

# REGIONAL REFUGEE AND MIGRANT RESPONSE PLAN FOR EUROPE

January to December 2017

Published in December 2016

COVER PAGE:

A young girl stands outside a tent she shares  
with her family in Greece.

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Artwork: Alessandro Mannocchi/Rome

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## REGIONAL PLAN HEADLINES

<b>Period</b>	January to December 2017
<b>Population planning figures</b>	Up to 342,000 people <sup>1</sup>
<b>Financial requirements</b>	USD 690,935,694
<b>Number of partners</b>	74

<sup>1</sup> In total, RMRP partners will provide assistance to 342,000 refugees and migrants, prioritising the most vulnerable new arrivals as well as those already in Europe. In some countries, such as Greece, almost all refugees and migrants will be provided with assistance. While in other countries, such as Italy, Spain, Germany and Sweden, most refugees and migrants will benefit from information provision to inform their decisions, with a much smaller proportion receiving direct assistance.

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# ACRONYMS AND ABBREVIATIONS

ADRA	Adventist Development and Relief Agency
AFAD	Disaster and Emergency Management Agency (Turkey)
ARSIS	Association for the Social Support of Youth
AVRR	Assisted Voluntary Return and Reintegration
BCHR	Belgrade Centre for Human Rights
CWC	Communication with Communities
CRC	Croatian Red Cross
DGMM	Directorate General of Migration Management (Turkey)
DRC	Danish Refugee Council
EASO	European Asylum Support Office
ECD	Early Childhood Development
EU	European Union
FRONTEX	European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union
FRS	First Reception Service
GIZ	Gesellschaft für Internationale Zusammenarbeit
HCIT	Humanitarian Centre for Integration and Tolerance
HEB	High Energy Biscuits
HIA	Hungarian Interchurch Aid
HIV / AIDS	Human Immunodeficiency Virus and Acquired Immune Deficiency Syndrome
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
ICT	Information and Communications Technology
IDP	Internally Displaced Person
IEC	Information, Education and Communication
IFRC	International Federation of Red Cross and Red Crescent Societies
IMC	International Medical Corps
IOM	International Organization for Migration
IRC	International Rescue Committee
IYCF	Infant and Young Child Feeding
JRS	Jesuit Refugee Services
KSPM-ERP	Ecumenical Refugee Programme (KSPM) of the Church of Greece
MBCF	Mother and Baby Care Facilities
MDM	Médecins du Monde
MoFSP	Ministry of Family and Social Policies (Turkey)
MoH	Ministry of Health
MoL	Ministry of Labour Social Policy and Veterans (Serbia)
MSR	Member States of Relocation
MSR	Member States of Relocation
MYLA	Macedonian Young Lawyers' Association

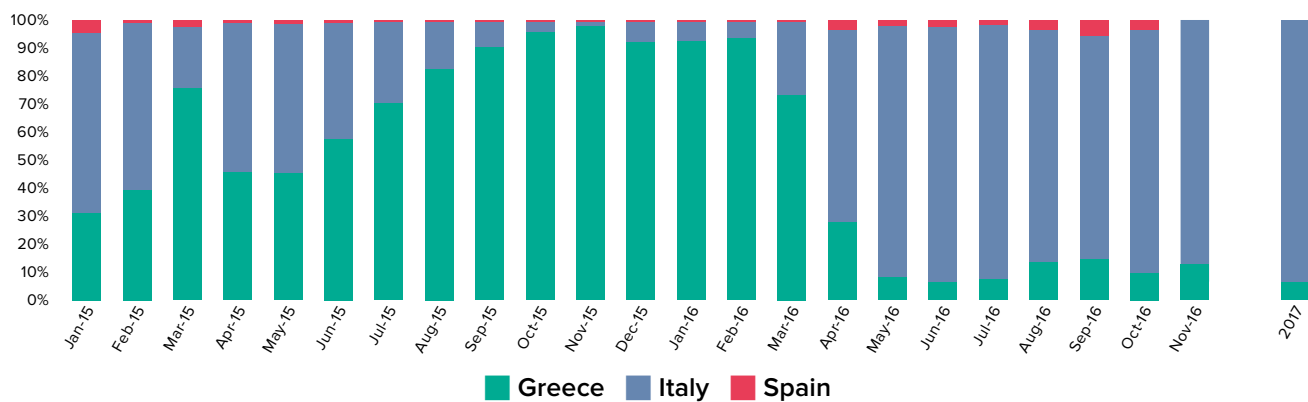
NFI	Non-Food Item
NGO	Non-Governmental Organization
MYLA	Macedonian Young Lawyers' Association
NFI	Non-Food Item
NGO	Non-Governmental Organization
NOSTOS	'Nostos' Organization for Social Integration
OB/GYN	Obstetrics and Gynaecology
OHCHR	Office of the High Commissioner for Human Rights
PHAME	Public Health Aspects of Migration in Europe
PGMM	Provincial Directorate of Migration Management
PIC	Legal-informational centre for Non-Governmental Organizations
PSEA	Prevention of Sexual Exploitation and Abuse
PRAKSIS	Projects of Development Social Support and Medical Cooperation
RAP	Refugee Aid Point
RHU	Refugee Housing Units
RMRP	Regional Refugee and Migrant Response Plan
RSD	Refugee Status Determination
RTG	Refugee Theme Group (UN)
SCI	Save the Children International
SGBV	Sexual and Gender-Based Violence
SLOGA	Slovenian Development and Humanitarian NGO Platform
SOP	Standard Operating Procedures
SRCM	Serbian Committee for Refugees and Migrants
SRH	Sexual and Reproductive Health
STI	Sexually Transmitted Infection
TCG	Turkish Coast Guard
UASC	Unaccompanied or separated children
UN	United Nations
UNDP	United Nations Development Programme
UNCT	United Nations Country Team
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteers
WAHA	Women and Health Alliance International
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization
WRC	Women's Refugee Commission
WRTC	Winter Reception and Transit Centre

# REGIONAL RESPONSE DASHBOARD

## Demographics

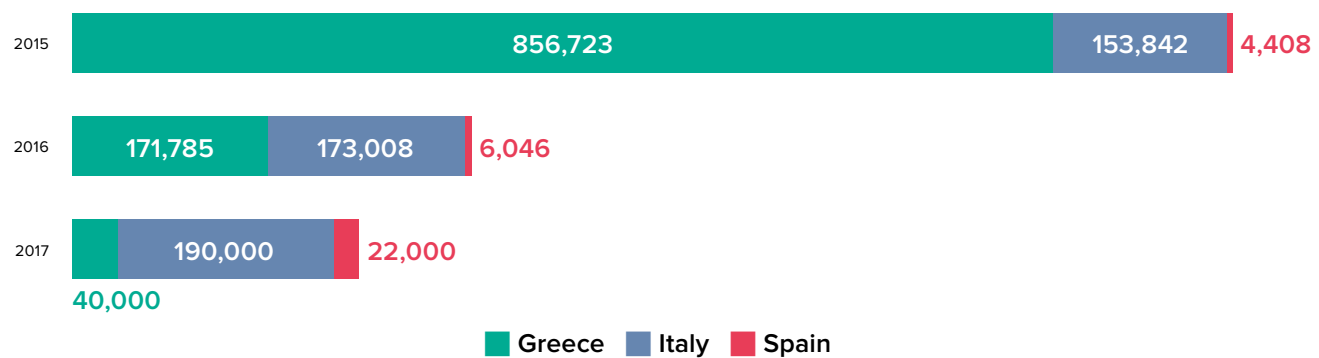


## Comparison of monthly arrivals per Country



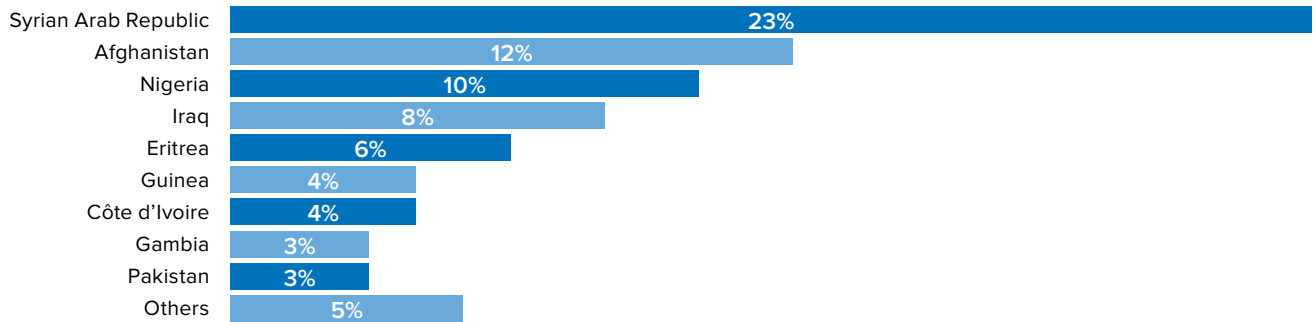
\*2017 figures are at this point in time just projections

## Total number of arrivals per Country

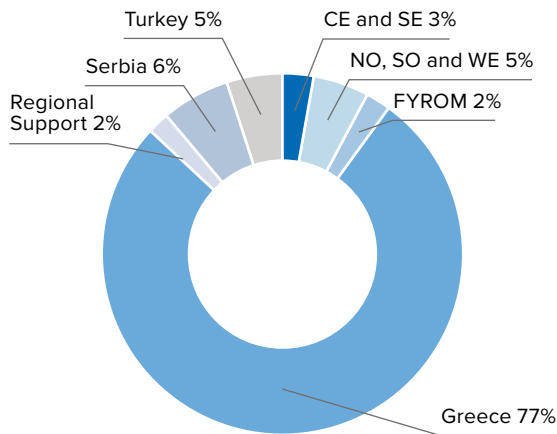




## Main Countries of Origin

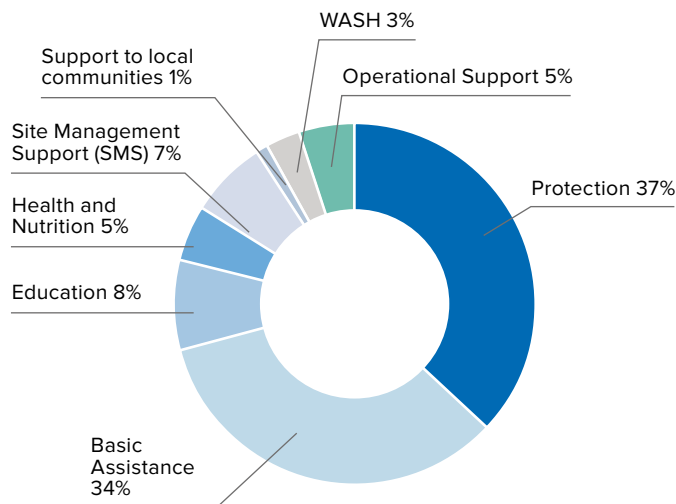


## Requirements by Country



CE and SE= Other countries affected of Central, Southern Eastern Europe  
No, So and We = Other countries affected of Northern, Southern and Western Europe

## Requirements by Sector



# REGIONAL STRATEGIC OVERVIEW

## Background and context

The regional Refugee and Migrant Response Plan (RMRP) was initiated following the large-scale population movements registered throughout Europe in 2015. During 2016, a further 347,000 refugees and migrants have arrived in Europe, in addition to the over one million refugees and migrants that undertook the perilous journey across the Mediterranean Sea in 2015. Most refugees and migrants have crossed by boat from Libya to Italy or from Turkey to Greece through the Aegean Sea. Both routes have proved more perilous during 2016 than in 2015. In 2016, 4,690 refugees and migrants died or were reported missing in the Mediterranean Sea, 25% more than in 2015.

Arrivals in Italy and Spain have increased steadily during 2016, with a total of 170,973 and 4,971 respectively in the year to date. Following a peak of over 27,000 arrival in Italy in October and 1,170 arrivals in Spain in September, the worsening weather conditions brought on by the onset of winter have resulted in fewer arrivals in the last two months of 2016, although the numbers of arrivals in November and December remain three times higher than the same period in 2015.

In the first quarter of 2016 a total of 151,452 individuals reached Greece from Turkey, however, following the EU-Turkey Statement of 18 March 2016, these numbers dropped dramatically. Between 1 April and 31 October, just over 18,000 people completed this dangerous sea journey. This relatively low number of arrivals is expected to continue in 2017.

The majority of these people are in search of safety and protection, as almost 60 per cent of those arriving in Europe in 2016 come from the world's top 10 refugee-producing countries, primarily from the Syrian Arab Republic (Syria), Afghanistan and Iraq.

The majority of arrivals are expected to stay in Greece, Italy and Spain and are likely to apply for asylum in these countries. Some of them will be eligible for relocation to another country in Europe, or alternatively resettlement. Countries, such as those in the Western Balkans and Central Europe, that were previously

part of an important transit axis between Greece and refugees' and migrants' intended final destination in northern or Western Europe are unlikely to receive significant numbers of new arrivals. However, persons are still moving through and are subject to additional protection risks. Residual populations of refugees and migrants are likely to remain in these countries in 2017.

In 2017, the response to the influx of refugees and migrants required by humanitarian partners is likely to involve a longer term, planned approach, still focused on ensuring immediate assistance and protection of new arrivals, but also increasingly on cash based interventions and ensuring that accommodation conditions are adequate and safe. During 2016, the living conditions in the sites in Greece have deteriorated due to the congestion of people. These include many having specific needs, such as unaccompanied or separated children (UASC), single women, pregnant or lactating women, the elderly, people with disabilities, as well as the sick and injured. The number of children arriving remains high, 27% of the total arrivals, and the number of UASC in particular has increased during 2016, now comprising over a quarter of all children (24,135 up until the end of October).

In this context, the response during 2017 by humanitarian partners will primarily focus on the relatively static and increasing populations in Greece and Italy. The 2017 RMRP outlines the intended operational response and financial requirements. It presents a set of measures that will enable the humanitarian community to contribute to the protection of refugees and vulnerable migrants, as well as the human rights of all people involved.

## 2017 Scenarios and Assumptions

Under the circumstances described above, scenarios and planning figures continue to evolve. Assumptions outlined below are taking relevant legal frameworks and political developments as of 31 December 2016 into account.

### Southern Europe

As of November 2016, 170,631 refugees and migrants have arrived in Italy during 2016. In 2017, it is projected that sea arrivals will continue throughout the year, amounting to 190,000 in total at the end of the year. Since mid-2016, the Central Mediterranean has been the primary entry point to Europe for refugees and migrants.

In 2016, arrivals in Italy most commonly originate from West, East and North Africa including Nigeria (21%), Eritrea (12%), and Sudan (7%). The countries of origin of new arrivals in 2017 are anticipated to be broadly similar. Over 90% of arrivals crossed the Mediterranean from Libya in 2016, which is also expected to remain the most travelled route to Europe during 2017.

In Italy the protracted arrivals have stretched reception capacity. This is expected to continue in 2017 although the Italian Government has begun longer term planning during 2016 in an attempt to address structural gaps in service provision.

During 2016, the rate of arrivals in Spain increased steadily on a month-by-month basis. Compared with 2015, the number of arrivals by sea has increased by 77% to 4,971 in the year to date, and the arrivals by land have also increased markedly by approximately 280%. It is expected that by the end of 2016, the total number of arrivals will reach 12-13,000. In 2017, the trend of increasing arrivals is expected to continue.

Relocation to other EU member states, as adopted in the September 2015 EU Council decisions on relocation, continued to be low in 2016, with just 1,549 out of 24,000 potential relocation candidates leaving Italy through this mechanism.

### Greece

As of November 2016, 62,375 persons remained in Greece, 45,903 (74%) on the mainland and 16,472 (26%) on the Greek islands. Following the EU-Turkey Statement on 18 March 2016, the average number of daily arrivals has decreased significantly, averaging approximately 80 individuals during the last quarter of 2016.

171,496 refugees and migrants arrived in Greece during 2016, 58% of whom are women and children. This is a marked reduction from 2015 and this trend is expected to continue.

In 2016, arrivals in Greece most commonly originate from the Middle East and South West Asia. 97% of arrivals originated from one of the following five countries: Syria (47%), Afghanistan (25%), Iraq (15%), Pakistan (5%) and Iran (3%). New arrival countries of origin are anticipated to be similar in 2017.

Factors that will affect how many new arrivals will apply for asylum in 2017 in Greece include access to the asylum procedure, readmissions to Turkey, family reunification under the Common European Asylum System, relocation, assisted voluntary returns of non-Syrian arrivals and potential irregular movements. It is nevertheless anticipated that the vast majority of the population remaining on the islands will apply for asylum in Greece and be transferred to facilities on the mainland.

With the limited possibility for onward movement, an estimated 10% of the population, composed of non-Syrian nationalities, are expected to express the wish to return voluntarily. It is further expected that irregular departures from Greece will continue, despite the end of the 'wave through approach' along the Western Balkans route.

## Turkey

In 2017, Turkey will remain an important point of departure for refugees and migrants seeking entry into Europe. Unlike the last two years though, arrivals to Europe via the central Mediterranean from North Africa, particularly Libya, are expected to be significantly greater.

In the first quarter of 2016, a total of 151,452 individuals reached Greece from Turkey. However following the EU-Turkey Statement of 18 March 2016, these numbers dropped dramatically. Between 1 April and 31 October, just over 18,000 people completed this dangerous sea journey from Turkey to Greece.

In 2017, the humanitarian response will focus on the following five populations of concern:

1. Persons intercepted, rescued at the sea and land borders and apprehended inland before reaching a departure point – estimated to reach 35,000 by the end of 2017;
2. Persons on the move transiting Turkey in an attempt to reach the EU – estimated to reach 150,000 by the end of 2017;
3. Refugees and asylum-seekers already in Turkey. The ongoing needs of Syrian refugees in Turkey through the Regional Refugee and Resilience Plan (3RP) and therefore not included in this response plan;
4. People readmitted to Turkey from Greece and other countries, who will be transferred to removal centres; and
5. Syrian refugees to be resettled from Turkey further to the increase in resettlement commitments by EU countries for Syrian refugees in Turkey. The EU-Turkey statement on the 18th March 2016 on the return of individuals from Greece to Turkey also included the parallel resettlement of one Syrian to Europe for every Syrian returned from Greece. The required scale-up of resettlement capacity in Turkey is included in this response plan.



## Western Balkans and Central Europe

Despite the de facto closure of the Western Balkans route in March 2016, continued, albeit irregular, movements into and out of the Western Balkans have been noted. Border monitoring in Serbia indicates for instance that smuggling networks have adapted to the new circumstances and are adjusting routes accordingly. The number of refugees and asylum-seekers remaining in countries in the Western Balkans in 2017 is expected to be broadly similar to 2016.

During 2017, in the former Yugoslav Republic of Macedonia, approximately 300 refugees and migrants are expected to remain while up to 8,000 people could be entering the country irregularly during the year.

In Serbia, due to irregular influxes of around 50 to 100 individuals a day (over 15,000 people per year), primarily from Bulgaria and the former Yugoslav Republic of Macedonia, the numbers of refugees and migrants has increased in 2016 from under 2,000 to 6,300 at the end of November 2016. New asylum applications

are predominately from Syrians, Iraqis, Afghans and Pakistanis and the rate of new arrivals is expected to continue at the same pace in 2017. In 2017, while some 12,000-13,000 refugees and migrants are still expected to arrive irregularly, a total of 6,000 are expected to remain, as some refugees and migrants will return home and other will attempt to move onwards through Hungary and Croatia.

In Bulgaria it is expected that up to 10,000 people could arrive in 2017 and that the number of those moving onwards will be lower and slower than the previous year. Some 6,000 refugees and migrants could remain in the country at any given time. Arrivals under the EU relocation scheme will remain negligible.

In Hungary, following increased security measures adopted by the Government, including official transit zones, a new fence to secure the borders with Serbia and Croatia, prosecution for illegal entry and extensive use of detention, the number of refugees and migrants entering Hungary has reduced substantially.



The Hungarian Government has taken a hard line towards refugees and migrants and as of the end of November, some 400 people are held in detention, often in very poor conditions. New arrivals in 2017 are also likely to face similar circumstances. It is anticipated that Hungary is unlikely to fulfil its EU relocation quota of 1,294 refugees.

In Croatia, approximately 2,000 refugees and asylum seekers will remain and at least 1,000 more refugees are expected to arrive through the EU relocation scheme. In Slovenia it is expected that not more than 1,100 people will remain during 2017 and 433 could arrive under the relocation scheme.

## Western and Northern Europe

Overall, numbers of asylum-seekers increased dramatically in 2015, with doubling or tripling of asylum applications in some countries. The countries most affected were Austria, Germany, Sweden and Belgium. Most asylum-seekers were from refugee-producing countries (e.g. Syria, Afghanistan, Iraq and Eritrea) hence the number granted protection status also increased. Approximately 600,000 asylum-seekers were pending an asylum decision in Western Europe at the end of 2015 (source – Eurostat).

In early 2016 several countries in Western Europe also received a high number of applications from Western Balkan countries. Significant numbers of UASC, especially Afghans, were noted in Western and Northern Europe.

In line with the assumptions made for other countries, it is anticipated that new arrivals to Western and Northern European countries, and therefore also new asylum applications, will remain low in 2017. Therefore, in 2017, it is anticipated that countries will be able to focus on processing their application backlogs.

This will lead to an increase in the number of refugees, as many asylum-seekers in the backlog are from refugee producing countries with relatively high historic approval rates, but also relatively limited prospects for voluntary repatriation or naturalization. In addition, the EU Relocation programme and a significant resettlement programme from Turkey will also lead to an increase in refugee numbers.

## 2017 Response Strategy

The inter-agency response strategy to the crisis in Europe has been revised to take into account the significant changes in the Europe refugee situation in 2016. In 2017, Turkey will remain an important point of departure for refugees and migrants seeking entry into Europe.

The overall strategy is now focusing on a more static population while recognizing that people still continue to move through Europe, mostly in a clandestine manner, exposing them to significant protection risks. As of November 2016, some 62,000 refugees, asylum-seekers and migrants remained in Greece. In Italy the strain on reception and asylum systems will continue with almost all 175,000 reception places currently occupied. With the end of the ‘wave-through’ approach, several countries in the Western Balkans have witnessed a small but steady increase of refugees and migrants in reception facilities. Human rights concerns have grown as some countries have increasingly adopted “the boat is full” approach, accompanied by pushbacks and other abusive measures. Racism, xenophobia and related intolerance are on the rise. Countries in Western Europe are expected to continue to receive high numbers of asylum applications in 2017, even if less than the previous two years. Bearing in mind the increased duration of stay of refugees, asylum-seekers and migrants in Mediterranean countries, particularly in Greece, compared to previous years, this response strategy is being modified accordingly.

The regional RMRP remains the framework for an inter-agency response to the refugee and migrant flows into Europe through the Eastern Mediterranean and along the Western Balkans route. The 2017 geographical scope has, however, been expanded to incorporate the response in Northern, Western and Southern Europe. The 2017 RMRP is both, a strategy and an appeal document that covers the needs of an adjusted, integrated response in Europe for 2017. It represents a coherent and predictable package of interventions based on standardized approaches and comparative advantages of 74 involved partners.

The population projections for 2017 represent a slight increase on 2016 given the inclusion of populations in destination countries. The financial requirements

for 2017 are roughly on par with those of 2016. While a significant amount of voluntary contributions have been received (USD 449,761,670 million<sup>2</sup>) against activities in the 2016 plan, the present document presents the comprehensive requirements to implement inter-agency planned activities in 2017.

Alongside cooperation with governments, the RMRP is implemented in close cooperation with the European Commission and relevant EU Agencies, including the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the EU (FRONTEX) and the European Asylum Support Office (EASO).

Recognizing the primary leadership and responsibility of host governments, the strategic goals are:

1. To design and implement a response that supports, complements and builds existing government capacity to ensure effective and safe access to asylum, protection and human rights-based solutions, as well as to manage migration in an orderly and dignified manner, while protecting the human rights of all refugees and migrants.
2. To ensure that refugee and migrant women, girls, boys and men have access to protection, basic services and assistance in a participatory manner, with particular attention to specific needs and vulnerabilities. Protection-centred assistance should be delivered in a manner that respects the principle of non-discrimination; age, gender and diversity; is appropriate to the specific characteristics of the situation; and takes into account the needs of the local communities. Specific attention will be paid to refugee and migrant children, amongst them many unaccompanied and separated children (UASC); and specific protection and assistance needs of women and girls. Particular services will be made available to survivors of sexual and gender based violence (SGBV<sup>3</sup>) and the response will be designed to help prevent SGBV incidents.
3. To ensure safe access to longer-term solutions for refugees and migrants, in particular through reinforced alternative admission pathways to protection, such as relocation, family reunification and resettlement.
4. To strengthen national and local capacities and protection systems, with a particular emphasis on child protection systems.
5. To strengthen partnership and coordination within the humanitarian community and with governments, both in setting common goals and in reinforcing or establishing (when needed) national-level coordination structures and information analysis, that ensure an efficient and coordinated response, including coordinated channels for citizen engagement to support the reception and integration of refugees and migrants.
6. To advocate for greater solidarity and compliance with regard to commitments made in relation to relocation of refugees.
7. To reinvigorate support for an open civil society space, including protection and promotion of human rights defenders and humanitarian actors providing assistance to refugees and migrants; to challenge racism, xenophobia, Islamophobia and other forces giving rise to human rights abuse of migrants and refugees.
8. To ensure that protection, shelter and basic assistance provided to refugees and migrants is implemented, taking into account the needs of the local communities. Local stability and maintenance of the community cohesion is maintained through improved quality of services delivery.

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2 Inter-agency funding snapshot 20 November 2016

3 While IASC Guidelines refer to GBV, UNHCR guidelines refer to SGBV and therefore both terms are used throughout the document, depending on the context.

The majority of the refugee populations now entering Greece are from Afghanistan, Iraq and Syria. Up-to-date information on the number and demographics of arrivals and other information relating to the refugee situation in Europe are available at <http://data.unhcr.org> and <http://migration.iom.int/europe/>.

There are existing response plans covering the needs of refugees, internally displaced people (IDPs) and host communities in many of the countries of origin and within the respective regions – notably the Syrian Humanitarian Response Plan, available at <http://www.unocha.org/syria>; the Regional Refugee and Resilience Response Plan (3RP) covering refugee and host community needs in Egypt, Iraq, Jordan, Lebanon and Turkey, available at <http://www.3rpsyriacrisis.org/>; the Solutions Strategy for Afghan Refugees (SSAR), available at <http://www.unhcr.org/pages/4f9016576.html>; and the IOM Response Plan for the Mediterranean and Beyond, available at <http://www.iom.int>.

The RMRP is designed to complement these existing plans, seeking synergies while avoiding overlaps. For instance, while there are Turkey chapters in both the 3RP and the RMRP, the 3RP covers protection and assistance with a focus on Syrian refugees in Turkey only, while activities outlined in the RMRP will cover four main target groups: people intercepted, rescued and apprehended; people on the move transiting through Turkey; refugees, migrants and asylum seekers already in Turkey, people readmitted to Turkey from Greece; and Syrian refugees to be resettled to the EU.

The RMRP has also been aligned to the ongoing work on Global Compacts where relevant.

Aligned with the New York Declaration and the Refugee Coordination Model, this RMRP upholds the protection requirements in terms of assistance and legal matters of refugees and migrants. The response strategy also recognizes that while legal and physical restrictions have been put in place, the motivation of refugees and migrants to reach further into Europe will not abate given that the main root causes of flight, in particular armed conflict, have not been addressed. In 2016 asylum seekers' increased recourse to smugglers and traffickers in transit countries was already apparent and exposed them to additional protection risks and exploitation. This is likely to remain a problem in 2017 unless more admission pathways are offered.

In light of these challenges, the strategy aims to protect and assist refugees and migrants, while at the same time supporting governments in further developing and operationalizing a sustainable, comprehensive and cooperative framework for concrete action in the areas of refugee protection and migration management, consistent with international and European standards.

As the operational context has been rapidly and continuously changing, partners recognize the need for the plan to remain flexible and aligned with operational realities. In this context, further revisions will be carried out as deemed necessary.



## Protection Strategy

The refugee and migrants' response will remain primarily driven by protection-related concerns and humanitarian imperatives. Protection and protection principles<sup>4</sup> are at the response's centre and will be applied in all sectors of intervention. In this context, partners will continue to ensure a coherent and predictable protection response, recognizing the primary responsibility of governments to protect refugees and migrants. Support to local and regional authorities and with the participation of the refugees and migrants concerned will continue, together with the strengthening of national asylum and migration systems. Civil society, National Human Rights Institutions and international, national and faith-based organisation are recognized as indispensable partners in terms of service provision, human rights response, and action to combat intolerance.

As such, the RMRP works towards an overall protection vision whereby countries and institutions in Europe (EU and non-EU) demonstrate responsibility, solidarity, and predictability through strong and effective common asylum systems that are accessible to women, men and children in need of international protection and through a functioning set of migration policies and systems that ensure the protection of the rights of all refugees and migrants.

The main elements of the protection response include:

- **Protection monitoring and advocacy:** Through permanent presence in key strategic points, partners will be on hand to monitor general access to territory and asylum procedures and respect for the whole range of human rights enjoyed by refugees and migrants. UN engagement – including through fora such as the UNCT – will be proactive. Protection monitoring will continue to be carried out at border areas, detention centres, reception centres and other locations, with a view to ensur-

ing compliance with all aspects of international refugee and human rights law. This will also include monitoring of child rights and SGBV risks. Partners will undertake advocacy on the basis of such monitoring and act on human rights concerns that arise. Advocacy will also focus on the universality of child rights which apply regardless of migration status. Qualitative and quantitative gender- and age-disaggregated data will be regularly collected, risk criteria monitored analysed and reported on and used to inform planning and operations. Developments in legislation, policies and practices will also be monitored, good practices will be identified and promoted between stakeholders. While solidarity has been equally impressive in countries of arrival, transit and destination, continued arrivals have put strain on affected communities and their willingness to accept refugees and migrants. Efforts will be expanded to increase resilience, support co-existence, and promote a more positive image of refugees and migrants based on the potential contribution they may make in the societies in which they settle. The voices of the persons concerned will be part of the public debate which will be further fed by evidence and research.

- **Strengthening national asylum systems:** UNHCR, together with the relevant EU institutions, UN and other partners, will capitalize on the efforts displayed so far to assist affected countries to strengthen and maintain national asylum systems in line with international standards, including on procedural best practices, and women and child protection imperatives.
- **People with specific needs:** People at risk or with specific needs, in particular sexual and gender-based violence (SGBV) survivors, unaccompanied and separated children (UASC), people and children with disabilities and victims of trafficking, will continue to be prioritized to ensure their safe and predictable access to adequate age, gender,

4 Including international law, in particular the nine core international human rights treaties and the 1951 Geneva Convention relating to the Status of Refugees, together with the 1967 Protocol, as well as established best practices relating to protection delivery. International humanitarian standards will be pursued to uphold the safety, dignity and rights of refugee and migrants, including the SPHERE Standards, and standards and guidelines outlined in the IASC Gender Handbook for Humanitarian Action (2006) and the IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action (2015). Several EU member states have also signed onto the Istanbul Convention (2011) which specifically confers protection on refugee women against violence, and establishes several obligations on States parties in relation to asylum claims.

and diversity-sensitive services and protection. Identification mechanisms and referral pathways will be established where required. Assistance will be tailored to meet these needs. Personnel in contact with refugees and migrants will be trained to identify signs of abuse, violence and exploitation and be in possession of the required skills and interviewing techniques particularly to assist and refer children, women and men who have gone through abusive experience.

- **Health care and reproductive health services:** are both life-saving in nature and closely linked to protection issues. Even where services are available, the lack of access to these services increase the likelihood of unwanted pregnancies, unsafe abortion and serious gender-based violence health consequences; refugee and migrant women and adolescent girls that have less access to family planning and contraception, are inter alia more at risk of unintended pregnancies; both refugees and migrant women and men are more at risk of violence, forced sex, sexually transmitted infections, including HIV and hepatitis B. These services will be strengthened at all service provision levels by increasing the availability of services.
- **Coordination with national medical services:** All medical services, including referrals will be provided in close cooperation with national medical systems. Medical and psychosocial service providers will require capacity development to adapt existing therapies to people on the move. Particular emphasis will be given to strengthen the access to care, linkages with the public health system and building of local expertise in emergency health provision for the most vulnerable of refugees and migrants.
- **Child protection and assistance:** Children and youth including those traveling without family members or care-givers, will have access to protection, appropriate care and assistance that safeguards their best interests and access to life skills education package that includes safe behaviour and gender values. Efforts will be pursued to respond to children's and adolescent's various needs to ensure the protection of their rights and to assist with

family tracing. The standardized approach through the Child and Family Support Hubs (the 'Blue Dot') will continue to be introduced at strategic locations where refugees and migrants are accommodated, making a set of interventions and services available to children and their families. Partners will continue to support the strengthening of the child protection systems to the benefit of all children. Specific attention will be given to the reinforcement of best interest procedures as well as the provision of services such as guardianship, psychosocial support, legal aid, and education, also through strengthened community engagement, outreach, and social work, etc. Parents and families will also be supported by extending and improving existing social, psychosocial, and welfare services for children, youth and families. Particular support will be given to adolescents and children by promoting a healthy environment of transition into adulthood. Child-sensitive and child-rights focused training and tools will be provided to relevant personnel (police, coast guards and border agents, social workers, volunteers) and contextualized technical support organized adequately. Additional support will be provided for longer-term institutional capacity of governments to meet agreed international and European standards.

- **Family reunification and prevention of family separation:** Measures are in place to minimize the risks of family separation, ensure the prompt reunification of families who have been separated, and engage in the appropriate tracing activities when separation has occurred in the country of origin. These activities will be promoted and implemented through the Child and Family Support Hubs. Where appropriate, more mobile options may be considered.
- **Prevention and response to sexual and gender-based violence:** Measures, stand alone as well as integrated into sectors, are in place to reduce exposure of women, men, boys and girls to the risk of SGBV. These include outreach and identification activities, standards operating procedures and referral pathways, access to medical, psychosocial, mental health, and legal services, and more age, gender, and diversity sensitive reception fa-

cilities. Information will continue to be provided to refugees and migrants on the dangers related to smuggling and trafficking.

- **Registration:** In close collaboration with EU agencies and institutions, technical support and equipment are provided to different countries in establishing a harmonized registration system with sufficient capacity, which meets EU and international standards.
- **Accountability and participation:** Analysis of the situation, as well as decisions on assistance (including type and modality) and protection responses are informed by the views of refugees, migrants and host/affected communities (using participatory methodologies and feedback mechanisms, as well as complaint mechanisms), and will increase accountability. Programme design and implementation is based on a participatory approach, integrating the views of all groups of people of concern in an age, gender and diversity sensitive manner, with an emphasis on fostering gender equality. Governmental bodies, civil society and volunteer groups' will participate.
- **Communication with communities:** Refugees and migrants are systematically and properly informed in an age, gender and diversity sensitive manner and through a participatory dialogue on their rights and obligations. These include the right to seek asylum and the steps necessary to do so; information on referrals and complaints mechanisms; the risks and possible consequences associated with onward movement (including by sea); as well as the options available in situ according to their specific situation and the solutions available to them, including admission pathways, and voluntary return. Updated information is systematically provided to, and gathered from, all people of concern regarding known protection risks. The provision of information and assistance takes into account various population groups (age, gender and diversity) and their differing barriers to accessibility. Social media is utilized to disseminate information on the dangers posed by traffickers and irregular movement. Feedback mechanisms are in place to ensure the voices of persons of concern are taken into account in designing the response. Accountability and participation is ensured through an inclusive analysis of the situation, identification of needs, and decisions on assistance (including type and modality). Protection responses are informed by the views of refugees, migrants and host/affected communities, using participatory methodologies and feedback mechanisms, as well as complaint mechanisms. Programme design and implementation is based on a participatory approach, integrating the views of all groups of people of concern in an age, gender and diversity sensitive manner, with an emphasis on fostering gender equality and the inclusion of children.
- **Capacity strengthening:** The capacity of coast guards, border authorities, police, social workers and front-line responders along with other relevant State institutions will continue to be strengthened through training and equipment, in order to understand and operate in line with their national and international obligations. Authorities will be strengthened in their ability to understand and to act on all aspects of their refugee protection and human rights obligations, as well as to undertake law, policy and practice reforms as needed. Civil society and National Human Rights Institutions will be supported in their ability both to support as service providers, as well as to contribute to human rights-based migration governance measures.
- **Relocation procedures:** In close collaboration with relevant authorities, the European Commission, EASO and Member State experts, partners will continue to support fairness, quality and efficiency in the relocation procedure through a variety of interventions, including by providing information, referrals, reception, operational support, interpretation, identification, risk assessment and reinforcing, best-interests determination (BID) processes for UASC and follow up of relocation in destination countries.
- **Resettlement and alternative pathways to protection:** Support will be provided to actors on national and regional levels to establish and/or expand resettlement or admission programmes for refugees with increased annual resettlement

quotas, including more flexible criteria. Establishment of systems which take due account of and prioritize the most vulnerable including; women and girls at risk; survivors of violence and/or torture; refugees with legal and/or physical protection needs; refugees with medical needs or disabilities; children and adolescents at risk. Increased quotas should not be at the expense of the resettlement of other populations in the region and around the globe. Furthermore, UNHCR and partners remain committed to a streamlined and expedited resettlement process where the receiving government assumes a greater role in refugee screening. Such a streamlined and expedited process is a critical avenue to increased resettlement opportunities for refugees.

- **Assisted voluntary return and reintegration (AVRR):** AVRR will remain part of a comprehensive approach to migration management aiming at sustainable, orderly and humane return and reintegration of migrants who are unable or unwilling to remain in host countries and wish to return voluntarily to their countries of origin. General return assistance for irregular migrants, rejected asylum-seekers, refugees who are unable or unwilling to remain in the host or transit countries are given the possibility to return home voluntarily based on free, prior and informed consent and

without coercion or threats of any kind, in a safe and dignified manner, in respect for the prohibition of refoulement and, whenever feasible, with reintegration support to promote self-sufficiency once back in the countries of origin. Partnerships will be established for the identification, counselling and referral to IOM of those migrants in need of AVRR assistance.

- **Prevention of sexual exploitation and abuse:** In all areas where humanitarian activities are undertaken, effective and responsive prevention of sexual exploitation and abuse complaints mechanisms are in place.
- **Strengthening the Celebration of Diversity, and the Value of Migration and Migrants, in the context of the Sustainable Development Goals (SDGs):** UNCTs and UN more broadly will proactively engage to support efforts to ensure the human rights of everyone, as set out under international human rights law; as well as to not leave anyone behind and foster responses which fully integrate refugees and migrants into development frameworks, reap the benefits of migration, and which approach the opportunity of migration with creativity, compassion and courage as per the SDGs, and as called for by the UN Secretary General.



## Partnership and Coordination

The 2017 regional RMRP is the result of field-driven planning, bringing together 74 appealing organizations, in consultation with host governments, civil society, local communities, donors, as well as the refugees and migrants themselves.

Significant resources are already being deployed to address the situation by the governments supported by the European Union mechanisms. This response plan is intended to complement the interventions of national and local government authorities, supporting them to fulfil their responsibilities by investing in areas where specific expertise is required, or where the governments' own humanitarian assistance capacity is overstretched. It is based on close cooperation with the European Commission and relevant EU Agencies.

This response plan includes programmes and activities that may be reflected in appeals issued by individual agencies. These activities are included – even when funded – in order to present a comprehensive picture of protection and assistance needs.

The 74 partners who are appealing in this plan are also part of a much broader engagement by implementing partners, civil society organizations and individuals. Noteworthy are the significant volunteer efforts underway, both from international volunteers traveling to the region to offer their support, and from national civil society groups and individuals. Such efforts have been a crucial part of the first-line response. Volunteerism further contributes to awareness-raising and promotes activities aimed at defusing potential social tension.

It is important that coordination mechanisms combine the respective mandated responsibilities, expertise and potential of local government, UN Agencies, international and national NGOs, civil society members and volunteer groups to ensure robust protection, as well as efficient and predictable delivery of services and assistance to those in need. It also needs to ensure that humanitarian principles, refu-

gee conventions and laws, human rights of migrants and the “do-no-harm” principle are upheld by all actors, including volunteers.

On September 19, The New York Declaration for Refugees and Migrants (New York Declaration) set a milestone for global solidarity and refugee protection. Member States agreed that the protection of those who are forced to flee, and support for the countries that shelter them, are a shared international responsibility – a responsibility that must be borne more equitably and predictably.

The Refugee Coordination Model (RCM) presents the framework for coordinating, in a partner-friendly and inclusive manner, protection, assistance and solutions for refugees and asylum-seekers, and is applicable in the prevailing European situation. In the framework of the RCM, UNHCR has put in place coordination structures at national level and points of delivery. These coordination arrangements remain agile and responsive as the situation evolves. They aim at including all relevant actors and are set up to support authorities' overall leading role.

Coordination at regional level between partners is convened by UNHCR and IOM, and managed through regular inter-agency meetings to review progress on the implementation of the RMRP, address obstacles, and ensure that standards are being met. Regular updates to key stakeholders and donors are done both jointly as well as individually by IOM and UNHCR. Linked, to this, UNICEF has made regular contributions to the contextual analysis given the progressive increase in the proportion of children among these populations since late 2015.

At the national level, the response plan and implementation is taking place through inter-agency coordination meetings specific to the country context through a multi-sectoral approach. The sectors are coordinated by agencies with the required expertise and capacity. The configuration of inter-agency coordination fora have been developed according to situational context, and operational capacities of governments and agencies, taking into account existing coordination structures such as UN Country Teams.

Details on country specific coordination arrangements, 3Ws, analysis on movements and other protection related issues is available on the refuge and migrants emergency response web portals (<http://data.unhcr.org/mediterranean/regional.php> and <http://migration.iom.int/europe/>).

Protection working groups have been established at the national and sub-national levels. The groups ensure that the protection and assistance needs of refugees and migrants are identified, planned for and

met. Information management services are provided as part of the RMRP.

By participating in this plan, organizations commit to engaging in regional and national coordination mechanisms, adhering to agreed standards, and reporting on their achievements and on funds received through the RMRP framework. Monitoring and reporting procedures will be agreed in consultation between the regional and country levels.



## Budgetary Requirements

Organization	Total
Action Aid Hellas	1,120,000
Adventist Development and Relief Agency	5,389,928
Arbeiter Samariter Bund	8,296,969
ARGE Resettlement	116,304
Armando Aid	112,000
ARSIS	17,662,252
Association Nationale d'Assistance aux Frontières pour les Etrangers	108,696
Asylum Lawyers Network	97,989
ATINA	474,000
Austrian Red Cross	177,174
Babel	196,000
Boat Refugee Foundation	469,504
Bulgarian Red Cross	2,885,440
CARE International	4,252,387
Caritas	449,799
Catholic Relief Services	3,383,414
Citizens UK: Safe Passage Programme	919,920
City Red Cross	1,295,000
Convivial	126,087
Croatian Red Cross	1,406,500
Danish Refugee Council	32,280,979
Diotima	503,796
Divac Foundation	1,854,000
Dorcas Aid International	291,856
Dutch Council for Refugees	1,800,000
Emergency Response Centre International	632,710
Faros	848,960
Filoxenia International	268,626
Finn Church Aid	2,688,000
France Terre d'Asile	1,630,435
Greek Refugee Council	3,212,160
Hilf zur Selbsthilfe e.V.	277,760
Humanitarian Center for Integration and Tolerance	64,000
Humanitarian Support Agency	703,030
Initiative for Development and Cooperation	30,000
Institute for Human Rights and Medical Assessment (MMO)	200,000
Integration Center for Migrant Workers (KSPM-ERP)	1,131,200
International Affairs Network	24,000
International Labour Organization	600,000
International Organization for Migration	108,433,702
International Rescue Committee	9,160,000

Internews	1,600,000
INTERSOS	1,989,232
Irish Red Cross	73,370
Jesuit Refugee Service	213,589
La Cimade	32,609
Macedonian Young Lawyer's Association	426,500
Médecins du Monde	8,877,080
Mercy Corps	2,464,000
Metadrasi	17,033,232
Network for Children's Rights	1,752,800
NGO Partner in Turkey	335,000
Norwegian Church Aid	2,469,251
Norwegian Refugee Council	5,657,952
Nurture Project International	376,320
Office of the High Commissioner for Human Rights	110,000
Open Gate La Strada	207,700
Oxfam	5,145,263
People in Need	404,000
Philanthropy	650,000
Red Cross	58,000
Samaritan's Purse	1,223,700
Save the Children	17,386,036
Secours Islamique France	1,612,800
SOS Children's Villages	2,050,000
Terre des Hommes	2,450,224
Ulysse	1,115,000
UN WOMEN	4,599,188
United Nations Children's Fund	43,452,000
United Nations Development Programme	9,150,000
United Nations High Commissioner for Refugees	332,891,272
United Nations Population Fund	8,085,000
Vizija Kragujevac	770,000
Word Health Organization	700,000
<b>Grand Total</b>	<b>690,935,694</b>



## Budgetary Requirements by sector

Sector	Total
Protection	254,926,914
Basic Assistance	231,236,419
Education	54,515,390
Health and Nutrition	32,055,116
Livelihoods	846,000
Logistics and Telecoms	576,170
Site Management Support (SMS)	47,174,363
Support to local communities	10,737,648
WASH	19,665,028
Operational Support	39,202,646
<b>Grand Total</b>	<b>690,935,694</b>



Baby rescued by Turkish coast guard.  
©IOM/ Turkish Coastguard

# TURKEY

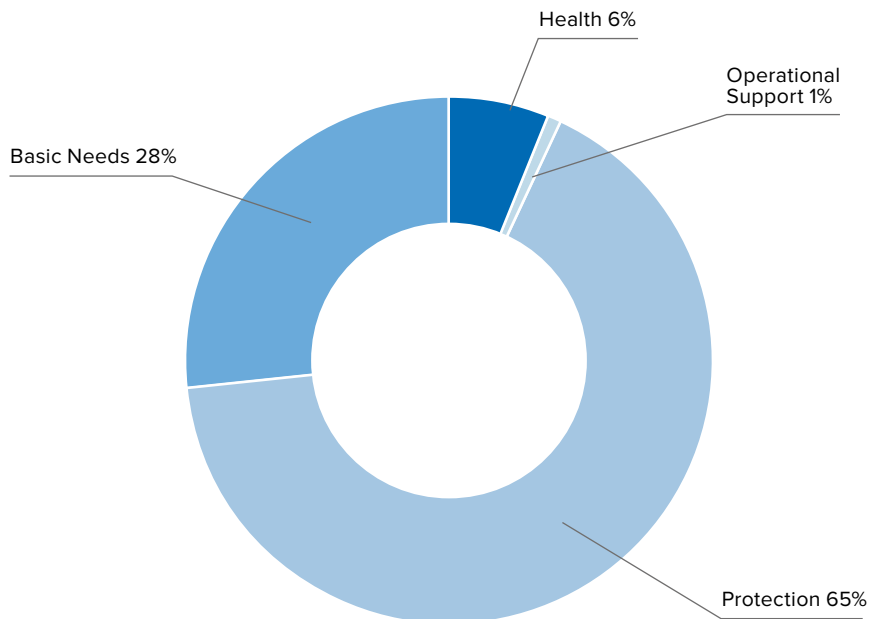


# TURKEY RESPONSE PLAN



Map Sources: UNCS, UNHCR  
The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. \*References to Kosovo shall be understood to be in the context of the Security Council resolution 1244(1999).  
Creation date: 16 Dec 2016.

## Financial Requirements 34,485,668 US Dollars



## Background and Achievements

Turkey hosts the largest number of refugees in the world, including over 2.7 million Syrians under temporary protection, of which less than 10% live in camps, as well as more than 285,000 asylum-seekers and refugees of other nationalities, predominantly Iraqis and Afghans. Turkey also hosts a large number of irregular migrants; however there is no direct or reliable data on irregular migration.

Integration of refugees into Turkish economic and social life remains a challenge, as does the provision of all their rights and entitlements provided by law. Access to the labour market for Syrians under temporary protection and non-Syrians benefitting from International Protection was formalized and implemented in 2016 through the 'Regulation on Work Permits of Refugees under Temporary Protection' and the 'Regulation on Work Permits for Individuals benefitting from International Protection' issued by the Turkish authorities in January and April 2016, respectively. Despite these positive steps, obstacles remain. For example, language barriers and the requirement of six months' registration prior to applying for a work permit continue to impact the ability of refugees to be self-reliant.

As a result of these obstacles, most refugees, asylum-seekers and migrants work in the informal sector where they can face discrimination, difficult working conditions and low salaries. Child labour remains a visible problem. Though no clear statistics are available, field observations show that Syrian children work in the same sectors and under similar conditions as do Turkish children, i.e. in seasonal agriculture, in small-medium enterprises (such as textile workshops) and on the streets. Among the Syrian refugee population, it is estimated that approximately 1 million are school-aged children, of which 450,000 are attending school, leaving the remainder vulnerable to child labour and other forms of exploitation and abuse.

An unprecedented number of people transited through Turkey in 2015 in order to reach the Greek islands and continue their journey onwards through the Western Balkans and Central Europe. By the end of 2015, more than 850,000 people had reached Greece by sea from Turkey. In early 2016, this trend continued with a total of 151,452 reaching Greece in the first quarter. However following the EU-Turkey Statement of 18 March 2016, these numbers dropped dramatically. Between 1 April and 30 November over 18,000 people completed this dangerous sea journey from Turkey to Greece. Since late 2015, women and children have made up the majority of those crossing from Turkey. Syrians, Afghans and Iraqis comprise the majority of these people.<sup>5</sup>

The sea border between Turkey and Greece has presented the primary point of departure to the EU. The Turkish border provinces most affected by the onward movement are Antalya, Aydin, Balikesir, Canakkale, Edirne, Kirklareli, Istanbul, Izmir, Mersin and Mugla. Increasingly, more people are trying to enter the EU via the Turkish border with Bulgaria as well.

The EU-Turkey statement reached on 18 March outlines measures to curtail the onward movement of refugees and migrants traveling from Turkey to the EU. Regular returns from Greece to Turkey within the scope of the statement have served to deter people from attempting this irregular movement.<sup>6</sup>

On 7 April 2016, the Turkish Government made an amendment to the Temporary Protection Regulation on access to protection to include Syrians who had irregularly travelled to the Greek islands after 20 March 2016 and had been returned to Turkey, regardless of whether they were previously registered in Turkey. This amendment includes all people from Syria, be they citizens, refugees or stateless.

Non-Syrians who are returned to Turkey and in need of international protection must have access to a fair and proper determination of their claims, within a reasonable timeframe.

5 Data as of 31 October 2016; accessible at: <http://data.unhcr.org/mediterranean/country.php?id=83>

6 As of 31 October 2016, 695 people (82 Syrians and 613 non-Syrians) have been returned within the scope of the EU-Turkey Agreement. Others have been returned simultaneously under the bilateral Turkish-Greek Readmission Protocol.

Assurances against refoulement or forced return, must be in place. Reception and other arrangements need to be readied in Turkey, including enhanced access to reception and pre-removal centres for protection monitoring. Similarly, effective access to work, health care, education for children, and, as necessary, social assistance need to be ensured.

Turkish frontline institutions have responded to the dramatic increase in people attempting irregular movement. The Turkish Coast Guard (TCG) intercepted 14,691 people in 2014, 91,611 in 2015 and 34,493 by 31 October 2016. Based on demographic breakdowns for those arriving in Greece in the same period, we can assume that of those intercepted in 2016 more than 12,000 may be children and 7,000 women. Syrians and Afghans make up the majority of these individuals, totalling 65% and 18% respectively. Izmir, Aydin and Mugla provinces are the location for more than 80% of the interceptions in 2016, given their proximity to Greek islands. In 2015, the TCG reported 279 lives lost at sea; From January to 31 October 2016 the figure stands at 181, reflecting both the decrease in numbers attempting the crossing as well as the surveillance work of the TCG.<sup>7</sup> In 2016, ongoing operations by Frontex and NATO have enhanced early warning and surveillance activities with the sharing of operational information with the Greek and Turkish Coast Guards.<sup>8</sup>

Similarly, at land borders in Edirne and Kırklareli provinces, the Turkish Armed Forces, responsible for guarding the land borders, have reported a total of 11,473 apprehensions in 2016, comprising 8,576 at the Turkish-Greek border and 2,897 at the Turkish-Bulgarian border.

National institutions responding to the protection and assistance needs of people on the move include the Directorate General of Migration Management (DGMM), the Turkish Coast Guard, the Gendarmerie, the Turkish National Police and the Turkish Armed Forces.

Turkish national front line institutions provide persons intercepted and rescued with immediate life-saving and basic assistance. Their efforts continue to be supported by UN partners, the Turkish Red Crescent and NGOs in the form of food packages, dry clothes, blankets, and hygiene materials, as well as WASH facilities, containers for waiting areas and storage, and interpretation services. NGO partners also occasionally provide legal counselling to detained persons, and conduct surveys and interviews with persons on the move, including those apprehended and rescued, to understand their motivations for onward movement and to counsel them on the associated dangers. They have also provided counselling on the protection and services available in Turkey. Furthermore, NGO partners have been engaged in recording incidents of push-backs.

Following initial registration and screening by law enforcement agencies (either the Gendarmerie or Turkish National Police depending on the geographical location), those intercepted, rescued or apprehended, in principle, are transported to removal centres for processing. Syrians and those who have previously registered with the authorities are released, while others await a decision by DGMM for release, deportation or other alternatives. In provinces where there is insufficient capacity at the removal centres, people are held at the premises of the Gendarmerie or National Police. In all locations, reception capacity, as well as resources to register and screen individuals, identify people with specific needs, and provide counselling are limited.

Following high-level discussions between UNHCR and DGMM, in April 2016, it was concluded that UNHCR will have access to all people in the removal centres, including readmitted persons, in order to assess needs and observe access to rights and national procedures for individuals seeking international protection. UNHCR continues to advocate for enhanced access to this group. Assistance in the areas of capacity, infrastructure and protection to support the Turkish authorities in managing the movement remains un-

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7 Source: Turkish Coast Guard; accessible at: [http://www.sgk.tsk.tr/index\\_eng.asp](http://www.sgk.tsk.tr/index_eng.asp)

8 First Report on the Progress made in the implementation of the EU-Turkey Statement, Communication from the Commission to the European Parliament, the European Council and the Council, 20 April 2016.

der consideration. IOM have access to the removal centres for assisted voluntary return and will expand activities based on request from DGMM. UNICEF, at the request of the migration authorities and in coordination with UNHCR and IOM, and if given reliable access to monitor activities, may provide psychosocial support and other basic services to children and their families temporarily placed in these centres.

In 2016, there have been readmissions at both land and sea borders within the scope of the Greece-Turkey bilateral Readmission Protocol, though figures are not available, as well as under the EU-Turkey statement of March 2016. As of 31 October 2016, 695 people have been readmitted under the EU-Turkey statement.

Readmitted persons are initially processed at the port of entry, during which their ID information and fingerprints are taken and verified. They are then transferred to removal centres where they are further processed. Syrians returned under this initiative are sent to Duzici camp in Osmaniye province while all other nationalities have to-date been processed at Kirklareli removal centre.

Those wishing to journey onwards, including unaccompanied and separated children, are generally unwilling to register with the national authorities or share their intentions. Smugglers and social media continue to be the main information sources for such persons, underlining the need for ongoing extensive outreach and communication through various platforms and in multiple languages. In such circumstances, there are particular concerns surrounding access to protection for women, girls and Unaccompanied and Separated Children (UASC), putting them at risk of sexual and gender-based violence (including domestic violence as well as other types of violence taking place *en route*); trafficking and sexual exploitation; smuggling; physical harm, injury and health risks (including due to harsh weather conditions); family separation; and psychological distress. Furthermore, accurate data and statistics on UASC remain limited and insufficient to monitor the realisation of children's rights and ensure the development of appropriate policy and programmatic response to the needs of this specific group.

## Achievements

- UN and NGO partners maintain well-established working relationships with relevant national institutions, including the Directorate General of Migration Management (DGMM), the Coast Guard Command, Land Forces, Gendarmerie, National Police, Ministry of Health (MoH), Ministry of National Education (MoNE); Ministry of Justice (MoJ); Ministry of Family and Social Policies (MoFSP); the Disaster and Emergency Management Agency (AFAD) and the Ombudsman Institution. Since September 2016, UNCHR attends the monthly AFAD coordination meetings at the provincial level in Izmir, enhancing this relationship and communication, as well as providing a link between the national institutions and the UN and NGO actors.
- Since before the Syrian refugee crisis, UN and NGO partners have been providing capacity building and material support to strengthen the national asylum and migration system, which as of April 2014 is governed by the Law on Foreigners and International Protection. In October 2014, the authorities issued a Regulation on Temporary Protection, which applies to Syrian refugees and, since April 2016, includes those Syrians returned from Greece under the terms of the EU-Turkey deal. UN and NGO partners have also supported the strengthening of registration procedures and the identification of persons with specific needs, referral pathways to national protection agencies and service-providers, and access to education and health.
- UN and NGO partners have supported advancements in international refugee protection, migration and protection-sensitive border management, child protection, SGBV prevention and response, gender analysis, and sexual and reproductive health. In particular, protection monitoring has expanded along the Aegean Coast and western borders, as has legal assistance and counselling, and capacity of institutions and NGOs to identify persons with specific needs has been reinforced. This work is supported and facilitated by coordination mechanisms in place.

- Material and other support has been provided to frontline institutions in the Aegean/Western borders regions in the form of interpretation assistance, food packages, clothing, blankets, children and family hygiene materials, WASH facilities, and other equipment, including containers, to support rescue at sea and initial reception of rescued and apprehended persons.
- Strong partnerships have also been developed with national and international NGOs, who are expanding their presence and activities along the Aegean and Mediterranean coasts and western land borders to provide persons on the move, including children, with humanitarian assistance as well as counselling, psychosocial support, legal assistance, and referrals to state institutions as well as support to frontline institutions. With the objective of avoiding gaps and duplication in activities and thus to ensure effective delivery of assistance and support to the target groups, UN and NGO partners have established regular NGO consultations and three sectoral Working Groups: Protection, Health, and Basic Needs. A sub-group on urgent protection cases has also been initiated with relevant actors engaged in case management to enhance follow-up actions and coordination between partners and NGOs. These working group meetings are complemented and supported by the Task Force meetings established in Ankara with participating UN agencies.
- UN and NGO partners have also expanded their own presence and direct activities along the Aegean coast, including protection monitoring and outreach as well as assessments. These activities have expanded from the initial emergency response to cover stabilisation activities for people on the move in the region. These stabilisation activities include closer cooperation with local institutions, such as municipalities, engaged with the local community including refugees, and increased participation of refugees in the form of refugee committees. Capacity building of public institutions, such as Ministry of Family and Social Policies (MoFSP) and Provincial Directorate of Migration Management (PDMM), as well as local and international NGOs and other frontline institutions is ongoing, including training on protection responses to specific needs, child protection standards and identification of vulnerable/at-risk persons.
- UN and NGO partners have established partnerships with provincial health directorates of MoH and specialized NGOs on the western coast to provide targeted services to refugee women and girls. UN partners collaborate together, with government, community-based organisations and other partners to ensure that primary health care services including reproductive health, family planning and SGBV services are provided. Counselling, training and education sessions are also conducted at UNFPA-managed centres. Hygiene supplies, obstetric and family planning supplies are provided to vulnerable populations to ensure the needs of women and young people are served through both the emergency and stabilisation phase.
- Primary Health Care (PHC) services including mental health and psychosocial support (MHPSS) is provided through migrant clinics operated by MoH and NGOs. Training on PHC, MHPSS and non-communicable disease prevention and management is also provided to health care providers. A special emphasis is being made on adaptation of Syrian medical providers in order to prepare them to work within the Turkish health care system at Migrant Health Centres.
- UNHCR has continued its efforts to expand opportunities for resettlement and other pathways for admission of Syrians refugees from Turkey. Among those resettled, over 5,500 Syrian refugees were submitted to European countries since 20 March under an expedited resettlement methodology.



## Humanitarian Needs and Vulnerabilities

In line with the RMRP revised appeal of 2016, this Turkey chapter highlights five main groups. These are: 1) persons intercepted, rescued at the sea and land borders and apprehended inland before reaching a departure point; 2) persons on the move transiting Turkey in an attempt to reach the EU; 3) refugees and asylum-seekers already in Turkey; 4) people readmitted to Turkey from Greece and other countries; and 5) Syrian refugees to be resettled from Turkey further to the increase in resettlement commitments by EU countries for Syrian refugees in Turkey.

- **Persons intercepted, rescued at the sea and land borders and persons apprehended inland before reaching a departure point – 35,000 by end 2017**

Despite a dramatic decrease in the number of people attempting irregular journeys from Turkey to Europe, Turkey remains a departure and transit point for sea and land crossings and a number of persons will continue to be apprehended/intercepted or rescued along Turkey's sea coast, western borders and further inland in 2017. By end October 2016, a total of 45,966 people have been intercepted/apprehended or rescued at Turkey's land and sea borders, including approximately 20,000 between April and October, following the conclusion of the EU-Turkey statement in March 2016. In line with this development, it is projected that some 35,000 may be intercepted, apprehended, rescued at sea in 2017. This coincides with an assumption of 40,000 new arrivals to Greece in the same period.

Any change to the current operational context in this regard may require a revision of this plan accordingly.

Among these people, a proportion of persons may have specific needs, including families with children, unaccompanied or separated children and youth, separated families, single parent households, pregnant and lactating women, elderly and disabled persons. They will be in need of humanitarian assistance, including reception facilities, dry clothing, shoes, blankets, hygiene kits, food, medical assistance, psy-

chological first aid and transportation. Gaps remain in the systematic identification of persons with specific needs and at risk as well as in the provision of information and counselling on available options and protection mechanisms in Turkey, including the provision of legal assistance to persons who are detained. Clear and consistent operating procedures to identify and support survivors of SGBV and trafficking need to be established. Processing, including registration, gathering of protection-sensitive information collection, referral mechanisms for persons with protection risks and specific needs, as well as service-providers themselves, will need to be further capacitated. Interpretation services with all frontline institutions need to be reinforced.

- **Persons on the move transiting Turkey in an attempt to reach the EU – estimated at 150,000**

In the absence of comprehensive data for those who transited in 2015 and 2016, as well as a changed landscape for those wishing to travel to the EU, it remains difficult to estimate the number of persons who will transit through Turkey in 2017 with the intention to continue their journey. The perception which may have existed in 2015 and early 2016 that it is relatively easy to travel from Turkey to Greece by sea has been impacted by the political developments which serve as a deterrent to people planning to travel in this manner. This change in perception is reflected in the decreased numbers of people attempting and completing the journey to the Greek islands since April 2016.

However, it is evident that a certain number of people in Turkey and beyond its borders will continue to consider the option of irregular movement from Turkey. The group will remain diverse, including nationals of neighbouring countries and further afield, and consist of people both in need and not of international protection. Limited legal pathways, including options for family reunification, are likely to continue to pull individuals to irregular travel.

These persons are vulnerable to smugglers, and exploitation, and are in need of information and counselling from reliable sources in languages they understand on available options, other than irregular onward movement. They need information, as well

as counselling on available options including how to seek protection in Turkey, their rights and obligations, where to access assistance, available legal pathways to Europe, and the possibility of voluntary return to their country of origin for those not in need of international protection. The most vulnerable among them will be in need of health services and humanitarian assistance. These persons will be the primary target for outreach activities including information and communication campaigns.

Stabilising the people on the move in Turkey requires, in particular, support to the currently registered refugees and migrants in Turkey including structural measures aimed at facilitating social integration and cohesion through the improvement of living standards, access to education and social safety nets. Such activities, including support to local infrastructure, information outreach, communication strategies in native languages, counselling on alternative legal pathways and the risks associated with irregular movement, will run parallel and complement protection and assistance activities already foreseen in the traditional assistance provided to refugees and asylum seekers throughout Turkey. In addition, interventions that will prevent separation of migrant children from their families will be employed in this regard.

As such, these activities will serve to harmonise assistance in areas and to populations not foreseen in the 3RP and traditional budget. The general outreach capacity in the Marmara and Central Anatolian region of humanitarian actors will be strengthened through different modalities, such as outreach support to reach vulnerable populations in the rural areas, to allow for greater stabilising efforts of the refugee population there.

- **Refugees, migrants and asylum-seekers already in Turkey**

IOM, UNDP, UNHCR, UNICEF, UN Women, WFP, WHO and other partner agencies and International and National NGOs have planned for the response to the ongoing needs of Syrian refugees in Turkey through the Regional Refugee and Resilience Plan (3RP).<sup>9</sup> Activities mentioned in the 3RP are therefore not included in

this appeal, which seeks to address only complementary activities within the scope of onward movement, within a particular area of Turkey. It is noted, however, that the communication and information campaigns foreseen within the RMRP may target all refugee and migrant populations who are resident in Turkey.

- **Persons readmitted to Turkey from Greece and EU**

Following the EU -Turkey statement of 18 March 2016, returned persons can be considered as a distinct and separate target group for the activities of UN agencies within Turkey. As outlined above, readmitted persons are transferred to removal centres.

- **Syrian refugees to be resettled to Europe further to the increase in resettlement commitments for Syrian refugees in Turkey**

Following the 18 March agreement between the EU and Turkey on the return of individuals from Greece to Turkey and the parallel resettlement of one Syrian to Europe for every Syrian returned from Greece, the resulting scale-up of resettlement capacity in Turkey is included in this response plan. The budget implications of this scale-up cover increased staffing at all levels of the process to ensure that UNHCR Turkey can meet the new quotas opened by this agreement, as well as related logistics and costs shared by relevant UN partners (UNHCR & IOM).

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9 <http://www.3rpsyriacrisis.org/>

## Response Strategy and Priorities

The main Strategic Objectives guiding the response in Turkey are:

- Refugees' and migrants' rights are respected and protection space (access to territory, access to asylum, non-refoulement, legal assistance and alternatives to detention) is expanded through advocacy, appropriate support, and strengthened outreach and monitoring.
- People with specific needs are identified, assisted and referred to access appropriate services, in particular, women- and girls- at-risk, unaccompanied and separated children (UASC) and survivors of sexual and gender-based violence.
- Refugees and migrants, in particular those with specific needs and/or at risk, are able to access humanitarian assistance and services appropriate to their requirements, including protection, information, health and legal assistance, focusing initially and primarily on those rescued, apprehended, or detained.
- National institutions are able to respond to the crisis and meet standards of treatment for refugees and migrants, including children, with their own capacity strengthened through technical and material support.
- Refugees and migrants are better able to communicate and access information, through improved two-way communication with communities, legal assistance and interpretation support.
- Refugees and migrants are systematically informed on the avenues for protection available to them in Turkey, including their rights and responsibilities; legal pathways to enter Europe; and the risks involved in irregular travel to Europe.
- Registered refugees in Turkey are supported, including through structural measures aimed at facilitating increased participation in defining assistance programmes, social integration through the improvement of living standards, access to education, and social solidarity for refugees and asylum seekers in the Aegean and Western Borders area.
- National institutions are supported in the identification of Syrian refugees according to UNHCR resettlement submission categories and vulnerability criteria; and increased capacity of UN partners to process and assess cases for Resettlement including travel and related support; as well as the provision of information on the legal option of Assisted Voluntary Return and Reintegration (AVRR).

The response strategy has been divided into three sectoral strategic areas, namely protection, health and basic needs (food and non-food items, shelter, water, sanitation and hygiene, and transportation). The response strategy takes into account the need to enhance data collection in order to understand the evolving profile and nature of the movement, to enhance communication with people on the move, in order to provide targeted information in relevant languages, in particular to people with specific needs, including UASC and women and to promote available options. Reluctance of refugees and migrants to engage with humanitarian actors due to their unwillingness to register may prevent them from approaching available services, including child-protection services, health, reproductive health or SGBV-related services.



## Protection

- Protection-sensitive, disaggregated, available and accessible data collection and registration, identification and referral mechanisms for people with specific needs will be strengthened through capacity building and the provision of equipment for processing.
- Efforts will be made to identify community entry points to communicate with communities on the move and provide relevant, information and identify persons with specific needs, including through refugee committees and participatory assessments, and partnership with local institutions such as municipalities.
- Partners will closely follow the impact and developments resulting from the EU-Turkey Joint Action Plan<sup>10</sup>, and interventions, programming and support aimed at the refugee protection components of the agreement will be further scaled up, as required.
- Partners will monitor the situation of children and other vulnerable groups, including those placed in removal centres and other facilities.
- Emergency training on migration management will be enhanced, including through AVRR programmes and counter-trafficking.
- The performance of frontline institutions and law enforcement agencies will be enhanced through the provision of specialized training on international protection and human rights of refugees and migrants, child protection, interview techniques, protection of specific groups such as LGBTI persons of concern, and staff self-care, including mitigating the effects of secondary trauma, distress and burnout, to the Turkish Land Forces, Turkish Coast Guard, Gendarmerie and National Police.
- Targeted capacity-building support to national asylum authorities and law enforcement agencies will continue to be provided.
- As part of the child protection system, appropriate mechanisms will be established and supported to identify children with specific needs, especially UASC, including the provision of child-friendly information, targeted child protection support, appropriate alternative care support such as kinship, guardianship and foster care, and access to counselling and legal aid.
- Communication with communities will be enhanced to ensure a two-way participatory process and an AGD sensitive approach. Provision of information, including in a child-friendly manner, on the dangers of irregular onward movement, legal pathways to Europe or elsewhere, rights and obligations in Turkey, available services, SGBV and human trafficking risks, will be developed and adapted for the various target groups. This will be achieved through the establishment of a UNHCR call centre with multi-lingual services, increased information campaigns using a variety of multi- and social media; as well as participatory assessments to collect the views and opinions of the communities.
- Community outreach activities will be strengthened in targeted provinces to complement traditional activities in these areas with the specific aim of stabilizing populations at risk of onward movement. In line with this, partners will support the mobilization of the existing network of community centres in the provision of objective information, and through support and partnership with local institutions engaging with the local population including both host and refugee communities.
- Outreach and protection monitoring activities, including border and detention monitoring as well as counselling, psychosocial first aid, and legal assistance are performed in a systematic and regular manner. Involve community members in the provi-

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<sup>10</sup> The EU-Turkey Joint Action Plan (JAP), activated on 29 November 2015, aims to increase cooperation for the support of Syrian refugees under the temporary protection regime in Turkey, their host communities, as well as to prevent continued irregular migration from Turkey to the EU. Following on from the Joint Action Plan, the EU-Turkey agreement of 18 March specifies measures to be taken to halt irregular movement from Turkey to the EU, one of the four policy areas of action identified under the JAP.

sion of psychological first aid, promotion of peer to peer support involving adolescents, youth and women.

- The performance of the child protection monitoring, screening and referral system among refugee populations along the key migration routes are enhanced; including through Best Interests Determinations and standardizing SOPs for case management and the referral of children on the move among the various mandated actors. In order to do this, specialized training and direct technical support will be given to local child protection actors and other authorities (including the Ministry of Family and Social Policy, DGMM/PGMM, AFAD, Coast Guard, the Gendarmerie, and provincial child protection committees) to ensure critical child protection issues are identified and addressed in a holistic manner, including the identification of children with special needs, prevention and response to SGBV, making use of and adapting the national child protection systems already in place to better serve children on the move in Turkey. At the same time, child protection capacity among border monitoring teams and community-based organisations will be strengthened, and links will be established between non-governmental and governmental child protection actors to improve referral mechanisms.
- Expertise on addressing SGBV in emergencies along the route will be enhanced. This kind of expertise is needed to identify survivors who need assistance and to assess the risks and try to mitigate them, including to SGBV survivors readmitted to Turkey from Greece and the EU. To address this, service providers and front line responders will be provided with training to better address the specific needs and priorities of refugee and migrant women and girls including on SGBV prevention, protection, and improved response, in particular, regarding the clinical management of rape, coordinated case management, and through the provision of RH/PEP kits as well as dignity kits for girls and women. Significant attention will be given to determining and standardizing SOPs for the referral of both child and adult survivors of SGBV and the development of a regional cross border tracking system of vulnerable cases.

- Partners will work closely with national authorities to increase their capacity to identify suitable, vulnerable Syrian refugees for resettlement referral. UN partners will also require increased staffing and capacity to process individuals for resettlement.



## Health

- Access to health care will be improved through the provision of mobile health services or establishment of migrant health centres in close cooperation with MoH for rescued and apprehended people, provision of emergency health kits, communication and information campaigns, transportation to health facilities, and ongoing assessments to identify remaining gaps.
- Communication activities/campaigns for migrants and refugees on health information and protection will be established.
- Rapid assessments will be conducted to identify urgent needs and gaps, which will lead the planning of interventions for health sector partners.
- The Ministry of Health will be supported in terms of capacity building in developing migrant and refugee-sensitive health services in selected provinces including keeping health records specific to migrants and refugees.
- To address the sexual and reproductive health (SRH) risks and needs identified, emergency and life-saving sexual and reproductive health services will be provided to refugee women (essential drugs, commodities, emergency RH kits, hygiene/dignity kits and equipment) including through supporting the use of mobile clinics in partnership with the Ministry of Health and specialized NGOs; capacity building activities for service-providers and frontline responders will be conducted on reproductive health and STI risks for people on the move and the referral pathways; and information materials on sexual and reproductive health issues, risks, available services and rights will be disseminated.

- Health-focused activities will augment resilience activities of the 3RP and will be carried out based on needs in collaboration with Health sector partners and the MoH.



## Basic Needs

- Government and local authorities' efforts to improve reception capacity for rescued or apprehended persons will be supported by UN partners through the provision of containers for temporary emergency shelter and WASH facilities as well as transportation services, as required.
- The authorities and other service-providers will be assisted by UN partners to address urgent humanitarian needs of vulnerable persons through the provision of food packages and Core Relief items, consisting of clothing, blankets, hygiene kits for families and babies, and dignity kits for women; as well as cash assistance to identified vulnerable persons. This will not duplicate similar plans included under the 3RP which aim to cover a different geographical area.
- A gender-sensitive approach will be mainstreamed throughout the response and across all programme sectors in order to ensure women, men, boys and girls can equally access and benefit from general services and can also benefit from targeted services that address their specific needs, priorities and risks in line with the UNHCR's AGDM strategy, framework for protection of children, community-based approach in operations and guidelines on prevention of and response to SGBV against people of concern, as well as IASC Gender Guidelines and the IASC GBV Guidelines.
- The response plan will aim to ensure that the provision of assistance is predictable, coordinated with other stakeholders, and based on agreed and transparent targeting criteria, which are underpinned by protection considerations and the views of persons of concern.

## Partnership and Coordination

The Government of Turkey leads the response, with UN agencies and partners providing support, capacity building and technical advice. On the government side, coordination is carried out by DGMM with the Turkish Coast Guard, the Land Forces, the Gendarmerie and National Police, with the participation of relevant national institutions.

Within the context of the RMRP, UNHCR and IOM, as co-leads, host regular coordination meetings with partners at the Ankara level to lead the response in support of Turkey's efforts and to avoid duplication and gaps in international assistance. From the coordination meetings, three sectoral Working Groups have been established, meeting regularly in Izmir. These three WGs, Protection, Health and Basic Needs are chaired by UNHCR, WHO/UNFPA and IOM/UNHCR, respectively, bringing together all relevant UN and NGO partners.

In 2017, UN agencies aim to harmonise the coordination structures currently in place in Turkey. This will involve linking regional coordination structures, such as the RMRP working groups, into the central coordination mechanisms, to ensure a coherent and consistent approach throughout the country. Greater harmonisation will allow for better information sharing and for consistency in approach.

## Planned Response



### Protection

- Undertake strategic advocacy in coordination with government and civil society partners, on all issues related to safe and effective access to asylum procedures and solutions.
- Continue to provide asylum-related capacity-building support to relevant authorities.
- Provide technical and material support to DGMM to strengthen protection-sensitive registration capacity, through training and the provision of registration equipment and translation support.
- Strengthen the capacity of DGMM, Coast Guards, Gendarmerie, Land Forces, National Police, and other relevant institutions (including law enforcement agencies as well as provincial and municipal authorities) to understand and operate in line with their national and international obligations concerning the protection of refugees and migrants, in particular the protection of women and children, and to ensure that people with specific needs are identified, counselled, prioritized and referred for services, through the provision of training on international protection and the national asylum framework, human rights of migrants, and the protection of women and children.
- Support the Directorate General of Migration Management (DGMM) to continue to operationalise a monitoring and reporting system using Displaced Tracking Matrix methodology that will provide timely updates on the migrant presence in various provinces in Turkey in coordination with all actors directly involved in refugee coordination in Turkey.
- Systematically monitor, together with civil society partners, the protection situation, in particular that of women and children, as well as in detention and pre-removal facilities and at key border points, with follow-up as needed through establishing/maintaining monitoring teams in Aydin, Balikesir, Canakkale, Edirne, Kirklareli, Istanbul, Izmir, Mersin and Mugla.
- Systematically inform refugees and migrants of their right to seek asylum, apply for AVRR or resettlement and the steps necessary to do so, as well as the risks and possible consequences associated with irregular movement through two-way communication channels and information campaigns.
- Facilitate systematic participation of refugees and migrants through regular participatory assessments, the establishment of feedback mechanisms, and outreach campaigns.
- Identify children-at-risk, in particular those traveling without family members and those with disabilities, and strengthen their access to effective child protection services and support, which ensure that their best interests are safeguarded.
- Analyse legislation concerning refugee/migrant children in order to identify gaps and propose new legislative and policy provisions and strengthen inter-sectoral collaboration among key stakeholders.

- Ensure people with specific needs have prioritized, predictable and safe access to appropriate services which are up to standard through support to national institutions and NGOs.
- Operationalize the 2015 IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action, across sectors to prevent and mitigate risks associated with SGBV, and to improve identification, psychosocial support and referral of SGBV survivors and those at risk of SGBV through training and monitoring of service providers, provision of SGBV response services, including PEP kits, Dignity kits, clinical management of rape, coordinated case-management, and dissemination of IEC materials; and assistance to affected municipalities to implement local protections on an integrated response to violence against women for women refugees.
- Provide capacity to institutions, including the Ministry of Family and Social Policies, on gender and crisis response planning and implementation.
- Carry out a comprehensive gender assessment of the needs and response, ensuring that refugee and migrant voices are heard in identifying the needs and response.
- Ensure the provision of child-friendly as well as women-friendly spaces. Establish a psychosocial response programme that involves community participation, peer to peer support and focussed support to parents and care-givers.
- Provide psychological first aid and legal assistance to persons apprehended or rescued at sea through partners.
- Support the enhancement of search and rescue operations through the provision of technical and material support to the Turkish Coast Guard Command, resulting in fewer lives lost at sea.
- Support partners in carrying out emergency and stabilisation activities targeting intercepted persons and persons with the intention to move in specific border locations such as, Balıkesir, Bursa, Canakkale, Edirne, İzmir, Mersin and Muğla.
- Support the Turkish authorities in identifying refugees who are in need of resettlement and assess and process their resettlement cases to European countries with a view to providing them with a durable solution.





## Health

- Improve access to health care through the provision of mobile health services or establishment of migrant health centres in close cooperation with MoH for rescued and apprehended persons, provision of emergency health kits, communication and information campaigns, transportation to health facilities, and ongoing assessments to identify remaining gaps.
- Ensure that refugees and migrants benefit from improved health care through capacity building of health professionals in the targeted provinces on refugee and migrant sensitive health service provision, early warning and surveillance, mental health services at primary care.
- Operationalize the 2015 IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action, increase the capacity of the national healthcare system to respond to SGBV and to the sexual and reproductive health (SRH) needs of refugee/migrant women through the use of mobile clinics, migrant health centers in partnership with the Ministry of Health and specialized NGOs, capacity building of service providers, dissemination of information on SRH risks and available services, and the provision of RH kits (including PEP) and commodities.
- Establish women's health centres in 10 cities on the west coast (including clinical/mobile services) to provide health services including Maternal and new-born health; Adolescents (and child) health; family planning services and commodity distribution (including emergency contraceptive); clean delivery kits; Basic Emergency Care Voluntary Counselling and Lab Testing on HIV and other STIs; PEP kits distribution; Physical and Mental Health First Aid and SGBV treatment in partnership with MoH and specialized NGOs to respond to health needs of refugee/migrant women. Capacity building of service providers, dissemination of information on SRH/FP risks and available services, outreach activities of health mediators.



## Basic Needs and Essential services

- Improve reception conditions for people rescued at sea or apprehended through the provision of urgent humanitarian assistance, including hygiene kits, clothes, shoes, blankets and dry food packages, as well as transportation to reception/processing sites on condition that UN agencies are granted access and that such support is not used in "closed facilities".
- Support the establishment of gender-sensitive shelter facilities (emergency shelter, transit facilities, and any other reception sites) to meet protection standards.
- Reduce protection risks and improve dignity through the provision of targeted humanitarian assistance to the most vulnerable persons on the move, including family, dignity and baby hygiene kits and targeted cash/voucher assistance.

## Financial Requirements Summary – TURKEY

Financial requirements by agency 34,485,668 (in US dollars)

Organization	Total
International Organization for Migration	13,600,000
NGO Partner in Turkey	335,000
UN WOMEN	220,000
United Nations Children's Fund	2,500,000
United Nations High Commissioner for Refugees	13,330,668
United Nations Population Fund	4,500,000
<b>Grand Total</b>	<b>34,485,668</b>

Sector	Total
Health	2,250,000
Operational Support	20,000
Protection	22,322,771
Basic Needs	9,892,897
<b>Grand Total</b>	<b>34,485,668</b>





A young boy walks through a warehouse at the Vasilika-Redestos site, Greece.  
©UNHCR/ Achilleas Zavallis

# GREECE

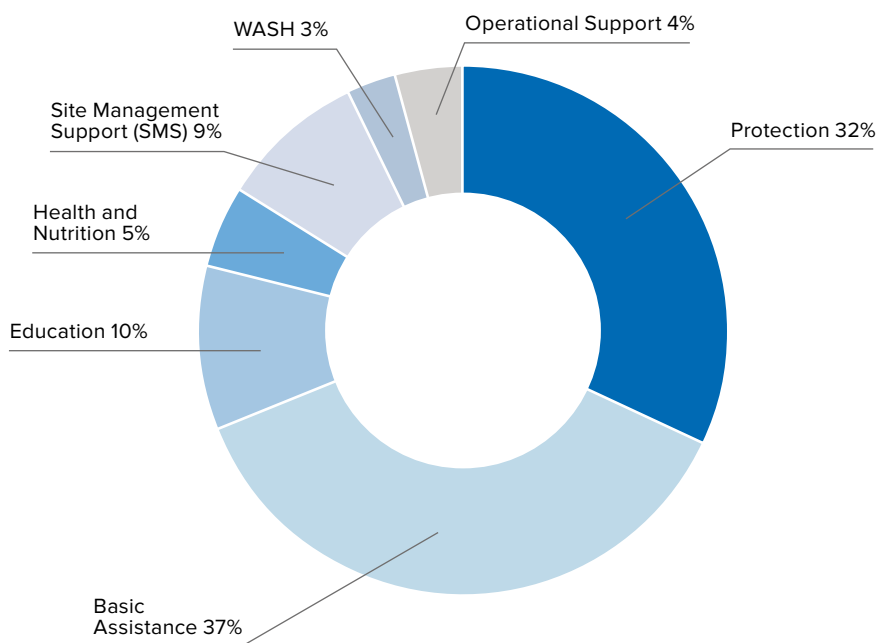


# GREECE RESPONSE PLAN



Map Sources: UNCS, UNHCR  
The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. \*References to Kosovo shall be understood to be in the context of the Security Council resolution 1244(1999).  
Creation date: 16 Dec 2016.

## Financial Requirements 525,904,019 US Dollars



## Background and Achievements

Over one million refugees and migrants have undertaken the perilous journey into Europe since the beginning of the refugee crisis, with the vast majority having crossed the Aegean Sea from Turkey to Greece. Refugee and migrant flows continued in 2016 and, from 1 January until 30 November 2016, a total of 171,785 new arrivals were registered in Greece. 87% of these arrivals come from the world's top 10 refugee-producing countries. Of these arrivals 59% are women and children<sup>11</sup>. According to the Greek Coordination Centre for the Management of the Refugee Crisis, the total number of Persons of Concern (PoCs) in Greece is 62,455, as of 19 December 2016 of which 31,414 are residing in official and unofficial sites on the mainland, 16,209 are on the islands and 12,712 are hosted in UNHCR's accommodation in various locations across the country.

Over the course of 2015 and into early 2016 the population of persons of concern was transient, with arrivals remaining in Greece for a limited time before crossing international borders along the Western Balkans. During that period, the focus of humanitarian partners was on the islands, which received an average of 2,000 refugees and migrants per day and also on informal transit sites close to the northern border with the Former Yugoslav Republic of Macedonia, namely Eidomeni and the EKO gas station. The Port of Piraeus and Victoria Square in Athens were also two informal sites that saw thousands of people coming from the islands to the mainland, before continuing their journey to the northern border, where humanitarian partners ensured delivery of assistance.

The situation in Greece changed dramatically in March 2016 with the closure of the Greece and the Former Yugoslav Republic of Macedonia border and the entry into effect of the EU-Turkey statement on 20 March. Arrivals to Greece have drastically decreased due to several reasons, including an understanding among the refugee and migrant populations that the Balkan route is closed, the expected consequences of the EU-Turkey statement and the increased pa-

trolling in western Turkey and the Aegean Sea. A total of 748 people have been returned to Turkey as of 30 November 2016, under the EU-Turkey statement. A total of 5,652 people have been voluntarily repatriated, as of 25 November 2016 and according to statistical data provided by the International Organization for Migration (IOM). Also, as the population became more static, there was an increasing need for opening and establishing sites on the mainland of Greece that could host the refugee and migrant population and respond to their needs. There was also a shift to the legal processing of the refugees and migrants who are now subject to specific administrative treatment under Greek law. Those who arrived in Greece prior to the 20 March 2016 have been almost fully transferred to the mainland and have the right to legal stay, asylum, family reunification and the possibility to benefit from the relocation scheme as per previous policy and standards. Since the start of the implementation of the EU-Turkey statement on 20 March, new arrivals are kept at the hotspot facilities or Reception and Identification Centers (RICs) under the Reception and Identification Service (RIS) in the 5 islands of Lesbos, Chios, Samos, Kos and Leros, until they are registered and processed, under restriction of liberty, as per Greek law. Due to measures taken following the EU-Turkey statement, reception conditions for new arrivals have deteriorated and some RIC facilities became overcrowded, such as the island of Lesbos (capacity: 3,500, total population: 6230), the island of Chios (capacity: 1,100, total population: 4322) and Vathy RIC in Samos (capacity: 850, current population: 2439).

On the mainland, many new camps have been created and in many of them conditions are below the minimum humanitarian standards. Currently there are 42 open accommodation sites on the mainland, operating under state authorities and 2 more open accommodation sites on the islands of Chios and Lesbos. In addition, there are 5 RICs on the islands and one in the mainland (Fylakio RIC in Evros). The latter was established in 2013 and operates as a closed facility for the purposes of screening and identification.

11 Hellenic Police data 1 January – 31 October 2016

## Achievements

During 2016, RMRP partners have supported the Government of Greece in responding to the increasing needs of refugees and migrants arriving and residing in the country. This was achieved through the provision of legal and protection assistance, and through the delivery of non-food items (NFIs) and food rations, the provision of water, sanitation and hygiene (WASH) services, health services and shelter solutions as well as access to education. The main sector achievements and the interventions of partners in the Greece response are highlighted below:

- Coordination mechanisms were established and implemented in all regions for the sectors and at different levels. There has been regular participation from a wide range of partners, including Greek Governmental institutions and agencies, national and international humanitarian agencies and NGOs, and volunteer groups.
  - A refugee pre-registration exercise was implemented by the Greek Asylum Office, with the support of UNHCR, EASO and protection partners, with approximately 28,000 individuals gaining access to asylum procedures. The total number pre-registered included 1,225 unaccompanied and separated children. The pre-registration procedure, and the subsequent allocation of registration appointments at the Asylum Service were explained to refugees and migrants through an extensive communications strategy that was developed and implemented with partners and included the provision of information materials, a Short Message Service (SMS) and a web-based finder. These tools were used to communicate regarding the timing and location of appointments.
  - Outreach protection capacity was increased to cover all the sites and urban areas where refugees and migrants are hosted, including the initiation of referral pathways for persons with specific needs, and responses to child protection and Sexual and Gender-Based Violence (SGBV) in some sites. Reception and accommodation capacity has increased, mainly for candidates to the Relocation Scheme, but also for persons with specific needs including Unaccompanied and Separated Children (UASC).
- As of December, 20,000 places in off-site accommodation were created for Relocation Scheme candidates and vulnerable people referred to UNHCR. However there is still a need to expand this capacity.
- UNHCR assisted the Government of Greece to implement the transfer of asylum seekers from the islands to accommodation in the sites on the mainland and as of 16 December 2016, 352 people were transferred. This process was essential to support the decongestion of the islands which poses a barrier to providing safe and dignified reception conditions.
  - Legal information, advice and counselling was provided to refugees and migrants. Between July and October, 4,204 individuals were provided with legal counselling; 1,172 individuals received legal aid assistance; and 37,807 received information on legal procedures, rights and obligations. Information provision included explanations of registration, asylum, Relocation procedures and alternative legal pathways. Case management, including psychosocial support (PSS) and legal aid, is provided by case workers for vulnerable families and children (including UASC) in parts of Greece. More than 25,503 individuals, including 500 children were provided with social and legal services, and more than 3,000 persons with specific needs were identified and assisted.
  - Eleven 'Blue Dots' - Children and Family Protection Support Hubs, were established across Greece, providing a minimum package of services such as restoring family links/fast family reunification services, info/advice desk, child friendly spaces, mother/baby area, psychosocial support, legal counselling, referral to other services and non-formal education. More than 17,000 children were supported with psychosocial activities, including through the Child and Family Support Hubs (the 'Blue Dot' system).
  - A *Child Protection Case Management in Emergencies Task Force* was established under the Child Protection Sub-Working Group (CPSWG) which oversaw the development of interagency case management tools and conducted a total of four training workshops on case management for at



least 100 frontline workers (humanitarian staff) in Thessaloniki, Chios, Lesbos and Attica.

- Minimum standards were agreed upon for the management of designated 'safe zones for UASC' inside open temporary accommodation facilities on the mainland. These standards guide the establishment of temporary alternatives to detention, until suitable medium and long-term shelter and care are identified. They were endorsed by the Ministry of Migration Policy (MoMP) and the Ministry of Labour, Social Insurance and Social Solidarity (MoLSS) and include criteria for site selection, safety and security, infrastructure, procedure and placement of the UASC, services and staff.
- The capacity of the National Centre for Social Solidarity (EKKA) was strengthened through the secondment of technical experts to manage the increased caseload of UASC, as well as to consolidate and analyse data and monitor trends for planning (including through the production of a weekly dashboard). A total of 43 shelters (transit and long-term) were established, providing care for 1,200 unaccompanied boys and girls across Greece.
- An SGBV action plan was elaborated by the SGBV sub-working group (SGBV SWG), in collaboration with SGBV partners. It includes the specific objectives and actions to be undertaken for SGBV programming in 3 core areas: prevention, response and coordination.
- Referral pathways for SGBV incidents were identified among SGBV partners and are operational in 24 locations, including 5 RICs. SOPs on SGBV prevention and response were drafted and are being finalized.
- Case management for SGBV survivors is offered in several sites across the country. On average, 45 cases received assistance through case management services and associated specialised support per month. The service provision included medical treatment, psychosocial support, legal counselling and security, based on the survivor's wishes. Building the capacity of service providers and other frontline workers on SGBV guiding principles, case management, and the clinical management of rape has improved the quality of response to SGBV survivors.
- A Communicating with Communities (CWC) Handbook for Greece, with tools and practical advice for effective communication with communities on legal rights and basic services was produced and distributed in sites around Greece.
- Field staff were trained to ensure best practice approaches to informing refugees and migrants; delivering and collecting information with their participation; fundamental skills in two way communication; and facilitating information sessions and focus group discussions. It has resulted in improved communications with communities in sites on the islands and mainland and an increase in the information available to refugees and migrants.
- During 2015 more than 50,000 individuals received daily food assistance through a combination of catering services, speciality meals for vulnerable groups or through cash/vouchers, in both sites and UNHCR Accommodation Scheme (e.g. hotels). The Ministry of Defence commenced providing daily meals/food assistance through catering companies for new arrivals, both in the RICs and in the official accommodation sites on the mainland. In the non-government supported sites, a large number of NGOs and volunteer groups continued providing daily food assistance. As a result, a National Food Security Working Group (WG) and sub-national working groups were established to respond to the increasing coordination needs amongst partners and the Ministry of Defence. Nutritional support and expertise were provided by UNICEF, the Hellenic Dietary Association, local and international expert agencies, in particular for advocating and harmonizing infant and young child feeding practices and supporting breastfeeding practices and awareness. In July 2016, a Food Cell Assessment was conducted to better define food preferences and establish recommendations and menus to guide the development of improved catering frameworks and impact quality of meals.
- A review of kitchen/cooking infrastructure and utilities in all accommodation sites and a market/

financial services mapping has provided empirical information on areas where the transition to cash based assistance will be feasible in 2017.

- NFI partners, governmental site managers and SMS agencies worked together to identify gaps in the NFI needs of the refugees and migrants and to coordinate means to best prioritize and address them. In collaboration with the WASH WG, the NFI WG created, validated and now uses the technical guidance for minimum NFI and Hygiene kit standards, inclusive of distribution frequency. With volunteer support and at times leadership, all sites in Greece were assisted with NFIs. Throughout 2015, agencies distributed specifically required NFI packages (the majority comprising hygiene consumables and bedding) to all sites and urban outreach centres. During the summer period (June, July and August), all sites in Northern Greece and Epirus received mosquito nets, while sites in Attica and Central Greece were targeted on a needs request basis. Before the onset of winter, NFI partners with the support of MoMP, distributed in October the following items to all individuals in sites in Greece: blankets, sleeping bags, rain ponchos, socks and warm hats. In addition, on all islands, through kiosks, winter jackets, covered shoes/boots and long-sleeved turtlenecks were provided.
- Unconditional and unrestricted cash assistance started in Greece in November 2016. Since then, cash assistance has scaled up on the mainland reaching nearly 40% coverage in formal refugee and migrant sites as well as in urban locations through RMRP partners mainly through prepaid cash cards and vouchers. Coordination has been formalized through the creation of the National Cash Working Group (CWG) in April 2016 with eight different agencies regularly participating. This initially small technical working group has now developed into a coordination of implementation, coverage and harmonization working group co-chaired by the MoM, UNHCR, CRS/NORCAP. The CWG has developed a minimum expenditure basket (MEB), Terms of Reference (TOR) for the WG, a post distribution monitoring form, some key communication messages, as well as legal clarifications, political and protection advocacy points.
- All refugees and migrants in urban areas and sites across Greece have access to Primary Health Care. All fully registered individuals are entitled to receiving an AMKA number (National Insurance Number) that provides them with free access to Second Health Care Services and grants them access to medicines free of charge.
- In all sites at least one series of vaccinations was provided to children.
- UNHCR's Accommodation/Relocation Program has provided 19 962 accommodation places for relocation candidates and other asylum seekers, as of 28 November 2016. These places are in apartments, hotel buildings, host families and relocation sites with services. They have been established since January 2016 in line with UNHCR's policy on alternatives to camps. A total of 646 places for unaccompanied and separated children (UASC) have also been established. Children are referred by EKKA for shelter placement, including the currently 25 UNHCR funded shelters. As of 1 December 2016, 6 149 persons have left Greece to other EU countries under the relocation scheme and a further 2,736 persons have been accepted (but not yet relocated) by the EU Member States for relocation from Greece.
- The Shelter WG has created, validated and now uses four technical guidance documents, including a Communal Kitchens Strategy, Minimum Shelter and Site Planning Standards, Shade Structures Guidance and Electric Stove Standards.
- Improvements to living conditions in sites to mitigate the summer heat were achieved throughout Greece from April to August 2016 with shade structures over tents and between accommodation containers or A/C units within containers.
- All tented mainland camps received a form of shelter upgrades/repairs through at least one of the following: additional wall lining, external waterproofing, raised timber flooring, external shade device, and complete tent replacement with a more durable model or a prefabricated container.

- Minimum standards were set and validated by the WASH Working Group according to Greek standards. Some high quality WASH infrastructure was constructed given the availability of knowledgeable partners and quality materials available on the Greek market.
- Clean and safe drinking water in appropriate quantities has been provided to all refugees and migrants in camps in Greece. Very few cases of water related or water-borne diseases and no large-scale public health outbreaks occurred in Greece to date. Open defecation has significantly reduced due to the installation of more adequate and culturally appropriate sanitation solutions. Steps have been taken to expand the modality of providing access to hygiene items, such as through cash distributions and hygiene kiosks. These new methods have been positively received by beneficiaries.
- More than 80% of the accommodation sites are hosting informal education activities and 951 students from 11 mainland sites aged 6-15 (6%) are supported to attend Greek schools outside the accommodation sites, as part of the MoE's plan. Learning kits are being procured for 100% of school-age population to be provided by the end of 2016, while the plan for school bus to transport children from accommodation sites to schools is covered for all children up to January 2017.
- The Education Sector WG was established and is currently coordinating more than 60 international and national NGOs that work closely with the Ministry of Education (MoE) and the Ministry of Migration Policy (MoMP). Most of the partners are registered on the online platform set up by the Ministry of Education for accreditation in an effort to standardize the quality of education interventions.

## Humanitarian Needs and Vulnerabilities

As a result of the fundamental changes to the operational context after 20 March 2016 and the consequences of the implementation of the EU-Turkey statement, the number of arrivals to Greece decreased significantly. The estimated total number of refugees and migrants in Greece by the end of 2017 is 67,000 with a total of 40,000 estimated new arrivals over the course of 2017. These planning figures take into consideration the re-admissions to Turkey, the total number of people that used the assisted voluntary return and repatriation (AVRR) scheme, family reunification scheme, and also the relocation figures.

Challenges will still arise from the fact that the refugee and migrant accommodation sites are located in several regions of Greece with populations ranging between 100 and 3,500 per site, making it difficult to realize full humanitarian standards in all sites due to economies of scale. The response requires a more staff-intensive operation and coverage through deploying mobile teams for the smaller sites. A further consolidation of populations to fewer sites is expected with new sites to be constructed, both on the mainland and on the overcrowded islands. This requires a flexible programmatic approach. In addition, the lack of a final plan for the sites remains an impediment that affects the provision of protection assistance and services that are essential to ensure dignified conditions in the sites for refugees and migrants.

These challenges result in specific needs that relate to each of the sectors as follows:

- The congestion in the Reception and Identification Centres (RICs), coupled with substandard conditions, represents a major risk for protection and security, in turn increasing the risk of violence and exploitation, and in particular SGBV. Since November 2016, the RICs in Lesbos and Samos have been hosting more than twice their actual capacity. Restrictions on freedom of movement in the islands further contribute to this congestion, with dire impacts on living conditions. The congestion has also provoked an alarming increase in incidents of xen-

ophobia and violent attacks against refugees and migrants. Lengthy asylum procedures, long waiting periods coupled with the implementation of ‘admissibility procedures’ (which may result in involuntary return to Turkey) in the RICs is creating enormous frustration among asylum-seekers. Although vulnerable cases are officially exempted from ‘admissibility procedures’, a lack of sufficient accommodation on the mainland prevents the timely transfer of persons with specific needs from the RICs to appropriate accommodation.

- Open reception sites and urban areas in mainland Greece host around 50,000 individuals; however few sites meet humanitarian standards as basic needs and essential services are not always delivered. As populations increasingly move from reception centres to urban settings, it is critical to ensure that they can access protection services and that service providers have the necessary knowledge, skills and means to expand their activities.
- The psychosocial wellbeing of many refugees and migrants is deteriorating, due to exposure to security risks, substandard living conditions and overcrowding in reception sites and detention facilities, inadequate humanitarian services, lengthy asylum processes and uncertainty. Single-headed households, families and children with disabilities, UASC, and other persons are at risk of abuse, violence and exploitation, including from traffickers and smugglers. Lack of adequate security in the sites represents a major protection challenge, particularly on SGBV. Moreover, the difficult geography (distances between sites on the mainland requiring extensive transportation) remains a challenge to effective protection monitoring and a targeted humanitarian response, especially in Northern Greece. More effort is needed to promote refugee and migrant participation and ensure the voices of those most vulnerable are heard and subsequently inform planning and response as well as to strengthen community-based protection mechanisms.
- The total estimated number of UASC in Greece as of November 2016 is 2,500, according to EKKA. An average of 190 UASC arrive each month, thus there

is a continuous need to place these children in appropriate care arrangements and provide them with specialized services in line with their best interests. However national capacity for accommodation for UASC is still inadequate, with 1,610 children on the waiting list for accommodation in shelters supported by EKKA, and 1,191 accommodated in shelters for UASC. 319 unaccompanied children are also accommodated in closed reception facilities, while 14 are in protective custody (detention), as of 7 December 2016. Children in closed reception facilities or police cells (with the exception of Lesvos and Kos), sometimes along with adults, are exposed to high protection and psychosocial risks.

- Child protection case management must be strengthened, including with ‘Best Interests Procedures’. Legal information and legal aid for UASC, as well access to asylum services, must be reinforced both on the mainland and the islands. Furthermore, there is a need to further standardize case management and referral mechanisms throughout Greece to provide timely support and adequate services, to improve documentation of cases, monitoring and follow-up, and to mitigate risks for families and children in a multi-sectoral manner.
- There are few programmes targeting adolescents and young people in Greece, even though a critical vulnerable category of refugees and migrants includes boys between 14-17, and those that turn 18 while in Greece. Targeted programming must be expanded to reach this group, to reduce the protection risks they might face and build their resilience.
- Service provision for SGBV incidents is extremely limited in some regions; the majority of sites do not have case management services available. As a result, survivors often do not report SGBV incidents and seek assistance. Many sites lack the presence of police or other security partners. In addition, basic measures outlined in the IASC GBV guidelines have not consistently been taken to mitigate risks of SGBV during the process of planning of sites and implementation of activities. For example, some camps have shower and toilet facilities that do not offer adequate privacy and lighting. Limited access

to services, poor living conditions, and scarce livelihood opportunities increase the risks of sexual exploitation, trafficking, survival sex and early and forced marriages. Risks of sexual exploitation and trafficking are high, particularly for UASC. SGBV risk mitigation measures are not always taken into consideration by other sectors during planning and implementation of activities, with the effect of an increased risk and vulnerability to SGBV.

- The public health care system in Greece, along with the provision of secondary health care, are affected by the financial crisis that had also repercussions on the health services provided and the function of hospitals that have insufficient drugs. The lack of adequate cultural mediators further aggravates access to public health services for refugees and migrants. In public hospitals, where cases from humanitarian health partners are referred, translation services are a major need and feedback communication mechanisms must be improved.
- In the Greek healthcare system, the existence of different sub-systems and organizational models, combined with a lack of clear mechanisms for coordination, creates significant difficulties in the planning and implementation of national health policy. Within this context it is challenging to coordinate humanitarian health interventions efficiently.
- The National Health Operations Centre (EKEPI) which is part of the Ministry of Health (MoH) has a lead role in the humanitarian health response and decision making but needs to be strengthened to improve coordination among international and national NGOs, UN agencies and other health partners. It is also important to support the roll out and implementation of the Health Management Information System (HMIS) for surveillance purposes within sites, providing an early alert for epidemics.
- Access to Comprehensive Emergency Obstetric and Newborn Care (CEmONC) must be assured for all pregnant women. Reproductive, Maternal, Newborn and Child Health plus Adolescent Health (RMNCH+A) including Family Planning (FP), Sexual and Gender-based Violence (SGBV) that includes clinical management of rape and Mental Health

Psychosocial Support Services (MHPSS) need to be reinforced through specialized service points to enhance quality and adequate access.

- Central to the Health & Nutrition sector is also the Infant and Young Child Feeding (IYCF) interventions. Protecting, supporting and promoting immediate, exclusive and continuous breastfeeding and ensuring access to age appropriate nutrition can protect the health and development of infants and young children.
- The Shelter and WASH standards within all sites, along with the quality and scope of services offered, vary greatly from one location to another. Many sites fall short of meeting minimum international humanitarian standards. Some sites require adequate fire safety measures and their regular monitoring. Further improvements and scaling up of services are necessary to ensure that refugees and migrants will benefit from safe and dignified accommodation, regardless of their location.
- The number, segregation and location of WASH facilities in sites, including showers, hand-washing and laundry stations are currently not sufficient or culturally appropriate to meet needs. Solid waste management options and vector control needs to be initiated or strengthened to support the concentrated population, especially on the islands where over capacity is a critical challenge. Many sites need to be redesigned from a protection perspective to ensure safe and dignified access for, in particular, women, children and the physically disabled. Special attention should also be given to hygiene promotion and the reinforcement of community-based WASH interventions.
- Many tented sites require the replacement of tents with prefabricated containers, alongside necessary infrastructure upgrades to facilitate the manageable power consumption of these units. Short term weatherised solutions will need to be implemented for the tented sites that are expected to close within the first months of 2017, to provide safe and adequately heated shelters to the population. People that reside in the overcrowded sites on the islands should be transferred to the mainland and viable

solutions should be identified as these populations include many people with special needs (PWSN).

- In terms of Site Management Support (SMS), additional experienced staff are needed on the ground, and additional technical support by partners is required to facilitate a coordinated response at multiple levels.
- A wide range of partners (Ministry of Defence, NGOs, volunteers, civil society and local authorities) currently active in the sites require additional capacity building to strengthen coherent approaches across all sites; further support by WG coordinators, both at national and sub-national level, is required by the Greek Government to monitor the SMS agencies in their activities.
- Community representation structures are needed at site level, along with greater engagement with refugees and migrants to promote self-reliance and empower them to manage their displacement. A commitment to long-term solutions and development of clear policies, in consultation and support of the Greek Government, especially in sites where conditions and services are currently below the minimum standards, is required, along with advocacy from the SMS agencies in order to uphold, at all levels, the rights of the displaced.
- There is a need for guidance and a common approach to enhance and facilitate the communication and coordination of service delivery by humanitarian partners in urban areas; to strengthen information management for the displaced population located within host communities and those registered in formal sites but residing in urban locations.
- Data collection and sharing of information and implementation strategies between sites is essential in enabling effective and appropriate planning and coordination both at inter- and intra-site levels.
- Although Communication with Communities efforts have been significantly scaled up, particularly in the provision of information on legal options, some challenges remain, including duplications and gaps in information regarding procedures that are related to claiming asylum in Greece, and applying for family reunification and relocation. Frequently changing policies, lack of political will, and inconsistent application of procedures made it difficult to provide accurate and transparent information.
- Although the refugee education programme implemented by the Ministry of Education (MoE) for all school-age children (4-15 years old) in Greek schools is highly welcome, the implementation rate is slow. Furthermore, a significant gap remains in the provision of pre-school education, senior secondary (over 15 years old), higher education and vocational training.
- Continuous support will be required for transport to and from the accommodation sites or urban locations to schools, for the running costs of the host schools, the equipment, teaching and learning materials.
- Quality mother-tongue education should be provided in sites as part of non-formal education activities, as this is not included in the Greek school system; while it has been identified that there are many learning difficulties due to the lack of prior education, the lack of qualified teachers, the medium knowledge of the mother tongue, and the lack of motivation.
- The Education sector faces problems with regards to refugee children's integration in Greek schools. Engagement with civil society for advocacy and sensitization support is needed, as well as enhancement of intercultural education and social cohesion among Greek and refugee students.
- Specific attention needs also to be brought to adolescents and youth (up to 24 years of age), especially UASC that may not see the benefit of education. This specific group is in dire need of non-formal and skills education, language learning and trainings that can reduce their vulnerability, risk of exploitation and their engagement in illegal activities.
- A gap remains in meeting the needs of children who have missed years of schooling due to conflict

or displacement and require catch-up programmes. This also presents challenges for those who have aged out of eligibility for schooling under Greek law before completing primary education.

## Response Strategy and Priorities

The main strategic objectives guiding the response in Greece are as follows:

1. Safe and dignified access to territory is ensured.
2. Refugees and migrants are assisted with timely, lifesaving humanitarian assistance and protection, and have access to safe, secure and dignified accommodation and sheltering options with particular attention to prioritizing support to people with specific needs, through an age, gender and diversity approach.
3. Assistance services make maximum use of existing national capacities and available resources, and are well coordinated between responders to facilitate standardized and equitable support where gaps are immediately addressed and duplication is avoided.

Taking into consideration the new contextual developments, ensuring refugees and asylum-seekers continue to have access to asylum and all groups are provided with protection-centred assistance and solutions, including safe and dignified reception conditions and have access to relocation, family reunification, voluntary return and reintegration remain a key priority in the current plan.

The response strategy has been divided into six sectors:

1. Protection - including Child Protection (CP), Sexual and Gender Based Violence (SGBV) and Communication with Communities (CwC).
2. Basic Assistance - including Food, Non-Food Items (NFIs) and Cash.
3. Health and Nutrition - including Sexual and Reproductive Health (SRH).
4. Shelter and WASH (Water, Sanitation and Hygiene).
5. Site Management Support (SMS).
6. Education.



## Partnership and Coordination

### Sectoral Working Groups

The coordination of the response is the primary responsibility of the Ministry of Migration Policy. There are 70 sectoral WGs active in Greece that ensure sufficient coordination, by operating at both the national and at the field level. There are currently 15 sectoral WGs and sub-WGs taking place at the national level that are coordinated and supported by UNHCR and by national and international NGOs, other UN Agencies and governmental institutions. UNHCR, in partnership with the Government and other national and international NGOs, such as Save the Children, the Danish Refugee Council (DRC), Apostoli/IOCC, the Norwegian Church Aid (NCA), Solidarity Now and Catholic Relief Services (CRS) and other UN Agencies, namely UNICEF and UNFPA, is providing coordination of the refugee response and is developing strategies to improve delivery of assistance and technical guidance through the Inter-Sector WG. Several line Ministries participate or chair sectoral WGs. For example, the Ministry of Migration Policy (MoMP) is now chairing and hosting at its premises the National Cash WG (CWG) and the Hellenic Centre for Disease Control and Prevention (KEELPNO) under the Ministry of Health, is co-chairing the Sexual and Reproductive Health (SRH) Sub-WG.

In the north of Greece, the representation of the MoMP in Thessaloniki is coordinating the Site Management Support (SMS), NFI and Shelter, and WASH WGs. In addition, the Health WG is chaired by the Ministry of Health and the National Health Operations Centre (EKEPI). Coordination at the site level is optimized through site meetings, where the site managers and partners meet to discuss key multi-sectoral issues. In the islands, the local authorities, mainly from the Municipalities and the newly established Reception and Identification Service (RIS), are chairing or participating at the general coordination meetings, along with the local and international NGOs and volunteers in Lesbos, Chios and Leros.

Following the increased replacement of in-kind assistance with cash transfers, due to strong market accessibility and connectivity, the formerly separate Food, NFI and Cash sector WGs will be combined to form one WG at the national level in 2017, the Basic Assistance Working Group (BAWG), recognising the need for ad-hoc technical sub-WGs. This organic transition reflects the current humanitarian operational context of Greece, where Food, NFI and Cash activities overlap with each other and foresee a full transition into the delivery of multi-purpose cash grants for the provision of basic assistance. From early 2017 onwards, the provision of direct food assistance, core relief items and non-food items (such as hygiene kits, winter blankets, clothing, shoes etc.) should be provided, to the extent possible, through multipurpose cash grants rather than in-kind assistance in order to allow the majority of refugees and migrants in Greece to access the markets and meet their individual and family needs.

### Protection

Protection efforts will be coordinated through the Protection Working Group, and its Sub-Working Groups; Child Protection and SGBV, at multiple levels, ensuring implementation of agreed protection priorities in line with the RMRP. At the national level, the protection coordination mechanism ensures that protection trends and challenges are monitored, disseminated and responded to in a timely manner, protection mainstreaming is supported, and technical guidance is available. Regular Protection, Child Protection and SGBV meetings take place at both national and sub-national level across mainland Greece and on five islands, in addition to regular protection coordination meetings at several sites.

Communication with communities based on an age, gender and diversity approach will continue to be an integral part of all activities. Cultural and language specific information and awareness campaigns in particular with regard to questions of legal procedures, asylum, rights, obligations and provision of services will need to continue and expand as needed. Interpretation and translation services will be a vital component for all activities involving refugees and migrants residing on the islands and mainland, given their diverse range of nationalities, cultures and ethnicities.



To build on ongoing CwC efforts, Feedback and complaints mechanisms will be developed and participatory assessments will be conducted to ensure two way communications are systematically incorporated in all activities.

## Heads of Agencies

Over the course of the past months, a number of meetings with the Heads of Agencies have been convened and chaired by the UNHCR Representative and representatives from a variety of national and international NGOs have participated. The purpose of this forum is to provide a platform among the humanitarian community to discuss strategies, achieve strategic planning and high level advocacy with the line Ministries and relevant government counterparts. Membership includes numerous International and National NGOs, The Red Cross Movement, UN Agencies (namely UNICEF and UNFPA), IOM and MSF. The group meets to agree on common approaches, advocacy messages and share information on key developments related to the refugees and migrants.

## Inter-Agency Coordination

To strengthen coordination efforts at the country level, UNHCR's Inter-Agency Coordination Unit and Information Management (IM) Unit, both based in Athens, are regularly disseminating information to sectors and RMRP partners the humanitarian community. This is achieved through the use and regular updating of IM tools including the official UNHCR data portal. This online platform incorporates the following: a site monitoring tool; a meeting calendar; an inter-agency assessment registry; maps, contact lists, documents and minutes from the different working groups; daily estimates of arrivals and departures with figures for each island; data snapshots with demographics and trends; daily estimates of refugees and migrants on the mainland by site and location. In addition to the above, ActivityInfo, an online platform for reporting of activities, was introduced to RMRP partners and trainings were conducted to support reporting. Also, the site monitoring tool provides information on the different sites on the mainland and the islands, presenting data on demographics, age, gender and nationality breakdown with a site overview and information on sector activities.

## Capacity Building

UNHCR organized three 3-day workshops in May 2016 that were largely funded by the European Commission's Humanitarian Aid and Civil Protection Department (ECHO) and were organized in collaboration with the UNHCR Global Learning Center (GLC) and UNHCR's Inter-Agency Coordination Services (IASC). The UNHCR Leadership & Coordination Workshops aimed to raise the capacity of sector coordinators, co-coordinators and other relevant staff involved in the response in Greece. A total of 70 partners from national and international NGOs, Government counterparts (including the Ministry of Education, Ministry of Health and the First Reception Service) participated at the workshops.

## Sector specific priorities:



### Protection

- Refugees and migrants arriving to Greece will have access legal information regarding registration, access to asylum and legal counselling, and assisted voluntary return.
- Protection partners will facilitate access to asylum for persons in need of international protection, including access to family reunification and relocation for those who are eligible. These interventions will seek to ensure that refugees and asylum-seekers in Greece can seek effective protection and gain access to appropriate durable solutions.
- Protection partners will undertake safe identification of persons with specific needs in order to provide access to timely and effective protection and assistance.
- Community mobilization and engagement will be strengthened to promote community participation. Feedback mechanisms will be put in place to enhance accountability to the affected community. Outreach to refugees and migrants in urban settings will increase to provide and collect information.
- Protection partners will be guided by an *Urban Refugee Protection and Integration Strategy* to ensure asylum-seekers gain safe access to accommodation, protection services, self-reliance and integration. The support and involvement of local authorities will be sought in the development and implementation of this strategy.
- RMRP partners will continue to collaborate with local and host communities, local authorities, and civil society organisations to promote and support social engagement and cohesion. These efforts will support peaceful coexistence and mitigate the risk of social tensions and xenophobia.
- Child protection partners will continue to support the Government of Greece to strengthen the national child protection system to better protect children at risk, including UASC. This involves ongoing support to the Greek Asylum Service in building staff capacity and specific producers to ensure that decisions are taken in the best interests of the child. EKKA will be supported to manage referrals and prioritization to shelters; and the MoMP and MoLSSS will be supported to identify alternative and appropriate care arrangements for UASC.
- Child protection partners will seek to ensure that children at risk, including UASC, receive specialized support. This includes the identification, referral, follow up and provision of targeted services, as well as providing child-friendly information on protection procedures (reception, registration, refugee status determination, care arrangements, durable solutions, and other protection and assistance activities) that will affect their lives.
- By the end of 2017, the child protection sector will have a harmonised child protection case management system (including referral pathways) in place. The system will ensure alignment with existing case management practices in Greece and where possible complement and strengthen existing systems. Alternatives to detention for UASC will be sought as a key priority.
- Child protection partners will aim to improve the outreach of multi-sectoral services for the coming year in terms of presence throughout Greece, but in particular in urban areas, ensuring access to the national child protection system. Programmes for adolescents and youths will be expanded.
- Community-based child protection mechanisms in sites and urban settings will be strengthened to increase resilience of refugee and migrant children, including adolescents and families. This will be achieved by investing in skills building, information and education, and increasing opportunities for meaningful participation in decisions and services that affect children.
- Prevention and response to sexual exploitation and abuse (PSEA) will be strengthened in all locations.



## Basic Assistance (Food, Non Food Items and Cash Assistance)

- The BAWG will respond to the ongoing challenges by identifying, prioritizing and consistently providing basic assistance for PWSN across the country, both in the islands and in the mainland.
- At the core of the BA Sector response modality will be the use of multi-purpose cash grants to secure access to the basic food, non-food and welfare requirements of refugees and migrants. More comprehensively, the BA WG will ensure that refugees and migrants have regular access to critical life-saving consumables (either through cash, kiosks or in kind) that are always in high demand, including hygiene items.
- The BA WG, through food partners, will aim to ensure that in-kind food assistance and nutritional support is provided where cooking facilities and market access are inadequate. This relates to the need for infrastructure upgrades in many accommodation sites to ensure there are safe cooking facilities as well as adequate access to financial services and markets.
- Through NFI partners, the BA WG aims at providing the required NFI assistance to all new arrivals on the Greek islands and where cash-based assistance cannot facilitate the purchase of relief items due to lack of availability within nearby markets. The BA WG will work to optimize coordination amongst RMRP partners to avoid wasteful duplications for new arrivals and transfers between sites or from an island to the mainland. The BA WG will include NFI assistance to match or supplement key seasonal needs that, if not covered, would negatively impact on the adequate protection, dignity and standards of living of refugees and migrants. Specific requirements of PWSN would also be addressed through in-kind NFI assistance to uphold their safety, dignity and rights.
- Acknowledging that a vast majority of sites are located in urban areas, cash-based interventions will be implemented and are integrated in the urban

response strategy. RMRP partners will ensure that cash-based interventions are carried out with a protection-centred approach and coordination with all partners involved.



## Health & Nutrition

- The WG will coordinate the delivery of a comprehensive quality primary health care package for Refugees and migrants that includes Infant and Young Child Feeding (IYCF), Reproductive, Maternal, Newborn, Child and Adolescent Health (RMNCH+A), SGBV, Mental Health and Psychosocial Support (MHPSS), and surveillance for public health. This will be achieved through static units, mobile units or access to nearby MOH health facilities and services.
- Health and nutrition partners will provide technical coordination and implementation support to MoH to include routine vaccinations in comprehensive primary health care services.
- There will be support provided to the current efforts of the MoH for the Health Management Information System (HMIS) and public health surveillance. All partners within the Health & Nutrition sector will participate in the dissemination mechanisms of this model.
- The WG will support community-based health interventions, including the development and appropriate dissemination of Behaviour Change Communication (BCC) materials for health linked to good health promotion and disease prevention activities. It will be important to ensure that all BCC materials are in line with MoH and international protocols, so as to educate refugees and migrants on the health systems in Greece.
- The WG will strive to improve the availability, accessibility and utilization of reproductive health services. Through the provision of CMR and other quality SRH services, the capacity of health workers to address the needs of GBV survivors will be strengthened in line with international guidelines for reproductive health.

- Psychosocial Support will be appropriately integrated within other health services. Mental Health and Psychosocial Support (MHPSS) services should be available through an on-site referral pathway where treatment is readily available.
- The cultural barriers for refugees and migrants to access healthcare should be removed by supporting the Ministry of Health (MoH) through strengthening the cadre of cultural mediators. Relevant trainings will be developed on confidentiality and sensitivity around translation for patients and their families.

## Shelter and WASH

- All Shelter and WASH partners will work towards a harmonized approach through improved coordination and transparency. This will be in coordination with the Government of Greece and can help in developing a holistic response plan for WASH and Shelter solutions in onsite and offsite contexts.
- The Shelter and WASH interventions will be designed with a sustainable focus, both in terms of operation and maintenance.
- The response efforts will need to meet the longer-term needs of refugee and migrant men, women, boys, and girls, taking into account their specific needs across the country, as well as the specific needs of new arrivals.
- The WG will aim to ensure that all sites have adequate communal infrastructure to support the needs of refugees and migrants.
- The WG will strive to achieve mutually beneficial programming that contributes to social cohesion and self-reliance.
- All shelter and WASH partners will take into consideration vulnerabilities and protection measures, including those identified through the participation of refugees and migrants, at every stage of implementation; from planning through to monitoring and evaluation.



## Site Management Support (SMS)

- SMS partners will contribute to adequate planning and response capacity by providing operational support to governmental site management teams, including overall site coordination, data collection, analysis, information dissemination, community engagement, site planning, care and maintenance (including fire safety and mitigation measures against natural hazards), and facilitating and monitoring distribution of food and NFIs.
- SMS activities, in support of the Greek Government will support the identification of gaps and monitoring of service delivery directly at site level, based on previously agreed roles and responsibilities.
- Advocacy mechanisms will be strengthened to ensure unhindered access to the sites for relevant humanitarian partners and to contribute to the enforcement, in all sites, of minimum standards when responding to the humanitarian needs of people of concern (POC).
- The WG will further develop and mainstream relevant guidelines and technical minimum standards for sites, including with respect to age, gender and diversity, in line with existing policy guidelines and Government legal obligations.
- SMS partners will build on skills, knowledge and capacities of the refugees and migrants, taking into account age, gender and diversity, by promoting self-reliance and empowerment, with efforts focusing on direct support as well as strengthening the capacities in site management and coordination, and related activities for Greek authorities, humanitarian partners and volunteers.
- Existing coordination mechanisms will be optimised, as well as structures in the urban context, focusing on facilitating integrated services across multiple partners and sectors.
- The WG will promote social cohesion between host and refugee communities, and among the different displaced groups in urban areas, coordinating and collaborating with humanitarian partners working

on socio-economic integration for asylum-seekers across multiple sectors.



## Education

- Education partners will prioritize their support for the MoE for the enrolment and regular attendance of refugee education in formal education, including preschool, primary and secondary education, through coordination, provision of transport, learning and administration space, equipment and materials, including to those residing on the islands. Additional learning support such as remedial studies, psychosocial support, and also mother tongue education will be provided to prevent children from dropping out of school. Refugee parents, guardians and community members in refugee sites and urban settings will be mobilized to better communicate with school teachers to facilitate attendance and mediate problems.
- Complementary non-formal quality education, including mother tongue education, will be provided to refugee children, especially for those who have dropped out of school, those who have never been to school and those who have recently arrived on the islands. Out-of-school adolescents and youth aged 16-24 will be provided with language and life-skills education, vocational training and psychosocial support.
- Special attention will be provided to facilitate social integration for both refugee and Greek children with sensitisation, inter-cultural and civic education activities.



## Planned Response



### Protection

- Protection partners will provide technical assistance to ensure protection standards are implemented in all reception and accommodation sites, including in relation to timely registration, with specific attention to children, SGBV and human trafficking prevention and response, and persons with specific needs.
- Protection partners will advocate at central and regional levels for improved asylum and reception procedures and capacities. Similarly, alternatives to detention will be sought, particularly for UASC.
- Monitoring in detention and pre-removal centres will be strengthened, in parallel to advocacy measures.
- The protection response in urban areas will be strengthened, including expansion of service provision for persons with specific needs. This should involve increased access for PWSN to national services.
- A comprehensive durable solutions strategy will be developed, including pathways to local integration and legal pathways to other countries in Europe (through relocation or family reunification).
- Sector-specific action plans will be developed and implemented to mainstream SGBV into site planning, site coordination and management, in line with the IASC Guidelines for Integrating Gender-based Violence Interventions in Humanitarian Action.
- Protection partners will increase the quality and coverage of service provision, notably for individuals at specific risk of SGBV (UASC, single women, women heads of households, persons with disabilities, LGBTI persons). Case management and access to multi-sectoral response services, which include medical treatment, psychosocial support, legal counselling, safety and security will be prioritized. The SGBV response will include age, gender, diversity approach as well as culturally appropriate services (including for children and adolescents).
- SGBV prevention and response will be strengthened through training and capacity building of national and local authorities, UN agencies and NGOs. This will include increasing the capacity of the national system to accommodate refugee and migrant survivors through provision of translators and training on cultural dimensions of support to survivors.
- Community engagement will be increased to identify and refer SGBV survivors to appropriate services.
- Child protection case management systems will be strengthened and harmonised through the development of Standard Operation Procedures (SOP), revision of tools and training materials, and training on case management with a 'best interests' perspective, for caseworkers and supervisors.

- Child protection sector members will train key stakeholders (including front line workers, program managers, and government staff) throughout 2017 to increase knowledge of and capacity to identify, mitigate and respond to child protection risks and to carry out child protection responses and psychosocial activities, including through the secondment of staff.
- The relevant governmental stakeholders will be supported to develop alternative care options for UASC and to expand options for quality alternative care, such as through supervised independent living.
- Protection information, including on asylum, family reunification, relocation, and AVR will be provided in native languages and in an AGD sensitive manner, ensuring child-friendly delivery and easy to understand language.
- Feedback and complaints mechanisms will be developed and strengthened. Participatory assessments will be conducted in a systematic manner to help identify needs and inform activities with all age, gender, and diversity considerations, including children and persons with specific needs.
- Access to internet connectivity will be provided to refugees and migrants in accommodation sites across Greece, ensuring access to timely information and various communication channels.



## Basic Assistance

- The BA WG will monitor that refugees and migrants receive sufficient support to meet their basic NFI, food security and nutritional needs through post distribution monitoring of assistance whether in cash or in-kind.
- In coordination with Health & Nutrition partners, the BA WG will endeavour to ensure that PWSN have adequate access in cash or in-kind to special nutrition foods and supplements, in addition to specific NFIs that are not readily available on the market.
- The WG will identify categories of refugees and migrants that require direct food and non-food assistance to guarantee that these needs are covered. Urgent humanitarian assistance will be provided in order to improve reception conditions for persons rescued at sea or apprehended, including NFI and CRI kits, dry or wet food packages.
- The WG will ensure emergency preparedness through pre-positioning of core NFIs and emergency dry ration packs/food or providing emergency food and cooked meals as a first assistance to new arrivals or groups identified as food insecure
- Partners will aim to provide Refugees and migrants with the necessary equipment and infrastructure in sites to allow a transition to food security through cash based assistance. This will need to be combined with sufficient access to markets and suppliers to guarantee the appropriate level of independence from in-kind food assistance.

- When cash-based assistance is not appropriate and government partners do not provide for in-kind assistance, it will be essential to deliver adequate NFIs and food assistance all year round, in a participatory manner, using an age, gender and diversity (AGD) approach. The provision of special food for medical cases, pregnant/lactating women and others requiring specific dietary assistance will be ensured through the most appropriate means of direct distribution or catering.
- The WG will undertake periodic food security assessments and nutritional monitoring across all age groups to ensure that Refugees and migrants continue to remain food and nutritionally secure.



## Health and Nutrition

- Health partners will provide Primary Health Care (PHC) and referrals to Secondary Health Care for all Refugees and migrants, including new arrivals.
- The WG will support the MoH in strengthening coordination mechanisms between all health partners in Greece at all levels. Support will be provided also to the national public health service and other registered health partners in order to provide comprehensive PHC and essential lifesaving secondary health care to address the immediate and long term needs of Refugees and migrants.
- Health partners will strengthen SRH service delivery through targeted training and capacity development support for humanitarian partners in Clinical Management of Rape (CMR), Syndromic Treatment of STI, Focus Antenatal Care (FANC), Adolescent Sexual and Reproductive Health (ASRH) and mobile SRH clinical services.
- The WG will advocate for strengthened SRH coordination across humanitarian, state, and non-state partners for improved SRH service provision and referrals.
- MHPSS Capacity building for local partners will be implemented, including psychological first aid and comprehensive MHPSS principles on site.
- The WG will provide coverage of essential nutrition and reproductive health counselling, support, services, and information for infants, young children, their caregivers and women of reproductive age.
- Health partners will support the implementation of vaccination efforts for all Refugees and migrants, with a focus on the integration of routine vaccination in the comprehensive PHC services.
- In close coordination with WASH partners, the WG will ensure national and international protocols for infection prevention, hygiene messages and waste management are available at all health service points.
- The WG will provide trained male and female cultural mediators for health including a cadre to support referrals at secondary level.
- Health partners will inform Refugees and migrants about the availability of and rights to health services and how to access the public health system in Greece through translated IEC materials and Health Committees with inclusive representation.
- The WG will develop a Standard Operation Procedure (SOP) for the transportation of non-emergency cases from the islands to the mainland with the collaboration of the MoH and the NGOs and INGOs.



- Young children and their families within refugee communities access nutrition support, information, services and resources for optimal infant and child nutrition practices
- Provision of Primary Health Care (PHC) to Refugees and migrants, including vulnerable groups
- Provision of Mental Health and Psycho-social support(MH) care to Refugees and migrants including vulnerable groups
- Increased access to SHR information and services for Refugees and migrants women and girls, as well as vulnerable men and boys
- Provision of vaccination to children from 0 to 15 years of age



## Shelter and Wash

- WASH and Shelter will continue to provide technical and coordination support to the Greek Government to ensure that all interventions are safe, dignified and meet up-to-date minimum standards. The Working Group will produce Standard Operating Procedures for the prevention and/or containment of water related, water borne and vector borne diseases. Improved response mechanisms for reacting to vector borne diseases should be in place. Coordination with the other implicated Sector Working Groups regarding hygiene promotion and community mobilization (i.e. Education, Communication with Communities and Health and Nutrition) will be essential.
- The WG will advocate for the increase in available off-site accommodation places, both for transitory emergency relief and longer-term duration, where there is an adequate link to protection and health services with a first priority given to vulnerable groups. This should also mean that off-site and urban accommodation schemes are mapped and supported through the most appropriate modalities (e.g. cash based interventions or livelihoods).
- In support of the Greek authorities, the WG will aim to ensure that sites are connected to essential public utilities (water, sewage, electricity) that support the planned or existing infrastructure. Adequate, undisrupted and safe water supply for cooking, cleaning and personal hygiene, toilets and shower facilities to maintain personal hygiene will be prioritised. WASH partners will upgrade or install appropriate sewerage and drainage facilities. The preferred supply is from municipal connections.
- Sector partners will ensure that weatherized and innovative shelter and WASH solutions, with durable hardware that is fit for purpose, are implemented at accommodation sites.
- The WG will safeguard that all Shelter and WASH facilities are protection-mainstreamed.
- There will be a prioritisation for hygiene promotion and trainings to reduce the prevalence of scabies, bedbugs, and other vector borne diseases.

- The WG will increase participation of refugees and migrants in the design, operation and maintenance of WASH and Shelter interventions, in order to create ownership and good daily practices (e.g. saving water).
- Appropriate feedback mechanisms will be promoted, implemented, and operational for WASH and Shelter activities, noting cross-cutting issues with other sectors.



### Site Management Support (SMS)

- SMS partners will contribute to the enforcement of minimum standards and to the development, implementation and dissemination of standard operating procedures through capacity building at national, sub-national and site level.
- The WG will foster community-based approaches throughout site management activities, such as participation and decision making structures led by Refugees and migrants and Government counterparts, with particular attention to age, gender and diversity.
- SMS partners will identify and monitor gaps and help address them through advocacy at the site, sub-national and national level.



### Education

- The WG will support the MoE and MoMP, as well as selected municipalities, to strengthen the coordination of education partners, including the alignment to the government plans and strategies, progress monitoring and gap analysis.
- Education partners will support the MoE and MoMP to establish a mechanism to track urban Refugees and migrants, in order to facilitate children and adolescents' enrolment in schools.
- The WG will establish temporary classrooms in refugee and migrant accommodation sites. Classrooms will be established to support the provision of non-formal education and some partners will provide assistance to the MoE to establish temporary classrooms for pre-school education in sites, including furniture, administration space for teachers and Refugee Education Coordinators.
- The WG will support the transportation of children from accommodation sites and urban settings to schools so as to attend classes.
- Education partners will ensure that children have access to the school materials they require, especially for the newly arrived children and adolescents.
- Education partners will establish non-formal education classes for mother tongue education, homework support, psychosocial support, literacy and life-skills education for children and adolescents in accommodation sites and in urban settings, especially for vulnerable and at risk children and adolescents, including out of school children and unaccompanied minors.
- The WG will engage with public and private partners, building their capacity to deliver vocational training programmes for adolescents and youth, including literacy and language classes and skills-training programmes leading to employment opportunities.

- The WG will recruit and train Greek and refugee and migrant teachers to carry out quality, non-formal education activities, including psychosocial support and life skills education.
- Education partners will provide remedial studies and homework support, especially for slow learners and children at risk.
- There will be sensitization of children and adolescents, as well as those of Greek host communities, on the importance of peaceful coexistence and social cohesion through interactive educational and cultural activities and communication using public and social media.
- The WG will conduct joint assessments of education needs and gaps for children and adolescents.

## Financial Requirements Summary – GREECE

Financial requirements by agency 525,904,019 (in US dollars)

Organization	Total
Action Aid Hellas	1,120,000
Adventist Development and Relief Agency	4,435,928
Arbeiter Samariter Bund	8,296,969
Armando Aid	112,000
ARSIS	17,662,252
Babel	196,000
Boat Refugee Foundation	469,504
CARE International	2,430,400
Catholic Relief Services	3,383,414
Citizens UK Passage Programme	272,720
Danish Refugee Council	30,000,979
Diotima	503,796
Emergency Response Centre International	632,710
Faros	848,960
Filoxenia International	268,626
Finn Church Aid	2,688,000
Greek Refugee Council	3,212,160
Hilf zur Selbsthilfe e.V.	277,760
Humanitarian Support Agency	703,030
Integration Center for Migrant Workers (KSPM-ERP)	1,131,200
International Organisation for Migration	84,017,625
International Rescue Committee	9,160,000
Internews	1,600,000
INTERMOS	1,989,232
Médecins du Monde	8,102,080
Mercy Corps	2,464,000
Metadrasi	17,033,232
Network for Children's Rights	1,752,800
Norwegian Church Aid	2,469,251
Norwegian Refugee Council	5,657,952
Nurture Project International	376,320
Oxfam	5,145,263
Samaritan's Purse	1,223,700
Save the Children	15,110,845
Secours Islamique France	1,612,800
Terre des Hommes	2,450,224
UN WOMEN	3,129,188
United Nations Children's Fund	17,920,000
United Nations High Commissioner for Refugees	263,047,099
United Nations Population Fund	2,996,000
<b>Grand Total</b>	<b>525,904,019</b>

Sector	Total
Protection	170,552,120
Basic Assistance	196,685,933
Education	50,781,124
Health and Nutrition	24,027,094
Site Management Support (SMS)	47,174,363
WASH	17,194,653
Operational Support	19,488,732
<b>Grand Total</b>	<b>525,904,019</b>

<sup>1</sup> This combined sector applies only for Greece.



Two-year old Nizar and his three siblings were born in north-western Syria. He and his family were accommodated in the Tabanovce transit centre in the former Yugoslav Republic of Macedonia.  
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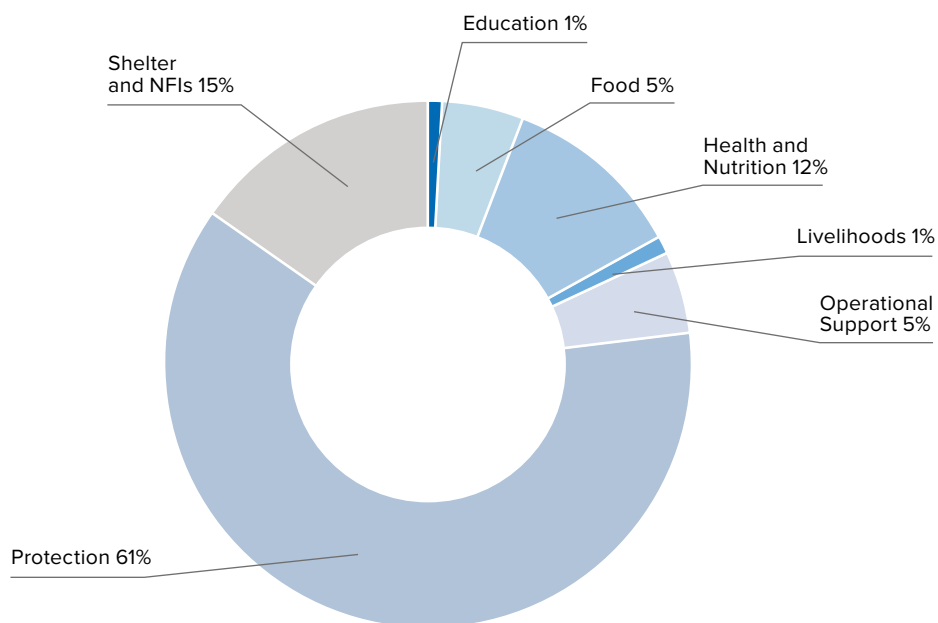
# FORMER YUGOSLAV REPUBLIC OF MACEDONIA

# FORMER YUGOSLAV REPUBLIC OF MACEDONIA RESPONSE PLAN



Map Sources: UNCS, UNHCR  
The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. \*References to Kosovo shall be understood to be in the context of the Security Council resolution 1244(1999).  
Creation date: 16 Dec 2016.

## Financial Requirements 11,365,515 US Dollars





## Background and Achievements

During the unprecedented influx of refugees and migrants through the Western Balkans in 2015 and early 2016, the former Yugoslav Republic of Macedonia was faced with a number of complex challenges linked to ensuring assistance and protection to large numbers of people on the move. In 2016, progressively restrictive policies culminated with the end of the wave-through approach via designated crossing points and a drastic reduction in the number of arrivals. At the same time it resulted in some 1,400 refugees and migrants remaining in the country as of 9 March 2016. While most of them left during the following months, there are currently 215 persons in the country hosted in various accommodation facilities. Out of these, 32 are asylum seekers and are currently hosted in the Asylum Center in Vizbegovo and in a safe house. The remainder are hosted in the two transit/reception centers in "Vinojug"- (Gevgelija) and Tabanovce.

The end of the wave through approach through the Western Balkan Route has not completely stopped the movement. The current situation is characterised by continuous attempts at irregular border crossings and by an increased demand for smuggling services. Protection/border monitoring activities indicate daily attempts of refugees and migrants to enter the country with some 150 persons arriving weekly on average, in an attempt to move onwards with only a very small number seeking asylum.

In this context, there have been numerous reports of abuses against persons of concern taking place, including cases of sexual and gender based violence (SGBV), extortion and kidnapping. The situation is particularly of concern in some of the villages in the north of the country which have reportedly become smuggling hubs, where widespread abuses occur regularly.

RMRP partners have been working with the Government to provide accommodation to achieve minimum humanitarian standards in reception and assistance sites. An age, gender and diversity approach is mainstreamed through the response. Feedback is regularly sought from refugees and migrants, focusing on

those with specific needs, such as pregnant women, older persons, people with disabilities, as well as unaccompanied and separated children (UASC). Despite efforts made to adapt both Vinojug and Tabanovce centres to the new circumstances, they remain inadequate for longer-term stay.

The asylum and protection response mechanisms have remained weak and inadequate to tackle the needs of the affected population. In the centres of Vinojug and Tabanovce people live in a situation of quasi-detention with very limited or no freedom of movement while the processing of asylum cases remains very slow and integration perspectives are almost entirely absent. In addition, refugees and migrants are regularly detained in poor conditions in Gazi Baba Center while authorities prosecute those accused of human smuggling activities, with a view to refugees and migrants serving as witnesses in criminal trials. UNHCR and partners have inconsistent access to this detention center. The situation is especially precarious with refugees and migrants who are on the move within the country, in most cases using the services of smugglers as they avoid contacting UNHCR and/or authorities in their attempts to continue their movement towards Western and Northern Europe.

### Achievements

In 2015, a reception centre in Vinojug/Gevgelija and a transit centre in Tabanovce were established by the authorities, with the strong support of the RMRP partners on the southern and northern borders of the country providing support to the close to several thousand people transiting through the country each day.

In 2016 the Government and RMRP partners have consolidated the following services and assistance:

- Reception conditions improved for refugees/migrants;
- Development of Standard Operating Procedures (SOP) for accommodation and treatment of refugees and migrants in the established reception centres;
- The Child and Family Protection Support Hubs operated continuously;

- Needs assessment has been conducted, to identify specific needs of persons of concern in an age, gender and diversity sensitive manner; programmes have been adjusted accordingly, to best address identified needs;
- Medical services include first aid and primary healthcare; ambulance service is available to ensure transport 24/7 to local hospital;
- Establishment of mobile clinics that provide services in transit centres for maternal health, sexually transmitted infection (STI), SGBV and family planning by a team of midwives and gynaecologists;
- At least 250 women refugees and migrants received psycho-social support and legal aid by the outreach teams in the transit centres in Tabanovce and Vinojug;
- A women's well-being corner has been established in the Tabanovce transit centre, where at least 250 women participated in empowerment and creative workshops organized by the outreach teams;
- Infrastructure was improved in both transit centres with construction of two playgrounds for children;
- Water, Sanitation and Hygiene (WASH) facilities were reconstructed in transit centres (hot showers, toilets separated by sex); toilet/shower facilities for persons with disabilities; baby bathing facilities, septic tank delivered and installed and waste management services continue to be strengthened to improve sanitary conditions in Vinojug while sewage and water connection were installed in TC Tabanovce;
- Standard Operating Procedures for UASC and other vulnerable categories were developed. SOPs on Infant and Young Child Feeding in Emergency have been developed by the Technical Working Group nominated by the Minister of Health;
- While advocacy for including children in formal education continued, in cooperation with the Ministry of Labour and Social Policy (MLSP), a program for non-formal education was developed for the refugee/migrant children stranded in the transit centres, including local language classes. The implementation of the program commenced in October 2016;
- The first SGBV SOPs for multi-sectorial approach to SGBV in humanitarian settings were developed, with the participation of more than 30 representatives of different Ministries and Civil Society Organizations (CSOs);
- Capacity building activities for authorities covering fundamental aspects of working with vulnerable categories of migrants and refugees emphasizing cultural sensitivity, were carried out;
- Capacity building activities on Humanitarian Border Management (HBU) were delivered to border police officers;
- Thirty local officials, i.e. social workers, border police officers, transit centre field workers have enhanced their capacities on gender sensitive approaches to protection of refugees/migrants, through specifically designed training and a handbook;
- Assessment on the impact of the border closures on the lives of women and girls was carried out and the follow up will take place in 2017;
- Advocacy and communication materials were produced for raising the awareness on the status and situation of women in the transit centres;
- A robust protection/border monitoring programme has been developed country-wide, to identify protection risks and ensure early identification of protection needs and vulnerabilities, and referral of persons of concern to adequate national protection mechanisms; protection monitoring provided details about smuggling, trafficking and security incidents, which can help the country develop a comprehensive response to the challenges.

## Humanitarian Needs and Vulnerabilities

The proliferation of smuggling activities after the end of the “wave-through approach” has led to a fragmentation of the routes taken by refugees and migrants and more irregular exit and entry points at the borders of the former Yugoslav Republic of Macedonia with Greece, Serbia and Bulgaria.

The humanitarian and protection needs in the former Yugoslav Republic of Macedonia for 2016 are based on the following planning assumptions and figures:

- Some 8,000 persons in need of international protection and vulnerable migrants will be assisted along the borders with Serbia and Greece. Assistance includes:
  - 400 persons will be referred to services designed for vulnerable persons
  - 600 children at risk will be identified and assisted
  - Some 100 victims of various forms of SGBV will benefit from tailored services
- 300 persons will remain sheltered in the various Government approved accommodation sites

The humanitarian situation of the refugees and migrants moving through the former Yugoslav Republic of Macedonia has deteriorated and they are increasingly at risk of exploitation and abuse. This is particularly the case with the refugees and migrants who resort to irregular border crossing, mainly from Greece, in their attempts to transit the country on their way to Western and Northern Europe. Most of them use the services of well-established smuggling networks operating in the country. Protection/border monitoring teams regularly report such movements but also a number of related security incidents, including abuse of refugees/migrants perpetrated by the smugglers, SGBV, extortion, kidnapping and trafficking incidents. Due to limited engagement with the refugees and migrants on the move, it is very difficult for RMRP partners to ensure their full protection.

It is anticipated that the number of irregular border crossings will increase, while around 300 individuals will remain at the transit reception/centres. Therefore, longer term inclusion and integration of refugees/migrants will be needed as well as accommodation and protection services.

Despite efforts to establish centres that meet the needs of the migrants/refugees, the transit/reception centres remain inadequate for longer-term stay. Moreover, freedom of movement is limited and people are confined in detention-like conditions. Urgent measures are needed to set-up protection-sensitive early identification and referral mechanisms. At the same time, it will be important to strengthen host communities’ capacities and resilience.

The majority of the migrants and refugees require medical assistance. This is particularly the case with refugees and migrants on the move who may not be assisted through regular interventions but only by ad-hoc medical mobile teams. For all of them efficient access to health services, including reproductive health services, is of paramount importance.

Among the refugees and migrants, both those on the move and those staying in the country, there are unaccompanied minors, single headed-households, and other persons with specific needs, where special considerations for support are needed. Family reunification is also needed as a matter of urgency to provide support to those separated from their families.

Psychosocial assistance to people of concern remains of utmost importance. To this end, there is a need to strengthen the involvement and capacities of humanitarian personnel, namely social workers, supporting orientation within a multi-cultural, multi-lingual population. Having sufficient numbers of interpreters is essential for communicating with individuals and communities.

The risk of SGBV has intensified, particularly for refugees and migrants on the move due to the lack of adequate accommodation, limited prevention and response mechanisms and language and cultural barriers. As for those staying in the country, the need for provision of primary and secondary level care of sexu-

al and reproductive health (SRH) services for women, including pregnant women, and girls is crucial.

## Response Strategy and Priorities

The overall strategy of the humanitarian response is based on the needs, gaps and vulnerabilities as identified through participatory assessments, protection monitoring and lessons learned from the programme implementation by all partners involved. The strategy will be implemented by all partners to promote and fully respect humanitarian principles, a human rights and community-based approach, protection standards, and the do-no-harm principle, and assistance will strive to be in line with international standards. All partners commit to mainstream a gender-sensitive approach throughout the response and across all programme sectors in line with IASC Gender Guidelines and the IASC GBV Guidelines.

The strategy will work hand in hand with existing national mechanisms and is anchored in the principle of local ownership mobilizing civil society, local NGOs and working closely with the local authorities to ensure sustainability and capacity development.

The main strategic objectives guiding the response in the former Yugoslav Republic of Macedonia are:

1. Support national authorities to employ protection sensitive border management, ensuring refugees and persons in need of international protection have access to relevant protection mechanisms, including asylum, legal assistance, or other services, while undergoing proper identification and registration processes;
2. Strengthen the national/municipal institutions providing support for refugees and migrants and ensure that refugees and migrants have access to rights and services taking into consideration their specific needs;
3. Continue to advocate for implementation of the adopted SOPs related to UASC and persons with specific needs, establishing coordination among relevant stakeholders and service providers ensuring persons at risk or with specific needs are identified, prioritized for protection and assistance, and referred to appropriate services, in particular UASC, women-at-risk and victims of trafficking;
4. Continue to advocate for alternatives to detention and for the end of detention of children;
5. Ensure increased participation and feedback from people of concern on assistance and services rendered. Provide information to people of concern through improved communication tools specifically designed to fit their needs;
6. Advocate with and as appropriate provide support to the government for the establishment of appropriate facilities for long term accommodation to ensure adequate response to the protection needs of persons of concerns, taking into consideration the closure of the borders;
7. Support local communities, complementing humanitarian efforts for refugees and migrants;
8. Continue advocacy with national authorities towards building a fair and efficient asylum system while supporting the process of capacity building of national institutions responsible for providing and ensuring refugee protection and migration management, in particular Ministry of Interior (Mol), specifically supporting border police authorities and the Sector for Asylum, as well as the Department for EU and International Cooperation, the latter leading the process of legislative changes.

## Protection

- Strengthen humanitarian and protection response capacities, to enable effective monitoring, and provide basic humanitarian assistance and protection to refugees and migrants under all circumstances;
- Continue strengthening the capacity of officials at entry points to ensure access to territory and effective and efficient operationalization of relevant identification and screening mechanisms through delivery of tailor-made training in protection-sensitive border management;
- Continue advocacy efforts to ensure access to fair and effective asylum procedures to all persons on the territory, including those apprehended in irregular movement through the country, considering their international protection needs;
- Legal counselling and assistance to be provided in a way that is understandable to all groups based on an age, gender and diversity approach. This is important given the complex legal questions on asylum, pursuing legal redress for victims or survivors of crime and human rights violations, and the linkages to the European asylum system that exist. Special focus will be given to enhance access to asylum and access to protection services for children, including UASC, women, victims of trafficking and survivors of SGBV;
- Support all children held in detention, to fulfil their educational potential through providing them with non-formal activities aiming at acquiring the key competencies for lifelong learning, and, support authorities to provide for certified formal education for the children. The key competencies are a combination of knowledge, skills and attitudes, needed for personal fulfilment and development, active citizenship and social inclusion;
- Strengthen advocacy for local integration for recognized refugees and offer targeted operational assistance to foster the process. For this purpose, the finalization and adoption of the Strategy for Integration of Refugees and Foreigners (2017-2027) will be supported, to ensure early integration programmes for recognized refugees;
- Support will be extended to the relevant authorities, to ensure the protection of children at risk. Relevant stakeholders will receive further training and guidance on the implementation of the Standard Operating Procedures for working with UASC and vulnerable categories of migrants (development of these two by-laws, adopted in November 2015 and July 2016, was supported by UNHCR). Child protection partners will focus on the identification and referral of UASC in line with the best interests principle, together with family tracing, family reunification, and the restoration of family links (when possible). Child friendly activities will be conducted with experienced staff, which will enable the identification of children who might require further assistance;
- Referral mechanisms for persons in need of protection, especially persons with specific needs, will continue and be further improved. Protection activities for women and girls will be strengthened including targeted support for prevention of and response to SGBV, trafficking in human beings, as well as targeted stress reduction and psychosocial support in women-only spaces;
- Capacities of the relevant stakeholders and civil society organizations will continue to be supported to ensure sustainability and availability of services including health and social workers, and first line responders including the police, will be further enhanced through targeted training and technical support;
- Through psychosocial support, outreach teams, social workers and protection staff will ensure that those seeking help can do so in a confidential and dignified manner;
- Advocacy for finalization and adoption of the draft SOPs on supporting potential survivors of SGBV will continue. Establishment of referral pathways for multi-sectorial response to SGBV for persons in need of protection, particularly women and girls will be supported. Provision of information, educa-

tion and communication (IEC) materials on sexual and gender based violence in emergencies;

- Effective communication and feedback mechanisms to allow refugees and migrants to make informed decisions and influence the way interventions are implemented will be established. The type of assistance provided by all actors is an essential part of the overall strategy. Mobile data collection, information and communications technology (ICT) solutions and other technical means will be used to ensure that information is provided in several languages and through different channels to enable all members of diverse groups to receive necessary information. Individual interviews, translators who will be working with team leaders and individuals, outreach teams and other protection staff are available daily to provide services. Participatory assessments and various other profiling and programming tools to collect feedback from the people of concern and inform actions aimed at improving or adjusting planned activities;
- Partners will engage in awareness-raising and information campaigns for refugees, authorities and the general public, and will ensure in particular that the risks related to smuggling, trafficking and SGBV are highlighted prominently to all populations. Health information and communication, and availability of services, will target all refugees and migrants and will include specific information related to SRH, including maternal health;
- Capacity of the authorities to address and tackle smuggling of refugees and migrants and trafficking in human beings will be enhanced;
- Targeted information to women and girls will be provided about their rights and on risks as well as available protection services;
- Profiling information and monitoring will be used to inform programming, advocacy and response strategies;
- The coordination and monitoring capacity of the health system and the SGBV-related services in the country will be strengthened and the knowledge

and technical skills of service providers of SGBV services, with particular focus on health aspects of affected women and girls, will be increased;

- Dignity kits will be distributed using an age, gender and diversity approach (torches for women, hygiene parcels for men and women, dignity kits items for women and girls needs in terms of feminine hygiene).



## Health, Food and Nutrition

- Coordination and monitoring of health system response, with particular focus on SRH service will be strengthened;
- Provision of on-site specialized mobile services for general, sexual and reproductive health, including maternal health, sexually transmitted diseases and SGBV will continue to be available with a defined schedule. Individuals needing additional medical treatment or specialized services of higher level of care will continue to be referred to the local or Skopje hospitals as required;
- Continuous capacity strengthening of health service providers for the changing SRH needs of refugees/migrants/asylum-seekers;
- Increased awareness among refugees and migrants of SRH services through information, education and communication (IEC) materials;
- Reproductive Health kits/supplies, SGBV material supplies and commodities will be procured and distributed;
- Provision of age appropriate food for the children;
- Support children, pregnant and lactating women in the transit centres to prevent nutritional and health deterioration through provision of infant and young child feeding services to children 0-24 months, which includes breastfeeding counselling to lactating women, complementary feeding counselling and distribution of age-appropriate foods to children 6-59 months old in the MBCs (Mother Baby Corners); in coordination with the Ministry of Health and partners, develop and support the system of active identification, and basic child survival

and referral services, including immunisation, and deworming, as needed. Provision of supplements to the food distributed to refugee and migrant children, pregnant and lactating women in both transit centres.

- Specialised psycho-social interventions will be provided for refugee and migrant children and their parents, adjusted to their cultural and ethnic habits and traditions to improve their coping mechanisms.

### Shelter, NFIs and WASH

- Support to the authorities to ensure the availability of adequate shelter in line with minimum humanitarian standards for the accommodation of refugees and migrants will be provided.
- The availability of safe and secure areas for women and girls in addition to spaces for breastfeeding, and child-friendly spaces and access to basic humanitarian assistance such as food and NFIs will be maintained in the existing centres.
- WASH facilities will be maintained such as hot showers, separate toilet blocks for men and women; special facilities for people with disabilities; special baby bathing facilities; and private changing areas. Hygiene awareness will need to be strengthened in a manner which will cater for people.

## Partnership and Coordination

The overall coordination responsibility – in proclaimed emergency situation extended to October 2017 - lies with the national Crisis Management Centre (CMC). The Ministry of Labour and Social Policy (MLSP) is coordinating the provision of accommodation and equipment, and it is tasked with delivery of humanitarian assistance. In line with the Refugee Coordination Model, UNHCR set up coordination structures at both field and central level, in collaboration with the authorities. At field level, there are bi-weekly humanitarian coordination meetings at the Transit Reception Centres, chaired by the UNHCR, with participation of the relevant humanitarian partners and volunteer organizations, to identify needs and remaining gaps and ensure complementarity of response of all partners involved in the crisis.

At central level, UNHCR chairs Protection Coordination Meetings, which are attended by 20 partners, including the representatives of the Government institutions – CMC, the Ministry of Interior, Sector for Asylum, MLSP and the Ombudsman Office.

Monthly Health Coordination meetings are conducted with the Ministry of Health as the lead and WHO as co-chair, together with all the stakeholders engaged in the provision of health services in the field.

UNHCR and IOM work closely with a variety of actors in the country and will continue building partnerships and ensure ongoing coordination with other stakeholders supporting the Government. UNHCR and IOM will lead processes to achieve successful provision of critical information management services in a balanced and comprehensive way, and ensure that protection analysis and population trends are made available to all partners.

## Planned Response



### Protection

- Vulnerable migrants and refugees (UASC, survivors of violence, abuse and exploitation, people with specific needs) are identified and provided with adequate support
- Provide persons of concern (including newborns) with documentation when registering as asylum-seekers
- Ensure protection and assistance to UASC, in line with their best interests
- Assist eligible migrants willing to voluntarily return to their countries of origin assisted
- Train relevant stakeholders on refugee and migrant protection
- Increase availability, accessibility, acceptability and quality of minimum services for addressing SGBV including prevention, mitigation and response, targeting refugee and migrant women and girls
- Ensure access to territory and protection sensitive border management
- Ensure access to fair and effective asylum procedures to all persons on the territory, including those apprehended while moving irregularly



### Food

- Provide Food assistance to refugees and vulnerable migrants



### Health and Nutrition

- Ensure health and nutrition services, including SRH, to refugees and vulnerable migrants in Government-approved accommodation sites which are monitored through visits of mobile medical teams
- Extend lifesaving medical assistance to persons in need outside of government approved sites



### Non-Food Items (NFI)

- Ensure non-food item kits are distributed to refugees according to established criteria



### Shelter

- Government-approved accommodation sites maintained



### Water Sanitation and Hygiene (WASH)

- Construct gender-sensitive showers and latrines according to SPHERE standards
- Put in place waste collection arrangement in the government approved sites



## Financial Requirements Summary – FORMER YUGOSLAV REPUBLIC OF MACEDONIA

Financial requirements by agency 11,365,515 (in US dollars)

Organization	Total
City Red Cross	1,295,000
Danish Refugee Council	150,000
International Organization for Migration	2,950,000
Macedonian Young Lawyer's Association	426,500
Office of the High Commissioner for Human Rights	10,000
Open Gate La Strada	207,700
SOS Children's Villages	890,000
UN WOMEN	250,000
United Nations Children's Fund	1,240,000
United Nations High Commissioner for Refugees	3,718,315
United Nations Population Fund	228,000
<b>Grand Total</b>	<b>11,365,515</b>

Sector	Total
Education	150,000
Food	540,000
Health and Nutrition	1,299,119
Livelihoods	50,000
Operational Support	592,297
Protection	6,923,822
Shelter and NFIs	1,690,277
WASH	120,000
<b>Grand Total</b>	<b>11,365,515</b>



Syrian refugee baby receiving medical attention in a field in Serbia.  
©UNHCR/ Mark Henley

# SERBIA

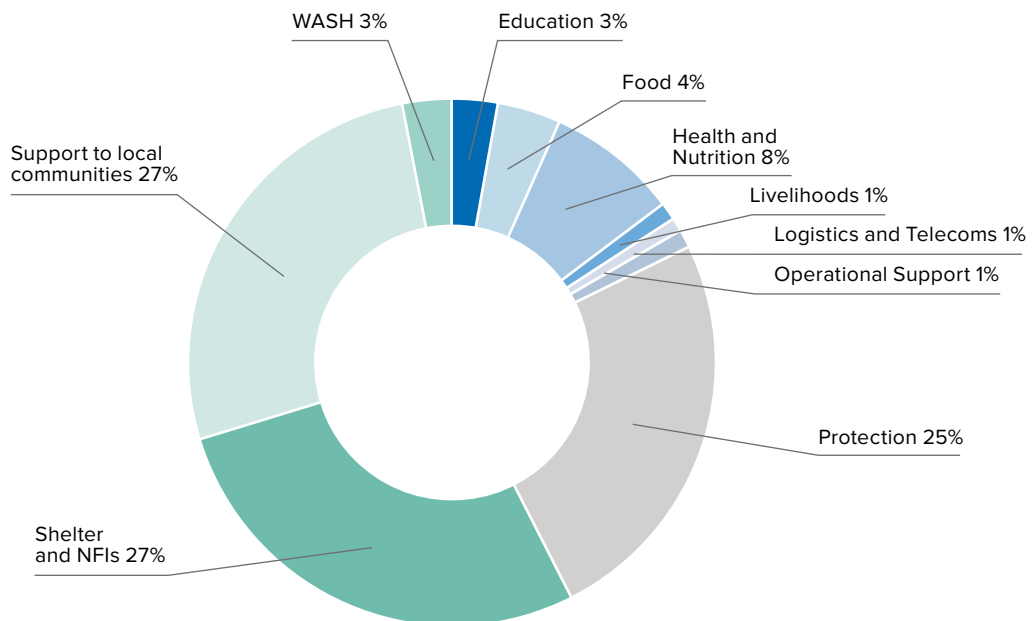


# SERBIA RESPONSE PLAN



Map Sources: UNCS, UNHCR  
The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. \*References to Kosovo shall be understood to be in the context of the Security Council resolution 1244(1999).  
Creation date: 16 Dec 2016.

## Financial Requirements 39,251,551 US Dollars



## Background and Achievements

Similar to other states in the Western Balkans, the Republic of Serbia was faced with large scale movements of refugees and migrants in 2015 and early 2016. After the *de facto* closure of the Western Balkan route in March 2016, an estimated 150 - 200 persons continued arriving daily through green borders from Bulgaria and the former Yugoslav Republic of Macedonia. Consequently, the number of refugees and migrants in Serbia continued to rise from the initial 2,000 people in March, stabilizing at approximately 6,000 in October.

At early December 2016, 6,400 refugees and migrants were present in Serbia with 80% accommodated in 13 government facilities: five Asylum Centres, five Transit Centres and two Reception Centres. Additionally, 1,000 were residing in Belgrade city centre and approximately 150 asylum-seekers continued camping at two border sites near the Hungarian border waiting for admission into the Hungarian asylum procedure. In November 2016, Hungary reduced the number of admitted asylum seekers per week from 210 to 100.

Since spring 2016, with continued irregular arrivals and exit limited by neighbouring countries, the transit scenario of 2015 changed to one of fewer numbers and longer term stay in Serbia, requiring an adjustment of the operational response. The humanitarian community remains committed to supporting the Government of Serbia in addressing the new situation, strengthening national systems, in particular the asylum system, and implementing the commitments of the New York Declaration while maintaining the capacity to address contingency needs.

In September 2016, acknowledging the changed circumstances, the Government of Serbia adopted a "Response Plan for an Increased Number of Migrants on the Territory of the Republic of Serbia for the period October 2016 – March 2017". The Plan, consistent with the RMRP sectoral approach, outlines activities and resources required to accommodate up to 6,000 people in winter in the government facilities, staying

for periods of several months while a total of 12,000-13,000 could be expected to arrive during 2017.

The majority of the refugee and migrant population in Serbia at the end of 2016 come from refugee producing countries including persons with specific needs among them such as unaccompanied and separated children (UASC). While the authorities and RMRP partners responded constructively to the situation, a number of challenges were faced. According to the Ministry of Interior, in the period between January to end November 2016, 11,840 people expressed intent to apply for asylum, which requires a systematic registration of the population in the country and a further strengthening of the asylum system in line with international. Despite efforts by the authorities and RMRP partners to improve reception conditions throughout the country, the capacity of accommodation facilities proved to be insufficient in many places. National health care institutions, under the Ministry of Health, as well as several NGOs provided medical care for refugees and migrants. Although the longer staying population added an additional burden to the host communities' services, it also provided opportunities for integration.

### Achievements

- Technical and financial support was provided to the Government of Serbia and civil society to respond effectively to the immediate and continuing humanitarian and protection needs of the refugee/migrant population.
- Coordinated efforts to ensure access to territory and asylum procedures, strengthening of the asylum system in line with applicable international standards, including by promotion of the rights of asylum seekers and refugees with relevant authorities and institutions, establishment and maintenance of referral pathways, etc.
- Regular protection monitoring conducted and information sharing on rights and services available, including on the risks associated with trafficking and smuggling, was provided to 70,000 refugees and migrants.

- Family tracing and reunification for 162 cases identified separated in Serbia or on the way to Serbia.
- 230 asylum seekers represented in the asylum procedure; 21 were granted international protection. Six refugees departed for resettlement to third countries.
- 69 migrants were assisted with voluntary return to their countries of origin.
- Coordinated support to national institutions in ensuring the rights and needs of women and children are addressed; 3,715 refugees/migrants were provided with psychosocial support and referrals; outreach activities were provided to 3,000 women and girls.
- Transnational referral mechanism for identification of children at high risk was established among Greece, the former Yugoslav Republic of Macedonia and Serbia.
- Facilitated establishment of a government-led SGBV working group and development of country-wide SGBV SOPs, while maintaining and strengthening relationships and capacities of government partners to ensure adequate prevention and response to SGBV; 58 human trafficking and SGBV survivors sheltered in safe houses; 192 survivors of SGBV and other forms of violence supported through programs of direct support through case management.
- 300 border police officers trained in humanitarian and protection-sensitive border management, i.e. in the enforcement of standard operating procedures relevant for the mass influx of refugees and migrants on the borders.
- Enhanced winterization capacity, striving towards more appropriate, safe and protection-sensitive spaces that meet international standards. Positive examples include: the opening of the Reception Center in Bujanovac, specifically reserved for families, women with specific needs and children; completion of the Tobacco Factory Phase III which boosted RC Presevo capacity to host up to 1,000 people, as well as the creation of additional age and gender-sensitive spaces, recreational blocks and sanitary facilities. Another center recently opened in Sombor and an additional wing of the Transit Center in Adasevci was reconstructed.
- 2,500 refugees and migrants provided with transport assistance to local institutions and service providers such as registration points, health centres, social work centres etc.
- Over 88,200 refugees and migrants received health services in governmental facilities.
- Support provided to affected local communities for waste management, water supply and wastewater treatment assessment as well as assessment of social and health service centres; provision of six small grants to Civil Society Organizations for improvement of social cohesion and promotion of volunteering in migration affected communities.

## Humanitarian Needs and Vulnerabilities

Taking into consideration the situation at end of 2016, the target population for this RMRP is 6,000 refugees and migrants remaining in the country, inclusive of those who expressed intent to seek asylum and continued irregular arrivals.

According to available data, 85% of the 2016 population in Serbia originates from refugee producing countries, including 61% women and children and 39% adult men. A sizeable portion of the population has specific needs, particularly UASCs, families with children, pregnant women, elderly and infirm. Refugees and migrants arriving or already in Serbia, remain extremely susceptible to smuggling rings and related protection risks, including physical violence, trafficking and exploitation.

While some limited assistance will continue to be required to address the immediate needs of new arrivals, activities under the RMRP will primarily focus on the longer term staying population and specific protection approaches vis-à-vis shelter, food and non-food assistance, health, education and solutions. Protection concerns will continue to be addressed including access to territory and asylum processes, registration, documents, risk of family separation, SGBV, exploitation and trafficking. The extended stay of the refugee/migrant population places a strain on health care providers and the increasing number of persons with chronic illnesses requires special emphasis on treatment of non-communicable diseases and immunization of children in line with national immunization protocols. There is also an increased need for psychological support.

In line with international standards, only 3,050 places have been identified in hard-shelter structures that are suitable for longer-term stay. A substantial number of people still remain sheltered in temporary structures, considered unsuitable given the prevailing climate and the average duration of the stay. Government facilities, temporary and permanent, struggle with chronic overcrowding problems.

Continued provision of support to local communities, by providing equipment and assets for local service providers – centres for social welfare, public utility companies, health care centres – building intercultural exchange through support of community based organizations to bridge the social distance between refugees/migrants and local communities will be maintained.

## Response Strategy and Priorities

RMRP partners, aim to continue supporting the Government of Serbia to respond to and manage the complex refugee and migrant situation. This response strategy seeks to assist the Government in further developing and operationalizing a sustainable, comprehensive and cooperative framework for concrete action in the area of refugee protection and migration management.

The Response Strategy of the RMRP is divided into four strategic areas in line with the interagency sectoral Working Groups, namely (i) Protection; (ii) Food, Shelter, NFI, Transportation and Logistics and WASH; (iii) Health and Nutrition; (iv) Support to Local Communities. This multi-sectoral response strategy will enable mutually reinforcing synergies to be identified and allow for a pragmatic and operational approach within each sector. The sectoral strategic objectives have been set by the respective interagency Working Groups and are summarized below.

### Protection

- Ensure protection sensitive entry process/environment, including access to territory, protection from *refoulement*, protection sensitive identification and referrals, adequate and improved border management containing counter-smuggling and counter-trafficking measures and asylum procedures/registration;
- Access to protection and solutions, including legal pathways, resettlement, family reunification, assisted voluntary return, with particular focus on assis-

tance and promotion of long term integration and psycho-social support activities;

- Advocate and support access to asylum through more efficient and comprehensive registration of asylum-seekers, ensuring those who want to register asylum claims have the information needed to do so, and access to legal aid to support their applications;
- Ensure support to refugee and migrant children through strengthened and well-coordinated child protection services and psychosocial support activities, including provision of adequate education services, appointment of guardians, and considering the best interests of the children in all decisions;
- Support to strengthening institutional response, through capacity building activities, reinforcing identification of persons with specific needs, follow-up with appropriate services and response through the national procedures ( SGBV SOPs, CP SOPs);
- Persons with specific needs, such as identified UASCs, are provided with appropriate services, such as legal and psychosocial support in a participatory manner;
- Community based protection strengthened through a continuous communication and engagement with communities.

## **Food, Shelter, NFI, Transportation and Logistics and WASH**

- Support Government efforts to increase reception capacity through provision of shelter solutions for short-term and longer-term reception and accommodation of refugees and migrants;
- Transportation assistance for vulnerable individuals and families from reception centers to health and social welfare centers and other necessary service providers;

- Ensure that emergency shelter assistance evolves into more durable end sustainable solutions by gradually enhancing capacities for longer-term stay as well as considering other transitional options such as voucher schemes for rented accommodation;
- Distribution of NFIs based on needs.



## **Health & Nutrition**

- All activities are planned according to the national plans and their goal is provision of services in the national health system framework, without creation of parallel systems.



## **Support to Local Communities**

- Support local communities through the enhancement of social cohesion and conflict prevention, applying development approaches to the response and contribute to securing sustainable and stable development of the local self-governments;
- Strengthened local services to ensure adequate provision to local communities affected by the crisis (waste management, water supply, sewage, health and social services, transport infrastructure);
- Visible improvements will be made in the local community infrastructure in the impacted communities to strengthen solidarity and community cohesion;



## Partnership and Coordination

UNHCR and IOM will continue to ensure strong coordination of the response with and between the Government of Serbia and RMRP partners in order to increase the overall effectiveness and impact of interventions and to avoid duplication. The Working Group on Mixed Migration Flows in Serbia, established by the Government of Serbia, constitutes the overall coordination structure under which the response is led. UNHCR and IOM will ensure that common assessments, monitoring, and reporting is undertaken in coordination with the Ministry of Labour, the Commissariat for Refugees and Migration (SCRM), Ministry of Interior, and other relevant governmental stakeholders.

UNCT Serbia coordination structures are fully aligned with the Refugee Coordination Model (chaired by the UNHCR Representative) and the Standard Operating Procedures for Delivering as One (chaired by the UN Resident Coordinator). The UN Resident Coordinator and the UNHCR Repre-

sentative work closely together in ensuring coherent and complementary coordination.

Stakeholders will continue to work closely with the coordination mechanism of the UN system in Serbia dealing with the crisis, namely the **UN Refugee Theme Group (RTG)**. The RTG coordinates four sectorial working groups (WGs) that are led by the Government:

1. Refugee Protection WG (Co-chaired by the Ministry of Labour, Employment Veteran and Social Policy (MoL) & UNHCR),
2. WG on Shelter/NFI/WASH (Co-chaired by the Serbian Commissariat for Refugees and Migration-SCRM, MoL & UNHCR),
3. WG on Health/Food/Nutrition (Co-chaired by the Ministry of Health & WHO) and
4. WG on Local Community Support (Co-chaired by the Ministry of Local Self-Government & UNDP).

In addition, the UN Resident Coordinator and UNHCR Representative jointly chair several fora to brief external actors on UNCT activities for refugees/migrants.



## Planned Response



### Protection

- Strengthen protection and border monitoring to ensure protection sensitive environment, such as access to territory and procedures, and provision of immediate humanitarian assistance. Ensure access to protection and all three traditional durable solutions for refugees and integration for migrants where appropriate in Serbia through vulnerability screening and proper assistance/referrals;
- Ensure BIA/BID decisions, undertaken by the Serbian authorities in line with the developed SOPs, form the core of every decision taken regarding children. Refugee and migrant girls and boys will be supported through well-coordinated child protection services and psychosocial support activities;
- Provide persons with specific needs (UASCs, SGBV survivors, woman and children with specific needs, elderly people, etc.) with appropriate services, such as legal assistance and psychosocial assistance. Ensure that the humanitarian response is programmed in a participatory manner. Two-way communication channels, such as outreach activities, feedback and complaint mechanisms are established to ensure accountability in cooperation with the local authorities and partnership with civil society;
- Finalize SGBV Standard Operating Procedures which will detail the minimum procedures and service-package for prevention and response to SGBV in the emergencies;
- Support assisted voluntary return and reintegration options for migrants in close collaboration with the authorities in Serbia and the countries of return;
- Assist and promote integration, including through facilitated access to education and employment opportunities;
- Continue to identify and act on human rights issues thus contributing to human rights-based reform;
- Promote access to registration for all arrivals;
- Train government officials on refugee and migrant protection;
- Advocate and support access to asylum through more efficient and comprehensive registration of asylum-seekers, ensuring those who want to register have the information needed to do so, and access to legal aid to support their applications;
- Ensure that new-born children are registered and provided with birth certificates.



### Food

- Provide food assistance to refugees.



## Health and Nutrition

- Increase health and nutritional condition of refugees upon arrival and through home visits and mobile teams;
- Support the existing health facilities in the provision of Primary Health Care (PHC) to migrants and refugees (financing of work for extra staff and provision of essential drugs); referral and follow-up of specific cases in need for specialized health-care services; provision of mental health and psychosocial support; health promotion for refugees and refuge centers staff, advocacy and technical support for immunization; reproductive health services and commodities provision to all refugees/migrants; Strengthen health system preparedness and response capacity, by providing expertise, policy options and trainings, as well as procurement of the necessary equipment and medical supplies for IPH in most affected areas (Vranje, Subotica, Kikinda, Sremska Mitrovica and Belgrad); capacity building for health care workers; assist to local IPHs to develop system of coordination on local level.



## Non-Food Items (NFI)

- Distribute standard non-food item kits to refugees



## Shelter

- Assist with the establishment of the new centers in the South-East of the country and the rehabilitation of the existing Asylum and Reception Centers throughout Serbia and support the government in transitioning from the temporary structures towards more sustainable and durable solutions;
- Continue to advocate for the possible implementation of the cash voucher scheme which would ensure dignified accommodation, especially for refugees and migrants with specific needs;
- Ensure the increase of special protection-sensitive shelters that prioritize the SGBV risk reduction as well as the needs of vulnerable individuals and other at-risk groups such as UASCs, women and children, families and other persons with specific needs.



## Water Sanitation and Hygiene (WASH)

- Construct gender-sensitive showers and latrines according to SPHERE standards;
- Build garbage pits.



## Support to Local communities

- Undertake equipment, designs and small-scale infrastructure works to improve waste management, water supply, social and health services and transportation provided.

## Financial Requirements Summary – SERBIA

Financial requirements by agency 39,251,551 (in US dollars)

Organization	Total
Adventist Development and Relief Agency	954,000
ATINA	474,000
CARE International	1,821,987
Caritas	449,799
Danish Refugee Council	2,130,000
Divac Foundation	1,854,000
Humanitarian Center for Integration and Tolerance	64,000
Initiative for Development and Cooperation	30,000
International Affairs Network	24,000
International Organization for Migration	3,800,000
Jesuit Refugee Service	47,000
Medecin du Monde	775,000
Office of the High Commissioner for Human Rights	100,000
People in Need	404,000
Philanthropy	650,000
Save the Children	2,275,191
SOS Children's Villages	1,160,000
UN WOMEN	1,000,000
United Nations Children's Fund	3,475,000
United Nations Development Programme	9,000,000
United Nations High Commissioner for Refugees	6,932,574
United Nations Population Fund	361,000
Vizija Kragujevac	770,000
World Health Organization	700,000
<b>Grand Total</b>	<b>39,251,551</b>

Sector	Total
Education	1,325,000
Food	1,549,497
Health and Nutrition	3,167,363
Livelihoods	176,000
Logistics and Telecoms	150,000
Operational Support	508,000
Protection	9,788,433
Shelter and NFIs	10,747,935
Support to local communities	10,737,648
WASH	1,101,675
<b>Grand Total</b>	<b>39,251,551</b>





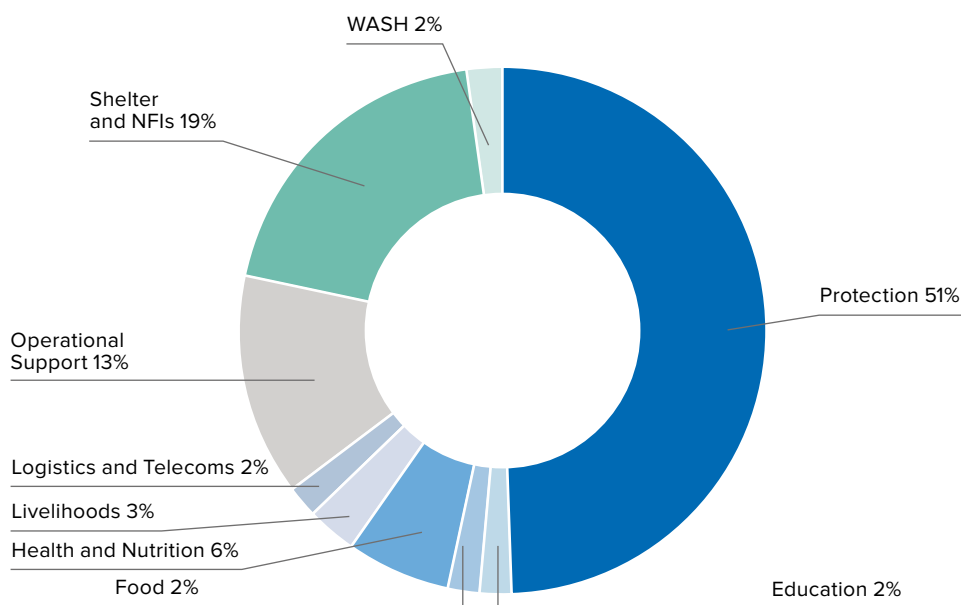
Child at the border between Serbia and Hungary.  
©IOM/ Francesco Malavolta

# ADDITIONAL REGIONAL SUPPORT



# ADDITIONAL REGIONAL SUPPORT

## 1. Other Affected Countries in Southern Eastern Europe and Central Europe



### Background and Achievements

During 2015-2016, the Western Balkans and the Central Europe region experienced a massive increase in arrivals of refugees and migrants. In Central Europe, Croatia, Hungary, Slovenia and to a lesser extent Bulgaria were faced with mass arrivals and onward movements towards other EU Member States. Most refugees and migrants arriving in the region wish to move onwards, and are commonly subject to returns in violation of due process standards, face inadequate reception conditions, delays in asylum procedures and lack of long term solutions prospects.

During the height of the crisis, Governments deployed their national emergency response capacities to establish temporary reception infrastructure with assistance from international organisations and a wide range of national NGOs. Thousands of volunteers took part in a major humanitarian effort to ensure that people on the move could receive basic support in the form of food, clothing and other non-food items.

Some States have adopted new legislation and policies to implement restrictive measures in an attempt to limit the number of people arriving. In some locations fences have been constructed to secure green border areas. After the end of the 'wave through' approach in March 2016, prevention of border crossings and unlawful returns and 'push-backs' practices have been observed along several borders in the region. Usually, there is a "cascading effect" whereby one country's 'push-backs' trigger further 'push-backs' down the migratory route.

In 2016, irregular movements have continued on a smaller scale, as people have moved onwards from and through Greece and Bulgaria aiming to reach countries in Western and Northern Europe, often facilitated by smuggling networks. In Hungary, official transit zones were established at the southern borders with Serbia, providing access for a limited number of asylum-seekers to enter on a daily basis. As a result of tighter border control mechanisms, the number of people remaining for longer periods in Serbia has steadily increased. In Bulgaria the number of people in reception centres has also peaked as the route



through Serbia is becoming less accessible. Irregular movements have continued also in Croatia and Slovenia, albeit at a smaller scale. Albania, Kosovo (S/RES/1244(1999)), Montenegro and Bosnia and Herzegovina had not been affected by the 2015 influx. Albania and Montenegro, traditionally a secondary transit route through the Western Balkans, saw the numbers of arrival slowly increasing in 2016 after the “wave through” practices in the former Yugoslav Republic of Macedonia came to an end in March 2016. Kosovo (S/RES/1244(1999)) also witnessed a small but steady increase of refugee and migrant movements.

In this environment, asylum-seekers are exposed to serious protection risks. The lack of legal pathways coupled with the establishment of stricter border control regimes have effectively increased their exposure to unscrupulous smuggling networks. There are numerous reports of irregular crossings from Turkey into Bulgaria, in some cases prevented or intercepted by border authorities. In Hungary, those who enter irregularly are subject to prosecution, detention and expulsion procedures, notwithstanding presentation of asylum claims, which are routinely dismissed on the basis of the ‘safe third country’ principle. Data suggests that some 750 refugees/migrants were intercepted by Albanian Border and Migration Police (BMP) in the first 10 months of 2016, of which over 200, applied for asylum in the country. In Kosovo, 231 intercepted individuals are seeking asylum and all entered Kosovo through the green border. Some 260 individuals registered in Montenegro as asylum seekers while the total number of persons who transited remains unknown. Generally, there have been numerous allegations of unlawful rejection at the border and ‘push-backs’ involving the use of force in several countries, in some cases resulting in serious injuries. Several people have lost their lives attempting cross borders in the region.

In countries of Central Europe, the capacity of permanent reception facilities remain limited throughout the region and conditions are at times sub-standard as overcrowding puts a strain on available resources. At the end of 2016, hundreds of refugees and asylum-seekers are still held in detention, in particular in Bulgaria and Hungary. Detention conditions are a serious concern, particularly with regard to the situation for children and other individuals with specific needs.

Access to information is limited, exacerbated by the lack of interpreters in most reception facilities. Relevant authorities are in many cases unable to provide individualized health and psychosocial care. Civil society organisations also have limited response capacity and are in some cases restricted from accessing reception and detention facilities. In Albania, national capacity to handle even small flows is limited, partly due to lack of resources. New arrivals have limited access to information at the border crossing points and interviews often take place without interpreters. Identification and referral mechanisms for persons with specific needs need strengthening and reception capacity remains weak, especially along the borders. In other affected countries of the Western Balkans, mechanisms for identification, registration and referral of persons in need of international protection and persons with special needs to relevant authorities and provision of assistance are theoretically in place but all of these countries would seriously struggle and need additional support in case of a larger influx.

In some countries of Central Europe, Government officials have taken a negative public stance towards refugees and migrants. In Hungary, the campaign relating to the referendum held in October 2016 has fuelled xenophobic sentiments, increasing risks of mistreatment and discrimination towards refugees and migrants arriving in the region. In other, less affected countries in the Western Balkans, public attitudes to migrants and refugees remains on the whole constructive or at least not marked by xenophobia. As in other countries in Europe, security considerations are strongly prioritized and efforts are needed to ensure this does not prejudice access to territory and asylum in line with international principles. Alternatives to detention might become more limited due to security considerations.

## Achievements

Governments, international organizations and NGOs have adjusted the operational response to the changing situation in the region. While permanent reception capacity remains quite limited throughout the region, some important progress has been achieved:

- RMRP partners have retained capacity to carry out regular monitoring of reception facilities in the region, collecting information and providing much needed counselling as well as individual support for people of concern. In some border locations RMRP partners have established a daily presence to monitor developments, provide guidance and make individual protection interventions.
- RMRP partners continue to advocate for an improved response, including through dialogue with authorities, public information activities and coordinated efforts to promote respect for the rights of asylum-seekers and refugees. In many cases, these advocacy efforts have contributed to improving the situation of asylum-seekers and migrants.
- Protection interventions have been made in thousands of individual cases, often with positive outcomes as regards access to territory, effective identification and registration, early release from detention and access to asylum procedures and related services.
- RMRP partners have collaborated with Governments in the preparation of contingency plans.

In **Albania**, humanitarian presence at the border has been reinforced and border monitoring is regularly taking place. Data gathering and sharing is strengthened and basic assistance consisting of food and hygienic items provided for new arrivals. Review of pre-screening procedures has also started.

In **Bulgaria**, RMRP partners have established a comprehensive monitoring mechanism with access to all relevant Government facilities, focussed on access to territory, asylum procedures and reception conditions. In **Croatia**, information and interpretation services have been provided through cooperative efforts by RMRP partners to facilitate registration, vulnerability assessments, family tracing and medical assistance.

In **Hungary**, daily monitoring and support capacity at the border with Serbia was established and a document<sup>12</sup> published presenting concerns relating to the response to asylum-seekers arriving in the country.

In **Kosovo** (S/RES/1244(1999)) information on the asylum procedure has been developed and is made available at all official entry points and disseminated at the asylum centres where asylum-seekers are hosted until completion of the procedure.

In **Montenegro**, asylum seekers are well informed about the asylum procedure and their rights and entitlements while in the asylum system.

In **Slovenia** protection partners have contributed to development of an SGBV prevention and response mechanism as well as SOPs to guide actions in support of unaccompanied children.

During 2017 further efforts will be made to consolidate response capacity, including through establishment of monitoring and coordination mechanisms at central and regional levels and through further joint advocacy and contingency planning.

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12 Hungary As a Country of Asylum, 2016 update

## Humanitarian Needs and Vulnerabilities

Refugees and migrants are likely to continue to attempt to move through the region on their way towards Austria, Germany and other EU Member States. Notwithstanding the EU-Turkey statement, people are expected to continue arrive through the land and sea borders of Bulgaria and Greece. Each month hundreds of people continue their journey onwards through the former Yugoslav Republic of Macedonia and Serbia and to a lesser extent Albania, Kosovo (S/RES/1244(1999)), Montenegro and possibly Bosnia and Herzegovina, seeking to re-enter the EU by approaching Hungary or Croatia. Some will proceed through the transit zones on the Hungarian border, others will be intercepted or apprehended as they seek to cross green borders irregularly, many of them after repeated attempts. The re-opening of the old smuggling sea route from Albania to Italy is unlikely to materialise. The majority of people on the move will remain exposed to serious risks at the hands of unscrupulous smuggling networks, as a result of 'chain' push-backs across borders, preventing *de facto* their access to asylum procedures and protection.

The majority of the new arrivals are expected to be Afghans, Syrians and Iraqis, but there will also be a smaller number of people from other countries such as Pakistan and Bangladesh. Many people in need of international protection will not seek asylum in the countries where they arrive, seeking to avoid registration in the countries in the region. Some will be held for longer periods in detention, pending prosecution and formal return procedures.

Most Governments in the region are likely to maintain restrictive border control regimes and further expand barriers.

Several countries in the region which are members of the EU will receive refugees who are transferred from other EU Member States under the Dublin III regulation. Some countries, in particular Croatia and Slovenia, are planning to receive additional refugees transferred from Greece under the EU relocation scheme.

On the basis of these assumptions and planning scenarios, the following protection concerns and humanitarian needs are expected to prevail in 2017:

- People in need of international protection may be prevented from crossing into Bulgaria from Turkey and from entering Hungary or Croatia from Serbia. Most migrants and refugees who cross irregularly into Hungary will be transferred directly back to Serbia or they will be apprehended, detained and prosecuted, regardless of status. From Serbia, people may attempt to use alternative routes within the region.
- Migrants and refugees who are held in detention as a matter of policy (as well as those placed in open centres) will receive limited information in their own language on rights and obligations in relation to the reception system, detention and asylum proceedings. Interpretation capacity is not available in many reception locations.
- Reception capacity will remain strained and conditions and services available in the various types of facilities, largely substandard, particularly during winter months.
- UASC will require particular support. Many of them may not be identified as underage, left without targeted information, counselling and legal aid. As a result they may not have access to child friendly facilities, family tracing and possible support with Dublin referrals.
- Many refugees and migrants suffer from mental health issues and lack individual support, in particular people held in detention. There is also limited capacity to address the situation of women in detention. Prevention and response to SGBV and protection of women at risk remains inadequate.
- Several Governments are hesitant to improve access to rights and services for people granted international protection. The few who do seek to settle longer term in the region will face integration challenges in terms of finding adequate housing and gaining effective access to education and the labour market.

- A small but increasing number of migrants and rejected asylum seekers, including some held in detention facilities, may indicate interest in receiving support through assisted voluntary return.
- Migrants and refugees will be exposed to increased risks of exploitation and trafficking by networks of unscrupulous smugglers.

In **Albania**, lack of reception capacity along the borders, and at the southern border with Greece, in particular, is recognized as a gap by all actors. Many new arrivals are likely to be vulnerable and in need of medical or psycho-social attention. Due to reliance on smugglers, there is a high risk of exploitation and SGBV. Referral mechanisms for victims of trafficking are in place, but the need to strengthen identification procedures and referral pathways for UASC, victims of SGBV, women at risk, as well as disabled persons is acknowledged as a priority by all actors.

In **Bosnia and Herzegovina** challenges relate to co-ordination among key Government and non-Government stakeholders in the event of a sudden influx.

In **Bulgaria** access to territory and to the asylum process, lack of capacity of the asylum system, concerns about the quality of the asylum process and problematic detention policies constitute some of the most preoccupying protection challenges. In terms of reception, overcrowded accommodation and lack of basic services including medical support are among the most urgent issues. Reported incidents of violence and abuse by the authorities in relation to border crossings remain a serious concern. The identification and referral of persons with specific needs requires further improvement. There are insufficient recreational and non-formal learning activities for refugees and migrants. Prevention of and response to SGBV is a considerable challenge due to the lack of an effective identification and referral mechanism, exacerbated by cultural factors and the high percentage of refugees absconding from the asylum procedure. Family separation is prevalent and family tracing activities are largely ineffective. The national child protection system is in need of review as very few UASC are being assigned guardians and even fewer have access to specialized social services. Municipalities that are

given responsibilities for providing support to UASC lack relevant expertise and capacity.

**Croatia** has two reception centres for refugees and asylum-seekers: The Government intends to improve accommodation capacity to ensure that adequate accommodation space is available. Refugees and migrants arriving through irregular border crossings are at risk of being rejected at the border, 'pushed-back', detained and exploited by smugglers and traffickers. National child protection systems do not have sufficient capacity to address the needs of UASC and there are delays in the appointment of special guardians and a lack of Arabic and Farsi interpreters. Children are placed in residential care institutions that do not adequately respond to their needs. In addition, social welfare officers often are not familiar with the children's specific cultural backgrounds, impeding the delivery of services and assistance. Legal and psycho-social counselling for refugees and migrants needs to be prioritized, taking into account the specific challenges (trauma and exhaustion, depression caused by the prolonged stay at reception centres) faced by persons of concern. Integration of refugees and migrants will also present a challenge, in particular in terms of acquiring necessary language skills, and effective access to education and employment.

In **Hungary** the Government's public statements may continue to fuel xenophobic sentiments, creating further risks of mistreatment and discrimination towards refugees and migrants. The restrictive border control regime at the border with Serbia will result in rejection at the border, 'push-backs' and apprehensions and detention of refugees and migrants. People crossing the border irregularly may risk being exposed to use of force and violence. The Government has reduced the capacity of its open reception centres by closing down its largest and best equipped facility in Debrecen. The second largest facility in Bicske is scheduled for closure at the end of 2016. Instead temporary reception infrastructure has been established at the facility at Kiskunhalas as well as in Kormend near the Austria border. Children and in particular UASC continue to face protection risks due to inadequate age assessment procedures and a lack of a national BID mechanism. Due to the high turnover in reception facilities, and the refugees' interest in onward move-

ments, many children will not have effective access to education. There will be a need for information and counselling in languages that refugees understand. Some will need referrals and support to address special needs.

In **Kosovo** (S/RES/1244(1999)) Government officials with specific responsibilities in this sector, including Border Police officers, RSD eligibility officers, as well as staff of the Asylum Centre require further capacity building and training in order to develop the necessary skills to ensure effective protection and processing of asylum claims. In addition, the focus is on prevention of exploitation and violence, in particular prevention of SGBV and added focus on the differentiated needs of women and children. Lack of clear accountability, effective coordination and sufficient and trained personnel, including interpreters, remain an issue.

In **Montenegro** there is a general concern over the capacity of national institutions to efficiently implement a response plan in case of high influx of refugees and migrants. Despite the adoption of the contingency plan in case of a massive influx, additional reception facilities are not clearly determined and may not be prepared, leaving the most vulnerable refugees and migrants without adequate shelter and in poor hygienic conditions. Technical and human resources capacities of different Government and municipal in-

stitutions would require further enhancement in order to provide quality responses. Plans for Government assistance during the winter are not developed in detail, and harsh winter conditions could pose additional risks in timely assistance to the most vulnerable refugees and migrants.

In **Slovenia** revised asylum legislation came into effect on 24 April 2016, providing for accelerated processing of asylum claims (including at border entry points) and a reduced timeframe for legal recourse. The legislation also regards asylum claims from people who enter Slovenia from a safe country of asylum as inadmissible. A proposal for amendments to the Aliens Act aims to introduce further restrictions on access to territory and asylum procedures in mass influx situations. The three reception facilities in Ljubljana and Maribor are filled to the total capacity (320 places). It will be important to ensure that new accommodation facilities are made suitable for persons with specific needs. UASC are no longer detained, however there is a need to ensure that people with specific needs are also exempt from detention with effective access to information and services. The increase in the number of asylum applications from UASC (near 200 applications in 2016) has highlighted the need for a substantial strengthening of child protection structures and referral mechanisms.



## Response Strategy and Priorities

Restrictive legislation, policy and practice is becoming a standard model for management of mixed migration flows in the region. In order to address identified gaps affecting refugees and migrants, the inter-agency regional response strategy is built around the following broader goals:

1. Ensure access to territory;
2. Reduce the use of detention;
3. Ensure dignified reception conditions, especially with unaccompanied minors and separated children and other people with special needs;
4. Ensure access to asylum and fair and effective asylum procedures;
5. Promote as appropriate integration, resettlement and assisted voluntary return;

To this end, RMRP partners will undertake a range of activities during 2017:

- Strengthen the monitoring of border areas including transit zones, reception facilities and detention centres to ensure access to the territory, fair treatment, and access to asylum, and limit the use of detention.
- Work with authorities and other stakeholders to promote appropriate reception conditions, conduct participatory assessments, and provide individual support as required including through assistance with interpretation and counselling.
- Advocate for development of fair, effective and efficient national asylum procedures and availability of legal aid.
- Assist with development of national mechanisms to identify UASC, assess their needs and ensure their referral to appropriate services and BID as required. Promote the principle of family unity and facilitate tracing and family reunification.

- Contribute to development of referral and response mechanisms for people with special needs, including for SGBV survivors and women at risk.
- Support relevant stakeholders in addressing health and mental health issues and support individuals affected, in particular targeting people held in detention, with specific capacity to address the situation of women.
- Advocate for and support community based integration programmes and pursue joint efforts to develop welcoming societies and fight xenophobia. Build partnerships with new interlocutors by using innovative and creative approaches. Support the establishment of effective national systems to manage resettlement and relocation.
- Target distribution of the most needed non-food items for vulnerable individuals to improve general conditions in open and closed reception facilities.
- Contribute to raising public awareness about refugees and counter the impact of xenophobia and racism.
- Inform and counsel migrants and rejected asylum-seekers about the option of assisted voluntary return.

In all countries there is need to continue developing contingency plans to address potential future displacement scenarios, ideally under leadership of relevant Government authorities.

## Partnership and Coordination

Coordination is essential to ensure effective identification of needs and response strategies. Inter-agency coordination mechanisms will be maintained in the region, as far as possible with direct involvement of Government authorities.

In **Albania** the national response falls mostly under the Ministry for Internal Affairs (MoIA), which includes Border and Migration Police, who are responsible for pre-screening at the border, the Directorate for Asylum, who are responsible for the asylum process, and the Directorate for Civil Emergencies. The Ministry of Internal Affairs is likely to continue to manage the day-to-day flows if numbers remains within the planning scenario. The Deputy Prime-Minister leads an inter-ministry group that would be expected to support MoIA in case of a sudden large influx. UNHCR chairs a coordination group that brings together the government, UN agencies, national and international agencies and donors. The group has met on a regular basis throughout late 2015 and 2016 and developed SOPs for distribution of assistance. In 2017, the coordination group will seek to develop joint monitoring tools to measure progress in some key areas, in particular identification and referrals of persons with specific needs.

In **Bosnia and Herzegovina** the Ministry of Security leads the Coordination Team on Migration and Refugees which is comprised of key ministries, including the Ministry of Refugees and Human Rights. The Coordination mechanism is also linked at the Entity levels: Federation, Republika Srpska and Brcko District. Both entities have their own internal coordination mechanisms which report to the BiH level Coordination Team. The UNCT has established a 'Refugee Task Force' that can be quickly mobilized in case of need. The Government has the 'Coordination Body on Migration' under the leadership of the Ministry of Security.

In **Bulgaria** the State Agency for Refugees (SAR) of the Council of Ministers is the responsible institution for matters related to refugees and asylum. Every

month the SAR holds a coordination meeting with all stakeholders, including various Government counterparts. Recently the Protection Working Sub-Group, which is part of the SAR Coordination Mechanism and coordinates protection issues in relation to refugees, has been re-established. The inter-agency partners aim to collaborate on monitoring of border areas and reception facilities. Existing coordination mechanisms will be used to ensure that partners have common strategies and approaches, and that critical protection gaps/vulnerabilities are identified and addressed without duplication.

In **Croatia** relevant authorities and RMRP partners coordinate their work across several interlinked platforms. There are regular inter-agency coordination meetings chaired by UNHCR. The inter-agency coordination provides a platform to develop an effective response as regards access to territory, refugee/child protection, public information/communication etc.

In **Hungary**, UNHCR has introduced a version of the Refugee Coordination Model (RCM) adjusted to the local context involving various NGOs and international agencies as well as the main relevant authorities. UNHCR chairs a forum for stakeholders to share information, discuss challenges and explore opportunities for collaboration and joint activities. Sub-sectors level meetings also take place, focusing on specific protection thematic areas such as child protection, integration and trafficking. UNHCR has established a field presence in Szeged, where key partners present in the southern region interact on a daily basis to cooperate on joint monitoring, referrals and interventions with local authorities. The development of a database relating to legal support is expected to facilitate collaboration and support interventions in individual cases.

In **Kosovo** (S/RES/1244(1999)), Kosovo authorities have nominated the General Secretary of Ministry for Internal Affairs as the National Coordinator and established an internal working group that has developed a national response plan. UN and other agencies are working closely with authorities and other partners in contingency planning for setting up a robust but flexible reception, registration and catering response capabilities that would be able to provide to the needs of all persons entering Kosovo.

**Montenegro** was outside the main Western Balkans route and official refugee response mechanisms were not established in the country. In preparation for the activities foreseen in the Government adopted Contingency plan, the Operation Team was established. The Team, composed of representatives from Government ministries, UNHCR, IOM and UNICEF, was established in November 2015. The response plan will be implemented through an inter-agency coordination mechanism and a multi-sectorial approach.

**In Slovenia** the Ministry of Interior coordinates the overall refugee and migrant response. This responsibility is expected to be transitioned to a newly established Migration Authority in the course of 2017. Inter-agency coordination mechanisms include the

Refugee Protection Working Group, Public Information/Communication Working Group, the Relocation Sub-Working Group and the SGBV Working Group (in existence since 2008). A UN Working Group has been established, involving all UN-affiliated agencies in country (UNHCR, IOM, UNICEF, WHO and IMF). This group, chaired by UNHCR, meets every 2-3 months to enhance joint planning, outreach and advocacy, as well as to coordinate capacity-building activities, also with NGO partners. Since January 2016, the RMRP platform has provided an additional possibility for closer cooperation between UN agencies on the ground, international and national non-governmental organizations (NGOs) supported by civil society, including volunteers.





## Planned Response



### Protection

- Strengthen monitoring of border areas to ensure access to territory and asylum procedures for those seeking international protection, to prevent refoulement, and unlawful return.
- Monitor detention centres/closed reception centers to prevent prolonged detention of PoCs, particularly those with vulnerabilities and address detention of asylum-seekers for irregular entry, and promote alternatives to detention.
- Engage in general protection monitoring in key areas, including reception centers, urban centers, and other localities frequented by persons of concern.
- Monitor and analyse asylum adjudication processes and decisions to provide guidance and recommendations in line with international and regional standards.
- Facilitate access to legal counselling and representation before, during, and after refugee status determination procedures.
- Ensure registration of asylum-seekers, and improve quality of registration and profiling by supporting capacity development of the respective government and registration staff.
- Provide training for border guards and government officials on international refugee and human rights law.
- Carry out judicial engagement at national and supranational levels to tackle unlawful practices and promote adherence to international, regional, and national protection standards.
- Develop and carry out comprehensive, two-way communication programs together with affected communities, ensuring critical information is provided to refugees and migrants in a timely manner, while taking account of cultural sensitivities and language barriers.
- Prepare and disseminate user friendly information materials (video, leaflets, information boards etc.) for refugees and migrants in relevant languages.
- Provide interpretation and social mediation to facilitate availability of information and support with access to rights.
- Conduct training activities on refugee issues incl. protection of refugee and migrant children's rights for a variety of stakeholders (in some instances in cooperation with EASO): Border Police, Migration authorities, Child Protection Departments, magistrates, legal aid lawyers, municipalities etc.
- Develop appropriate case management procedures, incl. BID mechanisms for refugee and migrant children, robust referral mechanisms which include relevant national bodies, implementation of national child protection mechanisms and child friendly RSD procedures, and provision of technical assistance for development of Standard Operating Procedures defining referral and protection.

- Improve knowledge, skills and capacities of professionals who work with children on best interest assessments/determinations through capacity building of the respective government/other staff.
- Build knowledge, skills and capacities of government and other officials on family tracing and reunification.
- Support establishment of child friendly spaces and mother and baby corners for children and families in need as well as provide counselling for mothers on play and attachment with children.
- Coordinate the provision of assistance for children with disabilities including the necessary equipment in coordination with partner NGOs and relevant health institutions.
- Strengthen inclusion of migrants and refugee children into formal education system.
- Organize and develop a robust SGBV prevention and response programme, developing SOPs between partner organizations and national institutions to formalize referral mechanisms, ensuring support is available for medical, legal, and psychosocial response and support to survivors, and respecting survivor confidentiality at all times.
- Develop and carry out awareness and information activities for refugees and migrants focused on risks related to smuggling and trafficking, as well as SGBV and on preventing exploitation, abuse and violence.
- Provide psychosocial counselling for SGBV survivors and disseminate information on prevention, i.e. IEC materials.
- Ensure that the principle of family unity is respected, and facilitate the reunification of separated families.
- Identify migrants and refugees with specific needs (UASC, survivors of violence, abuse and exploitation, persons with serious medical condition, persons with disabilities, and LGBTI) and provide necessary support.
- Prevent detention of children, advocate against cases of child detention, and promote the access of children to social support services.
- Enhance the effectiveness of AGD sensitive referral protection mechanisms for all persons with specific needs and vulnerable persons, including women, girls, youth, pregnant and lactating women, and older persons.
- Establish an early warning information sharing and flow monitoring network (DTM).
- Provide advice and technical guidance, and where relevant direct support to the implementation of relocation and resettlement solutions.
- Establish and implement AVRR programmes with robust procedural safeguards and access to legal counselling/representation available for irregular migrants and failed asylum-seekers, with support for reintegration available as appropriate.

- Realize potential for integration through advocacy interventions and situation monitoring of persons of concern.
- Contribute to municipality (or other local governance structures) based integration support services.
- Carry out awareness raising activities in secondary schools and to the general public to facilitate multicultural acceptance and interaction.
- Conduct surveys on public attitudes to refugees to facilitate targeted information activities.
- Build capacity for staff of relevant authorities on smuggling.



## Education

- Provide recreational and non-formal educational activities for asylum-seeking children in the reception and registration centres. Technical support for the development of a methodology for provision of recreational and non-formal learning activities, including activities and lesson plans, child protection, psychological first aid, child development, child rights, special needs, cultural needs, etc. and conducting trainings for volunteers, facilitators, and cultural mediators on the developed methodology.
- Advocate for the inclusion of asylum-seekers and refugees children in the formal education system.



## Health and Nutrition

- Public health experts regularly monitor public health risks (6 months).
- Refugees and migrants have access to health systems for emergency care in Albania, Kosovo and Montenegro; First Aid (medical kits) provided at entry points.
- Delivery of medicines (as per identified needs).
- Hiring of part-time medical team/s in Bulgaria to provide medical consultations and referral (as per identified needs).
- Health assessments and preventive measures (including vaccinations) will be provided, taking into account the needs of persons with specific needs.
- Determining the vaccination status and relevant needs of staff in relevant facilities.
- Personal health records (PHR) implemented, to identify immediate medical needs and ensure follow-up.
- Capacity building of staff on health aspects of migration and their work.
- Ensuring access to culturally appropriate health services and health information provided in an understandable way.
- Ensure provision of services related to breastfeeding protection and infant and young children feeding.
- Strengthening of Government capacity to provide equitable access to health services and quality health protection, nutritional needs and hygiene conditions for the refugee and migrant children in asylum centers.

- Promote access of all refugees and migrants to health care services, including psychosocial first aid, via a mobile medical unit and/or permanent medical presence in reception/ accommodation facilities and referral.
- Identify and train cultural mediators.



## Logistics and Transport

- Ensure that sufficient warehouse space is made available for storage of prepositioned goods; develop an operational network for distribution of food/NFIs.
- Facilitate the transportation of persons with specific needs to the relevant registration and/or reception centers.



## Non-Food Items (NFI)

- Procurement and distribution of relevant NFIs (shoes, clothing and others) as needed.
- Provision of direct emergency financial/ in-kind support to extremely vulnerable PoCs in reception centres and in urban settings.



## Shelter

- Support the establishment of new accommodation facilities and the maintenance of current facilities, including through local procurement.
- Distribute temporary/emergency shelter to vulnerable families as relevant.
- Improving communication and internet facilities and enhancing recreational options.
- Facilitate the deployment of CCCM expert to carry out assessments in reception facilities on management procedures and involvement of populations.
- Conduct training per center on basic introduction to site management.
- Develop basic tools for site management for mid/senior level staff in the national reception system.



## Water Sanitation and Hygiene (WASH)

- Support the government in establishing adequate WASH conditions in all facilities in an AGD sensitive manner.
- Implement the winterization of facilities, installation of floors and room dividers/separators.
- Ensure access to water and that the water pipes are not frozen and blocked at all reception facilities.
- Provide hygiene kits to all arrivals.
- Hygiene promotion (including materials) in reception and accommodation centers.



## Operational Support

- Provide regional planning and coordination, monitoring, logistical and technical support, as well as linking up with strategic regional partnerships.
- Coordinate redeployment of available financial and material resources.

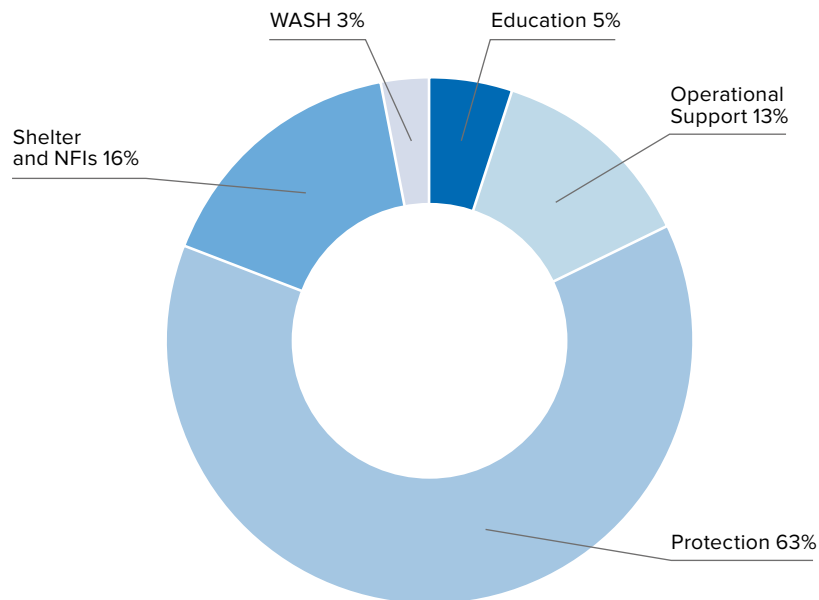
## Budgetary Requirements of other Affected Countries in Southern Eastern Europe and Central Europe

Financial requirements by agency 21,185,843 (in US dollars)

Organization	Total
Bulgarian Red Cross	2,885,440
Croatian Red Cross	1,406,500
Dorcas Aid International	291,856
International Labour Organization	600,000
International Organization for Migration	4,066,077
Jesuit Refugee Service	166,589
Red Cross	58,000
United Nations Children's Fund	2,985,800
United Nations Development Programme	150,000
United Nations High Commissioner for Refugees	8,575,581
<b>Grand Total</b>	<b>21,185,843</b>

Sector	Total
Protection	10,854,202
Education	453,288
Food	426,197
Health and Nutrition	1,311,540
Livelihoods	620,000
Logistics and Telecoms	426,170
Operational Support	2,706,786
Shelter and NFIs	4,038,960
WASH	348,700
<b>Grand Total</b>	<b>21,185,843</b>

## 2. Affected Countries in Northern, Southern and Western Europe



Overall, numbers of asylum-seekers in Western and Northern Europe increased dramatically in 2015 and 2016, with doubling or tripling of asylum applications in some countries. This trend continued into early 2016 and, although arrival rates to Western and Northern Europe dropped significantly in the second half of 2016 following the EU-Turkey Agreement of March 2016, the effects of the influx continued to be felt throughout the year.

Arrivals in Italy and Spain have increased steadily during 2016 and total 170,973 and 4,971 respectively by November 2016. The Central Mediterranean has become the primary entry point to Europe for refugees and migrants since mid-2016 after the effective closure of the western Balkans route earlier in the year. Following a peak of over 27,000 arrival in Italy in October and 1,170 arrivals in Spain in September, worsening weather conditions brought on by the onset of winter resulted in fewer arrivals in the last two months of 2016, although the numbers of arrivals in November and December remained three times higher than the same period in 2015. In 2017, it is projected that sea arrivals in Italy will reach a further 190,000 in total. Based on the current trends, increasing arrival figures are also expected for Spain and Cyprus.

The number of children, and especially unaccompanied and separated children, arriving in Europe has drastically increased in 2015 and 2016 and is expected to rise even more in 2017. Among the arrivals alarming high rates of persons with specific needs have been reported – survivors of sexual and gender based violence, detention, severe physical maltreatment, and torture; persons with disabilities; and elderly.

It is against this background that the geographical scope of the RMRP will be expanded to Northern, Southern and Western Europe in 2017 with the aim of developing an inter-agency strategy strengthening operational engagement in these sub-regions. International organizations and NGOs have adjusted their responses shifting from a primarily legal based protection and advocacy role to strengthening their operational and advisory roles in support of Government responses across the sub-region.

A number of factors make it difficult to anticipate the evolution of arrivals during 2017, including:

- The volatility of the situation in countries of origin
- The continued adherence of Turkey to the EU-Turkey Statement of 18 March 2016
- Uncertainty regarding conditions of assistance and protection in first countries of asylum
- Rapidly changing policies affecting movements

In line with the assumptions made for other countries, it is anticipated that new arrivals to Western and Northern European countries, and therefore also new asylum applications, will be relatively low. Therefore, in 2017, it is anticipated that countries will be able to focus on processing application backlogs. However, there is the possibility of significant numbers of arrivals in Italy attempting to make their way north.

The increase in processing will lead to a growth in the number of refugees, as many asylum-seekers in the backlog are from refugee producing countries. In addition, the EU Relocation programme and a significant resettlement programme from Turkey should also contribute to an increase in refugee figures if commitments are met.

## Background and Achievements

Due to incomplete registration and large backlogs it is difficult to accurately state the numbers of refugees and migrants for many countries. Asylum applications provide some indication of the distribution of arrivals among EU and EFTA member states. However, they do not capture the level of potential onward movement or abandonment of asylum applications. The countries receiving the highest number of asylum applications in Western and Northern Europe were Austria, Germany, Sweden and Belgium. Most asylum applications were lodged by nationals of refugee-producing countries (e.g. Syria, Afghanistan, Iraq and Eritrea), most of whom are granted protection status, which calls for strengthening of integration opportunities. The backlog of cases pending adjudication has also risen and approximately 600,000 asylum-seekers were pending a decision in Western Europe at the end of 2015 (source – Eurostat).

Whereas in 2014 an estimated two-thirds of the newly arrived moved to other countries the pattern has changed with almost 80% of all sea arrivals in 2016 applying for asylum in Italy, resulting in overstressing



of asylum processing capacities and prolonged stay of asylum-seekers in reception centres. The implementation of relocation pledges, expected to represent the main mechanism to express the solidarity of other EU Member States with both Greece and Italy, remained far below expectations and stated commitments. Out of 24,000 potential relocation candidates arrived to Italy by sea since the adoption of the September 2015 EU Council decisions on relocation, only 1,549 departed from Italy through this mechanism.

In 2016, the main arrivals in Italy, were primarily from North, West and East African countries including Nigeria, Eritrea, Côte d'Ivoire, Sudan, Guinea and The Gambia. In 2017, this trend is expected to continue.

The enclave of Melilla continued to be the main entry point for Syrians to Spain and the main border post to receive asylum applications following its establishment in 2015. The rate of arrivals in Spain increased steadily during 2016. Compared with 2015, the number of arrivals by sea has increased by 77% to 4,971 by November 2016 and arrivals by land have also increased markedly by approximately 280%. It is expected that by the end of 2016, the total number of arrivals to Spain will reach 12-13,000. In 2017, the trend of increasing arrivals is expected to continue, with a total of 22,000 arrivals anticipated, 50% of which will be by sea. In 2017, the vast majority of new arrivals are expected to apply for asylum in Spain, as has been the case in 2016.

Between March 2011 and September 2016, Cyprus has received some 5,000 asylum applications from Syrians. In 2017 some 4,000 new arrivals are expected. Cyprus has limited capacity to respond to this increase in arrivals, with a single reception centre already operating at full capacity (400 persons).

## Humanitarian Needs and Vulnerabilities

Refugees and migrants remain at the top of the political and public debate in most countries of Northern, Southern and Western Europe. Right-wing political groups have instrumentalized popular fears of large numbers of refugee and migrant arrivals for political gains. At the same time, xenophobic attacks have increased in many parts of Europe. The unequal distribution, the lack of solidarity among EU member states, the fragility of existing systems and the gaps in technical expertise have led to a response which does not provide sufficient protection and assistance to those in need.

Due to the scale of the crisis, many countries have struggled to provide adequate reception conditions and access to appropriate services. The influx put additional strain on countries with weak reception systems. Many countries adopted restrictive legislation on border controls, asylum procedures and family reunification to deter arrivals. Asylum bodies have struggled to maintain efficiency and quality. Detention with no automatic review of legality, necessity and proportionality, cuts in legal aid and lack of information on asylum at borders remain a concern.

Furthermore, the number of children, especially unaccompanied and separated children, arriving in Europe has drastically increased in 2015 and 2016 and is expected to rise even further in 2017. Among the arrivals, particularly those coming from Libya, alarmingly high rates of persons with specific needs have been reported – survivors of sexual and gender based violence, detention, severe physical maltreatment, and torture; persons with disabilities; and elderly.

Identification of persons with specific needs remains a serious issue and specialised services needed to support the most vulnerable including survivors of trauma and SGBV as well as UASC have varied in quality and availability. Limited reception capacity for UASC remains a crucial gap, with just 16,000 places available compared to approximately 27,300 children that arrived in Italy during 2016, of which 91% (24,844) were unaccompanied



Inadequate reception conditions, detention, resorting to smugglers and traffickers as well as the rise of xenophobia all contribute to increasing risks for the security of asylum-seekers, refugees and migrants, particularly women and children.

Reception systems have not been able to keep pace with increased arrivals and emergency accommodation often not meet minimum standards. Inappropriate reception conditions and continued detention expose refugees and migrants at severe risk of physical and psychosocial harm. Children are not sufficiently protected from violence, abuse, trafficking, and exploitation. There is a general lack of available services targeting the specific needs, especially mental health programmes, psychosocial support, and recreational activities for children and youth. National systems and actors still have problems in integrating refugees and migrants into their schemes, for example leaving UASC often without appropriate care arrangements.

Although basic needs and essential services have not been identified as key needs in the sub-regions covered by this chapter, refugees and migrants arriving in countries with the highest number of arrivals often remained in emergency reception centres over an extended period.

The following protection concerns and humanitarian needs are expected to prevail in 2017:

- Housing shortages in a number of countries mean that refugees and migrants will remain longer in asylum-seeker centres. This creates bottlenecks in the centres and further lengthens the period before which beneficiaries can begin the integration process.
- The crisis highlighted the need for increased resettlement and other legal pathways and strengthening of family re-unification measures. Current pledges and implementation of pledges remain limited. Only some 7,470 refugees were relocated by mid-December against more than 98,000 pledges made.
- Integration of refugees is one of the most important challenges. Difficulties in accessing employment, housing and vocational training are particular obstacles.
- Equally important are efforts to support more welcoming attitudes of host communities and to tackle xenophobic tendencies.
- Family-reunification options remain limited and vary significantly by country.
- Limited reception capacity for UASC remains a crucial gap.
- The crisis has highlighted weaknesses, which already existed in implementation of the Common European Asylum System (CEAS) amongst the various member states. Reception capacity has not been sufficient and some countries struggled to cope with the protracted influx.
- Despite some positive developments in child protection responses, longstanding shortcomings have been exacerbated with regard to registration, identification, age assessments guardianship, best interests assessments and decisions, provision of appropriate care arrangements, and the provision of comprehensive and sustainable solutions.
- The prevention of SGBV and provision of an appropriate response for SGBV survivors remains a particular concern all across Europe. This affects all age, gender, and diversity groups.
- Refugees and migrants are rarely consulted and included in response planning and implementation. Only very few countries conducted participatory assessments and there is no systematic approach to the engagement of communities in the provision of protection and services.

## Response Strategy and Priorities

Strengthening child protection and SGBV responses, family re-unification and general improvement of the protection environment, as well as advocacy for longer-term solutions and access to services and asylum procedures have been identified as key priorities for the RMRP response in Northern, Western and Southern Europe.

In order to address identified gaps affecting refugees and migrants, the inter-agency regional response strategy is built around the following goals with the aim of strengthening the operational footprint and increasing support to Governments in Northern, Western and Southern Europe.

1. Ensure dignified reception conditions, including for people with special needs
2. Advocate for fair and efficient asylum procedures
3. Strengthen protection of children and the support to UASC
4. Strengthen the prevention of SGBV and the support to SGBV survivors
5. Advocate for enhanced integration support
6. Strengthen family reunification and the development of comprehensive solutions in and outside Europe.

To this end, RMRP partners will undertake a range of activities during 2017:

The operational involvement in Western, Northern, and Southern Europe will include in all countries the following key components:

- Develop national protection standards for reception, including child protection and SGBV prevention and response standards. This includes the continuous monitoring of reception condition in the different countries.
- Provide technical expertise, training, liaison/coordination with authorities and partners involved in reception and service provision. Design child protection projects, together with the local authorities on

key recommendations on guardianship, systematic use of cultural mediators, best interest procedures, (community based) foster care arrangements, and family tracing.

- Develop systematic communication with communities channels, including the facilitation of systematic participatory assessments with all age, gender, and diversity groups of refugees and migrants to inform programme planning.
- Facilitate access to expertise in site planning, WASH, shelter, registration, SGBV prevention and response, child protection, LGBTI, persons with specific needs, integration, and education.
- Strengthen partnership in the different countries to support refugees in Europe with family reunification.
- Increase monitoring visits to key land, sea and air border entry points to enhance understanding of admission/non admission practices and document information on potential violations of rights for further action/advocacy.
- Conduct post-transit monitoring to better understand the trauma and violence experienced on route and provide appropriate care.
- Develop alternative pathways to protection, including resettlement, humanitarian admission programmes, community-based private sponsorship, medical evacuation, humanitarian visas, and admission of relatives, academic scholarships, and labour mobility schemes.
- Develop pilot projects on guardianship and community engagement including cultural mediators supporting children, in particular UASC, and identify best interest procedures which will be implemented together with the authorities.

In addition to the above mentioned key components, countries will also implement the following programmes:

In **Austria**, minimum standards for the accommodation of refugees and migrants in reception and accommodation centres as a regulatory framework will be developed, relying on participation and active contribution of governmental and non-governmental organizations already working as front-line service providers. The intention is to continue enhancing standards within a continuum of localisation and adaptation, monitoring of adherence and progressive inclusion and participation of refugee and migrant children into the process. One of the measures will be training of frontline service providers and personnel in direct contact with refugees and migrants.

The child protection response will focus on enhancing nationwide equity in the quality and accessibility of legal guardianship for UASC. Engagement in family reunification processes will be strengthened. RMRP partners will support relocation activities and assist refugees in the integration process after arrival in cooperation with the Austrian Ministry for Europe, Integration and Foreign Affairs.

In **Belgium**, IOM and partners work closely with the Government of Belgium in the implementation of the resettlement and relocation projects to Belgium. IOM provides logistical assistance for the organization of the selection missions and pre-departure orientation trainings and tailored assistance to refugees throughout the resettlement and relocation process. Within the joint European Relocation programme from Italy and Greece, Belgium is committed to relocate approximately 3,500 asylum seekers over the course of 2 years (2016 and 2017). Since 1984, the Belgian Government continues funding the Assisted Voluntary Return and Reintegration (AVRR) programme. Through this AVRR program, in 2015 alone, IOM Belgium assisted 3,870 returnees with AVRR to 97 different destination countries while in 2016 IOM expects to support 4,000 migrants.

Under the umbrella of RMRP, Ulysse, a Brussels-based mental health service for people awaiting a decision on their claim for asylum, or whose asylum claim has

been turned down will expand the provision of social, legal and psychological free of charge services.

In **Cyprus**, the main focus will be on strengthening national reception capacity. RMRP partners' engagement will include participatory needs assessment, identification of persons with specific needs, and psychosocial counselling. Depending on the numbers of arrivals, partners may also supplement Government provision of non-food items (e.g. blankets, clothes, footwear, sanitary napkins, etc.).

Timely identification of unaccompanied and separated children has been a major challenge in Cyprus. All three special reception centres for unaccompanied and separated children currently operate at full capacity. Specialized support by psychologists and lawyers, as well as educational, social or recreational activities, need to be strengthened.

In **France**, RMRP partners will continue their engagement with the authorities to improve reception conditions and humanitarian assistance, particularly in Calais and surrounding areas. Furthermore, they will support the Government in the relocation of refugees and migrants from Calais and work to increase public awareness of and sensitization to refugee and migrant matters.

In **Germany**, the joint approach of RMRP partners is focused on advocacy, communication and providing technical support and expertise to meet the specific protection and social inclusion needs of refugees and migrants. Migrant and refugee children and women will be supported through capacity building of service providers and front-line workers in refugee reception centres, as well as strategic policy advice to the Government on strengthening protection and education systems and services. In order to facilitate family reunification, partners will work closely with federal authorities.

Given the high number of family reunification requests for Syrian and Iraqi nationals in Germany<sup>13</sup>, “Family Assistance Programmes” for Syrian and Iraqi refugees in Turkey, Lebanon and soon Northern Iraq, funded by the Federal Foreign Office, will be further expanded in 2017.

In **Italy**, the overall response strategy is built around supporting the capacity of the Italian authorities, including through operational engagement which entails continued advocacy on asylum policy and legislation; maintaining and improving access to information and to procedures; community based protection including protection of UASC and SGBV prevention and response; supporting authorities in the identification of persons with specific needs and monitoring of reception conditions.

UNHCR participates in refugee status determination procedures with the goal of continuously improving quality, fairness and efficiency.

RMRP partners will specifically focus on supporting UASC through capacity building activities of national and local authorities. Capacity building in the area of child protection entails identification, BIA/ BID, guardianship and reception and access to procedures in first line reception facilities. UASC identified as victims of trafficking, have been arriving in Italy at alarmingly high numbers over the last months and partners, IOM in particular, will focus on providing specific assistance to this group.

A strong need for identification and protection of survivors of SGBV and fostering creation of safe environments and multi-sectorial response systems through collaboration between all relevant stakeholders has been identified.

Finally, promotion of solutions including on resettlement, family re-unification and advocacy for increased legal pathways will continue to be a priority in Italy in 2017.

In **Ireland**, as a result of the higher numbers of asylum applicants that have been granted international protection in recent years and the accompanying higher

number of applications and grants of family reunification, demand for support through the travel assistance programme is expected to continue to grow in 2017. The response, which encompasses travel arrangements, medical testing, provision of travel documents, entry visas, exit permissions, needs to be bolstered in 2017 to keep up with the increased demand. Furthermore, relocation arrivals will be provided integration support.

In **Luxembourg**, RMRP partners continue working closely with local authorities in the implementation of the resettlement and relocation projects, by providing logistical assistance for the organization of selection missions and pre-departure training on the travel process as well as airport assistance upon arrival. Assisted Voluntary Return and Reintegration (AVRR) will also remain a principal activity in Luxembourg.

In the **Netherlands**, the focus is on the provision of legal assistance in family reunification procedures. RMRP partners aim at strengthening programs for training of both professionals and volunteers in this area in 2017. Assistance is aimed at informing and supporting refugees throughout the process from application to arrival of the family in the Netherlands, or when in receipt of a negative decision, referral to a lawyer for additional legal support.

UASC will continue to be supported through improved cooperation between child protection institutions and organisation of guardians. Once an unaccompanied minor reaches 18 years of age, the guardian is obliged to drop all support and the unaccompanied minor has to leave the facility. Young refugees move out and live by themselves. This fast transition leaves them at risk of exploitation, isolation and financial insecurity. Improving the cooperation with guardians will ensure that young unaccompanied refugees get the support they need and can enrol in general programs already in place aimed at integration and protection of adult refugees.

The Netherlands Institute for Human Rights and Medical Reports carries out in-depth assessments leading to medico-legal documentation of each victim’s phys-

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13 60,000 visa have been issued for Syrian nationals in 2015 and the first three quarters of 2016 (Source IOM Germany)

ical and psychological evidence of torture, which is used in refugee status determination processes.

In **Norway** and **Sweden** activities will be prioritized that strengthen laws and policies that impact on the rights of refugees and migrants and their ability to integrate. RMRP partners will identify strategic partnerships with Ministries responsible for integration, local politicians and municipality workers and civil society, including refugee organizations, amongst whom partners will promote the policies and messages on integration.

With regard to child protection, pilot projects on guardianship, community engagement, cultural mediators, and best interest procedures will be identified and implemented together with the authorities.

In **Spain**, RMRP partners plan to strengthen their presence in the enclaves and along the Andalusian coast to support the establishment of identification and referral mechanisms. This mechanism aims at preventing detention and to promptly identify age, gender and diversity based specific needs for referral to appropriate services.

Capacity building of the new authorities and first line actors involved in sea arrivals, including local NGOs, border guards and internment centre staff also remains a key priority in 2017. RMRP partners will continue to use a multifaceted advocacy strategy, with increasing consultation, participation and empowerment of refugees and migrants in the process, making strategic use of media and social networks to expand and improve access to territory and protection standards.

Specifically in Ceuta and Melilla, partners aim at improving reception conditions through, for example, the establishment of SOPs for prevention and response to SGBV, including feedback/complaint procedures. Early identification and referral systems for individuals with specific needs or vulnerabilities will also be put in place with adequate support to children, victims of trafficking, violence including SGBV, persons with trauma, disabilities, elderly, and LGBTI individuals.

In **Switzerland**, RMRP partners have identified family re-unification, combatting xenophobia and joint advocacy addressing existing protection challenges for refugees and migrants as key priorities for 2017.

In the **United Kingdom**, RMRP partners work with the Government on the expanded Syrian Resettlement Programme which envisions taking 20,000 Syrian refugees until 2020. In addition, they are also working to resettle UASC, children with medical needs or disabilities, children experiencing other forms of violence or exploitation such as sexual and other forms of gender-based violence (SGBV), child labour, early marriage etc. from the Middle East North Africa region under the Vulnerable Children at Risk Programme. The scheme will look to resettle close to 3,000 individuals by 2020.

Moreover, the Government is working in particular with the authorities and other partners in Greece, Italy and France to transfer unaccompanied children under the Dublin III Regulation and the wider criteria of the Immigration Act 2016<sup>14</sup> (Dubs Amendment). Actors such as “Citizens UK” under its Safe Passage Programme are planning to support some 400 children and 50 adults transferred to the UK from Greece, Italy, France, and across Europe under the Dublin III Regulation. A particular focus will be placed on UASC through a combination of ‘street work’ and development of referral pathways: field staff will be deployed to border locations between France and Italy as well as France and Germany to identify potential cases. All children identified through this process will be allocated a UK based lawyer, receive a psychiatric assessment and best interests assessment where needed, have their familial link verified and evidenced where applicable.

In line with the provisions of the Immigration Act 2016, a National Transfer Scheme was introduced in July 2016 to encourage all local authorities to volunteer to receive and support the care of unaccompanied children who arrive in the UK.

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14 In May 2016, the Immigration Act 2016 came into force with a specific clause in Section 67 regarding the transfer of unaccompanied children from other countries in Europe.

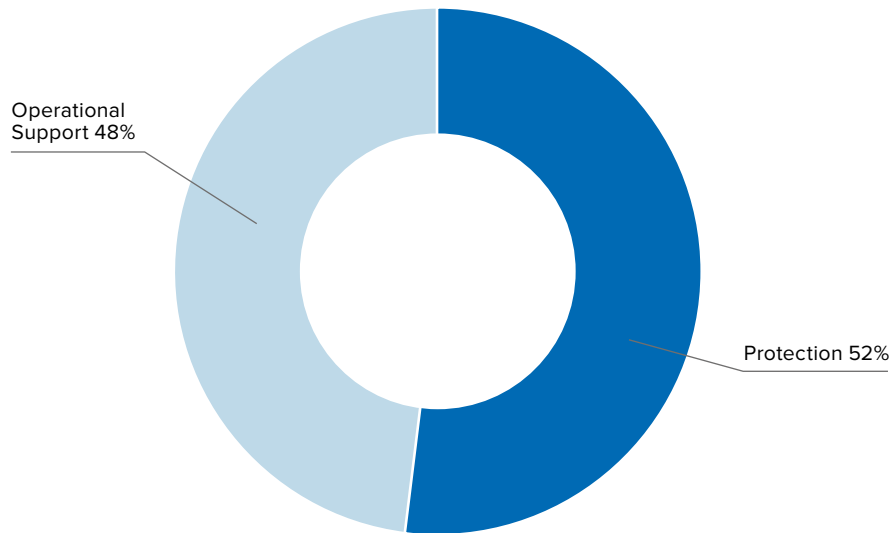
## Budgetary Requirements of Northern, Southern and Western Europe

Financial requirements by agency 35,072,677 (in US dollars)

Organization	Total
ARGE Resettlement	116,304
Association Nationale d'Assistance aux Frontières pour les Etrangers	108,696
Asylum Lawyers Network	97,989
Austrian Red Cross	177,174
Citizens UK: Safe Passage Programme	647,200
Convivial	126,087
Dutch Council for Refugees	1,800,000
France Terre d'Asile	1,630,435
Institute for Human Rights and Medical Assessment (MMO)	200,000
Irish Red Cross	73,370
La Cimade	32,609
Ulysse	1,115,000
United Nations Children's Fund	9,654,000
United Nations High Commissioner for Refugees	19,293,814
<b>Grand Total</b>	<b>35,072,677</b>

Sector	Total	
Education	1,805,978	
Operational Support	4,458,577	
Protection	Child Protection	1,886,639
	Community Services	609,072
	Protection	17,015,330
	Public Information	536,292
	SGBV	1,692,067
	Social Inclusion	504,000
Shelter and NFIs	5,664,723	
WASH	900,000	
<b>Grand Total</b>	<b>35,072,677</b>	

### 3. Additional Regional Support



Regional activities entail inter alia: surveys, technical capacity building, communication with communities activities, capacity building training, information management, coordination efforts and development of guiding and protection monitoring tools.

### Financial requirements 23,670,406 (in US dollars)

Organization	Total
United Nations Children’s Fund	5,677,200
United Nations High Commissioner for Refugees	17,993,206
<b>Grand Total</b>	<b>23,670,406</b>

Sector	Total
Protection	12,242,152
Operational Support	11,428,254
<b>Grand Total</b>	<b>23,670,406</b>



Unaccompanied minors who arrived from Afghanistan on the way to the Swedish Migration Office.  
©UNHCR / Bävman



# ANNEXES



## Annex 1: Financial Requirements by Agency and Country

### 690,935,694 US Dollars

Organisation	Other Affected Countries Central and Southern-Eastern Europe	Other Affected Countries Northern, Southern and Western Europe	FYROM	Greece	Regional	Serbia	Turkey	Total
Action Aid Hellas				1,120,000				1,120,000
Adventist Development and Relief Agency				4,435,928		954,000		5,389,928
Arbeiter Samariter Bund				8,296,969				8,296,969
ARGE Resettlement		116,304						116,304
Armando Aid				112,000				112,000
ARSI				17,662,252				17,662,252
Association Nationale d'Assistance aux Frontières pour les Etrangers		108,696						108,696
Asylum Lawyers Network		97,989						97,989
ATINA						474,000		474,000
Austrian Red Cross		177,174						177,174
Babel				196,000				196,000
Boat Refugee Foundation				469,504				469,504
Bulgarian Red Cross	2,885,440							2,885,440
CARE International				2,430,400		1,821,987		4,252,387
Caritas						449,799		449,799
Catholic Relief Services				3,383,414				3,383,414
Citizens UK Passage Programme		647,200		272,720				919,920
City Red Cross			1,295,000					1,295,000
Convivial		126,087						126,087
Croatian Red Cross	1,406,500							1,406,500
Danish Refugee Council			150,000	30,000,979		2,130,000		32,280,979
Diotima				503,796				503,796
Divac Foundation						1,854,000		1,854,000
Dorcas Aid International	291,856							291,856
Dutch Council for Refugees		1,800,000						1,800,000

Emergency Response Centre International						632,710					632,710
Faros						848,960					848,960
Filoxenia International						268,626					268,626
Finn Church Aid						2,688,000					2,688,000
France Terre d'Asile				1,630,435							1,630,435
Greek Refugee Council						3,212,160					3,212,160
Hilf zur Selbsthilfe e.V.						277,760					277,760
Humanitarian Center for Integration and Tolerance							64,000				64,000
Humanitarian Support Agency						703,030					703,030
Initiative for Development and Cooperation							30,000				30,000
Institute for Human Rights and Medical Assessment (MMO)				200,000							200,000
Integration Center for Migrant Workers (KSPM-ERP)						1,131,200					1,131,200
International Affairs Network							24,000				24,000
International Labour Organization		600,000									600,000
International Organisation for Migration		4,066,077			2,950,000	84,017,625		3,800,000		13,600,000	108,433,702
International Rescue Committee						9,160,000					9,160,000
Internews						1,600,000					1,600,000
INTERSOS						1,989,232					1,989,232
Irish Red Cross											73,370
Jesuit Refugee Service		166,589						47,000			213,589
La Cimade											32,609
Macedonian Young Lawyer's Association					426,500						426,500
Médecins du Monde						8,102,080		775,000			8,877,080
Mercy Corps						2,464,000					2,464,000
Metadrası						17,033,232					17,033,232
Network for Children's Rights						1,752,800					1,752,800
NGO Partner in Turkey										335,000	335,000

Norwegian Church Aid				2,469,251					2,469,251
Norwegian Refugee Council				5,657,952					5,657,952
Nurture Project International				376,320					376,320
Office of the High Commissioner for Human Rights		10,000					100,000		110,000
Open Gate Le Strada		207,700							207,700
Oxfam				5,145,263					5,145,263
People in Need						404,000			404,000
Philanthropy						650,000			650,000
Red Cross	58,000								58,000
Samaritan's Purse				1,223,700					1,223,700
Save the Children				15,110,845			2,275,191		17,386,036
Secours Islamique France				1,612,800					1,612,800
SOS Children's Villages		890,000					1,160,000		2,050,000
Terre des Hommes				2,450,224					2,450,224
Ulysse			1,115,000						1,115,000
UN WOMEN				3,129,188		250,000		1,000,000	4,599,188
United Nations Children's Fund	2,985,800		9,654,000	17,920,000	5,677,200			2,500,000	43,452,000
United Nations Development Programme	150,000						9,000,000		9,150,000
United Nations High Commissioner for Refugees	8,575,581		19,293,814	263,047,099	17,993,204	3,718,315	6,932,574	13,330,668	332,891,271
United Nations Population Fund				2,996,000		228,000		361,000	8,085,000
Vizija Kragujevac							770,000		770,000
World Health Organization							700,000		700,000
<b>Grand Total</b>	<b>21,185,843</b>	<b>11,365,515</b>	<b>35,072,677</b>	<b>525,904,019</b>	<b>23,670,406</b>	<b>39,251,551</b>	<b>34,485,668</b>	<b>690,935,694</b>	

## Annex 2: Financial Requirements by Sector and Country (US Dollars)

Organisation	Other Affected Countries Central and Southern Eastern Europe	Other Affected Countries Northern, Southern and Western Europe	FYROM	Greece	Regional	Serbia	Turkey	Total
Protection	10,854,220	22,243,397	6,923,822	170,552,120	12,242,152	9,788,434	22,322,771	254,926,916
Education	453,288	1,805,978	150,000	50,781,124		1,325,000		54,515,390
Food	426,197		540,000			1,549,497		2,515,694
Health							2,250,000	2,250,000
Health and Nutrition	1,311,540		1,299,119	24,027,094		3,167,363		29,805,116
Livelihoods	620,000		50,000			176,000		846,000
Logistics and Telecoms	426,170					150,000		576,170
Operational Support	2,706,786	4,458,577	592,297	19,488,732	11,428,254	508,000	20,000	39,202,646
Basic Assistance	4,038,960	5,664,723	1,690,277	196,685,933		10,747,935	9,892,897	228,720,725
Site Management Support (SMS)				47,174,363				47,174,363
Support to local communities						10,737,648		10,737,648
WASH	348,700	900,000	120,000	17,194,653		1,101,675		19,665,028
<b>Total</b>	<b>21,185,861</b>	<b>35,072,675</b>	<b>11,365,515</b>	<b>525,904,019</b>	<b>23,670,406</b>	<b>39,251,552</b>	<b>34,485,668</b>	<b>690,935,696</b>







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