim to extend activities to the two other camps in the future. The FR project is operational in both Kassala (Eastern Sudan) and Khartoum in Sudan.

The main immediate outcomes to achieve through this Action are the following:

1. Access to appropriate alternative care arrangements and family based cared provided to UASC and youth in Libya and Egypt.
2. Access to developmental and livelihood opportunities are provided to UASC and youth.
3. Improved access to family reunification and other durable solutions/complementary pathways.
4. Regional and country level cooperation and coordination strengthened to produce better outcomes for children and youth related to mixed movements settings.

¹² The support received by ICRC is very specific on family tracing for cases with unclear locations of relatives as well as for organizing travel documents for persons approved for FR.

¹³ This is not applicable for FR but only for assistance while in the current location.

2.2. Context

2.2.1. *National context*

Libya

The conflict in Libya has been ongoing since the 2011 revolution, subsequent NATO-led intervention and overthrow of Colonel Muammar Gadhafi. The United Nations Mission to Libya (UNSMIL) was established soon after with the mandate to support an inclusive Libyan political process. Its mandate was renewed in 2018.

Since 2014 Libya has been split between three rival governments based in the western and eastern regions, each backed by different militias and tribes. In December 2015, the UN brokered an agreement that brought opposing parties together in Tripoli, creating a unity government and presidency council to govern during a transition period of two years. However, Libya continued to suffer from interlinked political, security and economic crisis that are driving conflict, damaging economy, weakening state institutions and facilitating criminal gangs and the existence of non-state armed actors. On April 4 2019, Libya National Army (LNA) Commander General Khalifa Haftar, launched an offensive against the internationally-recognized Government of National Accord (GNA) in Tripoli. His attack prevented UNSMIL from convening the EU-funded National Conference and found the opposition of armed groups loyal to the GNA. Since the April 2019 attack, conflicts between the two sides have escalated. A Russian-Turkish call for a ceasefire on 12 January was followed on 19 January by the Berlin conference which brought together all the major international partners on Libya (UN, EU, African Union, Arab League, and leaders of 12 countries) and resulted in a detailed declaration and an operational plan.

To date, those documents remain the guiding reference for the EU and its member states in Security Sector Reform, Rule of Law, Human Rights, Economic Reforms and political dialogue.

While fighting subsided in January and part of February, attacks resumed and resulted in numerous civilian casualties particularly in April and May. Meanwhile, UNSMIL convened all the Libyan-Libyan negotiating tracks including the Joint Military Committee. On 23 February, UNSMIL submitted to the GNA and the LNA a draft ceasefire agreement which has now been commented by both sides with a resumption of talks expected soon. UNSMIL has also started an International Follow up Committee and four thematic working groups on Politics, Economy, Security and IHL - the economy group being co-chaired by the EU. The EU has also started to implement operation Irini to monitor the violations of the arms embargo and all member states have jointly called on Libyan sides to commit seriously to political and security negotiations amidst escalating fighting and foreign intervention.

After the 12 January ceasefire, Tripoli continues to see regular clashes between rival forces. At present, reports have emerged of Turkish-backed Syrian troops seen operating in Tripoli while Russian mercenaries, who entered Libya, to support Haftar's forces in September, are decreasing their presence. All parts of Libya have seen increases in violence and crime, with Tripoli and Benghazi increasingly becoming hubs for the illicit sale of drugs and arms. In mid-January, tribal militias loyal to Haftar shut down eastern oil ports in protest of Turkey's military

support to the GNA. The National Oil Corporation (NOC) has reported that over 75% of Libya's oil output in areas that Haftar controls has been cut. In the South the presence of Haftar's LNA forces seem to have caused disruptions and an escalation in tensions between local communities.

International participants in the 19 January 2020 Berlin conference agreed to a communique meant to be a starting point for further UN-led peace negotiations. The UN, EU, African Union, Arab League, and leaders of 12 countries agreed to a ceasefire agreement in Libya, and a pledge to uphold the UN arms embargo established in 2011. However, foreign shipments to militants have reportedly resumed. GNA Prime Minister Fayez al-Serraj and General Haftar both attended the Berlin summit but did not meet. It is uncertain whether the agreement will hold while signs are mainly in the opposite direction.

Egypt

Egypt's location between the Middle East, Africa and Europe makes it a key transit and destination country in terms of mixed population movements. Despite this, in recent years, the GoE has prevented any irregular mixed movements from the Northern Coast of Egypt across the Mediterranean.

Egypt's economic reforms since 2016 have impacted the daily life of ordinary people, in particular the most vulnerable. Refugees and asylum-seekers registered by UNHCR in Egypt are predominantly from the Syrian Arab Republic (Syria), Eritrea, Ethiopia, Iraq, South Sudan, Sudan and Yemen, living in urban areas alongside local communities. Their self-reliance has been impacted by a significant rise in the cost of living, increasing their vulnerabilities and dependence on assistance. This is expected to continue in 2020. Their situation is more and more characterized by challenging socio-economic conditions, which impact on their inclusion, especially regarding access to employment, public and quality education and adequate health services.

Nevertheless, the government grants refugees and asylum-seekers of all nationalities access to primary health care at par with Egyptian nationals. Moreover, Syrian, Sudanese and Yemeni refugees and asylum-seekers are granted full access to public education. In 2020, these acquired rights are expected to continue being expanded. However, there exists a lack of awareness about refugee rights - at different levels – while the delays in issuance of official documentation and residence permits can increase the risk of arrest and detention. Moreover, many of the refugee and asylum-seekers registered by UNHCR have witnessed years of conflict and instability in their country of origin, an element that adds to the vulnerability of the population in the country of asylum.

As a consequence, the refugee population in Egypt remains very vulnerable. According to the latest UNHCR's statistical estimates, 86% of the registered refugees and asylum-seekers are facing difficulties meeting their basic needs as their total expenditure was below the 2018-2019 Minimum Expenditure Basket (MEB).

In 2020, UNHCR continues to engage with the GoE to lead on the implementation of the 3RP for the Syria crisis and the Egypt Response Plan for refugees and asylum-seekers from sub-Saharan Africa, Iraq and Yemen, in close coordination with UN and NGO partners.

2.2.2. Sector context: policies and challenges

Migration context in Libya

Libyan law criminalises entering, exiting and staying irregularly in Libya. The country does not have a comprehensive migration governance framework nor an asylum system. Existing laws and regulations, some of which date back to the 1950s, contain significant gaps. Even though the country signed and ratified the 1969 OAU Convention on Refugees, Libya has never signed the 1951 Refugee Convention. In addition to this, Libya's migration profile is characterized by different migration flows and patterns. Economic prosperity pre 2011, porous borders and the complex realities of the political and economic situation in Libya and other regional countries, have seen Libya hosting various mixed migration flows. Following the crisis of 2014, Libya increasingly became a transit country towards Europe due to the absence of powerful central authorities, effective border control and weakness in rule of law.

The presence of large numbers of migrants has a long tradition in Libya, from unqualified workers to highly technical personal. IOM Libya's Displacement Tracking Matrix (DTM) programme has identified to be at least 653,800 migrants present in Libya during the last round of data collection¹⁴. Migrants were identified in all 100 municipalities, within 559 communities and coming from 40 different countries. The majority come from Libya's neighbouring countries, especially Niger, Chad, Sudan and Egypt, which account for 65% of Libya's migrant population. Despite the current challenges and conflict, higher salaries vis-à-vis neighbouring countries, and demand in Libya's labour market continue to make the country an attractive destination for migrants. Furthermore, despite substantial decreases in sea crossings from Libya to Italy over the past two years, the country also remains an important transit point for migrants attempting to cross the Mediterranean Sea.

There are more than 48,600 persons registered as refugees or asylum seekers¹⁵ as of April 2020, around 1,800 migrants and refugees in official detention centres (DCs) (i.e. DCs run by the government) and an unknown number of persons in unofficial detention centres, smuggling/trafficking camps and the new so-called "investigation units" to which more and more persons from disembarkation points are brought and to which humanitarian agencies have no or very limited access. International stakeholders and humanitarian actors continue to advocate for alternatives to DCs where minimal conditions are not ensured and access for humanitarian partners is limited.

Libya remains an important transit country for refugees and migrants to reach Europe. People still attempt dangerous journeys across the Mediterranean Sea organized by smugglers and traffickers with a high risk to their lives. As of April 2020, the instructions to the Libyan Coast Guard (LCG) concerning rescue/interception activities at sea remain unclear. After a partial shift of migration flows from West Africa from the Central Mediterranean Route (CMR) to the Western Mediterranean Route (WMR) since the second quarter of 2018 and a substantial decrease in arrivals by sea in Italy observed until the end of 2019, the first two months of 2020 showed a sharp increase in people rescued/intercepted at sea and reaching Italy (compared with the respective figures in 2019) and despite unfavourable weather conditions.

¹⁴ IOM (April, 2020). DTM Libya Round 29 Migrant Report.

¹⁵ UNHCR Libya response dashboard, 10 April 2020.

Damage to housing and infrastructure has been observed across Libya, mostly on the coastal areas including Sirt, Benghazi, Misrata and, more recently also in Tripoli. The ongoing conflict in Western Libya has also resulted in a shortage of housing in Western Libya and increases in rental prices while liquidity constraints and inflation add to the challenges faced by Libyans. COVID-19 pandemic is adding further constraints to this situation.

Migration context in Libya: UASC

Protection challenges are multiple in Libya for all people affected by the crisis, migrants, refugees, IDPs and vulnerable host communities. This is particularly harsh for children, and even more for UASC. The needs are primarily driven by exposure to risks and threats, trauma, vulnerability, inability to cope with conflict and violence, human rights violations and abuse and major challenges related to impediments to access critical services and essential goods and commodities. According to the Humanitarian Needs Overview (HNO)¹⁶, refugee and migrant children, of whom 35% are unaccompanied and separated children are traumatized throughout their journey and stay in Libya, experiencing or witnessing abuse, killing, torture, and sexual exploitation. Migrant and refugee children are also disproportionately affected by the worst forms of child labour, particularly for boys who constitute 73% of migrant children. According to HNO 2020 of the overall number of children in need of protection assistance in 2020, 26% are migrant and refugee children, and of these 35% are unaccompanied and separated children.

By the end of March 2020, UNHCR Libya had registered a total of 48,626 refugees and asylum seekers, out of which 1,188 are UASC¹⁷. A total of 43% of the current registered UASC population is in detention, while the rest live in often precarious situations in and around urban Tripoli.

The current foster and alternative care interventions in Libya for refugee and asylum-seeker children are insufficient to meet the existing caseload. Hundreds of UASC reside in the urban environment in ad hoc housing or move between insecure housing arrangements, while others work for families in exploitative situations of child labour. Foster parents are often overstretched and housing many children at once in a state of serious insecurity. This Action will expand the response for foster care mechanisms in the urban environment.

Family reunification (FR) Libya

The UNHCR Libya operation is faced with myriad challenges for the implementation of the FR project and for children to benefit from sustainable solutions outside of Libya. There is only one European Embassy in Tripoli (Italy), so embassy interviews and consular logistics are particularly challenging for most refugees with a viable case. Of the 153 refugee children and additional 100 vulnerable adults profiled in Libya for the project, only a small fraction is

¹⁶ HNO Humanitarian Needs Overview Libya, 2020.

¹⁷ UNHCR April 2020. UNHCR Libya is providing services to any registered refugees or asylum-seeker UASC in urban settings. For migrant UACS, IOM is in charge. UNHCR faces challenges with Libyan authorities for services related to release from detention or exit permits to leave the country for any persons who are not among the 7 plus 2 nationalities agreed (Iraqi, Syrian, Palestinian, Eritrean, Ethiopian, Somali, Sudanese + 2 additional: South Sudanese, Yemeni). UNHCR had a very small number of non-7+2 nationalities for which they were able to obtain permission to exit the country in the past, but this number remains very low (and not specifically for UASC but mainly adults).

accessible, and many are in DCs where international organisations have limited or no access. To overcome the access issue, UNHCR Libya partners with Médecins Sans Frontiers (MSF) to assist in conducting initial assessments with the children in certain DCs. If the situation permits (for example medical cases), most vulnerable cases in Libya are evacuated through the Emergency Transit Mechanism (ETM) to Niger, Rwanda or Italy (if spaces allow) in order to continue processing FR applications and/or reunify with the family in third countries through resettlement. For evacuation, UNHCR is working closely with ICRC to obtain travel documents and negotiating exit permissions from the Libyan authorities¹⁸ is a necessary and time-consuming aspect of the FR work. Ongoing advocacy with EU MS to consider flexible processing using the Italian Embassy is also underway. Regarding the Libya caseload, UNHCR is also open to exceptionally consider including vulnerable migrants referred by IOM in the program, on the condition that their relatives in the third country hold either refugee or subsidiary protection and that they are legally eligible for FR.

Migration context in Egypt

Egypt remains both a transit and a destination country for refugees and asylum-seekers, mainly from Syria, Sudan, South Sudan, Ethiopia, Eritrea, Iraq, Somalia and Yemen. The refugee and asylum-seeker populations are very diverse with 254,726 refugees and asylum-seekers from 58 different countries being registered with UNHCR Egypt as of end of 2019. Most of them live in urban areas of Greater Cairo, Alexandria, Sharkia and Damietta. Syrians continue to be the largest group registered at about half the total registered population. The remaining persons of concern to UNHCR are mostly from sub-Saharan African countries, Yemen and Iraq.

The Arab Republic of Egypt ratified the 1951 Convention Relating to the Status of Refugees and its 1967 Protocol in 1981, as well as the 1969 OAU Convention governing specific problems of refugees in Africa in 1980. However, the country does not have asylum legislation in place and it has maintained reservations to four of the five welfare provisions in the 1951 Convention. Under a Memorandum of Understanding signed in 1954, the GoE delegated to UNHCR all the functional responsibilities related to registration, documentation and refugee status determination (RSD). The GoE retains the role of issuance of residence permits for people who registered with UNHCR and holding asylum-seeker or refugee cards. The residence permits are valid for six months only and need to be renewed each time in Cairo¹⁹.

Migration context in Egypt: UASC

UNHCR registered a total of 4,855 UASCs in Egypt, with the majority being unaccompanied (3,369 children)²⁰. While more than half of the registered PoCs in Egypt are Syrian, the top nationalities of unaccompanied children are overwhelmingly from sub-Saharan African

¹⁸ ICRC mainly provides travel documents if the UN travel permit is not sufficient.

¹⁹ Registration and documentation of refugees and asylum-seekers are fundamental functions of the refugee protection regime. Registration not only provides the basis for the identification of persons in need of international protection, but also ensures that refugees and asylum-seekers are issued with documents that are critical for their protection, and for the ability to access assistance and services – including health and education.

²⁰ Unaccompanied child - a child who is separated from his/her family (both nuclear and extended) and is totally alone while a separated child is anyone below the age of 18 years who is separated from both parents or guardians or any other person who under law or custom is responsible for his/her care. This definition is also sometimes used to cover unaccompanied children, although in many emergencies children are sometimes accompanied by either community members, friends or members of the extended family.

countries. Of the 3,369 unaccompanied children in Egypt, almost half (1,555 individuals) are Eritrean, followed by Sudanese (839), Somali (258) as well as Ethiopian (277) and South Sudanese (144). This Action in Egypt will focus on UASC and youth from primarily Sub-Saharan nationalities.

Unlike refugee camp contexts, the Egyptian environment for children at risk is particularly challenging with large numbers of UASC from varying nationalities scattered across many poor informal area neighbourhoods. The prevailing context, combined with increasing UASC registration, presents various case management challenges from a logistical and human resource perspective.

Family Reunification (FR) in Egypt

To date, 156 cases have been so far profiled by UNHCR Egypt and an array of solutions are considered for them following an initial Best Interests Determination Procedure (BID) undertaken by Egypt's FR expert. For children with qualifying relatives (i.e. biological parents), such cases are referred for legal assistance. As Egypt benefits from a robust and diverse resettlement quota, children with non-qualifying links but who demonstrate strong bonds of dependency to non-parental relatives and high protection risks will continue to be strategically channelled to resettlement in order to facilitate their reunification.

The BID – which involves the inputs and review of the Egyptian child protection national workforce - will continue to guide recommendations on such cases. The FR project in Egypt also focuses heavily on overall systems strengthening for FR, including improving data collection on family links for children, strengthening referral pathways, engaging in advocacy with embassies, conducting outreach to operational and implementing partners to help with identification of cases, and continued community engagement. The FR expert also assists refugees with interventions to facilitate their FR cases, including handling requests for exit visas, DNA, refugee status determination and travel documents. Lastly, the FR project in Egypt has a strong dimension specifically for children who are not aware of the whereabouts of their relatives. For this aspect, collaboration with ICRC and their on-going programs, including the useful “Trace the Face” program which is particularly helpful for certain nationalities, is a key component of on-going case management of FR cases.

2.2.3. Justification for use of EUTF funds for this action

This Action Document aims to enhance current efforts through T05-EUTF-NOA-REG-09-01, T05-EUTF-NOA-EG-01 and T05-EUTF-NOA-LY-08 to promote better migration management for most vulnerable Persons of Concern (PoCs), in this case UASC.

EUTF has the flexibility to respond to a crisis scenario such as the Libya one, with interventions adapted to the specific context, combining lifesaving actions for the most vulnerable (foster care arrangements in urban settings, protection monitoring, alternative care) together with advocacy and durable solutions strategies (support to FR processes). Also, in Egypt the action will target at-risk refugee children and youth from sub-Saharan nationalities who face specific challenges in the community such as problems accessing education and difficulties to be connected to quality alternative care for unaccompanied children.

In countries of origin such as Sudan and Ethiopia, the interventions will be covered by UNHCR funds (earmarked funds) and not by EUTF. They will focus solely on FR, such as legal assistance, in order to bolster access to solutions. The embedding of our AD in this strategy is envisaged as a key preventive measure to stem onward movement of UASC to Libya and Egypt, especially those who have right to reunify with relatives elsewhere (see section 2.4).

The implementation of protection programmes funded under the EUTF have shown tangible results enhancing the protection of vulnerable people in Libya and Egypt such as (among other things)²¹:

- Since September 2017 until end December 2019 under the ETM, 4,646 persons have been evacuated from Libya to Niger (3,080) and Rwanda (306). In addition, humanitarian evacuations to Italy (808) were conducted between 2017 and 2019. Out of these total evacuation numbers there were 671 UASC to the ETM Niger, 130 UACS to ETM Rwanda and 152 UACS to Italy.
- 3,220 children were assisted at disembarkation points upon rescue/interception at sea operations in Libya;
- 70,000 young children received formal and informal education, protection services and psycho-social support since EUTF constitution;
- In Egypt, a new regional action called 'Enhancing self-reliance and access to rights for refugees and asylum-seekers in North Africa' (T05-EUTF-NOA-REG-09-01) is committing EUR 7,705,000 for improving access to quality education and health services for 38,610 refugees and asylum-seekers.²²
- In Egypt, Save the Children (SCI) has implemented a project called "Addressing Unsafe Migration from Egypt". (T05-EUTF-NOA-REG-01-01) which has conducted up to 2,465 vulnerability assessment interviews with children and youth aged between 10-25, out of which 341 individuals reported protection violations while all of them (100%) referred to appropriate services provided by other organizations or other SCI projects.

2.3. Lessons learnt

Several lessons learnt are being drawn from results of previous interventions in protection and with UASC and incorporated into this one:

- General: Activities proposed within the framework of this Action need to be based on flexible approaches that can adapt to changing circumstances.
- General: There is a need to promote conflict sensitivity approaches and mainstream them in the design and implementation of activities, taking into account the political and social dynamics, as well as the fragmentation of the actors and communities in Libya.

²¹ EUTF 2019 Annual Report

²² Action in its inception phase

- General: There is a need to integrate child protection and FR activities and work in the countries of origin, transit and destination and with all relevant partners (IOM, UNICEF, ICRC and key NGOs).
- Libya: It is of paramount importance to continue to identify options to safely accommodate UASC outside DCs and foster urban settings alternatives.
- Libya: The most sustainable solutions identified are resettlement, FR, evacuations and humanitarian voluntary returns. Developments in 2019 have shown that it is very important to put a particular emphasis on refugees and asylum-seekers living in urban settings to avoid negative coping mechanisms, for example choosing to enter DCs in the belief that this would make them priority cases for solutions outside Libya.
- Egypt: there is a need to raise awareness of the different services, as well as service providers and strengthen coordination between these, especially for community support to children and youth-at-risk. The 2019 Participatory Assessment by UNHCR Egypt identified a need to establish a functional support structure to facilitate access to assistance for UACS and other vulnerable children.

2.4. Complementary actions and synergies

It is of utmost importance to keep in mind that Egypt and Libya are not UASC producing countries. UASC to be assisted through this action are not Egyptians or Libyans themselves but refugee children coming mostly from the Horn of Africa countries. It is essential to coordinate and to embed EUTF-NoA interventions in bigger frameworks with activities happening before refugees – in this case children- are forced to reach North African countries risking their lives during the journey or afterwards by crossing the sea and/or living under even more difficult conditions than in their previous place. This will reduce the risk of unnecessary deaths, exploitation and trauma and children being exposed to trafficking and smuggling. This AD will therefore work in close synergy with the bigger Family Reunification intervention (through earmarked funding from the IP) upstream, i.e. before these children are locked up in trafficking or detention centres in Libya or living in risky environments in Egypt.

In 2019, the Special Envoy for the Central Mediterranean Situation launched a pilot intervention to enhance access to FR for children and youth at risk in in six key locations (Cairo, Egypt; Tripoli, Libya; Addis Ababa and Shire, Ethiopia; and Kassala and Khartoum, Sudan). The UNHCR intervention targets primarily European and North American FR cases with a focus on Germany, Italy, the Netherlands, Sweden, Norway, UK, France and USA. Activities include case management, legal assistance and advocacy, overall FR system strengthening and strengthening child protection.

Ethiopia has a long-standing history of hosting refugees. The country maintains an open-door policy for refugees from 19 countries and allows humanitarian access and protection to those seeking asylum on its territory. Continued insecurity within neighbouring states has resulted in sustained refugee movements. The UNHCR FR intervention is currently being implemented in two strategic locations in Ethiopia. In Shire, Tigray Region (Northern Ethiopia), approximately 30 unaccompanied and separated children arrive from Eritrea on a daily basis. Many of these children are seeking to reunite with families through both formal FR channels and irregular

onward movement. At present, UNHCR covers two of the four camps in Shire (Mai Aini camp and Adi Harush camp) with the aim to extend activities to the two other camps in early 2020. In Addis Ababa, a similar profile of cases is available, however the cases in the capital involve far more children who have been either denied or are in the process of an appeal and are seeking support. Many of them travelled to Addis Ababa to attend embassy interviews and remained there, often in precarious urban care arrangements. 237 individuals have been profiled for FR assistance (biological parents only) in Ethiopia in 2019.

In **Sudan**, the high inflation and the rising cost of living drastically affected livelihoods for the entire population. Sudan hosts about 1 million refugees and asylum-seekers and nearly two million Sudanese live as IDPs inside their country. Tensions with host communities are increasing. The Sudan FR project is operational in both Kassala (Eastern Sudan) and Khartoum. The profile of the refugees is similar to Ethiopia, though in Sudan UNHCR has also profiled an important number of single women with children seeking to join spouses. As Khartoum and Kassala are major flashpoints for trafficking and key transit points before refugees move on to Libya, the FR program there works very closely with the national child protection partner and social welfare service to help identify eligible cases. In the two months the project was operational in 2019, 47 cases were profiled in Sudan (biological parents and some spousal cases).

Further complementarities with other EU financed activities continue to be sought and developed. The Action will prioritize the creation of synergies with ongoing projects and programmes in particular other EUTF for Africa supported actions in Libya and Egypt²³.

This Action will also create synergies and complementarities with resettlement component in Libya which receives funding through the Regional Development and Protection Program (RDPP) funded by DG HOME and implemented by the Italian Ministry of Interior with the support of several partners, and with the new Action Document submitted for approval regarding Protection in Libya²⁴.

Additionally, there is ongoing support to UNHCR Egypt from RDPP-AMIF (focusing on registration and refugee status determination) and ECHO (focusing on multi-purpose cash assistance for the most vulnerable refugees). These actions apply to refugees and asylum-seekers of all nationalities in order to address their registration and RSD as well as basic needs (cash for assistance for the most vulnerable cases for covering monthly expenses such as rent, hygiene items, communication and transportation, and other household expenses). The cash assistance is a mechanism to further promote the refugees' protection and reduce risks of adopting negative coping strategies

This Action will also collaborate with interventions supported through AMIF (Asylum, Migration and Integration Fund) in Libya and Egypt. The Action will also be implemented in coordination with the grants awarded to civil society organisations under the phase three of the Development Pillar of the Regional Development Protection Programme. Such grants will also aim at strengthening the protection and resilience of migrants and host communities in need of

²³ T05-EUTF-NOA-REG-09-01, T05-EUTF-NOA-EG-01 and T05-EUTF-NOA-LY-08.

²⁴ T05-EUTF-NOA-LY-11: Managing mixed migration flows: Protection, health assistance, resilience and community engagement.

assistance. Among others, UNCHR shall strictly liaise with key partners such as IOM and Save the Children.

See table below of some of these interventions with which synergies will be created (not comprehensive as there are some RDPP contracts that will be signed at the end of the current year):

UNHCR	Durable solutions for the most vulnerable refugee and asylum-seekers in Libya (resettlement, family reunification, private sponsorship, voluntary repatriation/return to country of first asylum for urban refugees)	Start January 2020 for 24 months	1,100,000.00€
IOM	Enhanced support in migration management for Libyan authorities to identify and register migrants. Mainly Tripoli and greater Tripoli area, disembarkation points	Start January 2020 for 18 months	700,000.00 €
Save the Children	Enhance child protection services for migrant and refugee children in Libya and Tunisia. All activities will be implemented in Tunisia	Start January 2020 for 12 months	250,000.00 €
IOM	Migration management for Libyan authorities to identify and register migrants Tripoli. DCs (Tajoura, Tareq Al-Sekka, Tareq Al-Mattar, Janzour and Ain Zara) disembarkation points (Abu Sitta (Navy Base), Al-Hamydia, Main Port Tripoli, Al-Zawyah (Mesfat), Garabuli, Al-Khums, and Zwara).	Start February 2019 for 18 months	750,000.00 €

And with those coming from bilateral partners and DG ECHO²⁵. Find table below:

DONOR	PARTNER	OBJECTIVE	TIME-FRAME	BUDGET
DFID	IOM	SAR in the desert, support to health for migrants, information campaign, capacity building of NGOs, CSOs and Officials. Mainly South of Libya, Bani Walid	2018 - 2021	£2,000,000
DFID	WHO	Emergency Medical Teams and supplies for trauma and surgical care; supplies for the full package of primary healthcare, including NCDs; and outbreak preparedness and response (the latter TBC). Tripoli	2019-2020	£900,000
DFID	UNHCR	Providing primary healthcare, psychosocial support, legal assistance and counselling to refugees and asylum-seekers in Libya. Tripoli	2019 - 2021	£1,400,000
DG ECHO ²⁶	WHO	Support emergency and basic health services for conflict affected population in Libya. Medical & surgical supply and emergency contingency stock, deployment of 2 mobile medical teams with surgical capacity, HSWG coordination. Tripoli, Derna, Sirte,	2018-2020	€1,800,000

²⁵ List might be not exhaustive but EUDEL will coordinate with all bilateral initiatives, especially those coming from the MS

²⁶ UNHCR Libya is not benefiting of any funds from DG-ECHO. In the case of Egypt, ECHO has been providing funds to the UNHCR cash programme for several years and currently it is in the proposal revision phase for

		Benghazi, Tobruk, Al Jabal Akhdar, Ghat, Ubari, Murzuk and Sabha		
GER	UNHCR	Assistance and protection for refugees and IDPs	2017-22	€39,500,000
GER	WHO	Health emergency response (primary healthcare)	2018-20	€4,000,000
France	WHO	Improving Access of Vulnerable People to life-saving health services. Sebha	2019-2020	€400,000
France	IOM	IOM Action Plan for Central Mediterranean Route	2019	€500,000
France	UNHCR	UNHCR Action Plan for Central Mediterranean Route (Libya, Niger, Tchad)	2019	€2,600,000
Italy	WHO	Improving access to essential and emergency health care to vulnerable population Al Jufra, Wadi Ashshati and Murzuq	2019 - 2020	€500,000
Italy	IOM	Emergency response and Assistance to Displaced Population. Tripoli	2019 - 2020	€800,000
Italy	WHO	Health emergency response (primary healthcare)	2019 - 2020	€1,000,000
Italy	IOM	Multisectoral Action Plan in Libya	2017-2020	€20,000,000
Italy	UNHCR	Enhance access to basic needs and services for persons of concerns in Libya	2019	€500,000
Italy	WHO	Enhancing diagnosis and treatment for migrants in detention centres. Tripoli and Benghazi	2018-2019	€1,100,000
Italy	UNHCR	New Emergency Transit Mechanism from Libya to Rwanda	2019-2020	€1,000,000
Italy	UNHCR	protection and assistance to refugees and asylum seekers	2018	€10,000,000

2.5. Donor coordination

Coordination on the ground is essential, particularly regarding alignment, articulation and harmonisation with authorities, and also at technical level to avoid overlapping, duplications and promote efficiencies.

The governance system of the EUTF for Africa entails close coordination and joint decision making based on detailed analysis of the complementarity of interventions funded by donors sitting in the Operational Committee of the EUTF for Africa. The programme presented under this Action will be also integrated in the different Coordination mechanisms (Steering Committee²⁷, Technical Coordination Groups and Implementers Partners Forum) that were set

eventually approximately EUR 3 million for cash assistance for the period of April 2020 to March 2021. Cash assistance provided in the context of the EUTF will be earmarked for UASC, while ECHO will be for adults and families, but not include UASC.

²⁷ The EU Delegation set up the SC together with representatives from the Libyan government with the aim to bring GNA to the table on migration issues. It meets every 6 months and it is chaired by the EU and LY Ministry of Interior (MoI) and it is composed by representatives of: MoI, Ministry of Finances, Ministry of Local Governance, Ministry of Planning and Ministry of Health as well as International Organizations such as: IOM, UNHCR UNICEF, UNDP. Germany and Italy participate as well. The 4th SC was held on 3 December 2019 with

in the framework of the EUTF for Africa NoA window in Libya. Moreover, in Libya, a joint coordination initiative, the Joint Technical Coordination Committee (JTCC), was launched in 2016. The JTCC is the technical body within the Coordination Framework for international cooperation with the Libyan Government of National Accord. It is tasked with facilitating and enhancing the coordination of development assistance to Libya. By now, five working groups have been created in this framework (Migration, Governance, Rule of Law & Human Rights, Basic Services and Economic Recovery). The Migration Working group is co-chaired by Libyan Ministry of Foreign Affairs and IOM and its main aim is to find sustainable solutions for the migration management in Libya. Different line ministries²⁸, donors and implementing partners attend this meeting. UNHCR has an observer status. Also, in Libya, IOM and UNHCR are on the lead of the “Migrants and Refugees Platform” whose main aim is to coordinate actions to support migrants and asylum seekers both inside and outside detention centres. Relevant UN agencies, INGOs and other organisations are part of this working group.

The EU Delegation will participate in the Inter-Agency coordination meetings and UNHCR Egypt will be invited to participate in the Steering Committee²⁹ of the Programme “Enhancing the Response to Migration Challenges in Egypt (ERMCE)” implemented in Egypt, as appropriate. The ERMCE's Steering Committee will oversee and steer the overall direction and policy of the ERMCE and will ensure synergies and complementarity of the interventions foreseen under the intervention covered by this Action.

In Egypt, at the light of increasing needs of UASC and the need for a coordinated multi sectoral response service, engagement with the GoE and other partners is vital. In Egypt, there is a very complex multi-stakeholder reality when it comes to the protection of UASC of refugee and migrant backgrounds, where their protection and case management are coordinated between several local CSOs and international NGOs through the relevant inter-agency coordination groups co-chaired by the UN organisations. As the chair of the Inter-Agency Case Conference and the co-chair (along with UNICEF) of the CPSWG (Child Protection Sub Working Group), UNHCR's leadership role in Egypt remains instrumental in ensuring a comprehensive, collaborative approach to strengthening the inter-agency coordination and referral pathways, as well as the case management and alternative care arrangements described above. This action will serve to enhance UNHCR and partner capacity to expand both case management and

the presence of LY DMOI, and line Ministries. The release of children from DCs was discussed as a priority, The MoL indicated openness to issue work permits to all healthy migrants interested to work in Libya and to continue the negotiations with the government of Niger for a MoU in labour migration with the possibility of expanding to other neighbouring countries. At the request of the LY representatives the next SC is foreseen to be organized in 3 months' time. Nevertheless, current situation regarding COVID pandemic makes it difficult for the time being. The Post-Tajoura Working Group (PTWG) was established by the EUDEL following the LNA airstrike on the Tajoura Detention Centre in July 2019 which resulted in the death of 53 inmates. The objective of the PTWG is to improve joint advocacy vis-a-vis to the Libyan authorities for the safety and fundamental rights of refugees and migrants, demilitarization of detention centres, abandon the policy of arbitrary detention. 6 meetings of the PTWG have been organised in the second semester of 2019, some of them at the presence of LY DMOI. PTWG was created with participation from key donors engaged in the migration issue in Libya in addition to the AU, UNSMIL and relevant UN agencies. The PTWG aims at ensuring better coordination and information sharing on migration-related issues as well as improving the joint advocacy on migration with the Libyan interlocutors.

²⁸ The EU Delegation participates to the Migration Working Group. The migration WG is a Coordination Mechanism established between the Libyan government and the international community, to discuss topics related to migration. The WG is co-chaired by Ministry of Foreign Affairs and IOM. The 4th WG from was held on the 13 December 2018. In 2019, Libyan authorities did not call for any migration WG.

²⁹ Still to be set up.

alternative care arrangements to meet the needs of the increasing number of refugee children at-risk. In line with their best interests, unaccompanied refugee children residing in Egypt will be prioritized for alternative care, and specifically family-based care where possible. Further, activities will also serve to foster continued collaboration between Egyptian national child protection counterparts (e.g. NCCM), UNHCR, UNICEF, IOM and other partners. Through this action UNHCR will provide training for 165 frontline actors and social workers over the three years, including from the Egyptian National Council for Childhood and Motherhood (NCCM). Such capacity-building sessions will endeavour to encourage increased awareness-raising about issues impacting refugee and asylum-seeker children at-risk as well as engage with national actors on the Best Interests Procedures.

UNHCR in Libya and Egypt, as well as in Ethiopia and Sudan, is an active member of the relevant UN Country Team (UNCT) and chairs or co-chairs several working groups as set out by the UNCT or the Humanitarian Country Team lead by UN-OCHA. UNHCR regularly organizes donor briefings to provide an update on the current situation.

3. DETAILED DESCRIPTION

3.1. Objectives and expected outputs

The **overall objective** (expected impact) of this action is to improve the protection and expand access to durable solutions for UASC and youth along the Central Mediterranean Route (CMR). (EUTF NoA Strategic Objective 3: To contribute to strengthening protection and resilience of those in need).

The **specific objective** (expected outcome) is to reduce risks associated with secondary movement, trafficking and smuggling for children in Libya and Egypt through comprehensive child protection interventions including family reunification.

The **expected immediate outcomes**, deliverables or benefits of activities to be delivered by this Action are the following:

1. Access to appropriate alternative care arrangements and family based cared provided to UASC and youth in Libya and Egypt.
2. Access to developmental and livelihood opportunities are provided to UASC and youth.
3. Improved access to family reunification and other durable solutions/complementary pathways.
4. Regional and country level cooperation and coordination strengthened to produce better outcomes for children and youth related to mixed movements settings.

3.2. Main activities

3.2.1. Activities associated with each immediate outcome

An indicative list of possible activities associated with each output follow below. Not all the activities will have to be developed in each location as they will be country specific and according to needs and capacities.

Immediate Outcome 1: Access to appropriate alternative care arrangements and family-based care provided to UASC and youth in Libya and Egypt (activities different/country-specific).

Activities:

- Identification of more individuals and families willing to host unaccompanied children and support persons hosting separated children in care arrangements (Egypt and Libya)
- Community-based identification for children most at-risk in need of alternative care, including children with secondary vulnerabilities.³⁰ (Egypt and Libya)
- On-going training sessions to be provided to groups of foster parents to help reinforce positive foster parenting practices and make foster parents aware of referral mechanisms. (Egypt and Libya)
- Provision of care support to caregivers (Egypt and Libya)
- Ongoing case monitoring (Egypt and Libya)
- Cash based assistance and monthly grants to children (Egypt)

Immediate Outcome 2: Access to developmental and livelihood opportunities are provided to UASC and youth.

Activities:

- Setting up and managing Child Friendly Spaces in urban areas in order to enhance visitation and roll-out developmental, recreation and education programs (Egypt)
- Referrals to medical, educational, developmental activities through formal assessments of children at-risk (mainly Egypt; eventually also Libya since children will be monitored and assessed and by default, case management will improve including referrals)

Immediate Outcome 3: Improved access to family reunification and other durable solutions/complementary pathways³¹.

Activities:

³⁰ Such as GBV, victims of torture/trafficking and children living with an illness or disability

³¹ The most frequently used way is indeed the FR to third countries (mainly Europe and North America). However, UNHCR is using the Best-Interest Determination approach which might also include the FR to a country of asylum where approved relatives live or even return to country of origin.

- Case Management³² provided to individual family reunification cases through the deployment of specialized staff who will assess each case and determine the best interest of the child and facilitates the FR process to a third country, back to country of origin or cross-border/first asylum (except Egypt), depending on the specific circumstances (Egypt and Libya);
- Legal assistance & advocacy to take on and file complex FR cases in target destination countries in Europe and North America, implemented through a partner. (Europe and North America receiving countries);
- Referrals for tracing to ICRC for any cases where a relative's location is unknown (i.e. not known to be in country of origin, another asylum country or a third country) (Egypt and Libya).³³

Immediate Outcome 4: Regional and country level cooperation and coordination strengthened to produce better outcomes for children and youth related to mixed movements settings.

Activities:

- Cross-regional workshops to bring together UNHCR, partner and government actors working on similar caseloads and challenges;
- Coordination among countries implicated and implementing partners for case management and preparation of documents.

Target countries participating in the Family Reunification Task Force to be launched in 2020.

3.2.2. Target groups and final beneficiaries

This Action will support as beneficiaries:

DIRECT: 2,419 refugee children

- 300 refugee children benefiting from foster care mechanisms in Libya: (predominately ages 13-17)
- 700 refugee children benefiting from transitional cash-based assistance in Egypt (17-19 years old)
- 1,000 refugee children using child-friendly spaces in Egypt (0-17 years old) benefitting from developmental and recreational activities³⁴
- 119 refugee children are benefitting from alternative care shelter in Egypt

³² The mental health & psychosocial support (MHPSS) to refugee and asylum-seekers children in Egypt is part of the overall UNHCR operation. The activities in this AD are particularly focusing on FR (durable solutions outside Egypt and Libya). However, as FR is a long process – can take 1-2 years to complete a case – assistance to UASC will further be extended through the child protection services and the individual case management, including MHPSS. In case of intensive psychological support needs by the UASCs in process for FR, the cases will be referred to the appropriate services.

³³ The most of the children know where the relatives are except a few cases. Some unknown cases are mainly from Eritrea and ICRC's ability to undertake tracing in Eritrea is very limited. Nevertheless, tracing with ICRC it is a part of the general case management procedure.

³⁴ Developmental and recreational activities such as sport or cultural events, World Refugee Day activities, etc. which are organized specifically for children.

- 150 refugee children from Libya benefiting from Family Reunification
- 150 refugee children from Egypt benefiting from Family Reunification

Out of the AD but embedded into the bigger action:

- 750 refugee children in Sudan and Ethiopia benefitting from the action

A focus will be put on some specific vulnerabilities such as unaccompanied and separated refugee and asylum-seeker children, among them in particular children living with special needs, children transitioning into adulthood, children and youth who are survivors of SGBV, trafficking and torture.

INDIRECT

Family members estimated at 3,000

3.3. Risks and assumptions

Risk	Level of risk (High/ Medium/ Low)	Mitigating measures
Lack of support for program implementation from government and relevant ministries due to conflict, political instability, political distance and high turnover of management staff (Libya)	High	Close monitoring of the political and security situation Close engagement and technical collaboration with authorities, technical mid-level management and municipalities Foster active and efficient coordination mechanisms Invest in analysis to guide conflict sensitive design and implementation
Lack of access to assess PoCs due to deteriorating security situation (mainly in Libya)	High	Building program on local acceptance and participation and follow humanitarian principles to choose the beneficiaries Conflict sensitivity approaches in place
Lack of willingness of third countries to provide solutions for the most vulnerable UASCs (Europe and North America)	Medium	Continued engagement and advocacy with third countries to accept UASCs and develop more flexible family reunification procedures for refugee children which are most at risk.
Lengthy process of obtaining the necessary legal documents leading to the use of negative coping mechanisms or relying on illegal onwards movements (Europe and North America, Egypt, Libya, and countries of origin)	Medium	On-going sensitization of the community and case status at the individual counselling level in order to manage expectations and foster trust and transparency in the process.
No cooperation agreement signed between Libyan authorities and UNHCR (Libya)	High	Advocacy on UNHCR's role and mandate and high-level bilateral missions are required (with support from donors and UN System)

Threats against employees of international organisations in Libya. (Libya)	Medium	Close coordination with local authorities and communities for safe access
Work permits and visas for international staff may be withheld. (Libya)	High	Maintain constant relation with relevant authorities and engage in joint advocacy for better access and facilitation of international presence in When security situation does not allow international staff to travel to Libya, national staff is in place to guarantee the continuity of the intervention.
Failure of the peace process (Libya) negatively affecting access and/or NGOs' registration in the country. (Libya)	Medium	On-going capacity building of local civil society and relevant authorities in order to build relations of trust and mutual understanding.
Global health crisis affecting cross-border travel, including family reunification and resettlement (Coronavirus pandemic) (Europe and North America, Egypt, Libya, and countries of origin)	High	Continuous case processing, with a particular focus on 'do no harm' to avoid putting PoCs at risk (reduced personal interviews or gathering in crowded areas). If possible, relay more on phone/internet interviews. Ensure persons approved for FR are accommodated in safe spaces until travel is authorized again.

The assumptions for the success of the project and its implementation include:

- Local authorities/ governments maintain authority, and environments are safe enough to implement planned activities (Egypt, Libya and countries of origin);
- Third countries (FR and resettlement) are willing to continue processing cases and continue to accept files (Europe and North America);
- Relevant authorities grant permissions to carry out implementation of the action, visits and ensuring provision of services in all premises. Authorities and other stakeholders remain cooperative and facilitate support to implementing partners' staff (Egypt, Libya and countries of origin);
- The political environment allow for access and response to the needs of targeted population and will not further deteriorate to a level preventing project implementation. Access to locations is not hindered by security, conflict, local authorities and leaders, migrant, government restrictions, and military interventions (Egypt, Libya and countries of origin);
- Local communities and beneficiaries understand the aim of and support the project activities (Europe, North America, Egypt, Libya and countries of origin);
- Target population continue to be able and willing to participate in project activities (Egypt, Libya and countries of origin);
- There is still a minimum operating space for implementation and monitoring. Local implementing partners are willing and able to participate/cooperate. Key project staff are able to travel and access project locations to ensure monitoring of activities (Egypt, Libya and countries of origin).

3.4. Mainstreaming

Human rights: Ensuring the protection of human rights is at the heart of the EU policy. Human rights, including conditions of migrants and refugees, is regularly addressed in the constant EU dialogue with authorities. As a consequence, Rights-based approach (RBA) is a central part of the strategy of intervention designed under this Action and frames activities to be implemented therein. The Action will be implemented through a constant monitoring of RBA during all phases of the project funded within this Action Document (including the principles of do-no-harm), based on the toolbox prepared by the European Commission³⁵.

The implementation of an RBA is founded on the universality and indivisibility of human rights and the principles of inclusion and participation in the decision-making process, non-discrimination, equality and equity, transparency and accountability. These principles are central to the EU development cooperation, ensuring the empowerment of the poorest and most vulnerable, in particular of women and minors.

All interventions by UNHCR are based on selected human rights particularly important to refugees and asylum-seekers. The refugee agency continues to advocate, with support from donors, to ensure basic human rights are respected and if possible, enforced for persons of concern.

Gender: This Action will be in line with EU Gender Action Plan (GAP II), which provides the framework for the EU's promotion of gender equality through external action for the period 2016-2020.

The profound conservative nature of some of the national societies targeted in this Action, as well as the challenges in ensuring social protection, along with the fragmentation of economic systems, make challenging to address needs, especially for vulnerable groups, in a timely and adequate manner. In addition to this, female unaccompanied children have greater need for protection, especially in DCs and in urban settings where access to services is an on-going challenge. The Action will specifically address these concerns through the provision gender sensitive services and provision of specialized responses. Gender considerations will be integrated in planning, implementation and monitoring and evaluation of all activities.

Gender considerations will be also integrated in recruitment procedures to ensure gender-specific assistance, planning, implementation and monitoring and evaluation of all activities.

Data will have to be collected and disaggregated by gender and age, giving particular concern to confidentiality and informed consent.

Specific activities funded by the Action will have to ensure participation of both men and women including steering committees and decision-making committees. To achieve this, right communication with target population, appropriate times and locations for activities will be designed based on their convenience to both women and men.

³⁵ 4 A Rights-Based Approach, encompassing all human rights for EU development cooperation - Tool-Box, Commission Staff Working Document, 29 April 2014 version): https://ec.europa.eu/europeaid/rights-basedapproach-encompassing-all-human-rights-eu-development-cooperation-tool-box-commission_en

Children with **specific vulnerabilities** such as unaccompanied and separated children, children living with special needs, children transitioning to adulthood, children and youth who are survivors of GBV, trafficking in persons and torture.

This Action supports the design and mainstreaming of a conflict-sensitive approach, including **Do No Harm** principles. Activities will encourage positive inter- and intra-communal interactions to promote concepts of team spirit, respect, non-violence, neutrality as well as messages of solidarity and peace. These aspects will be monitored through EUTF Third Party Monitoring exercises.

3.5. Stakeholder analysis

At local level:

- Municipalities³⁶: engagement through advocacy and neighbourhood-specific campaigns targeted at refugees and asylum-seekers.
- Local leaders: engaged in town-hall and community initiatives. Further, the involvement of refugee communities (in country) through specific messaging, advocacy and counselling is undertaken to strengthen their capacities and involvement in the process.
- Local crisis committees/Social Affairs committees: Capacitated to better respond and coordinate the needs of refugees and asylum-seekers in their areas.

At national level:

- Relevant authorities in the countries of the Action and FR destination countries (see chapter 2.2.2)

At international level:

- UN: UNICEF and UNHCR co-chair Child Protection Working Group
- ICRC: Assists with family tracing and provision of travel documents
- UNCT: Overall lead and support for activities which require additional advocacy with authorities or a coordinated approach among several UN agencies and other actors.
- Working groups: Child Protection Working Group and Migrant & Refugee Platform (in Libya)

Others: CSO, INGOs, NGOs and private sector

Beneficiaries (already described in Section 3.2.2)

³⁶ The locations of beneficiaries based on where UASC are living (private accommodations, shelters, refugee camps) and which country/municipality they will be travelling to for family reunification (Europe and North America). So, the activities are undertaken in refugee hosting countries/municipalities in general and very much depending on places where UASC are living.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

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

The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures pursuant to Article 215 TFEU.

4.2. Indicative operational implementation period

The indicative operational implementation period of this Action, during which the activities described in section 3.2 will be carried out and the corresponding contracts and agreements implemented, is 36 months, from the date of the adoption of this Action Document by the Operational Committee.

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

4.3. Implementation modalities

The Action will be implemented through indirect management (Contribution Agreement(s)) following art. 62(1) of FR 2018/1046.

Operational presence and capacity within the targeted countries through national staff on the ground; presence of sub offices; network of implementing partners; remote monitoring systems in place; all of them are key factors for an effective impact on the ground. Consequently, selection on the implementing partner for this Action has been based on the following criteria: i) presence on the ground; ii) exclusive and specific mandate; iii) operational capacity; iv) degree of expertise.

UNHCR has the exclusive global mandate to ensure international protection of those entitled, provide multi-sectoral assistance to refugees and asylum-seekers and seek durable solutions for PoCs. They are an indispensable partner to respond to protection and assistance needs of refugees UASC. Child Protection activities, including case management, alternative care and recreational activities will be undertaken by UNHCR and partners in all locations. Family Reunification staffing will be provided by UNHCR's global deployment scheme partners and legal assistance will be provided by specialized NGO(s) with the relevant legal expertise needed to file high-quality FR application.

UNHCR will coordinate the activities of this action among the target countries through the UNHCR Special Envoy Office for the Central Mediterranean Route, based in Tunis. This office will ensure the coordination, the follow-up of the implementation as well as implement activities linked to Outcome 4. This regional approach is necessary as the character of the action has a holistic approach and coordination among countries is of utmost importance, not just at the level of the IP but also with the countries receiving family reunification cases and the legal partners who are advocating and preparing the necessary travel documents and arrangements.

This regional coordination does not preclude the necessary coordination at each one of the countries (Libya and Egypt) that will be led by respective EUDELs taking into account the specific multi-stakeholders realities in both countries. EUDEL Egypt and Libya will ensure alignment with national responses and national and international partners’ activities.

The Commission authorises the costs incurred as soon as the action document is approved as eligible because of the crisis situation in the context of the COVID-19 pandemic (ARES (2020)1792308 - 27/03/2020) and due to the more acute needs for vulnerable populations, such is the case of this AD concerning UASC³⁷.

4.4. Indicative budget

Component	Amount EUR	Co-financing EUR
UNHCR	3 700 000	300 000 + 1 220 000 UNHCR earmarked for Sudan and Ethiopia
Total	3 700 000	5 220 000

4.5. Monitoring and reporting

The implementing partner must establish a permanent internal, technical and financial monitoring system for the action and prepare regular progress reports and final reports.

In the initial phase, the indicative logical framework agreed in contract and/or the agreement signed with the implementing partner must be complemented with baselines, milestones and targets for each indicator³⁸. Progress reports provided by the implementing partner should contain the most recent version of the logical framework agreed by the parties and showing the current values for each indicator. The final report should complete the logical framework with initial and final values for each indicator.

The final report, financial and descriptive, will cover the entire period of the implementation of the action.

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).

³⁷ In light of COVID-19 pandemic cash-based child protection interventions become even more relevant. Support to at-risk children and the people who care for them needs to be continued – and in some cases, enhanced – as livelihood opportunities shrink or disappear with confinement measures and children can take more dangerous actions if alternative support is not provided. Case management services and support to community-based protection will continue even if face-to-face interviews are on hold through the use of technology. The role of the community becomes more central now than ever for the humanitarian actors. These FR interventions being lengthy should start as soon as possible.

³⁸ Partners will have to align and harmonise their interventions with NoA M&E framework

In this respect it should be noted that the EUTF has launched a Third-Party Monitoring exercise in Libya, with which implementing partners of this Action should fully cooperate.

The implementing partner will report on a number of relevant common EUTF indicators of the selected results for this Action³⁹ (see list in English/French published on the EUTF website). As relevant, other indicators can be selected and reported on from the lists of sector indicators defined with thematic units.⁴⁰

Project Implementing Partners will be required to provide regular data, including the evolution of the actual values of the indicators (at least every three months) to the contracting authority, in a format which is to be indicated during the contract negotiation phase. The evolution of the indicators will be accessible to the public through the EUTF website (<https://ec.europa.eu/trustfundforafrica/>) and the Akvo RSR platform (<https://eutf.akvoapp.org/en/projects/>).

4.6. Evaluation and audit

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission.

Evaluation and audit assignments can be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

4.7. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, which will be developed early in the implementation. The measures are implemented by the Commission, the implementing partner, the partner country, the contractors, the beneficiaries and/or the entities responsible in terms of legal obligations regarding communication and visibility. Appropriate contractual obligations will be included in the financing agreement, purchase and grant agreements and delegation as well as contribution agreements.

Communication and visibility requirements for the European Union are used to establish the communication and visibility plan for the action and the relevant contractual obligations.

³⁹ EN: https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41.pdf Action will have to align with EUTF common log-frame (see above)

FR: https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41_fr.pdf

⁴⁰ <http://indicators.developmentresults.eu> User name/password: results

List of acronyms

ARRA	Government of Ethiopia's Administration for Refugee and Returnee Affairs
AMIF	Asylum, Migration and Integration Fund
BID	Best Interest Determination Procedure
CMR	Central Mediterranean Route
COR	Commission of Refugees
CPSWG	Child Protection Working Group
CSO	Civil Society Organisations
DC	Detention Centre
DCIM	Directorate for Combating Illegal Migration
DTM	Displacement Tracking Matrix
DP	Disembarkation Point
ECHO	European Civil Protection and Humanitarian Aid Operations)
ERMCE	Enhancing the Response to Migration Challenges in Egypt
ETM	Emergency Transit Mechanism
EU	European Union
EUDEL	European Union Delegation
EUTF	European Union Emergency Trust Fund
FAP	Family Assistance Program
FR	Family Reunification
GAP	Gender Action Plan
GBV	Gender Based Violence
GNA	Government of National Accord
GoE	Government of Egypt
HRP	Humanitarian Response Plan
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
INGO	International Non-Governmental Organisation
IOM	International Organisation for Migration
JTCC	Joint Technical Coordination Committee
LCG	Libyan Coast Guard
LNA	Libyan National Army
MS	Member States

MSF	Médecins Sans Frontières
NATO	North Atlantic Treaty Organisation
NCCM	National Council for Childhood and Motherhood (Egypt)
NFI	Non-Food Items
NGO	Non-Governmental Organisation
NoA	North of Africa
NOC	National Oil Corporation
OAU	Organisation of African Unity
OCHA	Office for the Coordination of Humanitarian Affairs
PoC	Person of Concern
RBA	Rights Based Approach
RCM	Refugee Coordination Model
RDPP	Regional Development and Protection Program
RSD	Refugee Status and Determination
SCI	Save the Children
TMC	Transitional Military Council
UASC	Unaccompanied and Separated Children
UN	United Nations
UNCT	UN Country Team
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VHR	Voluntary Humanitarian Returns
WMR	Western Mediterranean Route

Annex: Indicative Logical Framework Matrix

Additional note: The term "results" refers to the outputs, outcome(s) and impact of the Action (OECD DAC definition).

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Sources and means of verification	Assumptions
Impact (Overall objective)	To improve the protection and expand access to durable solutions for UASC ⁴¹ and youth along the Central Mediterranean Route (CMR).	Average degree of resilience of individuals. Average scores on the "Connor-Davidson Resilience Scale (CD-RISC)"	To be collected by EU via external assistance	Not applicable
Outcome(s) (Specific Objective(s))	To reduce risks associated with secondary movement, trafficking and smuggling for children in Libya and Egypt through comprehensive child protection interventions including family reunification.	Access to effective comprehensive child protection interventions Number of children reunified	To be collected by EU via external assistance	Local authorities/ governments maintain authority, and environments are safe enough to implement planned activities (Egypt, Libya and countries of origin);
Immediate outcome 1	Access to appropriate alternative care arrangements and family based cared provided to UASC and youth in Libya and Egypt.	1.1. # of refugee children benefiting from cash-based assistance in Egypt (17-19 years old) 1.2. # UASC refugee children benefiting from foster care mechanisms in Libya (predominately ages 13-17) 1.3. # refugee children are benefitting from alternative care shelter in Egypt	1.1: UNHCR and partner reports, care-giver lists 1.2: UNHCR and partner protection lists 1.3: UNHCR and partner lists, care arrangement lists	Third countries (FR and resettlement) are willing to continue processing cases and continue to accept files (Europe and North America); Relevant authorities grant permissions to carry out

⁴¹ The Action Document will usually refer to the unified terminology UASCs (unaccompanied and separated children). Anyway, all children and youth mentioned in this document are refugees or asylum-seekers and does not apply to host community children as per UNHCR mandate.

Output 1.1.	Alternative care arrangements and family-based care provided	<p>1.4. # of individuals and families identified willing to host UASC in care arrangements in Libya</p> <p>1.5. # of UASC (in need of foster care in Libya)</p> <p>1.6. # of foster parents trained on positive foster parenting practices</p> <p>1.7. # of care support assistance provided to caregivers in Libya</p> <p>1.8. # of cases monitored in LY and EG</p> <p>1.9. # of refugee children at risk identified for alternative care arrangements in Egypt</p> <p>1.10. Financial volume of cash-based assistance provided</p>	<p>1.4: UNHCR and partner reports</p> <p>1.5. UNHCR and partner reports</p> <p>1.6: Training attendance lists, agendas</p> <p>1.7.-1.8- 1.9: UNHCR and partner reports, UASC statistics</p> <p>1.10: UNHCR and partner reports, cash distribution lists</p>	<p>implementation of the action, visits and ensuring provision of services in all premises. Authorities and other stakeholders remain cooperative and facilitate support to implementing partners' staff (Egypt, Libya and countries of origin);</p> <p>The security and political environment allow for access and response to the needs of targeted population and will not further deteriorate to a level preventing project implementation. Access to locations is not hindered by security, conflict, local authorities and leaders, migrant, government restrictions, and military interventions (Egypt, Libya and countries of origin);</p> <p>Local communities and beneficiaries understand the aim of and support the project activities (Europe, North America, Egypt, Libya and countries of origin);</p>
Immediate outcome 2	Access to developmental and livelihood opportunities are provided to UASC and youth	2.1. # of refugee children benefitting from developmental and recreational activities in Child Friendly Spaces in urban Cairo	2.1: UNHCR and partner reports, photos, activity sheets, participation lists	
Output 2.1.	Child Friendly Spaces in urban Cairo established and maintained	2.2. # Child Friendly Spaces operating	2.2: UNHCR and partner reports	
Immediate outcome 3	Improved access to family reunification and other durable solutions/complementary pathways	<p>3.1. # of refugee children from Libya benefitting from FR</p> <p>3.2. # of refugee children from Egypt benefitting from FR</p> <p>3.3. # of UASC receiving case management</p>	<p>3.1-3.2: UNHCR FR lists</p> <p>3.3: UNHCR and partner reports</p>	

Output 3.1.	Legal assistance and referrals for family tracing provided	3.4. # of people benefited by legal assistance 3.5 # of advocacy interventions undertaken	3.4: Lists of persons benefitting from legal counselling sessions 3.5: Advocacy notes, note verbales	Target population continue to be able and willing to participate in project activities (Egypt, Libya and countries of origin); There is still a minimum operating space for implementation and monitoring. Local implementing partners are willing and able to participate/cooperate. Key project staff are able to travel and access project locations to ensure monitoring of activities (Egypt, Libya and countries of origin).
Immediate outcome 4	Regional and country level cooperation and coordination strengthened to produce better outcomes for refugee children and youth related to mixed movements settings	4.1. Increase in knowledge on alternative care, family reunification, case management for youth and children	4.1: Attendance lists, meeting agendas, minutes	
Output 4.1	Coordination mechanisms set up and operationalised	4.2. # of cross-regional workshops to bring together UNHCR, partner and government actors working on similar caseloads and challenges 4.3. # of target countries participating in the Family Reunification Task Force 4.4. # of participants trained in cross-regional workshops	4.2-4.4: Attendance lists, meeting agendas, minutes	