

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-HOA-REG-81 Enhancing protection, lifesaving assistance and sustainable solutions for evacuees from Libya through the Emergency Transit Mechanism (ETM) in Rwanda			
Zone benefitting from the action / Localisation	Horn of Africa – Great lakes Region / Rwanda / Kigali City and Gashora Transit center in Bugesera district			
Total cost	Total estimated cost: 23 717 777 EUR Total amount drawn from the Trust Fund: 12 800 000 EUR Co-financing amount: 10 917 777 EUR from UNHCR donors			
Aid modality(ies) and implementation modality(ies)	Indirect management with the United Nations High Commissioner for Refugees (UNHCR)			
DAC – codes	15190 - Facilitation of orderly, safe, regular and responsible migration and mobility 72010 - Material relief assistance and services			
Main delivery channels	United Nations Office of the United Nations High Commissioner for Refugees - 41121			
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, newborn and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction ¹	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	<input type="checkbox"/>	<input type="checkbox"/>	X
SDG	Goal 3: Good Health and Well-being Goal 10: Reducing Inequality Goal 11: Sustainable Cities and Communities Goal 16: Peace, Justice and Strong Institutions			

¹ For more details on the modernisation of statistical reporting and the addition of the DRR, Nutrition and Disability markers, please see: <https://webgate.ec.testa.eu/Ares/document/show.do?documentId=080166e5bdedc748×tamp=1554726563007>

Valetta Action Plan Domains	<ol style="list-style-type: none"> 1. Development benefits of migration and addressing root causes of irregular migration and forced displacement 2. Legal migration and mobility 3. Protection and asylum 4. Prevention of and fight against irregular migration, migrant smuggling and trafficking in human beings
Strategic objectives of the Trust Fund	2. Strengthening resilience of communities and in particular the most vulnerable, as well as refugees and displaced people
Beneficiaries of the action	<p>Refugees and asylum seekers evacuated from Libya</p> <p>Individuals who are evacuated to Rwanda include:</p> <ol style="list-style-type: none"> a) Refugees recognized by UNHCR Libya under its mandate; b) Asylum-seekers registered with UNHCR Libya; c) Children and youth at risk registered as refugees or asylum seekers; d) Spouses and children of asylum-seekers and refugees.
Derogations, authorized exceptions, prior agreements	EVR 22.b

2. RATIONALE AND CONTEXT

2.1. Summary of the action and objectives

This action will support the activities of UNHCR in providing protection and emergency assistance as well as durable solutions to refugees and asylum-seekers in Libya through emergency evacuation to Rwanda. It aims to provide a multi-sectoral response for refugees and asylum seekers at risk in urban areas and those being held in Libyan detention centres. UNHCR expects to provide transit support under the ETM to approximately 1,500 persons over 16 months from September 2019 through December 2020.

Activities planned as part of the ETM in Rwanda will include:

Reception and registration: Upon arrival in Rwanda, the evacuees will be immediately transferred from the Airport to the Gashora transit centre, located in Bugesera District, approximately 60km from Kigali, where they will be registered and provided with documentation that will enable them to access protection services and basic humanitarian assistance. This centre was established in 2015 in response to the influx of Burundian refugees fleeing insecurity in their country. Around 30,000 Burundians have transited through this camp of 26 ha so far. UNHCR Rwanda is currently engaged in the rehabilitation and upgrading of this Transit Centre which was originally built with a capacity of hosting up to 338 refugees and will soon have the capacity to welcome a maximum of 500 persons in conformity with UNHCR humanitarian standards.

Protection and assistance: During their stay in the transit facility, UNHCR will provide them with essential protection services and humanitarian assistance including accommodation, education, food, basic hygiene products and health care services. Through projects related to income-generating activities and skills training programmes, the Government of Rwanda (GoR) in close collaboration with UNHCR will make every effort to ensure that the evacuees become self-reliant. Considering the profile of the evacuees that include a large number of children and youth, and the traumatic experience most of them went through during their journey to and stay in Libya, UNHCR and its partners will also facilitate their access to psycho-social support and counselling as well as leisure and entertainment facilities.

Durable solutions: UNHCR will undertake all necessary efforts in order to facilitate the timely search and implementation of durable solutions based on the principle of voluntariness. While some may benefit from resettlement to third countries, others will be helped to return to countries where asylum had previously been granted, or to return to their home countries if it is safe to do so. Some may be

given permission to remain and integrate in Rwanda. UNHCR will ensure close monitoring and follow-up, including on human rights aspects, of the implementation of the integration into Rwandan society for those evacuees who opt for this solution.

2.2 Context

2.2.1. Regional context

Libya is situated on an important geo-political crossroad in the Central Mediterranean route, attracting thousands of asylum-seekers, refugees and migrants to its coastline seeking access to Europe through treacherous desert land and unpredictable sea journeys. Libya continues to suffer from interlinked political, conflict and insecurity, and economic crises that are driving conflict, damaging its economy, weakening state institutions, and facilitating criminal gangs and the existence of non-state armed actors. The situation continues to cause great hardships to Libyans and non-Libyans, and contributes to ongoing displacement of Libyans from their homes and a precarious situation for migrants in the country.

The number of persons departing from the coastline in Libya and reaching Europe decreased significantly since 2016 when over 181,000 persons reached Italy. In 2018 a total of 23,370 persons reached Italy while that number was 118,874 in 2017. This decrease is however not reflecting the situation on the ground in Libya, as there are currently no signs that the flow of mixed movements towards Libya are reducing. In 2018 a total of 15,235 persons were rescued/intercepted at sea, compared to 14,332 in 2016. The hardship of persons caught in the mixed movements in Libya remains the same and Libya is not recognized as a safe country to return (statement by the European Union (EU) High Representative Mogherini on 16 April at the European Parliament plenary session). It is currently estimated that almost 3,700 individuals are at high risk in detention centres in the Tripoli area (including a large number of persons of concern to UNHCR, mainly from Eritrean, Sudanese, Somali and Ethiopian origin).

Libya does not have a comprehensive migration governance framework. Existing laws and regulations, some of which date back to the 1950s, contain significant gaps. The concept of refugees and asylum-seekers is still relatively new, which is evidenced by the fact that Libya has not signed the 1951 Refugee Convention, even though the country signed and ratified the 1969 Organization of African Unity (OAU) Convention on Refugees. In practice, Libya only recognizes refugees from nine nationalities. The ratified OAU Convention is not sufficient to address the current situation and falls short of international standards. It is expected that the protection of migrants, refugees and asylum-seekers in Libya will remain very challenging and the protection space will continue to deteriorate.

On 29 November 2017 the EU-AU-UN agreed to put in place a joint Task Force on Libya with the aim of improving support and protection of migrants and refugees along the routes and in particular inside Libya. As an immediate measure, a major humanitarian return and evacuation operation was launched, by stepping up the voluntary humanitarian returns to countries of origin, and evacuating persons in need of international protection with a view to further resettlement including via the establishment of the Emergency Transit Mechanism in Niger.

As of today there has been over 49,000 assisted humanitarian returns of migrants to their home countries by the International Organization for Migration (IOM) and African Union (AU) Member States, as well as over 4,400 evacuations or direct resettlements of refugees by UNHCR from Libya, including via the Gathering and Departure Facility (GDF) in Tripoli and the ETM in Niger.

The Taskforce also facilitated the opening of the Gathering and Departure Facility (GDF) in Tripoli, an important element in facilitating the evacuation of refugees, notably to the ETM in Niger.

With the intensification of fighting in Libya earlier this year, the evacuation of hundreds of refugees and asylum seekers at risk in urban areas and those being held in Libyan detention centres was made even more urgent. On 2 July, an airstrike hit the Tajoura detention centre, killing 56 migrants and injuring more than 130. Following the bombing, all survivors from the Tajoura bombing were relocated to the GDF. Being filled up to its maximum capacity and with the authorities of Niger having recently limited

the presence of People of Concern (PoC) in the ETM to no more than 650, evacuations of PoC out of Libya are currently difficult.

In the wake of the Tajoura bombing, the UNHCR High Commissioner reached out to the President of Rwanda, H.E. Paul Kagame, who had offered to host migrants and on 10 September 2019 a tripartite memorandum of understanding (MOU) between UNHCR, the African Union and Rwanda was signed effectively allowing for the setup of an ETM in Rwanda. This ETM will complement evacuation activities directly from Libya to Italy as well as to the ETM in Niger.

2.2.2. Sector context: policies and challenges

The African Union (AU), the Libyan Government and the Government of Rwanda, acknowledging the exceptional situation in Libya where persons of concern are subject to detention and facing human rights abuses, have agreed in principle to a coordinated approach under the ETM.

The signed MOU defines the role and responsibilities of the Parties, and guides all activities related to the coordination processes.

- The GoR is the overall Emergency Transit Centre Manager and will ensure its security.
- The AU will provide overall strategic and high-level political support, as well as advocacy for the emergency transit from Libya to Rwanda, in particular with the Libyan Government.
- UNHCR will organize evacuations of refugees and asylum seekers from Libya, their reception in Rwanda, and provide them with the necessary protection services and humanitarian assistance while seeking for the implementation of durable solutions.

Compared to other countries in the region, Rwanda is a relatively stable country in a region characterized by insecurity. It hosts mainly refugees from the Democratic Republic of the Congo (DRC), living in a protracted (20+ years) situation, and from Burundi following the election-related insecurity in April 2015. The country is expected to remain generally calm and open to those seeking asylum, with a potential risk of sudden mass influx from neighbouring countries. The eastern Democratic Republic of Congo has been affected by an important Ebola epidemic declared in August 2018. The epidemic has been declared a public health emergency of international concern. Rwanda is considered a priority one country due to its proximity to the outbreak and it has prepared for possible cases but there is as of now no information that Ebola cases have been detected on the territory of Rwanda.

Rwanda is a signatory to the 1951 Convention and 1967 Protocol, OAU Convention, 1961 and 1964 Statelessness Conventions and majority of leading international human rights and displacement conventions.

Most refugees in Rwanda are recognized *prima facie*. Although Rwanda entered the following reservation to the 1951 Convention: “For reasons of public policy (*ordre public*), the Rwandese Republic reserves the right to determine the place of residence of refugees and to establish limits to their freedom of movement” – refugees have in practice not been prevented from spontaneously settling in urban areas, and have been able to register with UNHCR and the Government in those urban areas. Asylum seekers and refugees have the right to remain lawfully and move freely throughout the country as long as they have valid documentation to legalise their presence in Rwanda. This means that they are allowed to reside where they wish, to engage in economic activity and to interact socially and culturally within local communities. However, refugees are required to observe the laws and regulations in force in Rwanda as well as measures taken by the government to maintain security in general. It should be noted that the Government of Rwanda, has a firm law on drugs and alcohol abuse, and may conduct drug testing for any individual suspected of drug usage. Rwanda also continues to detain some individuals, including children, mostly seen as social cases, without the possibility of appeal.

The status and treatment of refugees is governed by the Law N° 13 ter/ 2014 of 21/05/2014 relating to Refugees, which complies with international standards. The definition of protection against refoulement are identical to the provisions of the 1951 Refugee Convention. The asylum procedure outlined by the law is detailed and the timeline for the referral process clearly outlined. Under the law, the State is

responsible for refugee status determination (RSD) according to a procedure, process and timeline that are clearly stipulated and detailed in the law.

Refugees are included in the national birth registration system and since September 2018 the Government issues machine readable Convention Travel Documents (MRCTDs) for refugees seeking to travel abroad for any reason.

By supporting the rehabilitation and upgrading of the Gashora transit centre and the delivery of core protection services and assistance to the evacuees, this action will support the setup and first stage of this Emergency Transit Mechanism (ETM) with the objective to ensure refugees and asylum seekers are taken to safety while solutions are being sought. A specific attention should be made to the local hosting communities in order to foster acceptance of the refugees and asylum seekers.

2.2.3. Justification of the use of EUTF Africa funds

This Action builds on the priorities set by the European Commission in the joint Communication "Migration on the Central Mediterranean Route: Managing flows, saving lives" released on 25 January 2017, confirmed and further developed by the European Council in the Malta Declaration issued on 3 February 2017.

In addition, the action complements the efforts being pursued through the African Union - European Union - United Nations Task Force, which aims to save and protect lives of migrants and refugees along the routes and in particular inside Libya.

The EUTF is already supporting the ETM in Niger and the GDF in Libya. Overall, the EUTF has invested more than 170 million EUR to assist stranded migrants and refugees out of Libya. The EUTF is hence best placed to provide support and ensure coordination between these programs.

Most of the people of concern, targeted by this action are originally from the Horn of Africa (mostly from Eritrean, Sudanese, Somali and Ethiopian origin) and the action indeed aligns with the strategic orientation of EUTF programmes in the Horn of Africa to improve asylum management and quality asylum space in the region while addressing root causes of both primary and secondary displacement.

The EUTF is most suited to provide support, due to its capacity to respond swiftly to address the identified needs. It also leverages the comparative advantage of the EUTF in delivering humanitarian-development nexus programming.

The implementation of protection programmes funded under the EU Trust Fund for Africa have shown tangible results enhancing the protection of people living in vulnerable situations in Libya, such as:

- 2,913 refugees and asylum seekers evacuated from Libya through the ETM in Niger. Among them, 1,294 persons have already departed to third countries through UNHCR's resettlement programme. As of 13 May 2019, a total of 398 persons were accepted by resettlement countries however are still waiting for their actual departure from Niger;
- Establishment of a GDF in Tripoli (opened on 4th December 2018). As of 14 May, the Facility was hosting 631 Persons of Concern to UNHCR, including 395 minors. Since fighting erupted on 4 April, UNHCR has relocated 769 refugees and asylum-seekers from detention centres to the GDF. Both ETM and GDF have maximum capacities that were reached already. Additional transfers to the GDF are conditioned to new evacuations out of Libya, either directly through humanitarian corridors or indirectly through the ETM, evacuations which are in turn conditioned to countries receiving refugees and asylum seekers.
- Provision of blankets, clothes and hygiene kits to more than 61,300 refugees and migrants living in vulnerable situations;

- Medical assistance to more than over 89 700 refugees and migrants living in vulnerable situations;
- Establishment of a clinic in seven disembarkation points. However, the analysis of the situation in Libya shows that the emergency needs of migrants continue to increase in severity. In this respect additional funding was approved during the July Steering Committee of the EUTF North of Africa window.

2.3 Lessons learnt

Experiences gathered since the start of the ETM Niger in December 2017 are showing that this is currently the main solution for persons of concern to UNHCR in detention centres who are not able to return to their country of origin through IOM's voluntary return assistance. Since the start of the ETM a total of 2,913 persons of concern were released from detention centres in Libya and evacuated to Niger. Among them, 1,879 persons have already departed to third countries through UNHCR's resettlement programme. The processing of evacuees in Niger has however taken more time and resources than initially anticipated and challenges in the speed of departure of persons accepted by third countries is further impacting this mechanism. The establishing of the ETM Rwanda will provide a second option in addition to the already existing ETM Niger.

Expectation management is an integral part of UNHCR's protection activities, focusing on various levels simultaneously. While UNHCR is known by many persons of concern as the agency providing an onward solution to third countries mainly in EU Member States through its resettlement and Emergency Transit Mechanism evacuation programmes, expectations are that persons in detention centres simply can reach out to UNHCR and they will be immediately granted a solution in a western country. The fact that such solutions are at the moment perceived as the only available solutions in Libya for persons of concern to UNHCR creates high expectations which only in very limited numbers can be achieved, therefore distorting the view on UNHCR's activities. Dedicated awareness actions should be provided informing about different existing international protection options. Besides the high expectations by persons of concern themselves, the Libyan authorities also have high expectations towards UNHCR to find solutions outside of Libya. The fact that UNHCR is dependent on third countries offering an adequate number of pledges and is unable to process refugees directly out of Libya, is often forgotten. Lastly, there are also considerable expectations by donors for UNHCR to alleviate the suffering of persons caught in the mixed flows, which is under the current operational context very challenging.

In the lead up to arrival of refugees and asylum seekers from Libya to Rwanda, Government of Rwanda, UNHCR and the African Union undertook to a joint mission to visit the ETM Niger from July 10-13th 2019, to understand how it handled refugees transfer from Libya, refugee's management in Niger camps, and resettlement to western countries. Based on the lessons learned from this visit to the ETM in Niger, the MOU between the Government of Rwanda, UNHCR and African Union was prepared and has been signed on 10th September 2019 in Addis Ababa. The objectives of this MOU is to establish the working terms and conditions for an ETM in Rwanda which will serve as safe pathway for refugees, asylum-seekers and other persons in need of protection who are currently trapped in Libya or facing serious protection risks. For the purpose of this MOU, the maximum number of individuals to be evacuated and admitted to Rwanda under the Emergency Transit Mechanism is established at five hundred (500) at any given time. They are accommodated in Gashora Reception center located in Bugesera District while solutions are being sought. This centre will be managed by the Ministry in charge of Emergency Management in coordination with UNHCR which will fully fund the operations of the ETM.

Like other refugees hosted in Rwanda, they have the right to safe refuge. They have the right to access medical care, school and work. In Rwanda, refugees would be treated as nationals with regard to accessing employment and related rights and benefits. Through projects related to income-generating activities and skills training programmes, the GoR in close collaboration with UNHCR will make every effort to ensure that refugees become self-reliant. The evacuees have the right to access leisure and entertainment facilities. Refugees are required to respect the laws and regulations of the host country.

Freedom of movement is granted, subject to informing the authorities and receiving necessary permissions to move outside of the district.

UNHCR shall undertake all necessary efforts in order to facilitate the timely search and implementation of durable solutions based on the principle of voluntariness, and in line with solutions including:

- a) voluntary return and reintegration to the country of origin in collaboration with IOM;
- b) return to a previous country of admission where agreed by the authorities of that country;
- c) Resettlement in a third country;
- d) family reunification in a third country or in country of origin;
- e) longer term stay in Rwanda, subject to the agreement of the competent authorities;
- f) access to other solutions in third countries.

In order to facilitate their integration in Rwanda, the evacuees receive information on the country and its culture prior to departure. They also get an entry briefing upon arrival on the services in the transit centre, the rules and regulations in the country and the services available in the local community (Market, church, mosque etc.). In addition they will receive language classes in English and in Kinyarwanda in order to be able to communicate with the host community.

In parallel, the local authorities and the Rwandan population receives regular information on arrivals in Gashora and key messages (including awareness actions on the ETM process) are conveyed to the host community around the camp every Tuesday during the weekly community general meetings (Inteko z'Abaturage). In addition to the Ministry of Emergency management, the local authorities are also involved in the reception of evacuees from Libya and the Mayor was present on 26 September at Gashora Transit centre to welcome new arrivals in his district.

2.4 Complementary actions and synergies

Important complementarities with other EU-financed activities will be sought and developed, including with actions funded through the EUTF. This action is in particular complementary to the EU Trust Fund grants provided to UNHCR since mid-2017 for Libya.

This action will be implemented in close coordination with EUTF action T05-EUTF-NOA-LY-08 "Managing mixed migration flows (top-up): Enhancing protection and assistance for those in need in Libya" and EUTF action T05-EUTF-REG-REG-04 "Protection and sustainable solutions for migrants and refugees along the Central Mediterranean route" under which funding is available for flights of PoCs from Libya to Rwanda and necessary support to the UNHCR offices in Libya and Tunisia will be covered through those actions. Indeed, this action does not include activities within Libya, but only on the Rwandan territory.

It will also be implemented in close coordination with EUTF action T05-EUTF-SAH-REG-16 "Protection and sustainable solutions for migrants and refugees along the Central Mediterranean route", which provides support to the ETM in Niger.

Finally, this Action will be in line with the 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. This action contributes in particular to the priorities on "Protection for all women and men of all ages from sexual and gender-based violence in crisis situations" (objective 9) and "Equal access and control over clean water, energy, transport infrastructure, and equitable engagement in their management, enjoyed by girls and women" (objective 16).

2.5 Donor coordination

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.

In Rwanda, the Refugee Coordination Model is co-coordinated by the Government (Ministry in charge of Emergency Management - MINEMA) and UNHCR. It includes UN Agencies, Non-Governmental Organizations (NGOs), operational and development partners. UNHCR also coordinates sector working groups (co-coordinating with partners where relevant). NGO partners are involved in UNHCR programming aspects and when possible, raise funds to complement UNHCR's efforts. In 2019, project partnership agreements have been signed with 12 partners for the entire operation including MINEMA and one national NGO. For the ETM 5 international NGOs, 2 National NGOs were selected. In addition, as an active participant of the UN country team and the lead agency for the coordination of the refugee response in Rwanda, UNHCR provides briefings to UN sister agencies and other partners and requests support. In addition to the regular Refugee coordination meetings (every two months), UNHCR together with MINEMA, the immigration services and the NGO partners directly involved in the ETM response have weekly meeting to coordinate preparations for the evacuation movements and the reception of evacuees at the Transit centre.

UNHCR Rwanda is deploying efforts to maintain a good relationship with traditional donors who are committed to the refugee cause, support UNHCR globally as well as some of our partners involved in the refugee response (ex. the EU, USA, Japan, European countries etc.) This is done through regular briefing on the refugee situation (operational updates, fact sheet, briefing note on the ETM, briefing in person with External relations or UNHCR management), the involvement in diverse refugee forum (Refugee coordination meetings), and the organization of field visits (for example: briefing with the EU Delegation, US Embassy, Netherlands political officer, German consulate, and mission of EU Ambassador to Rwanda to Gashora centre on 25 September).

UNHCR ensures, as part of its regular practice and through different mechanisms, donor coordination so to ensure complementarity of actions, increase synergies, and avoid double funding by donors. This takes place through regular donors' briefings, coordination meetings as well as through a rigorous programme and project management system in place.

For the specific interventions under this action, coordination meetings involving all relevant stakeholders (including international partners, donors, NGOs, UN agencies, as relevant) will be organized.

3. DETAILED DESCRIPTION

3.1. Objectives and expected outputs

The overall objective (expected impact) of this action is: to provide a safe transit mechanism for evacuees from Libya through provision of emergency protection and lifesaving assistance until prospects for access to durable solutions become are identified, including voluntary return to their country of origin, longer term stay in Rwanda, resettlement or other third-country solutions.

The specific objectives (expected outcomes) are the following:

SO 1. Provision of emergency protection and life-saving assistance for persons of concern evacuated from Libya with critical needs through the establishment of an Emergency Transit Mechanism (ETM)

SO 2. Direct multi-sectoral assistance and protection to refugees and host communities is improved

SO 3. Provision of alternatives to irregular migration for persons in need of international protection through voluntary return, long term stay in Rwanda and resettlement.

The expected outputs are:

Output 1.1 Upgrade and expansion of facilities at the Transit Reception Centre in Gashora

Output 2.1. Emergency assistance and provision of services to evacuees upon arrival at Kigali Airport and throughout their stay at the ETM reception centre in Gashora

Output 3.1. Registration and issuance of persons of concern to UNHCR with individual documentation to enable persons of concern access services including Cash-based interventions (CBI)

Output 3.2. Strengthen self-reliance and resilience are aimed at equipping and preparing persons of concern to the Office to respond to the protection risks they face and to take advantage of opportunities leading to durable solutions

Output 3.3 Submission of eligible cases for resettlement to third country

Output 3.4 Promote long term stay of persons of concern in Rwanda

Output 3.5 Facilitate voluntary return of those who are willing to repatriate to their country of origin

3.2. Main activities

3.2.1. Activities associated with each result

Main activities envisioned under this action:

Sector	Output	Activities
Health status of the population improved	Access to primary health care services provided or supported	<ul style="list-style-type: none"> • Renovation of the Gashora health post • Operations management cost for Gashora health post • Procurement of medicine and medical supplies • Procurement of back-up generator • Vehicle rental for monitoring and supervision
	Referral mechanisms established	<ul style="list-style-type: none"> • Facilitate referrals to regional hospitals • Ambulance rental for referrals to hospitals and clinics
Nutrition well-being improved	Community management of acute malnutrition programmes implemented and monitored	<ul style="list-style-type: none"> • Provide fresh food for inpatients at hospital • Procure Plumpy’Nut and plummy sup for children • Provide blanket, supplementary feeding for children 6-24mths, PL Women, PLWHIV, TB • Maintain a nutrition centre
Population has optimal access to education	Adult and child education provided	<ul style="list-style-type: none"> • Provide Accelerated Orientation Learning Programme • Construct and Equip classrooms
Population has enough access to energy	Domestic fuel provided	<ul style="list-style-type: none"> • Construct communal LPG kitchens for persons of concerns to prepare meals
Population has enough basic and domestic items	Cash grants or vouchers (multi-purpose) provided	<ul style="list-style-type: none"> • Provide multipurpose cash grant for communication, transport, basic non-food items and clothing
Population lives in satisfactory conditions of sanitation and hygiene	Community solid waste management services provided	<ul style="list-style-type: none"> • Hire dumping truck for garbage collection and sludge removal • Establish a waste dumping site within Gashora District • Construct garbage facilities within the ETM Centre • Purchase a vacuum dislodging truck

	Community sanitary facilities/ latrines constructed	<ul style="list-style-type: none"> Construct 13 dischargeable latrines, 13 shower-rooms and 3 laundry slabs
	Environmental health and hygiene campaigns implemented	<ul style="list-style-type: none"> Provide sanitation tools, hygiene kits, sanitary disinfectants Conduct KAP survey measuring satisfaction with measures taken
Services for persons with specific needs strengthened	Support to persons with specific needs provided	<ul style="list-style-type: none"> Support with identification, referral and follow up of cases in need of assistance
Shelter and infrastructure established, improved and maintained	General site operations constructed and sustained	<ul style="list-style-type: none"> Improve the condition of infrastructure in Gashora reception centre, considering the specific needs of vulnerable groups (women, children, disabled)
Supply of potable water increased or maintained	Water system maintained	<ul style="list-style-type: none"> Connect the centre to the national main water supply system, upgrade the water supply system, provide monthly water treatment products and utilities and support monitoring of water system
Community mobilization strengthened and expanded	Community self-management supported	<ul style="list-style-type: none"> Establish Community Based Structures Equip and run Community Centres
Self-reliance and livelihoods improved	Sectoral cash grants/vouchers provided	<ul style="list-style-type: none"> Lump sum cash grant for start-up business/kits/tools
	Access to self-employment/business facilitated	<ul style="list-style-type: none"> Support entrepreneurship/business skills training including financial literacy
	Vocational training / Technical (TVET) skills provided	<ul style="list-style-type: none"> Support TVET/Trade Based Skills Training and Language Courses
Logistics and supply optimized to serve operational needs	Maintenance of vehicle fleet in adequate condition	<ul style="list-style-type: none"> Logistical support through provision of fuel, spare parts and additional vehicles
General project management services provided	General project management services provided	<ul style="list-style-type: none"> Operations management costs including office running costs, staffing and head quarter support costs
Risk of Sexual and Gender based Violence (SGBV) is reduced and quality of response improved	Safe and survivor centred SGBV procedures and coordination mechanisms functional	<ul style="list-style-type: none"> Support specialised medical and psychosocial Individual Case Management Organise awareness and trainings sessions Conduct an assessment and develop an inter-Agency Standard Operating Procedure (SOP) Train Community Based Committees
Peaceful co-existence with local communities promoted	Peaceful Co-existence projects implemented	<ul style="list-style-type: none"> Support Conflict Resolution Programmes and joint activities with host communities Awareness actions with host communities
Protection of children strengthened	Community based child protection structures established and functioning	<ul style="list-style-type: none"> Identification, referral and case management of children Set up 01 Child Friendly Space (CFS) and 01 Recreational / sports facility
	Best interest determination	<ul style="list-style-type: none"> Support Best Interests Assessments (BIA) and Best Interests Determination (BID) processes

	process established and operational	
Reception conditions improved	Individual/ family material and psychosocial support provided	<ul style="list-style-type: none"> • Arrange transfer fare / Contract Airport to Gashora ETM, approximately 25 trips using 24-seater buses • Provision of meals • Provision of beds, mattresses, bed sheets and chairs in accommodation units • Procure a stand by generator as well as connect the centre to the national main grid and provide for utilities • Procure first psychosocial referral upon arrival (specific needs identification) • Provide permanent psychosocial support
Quality of registration and profiling improved or maintained	Registration conducted on an individual basis with minimum set of data required	<ul style="list-style-type: none"> • Procure assorted registration equipment • Support deployment of affiliate work force
Level of individual documentation increased	Issuance of ID and travel documents to persons of concern supported	<ul style="list-style-type: none"> • Support issuance of IDs
Camp management and coordination refined and improved	Roles and responsibilities for camp managers defined and agreed	<ul style="list-style-type: none"> • Support coordination of activities by the Government as well as ensure police and camp management presence
Access to legal assistance and legal remedies improved	Legal services and clinics established or provided	<ul style="list-style-type: none"> • Support legal services and legal counselling
Potential for Voluntary return realised	Safe and dignified returnee transport provided	<ul style="list-style-type: none"> • Assessment of conditions of return • Facilitate returns for those willing
Potential for Resettlement realised	Resettlement files submitted	<ul style="list-style-type: none"> • Procure 20 laptops, a printer, a copier and furniture • Support deployment of resettlement experts
	Resettlement departures arranged	<ul style="list-style-type: none"> • Support departure formalities including police clearances exit permits

3.2.2. *Target groups and final beneficiaries*

The targeted beneficiaries are refugees and asylum-seekers living in vulnerable situations, mainly originating from the Horn of Africa countries who are registered with UNHCR Libya. This group includes women, children and youth at risk registered as refugees or asylum seekers, as well as spouses and children of asylum-seekers and refugees.

Building on the partnership and cooperation established with key national authorities and relevant partners, capacity building support for state and non-state actors working to support this action will also be carried out.

UNHCR expects to provide transit support under the ETM to approximately 1,500 persons over 16 months from September 2019 through December 2020. Given that the Government of Rwanda has set a cap for the reception of 500 evacuees from Libya to Rwanda at any given time, the planning figure therefore assumes three (3) cohorts of 500 persons.

3.3. Risks and assumptions

Risk	Level of risk	Mitigating measures
The deterioration of the security situation in Libya limits access for case identification and processing	High	UNHCR Libya is reinforcing case identification and screening processes through the training of national staff members and local partners
Potential resettlement cases cannot be identified	Low	Proactive case identification by functional units and Partners, enhanced through refresher trainings on resettlement case identification, vulnerability, referral, resettlement criteria and anti-fraud. UNHCR will reinforce case processing mechanisms, including pre-screening to verify family compositions and supporting documentation to ensure effective processing capacity
Fraud related to the selection of beneficiaries	Medium	Standard Operating Procedures are up to date and measures to combat fraud strengthened. - Cases identified for resettlement are approved for processing in accordance with SOPs. - Refugee biodata is checked and verified, including the use of the Biometric Identification Management Systems (BIMs) to verify the data of the applicants (such as Iris scan).
Education, labour mobility schemes and humanitarian visa remain difficult to obtain for refugees.	Medium	UNHCR will continue to advocate for increases of places available for refugees and favourable decision practice.
Too restrictive resettlement criteria posed by resettlement countries may limit case identification and submission	Medium	UNHCR continues to advocate for its standards resettlement criteria, based on vulnerabilities and protection needs, to be considered for case identification.
Resettlement countries fail to provide adequate resettlement quotas to respond to needs	Medium	UNHCR and the EU will continue to advocate for increased resettlement quotas within the framework of international commitments on responsibility sharing
Risk of evacuees falling victim to traffickers	Medium	UNHCR will conduct awareness raising activities with evacuees and outreach to Government to identify and mitigate risks
Tensions between refugees in Rwanda and evacuees and/or between evacuees and host communities develop	Medium	UNHCR will ensure equitable treatment of refugees in Rwanda and with the Government of Rwanda will outreach to host communities to prevent conflict and ensure peaceful cohabitation including through joint activities between evacuees and host communities.

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

- Continued cooperation from the Government of Libya to allow for the evacuation of PoCs with the assistance of the AU.
- Continued cooperation from the Government of Rwanda to welcome evacuees and the ETM.

- Continued commitments from other parties to facilitate sustainable solutions, including resettlement.

3.4. Mainstreaming

The Action will focus on the well-being and personal development of persons of concern, in full respect of their human rights. It will be based on non-discrimination principles, self-determination and participation of the migrants and refugees as well as confidentiality and right to privacy. Protection mechanisms taking into account the vulnerability of the refugees such as ensuring the best interest of the child will always be ensured and be at the forefront of all considerations. In particular, assistance and protection for victims of trafficking in human beings will take into account the gender and age of the victims and the consequences of the specific type of exploitation suffered.

The Action will engage as much as possible all relevant stakeholders at the local, national, regional and international levels in order to achieve a broad and comprehensive understanding of effective protection and migration management policies. A “do-no harm” approach to ensure that migrants and communities are not negatively affected by the actions will be applied.

Good governance and human rights will be integrated in all areas of intervention. Capacity building activities of key stakeholders will promote good governance principles with an emphasis on a rights-based approach to refugee assistance.

Both age and gender considerations will be mainstreamed in all activities of the project, with gender and age sensitive information campaigns, implementation and running of centres, a focus on youth and women for the development of income generating activities, equal participation in trainings and sex and age disaggregated data. Unaccompanied minors and victims of trafficking will be provided with specialised, gender specific and child sensitive assistance and protection.

Resettlement criteria, which will guide both evacuations and submissions of the cases of refugees are gender sensitive taking into account factors such as risk of sexual exploitation and the heightened protection risks of LGBTI persons of concern. Resettlement SOPs will also be further developed with a view to actively mitigating the risks of resettlement fraud and any discrimination with regard to case identification for resettlement.

Peaceful coexistence with local populations is also a cross cutting issue which will be considered across all elements of the implementation of this Action. For the success of the Action, it is essential that efforts are made to maintain dialogue with local population and ensure sensitization of the community.

A particular focus will be given to the beneficiaries’ specific needs, whether they are related to their stay in Libya, such as sexual and gender-based violence, psycho-social stress or to the difficulties they face to adapt in Rwanda while waiting for the availability of durable solutions. Women and girls are particularly vulnerable to trafficking in human beings, predominantly for the purpose of sexual exploitation and have often encountered specific trauma on the migration route or during detention. Special attention will hence be paid to their specific vulnerabilities.

In regard to SGBV and health care services, the action will ensure that female nurses/counsellors as well as staff with the right language skills are available to liaise with the PoCs and ensure they have full access to available protection and assistance services.

As part of UNHCR’s regular programming cycle, disaggregation by age, gender and diversity needs (including persons with specific needs such as elderly or persons with disabilities, single parent women, unaccompanied and separated children, women at risk, and victims of trafficking or other human rights abuses) will be affected.

3.5. Stakeholder analysis

The Government of Rwanda:

All activities will be planned and implemented in close collaboration with national and local level government counterparts in Rwanda. In Rwanda, UNHCR will continue to develop and strengthen its strong partnership with the Government in support of the hosting of the evacuation mechanism on Rwandese territory. The Government of Rwanda is involved in clearing cases and facilitating administrative formalities required to ensure the entry of evacuees into Rwanda. In this manner, Rwanda demands recognition as an active actor on migration issues in Africa.

Resettlement countries:

The achievement of resettlement targets outlined in this Action will be dependent on the allocation of quota, currently over 13,700 pledges from non-EU and EU Member states for the central Mediterranean route UNHCR will continue to advocate for higher quotas, new exchange programs, abridged administrative requirements/procedures for persons of concern and more favourable evaluation of requests submitted by persons in need of international protection. The Commission and Member States are currently discussing new resettlement pledges that should also include resettlement from Rwanda.

Non-governmental organisations:

UNHCR will continue to work or develop new cooperation mechanisms with partners to implement activities in protection and reintegration foreseen within the context of the Action. NGOs with protection capacity, specifically response capacity in the sectors of SGBV and psychosocial support, will support UNHCR in responding to the needs of evacuees while in Rwanda.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

Not applicable.

4.2. Indicative operational implementation period

The implementation period will be 24 months from the time of the submission of the written request for contribution, 30 August 2019.

4.3. Implementation modalities

The contracting modality will be based on flexible procedures in crisis situations as defined by the Financial Regulation. The action will be implemented in indirect management through a contribution agreement with UNHCR. The implementation is justified because of the experience already gained by UNHCR and its presence and role and mandate on the ground as described above.

Event to be reported 22.b (Retroactive starting date), as per section 8.5.1 of the DEVCO Companion, will apply to this action. Costs will be eligible as of 30 August 2019, which is the date of submission of the written request for contribution. Retroactive financing will allow for coverage of the ETM since its inception, including the first evacuations in September and October 2019.

4.4. Indicative budget

Component	Amount EUR
Indirect management with UNHCR	10 000 000
Communication and visibility	100 000
Monitoring, evaluation and audit	200 000
Total	10 300 000

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, gender analysis, milestones and targets for each disaggregated indicator. 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).

The implementing partner(s) will report on a number of common EUTF indicators of the selected results for this Action (see list in English / French published on the EUTF² website).

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. The amount allocated for external evaluation and audit purposes should be shown in EUR. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

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 partner country, the contractors, the beneficiaries and / or the entities responsible in terms of legal obligations regarding communication and

² EN : https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41.pdf
FR : https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41_fr.pdf

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.

List of acronyms

AU - African Union

BIMs - Biometric Identification Management Systems

CBI - Cash-based interventions

DRC - Democratic Republic of the Congo

ETM - Emergency Transit Mechanism

EU - European Union

EUTF – European Union Emergency Trust Fund for Stability and Addressing the Root Causes of Irregular Migration and Displaced Persons in Africa

GDF - Gathering and Departure Facility

GoR - Government of Rwanda

IOM - International Organization for Migration

UN - United Nations

UNHCR - United Nations High Commissioner for Refugees

MOU - Memorandum of understanding

MINEMA - Rwandan Ministry in charge of Emergency Management

NGOs - Non-Governmental Organizations (NGOs)

OAU - Organization of African Unity

PoC - People of Concern

TVET – Technical and Vocational Education and Training

USA – United States of America

Annex: Indicative Logical Framework Matrix (max. 2 pages)

	Results chain: Main expected results	Indicators	Sources and means of verification	Assumptions
Impact (Overall objective)	The overall objective (expected impact) of this action is to provide a safe transit mechanism for evacuees from Libya through the provision of emergency protection and, lifesaving assistance until prospects for access to durable solutions including voluntary return to their country of origin, longer term stay in Rwanda and resettlement to other third-country solutions.	Average processing time from arrival to departure for Evacuation from Libya to Rwanda Extent reception conditions meet minimum standards Number of people having improved access to basic services (disaggregated by age, sex, nationality)	Passenger manifest Registration data UNHCR protection Monitoring reports Distribution lists Interview report Partner and UNHCR reports	
Outcome(s) (Specific Objective(s))	SO. 1. Provide emergency protection and life-saving assistance for persons of concern evacuated from Libya with critical needs through the establishment of an Emergency Transit Mechanism (ETM).	1.1. Extent reception arrangements are adapted to assist persons of concern with specific needs	1.1. Monitoring reports	Coordination and Cooperation by authorities in Rwanda, Host Communities
	SO 2 : Improved direct multi-sectoral assistance and protection to refugees and host communities	2.1. Access to and quality of services for target groups is improved 2.2 Number of people participating in activities developed jointly for evacuees and host communities (disaggregated by age, sex and nationality)	2.1. Monitoring reports	
	SO. 3. Provide alternatives to irregular migration for persons in need of international protection through voluntary return, long term stay in Rwanda and resettlement.	3.1. % of persons of concern submitted for resettlement who have departed for resettlement (disaggregated by age, sex and nationality) 3.2. Extent persons of concern are able to make an informed choice concerning return to Country of Origin of first Country of Asylum	3.1. Resettlement interview file 3.2. Consent forms that are signed	

Outputs	Output 1.1 Upgrade and expansion of facilities at the Transit Reception Centre in Gashora	1.1.1. Number of social infrastructures build or rehabilitated. 1.1.2. Number of people receiving a basic social service (disaggregated by age, sex and nationality)	1.1.1. Infrastructure construction reports 1.1.2. Beneficiary list	Cooperation from Government of Rwanda and Host Communities
	Output 2.1. Emergency assistance and provision of services to evacuees upon arrival at Kigali Airport and throughout their stay at the ETM reception centre in Gashora	2.1.1. Number of people having improved access to basic services (disaggregated by age, sex and nationality) 2.1.2. Number of migrants in transit, victims of human trafficking, IDPs and refugees protected or assisted (disaggregated by age, sex and nationality) 2.1.3. Number of institutions and non-state actors strengthened through capacity building or operational support on protection and migration management	2.1.1 Manifest 2.1.2 Registration list 2.1.3 Training reports	
	Output 3.1. Registration and issuance of persons of concern to UNHCR with individual documentation to enable persons of concern access services including CBI	3.1.1. Number of refugees and forcibly displaced persons receiving legal assistance to support their integration (disaggregated by age, sex and nationality)	3.1.1 Registration forms	
	Output 3.2. Strengthen self-reliance and resilience are aimed at equipping and preparing persons of concern to the Office to respond to the protection risks they face and to take advantage of opportunities leading to durable solutions	3.2.1. Number of people assisted to develop economic income generating activities (disaggregated by age, sex and nationality) 3.2.2. Number of people benefiting from professional trainings (TVET) and/or skills development	3.2.1. IGA reports 3.2.2 Enrolment in TVET	
	Output 3.3 Submission of eligible cases for resettlement to third Country	3.3.1. Number of cases submitted and processed for resettlement	3.3.1 Resettlement files	

	<p>Output 3.4 Promote long term stay of persons of concern in Rwanda</p>	<p>3.4.1. Number of refugees benefiting from an Out-of-Camp policy (disaggregated by age, sex and nationality)</p> <p>3.4.2. Number of people reached by information campaigns on resilience-building practices and basic rights (disaggregated by age, sex and nationality)</p> <p>3.4.3. Number of refugees and forcibly displaced persons receiving legal assistance to support their integration (disaggregated by age, sex and nationality)</p>	<p>3.4.1 Out of camp projects</p> <p>3.4.2. Sensitization reports</p> <p>3.4.3. Cases referred for legal counselling</p>	
	<p>Output 3.5 Facilitate voluntary return of those who are willing to repatriate to their Country of Origin</p>	<p>3.5.1. Number of voluntary returns or humanitarian repatriation supported (disaggregated by age, sex and nationality)</p>	<p>3.5.1. VRFs signed</p>	