

## Emergency Plan of Action Final Report

### Slovenia: Population movement

<b>DREF operation final report</b> <b>Operation n° MDRSI002</b>	<b>Glide n° OT-2015-000069-SVN</b>
<b>Date of issue: 28 July 2016</b>	<b>Date of disaster: 17 September 2015</b>
<b>Operation start date: 3 October 2015</b>	<b>Operation end date: 2 March 2016</b>
<b>Host National Society: Slovenian Red Cross</b>	<b>Operation budget: CHF 316,786</b>
<b>Number of people affected: 477,791</b>	<b>Number of people assisted: 15,000</b>
<b>N° of National Societies involved in the operation:</b> Slovenian Red Cross with a total of its 3,500 staff and volunteers engaged in the operation during the implementation of the activities	
<b>Other partner organizations actively involved in the operation:</b> Slovenian Government, Ministry of Defence; Ministry for Social Affairs; Ministry of Health (with the State Institute for Public Health also involved); Slovenian Police; Slovenian Army; UNHCR, IOM, UNICEF, Caritas and other local and international NGOs mentioned in this report	

## A. Situation analysis

### Description of the disaster

Since the summer of 2015 Slovenia has been witnessing an increase in the number of migrants from Croatia on the Slovenian border, due to the rapidly changing migration route in the region. The first larger groups of 278 migrants arrived at the Slovenian border with Croatia on 18 September 2015.

Since then, until 8 March 2016, when the Western Balkans Transit route has been shut down, in total 477,791 migrants have crossed Slovenia in search for international protection or better life in Western Europe countries. The majority of the migrants arriving to Slovenia have been in transit since only a marginal number of people asked for international protection in Slovenia.

Since 18 September 2015, almost half a million people have passed through the country, usually staying in the country less than 24 hours. At the peak of the influx, the reception centres were accepting more than 12,000 people every 24 hours.

During the first few weeks of migrant crisis in Slovenia, the situation in the field has been extremely challenging. The sheer number of migrants crossing the country and in need of assistance, lack of experiences in state bodies and in humanitarian organizations about management of such large scale humanitarian disaster, lack of proper shelter items and equipment and diminishing stock of supplies in the warehouses of humanitarian organizations, have caused difficult conditions both for the migrants and for the persons, providing assistance to them. The speed of the migrant



Receiving migrants in the accommodation center in Šentilj, Slovenia.  
Photo: Slovenian Red Cross

flow additionally caused numerous challenges in terms of delivery of assistance, both in material and in non-material sense.

Already before the arrival of the migrants in Slovenia, the Slovenian Red Cross had been actively involved in order to respond to the population movement as part of the State Coordination Group for Disaster Response. The State, under the coordination of the Ministry of Interior, has established five processing centres as part of the response plan in preparation of the potential increase in the number of arrivals at the border line close to Brežice, Rigonce, Obrežje, Dolga vas and Gruškovje.

After the registration of migrants in those five centres, migrants have been located in different accommodation facilities across the country where they could stay not longer than three days. In addition, accommodation facilities across the country were identified, and the following locations were made completely ready to accept migrants for up to 3,140 people at one single time. The locations and capacities of the accommodation centres are presented below, together with number of beds in each centre.

**Table 1 - Location and capacities of the accommodation centres**

Location of the centre	Lenart	Logatec	Postojna	Gornja Radgona	Maribor	Celje	Lendava	Slovenj Gradec	Vrhnika	Ljubljana
Accommodation capacity (persons)	200	120	250	410	100	250	420	80	910	400

The Slovenian Red Cross with its staff and volunteers has been actively involved at all locations, providing 24/7 support of the migrants and support to the operations of centres.

The situation has, after the beginning of the crisis, significantly improved with the regards to logistical management of the migration flow, as the government has taken general responsibility to manage the process through the National Civil Defense System which has been activated in late September 2015, where Slovenian Red Cross has been involved in crisis management as a member at national and regional level. At this level the division of responsibilities for certain activities has been decided upon, and, as a consequence, the logistical support to the migrants significantly improved, both in terms of availability of supplies and services and in terms of establishing more humane conditions for reception of migrants, their accommodation and support, the transportation in-country and during the transfer to Austria.

During the last stage of the crisis, the whole process was managed at two locations for transiting migrants, one at the entrance into Slovenia (Dobova), and the other at the exit point to Austria (Šentilj), with additional exit point in Jesenice for migrants transported with trains directly to Austria.

The migrants have entered the country in organized way at entrance point Dobova, in coordination with the Croatian government (this was not the case of first period of migrant crisis). The transport was organized by the train from Croatia, and the passengers have then been transported with busses directly from railway station to Reception centre for registration and service. Stricter registration procedures at the entrance point have been introduced during the crisis, and the evidencing of people required significant amount of time, sometimes causing the distress.

The migrants have then been assisted with the provision of food and accommodation at the reception centre facilities, where they had received services offered by the Slovenian Red Cross and other humanitarian actors. The migrants have been settled at the reception centre until the transport arrangements have been completed. Groups of migrants have then transported to Accommodation centre at exit point in Šentilj, where they were settled and assisted. They had to stay in the centre until allowed to progress towards Austria; here Austrian Authorities processed the registration of every individual again. During the 2016, number of people rejected by Austrian authorities grew steadily. Additionally, the Slovenian Red Cross was present in accommodation centre Lendava, where migrants refused the entrance into Austria have been located.

Migrants who asked for the asylum in Slovenia have been relocated to other locations mainly to Asylum centre in Ljubljana and Vrhnika.

In beginning of 2016, the average number of entries in Slovenia was between 1,500 and 2,000 transiting migrants daily. In March the numbers dropped significantly due to newly introduced strict policy on the West Balkans migrant route, which effectively closed the migrant route.

In February and March 2016 Austria, as key transit and important destination country, started to impose strict policy with the regards to migrants, followed by the same regulation introduced in Slovenia. Changes are also imposed in

Croatia, Serbia and Macedonia. This effectively caused the closure of the migratory route through Slovenia, but has caused numerous problems for people found stranded in the countries of the way, especially in Greece.

## Summary of the response

### Overview of Host National Society

The National Society is renowned well organized humanitarian organization, founded 150 years ago. The mandate for their operations are, in addition to the programming documents, defined in Slovene legislature, giving the Slovenian Red Cross public authorization to implement different humanitarian activities in the country.

The Slovenian Red Cross is organized in a decentralized way, we have 56 local branches in Slovenia, grouped in 12 regional branches that form national organization, which is headed and supported centrally via a head office in Ljubljana. The network currently employs 100 staff members locally and regionally, and 15 staff members located at head office. Out of the 56 local branches (LBs), seven branches have been involved in direct assistance to migrants. The main share of activities linked to the support to migrants has been conducted by LB Maribor and LB Brežice, with the support from neighbouring LBs.



RFL point in the reception centre of Dobova.  
Photo: Slovenian Red Cross

The National Society has supported the LBs directly through the staff and by activating its whole volunteer network in order to provide volunteers for activities, implemented by the Slovenian Red Cross in the centres. In order to assure needed supplies, SN has conducted the national campaign for collecting the donations for migrants.

All procurement and managerial activities, including the management of DREF has been conducted by NS directly. The comprehensive disaster support system the Slovenian Red Cross has in place enabled the organization to significantly support the State in coping with the challenges and enabled the National Society to provide, at all times during the migrant crisis, sufficient number of people and supplies to effectively contribute to overall process and to ease the burden of migrations to the affected people are also activated in ensuring rotation of the FA teams and other volunteers, as the Slovenian Red Cross provided 24/7 services.

The migrant crisis in Slovenia can be divided into two periods, with the third period starting in March 2016 after adoption of new border policy by the countries on the route.

The first period has begun in September 2015, when first groups of migrants started to arrive to different border crossings from Croatia or entering the county out of regular entrance points. Markings of the first period are extremely high numbers of daily arrivals (more than 12,000 persons daily), and uncoordinated provision of service and support to people in need.

It is important to notice general support and the affinity of the Slovene population, as numbers of individuals and NGOs have immediately started to assist the needed, either in form of food and clothes, or even in providing the transportation around the country. Nevertheless, the general coordinated support at that time was lacking.

The Slovenian Red Cross has, during this period, activated their resources to provide the migrants with assistance. But as the numbers have increased rapidly the National Society had soon reached the limit in capacities and resources to tackle the crisis without external (financial and professional) support

The beginning of the second period can be earmarked after establishing of more regulated and coordinated approach agreed upon between governments in region.

The assistance to migrants during this period has been provided by all countries, with significant support and involvement of humanitarian organizations, international organizations and NGOs. Basic services to migrants were made available (food, clothing, shelters, transport, medical assistance, hygiene assistance, family reunion actions, basic information and legal support...) The needs of people on the move have been cared for during this period.

The first markings of the third period are lower numbers of migrant entries into Slovenia, and increase in the applications for the asylum in the country, some also due to the rejection of Austrian authorities at the border. High numbers of migrants in Greece and uncertainty about the EU-Turkey agreement including strong opposition to the text from EU Parliament and international organizations (UNHCR and Amnesty International), show that viable solution is still far away.

Official statements in Slovenia announced that all asylum seekers and people in humanitarian need will still be able to enter the country legally. At the same time, it is expected the number of illegal entrances will rise. This turbulent

environment asks from the Slovenian Red Cross to be even more prepared to provide support to people in need, now potentially exposed to even more suffering as a consequence of unorganized travel.

In October 2015, a DREF allocation was transferred to the Slovenian Red Cross by the IFRC, to enable the National Society to ease the huge financial burden the migration crisis has created to the organization and its resources. With this assistance, 15,000 people in greatest need (families and/or women with children, unaccompanied children, single migrants in poor health) were serviced in basic support.

The National Society delivered the following activities among others:

- Provision of food portions to the migrants;
- Provision of hygiene kits to the extremely vulnerable migrants (females, males, children);
- Provision of basic relief items in accommodation centres;
- Provision of first aid assistance and kits for servicing migrants by First Aid Teams (including basic psychosocial assistance);
- Provision of Restoring Family Links service (including basic psychosocial assistance).

The supplies have improved the situation in the field, and have eased the burden. During the implementation of the DREF operation, the situation in the field changed, as the state and other actors took over the responsibility for management of the migration process, including the provision of food and clothing, shelter articles, and general tasks in overall management of the centres have been divided among the actors present in the field.

The Slovenian Red Cross has supported the DREF operation via its Headquarters and with the assistance of Local Branches, at locations where the migration flow took place. The National Society has, for the needs of the challenge made available the following:

- 120 professional and experienced staff in headquarters and in regional branches;
- 100 First Aid teams across the country;
- Three central NS warehouses with logistical and transportation equipment;
- Thousands of volunteers (62 volunteers per day in average for the whole response period; max 174 volunteers per day were deployed and activated in the field);
- 4 mobile units with the capacity to accommodate 100 people each were made available for the needs of crisis;
- 3 RFL locations have been established in centres, where Wi-Fi internet hot spots were built, RFL personnel also provided basic information and psychosocial assistance. 3 well prepared RFL coordinators were active in centres and more volunteers have been trained in basic RFL and psychosocial support practices and techniques;
- Around 200 shifts of the 100 First Aid teams have been organized during the period of crisis;
- 7 regional branches and their staff have been involved in direct assistance to migrants, with support of neighbouring branches;

Details on the implemented activities can be found in the “*Detailed operational part*” section of this report.

### **Overview of Red Cross Red Crescent Movement in country**

The Slovenian Red Cross has been in permanent contact with the IFRC Regional Office for Europe in Budapest for operational update and coordination. Already in September 2015, the Head of Country Cluster for Western Balkans paid a visit to the National Society. She provided expertise and support to the Slovenian Red Cross in the organizing of disaster assistance. A Disaster and Crisis Response delegate has been visiting Slovenia regularly in order to assist with the challenges of the DREF operation management.

Regional Disaster Response Team (RDRT) member has been deployed for one month in December 2015 for one month in support to the National Society focusing on building strong volunteer management and planning the future development of the operation, with a second visit in 2016, aimed at facilitation of trainings for volunteer and staff.



Provision of food items to migrants in the Reception center of Dobova. Photo: Slovenian Red Cross

The logistics delegate and a member of the communications team from the IFRC Regional Office for Europe visited Slovenia during the implementation period and provided well appreciated support to the Slovenian Red Cross in the implementation of the operation both on the ground and remotely. Additionally, support was provided to enhance the internal operation capacities of the National Society, especially the volunteer management.

The Slovenian Red Cross was, during the crisis, in regular contact with the ICRC delegation in Belgrade concerning RFL activities, and they supported the National Society directly with visits of their experts in Slovenia, aiming directly at certain issues and challenges.

Sister NSs from the countries on the migration route have informed us about the developments and activities in their countries (Croatia, Serbia, the former Yugoslav Republic of Macedonia, Austria). On the border crossing with Croatia (Obrežje/Bregana), Austrian RC was active with field kitchen and FA mobile unit.

### **Overview of non-RCRC actors in country**

The Slovenian Government has taken main responsibility for management of the migrant crisis in Slovenia. The State activated the system for management of disasters under the authority of Civil Protection Office within Ministry of Defence, which, in coordination with all humanitarian actors in the field, managed the accommodation centres in Slovenia. They also coordinated overall support initiatives from different actors and delegated tasks to organizations.

At the same time the responsibility of management of the Reception Centres (RC) has been the responsibility of Slovenian Police, with stricter regime and procedures.

The Slovenian Army has provided hot meals for the migrants and had assured the delivery to the centres. Army also provided support in logistical and transport needs.

Ministry for Social Affairs was involved in dealing with different cases of unaccompanied minors, and Ministry of Health, namely State Institute for Public Health has been involved in providing support in instructing the engaged (staff and volunteers) in practicing the protective measures to prevent disposal to potential diseases, and had provided vaccination to interested individuals, working in the field. Health services for migrants have been available within national health system, with medical teams from hospitals also engaged in the centres.

UNHCR has taken main role in coordinating the humanitarian response in Slovenia and has actively advocated with the government all relevant issues, linked to migrants and the treatment they had received. Organization provided translators in all centres in order to ease communication with the migrants. After their active engagement they had provided a large stock of different items for operations of centres, including large stock of beds, blankets and pads. They organized regular coordination meetings for all relevant humanitarian actors in the field to discuss open issues and find joint solutions. Together with IOM and UNICEF the joint appeal proposal has been launched to seek financial resources for future support to migrant programmes in Slovenia, where the Slovenian Red Cross is participating with proposal of several integration programs.

Local and International NGOs were contributing significantly to the management of the migrant crisis. Since the first arrivals of migrants different groups have been active in the field. Main actors, providing material assistance and personal support to migrants have been Slovene Philanthropy, Slovene Caritas, SLOGA – platform for NGOs, Peace Institute, Development and Relief Organization (ADRA), Amnesty International, WAHA, Slovak medical Aid, which provided mobile hospital unit in Dobova, and Czech army medical team, located in Šentilj. Coordinative role among NGOs in delivering direct assistance to migrants has been responsibility of the Slovenian Red Cross.

## **B. Operational strategy and plan**

### **Overall objective**

The DREF Operations Update published in December 2015 increased the numbers of targeted people and extended the period for implementation from the original DREF proposal. The increased numbers in targeted population (care of nutrition needs for 10,000 people has been increased to 15,000 people) and the extended period (period extended from 2 January 2016 until 2 March 2016), as well as increase in the DREF budget (the rise of budget from original CHF 286,074 CHF to CHF 316,786) enabled the Slovenian Red Cross to maintain their engagement in the field during the whole period without any disruptions.

The structure of supported migrants has been in line with the plans, even exceeding the percentages for assisting the most vulnerable (women with children, pregnant women and unaccompanied minors, elderly and sick). During 2016, the structure of population passing Slovenia on their migrant route has been as follows: 45% male, 35% children and 20% female.

The provision of services has been implemented in all active facilities with migrants and the service provision was 24/7. The collected stock and the supplies for clothing, hygiene and feeding of vulnerable groups, obtained from DREF and other sources (donations, other organizations, state), that was managed in NS warehouses and transported to the locations by the Slovenian Red Cross personnel, has enabled the National Society to provide

constant support to the needy vulnerable persons during the whole period, even though the purchased stock of food and supplies was been exhausted early during the implementation period.

The stock of products purchased for improvement of living conditions and for improved working environment of the Slovenian Red Cross in the field, and items delivered with DREF assistance, as well as resources allocated to coverage of volunteer costs and costs for temporary personnel, enabled the National Society to implement their humanitarian role in a more effective and recognized way.

With the DREF assistance, the Slovenian Red Cross has, once again, proven to all relevant parties in Slovenia to be a reliable and capable humanitarian organization with capacities to deliver long term assistance in the field. The National Society had developed the significant capacities for development and delivery of coordinated assistance to migrants in future. With the participation of the National Society in the field, many different topics have been advocated for, due to their independent status without bias, and as organization working in public interest with public authorization.

## **Implemented strategy**

The challenges in the field have been immense during the crisis period and this required flexible approach to the implementation of DREF activities.

The situation has changed significantly and many times during the implementation. This required from the NS to organize its work efficiently to be able to accept almost daily adaptations of plans and to continue with provision of the needed services in accordance with the agreement about migrant crisis management, reached at national level.

The staff, responsible for the management of the operation held regular meetings (one or two times a week, sometimes even daily meetings), with relevant authorities, with partners and with the NS regional branches, involved in the management of migrant crisis. The information received from these sources was utilized in deciding upon eventual changes in the field operations.

The focus of the DREF operation was to enable the Slovenian Red Cross in provision of special support to the vulnerable part of the migrant population crossing Slovenia. The activities implemented by the National Society were focused especially at the needs of mothers with infants, unaccompanied children, people with disabilities and with illnesses and at elderly. They have received special assistance from our volunteers and staff members, providing them additional support that exceeded regular support to crossing migrants.

## **Operational support services**

### **Human resources (HR)**

So as to properly address the newly arising needs generated by the migration crisis, in addition to the Slovenian Red Cross regular staff and number of volunteers, additional personnel, financed by the DREF operation was engaged on a short-term basis. In total, 9 additional part-time personnel was employed for the time period of the crisis.

A DREF Officer with international experiences in project management started to work in January 2016 to facilitate the implementation of the DREF, liaise with international community and Red Cross/Red Crescent network and prepare the required reports. In total 3,500 volunteers and staff have been engaged during the crisis period.

### **Logistics and supply chain**

During the procurement processes, the adopted rules and regulations were used. The Slovenian Red Cross's 'Regulations on Purchase and Sale' (adopted in 2011) governs the procedures for the procurement of goods, works and services in the Slovenian RC. The regulations are in line with the in-country legal requirements and are introducing three different types of procedure depending on type of procurement (services, goods, and works) and the value of single order or purchase.



Logistical preparations before transporting the relief items to the centres. *Photo: Slovenian Red Cross*

Procurement of services and goods has been implemented in line with the adopted regulations of the Slovenian Red Cross, national legislation and IFRC standard procurement procedures (DREF Financial Regulations). The offers have been collected when relevant and the selection was implemented in accordance with the DREF requirements. Final decision about the purchases of goods has been the responsibility of the National Society's Governing Board in order to assure fast purchase on one side and to respect the rules and regulations on the other.

Some purchases were implemented under the long term contracts, as the Slovenian Red Cross signed some purchase contracts before the beginning of crisis, with the duration of contract period long after completion of DREF operation. In these cases these contract were respected.



Visit to one of the NS warehouses. *Photo: Slovenian Red Cross*

During the migration crisis, the Slovenian Red Cross was responsible for reception of goods for assisting the migrants, for warehousing and for delivery of all supplies allocated for the needs of migrants in Slovenia.

The stock management was conducted in three NS warehouses. Additionally, one warehouse was rented by the state for the period of the crisis and was also managed by the Slovenian Red Cross.

The workforce was also increased with the support from and the state, but the lack of availability of equipment for warehouse operations and the fleet for transporting the goods made the overall operations more difficult.

## **Communications**

The visibility of the Slovenian Red Cross activities in the field was maintained with regular daily press releases to all national media regarding National Society activities aimed to sensitize public opinion and bring attention to the suffering of people on the move and their situation of high risk and vulnerability:

- participation in the RCRC global campaign that will raise awareness and sensitivity towards migrants at local level
- engagement in a call locally to stop indifference about the plight of people on the move, recognizing a universal responsibility to protect humanity
- regular information delivery about NS activities in the field, including introduction of the success stories

All new developments were regularly updated on the National Society's web page via [www.rks.si](http://www.rks.si) and its Facebook page.

## **Security**

The risks for security of both the staff and volunteers as well as risks for the migrants have been assessed before the commencement of DREF operation. The concrete daily information exchange from the field has enabled the Slovenian Red Cross to manage the work with limited exposure to security threats. Large numbers of Police and Army servicemen have also lowered the potential for security issues to erupt.

However, at the beginning of the crisis, due to the unorganized systems for migrant support in centres, there have been a few cases where volunteers have felt threatened while providing services. Daily presence in the field and communication has enabled the Slovenian Red Cross to quickly address the issue and to reorganize service provision system in line with the findings.

## **Planning, monitoring, evaluation, & reporting (PMER)**

The operation was monitored by the representatives of the IFRC; they also provided expert support and instructions to NS personnel, responsible for the implementation.

Additionally, in January 2016 the Slovenian Red Cross engaged a DRFE Officer, with vast experience in project evaluation and monitoring. His responsibility was, among other, to follow the implementation of DREF, monitor field operation and propose eventual changes to process.

Simplified evaluation of the operation has been conducted internally, among NS staff and management. Different small scale meetings have been implemented for this purpose. The rationale for simplified evaluation was abrupt

closure of West Balkans migratory route, at the beginning of March 2016, which will evidently remain closed. Consequently deep evaluation of operation would bring no additional benefits.

Focus of the evaluation was at identification of bottlenecks during the operation implementation, strategic issues linked to responsibilities of different parties in crisis management, volunteer management practices and identification of future integration projects for migrants.

## C. DETAILED OPERATIONAL PLAN

### Quality programming / Areas common to all sectors

**Outcome 1: The quality of this operation is ensured and continuous improvement is provided.**

**Output 1.1 The Slovenian Red Cross is monitoring the situation and mobilizes its assets based on current needs.**

Activities:

- Negotiations and coordination with partner organizations
- On-site assessment and monitoring
- Mobilization and coordination of volunteers and staff involved
- Publishing weekly reports on the provided assistance
- A final evaluation is conducted by the National Society at the end of the operation.

#### Achievements

The activities planned under this Outcome have been implemented continuously during the entire period of the intervention. Regular weekly meetings with management of the centres, and with other service providers in the field have been conducted, and NS staff members were participating, actively advocating for any open issues identified in the field or in the headquarters.

Daily monitoring of activities has been in place, via the senior NS staff members and specially by engaging a DREF Officer with international experiences in project management. The disaster manager, with the support of the DREF officer analysed information from the field and reacted accordingly.

The numbers and the prolonged period of the crisis has brought additional burden to the Slovenian Red Cross, especially its ability to provide enough volunteers and staff members at all active locations.

Information, related to the management of the migrant crisis, including the reports on success stories was prepared and distributed by the information officer at the headquarters. The information for publication was provided by field personnel.

Final evaluation was planned at the beginning of the operation. However, during the implementation of the DREF operation, it became evident, that regular monitoring and information exchange provided enough input for the Slovenian Red Cross to be able to evaluate its activities in the field and prepare coordination response to the issues identified as critical for future field operations of the National Society.

Workshops with volunteers and RFL personnel have been implemented after closure of the migratory route. Collected information was presented to the governing board on order to prepare for future engagements in the supporting the migrants, now oriented at the inclusion and integration programs for asylum seekers.

#### Challenges

Main challenges during the crisis were the number of the migrants and the speed of the migrations through Slovenia. Additional challenge presented the fact that state was not prepared in advance for the crisis situation like this one, a prolonged process of big number of people with a need of basic assistance.

The provision of sufficient number of volunteers needed to support all services in the responsibility of the Slovenian Red Cross, especially in the field of general support in centres and lack of specialized experiences in the RFL service have posted two important challenges during the implementation of DREF activities.

Other partners in the field have sometimes put their own agendas before the needs of people in migration. Sometimes cases of competition among different organizations have been evidenced. Positive role of international organizations, especially UNHCR, taking the lead role in coordination of civil society organizations has to be noted, especially in coordinating different service providers in the field, and advocating with the state on all issues, linked to provision of assistance to migrants, and humane treatment of authorities.

Initial assumptions about daily number of arrivals of migrants have been grossly underestimated. During the launch of the operation, the number of daily arrivals was calculated upon data existing at that time. The assumption of 600 daily arrivals was exceeded soon after the beginning of the crisis, and at the peak more than 12,000 persons

entered Slovenia, exceeding the calculations for 20 times.

On average, around 5,000 persons entered the country daily (about the same number also left Slovenia and entered Austria), still more than 8 times higher number than expected during the launch of DREF. Initially, the DREF proposal aimed at providing the support to 15,000 migrants, but in reality more than 400,000 people received some sort of direct or indirect assistance delivered by the Slovenian Red Cross.

The size of the crisis, the number of migrants, the speed of the migration flow and the duration of the crisis (more than 6 months) has consequently conditioned the potential for development of range of services initially intended for the support of migrants, especially in relation to RFL services and hygiene promotion activities. Innovative approaches had to be introduced in order to provide the services in such turbulent atmosphere.

Some quantities of items, purchased with the DREF have been higher than initially planned for, as a result of negotiating better prices for items with the selected suppliers. The higher quantities of goods have increased the number of directly assisted migrants (15,000 people instead of 10,000 initially targeted).

The structure of migrants has changed since the beginning of the crisis in September 2015. During the second half of the crisis the number of women, children and elderly had risen and has, during the last period, represented more than 60% of the migrants. Consequently, the need for special support activities to these vulnerable groups has increased.

The number of volunteers needed to supply the 24/7 assistance at all active locations has brought immense burden to the Slovenian Red Cross, as the period of crisis has exhausted the volunteers and staff. Significant energy has been put into assuring enough persons to manage the services efficiently. The situation has improved after organizing the migrant process in two centres (Dobova and Šentilj), where concentrated assistance could take place.

The fatigue among staff and volunteers has been identified during the implementation. The capacities or the Slovenian Red Cross in terms of managing long term crisis on such a big scale are limited. The burden of assuring sufficient numbers of staff and volunteers has stretched capacities of the National Society. Consequently, the potential to abrupt situations in the field and risk of poor quality service provision had existed. The Slovenian Red Cross addressed this issue by concise Briefing and Debriefing process of all engaged in the field in order to collect information and act proactively, or advocate for solutions with the responsible authorities.

### **Lessons learned**

Development of a coherent coordination body is evidenced as one of critical elements in any future engagements, in order to prevent duplication of services on one side and lack of services on the other. Agenda of the people in need has to be put in first place, the true needs have to be investigated.

Linguistic expertise is needed in the field and in the headquarters in order to be able to receive first-hand information from targeted population.

Mobilization and coordination of volunteers and staff involved in migration crisis management has been identified as critical part of the operation and the Slovenian Red Cross is currently developing a standard induction course for the volunteers before they are deployed in the field, and a standard protocol and procedures for their deployment.

The National Society is in the process of upgrading its monitoring mechanism in terms of managing the collection and distribution of information received in the field in order to be a helpful tool in disaster management, including the upgrading of their electronic information system.

## **Health and care**

### **Health and Care**

**Outcome 1: Reduction of the risks of sanitation-related diseases for 10,000 beneficiaries**

**Output 1.1: 9,000 hygiene kits for adults and 1,000 hygiene kits for babies are distributed**

Activities:

- Procurement of basic hygiene kits and baby parcels
- Distribution of basic hygiene kits and baby parcels

**Output 1.2: Hygiene promotion activities are carried out by Slovenian RC staff and volunteers**

Activities:

- Provision of hygiene promotion activities
- Printing information material (leaflets )

**Outcome 2: Slovenian Red Cross volunteers are provided with first aid kits****Output 2.1: 1,000 first aid kits for volunteers**

Activities:

- Procurement of first aid kits
- Distribution of first aid kits

**Achievements**

It was planned in the framework of the operation to intended to provide support to the migrants located in centres adequate in terms of basic health treatment, basic hygiene support, and basic information related to hygiene promotion. The support was needed as the long travel had caused numbers of different health and hygiene issues among the migrants.

With the DREF allocation, the Slovenian Red Cross had procured and delivered 3,000 hygiene packages for females; 6,000 packages for males and 1,000 hygiene kits for children with the following content:

<b>Hygiene kits for females – 3,000 units</b>	<b>Hygiene kits for males – 6,000 units</b>	<b>Hygiene kits for children – 1,000 units</b>
Tooth brush	Tooth brush	Diapers
Tooth paste	Tooth paste	Baby shampoo
Shower gel	Shower gel	Baby lotion
Sanitary pads	Shaving foam	Feeding bottle
	Razors	Wet wipes

The distribution of razors for males has been largely prevented by managing authorities of centres, with a reasoning that these may be used to injure other migrants.

**First Aid**

In line with the decision of State Authority for Crisis Management, the Slovenian Red Cross has activated 100 First Aid teams as of 18 September 2015. FA team members were trained individuals who completed a comprehensive 70-hour training program. FA teams provided assistance in cases of blisters, lacerations and bruises, headaches, fatigue, cold and fever, hypothermia.

All people in need of medical assistance have been accompanied to emergency medical units, located in the migration centres. In certain cases, in the field, when professional medical assistance was not available, FA teams even substituted emergency medical personnel, providing the needed assistance to individuals in need. The First Aid kits have been procured and prepositioned in the active centres for the use and for purposes of the FA teams. FA teams were coordinated by FA coordinators based in the regional branches, who were delegated the responsibility for coordination of First Aid assistance in centres.

According to estimates, around 100 FA teams consisting of six people each treated an average of 200 people per day at the reception and accommodation centres and on the route during the period when the flow of migrants was above 5,000 people per day.

During the second part of the crisis the requirements for services were smaller, but the winter conditions have affected overall health condition of migrants and 24/7 presence at the centres in Dobova and Šentilj was still needed. With the assistance of DREF funding, the Slovenian Red Cross was able to fully equip its First Aid teams with proper clothing and protective gear, and with needed equipment and materials for service provision. The items purchased for the assisting the migrants in need were the following:

<b>FA kits for volunteers</b>
Wet wipes
Metalized foil
Sterile gauze
Bandage 8 cm/10m
Triangle kerchief
Patch different sizes
Physiological fluid 250 ml
Spitaderm 350 ml
Virplast 2,5cm x 5 m
Thermometer
Protective gear (500 pieces of RC vests, 10,000 gloves, 10,000 masks)
Antiseptic gel 50 ml

## Challenges

Certain hygiene items could not be delivered to migrants, due to the restrictions imposed by camp management authorities. Razors were not allowed to be distributed. As a consequence, the stock of razors has remained in warehouses.

## Shelter and Settlements

### Shelter and settlements

**Outcome 1: Humanitarian assistance is provided to migrants to improve their living conditions.**

**Output 1.1 Emergency relief items are distributed to 1,000 beneficiaries**

Activities:

- Identification of beneficiaries to receive assistance
- Develop an implementation plan
- Contracting local suppliers
- Distribution of relief items

### Achievements

The people crossing Slovenia, especially those located in centres were in need for certain items, and were lacking proper rest and sleep. During the beginning of the crisis, the overall lack of sleeping bags, pads and blankets has been present everywhere in the field. As a quick solution to this challenge, relevant quantities of stock, with items needed for sleep and rest had to be made available. The targeted population consisted of the most vulnerable males, females and especially children, who were located in the centres during the first stage of the crisis, when the availability of these items has been scarce.

The Slovenian Red Cross started public procurement process with contacting potential providers of the items needed in centres. The procedure was implemented fast, as the need for the articles was great. The selected provider delivered the stock in two periods, fulfilling the obligation as soon as possible. Nevertheless, it took some time in order to receive the complete stock. As soon as the goods were delivered they were prepositioned to the field, for the needs of the migrants. In total, the following items were procured and purchased:

Relief items –	Quantity
Sleeping bags	5,900
Sleeping pads	1,250
Blankets	1,750
Tents for 5 persons each for RC staff/volunteers for field work	22

All purchased items were made available to the needs to the migrant population, but not all have been used, as the changed conditions in centres and the supply of products by other parties made the purchased items not urgently needed. The Slovenian Red Cross prepositioned the remaining of the stock to central warehouse for future use.

The National Society was able to procure more sleeping bags as initially planned due to more favourable offers received from suppliers.

The DREF allocation has provided essential support, enabling the National Society to organize the support fast and in big enough scale to essentially contribute in the crisis situation.

The goods distributed by the National Society during the crisis included both food and non-food items procured under the DREF operation and also items supplied by the national fundraising campaign and other donations. Slovenian Red Cross distributed also some 60 to 70 tons of footwear and clothing to the migrants.

### Challenges

Due to large stock of blankets, beds and pads for the migrants, supplied by the UNHCR, the Slovenian Red Cross has prepositioned the purchased, but still not delivered supply of sleeping bags, sleeping pads and blankets, into central warehouse to keep in supply for future needs.

## Food security, nutrition and livelihoods

### Food security, nutrition and livelihoods

**Outcome 1: Emergency nutrition needs of the affected beneficiaries are met**

**Output 1.1: 10,000 food parcels are distributed to 10,000 beneficiaries (9,000 adults and 1,000 babies among them) sheltered in the registration and accommodation centres**

Activities:

- Procurement and packing of food portions
- Development of the distribution reports
- Distribution of food portions

### Achievements

The DREF allocation was used for purchase and delivery of 15,000 packages with food products during the first period of crisis with the following content:

Food parcel – 15,000 units
Canned tuna fish
Fruit marmalade 28g
Chocolate cream 20g
Cookies
Fruit porridge
Cereal fruit bars

With the assistance of the DREF, the National Society provided personnel for delivery of food products, provided by the State in the following amounts:

196,690 bottles of water, 162,038 fish cans, 76,422 litres of milk, 50,000 pate canned pâté, 33,060 canned beef, 50,000 portions of cheese, 30,454 cereal fruit bars, 18,500 rusks, 122,872 portions of jam, 156,010 chocolate creams, 36,160 portions of honey, 12,234 portions of fruit porridge, 12,000 pcs. of children's food (cookies, candies).

Hot meals for accommodation centres have been provided by the Slovenian Army (cooking and transportation to locations) and distributed by volunteers, mainly from Slovenian Red Cross.

## Restoring Family Links - RFL

### Restoring family links

**Outcome 1: Assisted people will have knowledge about the RFL activities**

**Output 1.1: Providing information and RFL services for the migrants**

Activities:

- Printing of RFL leaflets in different languages
- Distribution of RFL leaflets at the reception centres
- Providing verbal information on RFL in reception centres to migrants

### Achievements

The Slovenian Red Cross has, with support of ICRC, started to introduce relevant RFL service in the field in September 2015. RFL activities provided by the Slovenian Red Cross were well positioned in the response system on a state level by maintaining good cooperation with the Police and other key stakeholders.

RFL services were provided at key entry and exit points in Slovenia. In regard to the Restoring Family Links activities, the Local Branches were provided with general guidance on RFL activities in regard to the response to the needs of migrants. At the beginning of the crisis more RFL points have operated (Lendava, Dobova, Brežice, Gornja Radgona), but after the establishment of uniform process for controlling the migration process by authorities two RFL points were created, one at entrance into Slovenia in Dobova and one at exit from Slovenia in Šentilj.

In the reception centre in Dobova (on the Croatian border), there were approximately 20 family reunifications per day (on the spot) and 3-4 cases were recorded in the accommodation centre in Šentilj (on the Austrian border).

Both had operated 24/7 and have been managed by dedicated RFL personnel (staff and volunteers). The provided services were as follows:

- Preventing separation during the registration, accommodation and transport in Slovenia
- Search for close family members (parents/children) at the spot in centres and via the RFL network nationally

and internationally

- Provision of free internet, free mobile phone calls, provision of electrical chargers for electronic equipment
- Special care and attention for most vulnerable (new-borns, disabled, seriously ill)
- Preventing the separation of families in cases of hospitalization of family member
- Special support in cases of deceased family members in line with the faith and expectations of families
- Raising the awareness about RFL services, its function and its system of operation among all actors in the field including the authorities, local governments, other partners in the field, and general population
- RFL training and coaching
- Networking at international, regional, national and local level.

Many migrants have had disrupted family links, and it was essential to provide RFL assistance at all locations where migrants were located. The need was even more pronounced due to the extremely rapid transit through Slovenia. This fact hindered the capacity of provision of RFL service according to generally adopted and established procedures.

RFL teams have also provided practical and psychosocial support to the family members, who stayed in Slovenia for a longer period, mainly due to the hospitalization of family members or in the cases of the deceased family members.

Among migrants, special focus was given to prevention activities in order to ensure that the nuclear family stayed together until they reached their final destination. Unaccompanied minors and women were offered special attention of the RFL teams.

For the proper implementation of the activities, the necessary equipment (e.g. megaphones, clothing for RFL personal for better identification, prepaid mobiles, tents used for temporary working place, etc.) was purchased from the DREF allocation.

RFL service has developed new simplified tools for the operation, in line with the conditions of migration process, as the speed of movement created special and difficult conditions for service provision. New tools have been introduced in the field in January 2016. The need to enable the people to provide relatively demanding service in relatively short time has led the Slovenian Red Cross to establish training and mentoring system in order to support people in the field, including the debriefing.

## **Challenges**

One of the key challenges was the fact that in Slovenia the RFL services were rather weak before the start of the crisis, as there has been no real need since the early 1990s. The need to quickly develop appropriate services, engage reliable RFL personnel and volunteers, gain the needed knowledge and organize services at all locations to provide 24/7 support was a challenge, as the Slovenian Red Cross has had low capacities in RFL services, especially in the field.

State and authorities have had no concrete and operative plan for managing the migration process at the beginning of the crisis and this has made RFL services more difficult.

The numbers of migrants, the characteristic and structure of people, the linguistic and cultural barriers have created difficult conditions for operations.

The speed of migration process (usually individuals have resided in Slovenia less than 24 hours) has created conditions in which "regular" RFL services were hard to be implemented.

The long period of the crisis (6 months) has brought immense pressure to the RFL teams, as only the specialized personnel could provide RFL assistance. The burning out and fatigue has been evident in the late stage of crisis.

Difficult cases (deceased people, abuse, separated infants, etc.) where RFL personnel have provided assistance, have brought big psychological burden to them.

## **Lessons learned**

1. The need to communicate with authorities regularly to address the issues in due time was identified as key element in providing efficient RFL services.
2. In order to utilize the gained expertise and knowledge RFL personnel should be included into daily operations of integration centres in the country and during the process of inclusion of asylum seekers into local population.
3. Organizing regular trainings and motivation events to maintain level of preparedness.

4. Development of specialized module for RFL in natural and other disasters is needed.
5. Regular debriefing and supervision of RFL personnel is relevant for a prolonged period after the completion of operations.
6. Manual with concrete experiences in RFL should be prepared and published.
7. The potential for inclusion of RFL personnel in international interventions should be explored.

## D. THE BUDGET

The DREF allocation of CHF 316,786 has been used in accordance with the approved budget. After finalizing the operations, there is a final balance of CHF 5,707 which will be returned to the DREF account.

The IFRC Secretariat wishes to thank the Canadian Red Cross and donors contributing through the IFRC New York Office for their kind replenishment of this DREF allocation to the IFRC Disaster Relief Emergency Fund.

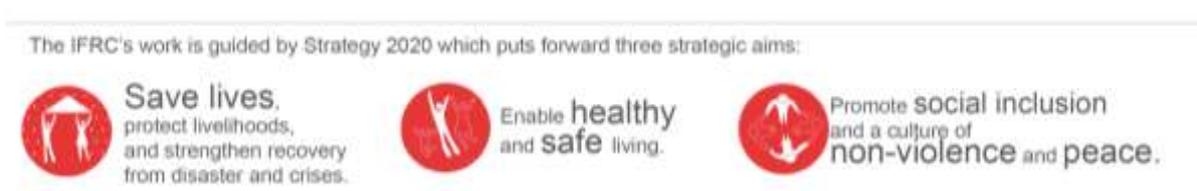
## Contact information

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## How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.



## Disaster Response Financial Report

## MDRSI002 - Slovenia: Population Movement

Timeframe: 03 Oct 15 to 03 Mar 16

Appeal Launch Date: 03 Oct 15

Final Report

## Selected Parameters

Reporting Timeframe	2015/10-2016/6	Programme	MDRSI002
Budget Timeframe	2015/10-2016/3	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

## I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
<b>A. Budget</b>			316,786			316,786	
<b>B. Opening Balance</b>							
<b>Income</b>							
<u>Other Income</u>							
<i>DREF Allocations</i>			316,786			316,786	
<b>C4. Other Income</b>			316,786			316,786	
<b>C. Total Income = SUM(C1..C4)</b>			316,786			316,786	
<b>D. Total Funding = B + C</b>			316,786			316,786	

\* Funding source data based on information provided by the donor

## II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
<b>B. Opening Balance</b>							
<b>C. Income</b>			316,786			316,786	
<b>E. Expenditure</b>			-311,079			-311,079	
<b>F. Closing Balance = (B + C + E)</b>			5,707			5,707	

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Budget Timeframe	2015/10-2016/3	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

## III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
<b>BUDGET (C)</b>				<b>316,786</b>			<b>316,786</b>	
<b>Relief items, Construction, Supplies</b>								
Clothing & Textiles	89,115			101,581		101,581	-12,466	
Food	38,966			42,909		42,909	-3,943	
Water, Sanitation & Hygiene	84,479			89,364		89,364	-4,885	
Medical & First Aid	20,123						20,123	
<b>Total Relief items, Construction, Sup</b>	<b>232,683</b>			<b>233,854</b>		<b>233,854</b>	<b>-1,171</b>	
<b>Land, vehicles &amp; equipment</b>								
Computers & Telecom	783						783	
<b>Total Land, vehicles &amp; equipment</b>	<b>783</b>						<b>783</b>	
<b>Logistics, Transport &amp; Storage</b>								
Transport & Vehicles Costs	2,784			4,863		4,863	-2,079	
<b>Total Logistics, Transport &amp; Storage</b>	<b>2,784</b>			<b>4,863</b>		<b>4,863</b>	<b>-2,079</b>	
<b>Personnel</b>								
National Society Staff	17,293			32,492		32,492	-15,199	
Volunteers	18,725			375		375	18,350	
<b>Total Personnel</b>	<b>36,017</b>			<b>32,867</b>		<b>32,867</b>	<b>3,150</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	1,285			1,096		1,096	189	
<b>Total Workshops &amp; Training</b>	<b>1,285</b>			<b>1,096</b>		<b>1,096</b>	<b>189</b>	
<b>General Expenditure</b>								
Travel	19,000			12,179		12,179	6,821	
Information & Public Relations	2,600			5,404		5,404	-2,804	
Office Costs	220			750		750	-530	
Communications	1,280			797		797	483	
Financial Charges				182		182	-182	
Other General Expenses	800			102		102	698	
<b>Total General Expenditure</b>	<b>23,900</b>			<b>19,413</b>		<b>19,413</b>	<b>4,487</b>	
<b>Indirect Costs</b>								
Programme & Services Support Recov	19,334			18,986		18,986	348	
<b>Total Indirect Costs</b>	<b>19,334</b>			<b>18,986</b>		<b>18,986</b>	<b>348</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>316,786</b>			<b>311,079</b>		<b>311,079</b>	<b>5,707</b>	
<b>VARIANCE (C - D)</b>				<b>5,707</b>		<b>5,707</b>		