

# Initial Response Plan for the Refugee Crisis in Europe

June 2015 – December 2016

EMERGENCY APPEAL



8 September 2015

Cover photograph:

Syrian refugees arrive on the Greek island of Lesbos after travelling in an inflatable raft from Turkey.

UNHCR / A. McConnell

# CONTENTS

---

|   |           |
|---|-----------|
| <b>AT A GLANCE .....</b>                                      | <b>5</b>  |
| <i>Financial summary.....</i>                                 | <i>6</i>  |
| <b>CONTEXT .....</b>  | <b>7</b>  |
| <i>Introduction .....</i>                                     | <i>7</i>  |
| <i>Overall strategy and coordination .....</i>                | <i>7</i>  |
| <i>Population planning data .....</i>                         | <i>8</i>  |
| <b>PLANNED RESPONSE .....</b>                                 | <b>10</b> |
| <i>REGIONAL REPRESENTATION FOR SOUTHERN EUROPE .....</i>      | <i>10</i> |
| <i>Existing response .....</i>                                | <i>10</i> |
| <i>Strategy and coordination .....</i>                        | <i>10</i> |
| <i>Planned activities.....</i>                                | <i>11</i> |
| <i>GREECE .....</i>   | <i>11</i> |
| <i>Existing response .....</i>                                | <i>11</i> |
| <i>Strategy and coordination .....</i>                        | <i>12</i> |
| <i>Planned activities.....</i>                                | <i>13</i> |
| <i>Financial requirements .....</i>                           | <i>15</i> |
| <i>ITALY .....</i>  | <i>16</i> |
| <i>Existing response .....</i>                                | <i>16</i> |
| <i>Strategy and coordination .....</i>                        | <i>16</i> |
| <i>Planned activities.....</i>                                | <i>17</i> |
| <i>Financial requirements .....</i>                           | <i>18</i> |
| <i>REGIONAL REPRESENTATION FOR SOUTH-EASTERN EUROPE .....</i> | <i>19</i> |
| <i>Existing response .....</i>                                | <i>19</i> |
| <i>Strategy and coordination .....</i>                        | <i>19</i> |
| <i>Planned activities.....</i>                                | <i>20</i> |
| <i>THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA .....</i>        | <i>21</i> |
| <i>Existing response .....</i>                                | <i>21</i> |
| <i>Strategy and coordination .....</i>                        | <i>22</i> |
| <i>Planned activities.....</i>                                | <i>22</i> |
| <i>Financial requirements .....</i>                           | <i>25</i> |
| <i>SERBIA.....</i>  | <i>26</i> |
| <i>Existing response .....</i>                                | <i>26</i> |
| <i>Strategy and coordination .....</i>                        | <i>26</i> |
| <i>Planned activities.....</i>                                | <i>27</i> |
| <i>Financial requirements .....</i>                           | <i>30</i> |
| <i>REGIONAL REPRESENTATION FOR WESTERN EUROPE .....</i>       | <i>31</i> |
| <i>Existing response .....</i>                                | <i>31</i> |
| <i>Strategy and coordination .....</i>                        | <i>32</i> |
| <i>Planned activities.....</i>                                | <i>32</i> |

|   |               |
|---|---------------|
| <i>TURKEY .....</i>                                   | <i>33</i>     |
| <i>Existing response .....</i>                        | <i>33</i>     |
| <i>Strategy and coordination .....</i>                | <i>33</i>     |
| <i>Planned activities.....</i>                        | <i>33</i>     |
| <i>Financial requirements .....</i>                   | <i>35</i>     |
| <br><i>HEADQUARTERS AND REGIONAL ACTIVITIES .....</i> | <br><i>36</i> |
| <i>Existing response .....</i>                        | <i>36</i>     |
| <i>Strategy and coordination .....</i>                | <i>37</i>     |
| <i>Planned activities.....</i>                        | <i>37</i>     |
| <br><i>ANNEX.....</i>                                 | <br><i>39</i> |

# AT A GLANCE

2015 arrivals as of 31 August 2015

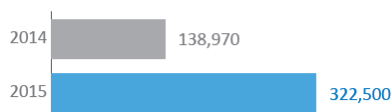
**322,500** arrivals by sea  
**2,750** dead/missing

2014

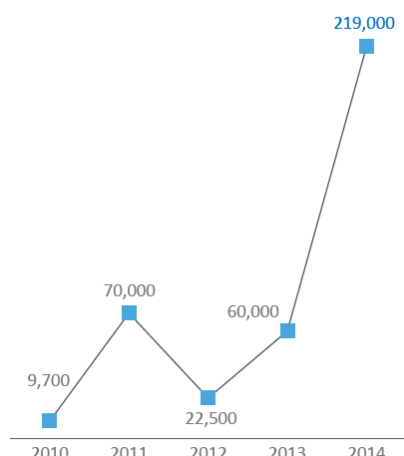
**219,000** arrivals by sea  
**3,500** dead/missing

**Comparison 2014 - 2015 (Jan-Aug)**

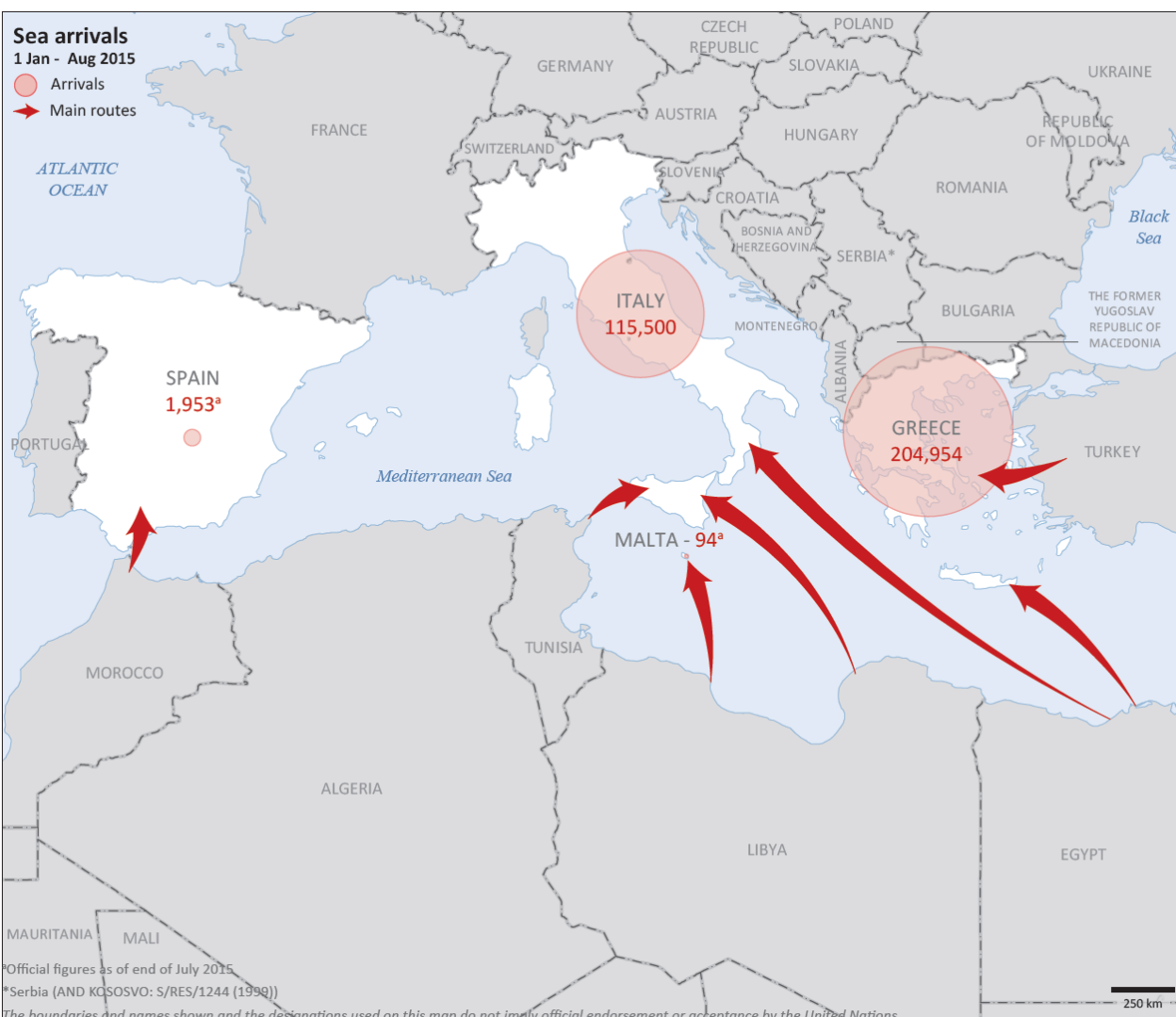
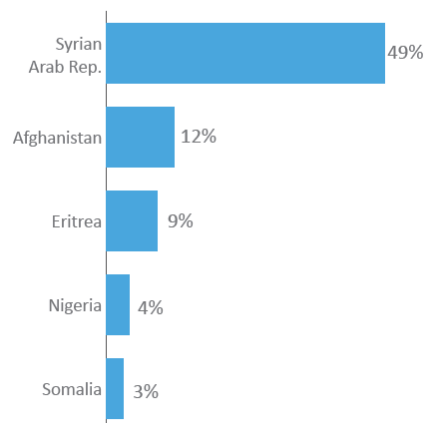
Arrivals by sea



Evolution of sea arrivals to Europe



Top 5 nationalities for the period Jan - Aug 2015



## Financial summary

A total of **USD 30.5 million** is requested from June 2015 to December 2016 for the initial response plan for the refugee crisis in Europe (RCE), in the affected countries of Belgium, Bosnia and Herzegovina, Cyprus, France (Calais), Greece, Hungary, Italy, Malta, Serbia, Spain, the former Yugoslav Republic of Macedonia, and Turkey.

| TOTAL JUNE 2015 - DECEMBER 2016                     |  |                                    |                                |                            |                           |   |
|---|--|------------------------------------|--------------------------------|----------------------------|---------------------------|---|
| OPERATION   |  | EXCOM<br>BUDGETS*<br>excluding SMI | Refugee Crisis in Europe (RCE) |                            |                           | TOTAL REVISED<br>REQUIREMENTS<br>FOR 2015 - 2016<br>(USD) |
|   |  |                                    | Initial SMI<br>requirements    | Additional<br>requirements | Total RCE<br>requirements |   |
| REGIONAL REPRESENTATION FOR<br>SOUTHERN EUROPE      | Italy  | 17,703,185                         | 1,692,797                      | 990,658                    | 2,683,455                 | 20,386,640  |
|   | Spain  | 4,208,586                          | 105,728                        | -                          | 105,728                   | 4,314,314   |
|   | Greece                                       | 17,481,177                         | 4,186,838                      | 10,397,411                 | 14,584,249                | 32,065,426  |
|   | Cyprus                                       | 3,601,474                          | 95,814                         | -                          | 95,814                    | 3,697,288   |
|   | Malta  | 2,062,695                          | 75,655                         | -                          | 75,655                    | 2,138,350   |
| REGIONAL REPRESENTATION FOR<br>SOUTH-EASTERN EUROPE | Bosnia and Herzegovina                       | 26,988,912                         | 220,000                        | 1,258,616                  | 1,478,616                 | 28,467,528  |
|   | Serbia                                       | 33,304,908                         | 400,000                        | 4,212,779                  | 4,612,779                 | 37,917,687  |
|   | The former Yugoslav<br>Republic of Macedonia | 7,971,399                          | 131,069                        | 3,118,039                  | 3,249,108                 | 11,220,507  |
| EASTERN EUROPE                                      | Turkey                                       | 670,265,421                        | 530,000                        | 530,000                    | 1,060,000                 | 671,325,421   |
| WESTERN EUROPE                                      | Belgium                                      | 4,050,883                          | -                              | 704,552                    | 704,552                   | 4,755,435   |
| HQ AND REGIONAL ACTIVITIES                          |  | 13,293,116                         | 315,000                        | 1,547,444                  | 1,862,444                 | 15,155,560  |
| TOTAL (USD)   |  | 800,931,756                        | 7,752,901                      | 22,759,499                 | 30,512,400                | 831,444,156   |

\* 2015 revised ExCom budget plus 2016 proposed ExCom budget pending approval, not related to the Special Mediterranean Initiative (SMI).



# CONTEXT

---

## Introduction

---

Over the past months, an ever-increasing number of people, the majority of whom are fleeing war, violence and persecution, have been risking their lives to cross the Mediterranean Sea and take other dangerous routes in search of safety in Europe. European States bordering the Mediterranean Sea, the Western Balkans and other European countries have been struggling to deal with this influx of refugees and migrants.

UNHCR is working closely with the European Union and its Member States, as well as with other affected States in Europe, and in North Africa, West Africa, the East and Horn of Africa and the Middle East, as required, to support their efforts to deliver, build on and expand some of the measures being implemented in response to this growing humanitarian crisis.

Following UNHCR's initial response plan entitled *Special Mediterranean Initiative Plan for an enhanced operational response* (June-December 2015), this Emergency Appeal has been prepared for affected countries in the Europe region. It outlines proposed strategies and activities and corresponding financial requirements up to the end of 2016, in order to provide relevant support, operational responses and protection measures in affected countries in Europe, in respect of assessed needs.

Since the preparation of the appeal, the situation has reached a level of urgency and complexity that has warranted an enhancement of UNHCR's internal management and coordination structure. Consequently, on 1 September, the High Commissioner designated the Director of the Regional Bureau for Europe as the Regional Refugee Coordinator for this crisis. In addition to his continued functions as Bureau Director, he will lead UNHCR's response to this emergency, ensuring a comprehensive approach that covers all affected countries and is closely coordinated with the European Union response. The structure of the Regional Bureau for Europe has been adapted to ensure a coherent and efficient response.

It should be noted that this is an initial emergency appeal that may be subject to revision as the situation continues to evolve rapidly. Requirements for measures being undertaken in countries of origin and of transit, in various parts of the Africa and Middle East and North Africa regions, will also be presented in due course as part of the overall *Special Mediterranean Initiative (SMI)*.

## Overall strategy and coordination

---

UNHCR's engagement in Europe will continue to focus on providing emergency and life-saving assistance; strengthening coordination structures; protection monitoring; critical reporting; advocacy; and the provision of appropriate advisory, technical and functional support and capacity-building, particularly in the area of emergency reception arrangements. A cornerstone of UNHCR's operational response in Europe is also supporting efforts towards the identification of and response to individuals and families with specific needs through the systematic use of a community-based approach.

The volatile situation continues to evolve by the day. UNHCR will continue to strongly urge governments of the affected countries, and the relevant EU institutions to respond practically to and manage all aspects of the situation in line with their international and regional obligations, including the timely provision of protection and material assistance. Decisions made by the European Union and its Member States may also affect UNHCR's role and activities aimed at assisting people seeking international protection in Europe.

This appeal does not yet reflect all the requirements to support and encourage the concerned authorities to fulfil their responsibilities; alleviate the suffering of the refugees upon arrival and while in transit; and continue to advocate for policy, legal and practical solutions. Nor does it include all the requirements of non-governmental organizations and civil society partners to address urgent gaps.

Ongoing contingency planning is taking place to respond to changing scenarios and in preparation for the upcoming winter.

## **Population planning data**

---

In 2015, UNHCR anticipates that approximately 400,000 new arrivals will seek international protection in Europe via the Mediterranean. In 2016 this number could reach 450,000 or more.

UNHCR's official data on asylum applications registered from January to August 2015 in industrialized countries are presented in the table in the annex. They do not reflect the current numbers of people seeking international protection and being assisted in the Europe region. The preparation of this emergency appeal has also taken into consideration the following factors.

The numbers of persons assisted in Greece, Hungary, Italy and the Western Balkans are higher than the numbers of those who have applied for asylum or expressed their interest in doing so in any of the countries along the Greece-Western Balkans route (see page 4). This is because many persons are not registered owing to the lack of capacity of national systems, which are still under development and often unable to cope with these ever-increasing numbers of arrivals, as well as for other reasons. Non-registered persons are included in the populations that UNHCR will target for assistance. UNHCR's assistance may also increase depending upon decisions made by the European Union and its Member States in response to the emergency.

This assistance is not limited to food, water, and in-kind support, but also includes services such as counselling, monitoring, the provision of pre-registration information, and the identification and referral of people with specific needs to receive assistance. As this population is highly mobile, it is likely that individuals or families on the move may receive assistance in different countries at several points along the route. Given the volatile and fast-evolving situation, the target group to be assisted may have to be revised in the course of 2016, as the onset of winter and the potential changes in the routes used for onward movement to Northern and Western Europe may change.



## Sea arrivals and onward movements along the Greece-Western Balkans route

Average of daily arrivals as of 31 August 2015



# PLANNED RESPONSE

---

## REGIONAL REPRESENTATION FOR SOUTHERN EUROPE

### Existing response

---

UNHCR's operational response in Southern Europe (covering activities in Cyprus, Greece, Italy, Malta, Portugal, San Marino and Spain) through its Regional Representation (RRSE) addresses challenges related to the arrival of more than 366,000 refugees since January 2015. While Greece and Italy are the most affected countries, with almost the totality of the people seeking international protection arriving on their shores, the increase in arrivals also impacts Cyprus, Malta and Spain.

While these EU Member States have functioning eligibility procedures, reception conditions are often insufficient and integration prospects limited. UNHCR's operations are thus tailored to address these shortcomings.

The RRSE ensures coordination and oversight, mobilizes resources and facilitates activities. UNHCR works closely with the European Union and its institutions, the European Asylum Support Office (EASO) and FRONTEX, within the framework of the Common European Asylum System, to ensure that the response is in line with the European Commission's 'Hotspot approach'.

### Strategy and coordination

---

UNHCR's overall strategy is to strengthen the response capacity of the countries in the region to receive, register and protect people seeking international protection, mainly in Greece and Italy where the numbers of arrivals are high, but also in other countries in the region as required. The RRSE, together with the Regional Bureau for Europe, will also work on a public information strategy. UNHCR stands ready to support State institutions to act responsibly, robustly and adequately to the challenges linked to the recent refugee arrivals. The establishment of a system which ensures intra-European solidarity and burden-sharing by relocation and utilization of legal avenues is encouraged.

Considering the volume of the operations, the programme response needs to be strengthened as well as reporting and public information, as governmental and public demand for information and analysis has increased. While the additional activities foreseen in Cyprus, Malta and Spain are manageable with the existing office set-up, UNHCR's Regional Office in Rome will respond as necessary to the required modest reinforcement of staffing capacity in administration, to address the needs of increasing numbers of staff and affiliated work force.

## Planned activities

### Favourable Protection Environment

Public attitude towards people of concern improved

- Enhance public communication activities, resulting in maintaining or enhancing of current protection space, in order to counteract the increasingly xenophobic and negative media narrative.
- Provide regularly updated data and analysis about refugee flows and asylum claims, based on the enhanced data collection capacity.
- Organize surveys and focus groups to collect information on reasons for departure and protection concerns of new arrivals.

### Logistics and operations support

Operation management, coordination and support

- Provide operational management and logistic support to the region.
- Ensure enhanced reporting and coordination with donors.

## GREECE

### Existing response

So far this year, Greece has faced ever-increasing numbers of sea arrivals, which totalled 244,855 as of 2 September as compared to 43,500 for all of 2014. The main nationalities included Syrians (69 per cent), Afghans (18 per cent) and Iraqis (4 per cent) (data as of 28 August). There are significant numbers of women and children. The average number of daily arrivals almost doubled from 1,600 in July to 2,900 in August. In the first days of September, a minimum of 3,000-4,000 arrivals a day were reported leading to major congestion on the islands.

UNHCR's main focus in Greece is to provide advice to the Government and local Greek authorities at front line reception; on the formulation of policy and mechanisms of response; and information for newly-arrived people seeking international protection on their rights and obligations.

The Office is also monitoring the first-line reception procedures at six border locations, and distributing core relief items. Direct support is provided to the authorities with the setting up of tailored solutions in terms of accommodation and other infrastructure such as prefabricated containers and other shelter solutions.

UNHCR has supported the Greek Government in preparing a plan of action to respond to the significant challenges linked to the high numbers of refugee arrivals. The plan outlines the needs and

resource requirements, including those which involve coverage by other actors such as the European Commission, EASO or FRONTEX.

## Strategy and coordination

---

The overall strategic objective is to strengthen first-line reception capacity in Greece within the context of the European Commission 'Hotspot approach', and thus expedite refugees' access to the Greek asylum system. This will be achieved by strengthening the governmental coordination structures; providing appropriate advice as well as technical and functional support to establish additional facilities; and improve existing infrastructure that can accommodate arrivals in dignified conditions.

In close cooperation with the relevant Government counterparts, civil society and NGOs, UNHCR will continue providing support for first-line reception interventions in order to meet urgent humanitarian needs. These efforts will be complementary to other solidarity mechanisms available to Greece, such as the technical support provided by EASO and FRONTEX. UNHCR will support the authorities in increasing the efficiency of the existing procedures for the identification and documentation of arrivals, in order to mitigate the current congestion on the Islands.

UNHCR will enhance the protection of people with specific needs by strengthening field presence at main points of arrival and reception locations, and prompt identification and referral to appropriate service providers. UNHCR will provide basic assistance to address the urgent needs of vulnerable and traumatized people, and will assist the authorities with appropriate expert support (including WASH, site planning and site management) to enhance the quality of reception conditions.

UNHCR will pursue its support for local associations and volunteer networks whose members are at the forefront of the humanitarian response to the needs of arriving populations.

UNHCR will expand its information sessions, and develop information materials in coordination with partners on the ground and local authorities, to ensure effective communication with people seeking international protection and adequate provision of information related to registration, family reunification and asylum procedures.

To counter increasingly negative public attitudes towards refugees and migrants, UNHCR will work to increase the focus on the dramatic situation of people seeking international protection who have arrived in Greece, in particular with the international media. Awareness campaigns amongst local populations will be stepped up to reduce the risk of xenophobia and intolerance.

Efforts will also be made to boost second-line reception, with an emphasis on increasing the availability of accommodation through the existing national referral system.

The overall coordination responsibility lies with the Government of Greece. UNHCR will offer advice and support to encourage close collaboration between the Greek Government, the European institutions and agencies, as well as NGOs and other actors.

## Planned activities

### Fair protection processes and documentation

Reception conditions improved

- Procure and distribute basic emergency items.
- Improve first-line reception infrastructure through refurbishment of existing centres and set up of additional temporary reception facilities.
- Ensure transportation from disembarkation locations to reception/identification centres.
- Provide working space for NGOs, civil society, and authorities involved in the emergency response.
- Step up and streamline the identification, and registration process through providing infrastructure and IT.
- Support site planning support.
- Provide advice and training on the management of reception facilities.
- Provide interpretation support.
- Identified and referred people with specific needs for specialized assistance and protection.
- Support authorities in the establishment of reception facilities for people admitted to the asylum procedure.
- Improve reception and protection of unaccompanied minors once identified.
- Counsel and provide information to new arrivals.
- Enhance coordination role of the reception service by deploying additional human resources to the First Reception Service.
- Provide support to the European Commission's relocation plan for Greece and Italy.
- Provide monitoring and expert advice to Greek authorities and EU partners on the implementation of the 'Hotspot approach' in Greece.
- Support the acceleration of the refugee status determination procedure for arrivals through deployment of additional mobile teams to the islands to receive and process asylum requests (office, equipment, staff, and transportation).

Access to and quality of status determination process

|  |  |
|--|--|
| Quality of registration and profiling improved or maintained | <ul style="list-style-type: none"> <li>Step up and streamline the identification and registration process through providing infrastructure and IT support.</li> </ul>  |
| <b>Favourable protection environment</b>                     |  |
| Access to territory for people of concern improved           | <ul style="list-style-type: none"> <li>Ensure border monitoring of islands and all the borders, including the northern border with the former Yugoslav Republic of Macedonia, through dedicated teams.</li> <li>Train border guards on refugee rights and protection.</li> <li>Conduct regular cross-border meetings and information-sharing with countries surrounding Greece.</li> <li>Counsel and inform people trying to enter Greece on their rights and duties.</li> </ul> |
| Public attitude towards people of concern                    | <ul style="list-style-type: none"> <li>Strengthen visibility and local international media coverage through enhanced media team deployment and production of public information materials.</li> <li>Support local community initiatives by civil society, individuals and NGOs to reduce xenophobia and acts of violence against people of concern.</li> </ul>   |
| <b>Community empowerment and self-reliance</b>               |  |
| Community mobilization strengthened and expanded             | <ul style="list-style-type: none"> <li>Ensure enhanced identification of people with specific needs and referral for targeted assistance through engagement of volunteers from the refugee community.</li> </ul>   |
| <b>Logistics and operations support</b>                      |  |
| Operation management, coordination and support               | <ul style="list-style-type: none"> <li>Increase frontline and operation management capacity through the deployment of multi-disciplinary, multi-functional teams.</li> <li>Ensure a timely sharing of information in relation to new arrivals situation through enhanced information and reporting capacity.</li> </ul>  |

## Financial requirements

| GREECE   | 2015                     |                         |                              | 2016                     |                         |                              |
|--|--------------------------|-------------------------|------------------------------|--------------------------|-------------------------|------------------------------|
|  | Initial SMI requirements | Additional requirements | Total RCE requirements (USD) | Initial SMI requirements | Additional requirements | Total RCE requirements (USD) |
| <b>Fair protection processes and documentation</b>                         |                          |                         |                              |                          |                         |                              |
| Reception condition improved   | 1,165,701                | 2,650,137               | 3,815,838                    | -                        | 3,091,337               | 3,091,337                    |
| Access to and quality of status determination procedures                   | 1,840,973                | 636,395                 | 2,477,368                    | -                        | 865,574                 | 865,574                      |
| Family reunification achieved  | 45,481                   | -                       | 45,481                       | -                        | -                       | -                            |
| Quality of registration and profiling improved                             | -                        | 350,000                 | 350,000                      | -                        | 618,267                 | 618,267                      |
| <b>Security from violence and exploitation</b>                             |                          |                         |                              |                          |                         |                              |
| Protection of children strengthened  | 195,074                  | -                       | 195,074                      | -                        | -                       | -                            |
| Risk of SGBV is reduced and quality of response improved                   | 45,481                   | -                       | 45,481                       | -                        | -                       | -                            |
| <b>Favourable protection environment</b>                                   |                          |                         |                              |                          |                         |                              |
| Public attitude towards persons of concern improved                        | 101,962                  | -                       | 101,962                      | -                        | 370,960                 | 370,960                      |
| Access to the territory improved and risk of <i>refoulement</i> reduced    | 483,907                  | -                       | 483,907                      | -                        | 370,960                 | 370,960                      |
| <b>Durable solutions</b>   |                          |                         |                              |                          |                         |                              |
| Potential for integration realized   | 178,958                  | -                       | 178,958                      | -                        | -                       | -                            |
| <b>Community empowerment and self-reliance</b>                             |                          |                         |                              |                          |                         |                              |
| Community mobilisation strengthened and expanded                           | -                        | 45,008                  | 45,008                       | -                        | 370,960                 | 370,960                      |
| <b>Logistics and operations support</b>                                    |                          |                         |                              |                          |                         |                              |
| Operations management, coordination and support strengthened and optimized | 129,300                  | 409,543                 | 538,843                      | -                        | 618,270                 | 618,270                      |
| <b>TOTAL (USD)</b>   | <b>4,186,838</b>         | <b>4,091,083</b>        | <b>8,277,921</b>             | <b>-</b>                 | <b>6,306,328</b>        | <b>6,306,328</b>             |



## ITALY

### Existing response

---

Between 2012 and 2014, the number of arrivals by sea in Italy increased from 13,300 to 170,000 per year. In the first eight months of 2015, more than 110,000 people had already reached Italian shores. To cope with this influx, UNHCR has supported the Ministry of the Interior in further developing the 2015 plan to respond to arrivals and reception needs. In the context of the EU Asylum, Migration and Integration Fund (AMIF) projects, UNHCR has provided information on the possibility of applying for international protection to people who arrived by sea and supported competent authorities, in cooperation with IOM, in the identification of people with special needs.

Through dedicated teams, UNHCR has provided support in order to improve identification and referral mechanisms for unaccompanied and separated children (UASC). The Office has been monitoring procedures at points of disembarkation and at first-line reception facilities and undertaking regular monitoring missions to government reception centres and second line reception facilities.

UNHCR has continued its direct participation in the Territorial Commissions tasked to carry out the procedures for international protection. Their number has been increased to 40 to respond to the surge in asylum applications. UNHCR has also provided technical support to the national authorities in ensuring the quality, fairness and efficiency of the procedure. Furthermore, the Office has advocated for the reform of the reception system and the asylum procedure in the context of the transposition of the EU Reception and Procedures Directive, in order to ensure a long-term structural response for refugee flows.

### Strategy and coordination

---

UNHCR is supporting the Government in its current efforts to coordinate the disembarkation and reception of the increased numbers of arrivals by sea. Through its participation in the National Coordination Group of the Ministry of the Interior, UNHCR advises key governmental counterparts on policy formulations and legislative developments.

UNHCR will strengthen its monitoring of reception facilities, in order to support the authorities in better identifying gaps in the reception conditions and the protection needs of persons with specific needs (such as UASC, victims of torture, and survivors of sexual and gender-based violence (SGBV)).

The Office will continue to enhance communication and visibility about the situation of people arriving by sea seeking international protection, and the impact that this situation is having on Italy's reception and asylum system, in support of the efforts of the authorities, including working to implement intra-European solidarity and responsibility sharing mechanisms.

UNHCR will continue to liaise with other UN Agencies, EU institutions, NGOs and competent authorities in order to ensure a coherent approach, avoid overlaps, identify gaps and provide solutions. In particular, the Office will enhance engagement with EASO and operational partners such as IOM, Save the Children, the Refugee Council of Italy (CIR), and the Red Cross.

## Planned activities

### Protection processes and documentation

Reception conditions improved

- Strengthen the protection of 1,000 unaccompanied or separated children (UASC) in first line reception facilities by contributing to promote good practices regarding their best interest assessment/determination (BIA/BID) and facilitate informed access to international protection ensured.
- Support the authorities with the identification of people with specific needs and their timely referral to targeted protection and assistance.
- Support the implementation by the authorities of the relocation from Italy to other EU countries and the relevant European institutions.
- Provide translation services support to authorities managing reception conditions.

## Financial requirements

| ITALY  | 2015                     |                         |                              | 2016                     |                         |                              |
|--|--------------------------|-------------------------|------------------------------|--------------------------|-------------------------|------------------------------|
|  | Initial SMI requirements | Additional requirements | Total RCE requirements (USD) | Initial SMI requirements | Additional requirements | Total RCE requirements (USD) |
| <b>Fair protection processes and documentation</b>                         |                          |                         |                              |                          |                         |                              |
| Reception condition improved   | 779,867                  | -                       | 779,867                      | -                        | 373,644                 | 373,644                      |
| Access to and quality of status determination procedures                   | 98,586                   | -                       | 98,586                       | -                        | -                       | -                            |
| Family reunification achieved  | 49,293                   | -                       | 49,293                       | -                        | -                       | -                            |
| <b>Security from violence and exploitation</b>                             |                          |                         |                              |                          |                         |                              |
| Protection of children strengthened  | 49,293                   | -                       | 49,293                       | -                        | -                       | -                            |
| Risk of SGBV is reduced and quality of response improved                   | 49,293                   | -                       | 49,293                       | -                        | -                       | -                            |
| <b>Favourable protection environment</b>                                   |                          |                         |                              |                          |                         |                              |
| Public attitude towards persons of concern improved                        | 340,100                  | -                       | 340,100                      | -                        | 280,233                 | 280,233                      |
| Access to the territory improved and risk of <i>refoulement</i> reduced    | 147,880                  | -                       | 147,880                      | -                        | -                       | -                            |
| <b>Durable solutions</b>   |                          |                         |                              |                          |                         |                              |
| Potential for integration realized   | 98,586                   | -                       | 98,586                       | -                        | -                       | -                            |
| <b>Logistics and operations support</b>                                    |                          |                         |                              |                          |                         |                              |
| Operations management, coordination and support strengthened and optimized | 79,898                   | 56,547                  | 136,445                      | -                        | 280,234                 | 280,234                      |
| <b>TOTAL (USD)</b>   | <b>1,692,797</b>         | <b>56,547</b>           | <b>1,749,344</b>             | <b>-</b>                 | <b>934,111</b>          | <b>934,111</b>               |

## REGIONAL REPRESENTATION FOR SOUTH-EASTERN EUROPE

### Existing response

---

Since 2012, the Western Balkans subregion has been facing a progressive increase in arrivals of refugees and migrants. In Serbia alone, the numbers have increased from 2,700 in 2012 to 16,500 in 2014. As of May/June 2015, the numbers have grown exponentially, resulting in over 100,000 people registered in the first eight months of 2015 and close to 38,000 in the month of August alone.

In addition, arrivals are made up of a progressively-increasing proportion of refugees and people seeking international protection, as opposed to migrants. In 2013, approximately 70 per cent of all people expressing their intent to seek asylum in Serbia were from refugee-producing countries, while in the first half of 2015 this ratio rose to over 95 per cent. Similar trends have been observed in the former Yugoslav Republic of Macedonia.

UNHCR's operation in the subregion addresses remaining wartime displacement issues from the 1990s, with the aim of achieving solutions by 2017, while at the same time strengthening the national asylum systems and addressing the vast protection and humanitarian needs of people on the move.

At the present time, Serbia and the former Yugoslav Republic of Macedonia are most affected by the sharp increase in arrivals. However, recent developments, in particular the building of the fence along the Hungarian-Serbian border, may result in changing routes of movements, and lead to larger numbers of arrivals in other countries in the region.

At present, the vast majority of the refugees only spend a limited amount of time in the Western Balkans countries and seldom follow through on their initial expression of intention to seek asylum with an actual asylum request in a Western Balkans country. During their journey in search of international protection, however, they face enormous hardship, ill-treatment and abuse by smugglers and local gangs. Push-backs and the use of violence by law enforcement authorities have also been reported. The fence along the Hungarian-Serbian border may also have an impact on the length of stay of refugees in the Western Balkans countries, resulting in medium to longer-term concentrations of large numbers of people, particularly along border areas.

Faced with these rapidly rising numbers and the needs of these refugees, Governments, with the support of civil society, have been trying to organize an initial response and assist the refugees; but they are requesting further support from the international community. The needs indicated by the Governments are for assistance, including for food, water, medicine and transportation, enhancement of reception capacities, access to public health and social services, and technical advice. Unless these areas are promptly reinforced, many urgent protection and humanitarian needs will remain unaddressed, leading to intolerable suffering and possible loss of life.

### Strategy and coordination

---

In view of these developments, UNHCR in the Western Balkans has developed a three-pronged approach:

1. Step up protection and border monitoring through the establishment of a regular presence of UNHCR and its partners at key locations;

2. Assist the Governments and civil society in improving reception conditions and promptly identifying and addressing acute protection, humanitarian and basic needs arising as a result of the continuous and rapidly increasing flows of people transiting;
3. Assist the Governments in aligning the asylum systems with applicable international standards, with the aim of strengthening the capacity of the Government and civil society in the area of asylum.

As UNHCR offices in the region gear up to respond to rapidly-growing protection needs, the Regional Office (RO) in Sarajevo is providing regional coordination and coherence, monitoring, logistical and technical support, as well as linking up with strategic regional partnerships. In light of the fast-growing number of refugees and migrants in the region, UNHCR is closely coordinating efforts to improve reception conditions at the remote border crossing points through provision of Refugee Housing Units (RHU), relief items and sanitation materials in cooperation with the respective country UNHCR teams, Governments, implementing partners, and local and international actors in the region.

On the basis of the concrete needs identified in the region, the Office is coordinating redeployment of available relief items from other regional warehouses, and procurement of RHUs for remote reception/border crossing points, while at the same time procuring additional stock of relief items to be able to quickly respond to regional needs, given the evolving and changing nature of the emergency situation.

## Planned activities

### Fair protection processes and documentation

Reception conditions improved

- Order, stock and distribute buffer stocks of relief items to country operations in the SEE region.
- Recruit affiliate staff to support needs assessment, partner coordination, monitoring, delivery and distribution of relief supplies and equipment to country operations in the region, and to support to country operations requiring additional surge capacity.
- Order, stock and distribute prefabricated temporary shelter and sanitation units to provide overnight accommodation to vulnerable cases during processing by border police and other authorities.

Quality of registration and profiling improved or maintained

- Strengthen expertise in registration, population profiling, and operational data management and analysis to support country operations in the region, including through the establishment and coordination of an advocacy strategy, actively engage the Government and civil society officials in the process and provide capacity building.

### Favourable protection environment

Public attitude towards people of concern

- Ensure continuity of solidarity and tolerance media campaigns, targeting the local population in the region, to sensitize local population and affected local communities on the specific protection needs of asylum-seekers and refugees. The activities will be iterative and persistent to ensure and maintain adequate impact in sensitization of the public attitude towards the populations of concern, emphasizing and supporting civil society initiatives and at the same time combating xenophobic attitudes and behaviour.

### Logistics and operations support

Operation management, coordination and support

- Organize delivery and/ or re-distribution to and between country operations in the region of supplies and equipment needed for needs assessment, profiling and protection/ humanitarian response.
- Increase capacity to undertake partner liaison and coordination, logistical management, data gathering, data analysis, coordination of data management and programme reporting among participating country offices. This will ensure that the country operations receive essential logistics, coordination, programme and reporting support during the emergency response.

## THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA

### Existing response

Since the number of arrivals in 2015 in the former Yugoslav Republic of Macedonia has been growing rapidly, UNHCR has put in place a targeted protection and humanitarian response in support of the Government and civil society. This includes enhanced monitoring and presence at exit and entry points, particularly in the southern border town of Gevgelija, to support the establishment of the Government registration process and referral system.

At the same time, UNHCR has engaged in the provision of basic humanitarian assistance through its local partners. This has included medical assistance/first aid for people in need through mobile teams, basic humanitarian assistance such as food for vulnerable individuals and water and the establishment of adequate resting areas. Particular attention has been given to establishing the presence of legal and social counselling services through our specialized partners as well as

information dissemination and interpretation. Public advocacy, awareness raising and community engagement with the public has also been stepped up, which resulted in the emptying of the detention centre with extremely poor conditions previously used also for refugees and amendments to the law on asylum.

While responding to the refugee crisis, UNHCR strives to develop a sustainable asylum system. To achieve the above, UNHCR coordinates and leads the refugee response in close coordination with the Inter-Ministerial Committee and the Crisis Management Centre. Collaboration and partnership with other agencies and organizations are an integral part of the coordination structure, under the Refugee Coordination Model (RCM), in order to ensure efficiency and complementarity of actors.

## Strategy and coordination

The proposed activities complement and increase UNHCR’s capacity to provide real-time information and analysis on the profile of the population; address where necessary protection needs of people seeking international protection; continue to strengthen the management of the refugee flow; and build and maintain a high-quality asylum system. UNHCR’s overall strategy is built upon three main pillars: (i) providing basic humanitarian assistance and responding to protection needs identified, (ii) analysis and evidence-based advocacy, and (iii) strengthening the capacity of partners, including the Government, to build quality asylum systems in line with international standards.

UNHCR, with the support of the UN Resident Coordinator and UN Country Team, will provide leadership in line with the Refugee Coordination Model (RCM). Enhanced UNHCR coordination, communication and information management capacities will ensure an effective response with the Government, UN Country Team, civil society actors and other stakeholders. It should also assist with coordination between central and local institutions in areas most affected by the refugee influx, and strengthen the capacities of the municipal structures responsible for refugees in their area of responsibility (including police, health, social welfare centres, and the Red Cross). Close linkages and coordination will be maintained from a regional perspective with relevant partners.

More specifically, UNHCR will boost its collaboration with the Red Cross, civil society organizations, UN agencies (especially UNICEF, UNFPA and WHO) as well as IOM, using their experience and resources in line with their mandates. Relations with authorities and the diplomatic corps will be maintained through regular briefings and joint-assessment missions as needed. UNHCR will also engage available expertise within civil society and institutions through its protection networks and partnerships.

## Planned activities

| Favourable Protection Environment                           |   |
|---|---|
| Access to territory improved for persons seeking protection | <ul style="list-style-type: none"><li>Strengthen and increase capacity to monitor and be regularly present at selected border points and migration hot spots, in order to better analyse information related to pushbacks and other protection concerns and implement an appropriate response.</li><li>Support the Ministry of Interior through tailored training sessions for the border police, and further strengthen the capacity of the Office of the Ombudsman.</li></ul> |



Public attitude towards persons of concern improved

- Facilitate contingency planning to assist planning for a change in the dynamics and scenario of the refugee flow for an efficient and timely response.
- Initiate a tolerance and solidarity campaign using TV and media, targeting the local population, to assist efforts to maintain the asylum space for refugees.
- Continue work with local media to mainstream key messages focusing on the human story of the refugees and using social media and other innovative approaches such as mobile technology to provide information to prevent exploitation and abuse.

#### Fair protection processes and documentation

Reception condition improved

- Establish rest areas /centres in strategic locations near the border with Greece (entry point) and Serbia (exit point) to facilitate quality registration; provide medical assistance; identify vulnerable protection cases and address their basic needs, provide psychosocial support and referrals to specialised services, as well as; provide psychosocial support and legal counselling and issue referral letters and transportation to asylum centres. Special focus will be on high risk individuals and child protection cases.
- Provide capacity building to staff and stakeholders dealing with reception conditions and support,
- Assist the central Government, local administrations and the Red Cross to ensure efficiency and timely provision of first aid, information, registration and basic humanitarian assistance.

Quality of registration and profiling improved

- Introduce UNHCR registration practices and tools in support of identification, protection counselling, referral, trends monitoring, harmonized data exchange, manageability and regional consistency, as well as increasing the registration capacity of the Ministry of Interior with regards to protection sensitive mechanisms enabling case management for protection cases in particular children requiring assistance.
- Support authorities and other stakeholders through the establishment of a pool of interpreters to ensure effective communication with the persons of concern.

Access to and quality of status determination procedures improved

- Build on previous efforts to improve the access of people in need of international protection and increase the protection space by providing information on the asylum system to people of concern who express their intention to apply for asylum while in the country.

- Establish a regular protection monitoring and counselling mechanism at processing centres to ensure unhindered access to territory and to asylum procedures for all people with international protection needs.
- Design and establish a protection sensitive identification and registration system, ensuring the prompt referral to appropriate channels/procedures and the identification of their specific needs;
- Provide information on procedures (leaflets) to seek asylum and/or to register the intention to seek asylum with a special focus given to individuals at high risk and child protection cases.

#### Community Empowerment and Self Reliance

Community mobilisation strengthened and expanded

- Assist the renowned NGOs to maintain the engagement with logistic support, ensuring local ownership and capacity building.
- Continue efforts and activities to support the refugees through mobilizing the community while integrating lessons learned from past experience.
- Mobilize resources from the private sector through strategic utilization of partners and community volunteers.

#### Logistics and Operations Support

Operations management, coordination and support strengthened and optimized

- Strengthen UNHCR's capacity to provide leadership in coordinating the refugee response in line with the Refugee Coordination Model in close coordination and complementarity with other actors in particular the Ministry of Labor and Social Policy.
- Strengthen information management, situational and gap analysis to ensure efficient coordination to provide timely response.

## Financial requirements

| THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA                                  | 2015                     |                         |                              | 2016                     |                         |                              |
|--|--------------------------|-------------------------|------------------------------|--------------------------|-------------------------|------------------------------|
|  | Initial SMI requirements | Additional requirements | Total RCE requirements (USD) | Initial SMI requirements | Additional requirements | Total RCE requirements (USD) |
| <b>Favourable Protection Environment</b>                                   |                          |                         |                              |                          |                         |                              |
| Access to territory improved for persons seeking protection                | 91,740                   | 30,474                  | 122,214                      | -                        | 410,252                 | 410,252                      |
| Public attitude towards persons of concern improved                        | -                        | 9,481                   | 9,481                        | -                        | 95,843                  | 95,843                       |
| <b>Fair protection processes and documentation</b>                         |                          |                         |                              |                          |                         |                              |
| Reception condition improved   | 39,329                   | 370,042                 | 409,371                      | -                        | 981,640                 | 981,640                      |
| Quality of registration and profiling improved                             | -                        | 195,034                 | 195,034                      | -                        | 253,847                 | 253,847                      |
| Access to and quality of status determination procedures improved          | -                        | 48,758                  | 48,758                       | -                        | 207,102                 | 207,102                      |
| <b>Community empowerment and self-reliance</b>                             |                          |                         |                              |                          |                         |                              |
| Community mobilisation strengthened and expanded                           | -                        | 53,634                  | 53,634                       | -                        | 149,321                 | 149,321                      |
| <b>Logistics and operations support</b>                                    |                          |                         |                              |                          |                         |                              |
| Operations management, coordination and support strengthened and optimized | -                        | 99,456                  | 99,456                       | -                        | 213,155                 | 213,155                      |
| <b>TOTAL (USD)</b>   | <b>131,069</b>           | <b>806,879</b>          | <b>937,948</b>               | <b>-</b>                 | <b>2,311,160</b>        | <b>2,311,160</b>             |

## SERBIA

### Existing response

---

From May 2015, UNHCR has used available resources to step up its monitoring capacity and to increase the capacity of its partners, in order to support the Serbian Government's response to the needs emerging from fast growing numbers of arrivals. Partners, together with UNHCR staff, have been deployed to the key locations along the borders and in Belgrade to establish protection services, facilitate access to registration, disseminate information (including through interpretation) and provide emergency aid including water and food for the most vulnerable individuals. In addition, UNHCR has supported the existing health system by providing additional medical supplies to allow for the coverage of increasing numbers of extremely vulnerable individuals. Particular attention has been given to working with the media in order to sensitize local populations and authorities to the plight of the refugees, and help maintain their positive attitude.

The initial inter-agency response strategy to the refugee emergency was developed in close coordination with the representatives of various ministries, led by the Ministry of Labour Social Policy and Veterans, the UN Country Team, civil society and local governments. Most services and distribution of aid have been concentrated in and around the "one-stop shop" centre that was established by the Serbian Government in the southern border town of Presevo and later expanded to northern border towns and Belgrade.

### Strategy and coordination

---

To avert a humanitarian crisis while contributing to the development of a sustainable asylum system, UNHCR Serbia needs to further enhance its resources and capacity in order to adequately respond to the humanitarian and protection needs of the growing numbers of refugees.

The need to protect and assist the rapidly-growing number of refugees, as indicated by the Government of Serbia, are for food, water, medicine, enhancement of reception capacities, access to public health and social services, information and asylum procedures.

In its strategy, UNHCR Serbia is focusing on:

- Assisting the Government and civil society of Serbia in promptly identifying and addressing acute protection, humanitarian and basic needs arising as a result of the continuous and rapidly increasing flows of people transiting through Serbia; and
- Assisting the Government in aligning and capacitating the Serbian asylum system to applicable international standards, capitalizing on the ongoing negotiations for EU accession.

UNHCR is coordinating with the Serbian Government's Inter-Ministerial Working Group on Mixed Migration Flows, its Chair, the Ministry of Labour, Employment, Veteran and Social Affairs, as well as members including the Ministry of the Interior and the Serbian Commissariat for Refugees and Migration.

## Planned activities

### Fair protection processes and documentation

Reception conditions improved

- Support maintenance of Processing Centre in Presevo and establishment of refugee aid points in locations designated by the Government of Serbia.
- Provide local health centres in affected municipalities with basic medication and sanitation materials and other forms of medical assistance to complement state medical care.
- Ensure proper water and sanitation conditions in one-stop centre in Presevo and RAPs in Miratova, Subotica and Kanjiža
- Organize deliveries of food and NFIs to extremely vulnerable individuals through selected local partners.
- Organize transportation services from the former Republic Yugoslav of Macedonia border to the Presevo One Stop Centre to vulnerable individuals to reduce protection risks and facilitate access to registration.
- Provide psychosocial support to vulnerable individuals and identify protection cases in Asylum Centres as well as at refugee aid points from where people with specific needs will be referred to specialist medical care and public services if/as needed. Special focus will be on individuals at high risk and child protection cases.
- Provide capacity building to relevant staff and stakeholders dealing with reception conditions and providing support and assistance to the central Government and local administrations, to ensure efficient and timely provision of assistance needed.

### Favourable protection environment

Public attitude towards people of concern

- Encourage positive coverage in Serbian media through field visits, training and facilitation of interviews, and targeting the general public through awareness campaigns, printing variety of visibility and public information materials, to maintain and reinforce the current attitude of hospitality and empathy.

Access to territory improved and risk of *refoulement* reduced

- Provide timely and accurate information to people of concern through the production and distribution of posters, leaflets and other materials containing relevant information.
- Complete the opinion poll which began in 2014 to give the picture of overall opinion on refugee issues in Serbia to better inform programme planning.
- Continue to work closely with the Government, central and local authorities, and NGO partners to monitor and support refugee protection and humanitarian needs at the main entry and exit points of the country, as well as along their journey throughout the country. Locations covered include Preševo, Bujanovac, Vranje, Dimitrovgrad, Pirot, Negotin, Niš, Zaječar, Belgrade, Subotica and Kanjiža.
- Ensure access to legal assistance through capacity building of legal partners and the creation of a pool of interpreters to provide interpreting services at interview points.
- Assist the needs of refugees in affected municipalities through HCIT Amity Mobile teams to assess needs, provide relevant information, and make referrals to relevant state or other institutions to obtain assistance. Mobile teams will report to UNHCR on daily basis and actively participate in the profiling exercise.
- The national preventive mechanism against torture, as part of the Ombudsperson office of the Republic of Serbia, will, with BCHR expertise, assess current practice concerning the principle of non-*refoulement*, access to the asylum procedure and the efficiency of ongoing proceedings.

## Community empowerment and self-reliance

Community mobilization

- Support civil initiatives as well as projects presented by local communities aimed at solving communal issues and any other initiative that will enhance living conditions of people of concern, as well as that of the local communities hosting large numbers of refugees.

## Logistics and operations support

Operation management, coordination and support

- Reinforce UNHCR's team to support activities in the Belgrade, Presevo and Subotica/Kanjiza areas.
- Enhance the capacity of the Ministry of Labour, Employment, Veteran and Social Policy in planning and designing different activities aimed at addressing refugee needs, by hiring and seconding two national staff.



## Financial requirements

| SERBIA  | 2015                     |                         |                              | 2016                     |                         |                              |
|---|--------------------------|-------------------------|------------------------------|--------------------------|-------------------------|------------------------------|
|   | Initial SMI requirements | Additional requirements | Total RCE requirements (USD) | Initial SMI requirements | Additional requirements | Total RCE requirements (USD) |
| <b>Favourable protection environment</b>                            |                          |                         |                              |                          |                         |                              |
| Access to territory improved and risk of <i>refoulement</i> reduced | 40,000                   | -                       | 40,000                       | -                        | 913,781                 | 913,781                      |
| Access to legal assistance and legal remedies improved              | 120,000                  | -                       | 120,000                      | -                        | -                       | -                            |
| Public attitude towards persons of concern improved                 | 10,000                   | -                       | 10,000                       | -                        | 46,194                  | 46,194                       |
| <b>Fair protection processes and documentation</b>                  |                          |                         |                              |                          |                         |                              |
| Reception condition improved  | 230,000                  | 424,400                 | 654,400                      | -                        | 2,219,188               | 2,219,188                    |
| <b>Community empowerment and self-reliance</b>                      |                          |                         |                              |                          |                         |                              |
| Community mobilization strengthened and expanded                    | -                        | -                       | -                            | -                        | 270,762                 | 270,762                      |
| <b>Logistics and operations support</b>                             |                          |                         |                              |                          |                         |                              |
| Management and coordination support for Serbia                      | -                        | 48,000                  | 48,000                       | -                        | 290,454                 | 290,454                      |
| <b>TOTAL (USD)</b>  | <b>400,000</b>           | <b>472,400</b>          | <b>872,400</b>               | <b>-</b>                 | <b>3,740,379</b>        | <b>3,740,379</b>             |

## REGIONAL REPRESENTATION FOR WESTERN EUROPE

### Existing response

---

The current Mediterranean crisis is affecting Europe beyond the countries of first arrival in Southern Europe.

Between April and June 2015, the countries covered by the Regional Representation for Western Europe (RRWE)<sup>1</sup> received 226,500 new applicants for asylum - 173 per cent of the number of applications received over the same period in 2014. The top two countries most affected by this increase are Austria (+270 per cent), Germany (+227 per cent). Germany, according to EASO, received 47 per cent of all Syrian applicants in the European Union in the first quarter of 2015.

In France, although the total number of asylum applications has remained stable, over 3,000 asylum-seekers and migrants are currently gathering in Calais, a significant increase compared to last year. Furthermore, according to Eurostat, there are over 400,000 pending applications as of June 2015 for countries in Western Europe, which represents about two-thirds of the total number of pending applications in EU+ countries<sup>2</sup>.

While Serbia and Kosovo (S/RES/1244(1999)) remain the first countries of origin of refugees in RRWE countries in 2015 (20 per cent), Syrians are second (18 per cent) and new applications have increased in June. Afghanistan, Iraq and Eritrea follow (with about 5 per cent each) and new applications from these countries have also increased in June.

The majority of the Syrians, Afghans, Iraqis and Eritreans reaching Western Europe and Northern Europe have arrived through the Mediterranean Sea. Their movements are often motivated by: their desire to be reunited with family members who already reside there; poor reception conditions in Greece; or the limited or lack of reception and integration support in the countries of first arrival and transit in Europe. Asylum issues have moved high on the internal political agenda of affected countries.

While there is public sympathy on the part of individuals and civil society organizations who have engaged in supporting the arriving refugees, there has also been a noticeable increase in expressions of xenophobia towards people of concern in some countries in the region. The large spike in arrivals has also put additional pressure on the reception modalities in Western Europe, particularly in Austria and Germany, where the authorities have resorted to setting up tents in some locations. By mid-June, a total of 3,000 people in Austria, including 900 separated children, had been admitted to the asylum procedure, but they are still in federal care because of the lack of provincial reception capacity.

The situation has further evolved dramatically during the weekend of 5-6 September, with considerable numbers of new arrivals in Austria and Germany. Some 15,000 refugees crossed the border from Hungary to Austria, of whom approximately 12,000 have already moved on to Germany. According to the Munich authorities, an estimated 20,000 people seeking international protection

---

<sup>1</sup> Includes activities in Austria, Belgium, Germany, Ireland, the Liaison Office in Luxembourg, the Netherlands, the Liaison Office in Switzerland, and the United Kingdom.

<sup>2</sup> EU + corresponds to the 28 EU countries + Iceland, Norway, Switzerland and Liechtenstein.

arrived in Munich over the weekend, including 13,000 between the mornings of 6 and 7 September.

In France, the current reception system has been strained and can barely provide for vulnerable asylum-seekers. In Calais, an estimated 3,000 people originating from Syria, Afghanistan and the Darfur region in Sudan, most of whom are in need of international protection, are living in poor conditions and awaiting possibilities to cross the channel to the United Kingdom. The French authorities and NGOs have taken measures to provide basic services such as food, shelter, sanitation services, health assistance, as well as basic information on asylum and voluntary return procedures. However, the living conditions continue to remain inadequate for the majority of refugees and migrants in Calais, including an estimated several hundred women and children.

## Strategy and coordination

UNHCR intends to strengthen its monitoring of reception facilities in Austria, Germany and France, in order to support the authorities in better identifying gaps in reception conditions, providing expert advice on how these shortcomings can be addressed and identifying the protection needs of people with specific needs (such as UASC and female survivors of SGBV).

In France, given the significant challenge of the Calais region, a special advocacy campaign targeting the public and the authorities on the protection needs of the arrivals will be launched, in order to improve the reception conditions and the access of people in need of international protection to the asylum procedure.

## Planned activities

| Protection processes and documentation                                    |  |
|---|--|
| Enhance presence and monitoring of reception facilities                   | <ul style="list-style-type: none"><li>▪ Provide technical and expert advice in the three principal countries of destination in Western Europe, and enhance the support provided to the authorities to address outstanding gaps in reception and processing.</li><li>▪ Increase the number of UNHCR staff at key reception locations.</li></ul> |
| Ensure adequate identification and referral of people with specific needs | <ul style="list-style-type: none"><li>▪ Provide advice to the authorities in better identifying people with specific needs (such as unaccompanied and separated children, female survivors of SGBV) and their referral to adequate support and assistance.</li></ul>   |
| Information and advocacy plan   | <ul style="list-style-type: none"><li>▪ Launch of a specific information and advocacy plan with the authorities, civil society and the general public.</li></ul>   |

## TURKEY

### Existing response

---

In addition to the influxes triggered by conflicts in the Middle East, Turkey has reported tens of thousands of people transiting through the country on their way to reach Europe. The vast majority are Syrians, who represent 65 per cent of the total number of people apprehended for leaving the country illegally. Most are being apprehended in Izmir, Aydin and Canakkale on the Aegean coast, where the departure spots are located within a short distance of the Greek islands of Lesbos and Chios.

Since the beginning of 2015, UNHCR has supported the Government of Turkey in improving access to fair and effective asylum procedures through advocacy at the strategic level; carried out interventions to prevent refoulement through monitoring of the pre-removal centres; provided extensive technical and legal support to the central and local authorities in order to support the establishment of protection-sensitive border management mechanisms; and disseminated information to people of concern on their rights, obligations and services available to them.

### Strategy and coordination

---

In line with the overall objectives in addressing the complexities of mixed migratory flows, UNHCR's strategy in Turkey includes the provision of technical guidance to influence decision-making procedures and an expansion of UNHCR's operational presence at the western border of the country.

Through these interventions, UNHCR will continue to support efforts to improve profiling and registration procedures conducted by the national authorities. The capacity of local migration/asylum authorities, as well as law enforcement units operating at the western borders, will be strengthened through the provision of technical equipment, such as fingerprinting machines, for the Provincial Directorates in the border areas. Since a shortage of interpreters creates further challenges, UNHCR will provide translators to key counterparts in the most strategic locations encountering mixed migratory flows.

In order to strengthen the reception capacity, with particular attention to groups with specific needs (women, children, the elderly, disabled etc.), UNHCR plans to provide core relief items to improve reception conditions at the initial facilities for people apprehended while leaving the country illegally and for those who have been pushed back. Partnerships with the national institutions and civil society actors will be advanced for a consistent approach to the issues encountered.

### Planned activities

---

#### Fair protection processes and documentation

Reception conditions improved

- Provide translators and technical support (fingerprinting machines) to national authorities in the fields of profiling and registration.
- Provide core relief items to the most vulnerable persons and families apprehended temporarily.
- Develop leaflets, posters and brochures for

|   |  |
|---|--|
|   | outreach to people in need of protection.  |
| Favourable protection environment                                 |  |
| Access to legal assistance and remedies improved                  | <ul style="list-style-type: none"><li>▪ Train 250 personnel from central and local authorities on international protection to promote access to procedures and functioning of referral mechanisms.</li><li>▪ Develop manuals to guide the national counterparts in protection responses and referrals.</li></ul>   |
| Access to territory improved and <i>refoulement</i> risks reduced | <ul style="list-style-type: none"><li>▪ Establish 1 mobile team covering the Aegean Sea coast (Izmir, Aydin, Balikesir, Mugla) to increase monitoring of border movements and to visit pre-removal and reception centres.</li><li>▪ Support the organisation of 2 meetings of the Migration Advisory Board to assess the trends and policy response.</li></ul> |
| Leadership, coordination and partnership                          |  |
| Coordination and partnerships                                     | <ul style="list-style-type: none"><li>▪ Organize 3 cross-border meetings with civil society actors to raise awareness campaign on protection systems in Turkey and risks of irregular movements.</li></ul>   |
| Logistics and operations support                                  |  |
| Logistics and supply  | <ul style="list-style-type: none"><li>▪ Ensure effective and timely coordination.</li></ul>  |

## Financial requirements

| TURKEY  | 2015                     |                         |                              | 2016                     |                         |                              |
|---|--------------------------|-------------------------|------------------------------|--------------------------|-------------------------|------------------------------|
|   | Initial SMI requirements | Additional requirements | Total RCE requirements (USD) | Initial SMI requirements | Additional requirements | Total RCE requirements (USD) |
| <b>Fair protection processes and documentation</b>                |                          |                         |                              |                          |                         |                              |
| Reception condition improved                                      | 180,000                  | -                       | 180,000                      | -                        | 180,000                 | 180,000                      |
| <b>Favourable protection environment</b>                          |                          |                         |                              |                          |                         |                              |
| Access to legal assistance & remedies improved                    | 100,000                  | -                       | 100,000                      | -                        | 100,000                 | 100,000                      |
| Access to territory improved & risk of <i>refoulement</i> reduced | 200,000                  | -                       | 200,000                      | -                        | 200,000                 | 200,000                      |
| <b>Logistics and operations support</b>                           |                          |                         |                              |                          |                         |                              |
| Management and coordination support                               | 50,000                   | -                       | 50,000                       | -                        | 50,000                  | 50,000                       |
| <b>TOTAL (USD)</b>  | <b>530,000</b>           |                         | <b>530,000</b>               |                          | <b>530,000</b>          | <b>530,000</b>               |

## HEADQUARTERS AND REGIONAL ACTIVITIES

### Existing response

---

UNHCR's Bureau for Europe covers 38 countries, including 28 European Union (EU) Member States, four associated countries, and a number of countries in Eastern Europe, all with diverse political traditions and differing levels of asylum systems in place, as well as integration measures.

The current crisis has had a significant impact on various European countries beyond Greece, Italy, the former Yugoslav Republic of Macedonia and Serbia. As the impact of the crises is felt further afield in Europe, it has created a vital need for support in responding to the humanitarian needs of the new arrivals. In Hungary, resources are being urgently mobilized to support the establishment of two new reception centres and a transit centre in Budapest. UNHCR is enhancing its presence at the northern and southern borders to strengthen monitoring, registration and assistance. UNHCR will provide training for new staff in the Office of Integration and Naturalization, to be recruited shortly, and will continue to support the Government to respond to the emergency.

The Europe Bureau is managing the activities under UNHCR's initial response to this emergency and mobilizing resources in order to provide urgent support to European countries not included in the planned response initially. This is particularly the case for Hungary, where UNHCR is providing assistance to new arrivals at the border collection points. UNHCR teams are deployed at the border with social workers from implementing partners. Resources have been mobilized to provide humanitarian relief items (water and biscuits) for new arrivals and to help in setting up support centres. The Office is also enhancing the police pre-registration centres in Roszke to offer shelter to the new arrivals who are awaiting processing, as well as providing technical guidance to the municipal authorities in Budapest to set up a transit centre next to Keleti Railway Station.

The Bureau is engaged in providing support to various States and other partners with regard to border monitoring, provision of information, reception, processing and referrals for people with specific needs, with a view to ensuring at all times that efforts to manage the border does not lead to practices such as push-backs, or other violations of fundamental rights. UNHCR is increasing its engagement and coordination with FRONTEX, EASO, Member States and third countries to ensure that border management activities are fully compliant with international protection obligations and do not compromise access to protection in Europe. The Bureau is also ensuring that reception and services are humane, adequate and up to standards.

The Bureau is also providing expert support for the authorities to better identify gaps in the reception conditions, and how these shortcomings can be addressed; and to identify the protection needs of persons with specific needs (such as UASC and females survivors of SGBV).

The Bureau is also liaising closely with the European Commission, ECHO and other European Institutions and civil society, making concrete proposals for the European Union on how to address this refugee crisis in Europe; and following up on existing ones, in order to support their efforts to address the dramatic situation in the region. Furthermore, it coordinates the messaging and advocacy efforts on behalf of UNHCR, in coordination with the country offices in the region, and the Division of External Relations.

Refugees and migrants continue to face many risks along the route, including abuse by smugglers and criminal gangs; push-backs while trying to cross different borders; family separation; and even



death. The Bureau will continue its coordination with European and other counterparts to implement UNHCR’s mandate and secure the protection of refugee’s rights. The Bureau will also continue providing training, expertise and resources to facilitate adequate response on a range of issues such as rescue at sea; adequate reception conditions, including in particular support to the most vulnerable; access to a fair and efficient asylum procedure; and durable solutions.

## Strategy and coordination

The Bureau will continue supporting adequate implementation of the planned activities and maintain flexibility in mobilizing resources in order to respond to the changing circumstances such as a sudden influx, change of route and changing migration policies/practices.

A designated support structure is being established at Headquarters to support the Regional Refugee Coordinator in ensuring a more effective response to this emergency. The Bureau is working on a communication and information management strategy to counter the increasingly negative views of migrants and refugees by the public and/or governments throughout Europe which is negatively impacting States’ willingness to identify and protect refugees and other people seeking protection and assistance.

The Bureau will also be coordinating the design and dissemination of messages targeting people on the move, in order to better inform them about their duties and rights once they have entered a European country, (which includes but is not limited to the way of accessing the asylum procedure); their need to cooperate in the process of screening, identification and fingerprinting; how to benefit from the discretionary clauses of the Dublin III Regulation; and in due time, the relocation process out of Greece and Italy.

The three-fold communication strategy component is aimed at providing smooth and adequate internal information sharing and reporting mechanism, comprehensive external advocacy messages to mitigate xenophobia and encourage integration and resettlement, donor-specific reporting and information that combats the smugglers’ and traffickers’ propaganda.

## Planned activities

| Favourable protection environment                     |   |
|---|---|
| Access to legal assistance & remedies improved        | <ul style="list-style-type: none"> <li>Support advocacy and training efforts on maritime search and rescue, and the 10 point plan for managing mixed migration flows.</li> <li>Provide expert advice and support to the authorities in improving their reception.</li> <li>Develop concrete proposals and plans to support efforts by the European Union, its Member States and institutions in coping with the emergency.</li> </ul> |
| Public attitude towards people of concern is improved | <ul style="list-style-type: none"> <li>Develop communication and outreach strategy/campaign to counter xenophobia and negative sentiments towards refugees and migration; their rights and</li> </ul>   |

|  |   |
|--|---|
|  | responsibilities and ensure accurate delivery of information on the asylum procedure.   |
| <b>Fair Protection Processes and Documentation</b> |   |
| Reception condition improved                       | <ul style="list-style-type: none"> <li>▪ Provide technical support in improving reception facilities, registration equipment, identification of individuals with specific needs and referral mechanisms, development of standard operating procedures etc.</li> </ul> |
| Quality of registration and profiling improved     | <ul style="list-style-type: none"> <li>▪ Deliver protection training workshops.</li> <li>▪ Develop Training Module on Protection at Sea in consultation with the International Maritime Organisation.</li> </ul>  |

## ANNEX

Figures in this table list the official numbers of new asylum applications registered with Governments - with the exception of Turkey where UNHCR is the source of the data. Data exclude repeat and reopened applications as well applications lodged with appeal bodies or courts.

All data are provisional and subject to change.

Grey cells indicate that data is not yet available.

| Country of asylum | No. of applications |        |        |        |        |        |        | Jan-Jul 2015 | Jan-Jul 2014 | Total 2014** |
|-------------------|---------------------|--------|--------|--------|--------|--------|--------|--------------|--------------|--------------|
|                   | Jan.                | Feb.   | Mar.   | Apr.   | May    | Jun.   | Jul.   |              |              |              |
| Albania           | 2                   | 3      | 5      | 33     | 6      | 63     |        | 112          | 86           | 428          |
| Austria           | 3,958               | 3,077  | 2,785  | 3,716  | 6,194  | 7,351  |        | 27,081       | 11,265       | 28,064       |
| Belgium           | 1,198               | 1,049  | 1,161  | 1,067  | 1,590  | 2,262  |        | 8,327        | 6,641        | 13,872       |
| Bosnia and H.     | 5                   | 1      | 4      | 9      | 1      | -      | 9      | 29           | 26           | 45           |
| Bulgaria          | 1,056               | 1,028  | 1,104  | 1,118  | 1,326  | 1,606  | 1,849  | 9,087        | 4,280        | 10,788       |
| Croatia           | 24                  | 25     | 17     | 15     | 10     | 11     | 13     | 115          | 271          | 452          |
| Cyprus            | 159                 | 116    | 146    | 145    | 121    | 134    |        | 821          | 934          | 1,730        |
| Czech Rep.        | 104                 | 93     | 171    | 106    | 84     | 86     |        | 644          | 426          | 922          |
| Denmark           | 644                 | 457    | 459    | 556    | 879    |        |        | 2,995        | 5,610        | 14,815       |
| Estonia           | 5                   | 15     | 32     | 29     | 9      | 25     | 21     | 136          | 69           | 147          |
| Finland           | 306                 | 313    | 345    | 337    | 514    |        |        | 1,815        | 1,671        | 3,517        |
| France            | 4,169               | 5,248  | 5,749  | 5,230  | 4,331  | 5,105  |        | 29,832       | 34,909       | 59,025       |
| Germany           | 21,679              | 22,775 | 28,681 | 24,504 | 23,758 | 32,705 | 34,384 | 188,486      | 84,643       | 173,072      |
| Greece            | 1,064               | 1,013  | 915    | 978    | 1,147  | 1,121  |        | 6,238        | 5,752        | 9,449        |
| Hungary           | 11,644              | 16,394 | 4,739  | 6,475  | 9,794  | 16,369 |        | 65,415       | 6,334        | 41,366       |
| Iceland           | 15                  | 15     | 10     | 15     | 5      |        |        | 60           | 60           | 160          |
| Ireland           | 215                 | 200    | 209    | 263    | 257    | 334    |        | 1,478        | 721          | 1,438        |
| Italy             | 4,741               | 5,076  | 5,432  | 4,502  | 5,128  | 5,344  |        | 30,223       | 30,088       | 63,657       |
| Latvia            | 17                  | 13     | 17     | 24     | 32     | 49     | 29     | 181          | 209          | 364          |
| Liechtenstein     | 3                   | 5      | 9      | 4      | 14     | 20     | 10     | 65           | 36           | 73           |
| Lithuania         | 18                  | 25     | 9      | 27     | 25     | 11     | 37     | 152          | 171          | 406          |
| Luxembourg        | 81                  | 87     | 78     | 64     | 80     | 89     | 84     | 563          | 459          | 973          |
| Malta             | 66                  | 159    | 120    | 103    | 158    | 116    |        | 722          | 690          | 1,280        |
| Montenegro        | 226                 | 297    | 232    | 275    | 363    | 133    | 4      | 1,530        | 678          | 2,312        |
| Netherlands       | 884                 | 739    | 800    | 1,086  | 2,252  | 2,937  |        | 8,698        | 12,435       | 21,811       |
| Norway            | 568                 | 483    | 484    | 524    | 1,164  | 1,076  |        | 4,299        | 6,993        | 12,635       |
| Poland            | 484                 | 470    | 485    | 542    | 573    | 699    |        | 3,253        | 2,695        | 5,630        |
| Portugal          | 48                  | 91     | 85     | 79     | 81     |        |        | 384          | 209          | 442          |
| Romania           | 107                 | 80     |        |        |        |        |        | 745          | 811          |              |

|   |        |        |        |        |        |         |         |         |         |         |
|---|--------|--------|--------|--------|--------|---------|---------|---------|---------|---------|
| Serbia and Kosovo (S/RES/1244 (1999))     | 2,429  | 2,539  | 3,765  | 4,447  | 9,044  | 15,209  | 29,037  | 66,470  | 5,470   | 16,588  |
| - of which Kosovo (S/RES/1244 (1999))     | 4      | 2      | 4      | 22     | 10     | -       |         | 42      | 43      | 98      |
| Slovakia                                  | 14     | 9      | 24     | 3      | 20     | 2       |         | 72      | 110     | 227     |
| Slovenia                                  | 15     | 14     | 22     | 15     | 12     | 15      |         | 93      | 192     | 361     |
| Spain                                     | 806    | 581    | 902    | 946    | 767    | 721     |         | 4,723   | 2,650   | 5,895   |
| Sweden                                    | 4,350  | 3,505  | 3,563  | 3,406  | 4,845  | 6,047   | 7,518   | 33,234  | 37,890  | 75,091  |
| Switzerland                               | 1,449  | 1,309  | 1,382  | 1,272  | 2,080  | 3,670   | 3,786   | 14,948  | 12,263  | 22,113  |
| The former Yugoslav Republic of Macedonia | 201    | 138    | 141    | 131    | 225    | 610     | 229     | 1,675   | 543     | 1,261   |
| Turkey                                    | 5,873  | 5,887  | 6,474  | 7,096  | 7,176  | 11,140  | 13,540  | 57,186  | 38,257  | 87,820  |
| United Kingdom                            | 2,751  | 2,224  | 2,418  | 1,934  | 2,544  |         |         | 11,871  | 17,185  | 31,263  |
| Canada                                    | 1,159  | 1,140  | 1,132  | 1,134  | 1,156  | 1,311   | 1,332   | 8,364   | 6,876   | 13,454  |
| USA (DHS)                                 | 8,369  | 7,505  | 10,129 | 9,287  | 10,308 | 11,463  | 10,358  | 67,420  | 47,537  | 89,022  |
| USA (EOIR)                                |        |        |        |        |        |         |         |         | 17,904  | 32,139  |
| Australia                                 | 518    | 633    | 812    | 680    | 756    | 1,035   | 906     | 5,340   | 5,328   | 9,003   |
| New Zealand                               | 20     | 24     | 28     | 48     | 27     | 33      | 35      | 215     | 171     | 288     |
| Japan                                     | 504    | 385    | 529    | 512    | 485    |         |         | 2,415   | 2,688   | 5,002   |
| Rep. of Korea                             | 320    | 230    | 329    | 342    | 412    | 475     |         | 2,108   | 1,302   | 2,895   |
| EU-28                                     | 60,607 | 64,876 | 60,635 | 57,483 | 66,621 | 83,227  | 43,935  | 437,384 | 269,320 | 567,603 |
| Europe (38)                               | 71,378 | 75,553 | 73,141 | 71,289 | 86,699 | 115,148 | 90,550  | 583,758 | 333,732 | 711,038 |
| Canada/USA                                | 9,528  | 8,645  | 11,261 | 10,421 | 11,464 | 12,774  | 11,690  | 75,784  | 72,317  | 134,615 |
| Japan/Rep. Korea                          | 824    | 615    | 858    | 854    | 897    | 475     | -       | 4,523   | 3,990   | 7,897   |
| Australia/New Z.                          | 538    | 657    | 840    | 728    | 783    | 1,068   | 941     | 5,555   | 5,499   | 9,291   |
| Total (44)                                | 82,268 | 85,470 | 86,100 | 83,292 | 99,843 | 129,465 | 103,181 | 669,620 | 415,538 | 862,841 |

## Notes

Belgium: figures include accompanying children but exclude repeat claims.

Czech Rep. and Switzerland: excludes repeat applications.

France: includes applications lodged by minors.

EU-total (28). All EU member States as at 1 July 2013.

Europe: All 38 European countries listed.



For more information and enquiries, please contact:

UNHCR  
[hqfr00@unhcr.org](mailto:hqfr00@unhcr.org)

P.O. Box 2500  
1211 Geneva 2

EMERGENCY APPEAL