

**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-09 Enhancing self-reliance and access to rights for refugees and asylum-seekers in North Africa			
Zone benefitting from the action / Localisation	Egypt, Morocco and Tunisia			
Total cost	Total estimated cost: 15.440.072 EUR Total amount drawn from the Trust Fund 11,500,000 EUR Co-financing amount: 3.940.072 EUR from various donors to UNHCR Country Operations			
Aid modality(ies) and implementation modality(ies)	Indirect management through contribution agreement/s with UNHCR			
DAC – codes	72050			
Main delivery channels	United Nations Office of the United Nations High Commissioner for Refugees (UNHCR) – 41121			
Markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Participatory development / good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and empowerment of women and girls	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal , newborn and child health	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Rio Markers	Not targeted	Important 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	
SDG	<ul style="list-style-type: none"> • Goal 3: Ensure healthy lives and promote well-being for all at all ages • Goal 4: Ensure inclusive and equitable quality education and 			

	<p>promote lifelong learning and opportunities for all</p> <ul style="list-style-type: none"> • Goal 10: Reduce inequality within and among countries • Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable • Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
Valetta Action Plan Domains	Valetta Action Plan domain 3 “Protection and asylum”
Strategic priorities of the Trust Fund	<p>EUTF Objective 3: Improved migration management in countries of origin, transit and destination.</p> <p>Strategic Objective 3 of the Operational framework of the North of Africa Window of the EU Trust Fund for Africa (EUTF for Africa) "To strengthen the protection and resilience of those in need"</p> <p>Specific objective 3.II. Policy, legislative, regulatory and institutional frameworks on asylum and international protection are progressively established</p> <p>Specific objective 3.V. Access to and quality of services for target groups and host communities is improved</p>
Beneficiaries of the action	The target groups are mainly refugees and asylum-seekers including their host communities for the first specific objective, while the second specific objective is focusing mostly on government authorities, UNHCR's partners, international, national and local humanitarian actors, media as well as the general public for the awareness part.
Derogations, authorized exceptions, prior agreements	N/A

2. RATIONALE AND CONTEXT

2.1. Summary of the action and objectives

The purpose of this Action is to provide refugees and asylum-seekers in three North African countries (Egypt, Morocco and Tunisia) with access to legal assistance, self-reliance, education and services that address particular vulnerabilities such as sexual and gender-based violence. These activities aim to increase refugee integration into host communities while reducing exposure to risks associated with onward movements. Further, UNHCR also integrates in this Action support to host government through capacity building and integration efforts of refugees and asylum-seekers in Tunisia.

The Action aligns with two key objectives of the Global Compact for Refugees: 1) ease the pressure on host countries, and 2) enhance refugee self-reliance. The Action seeks to reduce

pressure on host countries and reduce exposure to risk associated with attempting to cross the Mediterranean Sea towards Europe in a two year period, 2020-2021.

The Action also aligns with the EU TF North of Africa (NOA) M&E Framework Strategic Objective 3 “To strengthen protection and resilience of those in need” and Specific objectives 3.II. “Policy, legislative, regulatory and institutional frameworks on asylum and international protection are progressively established”, and 3.V. “Access to and quality of services for target groups and host communities is improved”.

2.2. Context

As of early 2019 there are approximately 258,000 refugees and asylum-seekers registered by UNHCR in the three countries covered by the Action, with 247,142 in Egypt, 8,990 in Morocco and 1,843 in Tunisia. In all three countries, the majority of refugees and asylum-seekers are from Syria and are persons of concern (PoC) to UNHCR. While signatories to the Refugee Convention, none of the three countries have asylum legislation in place nor a functioning asylum system that provides for the protection and enjoyment of rights as provided under the Convention for PoC to UNHCR. In Morocco, the National Strategy for Immigration and Asylum however foresees to align the legal framework with international standards and a draft law on asylum is pending its transmission to Cabinet before being submitted to Parliament. A dual asylum system is meanwhile in place between the UNHCR and the Office of refugees and stateless persons (BRA). Against the above backdrop, the UNHCR puts strong **emphasis on access to legal assistance to ensure that refugees can benefit from services and programs they are entitled to under domestic legislation.**

While access to and promotion of human rights is crucial, psycho-social resilience is key in enabling refugees and asylum-seekers’ integration. Refugees, after living through psychological and social trauma due to experienced atrocities prior to or during flight, continue suffering despite being in safety. Therefore, to restore their mental health and psychosocial well-being, they need assistance of experienced and trained professionals. In addition, access to education is a vital issue for increasing the inclusion of refugees and asylum-seekers in a country and contributing, in the best case, to the development of the country of origin upon return.

In all three countries, the relevant governments provide access to basic medical consultations but not necessarily to needed medicines or secondary health treatments. This can leave refugees suffering from serious medical conditions in desperate situations. Poor health also contributes to unemployment and the loss of livelihood opportunities. To decrease desperation and pressure to cross the Mediterranean Sea in search of better conditions, this Action includes increasing access to health services.

In addition to providing assistance to PoC to stabilize their stay in North Africa, UNHCR also **integrates in this Action support to the host government through capacity building and integration efforts of refugees and asylum-seekers in Tunisia.**

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 population is very diverse with 247,808 refugees and asylum-seekers from 58 different countries being registered with UNHCR Egypt as of end of April 2019. Most of them live in urban areas of Greater Cairo, Alexandria, Sharkia and Damietta. Syrians continue to be the largest group registered at 53% (132,473 individuals). The remaining persons of concern to UNHCR are mostly from sub-Saharan African countries, Yemen and Iraq (115,335 individuals, equal to 47% of the total refugee population). Around 38 per cent of the overall refugees and asylum-seekers in Egypt are children (95,378). Out of the total number of children, 3,870 are unaccompanied or separated children (UASC).

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 an 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 (MoU) signed in 1954, the Government of Egypt (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 is valid for six months only and needs to be renewed each time in Cairo. 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.

In the Education sector, UNHCR continues to advocate with the Ministry of Education for the mainstreaming of refugees and asylum-seekers of all nationalities into Egyptian public schools, higher education institutes and universities. Currently, access to public schools is granted to Syrian, Sudanese, South Sudanese and Yemeni refugee students. This means that of the school-age children registered with UNHCR approximately 56,300 have the right to access public schools, while more than 9,000 children are not entitled to enrol. These children can either enrol in community schools or private schools, which many cannot afford.

Challenges faced by refugee children in public schools are linked to high density in classrooms, quality of education and protection concerns related to harassment and violence in schools and/or on the way to schools. Language barriers and lack of resources to cover education expenses are also reported as hindrances to their access to education. In the academic year 2018/2019, UNHCR provided education grants to about 44,000 refugee and asylum-seeker students in an effort to support enrolment and retention of children in school. The grant contributes to school fees, transportation, uniforms and school supplies. Among those supported with education grants are vulnerable refugee and asylum-seeking children - particularly unaccompanied and separated children (UASC) and children with disabilities. UNHCR also supports access of refugees and asylum-seekers to tertiary education.

With regards to the health sector, UNHCR and the Ministry of Health and Populations signed a memorandum of understanding in October 2016 that allows access of refugees from all nationalities to all types of public health services on equal footing with nationals. Moreover, following UNHCR's continuous advocacy efforts, in 2018 refugees have been included in the bylaws of the newly endorsed National Health Insurance system as potential beneficiaries. Also, persons of concern to UNHCR were included in the 2019 presidential initiative "100 million health" for hepatitis C screening and treatment.

In line with UNHCR urban policy for the integration of refugees in the national health system, UNHCR continues to enhance mainstreaming of refugees in the public system and to increase awareness on the available services among the refugee communities.

However, the Ministry of Health faces challenges to sustain the health care in terms of human resources, infrastructure and medication. Therefore, the national health system suffers many gaps in the availability and the quality of services provided. To bridge these gaps, UNHCR provides services through implementing partners.

Sexual and Gender-Based Violence (SGBV) is a protection concern in the operational environment in Egypt. Refugees report incidents of rape; verbal, physical and sexual harassment (sometimes experienced in overcrowded accommodations, public transport or at workplace); domestic violence; harmful traditional practices; forced and early marriages.

UNHCR has strengthened efforts towards underreporting and in ensuring access to services for survivors through awareness raising on SGBV issues among refugee communities, mainstreaming of SGBV and age, gender, diversity (AGD) sensitive approaches, and improving the coordination and information on services available at sector level.

There is a need to support Egyptian communities hosting refugees, especially where disparities remain between Syrian refugees and refugees from other countries. These gaps remain in part due to higher funding and earmarked assistance for Syrians (such as World Food Programme's food vouchers), and in part due to the discrimination and xenophobia experienced by refugees of other nationalities compounded by language barriers. In order to strengthen the protection and resilience of all refugees and asylum seekers as well as the Egyptian host communities, their access to services needs to be expanded and the quality of assistance needs to be improved. Therefore, cooperation between relevant stakeholders in the field of protection must also be facilitated.

UNHCR Egypt's key priorities include preservation of the protection space, enhanced access to asylum, and prevention of *refoulement*. Focus is given to issues related to registration, access to and release from detention, alternatives to detention, issuance of longer duration residence permits, decentralization of administrative procedures, and regularization of stay. UNHCR Egypt also focusses on community empowerment and community engagement to manage refugee expectations and respond to the increased numbers of refugees, expanded vulnerabilities and budgetary constraints. UNHCR Egypt remains engaged in the response to mixed movements, and prevention of and response to human trafficking.

Under this Action, UNHCR will continue to support access of refugee and asylum-seeker children to quality education in a safe environment at schools, including children at risk and children with disabilities. Access to health services in public institutions that provide services

to refugees, asylum-seekers and the host community will also be a priority. Additionally, UNHCR will also focus on child protection, youth programmes, prevention of sexual and gender-based violence (SGBV) and protection from sexual exploitation and abuse.

Morocco:

While Morocco remains a country of transit, it is also gradually becoming a destination country for refugees and migrants from a variety of sub-Saharan countries, as well as from Syria and other Middle Eastern countries. Since 2014, the number of refugees registered with UNHCR has increased by over 400%. The number of asylum-seekers registered with UNHCR increased by 23% in 2018, up to new 3,835 refugee applications. As of 1 March 2019, there were 6,485 UNHCR-registered refugees in Morocco. Originating from 37 different countries, the majority of the refugees are Syrian (58%) spread in 52 towns/localities across the country. This trend also poses challenges in terms of territorialisation of the asylum policy and accessibilities of related programmes. Despite the absence of an effective national asylum system and an asylum legal framework still in-the-making, the Government has started to regularise UNHCR-registered refugees. Ultimately, refugee status determination and related activities shall be carried out by the national authorities, once the asylum law has been passed by Parliament. The draft law, on which UNHCR had provided comments, is yet to be presented to Cabinet. Currently, the law has still not entered the legislative stage and while UNHCR and the EU advocate with the authorities for prioritising the law, UNHCR also undertakes registration and refugee determination (RSD) in a joint manner with relevant national structures. The refugees recognised as such by UNHCR are referred to an inter-ministerial commission for regularisation, which is hosted by the MFA (Ministry of Foreign Affairs) Bureau for Refugee Affairs in Rabat. Upon referral by UNHCR, the asylum-seekers are interviewed by the ad hoc inter-ministerial commission, with the participation of UNHCR. So far, the commission has followed the recommendation of UNHCR in nearly all cases (for non-Syrians) and the Bureau for Refugee Affairs has been issuing refugee cards, based on which they can receive residence permits for three years allowing refugees to have access to the formal job market and to social services. Yet some refugees are still without permits or encounter difficulties in renewing their permits.

Morocco initiated in September 2013 a migration and asylum policy, under which refugees can enjoy protection from *refoulement*, freedom of movement, as well as access to basic services, in particular education, secondary and tertiary health care, and the labour market. In practice however, there are still certain gaps which UNHCR and other partners aim to bridge by facilitating access to psycho-social and legal assistance, and to education and health-care in order to help refugees achieve their full potential and integrate into the host society. Due to persisting difficulties for refugees in fully accessing secondary and tertiary health care services, UNHCR will subsidise the costs of prescribed medications and enable access to specialised treatments. Refugee's psycho-social well-being will also be improved through the facilitation of home visits, counselling sessions, outreach missions and other activities to minimize the risks of discrimination and social trauma. Cases of school drop-out and child labour due to lack of income will be tackled by inciting families to send their children to schools by covering the costs of school kits and transportation costs linked to school attendance. Through this action, non-formal education options and refresher courses will be

also provided for the young people who have been without schooling for several years and wanting either to reintegrate into the formal system, or to acquire professional and soft skills that will help them integrate and later support the financial independence of their families.

Activities proposed for Morocco cover the entire country. Refugees reside in 52 different localities across Morocco.

Tunisia:

Tunisia is party to the 1951 Convention relating to the Status of Refugees, as well as to the 1967 Protocol and the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa. Despite its adherence to those instruments, Tunisia has yet to adopt a comprehensive domestic legislation to establish and implement a national protection system. While the majority of refugees have access to certain rights and services, they nonetheless remain in an overall fragile legal and socio-economic situation. Nevertheless, Tunisian authorities have demonstrated a tolerant and humanitarian approach towards those registered as asylum seekers and recognized as refugees by UNHCR.

Asylum seekers and refugees reach Tunisia by land or air from neighbouring countries or sub-Saharan Africa and within mixed migration movements, by sea or land to/from Libya. As of 30 April 2019, there are 1,843 refugees and asylum seekers registered in Tunisia; twice as many as in January 2018. Nearly 57% of refugees are of Syrian origin, with the remainder originating from other countries in the Middle East and various sub-Saharan African countries. Tunisian authorities continue to seek cooperation with humanitarian actors for support, as they are not adequately equipped to manage assistance and search for solutions for various categories of persons arriving in these circumstances.

The country faces a challenging environment with respect to mixed migration movements originating from within the sub-region, as well as other parts of Africa and the Middle East. In particular, the volatile situation in Libya does not yet allow for an effective management of migration movements in the region. During their journeys, sometimes through smugglers and traffickers, migrants, refugees and asylum seekers often face serious protection risks including lengthy periods of detention, risk of torture, abuse and other human rights violations. Between January and May 2019, 566 individuals crossed into Tunisia from Libya by land, with around a half of them having expressed an intent to seek asylum. Since October 2018, there has been a growing trend of departures from Libya to Tunisia, with more new arrivals from Eritrea, Somalia and Sudan. During 2018, asylum requests among this mixed flow grew from 17% in the first quarter to 52.7% in the last quarter of the year.

Moreover, Tunisian authorities deploy resources to rescue persons at sea and prevent irregular departures from their coasts. Between January and May 2019, nine rescue/interception at sea operations were carried out, with a total of 277 third-country nationals disembarked in Tunisia.

Upon arrival by land or disembarkation in Tunisia, individuals are referred by Tunisian authorities to the Tunisian Red Crescent, who proceeds with profiling to determine their intents and potential need for international protection. While UNHCR takes responsibility for

asylum seekers and refugees, IOM engages individuals who expressed an intent to return to their country of origin or remain in Tunisia.

In light of the political context in Tunisia, which continues to be marked by pressing socio-economic challenges and frequent government re-shuffling, there has been a lack of progress towards the adoption of a national asylum law. For instance, UNHCR remains the sole entity conducting refugee status determination. A growing caseload of individuals expressing a need for international protection in the context of mixed migration movements is however straining its RSD capacities and leading to longer waiting times for RSD decisions.

2.2.1. Justification

Even though the number of people in mixed movements reaching Europe have significantly decreased in the last two years, the situation on the African continent has not changed and still large numbers of persons are trying to reach Europe by crossing the Mediterranean. In 2018, migrants reaching Europe from the Libyan coast have reduced significantly, while those departing from the Moroccan shores have increased. Tunisia and Egypt are transit and destination countries for migrants and refugees from sub-Saharan Africa, but also other nationalities (such as Syrians, Yemenis and Palestinians). To reduce the impact on all three countries covering this action as well as providing those countries with assistance to support refugees and asylum-seekers in a meaningful way, the activities proposed here are of outmost importance.

This Action will contribute to the Valetta Action Plan domain 3 “Protection and asylum” as well as to the Specific Objective 3 of the Operational framework of the North of Africa Window of the EU Trust Fund for Africa (EUTF for Africa), "To strengthen the protection and resilience of those in need". With the launch of the Global Compact for Refugees in late 2018, the international community has accepted to share the burden of refugees through easing the pressure on host countries as well as providing enhanced support for helping refugees become more self-reliant. These are at the core of this action. Further, the action is providing a regional harmonized approach for all major North African countries in which UNHCR is operational.

Egypt:

The number of registered refugees and asylum-seekers in Egypt is increasing every year. Many 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. The situation of refugees and asylum-seekers in Egypt is characterized by challenging socio-economic conditions, which impact on the integration of refugees, especially regarding access to employment, public education and health services.

The increase in the costs of living following government economic reforms has negatively affected vulnerable refugees and asylum-seekers in Egypt and stretched their capacity to meet their basic needs. In consequence, many refugee families lack the necessary funds to allow their children to go to school. To allow enrolment and retention in schools, UNHCR provides education grants to students for public, private and community schools.

The health care system in Egypt is fragmented between public, private and charity medical facilities, and it entails some out-of-pocket expenditures by the patients which WHO estimated reaching up to 70% of the services' cost. This applies to nationals and refugees/asylum-seekers alike. UNHCR provides health care services and contributes to medical expenses of refugees and asylum-seekers through NGO partners.

Many survivors of SGBV, in particular women and girls, are very vulnerable, live in particularly difficult socio-economic conditions and, hence, are constantly at heightened risk of exploitation and violence both within the host and refugee community. For LGBTI individuals, safe reporting, receptive living environments, services and support remain limited. Gender inequality and SGBV-related issues adversely and disproportionately impact the refugee community owing to already weakened social stigmatization, extreme poverty, and lack of self-protection mechanisms. UNHCR provides assistance to SGBV survivors through legal and medical assistance and conducts awareness sessions, training and workshops.

Morocco

By initiating in September 2013 a migration and asylum policy, Morocco assumed its commitments and offered international protection to refugees residing in the Kingdom. Although they can, as a result, enjoy protection from refoulement, freedom of movement, as well as have access to basic services, such as education, basic health care, and access to the job market, in practice there are still persisting gaps and challenges that prevent full and equitable access to these services. For example, difficulties to find employment often have a negative impact on pursuing education and living in dignified conditions. In addition, refugees are a particularly vulnerable population, which compared to the host society requires special attention and tailored-made approach. Therefore, while Morocco assumed the responsibility for refugees through the migration and asylum policy, UNHCR is tasked to accompany the Government in the fully-fledged operationalisation for the refugee population of that policy on the ground by, in particular, ensuring refugee's unimpeded access to secondary and tertiary health-care, and providing cash assistance to fulfil basic needs of housing and food, as well as accompanying children to pursue their formal and informal education. It is expected that once the asylum law is passed in the Parliament, UNHCR will be able to progressively step back from providing direct assistance, which should, according to the SNIA, be provided by the Government. In this light, the funding received from the EU Trust Fund will directly benefit not only refugees, but also the migration and asylum policy being progressively rolled out.

Tunisia:

For lack of a formal national protection framework and the likely persistence of difficult socio-economic conditions, the main needs and priorities will continue to be related to access to and identification of persons in need of international protection, status determination and solutions, as well as support to refugees in the sectors of livelihood (through a wage-employment and micro-business programme), education (assistance for enrolment fees and the purchase of school supplies, tailored education/training), health care (reimbursement of medical fees and medication, particularly for vulnerable persons with chronic diseases).

Registration and Refugee Status Determination (RSD) will remain the principal tool for the identification of refugees in need of case management and support. Broadening access of refugees to national social programs and services will be achieved through continuous mapping and formal interventions with the service providers, either at the local level or at the national level when necessary. This will complement the support provided by UNHCR with an increased access to government service providers. Similarly for livelihoods, additional avenues for financial inclusion will be made available alongside inclusion of refugees in economic programs implemented by other actors, including authorities.

Refugees and asylum seekers reaching Tunisia in the context of mixed migratory flows will have their basic needs met (accommodation, subsistence, health/psychosocial support). Reception facilities will be maintained with a view to ensure continued support to the Tunisian authorities and access to new arrivals. The bulk of assistance activities will be entrusted to partners (Tunisian Red Crescent, Tunisian Council for Refugees, Arab Institute for Human Rights and Tunisian Association for Management and Social Stability), except for the direct implementation of cash assistance. UNHCR however will have to sustain its capacity in regard to registration, data management, refugee status determination and resettlement processing (including alternative pathways), as well as dedicated protection support to child protection and SGBV. While the adoption of a national asylum law may be further delayed given anticipated political and socio-economic developments, UNHCR will proactively engage central and local authorities with a view to arousing interest in regard to UNHCR's processes such as profiling and registration, allowing for government's practical exposure.

While central and local authorities are not going back on their open door policy vis-a-vis asylum seekers and refugees, they nevertheless expect this population be smoothly and effectively managed. Assistance and management capacity have been enhanced to some extent, but basic assistance for those persons already registered as refugees or asylum-seekers continues to be a serious challenge. Furthermore, recent events in neighbouring Libya raised serious concerns among Tunisian authorities in regard to a potential influx of asylum seekers, refugees and migrants, and above all, related security issues. Maintaining an effective response in the current context is thus all the more critical to ensure Tunisia continues to maintain its borders open. In addition to UNHCR's urban settlement programme aiming to help refugees settle into urban areas and facilitate the search for more durable solutions, temporary shelters remain essential to absorb new arrivals in the first instance.

2.3. Lessons learnt

This action is a first cross-country programme of UNHCR to provide a harmonized regional approach to foster stability for refugees and asylum-seekers residing in those countries and pave the way for persons of concern to UNHCR caught in the mixed flows.

UNHCR has been operating in all three countries for several decades and has not only well established offices on the ground with a dedicated and professional workforce, but also benefits from productive relations with host government. All three countries support UNHCR's mandate in their country to carry out the refugee status determination and to

provide assistance to them, especially where the relevant country only provides partial access to basic public services.

Under the National Strategy of Migration and Asylum (SNIA), refugees can be regularised by the **Moroccan** authorities through a joint refugee status determination procedure, and once recognised as refugees, can have access to national services. Access to legal assistance and self-sufficiency in the country plays a critical role in stabilizing refugees and asylum seekers and preventing dangerous onward journeys towards Europe in search of a dignified life. The risk of registered refugees or asylum-seekers ready to undertake the dangerous sea crossing towards Europe is linked to the persisting unequal access to social services as provided in their current host countries.

Experience in **Egypt** in recent years shows, that if no adequate assistance is provided to refugees and asylum-seekers, they may attempt to undertake further movement via potentially dangerous routes. This was already observed in 2016, when more than 4,900 people (including 800 children) were intercepted at Egypt's northern coast. Even now, with increased government measures in place to prevent irregular departures from Egypt, those who want to continue their movement will find alternative routes. It is therefore vital to provide timely registration, enhance presence and monitoring in the field, to engage refugee children in education and to ensure access to health services.

Through close engagement with the Ministry of Health and advocacy for the 'one refugee approach', UNHCR Egypt was able to reach an agreement for mainstreaming of refugees and asylum-seekers of all nationalities into the national health system. The Office will continue its advocacy efforts in order for the Government to also allow inclusion of refugees and asylum-seekers into the new national insurance scheme.

With regards to multi-purpose cash assistance, UNHCR Egypt has already gained positive experience with implementing a 'one refugee approach'. Formerly, parallel systems existed for different population groups, but in 2018 the agency harmonized its vulnerability assessment framework, payment delivery and post-distribution monitoring. A gradual harmonization of cash transfer values has also been started. However, while UNHCR remains committed to utilizing common cash transfer values, complete harmonization is predicated on availability of resources across all nationality groups. UNHCR Egypt's cash program is supported by ECHO.

Egypt's dynamic is different from the region as about half of the registered refugee population is Syrian and the other half is mainly from sub-Saharan Africa, Iraq and Yemen. Egypt has been part of the joint response plan for Syrian refugees (the 3RP) together with other Syrian hosting countries since the beginning of the Syria crisis. Given the diverse population in Egypt and the needs of all population groups, UNHCR initiated a response plan in cooperation with other agencies focussing on refugees and asylum-seekers from sub-Saharan Africa, Iraq and Yemen, which was launched in 2018. This is to ensure sufficient funding in order to provide equal assistance to refugees and asylum-seekers from all nationalities.

UNHCR Egypt has been part of successful cooperation with other UN agencies to ensure complementarity of services. Examples are the joint winterization program with UNICEF and complementarity of education grants for children of different age groups.

In **Tunisia**, the increased number of refugees and asylum seekers since the last quarter of 2018 put a lot of pressure on UNHCR temporary hosting structures and on host communities, resulting in incidents that occurred in Medenine (protests by refugees demanding faster RSD processing and resettlement, conflict with neighbourhood population) and led the Governor of Medenine to set a ceiling to the number of new arrivals and henceforth, asylum seekers, in his governorate. These fears also prompted the Governor of Sfax to deny the establishment of a transit shelter for new arrivals in that Governorate. These concerns are now fuelled by the imminent electoral campaign and concerns about possibly revived plans for Tunisia to host a disembarkation platform.

Taking this situation as a lesson learnt, in addition to further dialogue and advocacy efforts with the authorities as well as host communities, UNHCR and its partners will enhance their operational response with a view to identify timely and appropriate solutions for asylum seekers and refugees, namely reducing waiting time for RSD procedures. Moreover, shelter facilities must be seen as temporary solution while relocation and integration in urban settlements programme is carried out or other durable solutions are found. Conflict resolution strategy and enhanced capacity of partners and UNHCR staff in communication with communities and in cultural mediation is also essential.

2.4. Complementary actions and synergies

The Regional Development and Protection Programme – Protection Pillar, financed under AMIF (DG HOME), represents an important source of funding for organisations working on protection of migrants and refugees in the region. UNHCR is one of the main beneficiaries of the grants allocated under the RDPP-Protection pillar. While AMIF-funded projects rather focus on institutional capacity strengthening in partner countries, this action mainly aims to support UNHCR in providing assistance and protection for persons already registered or going through the process. In the case of Tunisia, a capacity building component is also included to complement activities foreseen under RDPP-Protection pillar.

Egypt: UNHCR Egypt received support through the Regional Development and Protection Programme (RDPP) North Africa Phase 1 (AWP 2015) and concluded the activities under the project on 28 February 2019. Currently, UNHCR Egypt receives support through the RDPP NA Phase 2 (AWP 2016) and Phase 3 (AWP 2017). This support drawn through the RDPP from the EU's Asylum, Migration and Integration Fund (AMIF) mainly focuses on reinforcing capacities and reducing waiting times for registration as well as providing support to child protection activities of UNHCR Egypt. Recently, UNHCR Egypt submitted a concept note for funding under RDPP Phase 4, which includes further reinforcement of capacities aiming to enhance of the RSD processing. UNHCR Egypt also receives ECHO funds for the implementation of its multi-purpose cash programme provided to the most vulnerable refugees and asylum-seekers of all nationalities in order to address their basic needs (such as rent, hygiene items, communication and transportation, and other household expenses), to promote their protection and reduce risks of adopting negative coping strategies. This applies at least until 31 March 2020. At the moment, UNHCR Egypt does not receive funding through the EUTF in response to the Syria Crisis (MADAD) for Syrian refugees in Egypt.

Morocco: the activities are complementing several EU funded projects, whether targeting protection or resilience of vulnerable migrants and refugees. Worth mentioning beyond the successive phases of the RDPP is the on-going project co-funded by the European Union (EuropeAid/156714/DD/ACT/MA) “Appui à la création et au développement de projets d’entreprenariat et de coopératives parmi les réfugiés au Maroc”. The EuropeAid project aims to support refugee’s self-sustainability through livelihood initiatives, enabling them to set up their own micro-projects and cooperatives in collaboration with national institutions, namely the National Agency for the Promotion of Employment and Skills as well as the Office of Development and Cooperation. As a result, the project ensures professional integration of refugees in Morocco so that they find a durable solution in the Kingdom and are not tempted to undertake perilous journeys to Europe or elsewhere. While the beneficiaries of this project are refugees capable to run their own micro-project owing to their adequate skills and knowledge, the complementarity with the EUTF Regional project is ensured by addressing the needs of other groups of refugees, namely children and youth pursuing education, people requiring secondary and tertiary medical care and those most vulnerable, who have difficulties to restore their psycho-social well-being.

The EUTF project will therefore encompass activities aiming at supporting refugees in achieving their full human potential through meeting their education, health and psycho-social needs and thus creating a more stable environment for them in Morocco. In the absence of the undertaking of above mentioned activities, refugees’ long term integration perspectives within Morocco will not be met and the impact of livelihood activities covered under the above mentioned EuropeAid grant might be shortlived. Furthermore, this project will also complement the activities covered under the Regional and Development Protection Program (RDPP) phase IV (as submitted and waiting for approval), being an extension of the currently implemented phase III. Both mentioned phases focus on conducting referrals of asylum-seekers, leading to their registration and Refugee Status Determination (RSD) activities.

UNHCR facilitates identification and referrals of refugees to the UNHCR office in Rabat, for their subsequent registration and refugee status determination. The complementarity of the activities covered by RDPP phase three and four stems from creating an opportunity for those seeking international protection to stay in Morocco. With the support of RDPP funds, asylum-seekers can be recognised as refugees and can eventually stay in Morocco. Once the recognition stage is completed, they can start enjoying the access to EUTF and the EuropeAid-funded programmes depending on their needs and capacities. Hence, activities funded by RDPP are an essential first step to safeguard rights of asylum-seekers and enable other programmes to step in and build on refugee integration in Morocco.

In addition, this project will be coordinated with ENABEL in Morocco implementing the project “Déploiement des politiques migratoires au niveau régional” T05-EUTF-NOA-MA-04, which aims to establish sensitisation/information channels with the Conseils des régions (Oriental, Béni-Mellal, Kenifra and Agadir) on the need of assistance to refugees and asylum seekers and the assistance provided to refugees in the context of this UNHCR project. UNHCR will coordinate ENABEL’s “Empowerment juridique des personnes migrantes” project, financed by the EUTF with the objective to coordinate the reinforcement of legal clinics in Morocco.

Further complementarities will have to be ensured with i) the activities undertaken within the framework of the Phase II of the resilience pillar of RDPP undertaken by IOM and ii) with the projects that will be contracted under the EUTF project targeting assistance services to vulnerable migrants, who will include also asylum seekers (but not refugees), iii) the budget support programme ‘appui à la politique migratoire’, in particular in its component on child right protection and access to school for refugees/migrants communities, complemented by activities implemented by UNICEF in that respect.

Tunisia: For the year 2019, UNHCR Tunisia signed a 12 months project co-funded by the Regional Development and Protection Programme (RDPP) and the Government of Italy, to cover urgent needs in terms of refugee status determination (RSD) and to build capacities to formalize the national protection space. UNHCR Tunisia lately submitted a concept note on strengthening the refugee status determination (RSD) capacity to be considered for the RDPP North Africa Phase IV for the implementation period of 2020-2021. Moreover, an additional request of contribution to the Government of the Netherlands was submitted to face increasing needs in terms of RSD and reception capacity.

While the RDPP contribution (and eventually the Netherlands contribution if approved) will provide support for refugee status determination, it does not cover basic assistance for those persons already registered as refugees or asylum-seekers. UNHCR Tunisia is as of 29 May 2019 funded at 24% only, risking the pace of implementation of basic assistance without additional funding.

The EUTF will then help to cover activities related to the basic assistance such as SGBV, legal assistance, education, self-reliance as well as a broader support to the Tunisian Government and relevant stakeholders to support the capacity building and integration efforts of refugees and asylum-seekers in Tunisia. It is important to note that RSD activities (RDPP) cannot go without an assistance system for them once they are registered or even recognized as refugees.

Moreover, capacity building activities are inscribed in the continuum of the project co-funded by European Union and Swiss Development Cooperation implemented between 2016 and 2018, supporting Tunisian authorities dealing with international protection needs. More than 1,150 key stakeholders have been reached and generated a wide network of technical personnel and decision makers who have better understanding of fundamental principles of refugee protection and bring their support in the formalization of the protection framework, establishing a *de facto* national protection framework, which allowed to develop a protection space in Tunisia, reducing major protection risks for refugees.

In the region, synergies will be created with the third phase of the RDPP Development Pillar, which is simultaneously submitted with this Action to the Operational Committee. This third phase will focus in Tunisia as well on creating a culture of peace. The EU Delegation in Tunisia will coordinate accordingly.

2.5. Donor coordination

In each country covered by this action, EU Delegations will support coordination among partners and ensure a close follow-up and monitoring of the activities implemented. UNHCR will make the necessary arrangements to ensure information sharing and coordination with other EU funded actions and other relevant actions. In countries where a national Steering Committee has been established or is foreseen to ensure follow-up and steering of the programmes financed under the EUTF for Africa – North of Africa window, UNHCR project will integrate this mechanism. Where no such national Steering Committee is in place or when deemed relevant, a national information and coordination platform will be established as a means to maintain regular exchanges among relevant stakeholders and coordinate between projects covering similar activities (such as projects implemented in the framework of the Regional Development and Protection Programme). These mechanisms shall not duplicate existing working groups, fora or platforms, but rather build on and complement existing national coordination tools and will align with local governance systems.

3. DETAILED DESCRIPTION

3.1. Expected objectives and results

The **overall objective** of this action is: to foster stability through increased access to rights for refugees and asylum-seekers in three North African countries and to reduce the risk of dangerous onwards movements to Europe. Put in the terms of the EUTF-NOA Strategic Objectives, this action aims “to strengthen protection and resilience of those in need.”

The **specific objectives** are the following:

1. To improve access to and quality of services to refugees and asylum seekers.
2. To support national protection framework for refugee and asylum-seekers at various stakeholder levels in Tunisia.

The expected outputs for the **specific objective** are:

Output 1.1. Access to services (education, health, psycho-social assistance, legal counselling, accommodation, including reception centre management in Tunisia) provided.

Output 2.1. Capacity building measures for authorities and members of parliaments (at national and local level), judges, lawyers, civil society and journalists on the principles of international protection and the asylum law provided (Tunisia).

Output 2.2. Refugee task force/working group established (Tunisia).

Output 2.3. Measures to mitigate negative perceptions of refugees and asylum-seekers implemented through interactive activities such as sport, cultural events with host communities (Tunisia).

Output 2.4. Referral mechanism for new arrivals in the context of mixed migration developed (Tunisia).

An indicative logical framework reflecting objectives and results is included in Annex 1 of this Action Document

3.2. Main activities

3.2.1. Describe activities associated with each output

Indicative list of possible activities¹:

Egypt:

In Egypt, UNHCR will focus on activities in the Education sector, the Health sector and SGBV under this action.

Education: Education grants will be provided to vulnerable refugee and asylum-seeker children - particularly unaccompanied and separated children (UASC) and children with disabilities - in order to enrol in public, private and community schools.

UNHCR's implementing partner conducts registration of refugees eligible for education grants and payments are made directly by UNHCR through the Egypt Post Office.

UNHCR will continue to advocate with the Ministry of Education to provide equal access to public schools for refugees of all nationalities. UNHCR will seek to improve the quality of education to help schools enhance teaching skills and achieve their full educational potentials. In addition, UNHCR will implement measures to maximize the protection space available to both refugee and host community children.

Activity 1.1.1 Provision of support for education, including semi-formal/non-formal education options, for refugee and asylum-seeker children in need. This support includes education grants to vulnerable pupils (particularly to unaccompanied and separated children and children with disabilities) to cover the tuition fees, school uniform, payment for stationary and safe transport and enrol in public, community and private schools. Where relevant, semi-formal/non-formal education options will be supported, especially for those refugees, who have difficulty accessing or do not have the formal right to access public schools.

Health: UNHCR through its implementing partner will continue to offer a comprehensive primary health care (PHC) package focusing on management of non-communicable diseases (NCD) and provision of mental health services, reproductive health services for complicated pregnancies. Moreover, UNHCR provides HIV and TB treatment through its implementing partner.

In parallel, UNHCR through its implementing partner will support equitable and sustainable access to quality primary health care services. Support is provided to selected public health

¹ The full list of activities will be listed at the proposal stage.

facilities in areas with high concentration of refugees. In addition, Save the Children conducts community mobilization activities within the refugee population to enhance the access to these selected public facilities.

Furthermore, UNHCR will continue to support, within the limits of its financial capacity, essential life-saving² secondary and tertiary health care based on standard operating procedures (SOPs) revisited in 2018, which define the scope of the medical assistance provided by UNHCR. Assistance for essential life-saving secondary and tertiary health care (referral care) is provided through UNHCR partner which has a network of contracted public and private (charity) hospitals. The implementing partner directs refugee patients to these hospitals, follows up on them during the hospital stay, and settles the bills directly with the hospitals.

The strategic approach of UNHCR in 2020-2021 will focus on the following activities: 1) Provision of a comprehensive PHC package, including NCD management and provision of mental health services, reproductive health services for complicated pregnancies; 2) Enhancement of the mainstreaming to public facilities through support to selected public primary health care facilities and community mobilization; 3) Support the access to essential secondary and tertiary health services, limited to life threatening and life-saving conditions as per SOPs.

In parallel, UNHCR will develop an exit strategy based on advocacy for effective integration of refugees in the new National Health Insurance system. In addition, UNHCR will explore opportunities for engaging development actors, donors, and the private sector for the provision of much needed funding to catalyse sustainable change and scalable health programmes.

Activity 1.1.2. Provide comprehensive primary health care packages, mental health services, reproductive health services for complicated pregnancies, essential secondary and tertiary health services, limited to life threatening and life-saving conditions. Support public health facilities in areas with high concentration of refugees.

SGBV: In the area of SGBV, UNHCR will continue to strengthen its prevention, mitigation and response interventions. There is a need to review the current prevention strategy and include innovative ways of responding to nationalities reporting the highest incidences, especially the most vulnerable categories. Reduction of risks can be strengthened through adapted and innovative prevention activities, support of women and girls' empowerment initiatives through livelihood activities, psychosocial support, arts and sports events. Extended community outreach by UNHCR and partners is a crucial activity in dissemination of

² 'Life-saving' meaning medical conditions where the prognosis (immediate or long term) can be improved by a medical or surgical intervention accessible through referral and where time is a determinant factor. This includes: neonatal, pediatric and adult intensive care admissions; obstetrics emergencies; severe respiratory distress; psychiatric care for psychotic disorders necessitating hospitalization; cardiovascular diseases and its complications; renal diseases; abdominal surgeries and poly-traumatic cases; in addition to long term treatments such as for cancer with good prognosis

information and available services. Currently, UNHCR implements prevention and response activities to SGBV through its implementing partner³.

Activity 1.1.3. Provide assistance to SGBV survivors through legal and medical assistance;

Activity 1.1.5. Conduct reproductive health awareness sessions, gender training for children, awareness session on early marriage prevention, self-defence workshops.

Morocco:

Morocco is targeting three sectors as part of this EUTF grant, namely Education, Health and Psycho-social.

Education: In Morocco, in 2018, UNHCR assisted 1,674 children and adolescents to attend school, including 416 children in preschools, 891 in primary and secondary schools and 37 in informal schools. In addition, 382 university students have benefitted from monthly scholarships. Owing to financial assistance refugees receive as a contribution to the costs of sending children to school, UNHCR attained an 85% enrolment rate in primary. By conditioning financial assistance to school enrolment, the EUTF funds will help prevent negative coping mechanisms, such as child labour, early marriage and children begging in the streets. Difficulties in local integration combined with lack of access to livelihood opportunities may compel refugee parents to engage in negative coping mechanisms, which hampers long-term integration prospects. Within this project, upon a proof of schooling, UNHCR will grant to refugee children cash assistance for school kits and transportation costs encouraging their schooling, limiting drop-out and child labour. Within this component, no activities targeting socio-economic integration of refugees are foreseen.

Activity 1.1.1: Support provision of education, including semi-formal/non-formal education options, for vulnerable pupils and refugee children/youth. This support includes education grants to vulnerable pupils (particularly to unaccompanied and separated children and children with disabilities) to cover the tuition fees, school uniform, payment for stationary and safe transport and enrol in public and private schools. In addition, where relevant, semi-formal/non-formal education options will be supported, especially for those refugees that do not have the formal right of access to public school and/or the required language skills to transition to public schools (semi-formal community schools/learning centres) and for refreshing courses/classes;

Health: In Morocco, with the national asylum framework still in the making, there is no national scheme to subsidise the costs of prescribed medications and receive specialised treatments. Refugees can access free of charge only general medical consultations in public health centres. In light of this, UNHCR is the only actor assisting refugees to pay for secondary and tertiary healthcare. In 2017, UNHCR assisted 5,419 refugees with healthcare

³ Confirmation of implementing partners for 2020-2021 will be done in accordance with UNHCR policy on selection and retention of partners. The final list of partners that will implement activities in 2020 will be endorsed and approved by UNHCR in October 2019.

assistance. As the number of refugees increases in Morocco, the operation cannot assist all refugees in need of medical care, which leads to serious health complications for some patients. With this proposal, UNHCR through its partner, the Moroccan Association of Family Planning (AMPF) will reimburse specialised consultations, prescribed medicines for refugees with chronic illnesses and hospitalisations, including for birth deliveries, surgeries, diagnostics, therapeutic, chemotherapy, etc.

Activity 1.1.2: Provide comprehensive primary health care packages, mental health services, reproductive health services for complicated pregnancies, essential secondary and tertiary health services, limited to life threatening and live-saving conditions

Psycho-social: After being exposed to a significant psychological and social trauma due to lived atrocities prior to or during flight, refugees continue suffering despite being in safety and need assistance of experienced and trained professionals in a variety of fields to restore their mental health and psychosocial wellbeing. With this activity, UNHCR and its local partner, East-West Foundation, will deliver social services in Rabat, Casablanca, Fès/Meknès, Oujda and Tanger/Tétouan. The Foundation's team consists of experienced professionals, including psychologists and social counsellors specialized in working with unaccompanied minors, women victims of sexual violence and chronically ill. In addition, through conducting needs assessments during home visits, counselling sessions and outreach missions and other activities, UNHCR will be able to minimize the risks of discrimination and stigmatization for particular categories of persons of concern, such as survivors of sexual and gender based violence, unaccompanied and separated children and LGBTI persons. The presence and the capacity of refugee community volunteers will also continue to be enhanced if necessary in new locations according to the updated situation so that the vulnerable refugees are properly identified in the heart of the communities and swiftly followed up and referred to services in need.

Activity 1.1.4: Provide psycho-social assistance to refugees and asylum-seekers: counselling services by experienced professionals, including psychologists and social counsellors, conducting needs assessments during home visits, and outreach missions

Tunisia:

The country witnesses an increasing number of new arrivals within the mixed migration flows who are in need of international protection. Those new arrivals often experienced sexual abuse and exploitation in countries of transit such as Libya prior to entering Tunisia, which makes the population of concern to UNHCR a particularly vulnerable one and in need of immediate intervention and assistance. The protection activities that UNHCR will continue to implement, whether related to its core mandate (RSD, durable solutions, assistance or to the capacity building of Tunisian authorities and other key actors), are intended to continue and support one of its main objectives, namely the establishment of a protection system that provides effective protection and supports the socio-economic inclusion of refugees in the country. The adoption of the national law on asylum remains an important strategic objective in this regard. However, the national protection framework does not only rely upon a formal legislation, but also on practices and policies that create a favourable protection environment

and broaden access of refugees to rights, services national social programs and livelihood opportunities. The main areas of protection interventions will remain RSD, case management of persons with specific needs (with a special focus to child protection and SGBV) but also education, healthcare, legal counselling, accommodation and livelihood as these activities contribute to the further development of a favourable protection environment fostering the socio-economic inclusion of refugees. In case of increased influx of migrants fleeing Libya, a contingency response plan will be supported.

The following sectors are targeted for the Tunisia part of the action: education, psycho-social assistance, legal assistance, reception centre management, and protection.

Education: Refugee children have access to public education, but due to economic vulnerabilities, learning gaps, language barriers and high mobility of certain refugee families, many refugee children – notably those from some Syrian communities – are not enrolled or drop out of school, especially in Southern Tunisia. This puts their future at heightened risk of early marriage, exploitation and/or child labour. UNHCR will ensure education support by providing grants to support children enrolled in schools by supporting material assistance to support refugee children’s integration in schools.

Activity 1.1.1: Provision of support for education, including semi-formal/non-formal education options, for refugee and asylum-seeker children in need.

Psycho-social: Persons in need of international protection increasingly arrive from Libya after being subjected to sexual exploitation and abuse. Cases include survivors of violence of torture, women and girls subjected to rape resulting in unwanted pregnancies, LGBTI suffering abuse and rape, minors and men subjected to slavery, detention in crowded centres, kidnapping for sexual slavery and repetitive gang rape. The survivors arrive to Tunisia after they manage to escape atrocious conditions in Libya and require immediate intervention to respond to their highly traumatized state. UNHCR will enhance his response capacity, so these cases are increasingly identified and reported, and will benefit from services of a case management partner and staff to ensure adequate follow up.

Activity 1.1.4: Provide psycho-social assistance to refugees and asylum-seekers: counselling services by experienced professionals, including psychologists and social counsellors, conducting needs assessments during home visits and outreach missions.

Legal Assistance: Many refugees and asylum-seekers that may need access to the legal system lack financial means to access legal services or are unaware of Tunisia’s administrative and judicial procedures or applicable legislation. UNHCR and the Arab Institute for Human Rights (IADH) established a Consultation and Legal Assistance Unit with one desk in the north of Tunisia (Tunis) and one in the south (Medenine). Since the establishment refugees and asylum-seekers received legal assistance on a range of issues that include, but are not limited to, civil status documentation, court representation, access to public services, labour law, naturalisation and legal counselling for SGBV survivors.

Activity 1.1.6: Provision of legal assistance, including information, counselling and legal advice through basic legal awareness workshops, legal advice counselling, information sessions on rights of refugees and asylum-seekers.

Reception Centre Management: Tunisia is facing increasing challenges arising from mixed migration flows. Asylum seekers and refugees within those mixed movements reach Tunisia by land or air from neighbouring countries or from sub-Saharan Africa and by sea or land to/from Libya. UNHCR through its partners will manage reception facilities in strategic locations in the country; rental and running costs, including an appropriate level of staffing, will be covered. In addition to its shelter in Medenine (Ibn Khaldun), managed by the TRC, and in response to the continued increase of new arrivals, UNHCR has secured two additional shelters in Zarzis, to accommodate persons of concern rescued/intercepted at sea or arrested overland as they attempt to cross the sea towards Europe. Other shelters are being identified, while in case of massive influx, the Tunisian Government indicated camp settings as the preferable option. In addition to basic assistance such as CRIs, food (vouchers), residents will have access to medical care, as well as recreational activities and language training. The reception facilities provide accommodation for a three-month period, beyond which individuals are encouraged and supported to settle in urban areas.

Activity 1.1.7: Provide and manage temporary reception centre for refugees and asylum-seekers through adequate accommodation, food and basic core relief items, ensuring safety of persons hosted in the reception facilities, and overall running of the facilities.

Protection: The protection environment in Tunisia is generally favourable. The lack of a national asylum law/comprehensive national protection system does not generally lead to negative attitudes or practices from Tunisian authorities or larger public towards refugees and asylum seekers. Nevertheless, the regional context and the numerous media report on mixed migration, the European “plans” to involve North African countries in the management of the mixed migration crisis affecting the Mediterranean can lead to confusion and possible negative perception vis-à-vis asylum seekers and refugees. Moreover, restrictions or limited access to some rights and services are still observed. UNHCR will look at ways to engage further the Tunisian authorities in core protection-related activities (e.g. profiling, registration) in anticipation of a national asylum system, to promote peaceful coexistence activities for refugees and host communities and to enhance coordination and data exchange among service providers dealing with mixed migration flows.

Activity 2.1.1: Provide capacity building (context adapted training sessions) on the principles of international protection and the strategic approach for the asylum law to authorities from various ministries and members of parliament

Activity 2.1.2: Provide capacity building support to judges, lawyers, civil society and journalists to reinforce the knowledge and expertise in regard to international protection through awareness raising session and media trainings

Activity 2.1.3: Ensure translations and/or publishing of documents related to international protection are provided to authorities and members of parliament

Activity 2.2.1: Capacity building to relevant ministries and regional entities and support to establish a refugee task force/working group

Activity 2.2.2: Develop and provide documentation and awareness raising materials, including good practices for refugee task force/working group establishment

Activity 2.3.1: Conduct interactive activities such as sport, cultural or host community events to mitigate the negative perceptions towards refugees and asylum-seekers

Activity 2.4.1: Organize coordination meetings with relevant stakeholders (main focus on various stakeholders, UNHCR and partners) on a regular basis to reinforce joint approach and common standards

Activity 2.4.2: Develop joint standards (definitions and SOPs) for the management of new arrivals in the context of mixed migration among stakeholders

Activity 2.4.3: Conduct capacity building sessions for national and international service providers who provide support to mixed movements

Activity 2.4.4: Establish a regular data exchange and management between stakeholders

3.2.2. Describe target groups and final beneficiaries

The target groups are mainly refugees and asylum-seekers including their host communities for the first specific objective, while the second specific objective is focusing mostly on government authorities, UNHCR's partners, international, national and local humanitarian actors, media as well as the general public for the awareness part.

The total number of registered refugees and asylum-seekers in the three countries is 258,000. All these may benefit from health assistance, while other activities of the programme will target around 40,000 persons (Annex. 2 Table presenting indicative targets per country).

3.3. Risks and assumptions

Risk	Level of risk (High/Medium/Low)	Mitigating measures
UNHCR is able to maintain good coordination relations with host countries	Medium	Representatives ensuring close and constructive with host government counterparts
Security situation / protection environment is not deteriorating in host countries, including risks of refoulement of PoC registered with UNHCR	Medium	Close monitoring of political and security context in each country; advocacy with host government to respect the principle of non-refoulement
UNHCR partners are able to operate in host countries	Low (Tunisia, Morocco) Medium (Egypt)	Participatory approach including host country government stakeholders and advocacy on behalf of UNHCR partners.

		Information sharing and close coordination with Government official counterparts.
Political stability at regional level is maintained	Medium	Advocacy with host countries to ensure persons with international protection needs are able to access the territory; preparedness planning and close coordination with other UN agencies and donors
Higher and more complex medical and psychological needs by PoC	Medium	Close coordination with medical organizations operating in the country for referrals
High staff turn-over within UNHCR, partners and government counterparts	Low	Continued capacity building options
UNHCR receives unequal funding for different population groups (Egypt)	Medium	Coordination of inter-agency advocacy plan for refugees and asylum-seekers from sub-Saharan Africa, Iraq and Yemen
Absence of experts and specialists on refugee protection in Morocco	Low	Advance planning of human resources working on the project will ensure the availability of qualified personnel.
Overlap of activities and interventions	Low	Close coordination and frequent communication among the UN agencies and implementing partners with joint planning
New arrivals of certain nationalities are not interested to integrate locally and are determined to seek resettlement in third countries (Tunisia)	Medium	New arrivals are comprehensively counselled on feasible options available and informed on the asylum seeking procedures in Tunisia
Tunisian authorities reluctant to adopt the asylum law due to socio-economic pressures in the country (also influences the management of refugees in Tunisia)	Medium	UNHCR continues to enhance a <i>de facto</i> protection space while at the same time capacities of partners to respond to the needs of persons of concern are increased

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

- Relevant authorities grant permissions to carry out activities. Authorities and other stakeholders remain cooperative and facilitate support to implementing partners' staff;
- The security and political environment allow for access and response to the needs of targeted population. Access to locations is not hindered by security, local authorities and leaders and government restrictions;
- Local communities and beneficiaries understand the aim of and support the project activities;
- Target population continue to be able and willing to participate in project activities;

3.4. Mainstreaming

Part of UNHCR's regular programming cycle is the disaggregation of age, gender and diversity needs which include persons with specific needs such as elderly or persons with disabilities, single parent women, and unaccompanied and separated children. All activities are age sensitive and many aspects, such as access to basic services such as health facilities and access to water are designed so that persons of various age and special needs are able to

benefit from. In the light of this project, a particular focus is given on issues which are linked to beneficiaries' struggles encountered during their flight, such as sexual and gender based violence, psycho-social stress endured during the flight, unaccompanied and separated children, women at risk, and victims of trafficking or other human rights abuses.

In regard to SGBV and health care services, ensure that female nurses/counsellors are available whenever possible.

3.5. Stakeholder analysis

In Egypt, UNHCR works with the Ministry of Foreign Affairs (MFA) as its main counterpart for policy and coordination, as well as with the ministries of Education and of Health and Population, and both Immigration Department and National Security of the Ministry of Interior. Other governmental partners that UNHCR closely works with include the Ministry of Education, the Ministry of Health and Population, as well as the National Council of Women (NCW) and the National Council of Childhood and Motherhood (NCCM). As of 2017, a new partnership was also initiated with the National Migratory body 'National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons' (NCCPIM & TIP). Other partners include 13 direct implementing partners and UN sister agencies such as UNICEF, IOM, WFP and WHO.

In the **Education sector**, UNHCR's main counterpart is the Egypt's Ministry of Education. UNHCR's implements activities through Catholic Relief Services (CRS) and the Egyptian Red Crescent (ERC). Close cooperation with NGOs and other UN agencies takes place through the Education Working Group, which is jointly chaired by UNICEF and UNHCR.

In the **Health sector**, UNHCR's main counterpart is Egypt's Ministry of Health. UNHCR also works through the NGOs Caritas, Refuge Egypt and Save the Children (SCI), in addition to other Operational Partners. The Health working group is jointly chaired by WHO and UNHCR and coordinates efforts of all UN agencies and NGOs relevant to the sector.

With regards to **SGBV**, UNHCR closely coordinates its activities with the National Council of Women (NCW) and implements activities through CARE International. Coordination takes place through the SGBV sub-working group chaired by UNHCR.

In Morocco, the Ministry of Foreign Affairs & International Cooperation is UNHCR's main official counterpart. UNHCR also collaborates with the Ministries of Interior, Justice, Education, Health, Labour as well as the Delegated Ministry to the Ministry of Foreign Affairs, in charge of Migration Affairs. In addition, UNHCR collaborates with the National Council on Human Rights (in charge of the promotion and protection of refugee and asylum seekers' rights), the Inter-Ministerial Delegation for Human Rights (in charge of the development of a new legal and institutional framework), the Higher Institute of the Judiciary (*Institut Supérieur de la Magistrature*), the police and the royal gendarmerie. UNHCR's aim is to collaborate with governmental stakeholders as much as possible to encourage mainstreaming of asylum-related matters onto the governmental agenda. This is important in

particular due to a genuine prospect for UNHCR to fully hand-over registration and refugee status determination to the authorities, which will be a “première” in the whole MENA region and could inspire other countries in North-Africa. The programme will be implemented by UNHCR Morocco in collaboration with its implementing partners, namely Foundation Orient-Occident (FOO) and *Association Marocaine de Planification Familiale*” (AMPF).

In Tunisia, regarding to international protection of refugees and asylum-seekers, UNHCR remains for instance the only stakeholder mandated to carry refugee status determination procedures. However, UNHCR strongly advocates with the Government for the adoption of the national asylum law. UNHCR Tunisia work with the Tunisian Red Crescent (TRC), the Arab Institute of Human Rights (IADH), the Tunisian Council for Refugees (CTR) and the Tunisian Association for Management and Social Stability (TAMSS).

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

Non applicable.

4.2. Indicative operational implementation period

The indicative operational implementation period of the Action, during which the activities described in section 3.2 will be implemented, is 36 months from the adoption of this Action Document by the Operational Board. A possible extension of the implementation period may be decided by the manager and immediately communicated to the Operational Board.

4.3. Implementation modalities

The Action will be implemented in indirect management through a Contribution Agreement signed with UNHCR for each country covered by the action. Therefore, three contribution agreements will be signed with UNHCR through direct award.

UNHCR has been selected to implement this action based on the following criteria: presence on the ground, operational capacity, and degree of expertise and/or exclusive mandate. UNHCR has the exclusive global mandate to ensure international protection of those entitled, and to seek durable solutions for persons of concern. It makes it an indispensable partner to respond to protection and assistance needs of refugees and asylum seekers present in the region. UNHCR has a well-established presence in all three countries covered by this action.

Egypt: Historically, UNHCR Branch Office was opened in Cairo in 1954, it worked with stateless persons of Armenian and European origin, followed by large influxes of African, Iraqi and Syrian refugees in subsequent decades. To date, UNHCR has 3 offices in Greater Cairo and 1 field office in Alexandria. UNHCR Egypt counts 209 national staff and 42 international staff. Currently, UNHCR’s work and operations have expanded, mainly focusing on ensuring that asylum-seekers are able to apply for and have access to protection; supporting the government to provide and develop fair, efficient and high-quality asylum

procedures; ensuring that all persons of concern to UNHCR enjoy access to rights, by taking into account age, gender and diversity, and for governments, partners and stakeholders in the region to encourage and facilitate the active participation of persons of concern; raising awareness of the plight of the millions of refugees around the world and placing refugee and asylum issues on the agenda; mobilizing financial and other support for the work of UNHCR worldwide; advising the government, partners and stakeholders on ways in which refugees can be helped to integrate into host communities; advocating for governments to find a solution to the situation of stateless persons within their borders. UNHCR Egypt works closely with the Government of Egypt, several UN agencies, international and national NGOs. UNHCR leads the Inter-Agency Working Group (IAWG), the main refugee coordination mechanism which gathers representatives from UN agencies as well as international and national NGOs. The IAWG oversees six sectorial working groups: Protection, Education, Health, Cash Assistance, Livelihoods, and Communication with Communities. The protection sector includes three sub-working groups which consists of Child Protection, Prevention and Response to Sexual and Gender-based Violence (SGBV) and Durable Solutions.

Morocco: UNHCR first opened an office in Morocco in 1965. To date, UNHCR Morocco counts 31 national staff and 6 international staff. UNHCR Morocco based in Rabat implements activities with a range of implementing partners, East-West Foundation and the Moroccan Association of Family Planning being present in several other cities. The partners have the necessary implementation capacity to efficiently manage each activity. In addition, UNHCR operates a network of 20 community agents, who are refugees themselves and help UNHCR bridge certain gaps when communicating with refugee beneficiaries. As long as UNHCR implementing partners are present across Morocco, they also have unimpeded access to all locations, including those in border areas. In this light, programme management will be ensured by UNHCR, which together with implementing partners has many years of experience in effectively delivering services to refugees throughout Morocco. Considering that the number of refugees registered with UNHCR has increased by over 400% since 2014, UNHCR has successfully risen to the challenge and ensured that its strategy, programmes and implementing capacity have been tailored to tackle the existing situation. Therefore, in this EU Trust Fund project, no risks of overstretching capacity are foreseen. Finally, as long as refugees currently reside in 52 locations, all of them will be targeted with planned activities.

Tunisia: UNHCR started operating in Tunisia in 1957 and first opened an office in 1963. To date, UNHCR Tunisia counts with 30 national staff and 16 international staff. UNHCR Tunisia established one office in Tunis and one field office in Zarzis and maintains staff presence in Medenine and Sfax. Together with the Tunisian government, UNHCR Tunisia ensures international protection and delivery of multi-sectorial assistance to persons of concern. UNHCR collaborates closely with other UN Agencies and other humanitarian actors for a coordinated and effective response. UNHCR also counts with a number of local partners who ensure a continued and wide geographical coverage of the needs at national scale.

4.4. Indicative budget

Component	Amount EUR	EU Contribution	Co-financing
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		(EUR)	(EUR)
Egypt	10.360.072		
Morocco	2,140,000		
Tunisia	2.940.000		
Total of the action	15.440.072	11,500,000	3.940.072

4.5. Monitoring and reporting

The partner implementing this Action will comply with the ad hoc Monitoring and Evaluation Framework developed for the Trust Fund's North of Africa Window. The logical framework annexed to the contract will incorporate the indicators formulated in this ad hoc Monitoring and Evaluation Framework. On the same note, the implementing partner shall comply with the reporting requirements and tools being developed by the EU Trust Fund as well as establish a permanent internal, technical and financial monitoring system for the Action and elaborate regular progress reports on a quarterly basis and final reports.

At inception stage, the indicative log-frame agreed in the contract and/or agreement signed with the implementing partner should be completed with baselines and targets for each indicator. Progress reports submitted by the implementing partner should provide the most up to date version of the log-frame mutually agreed by the parties with current values for each indicator. This will allow for a consistent and consolidated reporting and monitoring system in the framework of the EU Trust Fund. In addition to monitoring mechanisms at the level of project, the Result Oriented Monitoring of the Commission will be used as in-house tool contributing to a regular assessment of progress. If necessary, ad hoc monitoring could be contracted by the Commission for this Action.

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 dedicated in the budget for external Evaluation and Audit purposes is 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 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 guidelines of the European Union⁴ will be used to establish the communication and visibility plan for the action and the relevant contractual obligations.

⁴ https://ec.europa.eu/europeaid/sites/devco/files/communication-visibility-requirements-2018_en.pdf, see in particular art. 5.1.2 Exceptions to visibility requirements “Exceptions to standard contractual visibility obligations are granted on a case-by-case basis only. Any such exceptions must be duly justified and have the prior, written authorisation of the European Union. The scope of the exception must be specified in each case: an exemption from visibility requirements in the field does not automatically imply exemption from other types of standard visibility.”

List of acronyms

AGD	Age, Gender and Diversity
AWP	Annual Work Programme
CTR	Council of Refugees (Tunisia)
GoE	Government of Egypt
IADH	Arab Institute of Human Rights
IAWG	Inter-Agency Working Group
IPMC	Implementing Partnership Committee
MADAD	EUTF Response to Syrian Crisis
NGO	Non-Governmental Organization
OAU	Organisation of African Union (now referred as AU – African Union)
PoCs	Persons of Concern (to UNHCR)
RDPP	Regional Development and Protection Programme
RSD	Refugee Status Determination
SGBV	Sexual and Gender-based Violence
TAMSS	Tunisian Association for Management of Social Stability
TRC	Tunisian Red Crescent

Annex. 1: 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 foster stability through increased access to rights for refugees and asylum-seekers in three North African countries and to reduce the risk of dangerous onwards movements to Europe. (EUTF NoA Specific Objective 3: To contribute to strengthening protection and resilience of those in need)	<i>Human rights. Proportion of population reporting having personally felt discriminated against or harassed within the last 12 months on the basis of a ground of discrimination prohibited under international human rights law. (SDG 16.b.1)</i>	TBD	TBD
		<i>Average degree of resilience of individuals: Average scores on the "Connor Davidson Resilience Scale (CD-RISC)" and Average scores on the "Child and Youth Resilience Measure (CYRM)"</i>		
Outcome(s) (Specific Objective(s))	SO 1: To improve access to and quality of services to refugees and asylum seekers. SO 3: To support national protection framework for refugee and asylum-seekers at various stakeholder levels in Tunisia.	<i>Access to and effective provision of basic services (per sector, e.g. education, health, etc.)</i>	TBD	TBD
		<i>Asylum and International protection frameworks (aligned with international legal frameworks) progressively established Compliance with UNHCR minimum procedural standards Recognition of asylum status according to Geneva Refugee Convention Operational Coordination Mechanisms</i>		

<p>Other Results (Outputs and/or Short-term Outcomes)</p>	<p>Output 1.1. Access to services (education, health, psycho-social assistance, legal counselling, accommodation, including reception centre management in Tunisia) provided.</p> <p>Output 2.1. Capacity building measures for authorities and members of parliaments (at national and local level), judges, lawyers, civil society and journalists on the principles of international protection and the asylum law provided (Tunisia).</p> <p>Output 2.2. Refugee task force/working group established (Tunisia).</p> <p>Output 2.3. Measures to mitigate negative perceptions of refugees and asylum-seekers implemented through interactive activities such as sport, cultural events with host communities (Tunisia).</p> <p>Output 2.4. Referral mechanism for new arrivals in the context of mixed migration developed (Tunisia).</p>	<p><i># of beneficiaries receiving access services (by sector, type of service, age and gender)</i></p> <p><i># of people participating in reproductive health awareness sessions, gender training, awareness session on early marriage prevention, self-defence workshops (by age and gender)</i></p> <p><i># of trainings organised</i></p> <p><i># of documents related to international protection translated / published and disseminated to relevant authorities</i></p> <p><i># of staff from various ministries and members of parliament trained on the principles of international protection and the strategic approach for the asylum law (by gender and institution)</i></p> <p><i># of judges, lawyers, civil society and journalists trained on international protection (by gender and institution)</i></p> <p><i># of interactive activities such as sportive, cultural or host community events developed with refugees and host communities implemented</i></p> <p><i># of people reached with awareness raising activities (by age and gender)</i></p> <p><i># of SOPs for the management of new arrivals in the context of mixed migration developed</i></p> <p><i># of people trained on SoPs (per gender and institution)</i></p>		
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Annex. 2 Table presenting indicative targets per country

Outputs	Description	Country	Target Groups	# of Beneficiaries
Output 1.1.1	Access to Education (formal and non-formal education)	Egypt	Refugee and asylum-seekers school-children in primary and secondary schools	22,000 children
			Unaccompanied or separated children (UASC) and children with disabilities	750 UASC and 175 children with disabilities
		Morocco	Refugee and asylum-seekers access formal education	660 children
			Refugee and asylum-seekers access non-formal education	40 persons
Tunisia	Refugees and asylum-seekers in school age	600 children		
Output 1.1.2	Access to Health	Egypt	Refugees and asylum-seekers	3,500 persons treated for NCDs and 1,600 persons referred to secondary or tertiary medical care;
		Morocco	Refugees and asylum-seekers treated in secondary or tertiary health care	1,000 persons
Output 1.1.3	Provision of SGBV prevention	Egypt	Refugees and asylum-seekers	150 SGBV survivors receive legal assistance; 750 SGBV incidents reported to UNHCR or partners
Output 1.1.4	Access to Psycho-social assistance	Morocco	Refugees and asylum seekers	1,500 persons
		Tunisia	Refugees and asylum-seekers	600 persons
Output 1.1.5	Reproductive Health and gender awareness assistance	Egypt	Refugees and asylum-seekers	1,700 persons participate in SGBV awareness activities
Output 1.1.6	Access to Legal Assistance	Tunisia	Refugees and asylum-seekers	500 persons
Output 1.1.7	Reception Centre Management	Tunisia	Refugees and asylum-seekers	1,000 persons
Output 2.1.1	Capacity building to authorities	Tunisia	Tunisian authorities (ministries, MPs)	100 persons
Output 2.1.2	Capacity building to judges, lawyers, media	Tunisia	Juges, lawyers, journalists, organized civil society	100 persons
Output 2.1.3	Translations and/or publications	Tunisia	Tunisian authorities (ministries, MPs)	500 persons
Output 2.2.1	Capacity building for setting up task force	Tunisia	Relevant ministries and regional entities	25 persons
Output 2.2.2	Documentation and awareness raising material	Tunisia	Task force and working group members	50 persons
Output 2.3.1	Interactive activities to PoC and host communities	Tunisia	Refugees and asylum-seekers, host communities members	1,000 persons
Output 2.4.1	Coordination meetings with stakeholders	Tunisia	Relevant stakeholders, UNHCR and partners	n/a
Output 2.4.2	Develop joint standars/SOPs	Tunisia	Relevant stakeholders, UNHCR and partners	n/a
Output 2.4.3	Capacity building for mixed movement support	Tunisia	National and international service providers who provide support to mixed movements	50 persons
Output 2.4.4	Establish data exchange	Tunisia	Relevant stakeholders, UNHCR and partners	n/a
Total				38,350 persons