



**REFUGEE EMERGENCY
RESPONSE IN EUROPE**
Supplementary Appeal
January – December 2016

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UNHCR
The UN Refugee Agency

Cover photograph

A young girl from Iraq walks past discarded life-vests used by refugees while crossing the Aegean Sea from the coast of Turkey to Greece, shortly after she reached the island of Lesbos in an inflatable boat with her family and other refugees from Iraq and the Syrian Arab Republic.

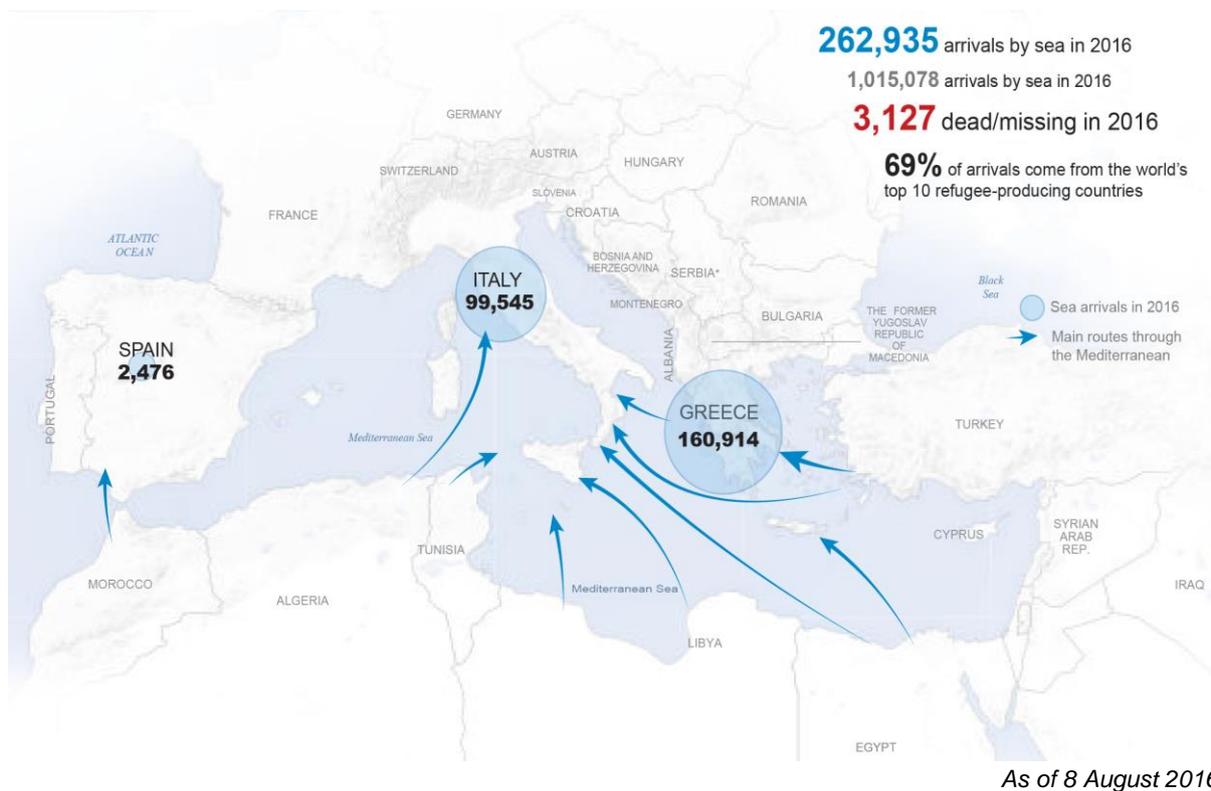
UNHCR/ Achilleas Zavallis

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CONTEXT



Introduction

Throughout 2015, increasing numbers of people risked their lives to cross the Mediterranean Sea in search of safety and protection in Europe. By early January 2016, more than 1 million refugees and migrants had crossed the Mediterranean, including more than 850,000 who arrived in Greece from Turkey. From January to July 2016 some 260,000 people had arrived in Southern Europe. The majority originate from countries affected by conflict, with 48 per cent of those who arrived in Greece originating from the Syrian Arab Republic (Syria), 25 per cent from Afghanistan, and 15 per cent from Iraq.¹

In addition to the movements into Greece, refugees, asylum-seekers and migrants continue to arrive by sea in Italy from North Africa where, by the end of July 2016, people arriving were for the most part from Nigeria (17%), Eritrea (13%), Gambia (8%), Cote d'Ivoire (7%), Guinea (7%), Sudan (7%), Somalia (6%), Mali (6%) and Senegal (6%). The number of people arriving from Syria, Iraq and Afghanistan is still below one per cent, respectively.

Political developments from mid-February 2016 led to a substantial change in the situation. In particular, the progressive establishment of tighter border restrictions established initially between the former Yugoslav Republic of Macedonia and Greece, followed by further restrictions along what is known as the 'Western Balkans route', led to its effective closure on 8 March 2016. In addition, the EU-Turkey statement of 18 March 2016, building on the Joint EU-Turkey Action Plan (November 2015), set out measures to control irregular movements from Turkey to Greece and contributed to a substantial reduction of sea arrivals in Greece. With the formal closure of borders along the Western Balkans route, there has been an increase in refugees and asylum-seekers remaining in Greece; as of 2 August, 9,508 people remain on the islands and an estimated 40,272 people remain on the mainland.

¹ Information available at: <http://data.unhcr.org/mediterranean/country.php?id=83>

This Supplementary Appeal presents UNHCR's revised strategy and financial requirements for its response to the situation in Europe in 2016. It incorporates UNHCR's component of the inter-agency regional Refugee and Migrant Response Plan 2016 for Europe (RMRP)². It also incorporates UNHCR's strategy and activities related to onward movements in North Africa, and integrates a component related to targeted activities in South-West Asia. This appeal further provides for planned interventions in, respectively, countries of origin and first asylum in West and East Africa, and in the Horn. It supersedes the Supplementary Appeal for the Special Mediterranean Initiative and the Winterization Plan.³ **Through this Supplementary Appeal, UNHCR is appealing for USD 408.4 million, including USD 374.7 million in additional requirements.**

Responding primarily to the movement of mainly Syrian, Iraqi and Afghan refugees to Europe via Turkey, this Appeal also complements efforts such as the Regional Refugee and Resilience Plan 2016-2017 in Response to the Syria Crisis (the 3RP), the Syria Humanitarian Response Plan, as well as the Solutions Strategy for Afghan Refugees (SSAR) in South-West Asia, the High Commissioner's Global Initiative on Somali Refugees, and other relevant UNHCR and inter-agency humanitarian appeals.

Overall strategy and coordination

Globally, UNHCR is promoting a comprehensive response to this situation, focusing on:

- a) Supporting authorities with the registration, reception and provision of assistance, as well as referrals to relevant services, particularly for people with specific needs;
- b) Strengthening protection systems through capacity building in various asylum procedures in South-West Asia, the East and Horn of Africa, North Africa and Europe;
- c) Reinforcing the availability of protection and solutions in regions where refugees first arrive;
- d) Ensuring legal alternatives to dangerous irregular journeys.

In this context, UNHCR and its partners have redefined their engagement from a response targeting people on the move to largely targeting populations in Greece and the Western Balkans. The approach is, however, nuanced: while the situation in Greece continues to require an emergency response, activities in the Western Balkans will focus on strengthening asylum and protection capacities. As people remain in countries along the former Western Balkans route, the danger is they will increasingly rely on smuggling and trafficking networks, exposing themselves to greater protection risks. Continued arrivals in Serbia, Hungary and beyond confirm that clandestine movements through the region persist, and this appeal includes measures to address this.

The agreements concluded between the EU and Turkey have contributed to significantly reducing the numbers of people entering Greece from Turkey. Enhancing access to legal alternatives to dangerous irregular movement from Turkey and countries of first asylum around Syria, as well as from Africa and western Asia, could also contribute to a decrease in the number of people arriving irregularly in Southern European countries.

Syria and neighbouring countries

The Regional Refugee and Resilience Plan (3RP) in response to the Syria Crisis brings together more than 200 partners in a coordinated, region-wide response to assist Syrian refugees and the communities hosting them. Since the 3RP was first launched in December 2014, the humanitarian and development situation has deteriorated or continues to be under threat both inside Syria and in neighbouring countries. With the 3RP only 61 per cent funded in 2015, the shortfall in funding for humanitarian and resilience-building activities is exacerbating vulnerabilities of refugees and social

² More information available at: <http://rmp-europe.unhcr.org/>

³ On 30 September 2015, UNHCR launched a Special Mediterranean Initiative reflecting a comprehensive and multi-regional response to the refugee crisis in Europe, followed on 5 November by the Winterization Plan for the Refugee Crisis in Europe published in November. Both plans incorporated programmes for addressing emergency needs in receiving countries, and for strengthening protection space in countries of first asylum and transit. The Office worked closely on these with affected States in Europe, the European Union and its Member States, North Africa, West Africa, the East and Horn of Africa, and countries in the Middle East affected by ongoing conflict and forced displacement of populations.

and economic impact on the host countries, and is among the triggers for the large-scale movement of refugees further afield. In this context, the 2016-2017 3RP presents significantly strengthened responses in the Education Sector and in the Livelihoods and Social Cohesion Sector compared to previous years, reflecting key strategic directions of the response.

South-West Asia

Afghan asylum-seekers constitute the second largest population of new arrivals in Europe. The Solutions Strategy for Afghan Refugees to support voluntary repatriation, sustainable reintegration and support to host countries (SSAR) presents a regional framework for the provision of support to Afghan refugees in the major hosting countries of the Islamic Republic of Iran and the Islamic Republic of Pakistan, as well as in Afghanistan.

Resources amounting to USD 468 million are required for UNHCR to implement from July 2016 to the end of 2017, together with the Governments of the Islamic Republics of Afghanistan, Pakistan, Iran and partners, measures on strengthening resilience that will help pave the path towards solutions for Afghan refugees in South-West Asia within the framework of the SSAR⁴. It is hoped that these measures to provide protection for refugees and improve their lives and livelihoods will reduce the risk of vulnerable people taking the dangerous decision to seek safety and protection in Europe.

Population data

UNHCR expects up to 100,000 people will be in need of assistance in Greece this year. This figure is based on a projection of arrival figures until the end of the year, push and pull factors affecting the various movements, continued deterioration of conditions particularly in Afghanistan, Iraq and Syria, and the increasing levels of poverty among refugees in countries of first asylum, amongst other factors.⁵ Along the former Western Balkans route, the remaining population—up to 6,300 people—will be targeted with assistance, based on needs and vulnerabilities.

In Turkey, UNHCR plans to provide several critical forms of assistance to both Syrian and non-Syrian populations not covered by the 3RP. Up to 200,000 people will be targeted, including those apprehended, intercepted and rescued, and those who may be considering onward movement.

The profiles of people on the move in the context of the mixed movements from sub-Saharan Africa through North Africa and to Europe via Italy are predicted to remain similar to 2015 and previous years. As of 2 August 2016, 95,162 sea arrivals had been recorded in Italy since the beginning of the year, with arrivals predominantly originating from West, East and North Africa. Arrivals originating from Syria, Iraq and Afghanistan are below 1 per cent. While the current scale and nature of arrivals in Italy does not differ greatly from 2015, arrivals will continue to be monitored closely to ensure early identification and response to changes in the profiles, especially with a view to assisting people with specific needs. In particular, the number of unaccompanied and separated children amongst arrivals is alarmingly high and family re-unification and child protection activities are therefore prioritized.

UNHCR's activities in sub-Saharan Africa to address the protection risks of refugees moving irregularly as part of mixed-migrant groups will target more than 236,000 people in 2016. For the purposes of this appeal, a planning figure of 55,000 people is used for the North Africa subregion.

⁴ *UNHCR Regional Plan: Building resilience and solutions for Afghan refugees in South-West Asia* is available at: <http://reporting.unhcr.org/sites/default/files/UNHCR%20Regional%20Plan%20-%20Building%20resilience%20%26%20solutions%20Afghan%20refugees%20in%20SWA%201JUL16-31DEC17.pdf>

⁵ Living in the Shadows: Jordan Home Visits Report, UNHCR, 2014, available at <http://www.unhcr.org/54b685079.html>

Financial summary (USD)

UNHCR's 2016 budget for its response to the refugee crisis in Europe amounted to **USD 33.7 million**. The additional requirements presented in the present appeal, including support costs, total **USD 374.7 million**, as shown in the centre column of the summary table below.

OPERATION	ExCom-revised budget excluding the refugee emergency response in Europe	2016 REFUGEE EMERGENCY RESPONSE IN EUROPE			Total revised requirements for 2016
		ExCom budget related to the refugee emergency response in Europe	Additional requirements	Total	
EUROPE					
Turkey	337,510,994	262,415	8,412,232	8,674,647	346,185,641
Greece	6,961,814	489,765	280,048,725	280,538,490	287,500,304
The former Yugoslav Republic of Macedonia	2,935,854	311,081	5,619,727	5,930,808	8,866,662
Serbia	22,556,994	480,234	9,490,150	9,970,384	32,527,378
Croatia	1,816,373	92,062	1,935,862	2,027,924	3,844,297
Slovenia	94,726	-	3,434,044	3,434,044	3,528,320
Various operations*	75,347,971	3,677,870	8,900,895	12,578,765	87,926,736
Regional activities	11,942,563	337,737	26,191,401	26,529,138	38,471,701
Headquarters**	5,659,392	-	7,032,861	7,032,861	12,692,253
MENA					
Algeria	28,964,766	120,000	-	120,000	29,084,766
Egypt	81,937,895	2,654,036	-	2,654,036	84,591,931
Libya	23,865,039	1,378,000	-	1,378,000	25,243,039
Morocco	6,298,226	545,977	-	545,977	6,844,203
Tunisia	5,050,784	1,994,000	-	1,994,000	7,044,784
AFRICA					
Ethiopia	265,976,560	9,229,246	-	9,229,246	275,205,806

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_17954

