

# Special Mediterranean Initiative

June 2015 – December 2016



SUPPLEMENTARY APPEAL 2015



30 September 2015

**Cover photograph**

*A young Syrian refugee carries his brother across the border between Greece and the former Yugoslav Republic of Macedonia, near Eidomeni, Greece.*

UNHCR / A. McConnell

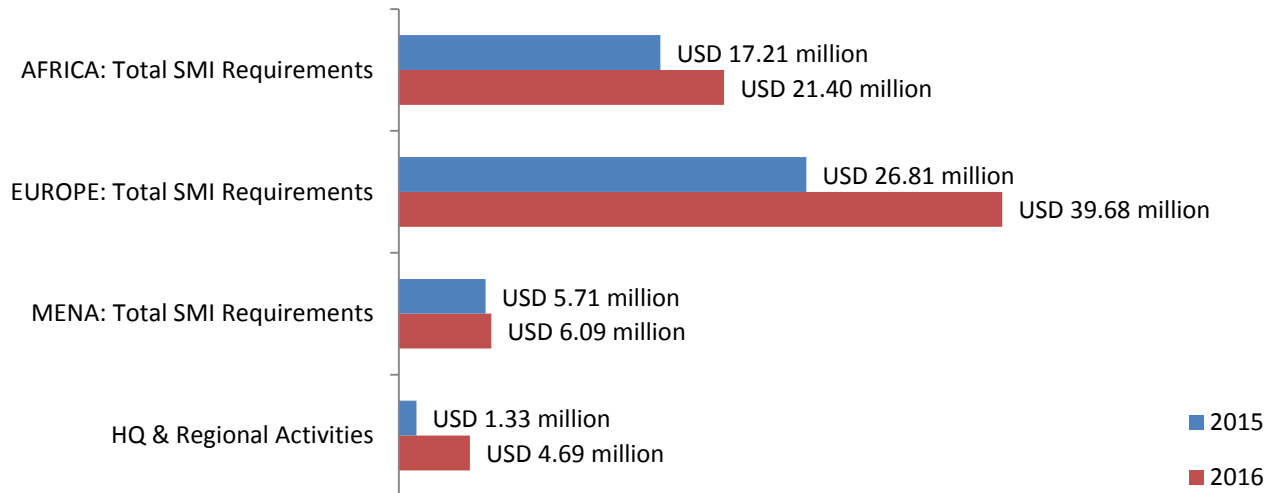
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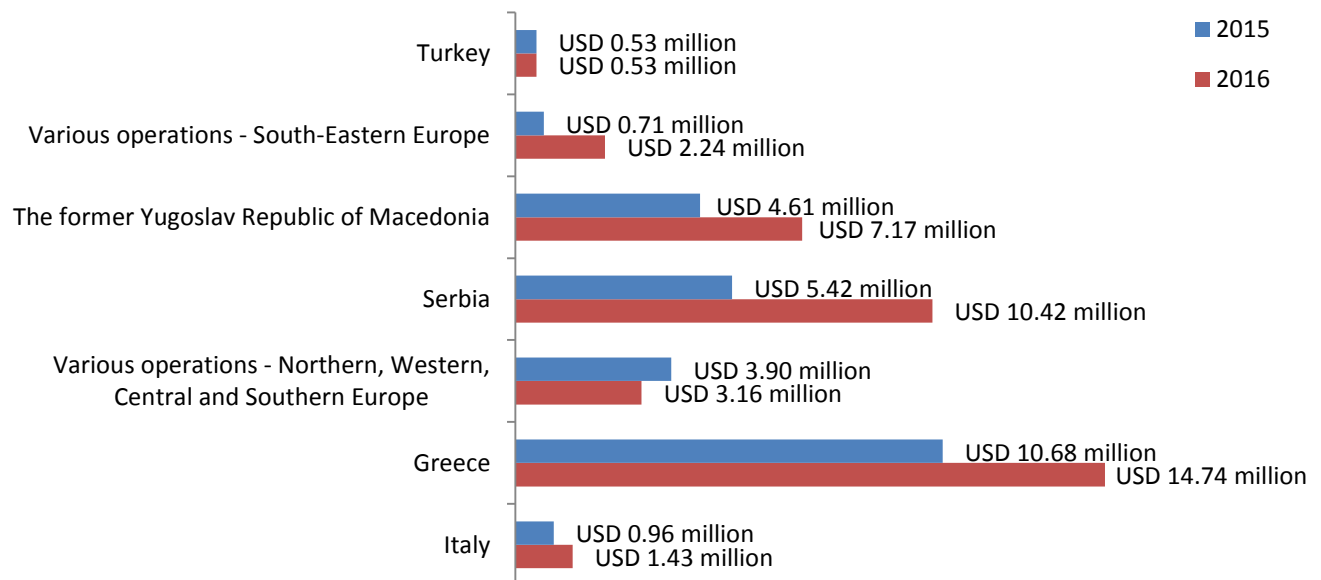
## AT A GLANCE

A total of **USD 128 million** in total financial requirements for the Special Mediterranean Initiative (SMI) from June 2015 to December 2016, including **USD 77.4 million** in supplementary requirements.

### Total requirements by region\*



### Total supplementary requirements in Europe by country\*



**In this very volatile operational context, UNHCR is appealing to donors to provide contributions that can be allocated as flexibly as possible across the Europe region.**

\* Excludes support costs (7%).

# CONTEXT



## Refugees and migrants crossing the Mediterranean to Europe

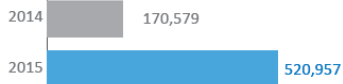
Overview of arrival trends as of 28 September 2015

2015 arrivals as of 28 September 2015

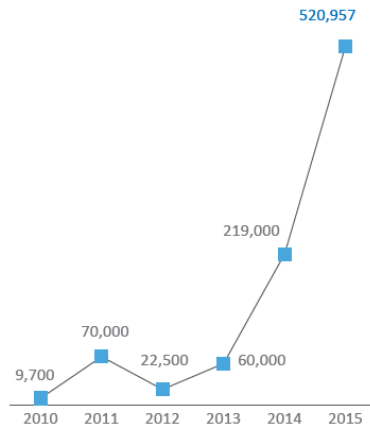
**520,957** arrivals by sea  
**2,980** dead/missing

**2014**  
**219,000** arrivals by sea  
**3,500** dead/missing

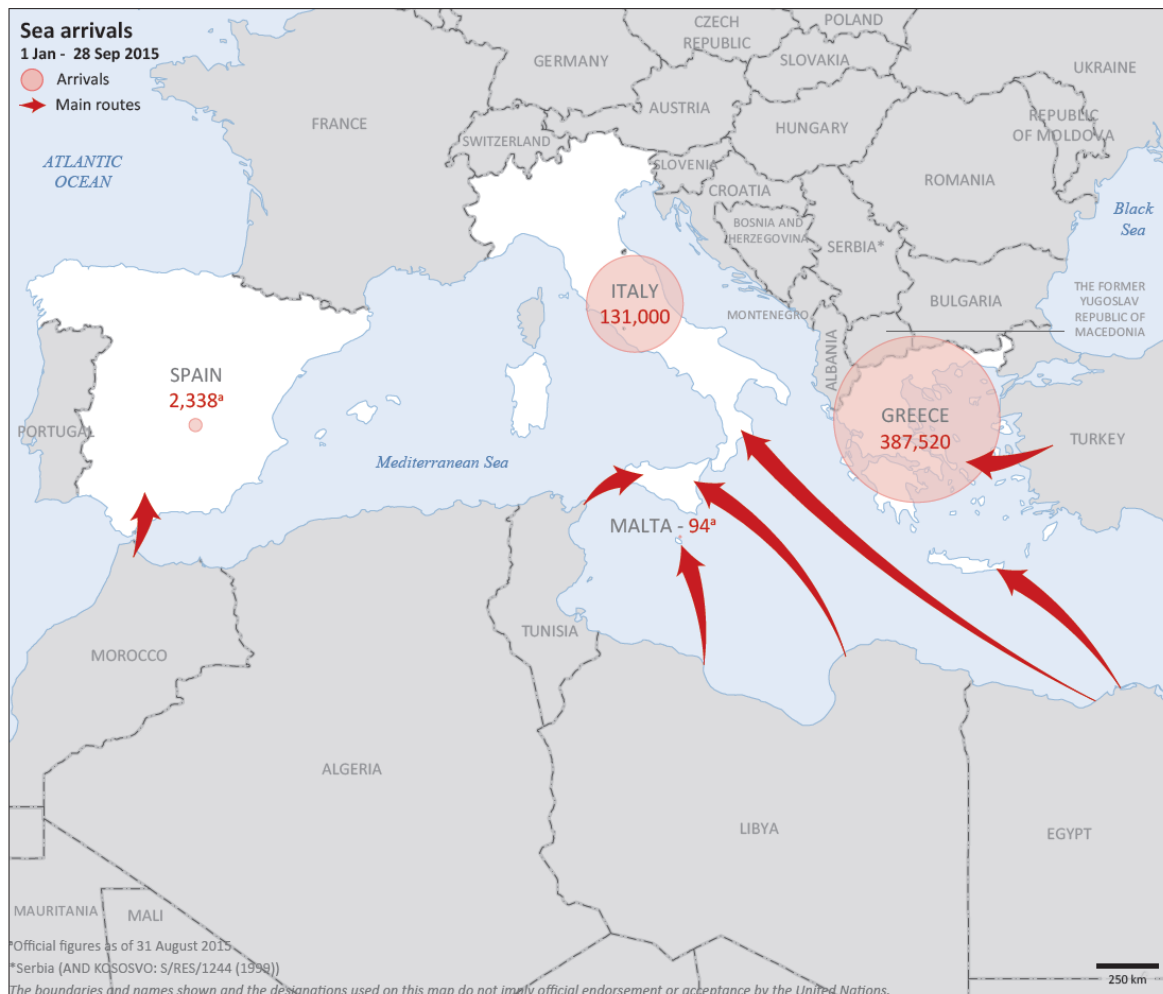
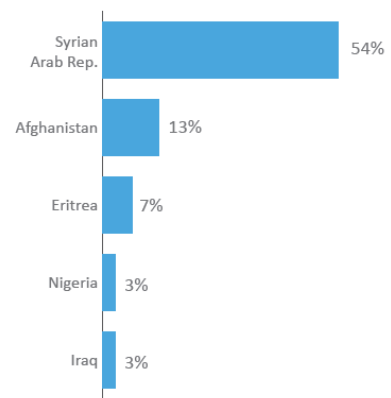
**Comparison 2014 - 2015 (Jan-Sep)**  
 Arrivals by sea



Evolution of sea arrivals to Europe



Top 5 nationalities for the period Jan - Sep 2015



## Introduction

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Over the past months, ever-increasing numbers 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 has established a Special Mediterranean Initiative in order to find solutions to both the causes and effects of these movements, and is working closely with the European Union and its Member States, as well as with other affected States in Europe, in North Africa, West Africa, the East and Horn of Africa and, beyond the framework of this Initiative, with countries in the Middle East affected by ongoing conflict and forced displacement of populations.

This Supplementary Appeal presents a consolidated picture of known or estimated requirements to date for the implementation of UNHCR's Special Mediterranean Initiative in 2015 and 2016. It includes a summary of requirements identified after the issuance on 8 September 2015 of the Emergency Appeal *Initial Response Plan for the Refugee Crisis in Europe (June 2015 – December 2016)*<sup>1</sup> and now also incorporates activities for implementation in countries of asylum or transit in the Middle East and North Africa in West Africa and in the East and Horn of Africa. It also recognizes that, to be effective, there is a need to implement a range of activities in countries of origin, first asylum, transit and destination, given the complexity.

It should be noted that this appeal presents current needs in Africa and the North Africa subregion for which UNHCR has already planned responses in the affected countries within its programmes for 2015 and 2016. These responses complement UNHCR's existing efforts within the inter-agency strategic framework for the Syria crisis – the *Regional Refugee and Resilience Plan 2015-2016 in Response to the Syria Crisis (3RP)* for Syrian refugees and the *Syria Humanitarian Assistance Response Plan (SHARP)* for inside Syria - as well as other relevant inter-agency humanitarian appeals such as the Humanitarian Response Plan for Libya.

By August 2015, the situation in Europe had reached a level of urgency and complexity that warranted an enhancement of UNHCR's internal management and coordination structure. Consequently, the High Commissioner designated the Director of the Regional Bureau for Europe as Regional Refugee Coordinator (RRC) for this crisis. The RRC is leading UNHCR's response to this emergency in Europe, ensuring a comprehensive approach that covers all affected countries and is closely coordinated with the European Union response. By late September, almost 500,000 refugees and migrants have arrived on European Mediterranean shores, close to 80 per cent of whom originate from the world's top 10 refugee-producing countries. Over 50 per cent of the new arrivals are Syrians. In the course of the year, the movements have taken place in three broad phases:

- A. Until May, the movements occurred mainly by boat across the Central Mediterranean, principally to Italy and then onwards, mainly to Germany and Sweden.
- B. By June and July, while movements through the Central Mediterranean corridor continued at a similar pace as in 2014, there was a significant increase in the number of refugees and migrants transiting through or exiting Turkey by boat to Greece and then moving onwards through the

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<sup>1</sup> Available online:

<http://reporting.unhcr.org/sites/default/files/UNHCR%20Refugee%20Crisis%20in%20Europe%20Emergency%20Appeal%208%20September%202015.pdf>

former Yugoslav Republic of Macedonia and Serbia to European Union States in Western and Northern Europe. The shift towards the Turkey-Greece crossing was already noticeable towards the end of 2014, with lower numbers of Syrian nationals crossing from Libya.

- C. In the most recent phase, since August the overwhelming majority of the new arrivals have been charting their way through various countries in Southern and South-Eastern Europe to seek asylum in Western and Northern Europe.

Lacking legal avenues to reach Europe, refugees have continued to move alongside migrants, using the same routes and means and facing similar risks and dangers. Among the factors behind the increased movement to Europe, refugees have indicated the loss of hope, high costs of living leading to deepening poverty, limited livelihood opportunities, and aid shortfalls. Confronted with increasingly restrictive and unpredictable border control measures in regions of origin and transit, many fall prey to smugglers, with trafficking also being reported along routes in West Africa, the East and Horn of Africa, as well as in transit through Libya. Despite increased naval patrols, especially in the Central Mediterranean corridor, over 2,900 people have been reported dead or missing at sea in 2015, and many more are likely to have perished.

The rapidly changing scenarios in respect of routes and movements towards western and northern European countries have complicated the responses, and efforts to devise an EU-wide approach, which UNHCR is actively supporting, have been slow. The announcements by the European Commission in the week of 21 September are a welcome sign of greater coordination and determination by Governments to tackle this enormous humanitarian challenge, even though broader political and economic issues continue to be debated. Of particular relevance is the approved plan for the relocation of asylum-seekers within Europe.

UNHCR is aware that other organizations may launch their own appeal/response plan to the current situation and is closely coordinating at the field level with other agencies and organizations on the various components of a multi-faceted response.

**In light of the fast-evolving situation in Europe, and the need to move resources from one location to another in response to the flow of people currently seeking international protection in the region, UNHCR is appealing to donors to provide contributions that can be allocated as flexibly as possible across the region.**

## Population data

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UNHCR is planning for up to 700,000 people seeking safety and international protection in Europe in 2015. The planning figures have thus increased by 350,000 in 2015 in comparison to the initial figures reflected in the emergency appeal. While it is difficult to estimate at this point, it is possible that there could be even greater numbers of arrivals in 2016, however planning is based for the moment on similar figures to 2015.

UNHCR's activities in sub-Saharan Africa for addressing the protection risks of refugees and migrants moving irregularly will target more than 208,000 people in 2015 and 236,000 people in 2016.

For the purposes of this Appeal, the North Africa subregion has a planning figure of 27,000 people in 2015 and 55,000 people in 2016. This response complements UNHCR's efforts within the inter-agency strategic framework for the Syria crisis – the 3RP for Syrian refugees and the SHARP for inside Syria - as well as other relevant inter-agency humanitarian appeals such as the Humanitarian Response Plan for Libya. The vast majority of Syrian refugees are transiting through Turkey, for which corresponding needs are presented in the Europe chapter of this Appeal.

# GREECE: Sea Arrivals and Onward Movements

25 September 2015





## Financial summary

OPERATIONS		2015 TOTAL REQUIREMENTS				
		Revised ExCom budget without SMI	2015 TOTAL REQUIREMENTS - SMI			Total Revised Budget
			ExCom budget - SMI component	Supplementary requirements	Total requirements	
NORTHERN, WESTERN, CENTRAL AND SOUTHERN EUROPE	Italy	8,263,818	-	960,056	960,056	9,223,874
	Greece	8,447,005	-	10,678,473	10,678,473	19,125,478
	Various operations	8,761,054	-	3,898,222	3,898,222	12,659,276
SOUTH-EASTERN EUROPE	Serbia	16,568,241	-	5,416,351	5,416,351	22,009,504
	The former Yugoslav Republic of Macedonia	3,555,326	-	4,612,597	4,612,597	8,143,011
	Various operations	1,089,215	-	712,856	712,856	1,802,071
EASTERN EUROPE	Turkey	335,855,753	-	530,000	530,000	336,385,753
EAST HORN OF AFRICA	Ethiopia	301,256,124	6,691,518	-	6,691,518	307,947,642
	Sudan	161,290,792	9,367,067	-	9,367,067	170,657,859
WEST AFRICA	Niger	48,663,966	1,153,189	-	1,153,189	49,817,155
NORTH AFRICA (MENA REGION)	Algeria	33,177,036	50,000	-	50,000	33,227,036
	Egypt	84,193,354	977,018	-	977,018	85,170,372
	Libya	18,254,255	2,890,371	-	2,890,371	21,144,626
	Morocco	3,700,919	466,000	-	466,000	4,166,919
	Tunisia	5,319,060	1,325,500	-	1,325,500	6,644,560
HQ & REGIONAL ACTIVITIES		19,835,133	175,586	1,154,514	1,330,100	21,165,233
SUBTOTAL		1,058,231,051	23,096,249	27,963,069	51,059,318	1,109,290,369
SUPPORT COST 7%				1,957,415	1,957,415	1,957,415
TOTAL		1,058,231,051	23,096,249	29,920,484	53,016,733	1,111,247,784

OPERATIONS		2016 TOTAL REQUIREMENTS				
		Proposed ExCom budget* without SMI	2016 TOTAL REQUIREMENTS - SMI			Total Revised Budget
			ExCom budget - SMI component	Supplementary requirements	Total requirements	
NORTHERN, WESTERN, CENTRAL AND SOUTHERN EUROPE	Italy	9,009,580	-	1,434,111	1,434,111	10,443,691
	Greece	7,423,330	-	14,737,337	14,737,337	22,160,667
	Various operations	7,756,081	-	3,155,552	3,155,552	10,911,633
SOUTH-EASTERN EUROPE	Serbia	15,675,290	-	10,421,527	10,421,527	26,096,817
	The former Yugoslav Republic of Macedonia	2,943,424	-	7,167,275	7,167,275	10,110,699
	Various operations	2,278,707	-	2,238,404	2,238,404	4,517,111
EASTERN EUROPE	Turkey	334,409,668	-	530,000	530,000	334,939,668
EAST HORN OF AFRICA	Ethiopia	269,651,805	9,229,246	-	9,229,246	278,881,051
	Sudan	140,425,209	8,755,268	-	8,755,268	149,180,477
WEST AFRICA	Niger	49,770,666	3,414,173	-	3,414,173	53,184,839
NORTH AFRICA (MENA REGION)	Algeria	28,964,766	120,000	-	120,000	29,084,766
	Egypt	82,187,895	1,954,036	-	1,954,036	84,141,931
	Libya	21,765,039	1,478,000	-	1,478,000	23,243,039
	Morocco	5,680,726	545,977	-	545,977	6,226,703
	Tunisia	5,750,784	1,994,000	-	1,994,000	7,744,784
HQ & REGIONAL ACTIVITIES		23,472,981	-	4,685,971	4,685,971	28,158,952
SUBTOTAL		1,007,165,950	27,490,700	44,370,177	71,860,877	1,079,026,827
SUPPORT COST 7%				3,105,912	3,105,912	3,105,912
TOTAL		1,007,165,950	27,490,700	47,476,089	74,966,789	1,082,132,739

\* Pending adoption by ExCom in October 2015

## Overall strategy

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Under the umbrella of the Refugee Coordination Model, UNHCR's response has been informed by discussions with refugees as well as rapid assessments conducted with and by partners operating with their own funding or with UNHCR financial support. While the urgency and complexity of the situation, the rapid mobility of populations and security considerations have not permitted comprehensive participatory assessments with refugees and migrants in all affected countries, UNHCR and its partners will prioritize –as far as possible the inclusion of affected local populations in the development and delivery of its responses.

Globally, UNHCR is promoting a three-pronged comprehensive response to this situation: a) saving lives and addressing humanitarian and protection needs at points of transit, first arrival and destination; b) strengthening protection systems through capacity building in various asylum procedures in the East and Horn of Africa, North Africa and Europe; and c) reinforcing the availability of protection and solutions in regions where refugees first find safety.

At the same time, investment in community structures and livelihood opportunities must also be re-focused in the main countries of origin to help sustain and strengthen UNHCR's existing efforts within the inter-agency strategic framework in countries surrounding Syria – see the Regional Refugee and Resilience Plan 2015-2016 in Response to the Syria Crisis (3RP) – now in its fourth year of operation, the Syria Humanitarian Assistance Response Plan (SHARP), as well as the Solutions Strategy for Afghan Refugees (SSAR) and the High Commissioner's Global Initiative on Somali Refugees.

The main elements of the strategy behind the Special Mediterranean Initiative on which this Supplementary Appeal is based are:

### ***a) Saving lives and addressing immediate humanitarian and protection needs***

In **Europe**, UNHCR's actions will support first-line reception interventions through: provision of emergency and life-saving assistance; strengthening of first-line reception capacity, including in the context of the European Commission's 'hotspot approach'; providing information; protection monitoring and follow-up; advocacy; and the provision of appropriate advisory, technical and functional support and capacity-building for national and local authorities, and civil society, particularly relating to emergency reception arrangements. UNHCR is also working with local partners to ensure adequate identification and response for women, men, boys and girls at particular risk, such as unaccompanied and separated children, including working to ensure prevention and response to SGBV, access to child protection systems and services for those with specific needs.

These activities are under constant review and subject to adjustment in line with the Conclusions of the European Council and the Justice and Home Affairs Council, as well as decisions of individual Member States, identified needs and requirements, and progress towards the mobilization of EU asylum, migration and civil protection mechanisms for the development of large-scale emergency reception, assistance and registration efforts.

In the **Middle East**, the region most affected by the Syrian crisis, the 3RP provides for prompt access to registration/documentation on arrival, which serves as a crucial tool to determine those in need of protection and assistance. Maintaining accurate records of numbers, locations and profiles of refugees remains crucial to enable people on the move to access humanitarian aid, including direct financial support and health and education services. By September 2015, however, the 3RP had received funding covering only 41 per cent of total requirements and the World Food Programme

has announced deep cuts to food assistance in the region. Urgent funding is therefore required to address declining services and worsening living conditions.

In **North Africa**, UNHCR will continue to provide material assistance and other humanitarian support directly or through implementing partners to persons rescued or intercepted at sea at disembarkation points or upon transfer to detention facilities; reinforce capacity to conduct profiling and identification of those rescued or intercepted on land or at sea with the aim of ensuring the referral to UNHCR of those seeking international protection and protection from *refoulement*; reinforce information sharing and coordination mechanisms; undertake protection monitoring and critical reporting; and carry out advocacy in the area of rescue at sea and disembarkation.

In the **East and Horn of Africa** and **Niger**, UNHCR will enhance identification mechanisms of persons in need of international protection for the purpose of referral to the State or UNHCR asylum procedures, including the identification and referral for family reunion and resettlement.

***b) Strengthening protection systems through capacity building in the fields of asylum and protection-sensitive processing and responses, and access to solutions***

In **Europe**, UNHCR will continue working in partnership with EU entities, individual Member States and civil society to build capacity for the development of sustainable and quality arrangements to receive, identify, register process and protect people seeking international protection. In doing so, UNHCR will support the formulation and review of public policies and mechanisms to improve access to protection through identification, registration, processing and reception as well as access to solutions through local integration.

In the **Middle East**, as part of the 3RP, a response is in place to strengthen resilience through the reinforcement of national capacities and systems. The 3RP gives priority to scaling up support to address capacity gaps in local and national service-delivery through the provision of technical expertise to the communities that are most affected by the refugee influx, policy advice and administrative support.

In **North Africa**, UNHCR activities focus on the provision of technical support and training as well as advocacy with the authorities and external stakeholders to support the establishment of effective national asylum systems and migration policy frameworks that provide for a comprehensive approach to mixed migration and for access to solutions. In some instances, UNHCR contributes to the development of migration policy frameworks with the aim of ensuring that protection considerations are mainstreamed and that refugees can benefit from proposed interventions. UNHCR will participate in and support platforms for cooperation with relevant government authorities, international organizations, civil society and community groups for the purpose of fostering dialogue and mutual understanding, exchanging information and analysis, and facilitating the development of operational coordination mechanisms to ensure the effective provision of essential services and access to solutions. In a number of countries, this includes cooperation with IOM in the context of assisted voluntary return of people who have been found not to be in need of international protection.

In the **East and Horn of Africa** and **Niger**, UNHCR is working to reinforce legal, policy and operational frameworks relating to international protection at national and regional levels and to develop capacities for reception, determination of status and implementation of durable solutions. A key priority concerns the development of interventions to meet the protection needs of unaccompanied and separated children and ensure protection from abuse and trafficking. In parallel, measures will be pursued to strengthen access to 'out-of-camp' arrangements and the protection of displaced people in urban areas.

### c) **Reinforcing the availability of protection and solutions**

UNHCR will increase strategic messaging and advocacy to and about people of concern as part of broader efforts in countries of transit to empower refugees to make informed decisions based on advice and information on available livelihoods, self-reliance and education opportunities, as well as on safe and legal avenues for movement. UNHCR will also provide information on existing legal avenues to safely reach Europe.

In the **Middle East**, in the countries affected by the Syria crisis, as part of 3RP in response to the Syria Crisis and in addition to measures to address gaps in services, support is provided to initiatives and projects on livelihoods, infrastructural development and on addressing the dire socio-economic conditions after four years of forced displacement.

In **South-West Asia**, it is critical for the international community to give renewed focus to the situation in Afghanistan and refugees in the neighbouring countries. UNHCR will continue to work with the Governments of the Islamic Republics of Afghanistan, Iran and Pakistan to support the world's largest protracted refugee situation and seek substantial and sustained investment in the Solutions Strategy for Afghan Refugees (SSAR) with emphasis on efforts to empower youth through education and increase livelihood opportunities, assistance and development-oriented efforts.

In **North Africa**, UNHCR will support access to resettlement for certain categories of refugees for whom no other solution is available, as well as to voluntary repatriation. Family reunification, study visas and other consular solutions for refugees without identified durable solutions in country will also be pursued. Measures will be introduced to strengthen the self-reliance of refugees and asylum-seekers, especially women and youth, through the provision of micro-grants to establish small businesses on the basis of UNHCR's Graduation Approach to Livelihoods being implemented in some countries. Support for acquisition of residency permits will be provided in the countries where this is possible as well as for provision of technical advice to government authorities relating to the process of local integration.

In the **East and Horn of Africa** and **Niger**, UNHCR's activities focus on improving reception conditions including through access to education and health services as well as through community mobilization, self-reliance and livelihood skills training in countries of asylum. By doing so, it is hoped that this will reduce incentives for secondary movement. UNHCR will ensure the identification of children and youth and others at risk in countries of origin and transit, and work with partners and local community to provide access to relevant counselling, services and support.

## **Coordination and partnerships**

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The nature and scope of UNHCR's activities in each country take account of real-time local, national and regional developments. These include decisions of the European Union and individual Member States on cooperation in order to set in place a comprehensive approach to the rapidly evolving situation that is based on core humanitarian principles, respect for human life, dignity and rights, robust intra-EU solidarity, and effective responsibility sharing.

UNHCR is deeply committed to a partnership approach in support of States and regional organizations. It will work in coordination with and in support of affected States, the European Union, the African Union and other regional institutions, UN partners, such as OHCHR, UNICEF, UNDP, UNFPA, WHO and UNODC, and especially with IOM. The Office will also work closely with local and international non-governmental organizations, including national Red Cross and Red Crescent Societies. Special efforts will be made to boost the capacity of local partners.

Moreover, UNHCR will remain actively engaged in regional processes of relevance to the Special Mediterranean Initiative, such as the Valetta Conference process, the Western Balkans Summit, the Regional Development and Protection Programmes, the EU Horn of Africa Migration Routes Initiative (also known as the Khartoum Process) and the Euro-African Dialogue on Migration and Development (also known as the Rabat Process), in addition to other initiatives, such as those of the African Union, ECOWAS, and the League of Arab States, in support of comprehensive approaches to address the root causes of these large-scale movements.

## EUROPE

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### Introduction

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This Supplementary Appeal supersedes the Emergency Appeal issued on 8 September 2015, which contained UNHCR's initial response plan for the large-scale refugee movements in Europe.

UNHCR's core planning assumption was then that 400,000 people would seek international protection in Europe in 2015, and a comparable number - 450,000 - would do so in 2016. These assumptions are no longer valid and have been amended.

At the time of preparation of this Supplementary Appeal, planning for UNHCR's response is now based on the assumption that up to 700,000 people will seek safety and international protection in Europe in 2015, and possibly even higher numbers in 2016. This Appeal therefore covers interventions to scale up UNHCR's emergency response to address the new requirements in protection and humanitarian assistance activities that were not included in the Emergency Appeal of 8 September. In view of the significant increase in arrivals, and the onset of the cold season, UNHCR has strengthened its presence in the countries affected by the crisis, and the provision of relief items essential to cover the basic needs of new arrivals.

It does not, however, contain any additional needs that may be identified in ongoing contingency planning exercises across Europe: these are at different stages of completion and may fall within a more comprehensive inter-agency regional response plan later in 2015, depending upon developments. UNHCR may also consider exceptionally contributing to the building of reception capacities in some affected countries.

The asylum systems and reception facilities of countries along the routes that people are taking are struggling to meet the demands associated with the sheer scale and fluid nature of the current movements. The absence of a comprehensive emergency response commensurate with the scale of the present crisis has exposed refugees and migrants to smuggling rings, harsh and dangerous conditions and hardship at all stages. Some 2,600 refugees and migrants have already lost their lives in 2015 alone trying to reach Europe by sea. For this reason, UNHCR has taken the extraordinary step of declaring four concurrent Level 2 emergencies in Western Europe: for its operations in Greece, the former Yugoslav Republic of Macedonia, Serbia, and, most recently, Hungary.

### Regional strategy and coordination

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As outlined in the Initial Response Plan for the Refugee Crisis in Europe Emergency Appeal, UNHCR's interventions focus on providing emergency and life-saving assistance; strengthening coordination structures; conducting protection monitoring, critical incident reporting and advocacy; and providing

appropriate advisory, technical and functional support and capacity building, particularly for emergency reception arrangements. It is assumed that UNHCR will, in the short-to-medium term, need to play a more prominent role in the provision of adequate reception capacity, protection monitoring, and humanitarian assistance.

In close cooperation with relevant government counterparts; EU institutions and agencies; international partners; INGOs; NGOs; local communities and civil society, UNHCR will:

- Support the creation of adequate reception arrangements and management;
- Enhance protection monitoring through direct or indirect establishment of UNHCR presence at entry, transit and exit points along transit routes;
- Provide interpretation support to local authorities and NGOs in the different countries that engage with arrivals and refugees on the move to ensure better communication, profiling and identification of protection concerns, and facilitate the swift access of persons of concern to the asylum procedure;
- Assist the authorities and other relevant institutions; with the identification and registration of new arrivals;
- Enhance the provision of relevant information and counselling to new arrivals and persons on the move on: their rights and obligations upon entry of the country of transit/asylum; the risks of irregular onward movement; and means of accessing the asylum procedure, family reunification, the EU relocation programme, and options for resettlement outside the EU, when applicable;
- Strengthen public information and advocacy strategies to elicit wider understanding by the public, governments and stakeholders towards refugees and migrants;
- Enhance communication efforts to reach communities in countries of origin and first asylum through a more concerted use of mass communication channels and platforms, to inform of the dangers of irregular crossings and existing and emerging legal ways to enter Europe, as well as provide accurate information on their rights and obligations once in Europe and the overall situation, with a view to manage expectations and counter inaccurate information relayed by smugglers and traffickers.

The operational and financial requirements for UNHCR's current response to the refugee crisis in Europe are presented under the following sections of this Supplementary Appeal: Southern Europe overview; Greece; Italy; Western Europe overview; Central Europe overview; South-Eastern Europe overview; Serbia; The former Yugoslav Republic of Macedonia; and Turkey. Headquarters and Regional activities are described in the final section of the Appeal, together with corresponding requirements for Africa and North Africa operations included in the Special Mediterranean Initiative.

## SOUTHERN EUROPE

### Existing response

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UNHCR's operational response in Southern Europe (covering activities in Cyprus, Greece, Italy, Malta, Portugal, and Spain) through its Regional Representation (RRSE) addresses challenges related to the arrival of some 500,000 refugees and migrants since January 2015. Greece and Italy are the most affected countries, with almost the totality of the people arriving on their shores then moving on to seek international protection mostly in other European countries. However, the increase in the number of arrivals has also affected Spain and may have a greater impact on Cyprus and Malta as well.

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’. UNHCR will provide information and guidance to asylum-seekers in the context of the relocation from Italy to other Member States and will process some cases for resettlement, family reunion outside the EU, as applicable.

## 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	<ul style="list-style-type: none"> <li>Enhance public communication activities, resulting in maintaining or enhancing of current protection space, in order to counteract the increasingly xenophobic and negative media narrative.</li> <li>Provide regularly updated data and analysis about refugee flows and asylum claims, based on the enhanced data collection capacity.</li> <li>Organize surveys and focus groups to collect information on reasons for departure and protection concerns of new arrivals.</li> </ul>
Logistics and operations support	
Operation management, coordination and support	<ul style="list-style-type: none"> <li>Provide operational management and logistic support to the region.</li> <li>Ensure enhanced reporting and coordination with donors.</li> </ul>

The financial requirements for the planned activities outlined above are included in the financial requirements detailed for Italy (page 23).

## GREECE

### Existing response

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So far this year, Greece has faced an eight-fold increase in the numbers of people arriving by sea, with a total of 368,394 arrivals as of 25 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 September, a minimum of 5,000-6,000 arrivals a day were reported, leading to major congestion on the islands.

UNHCR's main focus in Greece is to provide advice and direct support 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 is also providing support, including site planning expertise for the establishment of reception facilities in Athens.

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

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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. UNHCR will support the Asylum Services to process asylum claims from Syrian nationals in a timely manner. UNHCR will also support implementation of the relocation plan, in particular through the provision of information and advice for asylum-seekers, and eventually consider a broader engagement in coordination with the Greek authorities.

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.

Access to and quality of status determination process

Quality of registration and profiling improved or maintained

- 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.
- Provide hygiene, baby and feminine kits for the persons identified as required special needs.
- Establish emergency accommodations and registration sites.
- Support authorities in the establishment of reception facilities for persons admitted to the asylum procedure provided and/or awaiting relocation.
- Improve the reception and protection of UAMs once identified.
- Procure and distribute core relief items.
- Provide transportation from disembarkation locations to reception/identification centres.
- Provide translation support.
- Identify and refer persons with special needs for specialized assistance and protection
- Provide counselling and information to newly arrived persons on their rights and duties, including how to seek asylum.
- 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).
- Provide support to accelerate the RSD procedure for arrivals through deployment of additional mobile teams to the islands to receive and process asylum requests.
- Step up and streamline the identification and registration process by the competent authorities in coordination with EASO/FRONTEX through providing infrastructure and IT support.
- Provide monitoring and expert advice to Greek authorities and EU partners on the implementation of the hotspot approach in Greece.

#### Favourable protection environment

Access to territory for people of concern improved

- Ensure border monitoring of islands and all the borders, including the northern border with the former Yugoslav Republic of Macedonia, through dedicated teams.

Public attitude towards people of concern

- Train border guards on refugee rights and protection.
- Conduct regular cross-border meetings and information-sharing with countries surrounding Greece.
- Counsel and inform people trying to enter Greece on their rights and duties.
- Ensure border monitoring through dedicated teams.
- Provide interpretation services.
- Provide information and counselling provided to persons trying to enter Greece on their rights and duties.
- Strengthen visibility and local international media coverage through enhanced media team deployment and production of public information materials.
- Support local community initiatives by civil society, individuals and NGOs to reduce xenophobia and acts of violence against people of concern.
- Strengthen visibility and local international media coverage.
- Support local community initiatives by civil society, individuals and NGOs to reduce xenophobia and acts of violence against POCs.

#### Community empowerment and self-reliance

Community mobilization strengthened and expanded

- Ensure enhanced identification of people with specific needs and referral for targeted assistance through engagement of volunteers from the refugee community.
- Identify and train volunteers from the refugee community will be identified and trained to support the identification of persons with specific needs, their referral for targeted assistance and protection, and the provision of initial psychosocial support.

#### Logistics and operations support

Operation management, coordination and support

- Increase frontline and operation management capacity through the deployment of multi-disciplinary, multi-functional teams.
- Ensure a timely sharing of information in relation to new arrivals situation through enhanced information and reporting capacity.
- Provide operations management and logistics support to the region.

## Financial requirements (USD)

STRATEGIC OBJECTIVES	GREECE					
	2015 ExCom revised budget for the SMI	2015		Proposed 2016 ExCom budget for the SMI	2016	
		Supplementary requirements	Total SMI requirements		Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	-	<b>9,089,240</b>	<b>9,089,240</b>	-	<b>11,060,569</b>	<b>11,060,569</b>
Reception conditions improved	-	6,216,391	6,216,391	-	7,955,380	7,955,380
Access to and quality of status determination procedures	-	2,477,368	2,477,368	-	1,838,383	1,838,383
Family reunification achieved	-	45,481	45,481	-	-	-
Quality of registration and profiling improved	-	350,000	350,000	-	1,266,806	1,266,806
<b>Security from violence and exploitation</b>	-	<b>240,555</b>	<b>240,555</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>	-	<b>585,869</b>	<b>585,869</b>	-	<b>1,390,460</b>	<b>1,390,460</b>
Access to the territory improved and risk of <i>refoulement</i> reduced	-	483,907	483,907	-	695,230	695,230
Public attitude towards persons of concern improved	-	101,962	101,962	-	695,230	695,230
<b>Durable solutions</b>	-	<b>178,958</b>	<b>178,958</b>	-	-	-
Potential for integration realized	-	178,958	178,958	-	-	-
<b>Community empowerment and self-reliance</b>	-	<b>45,008</b>	<b>45,008</b>	-	<b>857,364</b>	<b>857,364</b>
Community mobilisation strengthened and expanded	-	45,008	45,008	-	857,364	857,364
<b>Logistics and operations support</b>	-	<b>538,843</b>	<b>538,843</b>	-	<b>1,428,944</b>	<b>1,428,944</b>
Operations management, coordination and support strengthened and optimized	-	538,843	538,843	-	1,428,944	1,428,944
<b>SUBTOTAL</b>	-	<b>10,678,473</b>	<b>10,678,473</b>	-	<b>14,737,337</b>	<b>14,737,337</b>
Support costs 7%	-	747,493	747,493	-	1,031,614	1,031,614
<b>TOTAL</b>	-	<b>11,425,966</b>	<b>11,425,966</b>	-	<b>15,768,951</b>	<b>15,768,951</b>

## ITALY

### Existing response

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Between 2012 and 2014, the number of arrivals by sea in Italy increased from 13,300 to 170,000 per year. In the first nine months of 2015, more than 129,000 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

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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. UNHCR will support the implementation of the relocation plan in particular through the provision of information and advice for asylum-seekers.

# 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.

The financial requirements for the planned activities outlined above are included in the financial requirements detailed for Italy and the regional response in Southern Europe (page 23).

## Financial requirements (USD)

STRATEGIC OBJECTIVES	ITALY AND THE REGIONAL RESPONSE IN SOUTHERN EUROPE					
	2015 ExCom revised budget for the SMI	2015		Proposed 2016 ExCom budget for the SMI	2016	
		Supplementary requirements	Total SMI requirements		Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	-	<b>509,157</b>	<b>509,157</b>	-	<b>573,644</b>	<b>573,644</b>
Reception conditions improved	-	428,000	428,000	-	573,644	573,644
Access to and quality of status determination procedures	-	54,105	54,105	-	-	-
Family reunification achieved	-	27,052	27,052	-	-	-
<b>Security from violence and exploitation</b>	-	<b>54,104</b>	<b>54,104</b>	-	-	-
Protection of children strengthened	-	27,052	27,052	-	-	-
Risk of SGBV is reduced and quality of response improved	-	27,052	27,052	-	-	-
<b>Favourable protection environment</b>	-	<b>267,808</b>	<b>267,808</b>	-	<b>430,233</b>	<b>430,233</b>
Access to the territory improved and risk of <i>refoulement</i> reduced	-	81,158	81,158	-	-	-
Public attitude towards persons of concern improved	-	186,650	186,650	-	430,233	430,233
<b>Durable solutions</b>	-	<b>54,105</b>	<b>54,105</b>	-	-	-
Potential for integration realized	-	54,105	54,105	-	-	-
<b>Logistics and operations support</b>	-	<b>74,882</b>	<b>74,882</b>	-	<b>430,234</b>	<b>430,234</b>
Operations management, coordination and support strengthened and optimized	-	74,882	74,882	-	430,234	430,234
<b>SUBTOTAL</b>	-	<b>960,056</b>	<b>960,056</b>	-	<b>1,434,111</b>	<b>1,434,111</b>
Support costs 7%	-	67,204	67,204	-	100,388	100,388
<b>TOTAL</b>	-	<b>1,027,260</b>	<b>1,027,260</b>	-	<b>1,534,499</b>	<b>1,534,499</b>

## WESTERN EUROPE

### Existing response

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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>2</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>3</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

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<sup>2</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>3</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>

## CENTRAL EUROPE

### Existing response

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For years, UNHCR has been working with local governments in Hungary and other Central European countries to strengthen asylum systems and improve conditions for refugees and asylum-seekers.

With the unfolding of the current emergency, UNHCR reiterated its offer of technical support to help support the respective Governments in assuring an effective response to the needs of refugees. In Hungary in particular, UNHCR was initially carrying out monitoring of refugee movements and supporting volunteer networks, particularly in the area of coordination. In recent weeks, it had stepped up its presence at the southern Hungarian border with Serbia with teams deployed and resources mobilized together with partners to provide humanitarian assistance for new arrivals. Information points were also established.

With the completion of the fence along the border and the enacting of the new law on 15 September, the use of unofficial border crossings from Serbia to Hungary virtually came to a halt. UNHCR maintains its presence at this transit zone to monitor the proceedings, advocate entry into the country and help with the identification and prioritization of vulnerable cases. UNHCR is also providing legal aid for asylum-seekers and for people apprehended and charged with irregular entry.

As of 15 September, the bulk of the flow rapidly shifted towards the Serbo-Croatian border. Since then, over 66,000 refugees to date have entered Croatia at an average of 5,500 per day, using different unofficial border points. Once in Croatia, refugees are generally transported to the transit centre of Opatovac before they continue to Hungary by train. UNHCR is monitoring in order to identify people with specific needs and family reunification cases and to provide information.

Against this background, UNHCR has been enhancing its presence along both sides of the Hungarian-Croatian and Croatian-Serbian border to strengthen protection monitoring and delivery of assistance in support the Governments' efforts to respond to the emergency. In particular, UNHCR has deployed response teams that support urgent protection activities such as preventing family separations and ensuring prioritization of processing of vulnerable cases. At the same time, with the weather worsening and winter approaching, UNHCR is engaged, both directly and also through NGO partners and the Croatian and Hungarian Red Cross societies, in the distribution of assistance for the most vulnerable people, and the provision of emergency items for refugees waiting in the open at different border crossing points. This is being coordinated across the region to ensure maximum efficiency.

### Strategy and coordination

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In coordination with and in support of central and local government authorities, civil society, the Red Cross and NGO networks, UNHCR is planning to further step up its response in the affected countries to enhance protection monitoring at the border and other key locations and support the management of the refugee flow in a protection-sensitive way. At the same time, along the lines of the Refugee Coordination Model, UNHCR will continue to work in coordination with key stakeholders to ensure the delivery of basic humanitarian assistance to the most vulnerable, including water, food shelter and NFIs.

UNHCR will also continue to intervene at the political level to ensure protection-sensitive responses by the Governments of affected countries and humane treatment of refugees as they move through

Central European countries in search of international protection. In this context, UNHCR will be undertaking thorough and continued analysis of any new related legislation and will comment on it to ensure it is in line with European and international standards. Support will also be provided to support the Government with contingency planning.

## Planned activities

Fair protection processes and documentation	
Reception conditions improved	<ul style="list-style-type: none"> <li>Provide support for reception centres and other aid points in the countries affected by the increased presence of refugees.</li> <li>Provide emergency assistance to extremely vulnerable individuals, directly and through selected local partners.</li> <li>Provide capacity building support for relevant staff and stakeholders dealing with reception conditions and support and assistance for the central Government and local administrations, to ensure efficient and timely provision of assistance as required.</li> </ul>
Favourable protection environment	
Public attitude towards people of concern	<ul style="list-style-type: none"> <li>Encourage positive coverage in the media and use other tools, to maintain and reinforce the current attitude of hospitality and empathy.</li> <li>Provide timely and accurate information to people of concern.</li> </ul>
Access to territory for people of concern improved	<ul style="list-style-type: none"> <li>Strengthen and increase the capacity to monitor and be regularly present at selected entry and exit border points and at various transit/reception spots/locations, in order to address situations related to pushbacks and other protection concerns, and implement an appropriate response accordingly.</li> <li>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 in other key locations.</li> <li>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.</li> </ul>
Community empowerment and self-reliance	
Community mobilization	<ul style="list-style-type: none"> <li>Support civil initiatives as well as projects presented by local communities aimed at solving communal issues and any other initiative that will enhance the living conditions of people seeking international</li> </ul>

protection, as well as the local population hosting large number of refugees.

#### Logistics and operations support

Operation management, coordination and support

- Strengthen the capacity of the Office to respond to the increased number of arrivals to ensure smooth coordination of NFIs, protection monitoring and other critical work.

## 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 completion 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 is also having an impact on the length of stay of refugees in the Western Balkans countries, resulting for the time being in concentrations of large numbers of people, particularly along the Serbian-Croatian 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 and migration management.

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	<ul style="list-style-type: none"><li>▪ Order, stock and distribute buffer stocks of relief items to country operations in the SEE region.</li><li>▪ 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.</li><li>▪ 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.</li><li>▪ Support provision of food and non-food items (including hygienic and sanitary items) to asylum-seekers at border crossing entry points in the</li></ul>

Quality of registration and profiling improved or maintained

several countries.

- 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.
- Facilitate redistribution of supplies to the country operations in the subregion and provide essential logistics, coordination, programme and reporting support during the emergency response.

## SERBIA

### Existing response

Since 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 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 most immediate protection and assistance needs of the rapidly-growing numbers 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 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.
- Enhance the capacity of local centres for social welfare to ensure that they provide adequate assistance to unaccompanied minors and other vulnerable groups.

#### 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.
- Provide timely and accurate information to people of concern through the production and distribution of posters, leaflets and other materials containing relevant information.
- Increase the visibility for the refugee situation among international media with an emphasis on donor countries.

Access to territory improved and risk of *refoulement* reduced

- 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.
- Intensify presence in border areas through implementing partners in order to monitor the situation and ensure that no push-backs are taking place.
- Continue to interview refugees, assess their needs, and carry out the profiling and reporting through implementing partners, enabling UNHCR to provide assistance in timely manner.
- Provide technical assistance to the Ministry of Interior.

### 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.
- Provide adequate trainings and other support required to motivate local municipalities to accept refugees in their communities.

### 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.
- Cover overhead costs for international implementing partners.

## Financial requirements (USD)

STRATEGIC OBJECTIVES	SERBIA					
	2015 ExCom revised budget for the SMI	2015		Proposed 2016 ExCom budget for the SMI	2016	
		Supplementary requirements	Total SMI requirements		Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	-	<b>4,849,027</b>	<b>4,849,027</b>	-	<b>3,288,171</b>	<b>3,288,171</b>
Reception conditions improved	-	4,849,027	4,849,027	-	3,288,171	3,288,171
<b>Favourable protection environment</b>	-	<b>190,741</b>	<b>190,741</b>	-	<b>6,304,894</b>	<b>6,304,894</b>
Access to the territory improved and risk of <i>refoulement</i> reduced	-	44,880	44,880	-	4,922,470	4,922,470
Access to legal assistance and legal remedies improved	-	134,641	134,641	-	-	-
Public attitude towards persons of concern improved	-	11,220	11,220	-	1,382,424	1,382,424
<b>Community empowerment and self-reliance</b>	-	-	-	-	<b>404,385</b>	<b>404,385</b>
Community mobilisation strengthened and expanded	-	-	-	-	404,385	404,385
<b>Logistics and operational support</b>	-	<b>376,583</b>	<b>376,583</b>	-	<b>424,077</b>	<b>424,077</b>
Operations management, coordination and support strengthened and optimized	-	376,583	376,583	-	424,077	424,077
<b>SUBTOTAL</b>	-	<b>5,416,351</b>	<b>5,416,351</b>	-	<b>10,421,527</b>	<b>10,421,527</b>
Support costs 7%	-	379,145	379,145	-	729,507	729,507
<b>TOTAL</b>	-	<b>5,795,496</b>	<b>5,795,496</b>	-	<b>11,151,034</b>	<b>11,151,034</b>

## THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA

### Existing response

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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

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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 the Interior through tailored training sessions for the border police, and further strengthen the capacity of the Office of the Ombudsman.</li> <li>Facilitate contingency planning to assist planning for a change in the dynamics and scenario of the refugee flow for an efficient and timely response.</li> </ul>
Public attitude towards persons of concern improved	<ul style="list-style-type: none"> <li>Initiate a tolerance and solidarity campaign using TV and media, targeting the local population, to assist efforts to maintain the asylum space for refugees.</li> <li>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.</li> </ul>
Fair protection processes and documentation	
Reception condition improved	<ul style="list-style-type: none"> <li>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.</li> <li>Assist at the first location of registration to provide to refugees: medical assistance; food and non-food assistance to extremely vulnerable individuals; psychosocial support to vulnerable individuals and identified protection case; referral to specialist medical et al public services if/as needed; referral and transportation to asylum centres for extremely vulnerable individuals. Special focus will be on individuals at high risk and child protection cases.</li> <li>Continue to provide capacity building to relevant staff and stakeholders and providing support and assistance to central Government, local administrations and the Red Cross, to ensure efficiency and timely provision of first aid, information, registration and distribution of assistance.</li> </ul>
Quality of registration and profiling improved	<ul style="list-style-type: none"> <li>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.</li> </ul>

Access to and quality of status determination procedures improved

- Support authorities and other stakeholders through the establishment of a pool of interpreters to ensure effective communication with the persons of concern.
- 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.
- Strengthen capacity to respond the increased requirements.
- Provide support to the Ministry of Labor and Social Policy to strengthen its coordination role.

## Financial requirements (USD)

STRATEGIC OBJECTIVES	THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA					
	2015 ExCom revised budget for the SMI	2015		Proposed 2016 ExCom budget for the SMI	2016	
		Supplementary requirements	Total SMI requirements		Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	-	<b>2,730,084</b>	<b>2,730,084</b>	-	<b>4,633,750</b>	<b>4,633,750</b>
Reception condition improved	-	1,392,658	1,392,658	-	2,646,594	2,646,594
Quality of registration and profiling improved	-	929,604	929,604	-	1,363,816	1,363,816
Access to and quality of status determination procedures	-	407,822	407,822	-	623,340	623,340
<b>Favourable protection environment</b>	-	<b>1,557,246</b>	<b>1,557,246</b>	-	<b>1,893,557</b>	<b>1,893,557</b>
Access to the territory improved and risk of <i>refoulement</i> reduced	-	1,546,166	1,546,166	-	1,797,714	1,797,714
Public attitude towards people of concern improved	-	11,080	11,080	-	95,843	95,843
<b>Community empowerment and self-reliance</b>	-	<b>62,681</b>	<b>62,681</b>	-	<b>149,321</b>	<b>149,321</b>
Community mobilisation strengthened and expanded	-	62,681	62,681	-	149,321	149,321
<b>Logistics and operations support</b>	-	<b>262,586</b>	<b>262,586</b>	-	<b>490,647</b>	<b>490,647</b>
Operations management, coordination and support strengthened and optimized	-	262,586	262,586	-	490,647	490,647
<b>SUBTOTAL</b>	-	<b>4,612,597</b>	<b>4,612,597</b>	-	<b>7,167,275</b>	<b>7,167,275</b>
Support costs 7%	-	322,882	322,882	-	501,709	501,709
<b>TOTAL</b>	-	<b>4,935,479</b>	<b>4,935,479</b>	-	<b>7,668,984</b>	<b>7,668,984</b>

## TURKEY

### Existing response

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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.

These activities complement UNHCR's existing efforts to assist Syrian refugees in Turkey within the inter-agency strategic framework, as detailed in the Regional Refugee and Resilience Plan 2015-2016 in Response to the Syria Crisis (3RP).

### Strategy and coordination

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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

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#### 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.

	<ul style="list-style-type: none"> <li>▪ Provide core relief items to the most vulnerable persons and families apprehended temporarily.</li> <li>▪ Develop leaflets, posters and brochures for outreach to people in need of protection.</li> </ul>
<b>Favourable protection environment</b>	
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>
<b>Leadership, coordination and partnership</b>	
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>
<b>Logistics and operations support</b>	
Logistics and supply	<ul style="list-style-type: none"> <li>▪ Ensure effective and timely coordination.</li> </ul>



## Financial requirements

STRATEGIC OBJECTIVES	TURKEY					
	2015 ExCom revised budget for the SMI	2015		Proposed 2016 ExCom budget for the SMI	2016	
		Supplementary requirements	Total SMI requirements		Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	-	<b>180,000</b>	<b>180,000</b>	-	<b>180,000</b>	<b>180,000</b>
Reception conditions improved	-	180,000	180,000	-	180,000	180,000
<b>Favourable protection environment</b>	-	<b>300,000</b>	<b>300,000</b>	-	<b>300,000</b>	<b>300,000</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>	-	<b>50,000</b>	<b>50,000</b>	-	<b>50,000</b>	<b>50,000</b>
Operations management, coordination and support strengthened and optimized	-	50,000	50,000	-	50,000	50,000
<b>SUBTOTAL</b>	-	<b>530,000</b>	<b>530,000</b>	-	<b>530,000</b>	<b>530,000</b>
Support costs 7%	-	37,100	37,100	-	37,100	37,100
<b>TOTAL</b>	-	<b>567,100</b>	<b>567,100</b>	-	<b>567,100</b>	<b>567,100</b>

# AFRICA

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## Introduction

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A key contributing factor to the current crisis in the Mediterranean is the unprecedented level of forced displacement and diminished opportunities for durable solutions, including in Africa. Since the start of the year, Eritreans and Somalis have been amongst the top five nationalities of those arriving in Europe, with significant numbers of refugees and migrants from other sub-Saharan African countries being compelled to make the hazardous journey across the Mediterranean in search of protection and a durable solution.

The Horn of Africa is one of the poorest regions in the world. Recurring cycles of violent conflict, alongside very challenging climatic conditions, have undermined development gains, exhausted people's coping capacity and left an estimated 20 million people in need of humanitarian assistance. In such an environment, even when asylum-seekers, refugees and other displaced people manage to find relative safety within the region, essential services are in short supply including basic social services, education, self-reliance through employment or other economic opportunities.

The scale of global displacement and consequent human suffering has not been matched by adequate international support for humanitarian activities in Africa, resulting in the need for relief agencies to prioritize between short and medium-term interventions. Emergency situations account for about 30 per cent of the displaced populations, while around 70 per cent of the displaced find themselves in a protracted situation. Yet, life-saving responses to emergency situations use up more than two-thirds of UNHCR's resources in Africa, leaving only modest resources to support solutions and build resilience for those who find themselves in a protracted situation.

Indeed in recent years, funding for UNHCR's emergency appeals for Africa has barely reached beyond 30 per cent of the overall funding needs. Development support to regions that host large numbers of refugees is limited, yet without additional investments in local services and economies, there are few opportunities for mitigating the hardships shared by refugees and local populations, fostering self-reliance and preventing onward movements.

As a result, more and more displaced people in a precarious situation in sub-Saharan Africa are moving to other countries in North Africa and Europe in search of a better life. In the absence of legal opportunities for mobility, refugees and migrants resort to smugglers, via complex and dangerous routes, leaving them very vulnerable to criminal gangs and the associated protection risks of trafficking, abuse, abductions and exploitation as well as loss of life.

In addition, despite the limited availability of statistical data, it is estimated that more than 60 per cent of all persons crossing the Mediterranean through Libya have transited through Niger. The city of Agadez in Niger is reputed to be the main smuggling hub and gateway to the Sahara. Trans-Saharan migration to North Africa through Niger is predominantly non-refugee-related, with Mali and Nigeria producing the highest numbers amongst the countries of origin. According to IOM, some 100,000 migrants passed through Niger in 2014, although refugees do form part of these mixed flows.

UNHCR's activities in sub-Saharan Africa for addressing the protection risks of refugees and migrants moving irregularly focus on strengthening protection in countries of asylum and countries of transit; enhancing support for victims of trafficking, abuse and violence; and promoting self-reliance and durable solutions for displaced populations.

The capacity of many of the States in the region to contain smuggling and trafficking remains limited, thus creating protection risks for asylum-seekers and refugees - particularly for vulnerable people. - Nevertheless, the Governments of Ethiopia and Sudan have established border transit centres that provide refugees with basic assistance before they are transported to the main refugee reception centres. This has helped prevent some of the trafficking, abuse and abduction of asylum-seekers and refugees. Significant efforts need to be undertaken to enable real-time data collection and analysis on mixed migratory movements, especially with a view to gathering information on shifting mixed-migration routes, and the nature of criminal activities affecting refugees and asylum-seekers. This information will facilitate timely response measures in collaboration with partners and States.

It should be noted that this appeal presents current needs in the Africa region for which UNHCR has already planned responses in the affected countries within its programmes for 2015 and 2016. However, insufficient funding often leaves gaps in resources that prevent the carrying out of many of these anticipated measures. That is why UNHCR is appealing for funding that is as flexible as possible in order to ensure that essential protection work can be implemented and sustained in the immediate and longer term. Without this, it will be difficult to address many of the reasons why people are risking their lives to travel by perilous means through Africa and across the Mediterranean Sea to reach Europe.

## Regional strategy and coordination

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UNHCR and its partners have made substantial progress in the past decade in placing the protection of persons of concern within the wider scope of national and regional migration policies. The African Union (AU) and the European Union (EU) have been promoting more effective cooperation amongst their respective Member States on the issues of irregular mixed migration, trafficking and smuggling through the Rabat and Khartoum processes and corresponding plans of action. In 2013, UNHCR launched its *Strategy and Regional Plan of Action: Smuggling and Trafficking from the East and Horn of Africa*,<sup>4</sup> which included recommendations for targeted interventions to address the protection needs of refugees, asylum-seekers and stateless people affected by smuggling and trafficking in the region.

The Regional Strategy and Plan of Action aims at increasing the protection of people of concern in the Horn of Africa from smuggling, abuse, violence and trafficking across the Mediterranean through the provision of more integrated and sustainable programmes for refugees in the countries of asylum that can enhance their self-reliance and build on their capacities and skills. In parallel, UNHCR supports the concerned Governments to build their capacities. The Regional Strategy initiatives draw on the activities identified in the EU-Horn of Africa Migration Route Initiative, also known as the “Khartoum Process”.

As part of the Special Mediterranean Initiative, UNHCR and its partners will build upon the existing strategic frameworks and coordination mechanisms established under the Khartoum and Rabat processes, as well as UNHCR’s Regional Strategy and Plan of Action for the East and Horn of Africa, to implement a number of interrelated activities to strengthen access to protection and promote self-reliance.

In Niger, for example, UNHCR is working with a wide range of government partners, UN agencies, NGOs and the Red Cross and Red Crescent Movements on community empowerment and self-

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<sup>4</sup> <http://www.refworld.org/pdfid/51d175314.pdf>

reliance to provide a viable option as an alternative to irregular onward movement and to ensure fair protection processes and documentation for persons in need of international protection. To improve the self-reliance of refugees, the Government of Niger, together with development and humanitarian actors, has embarked on a resilience-building programme called "*Les Nigériens Nourrissent les Nigériens (3N)*".

In terms of promoting durable solutions and addressing the root causes to displacement, UNHCR and regional Governments are building on the Global Initiative for Somali Refugees (GISR) to identify and act on solutions opportunities in the region, including in refugee-hosting countries and in Somalia itself. Further, working with members of the Solutions Alliance in Somalia, UNHCR is contributing to efforts to systematically address some of the obstacles to return in regions within Somalia that have been identified by both refugees and IDPs as potential return areas.

Where refugees have indicated a desire to voluntarily repatriate, UNHCR is supporting their transport and immediate settlement within the framework of a tripartite agreement with the Governments of Somalia and Kenya. A ministerial-level conference is scheduled in Brussels in October 2015 for the purpose of seeking support for return and reintegration activities in areas where social interventions will have an impact, while also acknowledging some of the wider security and governance concerns being raised by refugees and IDPs as they consider their options. Somalia has already been included as a pilot country for UNHCR's "Seeds for Solutions" initiative which has identified innovative approaches and assisted the operation in developing multi-year and multi-partner protection and solutions strategies to support return and reintegration in Somalia.

In addition, in 2015 UNHCR will support the review of the UN Strategy on Engagement with the Government of Eritrea, which will address issues of development as well as the movement of youth out of Eritrea and the related human trafficking risks. UNHCR is also stepping up its own engagement with the Eritrean Government. It is hoped that over time, increased international engagement will help improve conditions inside the country, leading to a reduction in the outflow of migrants and refugees.

All of UNHCR's activities are carried out in close cooperation with relevant government counterparts. Important international partners include IOM, UNICEF and ICRC. Local communities, including refugee representatives, are also integral to these vital partnerships. Other key partners in Africa include the African Union and regional economic communities. Partnerships with and involvement of development actors remain critical in addressing the root causes of secondary movement, as well as for the channelling of long-term support to refugee-hosting areas and the promotion of self-reliance for refugees and internally displaced people.

UNHCR's activities and financial requirements related to the Special Mediterranean Initiative in the Africa region are being carried out at present as part of its programmes in Ethiopia (Shire), Niger and Sudan. This chapter includes sections on each of these three operations. Headquarters and Regional activities are described in the final section of the Appeal, together with corresponding requirements for Europe and North Africa operations included in the Special Mediterranean Initiative.

## Population data

	Total Beneficiaries as of 30 June 2015	Total Beneficiaries as of 31 December 2015	Total Beneficiaries as of 31 December 2016
Ethiopia (Shire only)	107,387	53,585	74,146
Sudan	94,772	103,150	108,000
Niger	50,000	52,000	54,000
<b>TOTAL</b>	<b>252,159</b>	<b>208,735</b>	<b>236,146</b>

Planning figures for Ethiopia are linked to Eritreans in the Shire operation, who contribute most to secondary movements (please see Ethiopia chapter for additional information). The variance between 2015 and 2016 is attributed the projected reduction of the Eritrean refugee population following the re-verification exercise to be carried out in 2015, and also incorporating the number of projected new arrivals in 2016. In Sudan, planning figures are linked to refugees in Kassala, East Sudan (please see Sudan chapter for additional information).

Interventions under this appeal will be aimed at the overall population of refugees in the East and Horn of Africa where partners have witnessed significant movements towards North Africa and Europe. However specific activities will be targeted at groups most at risk of smuggling, including in Ethiopia, Sudan and Niger.

## ETHIOPIA

### Existing response

At the end of 2014, Ethiopia was hosting and assisting over 659,500 refugees in 24 camps across the country. Until now, most onwards movements of refugees towards North Africa and Europe have emanated from the Shire region, although future movements from other regions cannot be ruled out.

In 2014, communities around Shire received more than 33,000 Eritrean refugees and the monthly arrival rates in the last quarter of 2014 and to date have averaged 4,500 individuals. Eritrean refugees in the Shire camps are mostly young, single men, with a significant number of unaccompanied and separated children (UASC) arriving in Ethiopia.

Camp life is especially difficult for the young men who are often from an urban background, as well as for women and unaccompanied children. Opportunities for education, self-reliance and involvement in social and economic life in Ethiopia are limited due to the Ethiopian Government's encampment policy and the prohibition against formal employment for refugees. The Government has introduced an "out-of-camp" policy, which allows Eritrean refugees with no criminal record, who are currently living in the camps, to move to any part of the country, provided they are able to sustain themselves financially or have sponsors willing to support them. However, only a small number of refugees have made use of this opportunity. There are various reasons for this, including the hope of being considered for resettlement, even though only about 1 per cent of the population has access to this durable solution.

In this context, UNHCR and partners provide life-saving assistance for refugees, while enhancing protection by improving registration, basic services and response to sexual and gender-based violence (SGBV). As part of a UNHCR regional child protection project, *Live, Learn & Play Safe - 2014-2016*, UNHCR and partners are addressing the protection needs of UASC and other children at risk, including children victims of trafficking. UNHCR and partners also focus on fostering resilience through livelihood activities and education. Despite the efforts of the Ethiopian Government and humanitarian partners, many refugees, especially young men and UASC, are resorting to smugglers in search of opportunities to support themselves and their families and find more secure living conditions.

UNHCR is collaborating with the Government of Ethiopia and other partners on sensitizing refugees in camps in the country on the risks of onward movement. Training is also being provided to local authorities on refugee protection and treatment. UNHCR has supported the development of a UN Country Team Strategy to address trafficking and smuggling in Ethiopia, in addition to the Government's national action plan to mitigate irregular movement of Ethiopian nationals.

## Strategy and coordination

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Activities related to this Initiative in Ethiopia form part of UNHCR's regular programme and will be coordinated with the Government, humanitarian and development partners. UNHCR will continue to focus on special care arrangements for UASC arriving from Eritrea to assure their protection from abuse and trafficking. A fundamental objective of refugee education is to meet the protection needs of refugee children and young people. Schools provide essential physical protection, and are also important sites through which to identify children at risk of abuse, sexual and gender-based violence, and trafficking, and to connect them to appropriate services.

Increasing access to livelihood opportunities for the predominately male refugee youth population is a key activity. The provision of targeted skills training and livelihood projects aims not only to provide the refugees with a set of skills that enables them to engage in meaningful and safe income-generating activities; but also to keep these young refugee adults engaged and less prone to trafficking and smuggling.

In order to mitigate the risk of onward movement, UNHCR and partners will conduct advocacy and sensitization campaigns to inform the refugees about the dangers of such movements. In order to reduce the vulnerability of unaccompanied and separated refugee children, UNHCR will facilitate family tracing/reunification.

In Ethiopia, UNHCR relies on close collaboration with the Government's Administration for Refugee and Returnee Affairs (ARRA), in coordinating the refugee response. Refugees are registered in a timely manner and joint efforts by all partners are focused on improving the general living conditions in the camps. The established "out-of-camp" policy is being further strengthened through UNHCR and ARRA.

Projects to help cater for the specific needs of young people and women, as well as the protection of the high number of unaccompanied children in the camps, were identified as top priorities during the annual participatory assessment, which consulted with all age/gender refugee groups. Some 47,000 vulnerable refugees were identified in 2014 as being in need of resettlement, which has led UNHCR Ethiopia to prioritize the strategic use of resettlement and double the number of planned resettlement submissions raising the target from 3,000 to 6,000 submissions. Major staffing constraints and high expenditures - related to the logistics of covering dispersed field operations and to database limitations - remain key challenges to increased submissions.

A special Task Force involving all humanitarian partners in the Shire camps, the Refugee Central Committees and women’s and youth associations works to ensure that projects are implemented to address and in accordance with the most urgent needs as identified through the participatory assessments.

## Planned activities

Provision of basic needs and essential services	
Population has optimal access to education	<ul style="list-style-type: none"> <li>Provide and support early childhood education, primary education, secondary education, tertiary education, and learning opportunities to 5,300 children and 1,930 students.</li> <li>Improve primary education quality and learning achievement.</li> </ul>
Community empowerment and self-reliance	
Community mobilization strengthened and expanded	<ul style="list-style-type: none"> <li>Provide awareness raising partners to build capacity in counselling and working with children and youth.</li> <li>Produce IEC materials for children and youth, or communication activities for children and youth with a focus on addressing onward movement.</li> <li>Support and provide direct assistance to victims of smuggling, abuse, violence and trafficking including legal information, outreach, and provision of care packages and liaison with community mental health providers.</li> <li>Conduct information sharing and enhance regional partnership.</li> </ul>
Self-reliance and livelihoods improved	<ul style="list-style-type: none"> <li>Facilitate self-employment and business.</li> <li>Provide vocational training and technical skills to 260 refugees.</li> </ul>
Fair protection and processes and documentation	
Family reunification achieved	<ul style="list-style-type: none"> <li>Identify and facilitate the family reunification of 320 non accompanied children with their family to ensure the protection and safety of the children.</li> </ul>
Reception conditions improved	<ul style="list-style-type: none"> <li>Establish and maintain reception for 35,000 refugees in 9 transit centres.</li> <li>Monitor situation of refugees concerned.</li> </ul>
Security from violence and exploitation	
Protection of children strengthened	<ul style="list-style-type: none"> <li>Establish best interest determination process and conduct 1,550 best interest assessments.</li> <li>Establish community based child protection structures.</li> <li>Prevent and provide response services for children-at-risk.</li> <li>Provide adequate care arrangements.</li> </ul>

## Financial requirements (USD)

STRATEGIC OBJECTIVES	ETHIOPIA					
	2015			2016		
	2015 ExCom revised budget for the SMI	Supplementary requirements	Total SMI requirements	Proposed 2016 ExCom budget for the SMI	Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	<b>1,213,119</b>	-	<b>1,213,119</b>	<b>702,208</b>	-	<b>702,208</b>
Reception condition improved	1,153,025	-	1,153,025	440,104	-	440,104
Family reunification achieved	60,094	-	60,094	262,104	-	262,104
<b>Basic needs and essential services</b>	<b>2,260,365</b>	-	<b>2,260,365</b>	<b>3,170,519</b>	-	<b>3,170,519</b>
Population has optimal access to education	2,260,365	-	2,260,365	3,170,519	-	3,170,519
<b>Security from violence and exploitation</b>	<b>1,919,049</b>	-	<b>1,919,049</b>	<b>2,810,208</b>	-	<b>2,810,208</b>
Protection of children strengthened	1,919,049	-	1,919,049	2,810,208	-	2,810,208
<b>Community empowerment and self-reliance</b>	<b>1,298,985</b>	-	<b>1,298,985</b>	<b>2,546,311</b>	-	<b>2,546,311</b>
Community mobilisation strengthened and expanded	148,706	-	148,706	722,104	-	722,104
Self-reliance and livelihood improved	1,150,279	-	1,150,279	1,824,207	-	1,824,207
<b>TOTAL</b>	<b>6,691,518</b>	-	<b>6,691,518</b>	<b>9,229,246</b>	-	<b>9,229,246</b>



## NIGER

### Existing response

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Since 2012, 50,000 refugees from northern Mali have enjoyed a protective asylum environment in Niger with *prima facie* refugee status, and have received basic social services such as health and education. The majority of refugees live in camps or nomadic pasture hosting areas. Another 6,000 refugees live in urban settings, specifically in the capital city of Niamey. The Government estimates that 100,000 Nigerian refugees and nationals of Niger have fled from north-eastern Nigeria since May 2013, when a state of emergency was declared and the conflict intensified. With ongoing insecurity, there is a strong likelihood that the number of refugees will continue to rise. Most of the refugees are staying with host families in over 100 villages in the Diffa region, and since the beginning of 2015 a few thousand have opted for relocation to the Sayam Forage refugee camp and to Kablewa IDP camp.

The overall capacity to undertake refugee status determination (RSD) is very limited both in quantity and quality. Niger receives an average of 60-70 new individual asylum requests per year. Despite the small number, the average time of processing from the introduction of the asylum request to the notification of the first instance decision, stands at around 19 months. In Niger, UNHCR is supporting the Government in enhancing its capacity to undertake refugee status determination (RSD) in a more timely and comprehensive manner.

In addition, despite the limited availability of statistical data, it is estimated that more than 60 per cent of all persons crossing the Mediterranean through Libya have transited through Niger. The main mixed-migration routes from West and Central Africa to North Africa and the Mediterranean currently transit Niger through the desert city of Agadez, with many refugees and migrants then crossing the border with Libya and eventually reaching the coastal cities of Zuhara and Zawia (neighbourhood of Tripoli). From there, many then attempt to reach Europe via Italy. Mali and Nigeria produce the highest number amongst the countries of origin. According to IOM, some 100,000 migrants passed through Niger in 2014. Towns like Gao in Mali, Tamanrasset in Algeria, and Agadez in Niger are important hubs for migrants and refugees on the route to North Africa and Europe.

In these cities, various economic activities depend on the passage of migrants and refugees. It is arguable that a number of aspects related to the facilitation of such mixed movements - such as the provision of transport, accommodation or food, as well as smuggling, trafficking in human beings, prostitution, extortion and exploitation of migrants - provide significant sources of revenue for parties involved in such activities in the region, with both administration and private entities implicated in one form or another.

UNHCR and its humanitarian partners operate in a challenging environment characterized by poor infrastructure, chronic droughts, seasonal flooding, extreme heat, violent winds and rains as well as recurring epidemics (cholera, meningitis, etc.). The refugee programme is being carried out within a context where the resilience of the local population and institutions remains low, and there is constant food insecurity, chronic malnutrition and lack of infrastructure and services in rural areas.

## Strategy and coordination

Within broader UN efforts, UNHCR is working to strengthen access to protection and thereby reduce the vulnerability of asylum-seekers and refugees to the risks of smuggling and irregular movement. Interventions under this appeal form part of UNHCR's regular programme.

UNHCR is part of the UN Country Team and the Humanitarian Country Team and is the lead agency of both the Protection Cluster and the multi-sector working group for refugees. The UNHCR Office in Niger leads and coordinates all refugee matters in support of its main national counterpart, the Directorate/CNE within the Ministry of the Interior.

Under the 2012-2016 UNDAF, the Government, its technical and financial partners and the UN System promote an overall resilience approach. As part of this approach, UNHCR has also introduced an initiative aimed at protecting and developing refugees' livelihoods and local economies and increasing refugee's self-reliance, through cash assistance, support for income-generating activities, access to microfinance and vocational training for youth. In 2014, UNHCR also launched a major urbanization programme, providing plots and housing to the displaced population in Diffa region.

UNHCR's protection activities cover mainly camps, but also take into account the needs of displaced people living outside of camps, help maintain the civilian character of asylum, and ensure identification and documentation, which includes the nationality determination of displaced persons. Protection needs in Niger are identified through participatory assessments using a gender and diversity approach, and refugees play an active role in the design of programmes to address the most critical gaps, which include child protection and prevention and response to sexual and gender based violence.

The existing instruments and processes for accessing international protection through refugee status determination and resettlement are sufficient to identify and assist people in need of international protection. However, national capacities need to be strengthened to ensure that refugee registration and status determination are accessible to those who need it, and provided in a timely manner. Continued support for the overall resilience approach is also required to reduce vulnerability to the risks of smuggling, trafficking and irregular movement.

## Planned activities

### Fair protection processes and documentation

Support the government in strengthening the legal framework and asylum procedures

Refugee status determination

- Enhance identification mechanisms of asylum-seekers and refugees amongst the migrants and ensure their access to the Government's RSD and asylum procedures.
- UNHCR will work with the government and relevant partners in finding appropriate durable solutions for refugees who have been identified in mixed migration flows and granted asylum in Niger.
- Provide information, counselling and legal assistance (ICLA) to asylum-seekers and refugees.
- Improve the quality of national status determination by developing joint UNHCR/CNE SOPs and the RSD procedures.
- Increase human resources capacity.
- Establish a strong complaint mechanism and fraud control.
- Conduct biometric registration and issue biometric

Reception conditions improved

ID cards.

- Improve the one-stop-shop for asylum-seekers and refugees in Niamey.
- Provide cash assistance for asylum-seekers and refugees.
- Provide information on access to employment, micro-credits and other livelihood options.

#### Durable solutions

Resettlement

- Identify and elaborate refugee cases that qualify for submission.

Self-reliance and livelihoods improved

- Enable access to agricultural / livestock / fisheries production.
- Facilitate access to self-employment / business.
- Facilitate training and learning and provision of technical training.
- Provide production kits or inputs for agriculture/ livestock/ fisheries to 13,000 persons of concern.

## Financial requirements (USD)

STRATEGIC OBJECTIVES	NIGER					
	2015			2016		
	2015 ExCom revised budget for the SMI	Supplementary requirements	Total SMI requirements	Proposed 2016 ExCom budget for the SMI	Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	<b>365,000</b>	-	<b>365,000</b>	<b>602,040</b>	-	<b>602,040</b>
Refugee status determination	267,000	-	267,000	374,083	-	374,083
Reception conditions improved	98,000	-	98,000	227,957	-	227,957
<b>Durable solutions</b>	<b>35,000</b>	-	<b>35,000</b>	<b>77,957</b>	-	<b>77,957</b>
Resettlement	35,000	-	35,000	77,957	-	77,957
<b>Community empowerment and self-reliance</b>	<b>753,189</b>	-	<b>753,189</b>	<b>2,734,176</b>	-	<b>2,734,176</b>
Self-reliance and livelihoods improved	753,189	-	753,189	2,734,176	-	2,734,176
<b>TOTAL</b>	<b>1,153,189</b>	-	<b>1,153,189</b>	<b>3,414,173</b>	-	<b>3,414,173</b>

## SUDAN

### Existing response

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At the end of 2014, Sudan hosted 290,000 refugees and asylum-seekers, of which 30 per cent are Eritrean (109,196 refugees and 1,116 asylum-seekers) and some 20,000-25,000 are Syrian. The total number of Eritrean refugees and asylum-seekers reflects those who have been registered by the authorities and UNHCR, but does not include several thousand more Eritreans living in Sudan.

Since the beginning of 2014, there has been a three-fold increase in the number of Eritrean asylum-seekers arriving in Eastern Sudan, both from Ethiopia and Eritrea, compared to the previous year, at an average of 1,500 individuals per month to total 16,368 arrivals in 2014). This trend is expected to continue and represents a 50 per cent increase from the 7,180 people that sought asylum in 2013.

In order to combat smuggling and trafficking in persons, UNHCR is working in collaboration with IOM, the Sudanese Commissioner for Refugees and the Ministry of the Interior on a joint strategy to Address Human Trafficking, Kidnappings and Smuggling of Persons in Sudan. This includes helping to strengthen the response and capacities of the Government of Sudan and partners, and the implementation of this strategy has put an end to the phenomenon of kidnapping of refugees in Eastern Sudan and considerably reduced the number of refugees and asylum-seekers who have fallen prey to smugglers. Most importantly, in 2015 refugees report that they feel safer in the refugee camps than they did a year ago.

Eritrean refugees and asylum-seekers continue to flee to Sudan, with an average of 1,500 new arrivals being registered every month. The high rates of arrival exert pressure on the already strained local economy and contribute to rising tensions between the refugees and local communities, resulting more broadly in a deterioration of the protection environment for new arrivals. The turnover rate is equally alarming, with 80 per cent of newly registered asylum-seekers leaving the camp within a few months.

In partnership with the Government of Sudan, UNHCR has set as a priority the strengthening of reception facilities in border areas, as well as registration, transportation and emergency assistance for new arrivals, including improved security in the camps. UNHCR also aims at providing more sustainable programmes for refugees, both in camps and urban areas, which would enhance their self-reliance and build on their capacities and skills. These programmes target host communities as well, with a view to ensuring peaceful coexistence, improving the quality of services for both communities, and enhancing integration opportunities for refugees.

### Strategy and coordination

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In Sudan, UNHCR works with the authorities, at federal and state levels, to coordinate the refugee response. The Sudanese Commissioner for Refugees is UNHCR's main government counterpart. In the East, which will be the focus for measures in the context of this Initiative, collaboration with the authorities will continue under the joint UNHCR and IOM Anti-Trafficking Strategy. The interventions under this appeal form part of UNHCR's regular programme.

Programmes to address the needs of the growing numbers of new arrivals in Sudan will be necessary to ensure the sustainability of the achievements made under the joint strategy to date. Such efforts will aim to reduce the incentives for onward movement and support a comprehensive advocacy strategy with the Government on the local asylum and trafficking laws. In order to increase refugees' self-reliance, UNHCR is enhancing its partnership with other UN agencies such as FAO.

Protection needs in Sudan are identified through participatory assessments using a gender and diversity approach, and refugees play an active role in the design of programmes to address the most critical gaps, which include child protection and prevention and response to sexual and gender based violence.

## Planned activities

Provision of basic needs and essential services	
Population has optimal access to education	<ul style="list-style-type: none"> <li>Provide and support primary and secondary education to 45,000 children and 620 students.</li> <li>Improve primary education quality and learning achievement through trainings of 500 teachers.</li> <li>Construct, improve and maintain education structures.</li> </ul>
Health status of the population improved	<ul style="list-style-type: none"> <li>Provide access to essential drugs and primary health care services.</li> <li>Conduct capacity building for health workers.</li> <li>Establish of referral mechanisms.</li> </ul>
Supply of potable water increased or maintained	<ul style="list-style-type: none"> <li>Construct, upgrade and expand water system for 356,000 persons of concern.</li> <li>356,000 persons of concern served with water system and 70 generators/pumps maintained.</li> </ul>
Population lives in satisfactory conditions of sanitation and hygiene conditions	<ul style="list-style-type: none"> <li>Construct 4,200 communal and household sanitary facilities/latrines.</li> <li>Implement 1,600 environmental health and hygiene campaigns.</li> </ul>
Community empowerment and self-reliance	
Self-reliance and livelihoods improved	<ul style="list-style-type: none"> <li>Provide 6,700 persons of concern with production kits or inputs for agriculture/livestock/fisheries.</li> <li>Facilitate access of 1,800 person of concern to financial services (formal and informal).</li> <li>Enable access to Information and Communications Technologies.</li> <li>Facilitate access to self-employment / business; and facilitate access to work through removal of legal barriers.</li> <li>Organize life-skills training for livelihood purposes for 3,347 people of concern.</li> </ul>
Fair protection and processes and documentation	
Quality of registration and profiling improved	<ul style="list-style-type: none"> <li>Identify and register 10,000 eligible people.</li> <li>Plan and undertake profiling of persons of concern.</li> <li>Conduct registration of 91,000 on an individual basis with minimum set of data required.</li> <li>Update registration data updated on a continuous basis.</li> </ul>
Reception conditions improved	<ul style="list-style-type: none"> <li>Provide individual/ family material and psychosocial support (18,000 families).</li> </ul>

- Establish and maintain 40 reception/transit centre infrastructures.
- Monitor situation of persons of concern by conducting 72 monitoring visits.

## Security from violence and exploitation

### Protection of crime strengthened

- Strengthen age, gender, and diversity sensitive community security system; and support capacity development.
- Strengthen community conflict resolution mechanisms through the training of 700 people and the mobilization of 100 community security volunteers.
- Implement 75 security packages and support.

## Financial requirements (USD)

STRATEGIC OBJECTIVES	SUDAN					
	2015			2016		
	2015 ExCom revised budget for the SMI	Supplementary requirements	Total SMI requirements	Proposed 2016 ExCom budget for the SMI	Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	<b>2,303,549</b>	-	<b>2,303,549</b>	<b>2,205,550</b>	-	<b>2,205,550</b>
Reception condition improved	1,717,026	-	1,717,026	1,185,304	-	1,185,304
Quality of registration and profiling improved	586,523	-	586,523	1,020,246	-	1,020,246
<b>Security from violence and exploitation</b>	<b>1,709,397</b>	-	<b>1,709,397</b>	<b>1,650,000</b>	-	<b>1,650,000</b>
Protection of crime strengthened	1,709,397	-	1,709,397	1,650,000	-	1,650,000
<b>Basic needs and essential services</b>	<b>4,354,121</b>	-	<b>4,354,121</b>	<b>3,899,718</b>	-	<b>3,899,718</b>
Population has optimal access to education	1,154,121	-	1,154,121	1,124,482	-	1,124,482
Health status of the population improved	1,100,000	-	1,100,000	852,966	-	852,966
Supply of water increased or maintained	1,100,000	-	1,100,000	1,005,718	-	1,005,718
Population lives in satisfactory conditions of sanitation and hygiene conditions	1,000,000	-	1,000,000	916,552	-	916,552
<b>Community empowerment and self-reliance</b>	<b>1,000,000</b>	-	<b>1,000,000</b>	<b>1,000,000</b>	-	<b>1,000,000</b>
Self-reliance and livelihood improved	1,000,000	-	1,000,000	1,000,000	-	1,000,000
<b>TOTAL</b>	<b>9,367,067</b>	-	<b>9,367,067</b>	<b>8,755,268</b>	-	<b>8,755,268</b>



# NORTH AFRICA

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## Introduction

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The Middle East and North Africa region continues to see large complex mixed migration movements, including of asylum-seekers and refugees from the Middle East, sub-Saharan Africa as well as the Horn of Africa, towards the Gulf countries, North Africa and the Mediterranean region. The increasing numbers of people travelling in hazardous conditions by land and sea and the loss of many lives are of great concern to UNHCR, as are practices that include trafficking, exploitation and abuse detention and *refoulement*.

All countries (with the exception of Libya) in the North Africa subregion are signatories to the 1951 Refugee Convention. Positive steps in developing national asylum systems, including in regard to legislation on asylum and related administrative procedures, have been taken in the five countries concerned: Algeria, Egypt, Libya, Morocco and Tunisia. However, with few exceptions, systems for managing the complexities of mixed migratory movements in a protection-sensitive manner are still nascent and require ongoing support. Capacity and available resources are limited, with responses guided by national security concerns.

UNHCR's activities and financial requirements related to the Special Mediterranean Initiative in the North Africa region are being carried out at present as part of its programmes in Algeria, Egypt, Libya, Morocco and Tunisia. This chapter includes sections on each of these five operations. Headquarters and regional activities are described in the final section of the Appeal, together with corresponding requirements for Europe and Africa operations included in the Special Mediterranean Initiative

It should be noted that this appeal presents current needs in the North Africa subregion for which UNHCR has already planned responses in the affected countries within its programmes for 2015 and 2016. However, insufficient funding often leaves gaps in resources that prevent the carrying out of many of these anticipated measures. That is why UNHCR is appealing for funding that is as flexible as possible in order to ensure that essential protection work can be implemented and sustained in the immediate and longer term. Without this, it will be difficult to address many of the reasons why people are risking their lives to travel by perilous means through Africa and across the Mediterranean Sea to reach Europe.

## Regional strategy and coordination

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UNHCR's response to refugee protection in mixed migration situations in North Africa, including in relation to departures and arrivals by sea in the Mediterranean, is presented in the *Regional Approach to Refugee Protection in Mixed Migration Situations in North Africa*. It has four strategic objectives: 1) preventing *refoulement*; 2) improving access to territory and to asylum; 3) empowering refugees to take informed decisions about their lives; and 4) enhancing protection space and access to solutions within and through broader migration policy responses.

### **Preventing *refoulement***

UNHCR activities in North Africa focus on proactive engagement with relevant authorities to raise awareness of their responsibilities under applicable international refugee and human rights law including on the principle of *non-refoulement* and to establish systems to regularly monitor the protection situation at sea and land borders. Monitoring takes place through direct engagement

with the authorities, or through partnership arrangements with local networks and civil society actors, depending on the country context and situation. Monitoring of detention facilities is also conducted taking into consideration the profile of those detained and whether conditions of detention correspond to applicable international standards and principles.

Case-by-case interventions and strategic advocacy are undertaken in response to allegations or incidents of *refoulement*, as well as to reports of formal or informal deportations without due process or access to an asylum procedure. They are also conducted in the context of promoting alternatives to detention and ensuring the release of asylum-seekers, refugees and vulnerable persons from detention.

### **Improving access to territory and asylum**

UNHCR activities focus on establishing or strengthening mechanisms at the country level for the identification, registration, processing and protection of asylum-seekers and refugees. Specific activities include the establishment of referral procedures with civil society stakeholders operating in border areas and points of disembarkation for the profiling and referral to UNHCR of persons of concern.

Material assistance is provided as part of a humanitarian/life-saving response following disembarkation after rescue or interception at sea operations as well as in detention facilities. Advocacy in support of strengthening search and rescue capacity in the region and bringing together relevant stakeholders is also undertaken with the aim of coordinating responses for assistance and support to the authorities.

Given ongoing instability in Libya, preparedness and contingency planning is in place in Tunisia for the rescue at sea and disembarkation of large groups of persons, including in the event of a new influx.

### **Empowering refugees to take informed decisions about their lives**

UNHCR's activities focus on the dissemination of information on available livelihoods, self-reliance and education opportunities, on legal avenues to protection through humanitarian admission, family reunification, on resettlement and on the risks of moving irregularly by land or sea. Information is made available through a variety of outreach means, including leaflets, posters, individual counselling, social and other media, as well as through community-based protection mechanisms and focus group discussions.

Some operations also monitor social media to address deceptive information or for the purpose of analysis of protection conditions. Social media is also used as part of UNHCR's public information strategy to raise awareness about its work.

### **Enhancing protection space and access to solutions within and through broader mixed migration policy responses**

UNHCR's activities focus on the provision of technical support and training, as well as advocacy with the authorities and external stakeholders. The overall aim is to support the establishment of effective national asylum systems and migration policy frameworks that provide a comprehensive approach to mixed migration and access to solutions. In some instances, UNHCR also contributes to the development of migration management policy frameworks with the aim of ensuring that protection considerations are mainstreamed and that refugees can benefit from proposed interventions.

UNHCR participates in and supports cooperation platforms with relevant government authorities, international organizations, civil society and community groups for the purpose of fostering dialogue and mutual understanding, exchanging information and analysis and facilitating the development of coordination mechanisms at the operational levels to ensure the provision of essential services and access to solutions. In a number of countries, this includes cooperation with the IOM in the context of assisted voluntary return of asylum-seekers who have been found not to be in need of international protection.

Special attention is paid to vulnerable individuals, including: unaccompanied and separated children (UASC); other children at risk; women-headed households; and single women and those at risk of trafficking.

## Population data

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Arrivals to Italy through sub-Saharan and North Africa are at the scale of 131,000 arrivals so far in 2015. Ninety-two per cent of departures originate from Libya, with Egypt being ranked second with 4.7 per cent of the departures from January to July 2015. With regard to the profile of those moving by sea, half originate from refugee-producing countries, including Eritrea (23%), Somalia (8%), Sudan (6%) and Syria (6%), while the other half come primarily from countries such as The Gambia (5%), Bangladesh (4%), Mali (4%), Senegal (4%) and Ghana (3%), and are therefore mainly migrants. Minors represent a significant share – some 10 per cent - of sea arrivals, including many Eritrean and Somali UASC.

In Libya, access to UNHCR by people in need of international protection is limited, owing to the deteriorating security situation, lack of access by UNHCR and implementing partners to the southern part of the country, and lack of in-country presence, with the Office currently operating through remote management arrangements. In Egypt, UNHCR has informal and irregular access to detention facilities where those intercepted on land or at sea when attempting to depart irregularly are detained. Based on the Office's assessment, access and security considerations and the profile of populations moving through North Africa, it is estimated that roughly a third of people who are travelling as part of mixed migratory movements can be assisted – directly and indirectly - by UNHCR.

For the purposes of this Appeal, the North Africa subregion has a planning figure of 27,000 people in 2015 and 55,000 people in 2016. This response complements UNHCR's efforts within the inter-agency strategic framework for the Syria crisis – the *Regional Refugee and Resilience Plan 2015-2016 in Response to the Syria Crisis (3RP)* for refugees and the *Syria Humanitarian Assistance Response Plan (SHARP)* for inside Syria - as well as other relevant inter-agency humanitarian appeals such as the Humanitarian Response Plan for Libya. The vast majority of Syrian refugees are transiting through Turkey, for which corresponding needs are presented in the Europe chapter of this Appeal.

## ALGERIA

### Existing response

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UNHCR's focus in Algeria has been to promote the establishment of a national asylum-system, and support 6,000 urban refugees and asylum-seekers in Algiers with registration, processing (RSD) and assistance. To date, UNHCR has recognized 144 refugees - mainly from Côte d'Ivoire, the Democratic Republic of the Congo and Iraq. An additional 272 registered individuals are pending RSD. There are also 315 Palestinians, registered as asylum-seekers with UNHCR in Algiers.

Estimates of Syrians present in Algeria range from 35,000 (recent media reports) to 43,000 (government sources). Most of the Syrians arrived before 2015, when the Government of Algeria introduced visa requirements for Syrian nationals and tightened border controls, especially at crossing-points with Tunisia and Libya. Over 5,400 Syrians are presently registered as asylum-seekers with UNHCR in Algiers, though the number of Syrians in Algeria is estimated to be much higher. While the influx of Syrians into Algeria has significantly slowed down since the beginning of the year, UNHCR is likely to keep receiving applications for registration from Syrian nationals approaching the Office to obtain a refugee certificate when their residence permit with the local authorities has expired.

There have been very few reported boat arrivals to Italy from Algeria. Most refugees and migrants attempt to move by land from Algeria to Libya, Morocco or Tunisia and onwards. UNHCR's work in Algeria focuses on information sharing and awareness-raising to empower people to make informed decisions about their future. Individual RSD is conducted under UNHCR's mandate, pending the adoption of the draft asylum law under consideration since 2012. UNHCR continues to advocate with the Government of Algeria to promote the establishment of a national asylum system through capacity building. UNHCR also advocates with national authorities to address trafficking, and to support monitoring activities at land border areas. To date, a land border monitoring mission has been jointly conducted with the Government.

The Ministry of Foreign Affairs is UNHCR's key ministerial interlocutor in Algeria. Ministries working on interception and rescue at sea include the Ministry of Defence (the *Gendarmerie Nationale* in particular, as well as the Algerian Army ) and the Ministry of the Interior (*Direction Générale de la Protection Civile* and *Direction Générale de la Sûreté Nationale*). Interventions under this appeal form part of UNHCR's regular programme.

### Strategy and coordination

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UNHCR will continue to advocate with the Government of Algeria for the adoption of the asylum law, and endeavours to strengthen its engagement with the Ministry of Foreign Affairs, with a view to obtaining access to land and sea borders and to detention centres. The Office will continue its efforts to raise awareness and furnish information by developing new materials to reach a greater number of asylum-seekers and refugees.

UNHCR will strengthen its partnership with the Algerian Red Crescent (ARC) through capacity building in the ARC-run accommodation facility in Algiers, which receives vulnerable refugees, including Syrians. As part of a comprehensive solutions strategy, UNHCR will continue to coordinate with local Embassies and NGOs strengthen access to family reunification and to explore legal avenues to labour mobility for refugees without identified durable solutions in Algeria. As IOM is not present in Algeria, UNHCR will also coordinate with UN agencies, local embassies and NGOs in

identifying solutions and outcomes for vulnerable people without international protection needs, such as unaccompanied and separated children (UASC) and victims of trafficking.

## Planned activities

Unless otherwise specified, the projected activities are the same for 2015 and 2016.

### Fair protection processes and documentation

Refugee status determination (RSD)	<ul style="list-style-type: none"> <li>Process RSD cases in a 6 to 8 week timeframe and seek to identify solutions for refugees without delay.</li> </ul>
Registration and profiling	<ul style="list-style-type: none"> <li>Continue to prioritize specific RSD caseloads and ensure expeditious processing to improve access to asylum procedures, and enable persons of concern to make informed decisions about their lives.</li> </ul>
Family reunification	<ul style="list-style-type: none"> <li>Continue to register asylum-seekers within shortened timeframes (1-4 weeks) in order to rapidly issue UNHCR certificates, ensure access to asylum procedures and reduce the risk of <i>refoulement</i>.</li> <li>Continue to work with persons of concern and relevant counterparts to promote family reunification with family members in countries of origin and third countries. Based on current requests, the expected number of cases in 2015 and 2016 may remain below 10.</li> </ul>

### Favourable protection environment

Administrative institutions and practice	<ul style="list-style-type: none"> <li>Continue to monitor the protection situation by seeking information from the Ministry of Foreign Affairs and other relevant government entities on the situation at land and sea borders, and on incidents of rescue and interception at sea.</li> </ul>
Law and policy	<ul style="list-style-type: none"> <li>Continue its dialogue with the government to promote the establishment of a national asylum system, including the adoption of domestic legislation on asylum. One workshop with the government entities in 2015 and up to three in 2016 are planned, alongside advocacy and awareness-raising activities with other stakeholders (government, embassies and civil society).</li> </ul>

### Security from violence and exploitation

Freedom of movement & reduction of detention risk	<ul style="list-style-type: none"> <li>Continue engagement with the Ministry of Foreign Affairs and other relevant government entities to advocate for access to detention centres and to intervene on a case-by-case basis.</li> </ul>
Protection of children	<ul style="list-style-type: none"> <li>Work with relevant partners including UNICEF in order to advocate with the government for national support mechanisms and services for UASC, and ensure appropriate alternative care, case management including family reunification, and durable solutions.</li> </ul>
Prevention of and response to SGBV	<ul style="list-style-type: none"> <li>Advocate with the government and other relevant partners for the establishment of referral mechanisms to national support mechanisms and services for survivors and people at risk of SGBV.</li> </ul>

## Basic needs and essential services

Health	<ul style="list-style-type: none"><li>Continue to refer all persons of concern with medical needs to public health centres, which are accessible to all people on Algerian territory irrespective of legal status.</li></ul>
Reproductive health and HIV services	<ul style="list-style-type: none"><li>Continue to refer all persons of concern to the public health centres that provide reproductive health and HIV services.</li></ul>
Food security	<ul style="list-style-type: none"><li>Continue to provide food baskets to all refugees registered with UNHCR Algiers and to vulnerable UASC registered with the Office irrespective of their status.</li></ul>
Shelter and infrastructure	<ul style="list-style-type: none"><li>Continue to provide shelter or shelter assistance to all refugees registered with UNHCR Algiers and to vulnerable UASC registered with the Office irrespective of their status.</li></ul>
Education	<ul style="list-style-type: none"><li>Continue to work with local NGOs to promote access to public schools for approximately 20 UASC registered with UNHCR.</li></ul>

## Durable solutions

Comprehensive solutions strategy	<ul style="list-style-type: none"><li>Cooperate with local embassies, NGOs and IOM (which is expected to establish an office in Algiers) to explore legal avenues to protection (voluntary repatriation, family reunification, study visas or other consular solutions) for refugees without identified durable solutions in Algeria.</li></ul>
Voluntary return	<ul style="list-style-type: none"><li>Continue to assist refugees who opt for voluntary repatriation and to refer persons who are not in need of international protection to relevant stakeholders for their assistance and potential return.</li></ul>
Resettlement	<ul style="list-style-type: none"><li>Continue to use resettlement as a protection tool for refugees and submit 20 cases for resettlement in 2015 and 2016.</li></ul>

## Community empowerment and self-reliance

Community mobilization	<ul style="list-style-type: none"><li>Continue to provide information to approximately 500 newly registered persons of concern in 2015, 1,000 newly registered persons of concern during 2016 and any other persons of concern approaching the Office for other reasons requiring protection.</li></ul>
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## Financial requirements (USD)

STRATEGIC OBJECTIVES	ALGERIA					
	2015			2016		
	2015 ExCom revised budget for the SMI	Supplementary requirements	Total SMI requirements	Proposed 2016 ExCom budget for the SMI	Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	-	-	-	<b>16,000</b>	-	<b>16,000</b>
Quality of registration and profiling improved	-	-	-	16,000	-	16,000
<b>Basic needs and essential services</b>	-	-	-	<b>23,000</b>	-	<b>23,000</b>
Health status of the population improved	-	-	-	10,000	-	10,000
Population lives in satisfactory conditions of sanitation and hygiene conditions	-	-	-	13,000	-	13,000
<b>Security from violence and exploitation</b>	-	-	-	<b>15,000</b>	-	<b>15,000</b>
Protection of children strengthened	-	-	-	15,000	-	15,000
<b>Community empowerment and self-reliance</b>	-	-	-	<b>20,000</b>	-	<b>20,000</b>
Community mobilisation strengthened and expanded	-	-	-	20,000	-	20,000
<b>Leadership, coordination and partnership</b>	-	-	-	<b>6,000</b>	-	<b>6,000</b>
Coordination and partnership strengthened	-	-	-	6,000	-	6,000
<b>Durable solutions</b>	<b>50,000</b>	-	<b>50,000</b>	<b>40,000</b>	-	<b>40,000</b>
Potential for resettlement realized	50,000	-	50,000	40,000	-	40,000
<b>TOTAL</b>	<b>50,000</b>	-	<b>50,000</b>	<b>120,000</b>	-	<b>120,000</b>

## EGYPT

### Existing response

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UNHCR's strategy in Egypt prioritizes advocacy for access to the territory and asylum, the prevention of *refoulement* and deportation of people in need of international protection.

The total number of people of concern to UNHCR registered in Egypt stands at over 193,800 asylum-seekers and refugees: the largest in the subregion. The Office is responsible for all aspects of registration, documentation and refugee status determination (RSD) under a 1954 memorandum of understanding with the Government of Egypt. It conducts advocacy for the release of vulnerable asylum-seekers from detention, the use of alternatives to detention, and for measures to address the humanitarian needs of those detained for attempted irregular departure or arrival by sea. UNHCR also works to build capacity with the authorities and to raise awareness among refugees about the availability of protection services and programmes, as well as the risks of irregular migration.

UNHCR engages regularly with the authorities at both central and local levels with a focus on the issuance of visas for family unity purposes; the extension of residency permits; and the regularization of the legal status of asylum-seekers and refugees who enter irregularly. A number of assistance programmes are in place through UNHCR or implementing partners to strengthen self-reliance and access to education and livelihood opportunities.

Between January and August 2015, 4.7 per cent of all arrivals in Italy (around 2,800 people) originated from Egypt. In parallel, a total of 2,320 individuals involved in 72 incidents were arrested for attempting to depart from Egypt by sea in an irregular manner. Sudanese (935) and Syrians (507) constitute the top nationalities attempting to reach Europe by sea, followed by Somalis (475) and Eritreans (178).

UNHCR participates in the Inter-Ministerial Committee on Refugees, where discussions on these issues take place. As part of UNHCR's *Strategy and Regional Plan of Action on Smuggling and Trafficking from the East and Horn of Africa*, UNHCR and IOM cooperate to implement joint standard operating procedures to facilitate the protection of trafficked persons. These cover detention and border monitoring, targeted support services for trafficked asylum-seekers and refugees, the provision of tailored case management, and the identification of durable solutions. As part of a UNHCR regional child protection project, *Live, Learn & Play Safe - 2014-2016*, UNHCR and partners are addressing the protection needs of UASC and other children at risk, including children victims of trafficking, as part of a comprehensive regional approach .

### Strategy and coordination

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Activities in Egypt form part of UNHCR's *Regional Approach to Refugee Protection in Mixed Migration Situations in North Africa*. UNHCR Egypt is also part of the *Regional Refugee and Resilience Plan 2015-2016 for the Syria Crisis (3RP)*, a framework for UNHCR and partners to assist the Egyptian Government in ensuring access to asylum, addressing mixed migratory flows and the needs of those in detention, enhancing government capacity, and providing livelihood and self-reliance opportunities.



UNHCR will continue to advocate for access to the territory, asylum and the prevention of *refoulement*. The Office will work towards a shortened timeframe for registration, documentation and refugee status determination and undertake measures to enhance the identification of cases with special needs for targeted assistance and resettlement. It will undertake case-by-case interventions for the release of vulnerable asylum-seekers held in detention and the use of alternatives to detention. Measures will be taken to address the humanitarian needs of those detained for attempted irregular departure or arrival by sea.

Capacity-building with the authorities will continue as well as activities to raise awareness among refugees about available protection services and programmes, as well as the risks of irregular migration. UNHCR will engage regularly with the authorities at both central and local levels to facilitate family reunification, the regularization of status or the extension of residency permits. Assistance will be provided through UNHCR or implementing partners to strengthen self-reliance and access to education and livelihood opportunities.

UNHCR collaborates (within inter-agency and sectoral working groups, as well as in other fora such as the Development Partners Group on Migration and Protection), with its partners in Cairo and Alexandria to ensure efficient information management, a coordinated response and provision of humanitarian assistance to detainees, and advocacy response mechanisms with regard to detention and irregular movements. UNHCR, together with IOM, also monitors institutional developments related to migration, smuggling and trafficking, and the work of the relevant National Committees as well as strengthening livelihood strategies.

## Planned activities

### Fair protection processes and documentation

Refugee status determination (RSD)

Registration and profiling

Civil registration and civil status documentation

- Enhance UNHCR RSD processing capacity through additional staffing with the aim to process up to 200 additional cases, thus reducing the waiting period for first instance RSD.
- Maintain the quality of profiling information captured at the registration level, and decrease the waiting period for registration interviews.
- Ensure a sufficient number of caseworkers dedicated to new registrations, streamline the internal/external referral process, and provide regular training to enhance the protection knowledge of the registration team.
- Reinforce the inter-agency working group on detention for early identification and referral of vulnerable persons of concern (victims of trafficking, SGBV survivors, UASCs etc.). In this regard, monthly meetings of the working group on detention, and the inter-agency working group in Alexandria, will continue taking place for the purpose of sharing information among partners about detention cases.
- Ensure early identification and strengthen monitoring of complex cases, such as those requiring legal assistance for birth registration and other civil status registration procedures, through counselling activities and protection interviews. Projected figures are 120 cases in 2015 and 2016 respectively.

- Enhance processing capacity of the relevant authorities to issue residency permits and civil documentation for persons of concern, strengthening access for vulnerable categories.
- Ongoing advocacy with authorities for simplifying procedures for processing vulnerable individuals, including the decentralization of the process and the extension of the residency validity to one year.
- Maintain specific follow-up on cases with direct intervention of UNHCR vis-à-vis administrative authorities as per identified needs.
- Explore other humanitarian admission programmes and legal avenues for family reunification cases through advocacy on compelling cases for family reunification. Some 100 compelling family reunification cases are expected in 2015 and the same in 2016.

## Favourable protection environment

### Administrative institutions and practice

- Enhance participation in key national committees (including on smuggling and trafficking) to ensure inclusion of refugee protection in national legislation and policies. UNHCR is already engaged in providing comments on draft laws (Children Rights Law) and it participates in the Inter-Ministerial Committee on Refugees.
- Monitor the work of the Committee on Anti-Trafficking and liaise/support the League of Arab States (LAS).
- Participation and advocacy through the National Council for Childhood and Motherhood and Child Protection Committees to address the needs of children and women in detention, their prompt release and access to alternatives to detention.

### Public attitude towards people of concern

- Coordinate advocacy and training on Child Protection to central and local institutions for alternatives to detention for children with provision of material support for the implementation of sustainable and practical alternatives.
- Strengthen advocacy with the MFA and immigration and local authorities on prevention of *refoulement*, and improvement of reception conditions.

### Access to legal assistance and remedies

- Provide training on Refugee Law and international protection for 100 officers from the police/military/immigration and coast guards to the end of 2015, and for 200 officers in 2016.
- Provide training on Refugee Law and international protection for 50 representatives of the judiciary, immigration and police to the end of 2015, and 100 representatives during 2016.
- Enhance capacity of legal partners to respond to mixed migration incidents involving asylum-seekers and refugees, and provide ad hoc services to around 250 individuals arrested to irregular movement, with specific focus on access to detention.
- Participate in the Inter-Ministerial Committee on

Refugees' monthly meetings and advocate for a flexible entry visa regime, access to longer residency permits and family unity for refugees in Egypt.

- Reinforce the Inter-agency Protection Working Group to provide a coordinated humanitarian response, advocacy (access to detention, border monitoring) addressing the needs of detainees, reporting, data collection, trend analysis and sharing of information and good practices.
- Continue engagement on regional process (EU and AU-led processes).
- Use community protection mechanisms to strengthen the protection capability of communities and ensure refugee access to partners for follow up.

### Security from violence and exploitation

Freedom of movement & reduction of detention risk

- Prioritize and enhance the quality of legal assistance for some 2,000 individuals at heightened risk who are detained in 2015.
- Strengthen monitoring at airports and land entry points, in coordination with partners, through regular visits to airports by dedicated senior staff and in coordination with IOM.

Protection of children

- Continue implementation of the UNHCR Regional Child Protection Initiative for Yemen, Egypt, Sudan and Ethiopia through:
  - Conducting early identification of children and women at risk of onward movement through an analysis and use of individual risk identification mechanisms in cooperation with partners.
  - Conducting individual counselling and 20-30 awareness-raising sessions for some 800 UASC and caregivers on child protection and risks associated with irregular migration during 2015. Partners will also be engaged in the awareness sessions. In 2016, conduct individual counselling and 25-30 awareness raising sessions for some 900 children and caregivers.
  - Providing multi-sectoral services to UASC, including psychosocial support, educational and vocational opportunities, family tracing and alternative care, cash assistance and durable solutions. Projected target population is around 900 children for 2015 and 2016 respectively.

Prevention of and response to SGBV

- Conduct 5 awareness-raising sessions on SGBV prevention and response delivered to community-based organization staff, volunteers or active community members. Some activities will be on prevention and response of SGBV, trafficking and other forms of exploitation and protection risks associated with irregular onward movement, involving women, men, girls and boys through a combination of rights-based, multi-sectorial, survivor-centred, and community development approaches. In 2015, some 200 people are

expected to participate in women empowerment activities; health sessions to promote the dialogue among them on sexual and reproductive health will be implemented targeting 1,000 women and youth girls; 25 youth will be trained on psycho-drama, awareness messages on SGBV will be sent to around 775 people of concern in the form of a drama).

- Provide SGBV survivors and persons at risk with temporary shelter/safe housing as an essential protection mechanism, in order to prevent further abuse and provide an opportunity for survivors to recover. In 2016, the activities will be maintained and amended in line with achievements of 2015
- Ensure early identification of SGBV cases during the implementation of our partners' activities and provision to multi-sectoral response.
- Implement the UNHCR-IOM SOPs on identification and referrals of victims of trafficking in partnership with key stakeholders.

### Basic needs and essential services

Health

- Provide health assistance for some 4,000 detainees in need of health care in 2015 and 5,000 in 2016.

Basic and domestic items

- Provide food meals for detention cases on a daily basis.
- Provide core relief items for detention cases in coordination with IOM.
- Strategic and targeted use of current humanitarian assistance programmes to provide cash assistance for 50 heightened risk profiles in detention in 2015 and 90 cases in 2016.

Education

- Provide education grants for students enrolled in schools, with particular attention to refugee children who cannot have access to public schools (approximately 17,000 African and Iraqi children are affected).
- Increased education grants for African refugees and improved quality education for Syrian refugees. In order to provide meaningful education that is safe and certified, UNHCR will support community schools and provide financial assistance to the families with school-age children enrolled in different type of schools.
- Work in partnership with the Ministry of Education (MoE) to enhance a quality of education provided in public schools. The MoE currently hosts approximately 41,000 Syrian refugee children in more than 1,400 public schools. UNHCR supports these schools through teachers' training, construction and refurbishments of classrooms, as well as provision of after-school classes for students.

### Durable solutions

Resettlement

- Increase the number of refugee cases in Egypt submitted for resettlement. Cases with heightened protection needs and in need of resettlement will

be identified through ongoing profiling, the referral of vulnerable cases, and provision of information and training.

- Advocate for the extension of the Humanitarian Admission Programme for refugees in Egypt.

## Community empowerment and self-reliance

### Community mobilization

- Expand community-based protection activities through community meetings, individual counselling, focus group discussions and peer support groups, on the risks associated to irregular onward movement and legal alternatives.

### Self-reliance and livelihoods

- Strengthen the self-reliance of refugees and asylum-seekers in Egypt, especially women and youth, through the provision of micro-grants to establish small businesses. This micro-grant is preceded by business and life skills trainings and followed by regular as part of the Graduation Approach to Livelihoods implemented in Egypt. A total of 150 micro-grants can be issued under this stream for 2015. An additional 150 micro-grants can be issued under this stream for 2016.

## Financial requirements (USD)

STRATEGIC OBJECTIVES	EGYPT					
	2015			2016		
	2015 ExCom revised budget for the SMI	Supplementary requirements	Total SMI requirements	Proposed 2016 ExCom budget for the SMI	Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	<b>80,240</b>	-	<b>80,240</b>	<b>160,480</b>	-	<b>160,480</b>
Access to quality and status determination procedures improved	80,240	-	80,240	160,480	-	160,480
<b>Favourable protection environment</b>	<b>43,394</b>	-	<b>43,394</b>	<b>86,788</b>	-	<b>86,788</b>
Access to legal assistance and legal remedies improved	19,494	-	19,494	38,988	-	38,988
Public attitude towards persons of concerns improved	23,900	-	23,900	47,800	-	47,800
<b>Basic needs and essential services</b>	<b>418,837</b>	-	<b>418,837</b>	<b>837,674</b>	-	<b>837,674</b>
Population has optimal access to education	100,000	-	100,000	200,000	-	200,000
Health status of the population improved	5,594	-	5,594	11,188	-	11,188
Population has sufficient basic and domestic items	313,243	-	313,243	626,486	-	626,486
<b>Security from violence and exploitation</b>	<b>220,507</b>	-	<b>220,507</b>	<b>441,014</b>	-	<b>441,104</b>
Protection of children strengthened	33,562	-	33,562	67,124	-	67,124
Risk related to detention reduced and freedom of movement increased	186,945	-	186,945	373,890	-	373,890
<b>Community empowerment and self-reliance</b>	<b>69,920</b>	-	<b>69,920</b>	<b>139,840</b>	-	<b>139,840</b>
Self-reliance and livelihoods improved	69,920	-	69,920	139,840	-	139,840
<b>Logistics and operations support</b>	<b>104,000</b>	-	<b>104,000</b>	<b>208,000</b>	-	<b>208,000</b>
Operations management cooperation and support strengthened and optimized	104,000	-	104,000	208,000	-	208,000
<b>Durable solutions</b>	<b>40,120</b>	-	<b>40,120</b>	<b>80,240</b>	-	<b>80,240</b>
Potential for resettlement realized	40,120	-	40,120	80,240	-	80,240
<b>TOTAL</b>	<b>977,018</b>	-	<b>977,018</b>	<b>1,954,036</b>	-	<b>1,954,036</b>

## LIBYA

### Existing response

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Armed conflict in the various regions of the country continues to affect refugees, asylum-seekers and vulnerable migrants. Refugees and asylum-seekers are particularly vulnerable to human rights violations, including arbitrary arrest, indefinite detention and trafficking.

There are currently 455,000 persons of concern to UNHCR in Libya, including approximately 419,000 internally displaced people (IDPs) and 36,000 refugees/asylum-seekers. Refugees originate from Syria, Iraq, Sudan, Palestine, Somalia, Ethiopia and Eritrea. IOM estimates that there are 1.5 million migrant workers in Libya, of whom some 4,000 are considered vulnerable.

A recent inter-agency assessment found that refugees are the most vulnerable of all affected population groups, as they are more likely to have been displaced several times, to live in more vulnerable shelter types and to have been exposed to threats, intimidation, harassment, physical assault or violence. In reported cases of violence, a third of victims have been women (compared to 20% for IDPs and migrants), and a quarter, children, indicating further protection concerns for these groups. One in six refugees reported having been exposed to physical assault, and other common forms of violence against refugees include threats, intimidation and harassment, sexual harassment or abuse and theft or destruction of property. Refugees from sub-Saharan Africa face additional difficulties related to widespread xenophobia and discrimination.

The scale of population movements by sea from Libya grew exponentially in 2014 and 2015, as unprecedented numbers of individuals, including many who had lived in Libya for many years, took to the seas. Thus far in 2015, there have been an estimated 115,500 arrivals in Italy, 92 per cent of whom departed from Libya. Furthermore, since mid-April 2015, more than 3,000 persons have been rescued or intercepted off the coast of Libya, the majority from sub-Saharan Africa.

Libya has ratified the 1969 Organization of African Union Convention. However, the country has yet to enact national legislation to provide the basis for a functioning asylum system. As a result, refugees, asylum-seekers and migrants entering Libyan territory without appropriate documentation, including those disembarked following rescue or interception at sea, are penalized for illegal entry and placed in detention centres/holding facilities run by the Department for Combatting Illegal Migration (DCIM). These centres have generally not met minimum standards of detention, and conditions have deteriorated further due to the conflict and economic crisis in the country. In 2015, UNHCR has observed considerable fluctuations in the population of the seven centres where the Office currently has access through its partner, International Medical Corps. A total of 17 centres are currently operational in Libya.

Since the evacuation of its international staff in mid-2014, UNHCR has moved to emergency remote management of its operations in Libya and continues its engagement in mixed migration issues. The aim of the response has centred on preventing detention, seeking alternatives to detention for refugees and asylum-seekers intercepted or rescued by the authorities; and informing individuals of the risks of sea travel.

Specific activities include:

- Advocacy for the release of detained refugees and asylum-seekers and other persons of concern and for the development and use of alternatives to detention;
- Emergency health response at points of disembarkation, through implementing partner IMC;

- Humanitarian assistance such as the provision of life-sustaining relief items and primary health care to people in detention facilities, with a particular focus on the extremely vulnerable and improving conditions in detention;
- Outreach to communities of refugees, asylum-seekers as well as migrants, including informing about available community-based protection mechanisms on the dangers of sea travel through targeted mass information campaigns;
- Ongoing communication and information sharing through the 'Contact Group' to ensure coordinated action with a variety of governmental and non-governmental actors; and,
- Remote border monitoring to determine the status of border crossing points, the profiles of those crossing, and the documentation requirements. The borders in question include Algeria, Egypt, Niger, Tunisia, and Sudan.

## Strategy and coordination

UNHCR in Libya works in close cooperation with IOM and civil society actors to:

- 1) Provide support to Libyan authorities and civil society organizations in responding to the immediate humanitarian needs of rescued or intercepted refugees and migrants upon disembarkation, through targeted interventions. Some 5,000 individuals will be supported with humanitarian assistance response, including emergency health care and protection interventions, such as support for family reunification and referrals to IOM for migrants expressing a desire to return to their home country following rescue or interception. UNHCR will also work to improve inter-agency and intra-service cooperation and dialogue among all stakeholders involved in rescue operations through the establishment of a 'Contact Group'.
- 2) Strengthen mechanisms to provide comprehensive and reliable information, as well as raise awareness among migrants, refugees and asylum-seekers, on the availability of community-based protection mechanisms in Libya and the dangers of voyaging on unseaworthy vessels across the Mediterranean Sea (target of 40,000 individuals).
- 3) Strengthen activities to promote alternatives to detention with a primary focus on women and children, including the development of community-based support mechanisms for unaccompanied and separated children.
- 4) Intervene on a case-by-case basis to facilitate access to family reunification and resettlement of highly vulnerable refugees.
- 5) Strengthen analysis for identifying trends and promoting evidence-based policy outcomes relating to responses to mixed migration flows, through enhanced information collection and analysis on migration patterns, trends and developments.

UNHCR has a number of NGO partners, including IMC, CESVI and ACTED, and works in close cooperation with various national authorities, most notably the coastguards and the DCIM, as well as local crisis committees. Partnerships are also in place with other organizations currently operational in Libya, including DRC, ICRC, IOM, UNESCO, UNICEF, UNFPA, and WHO.

## Planned activities

### Fair protection processes and documentation

#### Individual documentation

- Provide counselling to 50 individuals released from detention centres following interception or rescue



<p>Registration and profiling</p> <p>Family reunification</p>	<p>on land or at sea on their options for individual documentation under UNHCR Libya's urban programme.</p> <ul style="list-style-type: none"> <li>▪ Facilitate the renewal of registration attestations for refugees and asylum-seekers who are already registered with UNHCR (resumed mid-2015).</li> <li>▪ Security permitting, explore possibility of starting new registrations. Based on an inter-agency assessment, an estimate of 64,000 people in need of international protection might be present in Libya.</li> <li>▪ Assist 100 individuals with family reunification during 2016.</li> </ul>
<p><b>Favourable protection environment</b></p>	
<p>Administrative institutions and practice</p>	<ul style="list-style-type: none"> <li>▪ Establish and support the 'Contact Group' to ensure information sharing and a coordinated response to refugees, asylum-seekers and migrants rescued at sea and brought on Libyan territory. The Contact Group will consist of interlocutors at the working level from the Libyan Coast Guard, affected municipalities, the Libyan Red Crescent, the DCIM and various international and national actors.</li> <li>▪ Convene 3 meetings of the Contact Group to establish information sharing, coordination and response approaches (1 meeting in 2015 and 2 meetings in 2016).</li> </ul>
<p><b>Security from violence and exploitation</b></p>	
<p>Freedom of movement and reduction of detention risk</p>	<ul style="list-style-type: none"> <li>▪ Continue to remotely monitor border points for purposes of gathering information on trends and developments.</li> <li>▪ Initiate opportunities for dialogue with Libyan border officials to strengthen information sharing.</li> <li>▪ Conduct weekly border monitoring follow up through remote contact with border authorities for information gathering.</li> <li>▪ Convene 1 meeting with 20 border officials to enable strengthened information sharing in 2016.</li> <li>▪ Continue to expand access and undertake detention monitoring in all DCIM centres across the country, in close coordination with the inter-agency Detention Working Group.</li> <li>▪ Advocacy for alternatives to detention for women and children including for the development of community based child protection mechanisms for unaccompanied and separated children.</li> <li>▪ Make case-by-case interventions for release from detention and alternatives to detention.</li> <li>▪ Continue to provide direct health support and core relief items in DCIM centres, including protection monitoring to identify the most vulnerable cases for protection and assistance interventions.</li> <li>▪ In order to understand the protection situation in detention and to inform future interventions, produce 30 detention monitoring reports with partner IMC on the conditions in detention, the profile of individuals and follow up actions initiated</li> </ul>

(10 detention monitoring reports in 2015 and 20 detention monitoring reports in 2016).

- Explore alternatives for detention through outreach into the urban refugee community in Tripoli and Benghazi through provision of medical care for discussion with authorities. 10 infrastructure/financial assistance interventions will consequently be explored (5 interventions in 2015 and 5 interventions in 2016).
- Dispatch 1 mobile medical team at disembarkation points to support 5000 individuals rescued or intercepted at sea with necessary immediate medical assistance and provision of hygiene kits (2,000 individuals will be assisted in 2015 and 3,000 individuals will be assisted in 2016).
- Facilitate 120 visits to detention centres by partner IMC's medical team to address health needs (30 detention visits in 2015 and 90 detention visits in 2016).
- Advocate for 50 cases for release from detention into refugee/migrant/host communities (10 cases in 2015; 40 cases in 2016).

#### Durable solutions

##### Voluntary return

- Initiate 50 cases of voluntary repatriation in 2016.

#### Community empowerment and self-reliance

##### Community mobilization

- Map community-based support mechanisms.

#### Leadership, coordination and partnership

##### Coordination and partnerships

- Develop UNHCR's response strategy on mixed migration by establishing a mechanism to enhance information sharing and targeted advocacy. Regular data collection and analysis of the movement of refugees/asylum-seekers and migrants across Libya will contribute to better understanding of the situation in Libya and facilitate the development of local and regional response.
- Produce six-monthly reports with analysis on mixed migration trends in 2016 for advocacy on policy/practice change.
- Conduct 30 alerts for Coastguards on movements in the Mediterranean in 2015 and 2016.
- Launch an information campaign aimed at migrants, refugees and local internally displaced communities to raise awareness about available protection services and the dangers related to movements on unseaworthy vessels across the Mediterranean Sea. This information campaign will also contain anti-fraud messaging to combat misinformation by traffickers that UNHCR and IOM endorse such hazardous travel.
- 40,000 individuals targeted through website for information sharing between 2015 and 2016.

## Financial requirements (USD)

STRATEGIC OBJECTIVES	LIBYA					
	2015			2016		
	2015 ExCom revised budget for the SMI	Supplementary requirements	Total SMI requirements	Proposed 2016 ExCom budget for the SMI	Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	<b>320,355</b>	-	<b>320,355</b>	<b>203,000</b>	-	<b>203,000</b>
Reception condition improved	145,000	-	145,000	93,000	-	93,000
Quality of registration and profiling improved	175,355	-	175,355	110,000	-	110,000
<b>Favourable protection environment</b>	<b>670,953</b>	-	<b>670,953</b>	<b>610,000</b>	-	<b>610,000</b>
Administrative institutions and practice developed or strengthened	150,000	-	150,000	110,000	-	110,000
Law and policy developed and strengthened	500,000	-	500,000	500,000	-	500,000
Public attitude towards persons of concern improved	20,953	-	20,953	-	-	-
<b>Basic needs and essential services</b>	<b>1,551,093</b>	-	<b>1,551,093</b>	<b>410,000</b>	-	<b>410,000</b>
Population has optimal access to education	-	-	-	-	-	-
Population has sufficient basic and domestic items	1,252,095	-	1,252,095	200,000	-	200,000
Health status of the population improved	298,998	-	298,998	210,000	-	210,000
<b>Security from violence and exploitation</b>	<b>132,960</b>	-	<b>132,960</b>	<b>105,000</b>	-	<b>105,000</b>
Protection of children strengthened	12,960	-	12,960	-	-	-
Capacity development supported	50,000	-	50,000	-	-	-
Protection from crime strengthened	70,000	-	70,000	105,000	-	105,000
<b>Leadership, coordination and partnership</b>	<b>115,010</b>	-	<b>115,010</b>	<b>50,000</b>	-	<b>50,000</b>
Coordination and partnerships strengthened	115,010	-	115,010	50,000	-	50,000
<b>Logistics and operations support</b>	<b>100,000</b>	-	<b>100,000</b>	<b>100,000</b>	-	<b>100,000</b>
Management and coordination support	100,000	-	100,000	100,000	-	100,000
<b>TOTAL</b>	<b>2,890,371</b>	-	<b>2,890,371</b>	<b>1,478,000</b>	-	<b>1,478,000</b>

## MOROCCO

### Existing response

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Morocco does not yet have national asylum legislation, and refugee status determination (RSD) is undertaken by UNHCR under its mandate. Pending the submission to Parliament of a new migration and asylum policy, proposed in 2013, the Government has initiated a process of regularization for non-Syrian refugees, and more than 570 refugees have been regularized so far. Furthermore, a procedure for the exceptional regularization of irregular migrants in the country was implemented during 2014. Out of 27,643 applicants, 18,694 were regularized through this exceptional procedure, which was completed in early 2015.

Morocco is exercising border control at the two Spanish enclaves of Melilla and Ceuta, which are the only territorial borders the European Union has with the African continent. There is intense migratory pressure to enter the Spanish enclaves or to cross to Europe via the Mediterranean Sea from Morocco. The Moroccan authorities regularly dismantle the spontaneous migrant settlements in the hills and forests surrounding Melilla. The challenge is to ensure that people in need of international protection are aware of the asylum channels in Morocco as a safe alternative to dangerous onward movement.

UNHCR is presently working to strengthen institutional protection mechanisms in Morocco and implement capacity-building activities, with the following priorities:

- Improve access of people seeking international protection to asylum procedures through building the capacity of UNHCR partner, *Organisation Marocaine des Droits Humains* (OMDH) and civil society members of the Protection Working Group for the identification and referral of asylum-seekers to UNHCR. Expansion of activities is envisaged in Nador, Tangier and Tetouan;
- Collect and analyse information on the situation of people who are intercepted and/or rescued at sea through civil society organizations and other relevant partners;
- Provide training to national officials involved in/responsible for border management and control (such as the Royal Gendarmerie, border guards, migration officials, etc.) to raise/improve awareness on refugee protection issues;
- Continue to provide legal aid services to refugees and asylum-seekers, including counselling, legal assistance and representation in Moroccan courts;
- Intervene in cases of people of concern intercepted at sea and disembarked, or attempting to seek asylum at international airports, to advocate against *refoulement*;
- Assist refugees with acquisition of residence permits and support their local integration; and provide support to the Ministry of Migration Affairs in the implementation of the National Strategy for Immigration and Asylum;
- Continue to undertake activities to contribute to the integration of refugees into Moroccan society, such as self-reliance activities;
- Pursue and enhance the strategic use of resettlement, informing rejected asylum-seekers about IOM-assisted voluntary return and reintegration programmes (AVRR) and facilitating voluntary repatriation of refugees.

## Strategy and coordination

UNHCR will continue working to strengthen institutional protection mechanisms in Morocco and implement capacity-building activities. This will centre on:

- Improving access of people seeking international protection to asylum procedures;
- Enhancing the collection and analysis of information on the situation of people who are intercepted and/or rescued at sea;
- Undertaking capacity building with border (and other) authorities to raise/improve awareness on refugee protection issues;
- Making case-by-case interventions and advocacy against *refoulement*;
- Supporting refugees' local integration within the framework of the National Strategy for Immigration and Asylum, and contributing to refugee integration through self-reliance activities;
- Enhancing access to solutions and outcomes through the strategic use of resettlement, facilitation of voluntary repatriation and through informing rejected asylum-seekers about IOM-assisted voluntary return and reintegration programmes (AVRR).

In the framework of the recently launched National Strategy for Immigration and Asylum, the Ministry for Moroccans Residing Abroad and for Migration Affairs chairs a coordination platform. The Working Group on Migration, led by IOM, and including participation from civil society organizations, is another forum where information-sharing takes place on respective projects and initiatives.

IOM is a key operational partner in the country. It is a member of the Protection Working Group in Oujda (Oriental region) alongside human rights and migrant NGOs, whose aim is to identify people in need of international protection and referring them to UNHCR registration and RSD procedures in Rabat as a safe alternative to dangerous sea/border crossings. UNHCR also cooperates with IOM through the referral of rejected asylum-seekers to IOM's assisted voluntary returns programme, and the referrals of victims of trafficking to receive assistance for specific needs. In the second half of 2015 and in 2016, cooperation with IOM will be furthered to also include joint capacity-building initiatives (e.g. joint media training, training on trafficking).

## Planned activities

### Fair protection processes and documentation

Refugee status determination (RSD)

- Build the capacities of national authorities to facilitate handover of the RSD process to the Government with training, and sponsor the participation of Government officials to external trainings such as international refugee courses (two events in 2015 and two in 2016).

### Favourable protection environment

Access to territory and *refoulement* risk reduced

- Organize two training events in 2015 and another two in 2016 for civil society organizations, for the identification and referral of asylum-seekers to the asylum procedure in the Oriental province in the north (mainly in Oujda, Nador and Tangier).
- Continue to support, through implementing partner OMDH, the Protection Working Group in the Oriental region to collect and exchange information on mixed migration movements, analyse trends and

<p>Access to legal assistance and remedies</p> <p>Public attitude towards people of concern</p>	<p>establish adequate referral systems for asylum-seekers (600 referrals estimated for 2015 and same for 2016).</p> <ul style="list-style-type: none"> <li>▪ Organize four trainings (two in 2015 and two in 2016) for national authorities involved in/responsible for border management (Royal Gendarmerie, border guards, immigration officials, etc.) on International Refugee Law and how to respond to asylum applications (planned number of beneficiaries: 200).</li> <li>▪ Advocate against <i>refoulement</i> for individual cases in collaboration with relevant actors.</li> <li>▪ Intervene, through its contracted legal partner, on behalf of persons of concern in detention (estimated 20 interventions in 2015 and 20 in 2016) and provide them with legal assistance.</li> <li>▪ Set up a system to monitor and share information on social media to minimize misinformation.</li> <li>▪ Support two sensitization activities in 2015 and two in 2016 to promote intercultural exchanges between the refugees and the local population to change attitudes.</li> </ul>
<p>Durable solutions</p>	
<p>Voluntary return</p> <p>Integration</p> <p>Resettlement</p>	<ul style="list-style-type: none"> <li>▪ Systematically refer rejected asylum-seekers to IOM's assisted voluntary return and reintegration (AVRR) programme (approx. 600 persons in 2015 and the same in 2016).</li> <li>▪ Assist refugees with the acquisition of residence permits by paying the cost for these permits (1,000 refugee beneficiaries).</li> <li>▪ Provide expertise to the Ministry of Migration Affairs in the different areas of the process of refugee integration (legal, economic, social and cultural).</li> <li>▪ Organize in 2015 a workshop with civil society organizations implementing integration projects to build their capacities on refugee protection and integration.</li> <li>▪ Support socio-economic integration activities for recognized refugees regularized by the authorities through self-reliance (2015: 75 new projects, 40 existing projects re-enforced and 40 refugees benefiting from vocational training. Same target for 2016). Emphasis will be placed on family reunification in cases of concern, including families split between Spain/Europe and Morocco. Family unity is a major element in ensuring local integration.</li> <li>▪ Submit qualified cases for resettlement to third countries (2015 target: 112 refugees; 2016 target: 110).</li> </ul>
<p>Leadership, coordination and partnership</p>	
<p>Coordination and partnerships</p>	<ul style="list-style-type: none"> <li>▪ Participate in the Donors' Working Group on Migration and Asylum chaired by the Ministry of Migration Affairs, as well as in the Migration Working Group led by IOM.</li> </ul>

## Financial requirements (USD)

STRATEGIC OBJECTIVES	MOROCCO					
	2015			2016		
	2015 ExCom revised budget for the SMI	Supplementary requirements	Total SMI requirements	Proposed 2016 ExCom budget for the SMI	Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	<b>45,000</b>	-	<b>45,000</b>	<b>85,000</b>	-	<b>85,000</b>
Reception condition improved	45,000	-	45,000	-	-	-
Access to quality and status determination procedures improved	-	-	-	85,000	-	85,000
<b>Favourable protection environment</b>	<b>80,000</b>	-	<b>80,000</b>	<b>120,900</b>	-	<b>120,900</b>
Access to the territory improved and risk of <i>refoulement</i> reduced	-	-	-	40,900	-	40,900
Administrative institutions and practice developed or strengthened	80,000	-	80,000	80,000	-	80,000
<b>Security from violence and exploitation</b>	<b>66,000</b>	-	<b>66,000</b>	-	-	-
Protection of children strengthened	66,000	-	66,000	-	-	-
<b>Community empowerment and self-reliance</b>	<b>200,000</b>	-	<b>200,000</b>	<b>262,000</b>	-	<b>262,000</b>
Community mobilisation strengthened and expanded	50,000	-	50,000	70,000	-	70,000
Self-reliance and livelihoods improved	150,000	-	150,000	192,000	-	192,000
<b>Leadership, coordination and partnership</b>	<b>15,000</b>	-	<b>15,000</b>	<b>15,000</b>	-	<b>15,000</b>
Partnerships effectively established	15,000	-	15,000	15,000	-	15,000
<b>Durable solutions</b>	<b>60,000</b>	-	<b>60,000</b>	<b>63,077</b>	-	<b>63,077</b>
Potential for resettlement realized	-	-	-	3,077	-	3,077
Potential for integration realized	60,000	-	60,000	60,000	-	60,000
<b>TOTAL</b>	<b>466,000</b>	-	<b>466,000</b>	<b>545,977</b>	-	<b>545,977</b>

## TUNISIA

### Existing response

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Tunisia is affected by the movement of refugees and migrants, in particular people attempting to cross the Mediterranean Sea to Europe, who arrive in the country following rescue-at-sea operations involving vessels that departed from Libya but drifted into Tunisia's territorial waters.

To date in 2015, seven boats rescued off the Tunisian coast have disembarked in Zarzis (southern Tunisia), with around 1,000 survivors. Some 200 of those rescued have approached UNHCR to claim asylum in Tunisia. Boat arrivals mostly affect southern Tunisia, with disembarkation taking place mainly in Zarzis port and, in some cases, in Sfax. As Tunisia is not an intended country of destination, a high percentage of those rescued attempt to leave Tunisia, most likely to cross back into Libya and head towards Europe.

To boost national capacities and experience, and to prevent *refoulement*, UNHCR is supporting the authorities and the Tunisian Red Crescent (TRC) in assisting cases rescued at sea. With UNHCR's support, the TRC assures an immediate response at disembarkation points throughout Tunisia, providing first aid including water, core relief items and medicine. The TRC also conducts initial profiling of those rescued, and onward referral to either UNHCR or IOM.

UNHCR remains responsible for registration of arrivals and conducting refugee status determination (RSD) in Tunisia. The Office also provides temporary assistance to people rescued at sea who are claiming asylum in Tunisia through its field office in Zarzis, near the border with Libya, and its presence in Sfax, a city which is also hosting many Syrian refugees.

The lack of suitable accommodation, in particular for migrants, remains a challenge. While UNHCR is able to provide emergency shelter for refugees and asylum-seekers (UNHCR is presently renting two dormitories in Medenine to temporarily accommodate those rescued at sea), there is a lack of shelter for migrants, including those willing to repatriate with IOM's support. Access to solutions is also a crucial issue, particularly for those who are willing neither to claim asylum in Tunisia (falling under UNHCR's mandate) nor to repatriate (eligible for IOM assistance). To maintain the protection space established in Tunisia, UNHCR is therefore encouraging other actors, including IOM and States, to engage and support Tunisia in responding to rescue-at-sea incidents, complementing UNHCR's response and addressing gaps.

To streamline the response, in 2013, UNHCR and IOM drafted a set of standard operating procedures (SOPs) for post-disembarkation assistance and protection. These describe the role of key actors following disembarkation, in particular the leading responsibility of the Tunisian authorities and support provided by the TRC, UNHCR, and IOM. The draft SOPs have been shared with the authorities and, for the most part, are being followed by all involved in recent incidents. The Tunisian authorities have not yet formally endorsed these SOPs but have expressed their interest in a systematic response and commented on the draft.

In 2014, UNHCR received funding from the Swiss Cooperation Agency for a "rescue at sea" project. This foresees a number of activities to be undertaken, including the finalization of and endorsement by the authorities of the SOPs, capacity building, and provision of material assistance and support. The project also included a study visit by Tunisian Government officials to Italy - a country also affected by mixed migration flows, in July 2015. The project may also include the rehabilitation of a reception centre for foreigners in Tunis.



## Strategy and coordination

UNHCR will continue its efforts to reinforce national capacities in the rescue at sea response. This will build on the inter-agency contingency plan developed in 2014 that UNHCR, IOM, national authorities and NGOs have worked on putting in place with the support of the Swiss Cooperation Agency.

Maintaining sufficient capacities to profile, register arrivals, conduct refugee status determination and counsel refugees and asylum-seekers will be essential in order to manage new arrivals in addition to the current caseload. Strengthening capacities to assist those rescued in a timely manner may also help to limit onward movement back to Libya. Awareness-raising activities will also be undertaken to enable people to make informed decisions on the basis of information on available protection alternatives in Tunisia and the risks of moving irregularly by sea or land. Enhancing access to solutions through the strategic use of resettlement, family reunification, and facilitation of voluntary repatriation or labour mobility will be pursued on a case by case basis including through informing rejected asylum-seekers about IOM-assisted voluntary return and reintegration programmes (AVRR).

Another key area for UNHCR will be shelter (whether through rehabilitating existing capacities or renting emergency shelter), transportation to identified shelters and the provision of non-food items and food assistance to those rescued. Given the large number of stakeholders involved in addition to national authorities, UNHCR will take measures to effectively coordinate actions with all relevant actors and partners.

The Tunisian Red Crescent (TRC) will continue to be the key partner for UNHCR in the context of rescue at sea. TRC volunteers are present at disembarkation points to provide initial assistance and first aid. TRC staff are also involved in profiling and in providing medical assistance to those rescued.

Persons of concern to UNHCR are accommodated in the dormitories rented by UNHCR and managed by the TRC. UNHCR will reinforce partnership arrangements with and the capacity of the Tunisian Red Crescent. Taking into consideration the mixed character of migration flows to Tunisia, UNHCR will also reinforce its cooperation with IOM, but also with ICRC, IFRC and MSF, so as to ensure solutions for both refugees and migrants being disembarked in Tunisia following rescue at sea.

## Planned activities

### Fair protection processes and documentation

Refugee status determination (RSD)

- Maintain capacities to profile, register, conduct refugee status determination and counsel an estimated 250 people rescued at sea in 2016 who might be in need of international protection.

### Favourable protection environment

Access to territory and *refoulement* risk reduced

- Prevent *refoulement* by remaining in close and regular contact with local authorities, through UNHCR's presence in Zarzis and in Sfax, as well as with central authorities.

Law and policy

- Continue supporting the Tunisian authorities in the process of finalizing and adopting the SOPs on rescue at sea, through advocacy efforts and a targeted workshop for relevant Tunisian officials to be held in 2016. International events on mixed migration planned in Tunisia in the fall of 2015

(such as the Red Crescent and Red Cross movement Partnership meeting on Migration), will serve as important advocacy opportunities with the authorities and other partners.

#### Basic needs and essential services

Food security

- Provide an estimated 250 rescued at sea survivors with temporary food assistance for an initial period of 3 months in 2016.

Shelter and infrastructure

- Enhance reception capacities of Tunisian authorities by rehabilitating and equipping in 2015 one reception centre for foreigners, to host rescue at sea survivors, in particular vulnerable cases, upon disembarkation. The reception centre will be chosen upon Tunisian authorities' recommendation, so as to best fit their needs.
- Continue to rent two dormitories (capacities for around 250 people) in Southern Tunisia to temporarily host rescue at sea survivors upon disembarkation.

Basic and domestic items

- Provide an estimated 250 rescued at sea survivors with core relief items upon disembarkation in 2016.

Transportation

- Ensure transportation capacities from disembarkation point to the emergency shelter to an estimated 250 rescued at sea survivors in 2016.

#### Durable solutions

Voluntary return

- In coordination with IOM, pilot a project on assisted voluntary returns, involving referral of rejected asylum-seekers as part of global efforts to strengthen UNHCR-IOM partnership in this area. This could benefit dozen of rejected asylum-seekers willing to repatriate in 2016.

#### Community empowerment and self-reliance

Community mobilization

- Organize awareness-raising sessions with survivors of rescued at sea incidents to inform them of available protection alternatives and risks associated with attempting crossings by sea, including using recent documentaries on the issue. Five sessions could be organized in 2015 and in 2016, to reach an estimated total 500 rescue at sea survivors.
- Continue to provide information during counselling sessions to refugees and asylum-seekers, with an average of 250 people counselled in 2015 as well as in 2016.
- Design and distribute upon disembarkation 500 information leaflets in various languages to persons rescued at sea. In 2016, UNHCR will design a series of posters to be placed in shelters to raise awareness on the risks of irregular crossing. This aims at reaching a yearly average of 800 rescue-at-sea survivors in 2015 and 2016.

#### Leadership, coordination and partnership

Coordination and partnerships

- Continue to hold regular meetings with partners (every two months) and relevant actors to share information and coordinate actions, providing high-level coordination to all relevant stakeholders.



- Continue to reinforce the capacities of partner, the Tunisian Red Crescent, who is ensuring emergency assistance upon disembarkation and conducting profiling of rescued, through regular monitoring meetings. TRC staff will continue to be included in UNHCR training sessions on Protection and Programme in Tunisia and UNHCR training opportunities abroad in 2015 and in 2016.
- Continue to work closely with civil society organizations offering assistance, including legal assistance, to refugees and asylum-seekers.

## Financial requirements (USD)

STRATEGIC OBJECTIVES	TUNISIA					
	2015			2016		
	2015 ExCom revised budget for the SMI	Supplementary requirements	Total SMI requirements	Proposed 2016 ExCom budget for the SMI	Supplementary requirements	Total SMI requirements
<b>Fair protection processes and documentation</b>	<b>150,000</b>	-	<b>150,000</b>	<b>250,000</b>	-	<b>250,000</b>
Access to quality and status determination procedures improved	150,000	-	150,000	250,000	-	250,000
<b>Favourable protection environment</b>	<b>575,000</b>	-	<b>575,000</b>	<b>945,000</b>	-	<b>945,000</b>
Access to the territory improved and risk of <i>refoulement</i> reduced	400,000	-	400,000	800,000	-	800,000
Law and policy developed or strengthened	175,000	-	175,000	145,000	-	145,000
<b>Basic needs and essential services</b>	<b>220,500</b>	-	<b>220,500</b>	<b>453,000</b>	-	<b>453,000</b>
Health status of the population improved	100,000	-	100,000	100,000	-	100,000
Services for persons with specific needs strengthened	120,500	-	120,500	353,000	-	353,000
<b>Security from violence and exploitation</b>	<b>380,000</b>	-	<b>380,000</b>	<b>346,000</b>	-	<b>346,000</b>
Protection of children strengthened	380,000	-	380,000	346,000	-	346,000
<b>TOTAL</b>	<b>1,325,500</b>	-	<b>1,325,500</b>	<b>1,994,000</b>	-	<b>1,994,000</b>

# HEADQUARTERS AND REGIONAL SUPPORT ACTIVITIES

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## Existing structure and activities

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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 is having a significant impact on various European countries beyond Greece, Italy, the former Yugoslav Republic of Macedonia, Serbia and Croatia. In light of the constantly changing routes being taken by refugees and migrants, other European countries may also be affected by the crisis. The Europe Bureau is therefore maintaining a flexible structure in order to adapt to new needs as they emerge. UNHCR's engagement in Europe will continue to focus on providing emergency and life-saving assistance to alleviate suffering; strengthening coordination structures; protection monitoring; reporting on the evolving situations; providing strategic advocacy and appropriate advisory technical and functional support for emergency reception arrangements.

Following the designation of the Director of the Europe Bureau as the Regional Refugee Coordinator (RRC), a support structure is being set up at Headquarters to back up the RRC in ensuring an effective response to this emergency and a comprehensive approach that covers all affected countries and is closely coordinated with the European Union's response. The support structure is designed to ensure a coherent approach in terms of planning, procurement, human resource management, coordination with international partners and implementation of the overall protection strategy.

UNHCR is increasing its engagement and coordination with FRONTEX, EASO, EU Member States and other European 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 working to ensure that reception and other services are adequate, delivered in a humane manner and meet international humanitarian standards.

UNHCR's activities related to the Special Mediterranean Initiative in the **Africa** region are being carried out primarily within three country operations: in Ethiopia, Niger and Sudan, as outlined in this appeal. All of these activities have been included in UNHCR's regular programmes and are implemented in close coordination with the respective Governments as well as with humanitarian and development partners. Alongside working to ensure protection and provide basic assistance for refugees and asylum-seekers who are already on the move, UNHCR's efforts in the region are geared towards reducing incentives for onward movement.

Support activities for operations under the Special Mediterranean Initiative in the **North Africa and the Middle East** region are managed from Headquarters through the UNHCR offices in Algeria, Egypt, Libya, Morocco and Tunisia. These are presented in the relevant sections of the North Africa chapter of this Appeal. All of the operational activities described for each country are already anticipated within UNHCR's annual programme budgets for 2015 and for 2016. Together with ongoing protection and assistance measures, UNHCR's main operational objectives in North Africa

include keeping refugees fully informed of the protection options they have and the risks of irregular movement; and helping asylum and transit countries in the subregion to strengthen their capacity to protect and host refugees.

## Strategy for sustained operational support

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The **Europe** 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.

While there is growing spontaneous solidarity on the part of individuals and civil society who have engaged in supporting arriving refugees, at the same time there has been an increase in expressions of xenophobia towards people of concern in some countries. The Bureau is working on a communication and information management strategy to counter negative public and political views about migrants and refugees in Europe which is having a damaging effect on some States' willingness to identify and protect refugees and other people seeking protection and assistance.

The main activities planned for include:

- Increasing the temporary presence of UNHCR staff and affiliate workforce in key locations for protection monitoring and interventions in affected countries in Western Europe;
- Providing technical and expert advice for Governments to cover the outstanding gaps in reception and processing;
- Supporting non-governmental organizations and civil society counterparts to enhance the identification and provision of assistance for people with specific needs, particularly for unaccompanied and separated children and SGBV survivors; and
- Working with government counterparts to establish communication and information-sharing campaigns to counter negative messaging in respect of refugees.

With the dramatic developments in recent months leading to the refugee crisis in Europe, the **Africa** Bureau has had to step up its work in contributing to UNHCR's overall information management on refugee flows and analysis of routes and trends, in collaboration with other Bureaux and offices at Headquarters and in the field. These activities require additional functional support and administrative costs which are included in the overall Headquarters and regional activities supplementary requirements for the Special Mediterranean Initiative Appeal.

In view of the rapidly changing situation in the course of the past year, particularly in relation to the movements across the Mediterranean Sea from North Africa, the **Middle East and North Africa** Bureau has had to increase its support for the offices affected in the subregion. The Bureau also needs to bolster its capacity to cover the surge in reporting, coordination and information management. These costs are included in the overall Headquarters and regional activities supplementary budgetary requirements for this Appeal.

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