



Newsletter of Quality Initiative of Asylum Systems in Eastern Europe and South Caucasus (QIEE), Phase II

MAY - OCTOBER, 2016

## Activities in the framework of cooperation between UNHCR and EASO

Interactive trainings and online learning modules, translations of training materials and other joint activities organised with European office for asylum support (EASO).

## UNHCR continues to work with IARLJ - International Association of Refugee Law judges

Long-term cooperation between UNHCR and IARLJ in judicial capacity development.

## Border crossing point: first point of contact for asylum-seekers

Partnership activities with European Agency Frontex for trainers among border guards in Eastern Europe and South Caucasus.

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## Collaboration between the UNHCR and DLA Piper to provide legal skills activities

UNHCR jointly DLA Piper continued regular capacity building activities to lawyers and legal partners.

#### Other regional activities:

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#### Updates on the Russian Refworld

- UNHCR RSD Procedural Standards on:
  - <u>2.5 Interpretation</u> in UNHCR RSD Procedures
  - <u>2.7 Legal Representation</u> in UNHCR RSD Procedures
- Quality Check Form for Country of Origin Information, jointly created by MRA Georgia and UNHCR
- UNHCR Position on Returns to Southern and Central Somalia (Update I)
- UNHCR Eligibility Guidelines for Assessing the International Protection Needs of Asylum-Seekers from Afghanistan
- New York Declaration for Refugees and Migrants: resolution / adopted by the General Assembly
- New York Declaration for Refugees and Migrants | QUICKGUIDE (in Russian)



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## Improving the protection of asylum-seekers — the main goal of cooperation with EASO



In the second phase of the Quality Initiative of Asylum Systems in Eastern Europe and South Caucasus (QIEE), UNHCR Regional Protection Support Unit (RPSU) of the Bureau for Europe continues to work in collaboration with European asylum support office (EASO).

Partnership activities are focused on improving the capacity building of

asylum system, through training on Modules in Russian, translations of Trainer's Manual, Handbooks, manuscripts of the Training Modules, and other joint activities. Just recently, the EASO / UNHCR Senior Management Committee (SMC) approved the cooperation agreement between EASO and UNHCR in the framework of the QIEE, Phase II and praised it as the best practice.

In the framework of cooperation during the current year UNHCR staff from the region were able to complete EASO modules on Exclusion and Interviewing vulnerable persons. In partnership with EASO, PRSU organised two trainings in Russian on these modules in Tbilisi, Georgia, in May and September 2016 and will hold a third module on the Evidence Assessment in in November - December 2016.

The aforementioned training courses bring together representatives of asylum authorities and UNHCR staff from seven countries of the region. Also, UNHCR continues organising national roll-outs of these courses in the countries of QIEE.



At the same time, RPSU worked to translated EASO training handbooks, such a "Handbook on the Interviewing Vulnerable Persons module" and "Trainer's Manual Interviewing Vulnerable Persons Module".



"Ultimately, the main point of these activities is to help those in need of protection, regardless of the country of origin or asylum; who seek asylum - should get asylum"- said Silvana Gunther, a trainer of EASO, Deputy Head of Unit, Division 660 "Regional Asylum Unit", Department for Asylum the Federal Service of Refugees and Migration in Germany (BAMF).



### **UNHCR and IARLJ partnership**

## Long-term cooperation of UNHCR and IARLJ within the framework of judicial capacity development

One of the key priorities of the QIEE, Phase II is developing the capacity of the judges involved in the asylum procedure in the region, organised in cooperation with International Association of Refugee Law Judges (IARLJ).

On 18-20 May 2016, a delegation of 21 judges from Armenia, Azerbaijan, Belarus, Moldova, Georgia, Ukraine, and Kyrgyzstan Kazakhstan participated in in the IARLJ European Chapter Conference in Oslo, Norway. The conference precluded by a one day workshop on various aspects of refugee law, facilitated by three European asylum judges and key figures in the IARLJ, Judge Bernard Dawson (UK), Vice-President of the European Chapter of IARLJ, Judge Sebastiaan de Groot (NL) - immediate past President of IARLJ, and Judge John Bouwman (NL) - IARLJ Treasurer.

During the pre-conference workshop organised by RPSU, the judges in

attendance had an opportunity to participate in active discussion and share their knowledge and practical experience on application Article 1 (A) of 1951 Convention with specific emphasis placed on the notions of credibility assessment, internal flight alternative, relevant Country of Origin Information used as evidences in refugee status-related cases. The cases offered as case studies and moot court exercise led to lively discussion and created on interactive environment.

The Conference, opened by His Royal Highness Crown Prince Haakon of Norway, devoted to the theme of "European Asylum Law - Protection Amidst Crisis" featured prominent scholars in the field of refugee protection, such as Professor James Hathaway and Professor Ryszard Piotrowicz, as well as distinguished judicial scholars and practitioners such as Mr. Hugo Storey, President of





IARLJ -International Association of Refugee Law Judges

#### www.iarlj.org/general

IARLJ-Europe. The conference explored the implications of the ongoing migration crisis in Europe, which put the Common European Asylum System (CEAS) to its biggest yet test. Among the subjects discussed were the possibility of finding protection by one's failed or weak state. The exploration of the term protection was presented by Professor Justice Storey and Hathaway. The problem of human trafficking and its nexus 1951 Convention was discussed by Professor Piotrowicz. The participants also had an opportunity to further examine and discuss the notion of issues of credibility in sexual and religious cases as well as get an update on the most important for asylum adjudication decisions of the European Court of Human Rights in Strasbourg. In addition to these themes, the UNHCR and the EU provided their views of the current crisis and way forward.

Also, two national level seminars with the participation of IARLJ member, including IARLJ president Katelijne Declerk, Judge, Council for Litigations, Alien Law Belgium, was organized in Tbilisi and Chisinau for judges and judicial assistants from Armenia, Georgia and Moldova. Next seminars, in the series of partnership activities, is scheduled to be held in Minsk and Azerbaijan on December 2016.



# Border crossing point: first step towards protection for asylum-seekers — partnership with Frontex

UNHCR and the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex) cooperate in the organization of joint events in the second phase of the QIEE project.

ToTs on Fundamental Human Rights were held in May and October in Romania and Greece. 3-day training sessions were organised by Frontex in collaboration with UNHCR and attended by national trainers from countries of Eastern Europe and South Caucasus. Frontex trainers made the presentations on fundamental rights within the framework of the border guards activities, highlighted questions of Identifying vulnerable groups or persons with individual needs, and planned a training methodology for trainers for their future national activities. Participants were provided with original and translated into Russian trainers' manual «Fundamental rights training for border guards».

Also, the Border Management and Protection of Refugees (BMPR) held a summer course for border guards and public officials of Frontex organised in Slovenia. The two-day course consisted of an intense program - presentations, group works, discussions and plenary sessions and was attended by border officials from QIEE countries.

Within the framework of the national activities on October 18, a workshop on "Fundamental Human Rights Protection" for 27 Border Police Department of Moldova (BPD) staff and civil society was organized at the BPD premises with participations of Mr. Adrian Lazaroaia — police trainer at the Police Academy "Alexandru Ioan Cuza" from Romania as the expert. One day training covered the topics related to human rights protection by border guards and was very well received by participants.



Read more about the training on the site of Moldova border police following the link:

http://www.border.gov.md/
index.php/ro/3167-protectiafundamentala-a-drepturilor-omuluigenericul-unui-seminar-de-instruire-apolitistilor-de-frontiera (in Romanian)

# UNHCR and DLA Piper legal skills training

Provision of higher quality legal assistance to refugees and asylum-seekers is a key element of successful implementation of Phase II of QIEE. To this end UNHCR in cooperation with DLA Piper organized a series of legal skills trainings in 2016.



DLA Piper - one of the major international law firms, with 80 offices worldwide including Ukraine, Georgia and Russia, and over 4.000

lawyers on staff. The Pro Bono Service of the law firm has agreed to provide pro bono assistance to UNHCR in the region of Eastern Europe and South Caucuses in order to the syllabus development and providing trainings on soft legal skills.

DLA Piper training consist of presentation, group work and interactive assignments. Through the trainings, DLA Piper lawyers and legal partners provided their experience and expertise in preparing for court hearing (verbal and written communications); mastery of communication skills (in and outside the courtroom); negotiation skills in legal settings; practical skills on preparing for a trial, reviewing the documentation and preparing a submission to the court as well as responding to the inquiries of the courts; objectivity and non-prejudiced treatment in multicultural settings. The trainings are usually supplemented by UNHCR-provided trainings specific to asylum and refugee and legal representatives attorneys representing asylum cases in the national courts.

Currently, UNHCR and DLA Piper organised trainings in Chisinau, Kyiv, Yerevan and Minsk.



# Study visit of a delegation of judges to the Council of Europe and the European Court of Human Rights



EUROPEAN COURT OF HUMAN RIGHTS
COUR EUROPÉENNE DES DROITS DE L'HOMME



On 17-19 October 2016 delegation of Judges from Armenia, Azerbaijan, Belarus, Georgia, Moldova, Ukraine and Russian Federation participated in a study visit to the Council of Europe (CoE) and the European Court of Human Rights (ECtHR), organized within the scope of Phase II of the Asylum Systems Quality Initiative in Eastern Europe and South Caucasus (QIEE) and coorganised by UNHCR and Council of Europe Directorate General Human Rights and Rule of Law (DG I).

The participants had an opportunity to share their experiences and discuss current challenges in the area of access to territory and asylum procedure with their colleagues from other countries. Participants were provided with an overview of the ECtHR: organisation of work, internal procedures, Rules of Court, statistical

data and presentation of the HUDOC database.

Additionally, they were offered an overview of law and jurisprudence unity family and family reunification (Art. 8), right to an effective remedy (Art. 13), right to liberty and security (Art. 5), protection of property (Art. 1 Prot. No. 1 to the ECHR), protection against collective expulsion (Art. 4 Prot. No. 4 to the ECHR), prohibition of torture (Art. 3). The reports on the country visits of the Commissioner Human Rights were highlighted during the visit. The overview of most current work of the Registry's Division on the Execution of Judgements of the ECtHR received numerous feedback from participating judges. The participants were also offered an overview on the work and findings of the Committee

on the Prevention of Torture and the European Social Charter of the CoE.

One of the key sessions on the second day of the study visit was devoted to the curriculum and online module on asylum of the Human Rights Education Legal Professionals on Asylum (HELP), jointly developed by the CoE and UNHCR. The online course is developed and adapted to the national legal systems and local circumstances of various countries and is offered in a multitude of linguistic versions, including Russian. More information about the course and sign-on instructions are available at the link below:



During the third day of the study visit UNHCR organised a separate session to highlight the key ECtHR jurisprudence related to access to territory, risk assessment, evidence and credibility assessment and the role of the judiciary within the asylum procedures.



## Credibility assessment in asylum procedures Improving Objectivity in a Multidisciplinary Framework



In September 2016 UNHCR-Ukraine in collaboration with the UNHCR Regional Protection Support Unit (RPSU) of the Bureau for Europe held a two-days training course on assessment of credibility and a discussion forum on the application of the notion of the safe third country. The training was attended by some twenty representatives of first instance authorities, legal representatives, public defenders and UNHR staff from Ukraine, Belarus, Georgia, Moldova, and Armenia. The credibility section of the course was offered by Mr. Gabor Gyulai, co-author of the CREDO Manual on Credibility Assessment<sup>1</sup> and was primarily based on the manual. During the training the participants had an opportunity to look in more detail into various factors affecting credibility of an applicant, including cultural and gender identity, emotional wellbeing, traditions. An overview of the specifics of human memory and affect of vicarious trauma and professional burnout and their impact on credibility and its assessment were also discussed in substantial details.

Following the 1.5 days training on credibility, the participants were offered an opportunity to have an overview of the application of the notion of the safe third country in the legislation of their respective states and subsequent practice. A methodology for addressing the need to assess the applicability of the concept using current state practice and UNHCR advisory opinions and case law was also offered. The participants were provided advice on particular country of origin information.



1\*Hungarian Helsinki Committee, Credibility Assessment in Asylum Procedures - A Multidisciplinary Training Manual , 2013, Volume 1, available at: http://www.refworld.org/ docid/5253bd9a4.html [accessed 19 September 2016]



## UNHCR and Academy of Justice of Armenia launched a distance learning program on refugee law

On 15 September 2016, Academy of Justice has launched a distance learning program on Refugee Law envisaged for the judges of administrative courts of the Republic of Armenia with the support of the Representation of UNHCR in Armenia. Academy of Justice designed an electronic self-study section open for general public, as well as, an electronic platform available only for the users registered in the system.

The electronic page and the platform:

http://www.justiceacademy.am/#736 http://elearn.justiceacademy.am

On the occasion of the launch of the distance learning program, UNHCR Representation in Armenia welcomed and acknowledged the interest among legal professionals, in particular the judiciary, in expanding their knowledge and experience in refugee law.

"UNHCR Armenia appreciates the Academy of Justice and members of the judiciary for their eagerness in promoting deeper insight into refugee law, their professional approach and commitment to a long-term cooperation with UNHCR and its legal network in order to ensure the protection and well-being of refugees and displaced persons in Armenia.", said Ms. Kate Pochapsky, UNHCR Protection Officer in Armenia.

For the first time in Armenia, a refugee law course is launched for judges — this is in view of the important role of the judiciary in serving as a check and balance in the asylum procedure. The importance of knowledge on refugee law, in general, among the public and legal experts, in particular, is crucial against the backdrop of today's unprecedented numbers of displaced populations in the world. Globally, there are now more than 65 million forcibly displaced, and more than half the world's refugees are children. Every minute 24 people are forced to flee their homes - 1 in every 113 people worldwide is now either an asylum-seeker, internally displaced or a refugee.



## **Country of Origin — Syria and Afghanistan UNHCR Webinars on Countries of Origin for Asylum-Seekers**

The team of Russian Refworld in with UNHCR collaboration Global Learning Centre (GLC) conducted a series of webinars for NGOs, government officials, lawyers and UNHCR staff in the Russian-speaking region. The first two webinars on "UNHCR Eligibility Guidelines for Assessing the International Protection of Asylum-Seekers Needs Afghanistan" were held in 5 and 12 July and offered an overview of the current situation and problems in Afghanistan. On September 6, 2016 a webinar on "International Protection Considerations

with regard to people fleeing the Syrian Arab Republic, Update IV" brought together about 50 participants from Eastern Europe, South Caucasus and Central Asia.

The next in the series of the COI webinars will be offered in November and will focus on the methods of research and collection of COI information. Additional webinars to discuss the situation in Syria and Iraq will be held in December 2016 and January 2017.





# State asylum authorities of Belarus continue to use remote interpretation for the purposes of state RSD procedure



In August 2016, Department on Citizenship and Migration (DCM) of the Ministry of Internal Affairs of the Republic of Belarus had its second experience of remote interpretation via Skype. This time UNHCR managed to find and recruit a reliable interpreter from Tigrinya language for an asylum-seekers from Eritrea. The SMS successfully conducted eligibility interview with the claimant in line with procedural standards safeguards. The costs for interpretation was borne by UNHCR as soon as the DCM and the MIA

in general do not have specific budget line for payment for interpretation from rare languages.



Previously, in 2015 UNHCR helped the DCM to find, arrange and pay for RSD related interpretation from Sorani language – dialect of Kurdish language spoken in Iraqi Kurdistan.

Currently, UNHCR helps the DCM to cover the costs RSD related interpretation from rare languages. UNHCR continues to advocate with the DCM for transfer of financial responsibility for RSD related interpretation to the budget of the MIA.

## Three staff left the Moldovan refugee authority in the last few months



Two of the Moldovan decision-makers and a Country of Origin Information (COI) expert had resigned from the Moldovan Refugee Directorate over the come of the summer.

The three staff members joined the Directorate in 2013, with started of QIEE, phase I, and since then have undergone numerous trainings on various subjects related to RSD. Both decision-makers became national trainers on the EASO Evidence Assessment Module and successfully organized training for the national staff, public servants and lawyers. Guidelines on COI research have been developed by the EASO and the COI researcher.

All three staff members left of their jobs on period from July, 2016. This is largely due to low financial reward, poor career growth prospects and lack of professional motivation.

Currently the asylum unit is operating with two decisionmakers on staff and is in the process of recruiting a COI researcher.

Reduced staffing led to significantly reduced capacity and lack of senior trained staff at the Unit.

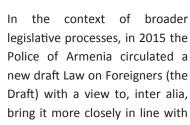




## Legislative developments from State Migration Service of Armenia

UNHCR continued to offer support to the State Migration Service of Armenia on the developing of a number of bi-laws to be adopted for implementation of the recent amendments to the Law on Refugees and Asylum. Namely, Government decree, setting out the procedure for provision of financial assistance to asylum-seekers not accommodated in the Reception Centre, was approved in September. The decree will close a long-standing gap in the reception conditions offered by Armenia to

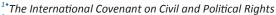
persons seeking international protection.



international law and standards. In its official commentary to the Draft dated October 2015 UNHCR welcomed a number of important initiatives, including a proposal to close a long-standing gap of lack of a legal basis for regularising the stay of persons, who benefit from protection against refoulment, under the international human rights law (Article 7 ICCPR¹, Article 3 CAT², and Article 3 ECHR³). The Draft was submitted to the Government of Armenia for approval in early August 2016. Several of UNHCR's suggestions were reflected in the Draft and UNHCR particularly appreciates the introduction of a complementary form of protection for persons, who, for legal reasons, (i.e. non-refoulement obligations deriving from international or regional human rights law) cannot be deported, but do not quality for refugee status in Armenia. However, number of UNHCR concerns remain unaddressed in the latest version of the Draft. The most

crucial one being the provision allowing the denial of entry to foreigners without proper exceptions for asylum-seekers. UNHCR has reiterated its concerns in follow-up discussions with a number of stakeholders involved, and received assurances that the relevant provisions of the Draft will be revisited.





<sup>&</sup>lt;sup>2\*</sup>Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment



# An Article 31<sup>1</sup> checklist for lawyers with access to detained asylumseekers in Armenia

With a view to facilitating proper identification and referral of, advice and case representation for, asylumseekers charged with illegal border crossing, UNHCR in Armenia put together a checklist for lawyers who have access to detained foreigners. The comprised οf sections information identification, collected and necessary follow-up, was public presented to defenders and members of the prison monitoring group during the training sessions in July 2016 in Yerevan. Similar training has also been offered to criminal law judges in 2016. The cases of protracted detention of asylum-seekers, who irregularly crossed the state border, have been infrequent in Armenia. In order to prevent the possibility more frequent detentions in such cases UNHCR proposed including proper safeguards into for the relevant provision governing illegal crossing of the state border in the new draft Criminal Code.

European Convention on Human Rights

<sup>&</sup>lt;sup>1</sup>\*Article 31 of the 1951 Convention



# COI section on official website of the State Migration Service of Ukraine

Official website of the State Migration Service (SMS) of Ukraine has recently acquired a country of origin information (COI) portal. The creation of the COI portal, with a view to increasing migration flows, was an effective step to providing comprehensive information.

Currently SMS is developing a new site for the portal to host more detailed information in a more systematised manner. Currently the COI portal functions as a Beta version.



Improvement of the existing COI section through the renewal of the interface, updated access, and addition of new features as planned for the nearest future. The updates planned include section searches, adapting content in the html-format. To allow for more comfortable browsing, possibility to select format for downloading files (.pdf or .doc), paid subscription, notification and updates service, questions and comments section.

In summary, the project has had a positive start and further site modernization will give better quality service to the users.

Currently COI section on SMS site: http://dmsu.gov.ua/coi

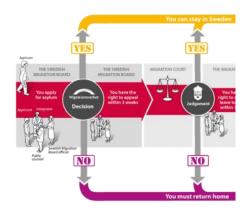


## Study Visit to SMA — Swedish Migration Agency

On 4-6 October 2016, RPSU and the Swedish Migration Agency (SMA) hosted a study visit for 14 judges, representatives of first instance authorities and UNHCR staff from three of the QIEE countries — Ukraine, Georgia and Azerbaijan, to office SMA in Stockholm.

During the visit the delegation from the QIEE was provided an introduction into the workings of the Swedish Migration Agency including the structure and operations of the COI Units, Exclusion procedures, appeals system and integration related policies.

Additionally, the participants were able to exchange opinions and experience and hear of the experience of Swedish decision-makers on issues related to first instance adjudication and appeals in Sweden.





## Round table discussion with UNHCR and State Border Guard Service (SBGS) of Ukraine

On 16 June 2016, UNHCR Kyiv hosted a roundtable with the State Border Guard Service (SBGS) of Ukraine to discuss the development of the draft Regulation "On the order of actions of officials of the State Border Service of Ukraine, and cooperation with the territorial bodies of the State Migration Service of Ukraine to the treatment of foreigners or stateless persons applying for recognition as



refugees or persons in need complimentary protection." The Regulation is envisioned to fill the existing gap in the Ukrainian legislation particular focus the practical details of the procedure for application for asylum at the border with the SBGS and further referral procedure of the applications to the SMS.

During the meeting UNHCR requested to add to the Regulation the provisions allowing for the asylum applications to be accepted in the instances of regular (regulated) entry, as well as irregular (illegal) entry to the territory of Ukraine; applications for asylum to be accepted from unaccompanied or separated minors, as well as from the detainees in temporary detention at the border crossing points.

The final draft of the Regulation should be prepared by the SBGS by the end of June 2017 and then shared with the meeting participants for final comments / inputs.

Important to note that on the day of the meeting the President signed the law № 1379-VIII "On Amendments to some Legislative Acts of Ukraine regarding improvement of regulations on judicial protection of foreigners and stateless persons and regulation of certain issues related to combating illegal migration"<sup>1</sup>.

### **Quality Control and Training Unit at the MRA Georgia**

Quality Control and Training Unit is operational at the Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia (MRA)



as of 1 January 2016. Creation of the Unit was one of the recommendations

of the Gaps Analysis Report prepared under the QIEE Phase I in 2013.

Unit consists of three staff members: Head of the Unit and two Specialists. Main purpose of the Unit is to assess quality of work of different sections of the Asylum Division. The Unit does not yet have standard SOPs but the work in underway.

As one of the very first exercises of the Unit, <u>COI quality assessment checklist</u> was prepared in cooperation with UNHCR Georgia and piloted at the MRA.

Another key function of the Unit is to develop internal training programs

for the staff that will be based on identified needs. Quality Control and Training Unit is working on multiple training curriculum targeting different groups of specialists (interpreters, RSD and COI specialist, technical staff and etc.). Additionally, the Unit in cooperation with UNHCR organised a training for interpreters in October 2016.

Currently, such a unit only exists in Georgia, but its results may inspire other countries of the region to create similar units of their own.

<sup>1\* «</sup>ЗАКОН УКРАЇНИ Про внесення змін до деяких законодавчих актів України щодо удосконалення положень судового захисту іноземців та осіб без громадянства і врегулювання окремих питань, пов'язаних з протидією нелегальній міграції» - <a href="http://zakon3.rada.gov.ua/laws/show/1379-19">http://zakon3.rada.gov.ua/laws/show/1379-19</a>



#### **QIEE REGIONAL EVENTS CALENDAR**

#### FUTURE EVENTS IN THE PERIOD: NOVEMBER, 2016 — JANUARY, 2016

EASO module on Evidence Assessment (in Russian)	Online 17 November, 2016
Mid-term Conference of the "Asylum system quality initiative in Eastern Europe and south Caucasus", phase II	Tbilisi, Georgia 15-17 November, 2016
Webinar on COI research (in Russian)	Online 22 November, 2016
Webinar on country of origin — Sirya ( <i>in Russian</i> )	Online 6 December, 2016
Webinar on country of origin — Iraq ( <i>in Russian</i> )	Online January , 2016
EASO ToT Evidence Assessment (in Russian)	Tbilisi, Georgia 7-9 December, 2016



