Real Time Evaluation

EUROPEAN MIGRATION RESPONSE 2015-2016

September, 2016

Jessica Alexander
Scott Chaplowe
Tess Dryza
Raul Paredes

International Federation
of Red Cross and Red Crescent Societies

Table of Contents

Acknowledgements

List of Acronyms

CEA – Community Engagement and Accountability

CTP – Cash Transfer Programming

DHEOps – Developing Heads of Emergency Operations

DM – Disaster Management

DREF – Disaster Relief Emergency Fund

EPoA – Emergency Plan of Action

ERU – Emergency Response Unit

ESG – Emergency Support Group

FACT – Field Assessment Coordination Team

HEOps – Head of Operations

ICRC – International Committee of the Red Cross

IFRC – International Federation of the Red Cross

MENA – Middle East and North Africa

MOU – Memorandum of Understanding

NS – National Society

OD – Organizational Development

ODK – Open Data Kit

PSS – Psychosocial Support

RCRC – Red Cross Red Crescent

ROE – Regional Office of Europe

RTE – Real Time Evaluation

UNHCR – United Nations High Commissioner for Refugees

USG – Under Secretary General

VMP – Volunteer Management Plan

Executive Summary

1. Background

Since 2015, the European continent has experienced population movements on a scale unprecedented since World War II. During the surge, migratory routes and circumstances changed rapidly as many countries along the Balkan route closed their borders, and political agreements such as the March 2016 EU-Turkey Deal resulted in over 50,000 people being stranded in Greece. Although the surge has abated, the situation remains volatile, as ongoing hostilities in countries of origin (primarily Syria, Afghanistan, and Iraq) continue to lead people to flee.

This Real Time Evaluation (RTE) of the European Migration Response 2015-2016 was commissioned by the Under Secretary General (USG) of the Programme and Operations Division at the International Federation of the Red Cross (IFRC) Secretariat in Geneva with the purpose, according to the TOR being to: "assess and provide lessons to inform the IFRC response to the ongoing migration crisis affecting Europe, as well as its response to migrants' needs beyond Europe. It focuses on the challenges confronted by and opportunities available to National Societies (NS) in their response to a prolonged, cross-border crisis with multiple stakeholders and political sensitivities. Attention will be given to the degree to which NS in European transit and destination countries have been proactive in developing and pursing approaches to their migration response, including cross-border collaboration and coordination."

The report draws findings from four country visits - **Finland, Austria, Greece, Serbia** - triangulated with remote interviews with German, Hungarian, Swedish and Italian NS as well as interviews at IFRC headquarters (Geneva and Budapest) and the RC EU office in Brussels.

2. Main Methods and Limitations

See Section 1. Purpose, Scope & Methodology for more detail.

The RTE team consisted of an external, independent lead evaluator, and three RCRC supporting evaluators. Methods used for this evaluation were qualitative, including literature review, semi structured interviews with 191 people, field visits to Finland, Austria, Serbia and Greece. Two main factors have limited the analysis of this response (further elaborated in Methodological limitations below). First, the geographic diversity of countries challenges the ability to generalize about all of Europe from the sample of countries visited. Second, the temporal scope of the evaluation required the team to examine two separate response phases: first, during the surge from the second half of 2015 until mid-March 2016, and second, after the Balkan route closed and the EU-Turkey agreement went into effect on March 20, 2016.

3. Main Findings, Conclusions and Recommendations

The European Population Movement of 2015/2016 was unprecedented in terms of scale and longevity. NS and IFRC staff and volunteers were recognized throughout this evaluation as leaders and strong partners with government and civil society, demonstrating exceptional professionalism and commitment. As migrants travelled along their routes, The RCRC emblem was a symbol of trust and reassurance. Although the surge has abated, the situation is far from over, with many variables influencing what is to come. Utilizing the numerous migration resources that exist within the Movement, it is now time for the organization to reposition itself for long term social integration, acting in accordance with the different realities that exist for NS. Solidarity is currently lacking in many European countries, and the RCRC is centrally placed to counter this trend. The team

appreciates the level of cooperation within NS and the IFRC to conduct the evaluation, and commends the willingness of the organization to look critically at the response and strive for improvement.

Below are summary statements of the key findings, conclusions and related recommendations, organized into the areas of inquiry for this evaluation. For more detail, please refer to the complete discussion later in this report of findings and conclusions (Section 3), and recommendations (Section 4).

3.1 Preparedness and Planning

3.1.1 **Along with partners, notably European governments themselves, The IFRC and NS assessed were underprepared for the scale and longevity of the European Population Movement** with many NS underestimating the scale and flows of migrants. A lack of transparency and strategic direction from Governments has challenged planning.

3.1.2 **While a substantial number of migration documents, policies and commitments exist, they were not sufficiently utilized during planning and operations.** At the start of the 2015 surge, there was little available in terms of situational analysis, protocols for coordination and scale up across Europe, or frameworks for how to move from a short term emergency response to a longer term and sustainable migration response.

3.1.3 **When planning the response, internal collaboration mechanisms especially between Disaster Management (DM) and Migration program areas were challenged at the NS and IFRC levels.** In some cases, this was because migration program areas were perceived as having more expertise in policy and advocacy with little operational background. While the urgent needs in the early phases of the response did require a DM approach, the RTE team consistently heard concerns about the need for other areas to be reliably brought in to provide expertise to inform the long-term and politically sensitive nature of the migration situation. Future responses would be better served by DM plugging in migration expertise and working more closely together.

Key recommendations for Preparedness and Planning:

1. <u>**Extract, connect and embed existing migration related resources and expertise throughout the Movement**</u>

   a. Operationalize migration policy and guidance documents: Ensure guidance is clear and practical, identifies minimum standards and gives examples of good practice.

   b. Consider retaining migration related focal points and key staff by creating longer term positions.

   c. Identify and engage the internal and external migration capabilities required for a migration response. Ensure expertise is consistently available to offer input at the outset and throughout appeal and planning processes, followed by collaborative peer review for all relevant stakeholders in a timely and meaningful manner.

2. <u>**Assess and plan for migration with a long term, flexible approach**</u>

   d. At the appropriate time in a migration operation – for example when conditions change resulting in people being 'stuck' or 'stranded', or when a country is considered a final destination – migration

programming should be approached with a long term perspective. When deemed contextually appropriate, but as early as possible, build in areas of social integration and inclusion, protection, Community Engagement and Accountability, and longer term health care in planning and operations.

e. Collectively build and regularly revisit regional contingency plans for the potentially changing scenarios.

f. Revisit the appropriateness of the short term ERU model for a protracted situation.

3.2 Assistance and Relief

3.2.1 **The response has emphasized material assistance of which substantial amounts were provided to migrants both in transit and to those who are now 'stranded'. NS adapted to the situation by adjusting relief items to be more appropriate for migrants on the move.** However, there were instances of irrelevance and cultural inappropriateness of some items, and examples of waste.

3.2.2 **Immediate first aid was reliably provided during the surge, and basic health care services are being provided in some countries, notably Greece** with some challenges related to transportation and translation.

3.2.3 **NS recognized but only partly responded to the information needs of migrants, with current Community Engagement and Accountability (CEA) practices requiring greater attention.** Information and connectivity were considered fundamental needs of people in transit, and are still essential. In few countries visited have CEA practices been embedded in the response, with a lack of translation services as a major hindrance to overall effectiveness.

3.2.4 **A general lack of flexibility in emergency tools and support services (particularly human resources and procurement) has affected timeliness and efficiency in the delivery of goods and services for some NS.** Recruitment was cited as the biggest challenge for the operation in Greece, as well as long procurement delays, mainly due to excessive protocol and bureaucratic processes.

Key recommendations for Assistance and Relief:

3. <u>Ensure delivered goods and services are relevant to migrant needs</u>

a. Deliver material items on the basis of what and how much is needed, as opposed to what is available.

b. Ensure services are culturally appropriate and relevant to the preferences and situation of migrants.

c. Promote the use of cash as a relief modality for migration and address the organizational and procedural obstacles that CTP presents at the NS level.

d. Invest in two-way communication with migrants and respond to their feedback and complaints.

e. Revise operational support systems (including logistics, procurement, finance, human resources and administration) to be more timely and efficient for protracted emergency operations such as the European Population Movement response.

3.3 Protection

3.3.1 **Despite protection being a core pillar identified in the European Migration Framework, the response in this area requires greater attention.** As an important actor in many camps in Greece,

the Hellenic RC should consider building internal capacity and working with partners to better meet the needs of migrants in this area.

3.3.2 Restoring Family Links (RFL) services varied along the migratory route with notable accomplishments. The RFL network has been able to successfully adapt its procedures to be more agile and fast in response to migrants on the move.

Key Recommendations for Protection:

4. **<u>In line with the European Migration Framework, demonstrate the commitment to protection with greater urgency and dedicated resources, ensuring that it is a central measure of the success of RCRC's efforts and is embedded in migration operations from the outset.</u>**

   a. Clarify what the IFRC can offer in terms of protection and embed mechanisms which ensure basic protection measures are taken at all points of contact with migrants in accordance with minimum protection standards, Core Humanitarian Standards, Sphere and the Minimum standard commitments to gender and diversity in emergency programming.

   b. Ensure that migration response plans identify protection outputs and outcomes, with key performance indicators.

   c. Provide greater technical capacity and support to NS for protection services, "demystifying" Protection and offering implementable actions that can be undertaken by NS.

   d. Document and create an evidence base of protection-related incidents and issues to advocate for and respond to.

   e. Working with partners, ensure accurate messaging regarding migrant rights and options are regularly communicated to migrants.

   f. Ensure background checks are conducted on RCRC staff and volunteers working directly with migrants, especially women and children. Deliver minimum protection related training for staff and volunteers who have direct interaction with migrants in any context.

   g. Ensure updated security/risk assessments are done in all migration camps/centers for staff and volunteers, and develop comprehensive security plans that are regularly monitored, revised and communicated to staff.

3.4 Social Integration and Inclusion

3.4.1 Despite an initial warm reception and support for migrants in host countries, the sentiment has shifted in many instances due to the longevity and political nature of migration. All countries noted the need to balance migration services with the work being done for the domestic population to avoid friction.

3.4.2 Although context greatly dictates the feasibility and timing of social integration and inclusion activities, they should be incorporated in the response when deemed contextually appropriate, but as early as possible and with a long term outlook. Finland and Austria have both demonstrated positive efforts, whereas in Greece and Serbia, integration activities have not begun, but given the uncertainty of how long migrants will remain 'stranded', these activities should now be considered.

3.4.3   **While the European Migration Framework emphasizes social integration and inclusion, there is a further need to identify the RCRC's core priorities in this area.** It may be difficult for the Federation to champion this work without full awareness of the political priorities and the receptive environment for migrants in each country.

Key Recommendations for Social Integration and Inclusion:

5. **Facilitate practical support for transitioning from a short term emergency response to a longer term integration approach including co design practices with the host community.**

   a.   Taking into consideration the contextual realities of each country, and that migrants may remain in-country due to a variety of factors, embed and operationalize social cohesion and integration activities as early as possible.

   b.   Undertake a plan of action to transition from short-term relief distributions to longer assistance modalities that facilitate social integration and inclusion. Where migrants are stranded, recognize that they will be so for a prolonged period of time, and adjust services accordingly.

   c.   Outline ways to capitalize on external partnerships to combat xenophobia and promote solidarity using media outlets (including social media), and activating the volunteer network to 'myth bust' and further support acceptance of migrants.

   d.   Capitalize on the humanitarian sector's current recognized need for new approaches to protracted crises and to the global refugee situation for more flexible funding models that blend emergency and development financing to promote resilience and social cohesion. Integrate social cohesion in domestic and regional advocacy and fundraising priorities.

   e.   Ensure regular NS activities for local populations are not diverted by migration activities.

3.5 Advocacy and the Auxiliary Role

3.5.1   **Some NS were considered the 'voice of humanity' for migrants during the surge** pushing back in high level diplomacy meetings when Governments were not upholding humanitarian obligations.

3.5.2   **NS have been challenged in their auxiliary role to balance Government political agendas versus upholding humanitarian standards and principles in their migration response.** At times staff have been confused and conflicted about how to engage in an impartial, neutral and independent way.

3.5.3   **Strong advocacy was exercised by IFRC at the EU level but greater evidence based advocacy is needed.** Awareness of the realities at the field level is critical for effective advocacy.

Key Recommendations for Advocacy and the Auxiliary Role:

6. **Engage in targeted advocacy to address the critical and evolving migration issues in Europe**
   a.   Identify and communicate positions on priority domestic and regional advocacy issues, for consistent and realistic advocacy campaigns.

b. Invest in evidence based advocacy, ensuring that information and accounts from the field are documented, collated and reported.

c. Engage RCRC actors and partners in the IFRC [Humanitarian Diplomacy Policy](#) to specify roles, responsibilities and actions for migration advocacy and to assist NS in navigating the complex and sometimes conflicting mandates around the auxiliary role.

d. Consider organizing a dedicated donor conference to advocate for the need for more flexible reporting requirements that more accurately reflect what is needed and used by migrants, not just how many migrants were reached, as well as and multi-year funding streams that are in line with the realities of a migration response.

3.6 Volunteer Engagement

3.6.1 Volunteers play a central role in the migration response, but some NS struggled with their recruitment and management. In some contexts, volunteers expressed a lack of guidance or leadership, and a need for PSS support.

3.6.2 The recruitment of migrants as volunteers has been successful, an example of a positive social integration activity, offering an avenue for acceptance, belonging and participation.

Key Recommendations for Volunteer Engagement:

7. **Ensure that volunteer engagement is carefully planned and managed**
   a. Develop Volunteer Management Plans (VMPs) tailored to today's volunteer profile that can be rolled-out in a timely manner to respond to the unpredictable frequency and magnitude of migrant flows.

   b. During operations, ensure a volunteer focal point and set of messages exist clearly identifying and communicating roles and responsibilities.

   c. Listen to, support and recognize volunteers for their empowerment, well-being and retention.

   d. When possible, utilize migrants as volunteers be empowering and reinforce social cohesion, while providing valuable services to the migration response.

3.7 Coordination and Collaboration

3.7.1 At the NS level, the migration situation brought domestic and international units together operationally. Many referred to the migration response as a cause to rally around with new opportunities for capacity building within the NS.

3.7.2 New avenues of peer NS collaboration emerged, with NS now better positioned to collaborate should another surge occur. While effective peer to peer coordination occurred, it was in localized situations rather than done regionally, and was largely based on the initiative and prior relationships of key players.

3.7.3 The launching of individual Emergency Appeals as opposed to a Regional Appeal challenged consistent information sharing, and the potential that came from NS being positioned along the migratory route was not harnessed. The lack of a centralized, real-time, user generated

information sharing platform resulted in an opportunity cost due to in some cases duplication of distributions, limited anticipatory planning or varying quality standards along the migratory route.

3.7.4 **Coordination between NS and external actors was effective,** with NS in all countries effectively working with partners, but some challenged to engage the outpouring of external offers of help.

3.7.5 **Those NS who issued appeals appreciated IFRC assistance, but Western European NS noted they were left to manage their own response.** The delegate program was cited as the greatest value added by IFRC with Hellenic RC and RC of Serbia grateful for the ongoing support. Finland and Austria would have appreciated support from IFRC in mapping likely short and long term scenarios and also planning for the longer -term migration situation.

Key Recommendations for Coordination and Collaboration:

    a. Ensure key decision makers are brought together for planning.

    b. Identify migration-related competencies within the Movement and finalize the surge support roster

    c. Continue to foster and strengthen peer NS relationships built during this response.

    d. Develop SoPs which ensure cohesion between international and national departments with regular exchange of program information.

    e. Pre-negotiate and develop MoUs with government and other external actors.

    f. Develop a locally tailored 'Guide to Giving' for private individual and companies to help channel useful resources when they are presented.

8. <u>Establish rapid and streamlined information sharing protocols for NS' migration response.</u>

    a. Determine how information will be generated, managed and shared amongst countries of destination, transit and origin to better inform service delivery.

    b. Identify areas that would be most useful for NS for planning and service delivery during times of transit

    c. Identify barriers to this kind of information collection and sharing and take measures to address them.

Recommendation related to Evaluation Use (*falls outside any of the above areas of inquiry*)

9. <u>The IFRC can more strategically integrate learning from RTEs to improve emergency operations such as European Population Movement response by:</u>

    a. Analyzing extent to which management follow-up on RTE recommendations is monitored and enforced.

    b. Conducting a meta-analysis (evaluation) of findings across emergency operation RTEs to identify recurrent findings/areas to improve.

c. Identifying a reoccurring area of need or improvement highlighted by RTEs to do a more thorough assessment or focused evaluation.

1. Purpose, Scope & Methodology

1.1   RTE Purpose

This Real Time Evaluation (RTE) of the European Migration Response 2015-2016 was commissioned by the Under Secretary General (USG) of the Programme and Operations Division at the International Federation of the Red Cross (IFRC) Secretariat in Geneva. The IFRC and the National Societies (NS) it supports in the European Migration Response are the primary audience of the RTE, with the International Committee of the Red Cross (ICRC) and other stakeholders with whom the IFRC and NS partner as the secondary audience. The RTE is intended to inform not only the European Migration Response but other migration and related prolonged, multi-country responses beyond Europe.

According to the TOR, the purpose of the RTE is to "assess and provide lessons to inform the IFRC response to the ongoing migration crisis affecting Europe, as well as its response to migrants' needs beyond Europe. It will focus on the challenges confronted by and opportunities available to National Societies (NS) in their response to a prolonged, cross-border crisis with multiple stakeholders and political sensitivities. Attention will be given to the degree to which NS in European transit and destination countries have been proactive in developing and pursing approaches to their migration response, including cross-border collaboration and coordination."

The IFRC Migration Policy of 2009 provides further rationale: "We should… continually examine our ways of working with and for migrants to ensure that our action remains strong, coherent, and mindful of crosscutting issues. Our policy on migration is a living policy: It will be reviewed and, if necessary, revised as we evaluate its implementation." Further justifications can be found in the Terms of Reference (Annex 1).

1.2   RTE Objectives and Key Questions

The RTE has focused on challenges and opportunities both at NS and IFRC levels to respond to the European Population Movement[1] of 2015-2016. The report draws findings from four country visits - Finland, Austria, Greece, Serbia - triangulated with remote interviews with German, Hungarian, Swedish and Italian NS as well as interviews at IFRC headquarters (Geneva, Brussels and Budapest) to draw overarching conclusions and recommendations.

The evaluation team identified 5 core objectives during the inception phase:

1)   Identify to what degree European NS are "fit for purpose" to effectively respond to the needs and vulnerabilities of migrants.

2)   Identify the actions taken (or not taken) by NS in countries of transit and destination in preparing for and responding to the European Population Movement[2]. This includes in the core areas of:

---

[1] The European migration situation of 2015-2016 has been referred to in numerous ways. This report will use the term European Population Movement to refer to the events of 2015-2016.

[2] It is worth noting that a finding of this RTE is that labeling countries "origin," "transit" and "destination" for migrants is relative as the situation changes over time.

Humanitarian Assistance/Relief, Protection, Public Awareness and Integration, Advocacy, Auxiliary Roles, Collaboration[3].

3) Identify challenges confronting NS and the opportunities available to them in responding to a prolonged, cross-border crisis with multiple stakeholders and political sensitivities.

4) Identify the role that IFRC has played in supporting or hindering NS response to the needs and vulnerabilities of migrants.

5) Identify the role that other relevant actors have played in supporting or hindering NS response to the needs and vulnerabilities of migrants.

This report is the result of six weeks of data collection and analysis, during which new, pressing issues became apparent; the resultant report structure (discussed under Section III Key Findings and Recommendations), is thus intended to reflect pre-identified and emergent findings and related conclusions.

1.3   RTE Methods

The RTE team consisted of an external, independent lead evaluator, and three RCRC supporting evaluators. Selection of team members was done by the Management Committee and was based on thematic and evaluation experience, as well as gender balance. Data collection was conducted over a six-week period using primarily qualitative data collection methods, as outlined below:

1) **Literature Review:** see **Annex 2** for a comprehensive list of secondary resources consulted for this RTE.

2) **Semi-structured interviews (remote and face-to-face):** The team interviewed a total of 191 key stakeholders either by phone or remotely as listed in Table 1 below. A comprehensive list of persons consulted can be found in Annex 3.

Table 1. Persons Consulted
Headquarters
13 IFRC Geneva
20 IFRC Regional Office Europe Budapest
01 IFRC Brussels office
04 Partners in HQ
National Society where field visit was conducted(numbers include staff, volunteers, partners, and IFRC delegates)
29 Finland
25 Austria
18 Serbia
74 Greece
National Society where remote KI interview was conducted
01 Hungary
01 Italy
01   Germany

---

[3] Note, these areas of inquiry were determined in consultation with the Management Committee, and were identified as the core areas to examine based on preliminary interviews as well as reference to the Migration Policy 2009, London Plan of Action and the European Migration Framework (in draft form at the time).

04 Sweden

3) **Field Visits:** Four countries were visited by the RTE team for direct observation of migration transit and reception sites/camp, and in-person individual and group interviews with NS staff and volunteer, IFRC staff, and relevant partners. This provided an in-depth, first-hand account of the situation. The Management Committee selected the sample of countries purposefully: the selection criteria was based on including both transit and destination countries, availability of countries to receive evaluators. The number of countries visited was based on accessibility and what was feasible given human and financial resources.

4) **Workshops:** At the end of each country field visit, an exit-workshop was conducted with NS staff and volunteers to validate formative findings and solicit further information regarding conclusions and recommendations. Similar workshops were held in Budapest and Geneva following the four country field visits. These workshops were also an opportunity to present draft findings for key stakeholders to consider in real-time.

It should be emphasized that this was a qualitative exercise and such, relies heavily on the perceptions and feedback from different stakeholder groups. In addition to the other methods mentioned above, the evaluation team has systematically documented, collated, and analyzed insights 191 stakeholders to draw conclusions and make recommendations.

1.4   Methodological Limitations

1) **Geographic complexity**: The divergence among countries assessed is great, not only in terms of migrant flows, but also the capacity and previous experience of each NS, as well as the political stance toward and social perceptions of migrants. **Finland** is primarily a country of destination, where migrants arrived seeking asylum; **Austria** is not only a country of transit, but also a country where migrants have sought asylum; **Serbia** is a country of transit, but when the borders closed, thousands became stranded; during the surge, **Greece** was the first point of destination, from which migrants continued their onward journey, thus a country of transit. Like Serbia, when borders closed and after the enactment of the EU-Turkey agreement, thousands became stranded inside Greece.

   Another distinguishing factor between these countries is that IFRC Emergency Appeals were launched on behalf of Greece and Serbia, whilst Austria and Finland conducted their large-scale responses without multi-lateral support.

   This diversity understandably challenges comparison across countries and NS, as well as generalizations of findings and conclusions to overall Europe. The team has drawn common conclusions where possible, *however it is important to recognize the diverse geographic scope has resulted in some cases with findings and conclusions diverging from one context to the next.*

   Related, given the diversity of capacity, mandates and approaches taken by countries across Europe, the conclusions drawn may not be applicable to all countries in the Region.

2) **Temporal scope**: The team essentially examined *two separate response phases* in the countries visited: first, during the surge from the second half of 2015 until mid-March 2016, and second, after the Balkan

route closed and the EU-Turkey agreement went into effect on March 20, 2016. Migration flows drastically changed in each of the phases, (both discussed in more detail in the Background section below). As this is a real time exercise however, the recommendations provided aim to be forward looking.

3) **Unit of Analysis**: The primary unit of analysis for this RTE is NS, and secondarily, the IFRC. As such, direct data collection from the affected people - either migrants themselves or members of the host community – was not planned and only occurred incidentally. Thus, this perspective of affected people did not largely inform the analysis of effectiveness or impact of NS work.

4) **Sectoral responses**: The team was not able to go into depth on any individual sectoral response area and instead focused on drawing broader conclusions about the response as a whole. As such, specific conclusions and recommendations related to each area of intervention are not captured.

5) **Translation**: Translation of some key documents was not possible in the countries visited due to limited funds and human resources.

2. Background

Analysis of and literature about the European Population Movement of 2015/2016[4] is prolific. This report does not aim to capture all of the historical background nor the complex set of factors at play in this migration phenomenon. The below provides a basic overview to help frame the context in which the European NS and IFRC were and are currently responding to this ongoing situation.

2.1 European Population Movement: An Overview

In 2015, the European continent experienced population movements on a scale unprecedented since World War II. Over 1 million migrants[5] arrived in Europe predominately from Africa and the Middle East, fleeing war and taking the treacherous journey across both the Mediterranean and Aegean seas in overcrowded and unsafe rafts. For those who survived the journey over seas, what awaited them was a long, complex and dangerous overland crossing through Europe in the hopes of reaching northern Europe – mainly Germany or Sweden – where they could seek asylum. Their plight is one of incredible perseverance.

For the most part, European states were unprepared for the mass influx of people. The scale and urgency of population movements forced changes to the EU, Dublin and Schengen Agreements, with sovereign states scrambling to adapt federal roles, responsibilities and instruments. Some have argued that the EU's response has been more focused on securing borders than on protecting rights of migrants.[6] A charged welcoming sentiment from civil society urged governments to consider their humanitarian obligations and many relied on partners like the RCRC to assist in providing humanitarian assistance while migrants transited through or sought asylum in their countries.

> **Box 1. European Population Movement: Key Facts and Figures**
> Sources: *UNHCR and EuroStat*
>
> **Arrivals to Europe by sea**:
> - 2015: 1,015,078; Entries through Greece: 856,723; Entries through Italy: 153,842
> - As of 18 July 2016: 241,263; Entries through Greece: 158,937; Entries through Italy 79,851
>
> **Nationalities of arrivals**:
> - Syrian Arab Republic (33%), Afghanistan (17%), and Iraq (11%)
>
> **Asylum applications:**
> - 2015: Over 1.2 million first time asylum applications in EU, more than double that of the previous year. Germany, Hungary, Sweden, and Austria received around two-thirds of the EU's asylum applications
> - First quarter 2016: Estimated 287,100 first time asylum applications in EU (97,500 more than in the same quarter of 2015 but a decrease of 33 % compared with the fourth quarter of 2015).
>
> **Relocation:**
> - By July 18, a total of 2,242 asylum-seekers (3%), against the targeted 66,400, have been relocated from Greece to other EU countries since the beginning of the EU relocation programme in November 2015.

As time went on, nationalist anti-migrant parties in Europe became more prominent and vocal. With increased incidents of violence throughout Europe, some of it perpetrated by migrants, a number of deterrence measures

---

[4] The European Migration Situation has been referred to in a number of ways. This report will use the term European Population Movement when discussing these events.

[5] See Annex 4 for relevant definitions. This report will use the term 'migrants' to refer to people in transit or seeking asylum in Europe.

[6] Council on Foreign Relations, 23 September, 2015

were implemented. Some states tightened border controls, others built physical barriers among their borders, and still others introduced detention policies for migrants. By March 2016, the EU and Turkey reached an agreement which dictated that after March 20, 2016 all new migrants entering Greece from Turkey who were not in need of international protection would be returned to Turkey. This as well as the border closings along the migratory route meant that over 50,000 migrants became 'stranded' in Greece and thousands of others within the Balkan states.

The situation is complex, with political, economic, social and environmental influences affecting both push and pull factors along the migratory route. A number of unique features distinguish the European Population Movement from other migration situations:

- The sheer scale of people moving at once – up to 20,000 people in one day in some places - and the prolonged nature of the population movement.
- With constant flows of new arrivals, humanitarian actors had no time to provide continuous services or build continuity with the population.
- Xenophobia has been noted with vocal nationalist and anti-immigrant parties, intensified after numerous incidents of violence, some of which were perpetrated by migrants.
- A third country migration population with different cultural practices and social norms from Europe has challenged social inclusion and integration.
- The fact that migrants originated from diverse countries with different ethnicities and languages spoken has at times resulted in tensions
- Migratory routes were highly unpredictable, changing from one day to the next in a reaction to external events such as border closings or announcements from governments has made it difficult to plan
- For many European countries, there was limited experience and capacity to respond to a domestic emergency of this scale.

2.2 Migration within the Movement[7]

The Movement has a long standing commitment to working with partners and affected people to address the humanitarian needs of vulnerable migrants, regardless of their legal status. The Movement does not encourage or discourage migration, but as the **2009 IFRC Policy on Migration**[8] states, "address[es] the humanitarian concerns of migrants in need throughout their journey," including labour, stateless and irregular, as well as asylum seekers and refugees. Of foremost important is upholding the basic protections migrants are entitled to under international and domestic law. While not exhaustive,[9] Box 2 below highlights some of the resolutions and agreements taken by the Movement on migration prior to the European Population Movement of 2015-2016.

---

[7] The Movement encompasses collectively the 190 current National Societies (NS), the International Committee of Red Cross (ICRC), and the International Federation of Red Cross (IFRC). This report uses the terms IFRC to discuss the Secretariat and ROE in Budapest, and NS to discuss National Societies.

[8] All hyperlinks for referenced documents are based on available links as of the date of this report.

[9] For example, earlier resolutions on topics relating to migration adopted by the International Conference of the Red Cross and Red Crescent include: Resolution XXI, Manila, 1981; Resolution XVII, Geneva, 1986; Resolution 4A, Geneva 1995; and Goal 2.3 of the Plan of Action of the 27th International Conference, Geneva, 1999) and the resolutions adopted by the Council of Delegates (Resolution 9, Budapest, 1991; Resolution 7, Birmingham, 1993; and Resolution 4, Geneva, 2001).

Box 2: Examples of Federation commitments and policies existing around Migration

- **1997 Seville Agreement** –clarified roles for ICRC, IFRC and NS during emergency response when working with migrants
- **The Berlin Charter** calls for NS "to take immediate and sustained action to address the human vulnerabilities arising from all forms of population movement, irrespective of the status of the individuals themselves" adopted at the Berlin Conference in April 2002
- **2006 Policy on Refugees and other Displaced People** which the 2009 Policy on Migration replaced
- **Resolution 5** on "International Migration," adopted at the Council of Delegates Geneva, 23-24 November 2007.
- **Resolution 10** on the Policy on "Migration for the International Federation of Red Cross and Red Crescent Societies," adopted at the Council of Delegates, Nairobi, 23-25 November 2009.
- International Federation's **Migration Policy of 2009** expanded the scope of and replaced the Federation policy on refugees and other displaced people. It states that National Societies and the Federation have a responsibility to ensure that their activities and programs are carried out in compliance with the policy.
- **Resolution 3** on "Migration: Ensuring Access, Dignity, Respect for Diversity and Social Inclusion," adopted at the 31st International Conference of International Conference of the Red Cross and Red Crescent Movement in 2011.
- **Resolution 7** on "Movement statement on migration: Ensuring Collective Action to Protect and Respond to the Needs and Vulnerabilities of Migrants," adopted at the Council of Delegates Geneva, 7 December 2015.

Established in 1997, The Platform for European Red Cross Cooperation on Refugees, Asylum Seekers and Migrants or **PERCO**, has been a critical group in IFRC's policy realm, generating numerous publications, guidance notes and position documents on migration.

Migration also figures critically into IFRC strategic planning and is identified in the **IFRC Strategy 2020's** Strategic Aim 3, "Promote Social Inclusion and a Culture of Non-Violence and Peace," and notably in December 2015, the IFRC General Assembly approved **IFRC Plan and Budget 2016–2020**, which identifies migration as one of its eight Areas of Focus for IFRC programmatic support in the next five years.

a.   **IFRC European Population Movement Response**

In May 2015, the IFRC established a **Migration Coordination Cell** to boost the Movement's capacity to respond to the plight of people fleeing. The Cell developed A Movement Coordinated Approach Focusing on the Mediterranean and Neighboring Regions, with input from NS and outlined the core pillars of assistance, protection, and awareness raising. Based on an extensive mapping of 25 countries along the main migratory routes, this response plan identified three main lines of response, and a cross-cutting focus on advocacy, which was used as the overarching framework for the EPOA and subsequent European Migration Framework (with some modifications as described below):

1.   **Humanitarian assistance –** provision of services at borders and transport hubs offering food, shelter, clothing, healthcare, first aid, the restoration of family links and psychosocial support to migrants throughout their journey.
2.   **Protection –** development of protection activities that aim to protect lives, human well-being and secure respect for individuals, including restoring family links, legal and rights information, acting against exploitation, information on the risks of irregular migration, monitoring of detention condition and treatment.

3. **Public awareness -** promotion of respect for diversity, non-violence and social inclusion, including social acceptance, belonging, participation and cohesion.
4. **Advocacy** – integrating a humanitarian perspective into policy decisions, combating racism, xenophobia and discrimination across the above areas of response.

After the IFRC Regional Office allocated a series of DREFs and subsequent individual Emergency Appeals totaling more than CHF 20 million (Greece, Hungary, Italy, Serbia, the former Yugoslav Republic of Macedonia, Croatia and Slovenia (which only launched a DREF),[10] [11] a Regional Coordination, Response and Preparedness Emergency Appeal was launched on 20 November 2015 seeking CHF 2.2 mil with a timeframe of 8 months for countries along the migration trail. It did not include Turkey or any other countries outside of this route. The aim of the appeal was to strengthen and scale up operational support, coordination, communication, capacity building and preparedness for at-risk countries in the region.

By February 2016, NS delegates at the **Movement European Migration Conference in London** (referred to below as the London Conference) discussed the range of scenarios NS encounter in their response to the migrants in Europe, and agreed that a consistent portfolio of services should and could be delivered by NS across all European countries: health, emergency relief aid, restoring family links and the provision of information. Noticeably absent was protection, a core migration pillar.

In March 2016, when the Balkan Route closed and demands on services changed, there was broad acceptance that a longer term, more integrated strategy was required. As a result, an **IFRC European Migration Framework** was drafted,[12] identifying three primary outcome areas to collectively achieve the overarching goal of, "reduc[ing] the vulnerability of migrants through a coordinated and trans-regional support, and to strengthen and better coordinate advocacy efforts in the protection of migrants." The three lines of response are: Humanitarian Assistance, Protection, Public Awareness and promotion of respect for diversity, non-violence and social inclusion as well as Advocacy.

Also in 2016, a **Migration Lead** was appointed at the IFRC Geneva global headquarters, and a **Head of Migration** was appointed in the European Regional Office (ERO) to support a more coordinated approach to migration programming, information management, collaboration, and resource mobilization.

By April 2016, the London Plan of Action was released with a **Revised E**mergency Plan of Action (EPoA) Europe Migration to scale up resources to provide a more comprehensive and flexible framework to respond to the situation and potential future developments - continuing support of new arrivals, to stranded population, and coordination among destination countries. The updated plan placed greater focus on linking to local efforts, and drawing on resources and needs in countries of origin, transit and destination.

The timeline in Annex 5 outlines other key developments that IFRC has taken to respond to the European Population Movement with hyperlinks where applicable for further information. The information is coupled with events as they unfolded in Europe to demonstrate the political climate and operational context of the time.

---

[10] See: IFRC for appeals: Croatia MDRHR002, Greece MDRGR001, Hungary MDRHU004, Italy MDRIT002, Former Yugoslav Republic of Macedonia MDRMK005, Serbia MDRRS011, Turkey MDRTR003, Regional Appeal MDR65001
[11] Note a Turkey appeal was launched on November 9th 2012 and was evaluated as part of the Syrian RTE in 2014.
[12] Final and approved version still pending.

b. National Societies' Response to European Population Movement

Below is a brief overview of the migration situation and actions taken by each of the NS in the four countries examined as part of this RTE. This provides insights into the complexity of the regional operations given such a diverse contextual landscape (as mentioned in Limitations, above).

Finland : Finland has seen nearly a tenfold increase in the number of asylum seekers in 2015 up to 32,500 from 3,600 in 2014.[13] Approximately 3000 people arrived during the first five months of 2016 with a growing number of families and unaccompanied minors. Finland has recently tightened its immigration policies, and officials have recently said that about 4,100 asylum seekers, mainly Iraqis, had so far canceled their applications and that number was likely to reach 5,000 in the coming months.

During the influx in the summer of 2015, the Finnish Red Cross (FRC) scaled up operations from managing six reception centres to 109 in March 2016 (60% in the country) in which they provided accommodation to approximately 15,000 asylum seekers[14], distributing food as well as maintaining reception centers which provide cooking facilities for migrants to prepare food themselves, providing acute health checks and restoring family links (RFL).

Finnish RC starts integration activities for asylum seekers once they arrive at a reception center, prior to an asylum decision which on average takes six months. These services range from language classes and clubs, homework clubs for children and other social, wellbeing and employment related activities which promote interaction between people from different backgrounds.

Austria: During the surge, the Austrian Red Cross (ARC) operated about 80 makeshift shelters in eight out of nine counties, accommodating approximately 70 % of the people moving through Austria. During their travel across Austria, Austrian RC facilitated transportation with rail and bus companies. In addition, Austrian RC supported cross border activities in Hungry and Slovenia. So far, more than 19,300 volunteers and staff have been mobilized.

Austria received almost 90,000 new asylum applications in 2015, a threefold increase over the previous year. The Federal Ministry for Europe, Integration and Foreign Affairs supports a number of integration focused projects of the ARC for migrant children and young people including language development. ARC continues to support more than 4,000 asylum seekers with long-term shelter and essential services, as well as social and integration programmes. Elsewhere, 24 ARC experts have been deployed to Greece providing health care services at the Idomeni camp on the Greek/Former Yugoslav Republic of Macedonia border, and Hungary to support assessment, coordination and WASH activities.

Greece: More than one million migrants and refugees are estimated to have travelled to the EU during 2015, of which 80% are considered to have come through Greece[15]. This situation has been compounded by a number

---

[13] Reuters, "Thousands of Migrants leave Finland voluntarily," 12 February 2016.

[14] Note that the highest number of asylum seekers FRC accommodated was 16,796 in January,

[15] BBC: "Migrant Crisis Explained in Seven Charts," 4 March, 2016.; Svenska Yle (Finnish news-channel): "EU Turning its Back on Refugees," 24 February 2016.

of neighboring countries closing their borders with Greece, blocking migrants from leaving Greece. According to UNCHR, as of August 25, an estimated 58,453 people are currently stranded in 48 sites with approximately 8,400 in detention facilities with poor conditions. Although there are numerous examples of the generosity of Greek society towards migrants, the magnitude of the crisis has also lead to frictions between migrants and host communities and increased xenophobia.

The Hellenic Red Cross (HRC) has responded to migrants' immediate needs by delivering relief (food and non-food items); basic health care; water, sanitation and hygiene; and RFL. The IFRC have assisted the HRC by allocating a Disaster Response Emergency Fund (DREF) and launching an Emergency Appeal (EA), as well as deploying its global response tools such as FACT, RDRTs Emergency Response Unit (ERU). An emergency appeal was revised in October 2015, and subsequently revised again in April-May 2016, taking into account the new situation of migrants stranded in Greece .**Serbia:** In 2015, Serbia was used as a corridor by more than an estimated half a million migrants to reach Western and Northern Europe, making the country one of the major transit countries for asylum seekers. With the tightening of borders across Europe, UNHCR estimates as of August 21, 4,400 migrants stranded there with numbers regularly fluctuating as people are smuggled in and out of the country. Close to 80% of those remaining are accommodated in governmental facilities.

The Red Cross of Serbia (RCS) has been delivering assistance to migrants since June 2015, focusing on delivering food rations and hygiene kits but also distributing non-food items such as rain coats. Their current appeal covers basic health care and first aid, hygiene promotion, food rations and non-food items. The RCS also provides RFL services and have received more than 160 tracing request since the start of 2016.

3. Findings and Conclusions

The findings and conclusions are organized around the evaluation's areas of inquiry, as follows:

3.1 Preparedness and Planning
3.2 Assistance and Relief
3.3 Protection
3.4 Social Integration and Inclusion
3.5 Advocacy and the Auxiliary Role
3.6 Volunteer Engagement
3.7 Coordination and Collaboration

These areas of inquiry were developed during the inception phase where the team determined through interviews, consultation with the Management Committee and reference to the Migration Policy of 2009, the London Plan of Action and A Movement coordinated approach focusing on the Mediterranean and neighbouring regions and the The European Framework for Migration (in draft for at the time).

Each section begins with a cover page which provides:

- Evaluation questions related to the area of inquiry
- Main conclusions
- Examples of factors that enabled and hindered success in this area
- Illustrative quotes from respondents to highlight key findings

The narrative for each area of inquiry is then outlined with numbered conclusion statements followed by descriptive findings to support that conclusion. Important topic statements are bolded throughout to highlight main points. It is important to reiterate what was mentioned in the Methodological Limitations above: **the diversity of countries assessed has challenged comparison across countries and NS, but where similarities existed between countries, these have been pointed out. The team has drawn common conclusions where possible, however the diverse geographic scope has resulted in some cases with findings and conclusions diverging from one context to the next.**

3.1 Preparedness and Planning

Evaluation questions

- How capable are and to what degree have NS been able to assess and prepare for the needs and vulnerabilities of migrants in this rapidly changing context?
- How likely will European NS be able to sustain an effective response to the migration crisis?

Main Conclusions

3.1.1 Along with partners, notably European governments themselves, The IFRC and NS assessed were underprepared for the scale and longevity of the European Population Movement

3.1.2 While a substantial number of migration documents, policies and commitments exist, they were not sufficiently utilized during planning and operations.

3.1.3 When planning the response, internal collaboration mechanisms especially between Disaster Management (DM) and Migration program areas were challenged at the NS and IFRC levels.

Examples of Success and Hindering Factors

Success Factors:

✓ Having a pre-existing Memorandum of Understanding (MoU) with the government is critical to timely and effective scale up. For example, Finnish RC has signed an MoU with the Finnish Immigration Service and the Ministry of Employment and the Economy which stipulated that it would provide services for up to 20,000 migrants meant that no time was wasted negotiating roles.

✓ A clear organizational structure with decentralization and delegation of authority is essential to ensuring localized decision making. The Austrian RC worked effectively with each Branch responsible for command and control of activities, and the Vienna HQ serving as the focal point for all federal negotiations and advocacy.

Hindering Factors:

❖ Lack of Organizational Development (OD) can significantly hamper timeliness and effectiveness of operations. This was the case in Greece where longstanding and well known OD issues existed within the Hellenic RC. IFRC support continues to be essential, but early obstacles, such as lack of legal IFRC status in-country challenged the response.

❖ A lack of clarity on how Disaster Management (DM) and migration program areas are meant to work together resulted in underutilization of existing migration expertise within the organization. Although IFRC appeals go through the Emergency Support Group (ESG) and technical advice is sought, many questioned the degree to which the peer review process was inclusive, resulting in a DM emphasis to the operations, with other technical units being sidelined.

❖ Multiple migration statements, commitments and policies exist, but insufficient attention has been given to operationalizing them.

Illustrative quotes

- *"We have all of the migration documents we need, but they need to be more usable, practical tools."* Budapest
- *"If we had taken a strategic approach from the outset, thinking about short, medium and long term approaches, it would have been a totally different experience."* Greece
- *"The Federation was never labeled as a migration organization unlike UNHCR, IOM who understand the policy and operational set up. Here, there was a lack of understanding what services we can comfortably offer. There's much clearer understanding of what we do in so called classical disaster response – relief."* Budapest

3.1.1 Along with partners, notably European governments themselves, The IFRC and NS assessed were underprepared for the scale and longevity of the European Population Movement.

Interviewees and secondary sources note that European governments were overstretched and unable to handle the huge influx of migrants transiting through or seeking asylum in their countries on their own. Recognizing the RCRC's considerable experience working in emergencies and with refugees and displaced people, governments turned to their auxiliary partner for support. NS staff and volunteers rose to the occasion exhibiting exceptional dedication and commitment in the face of many obstacles. External actors commended the RCRC as being a strong and reliable partner. Many NS quickly relocated their humanitarian services to areas where they had not previously had a presence – at border crossings and reception centers – to assist migrants transiting through the country.

However, the sheer scale of migrants arriving caught public authorities, NS and the IFRC off guard. "*No one could have prepared for this*" was the common explanation. Yet others pointed to events and indicators – namely significant increases in numbers arriving in Italy in the first half of 2014 – which should have, as one respondent put it, "*sounded the alarm bells.*" Frontex's Deputy Executive Director warned in May of that year, "If the current trends continue, and with the summer months approaching, there is a strong likelihood the numbers will increase further,"[16] and UN figures showed the human tide of people forced to exit Syria began in earnest in early 2012, which could have triggered earlier attention and planning. As one respondent said, "*The writing was on the wall.*"

While it is generally acknowledged that the migration situation in Europe is far from over, NS are challenged to articulate strategic direction with regards to longer-term, future plans to meet migrant needs, (see Section 3.4 Social Integration and Inclusion). For example, the Hellenic RC was part of a [scenario planning exercise with the Assessment Capacities Project (ACAPS) in March,](#) with the results incorporated in the new appeal. While the scenario was of use at the time, respondents noted that scenarios like these needed to be revisited and regularly updated coupled with a long term strategic planning focus, given to the ever-changing context, lack of transparency from government, and the inherent challenges in predicting migrant flows. That said, it is encouraging to see that future planning is being done in some cases such as in Greece, where as part of the revised appeal, winterization NFIs have been stocked including blankets, camping mats and sleeping bags.

European governments as well as NS underestimated the scale and flows of migrants, but for some, pre-existing agreements enabled a swift scale up. Some in the Finnish RC, for example, assumed migrants would enter via the Russian border, or by via ferry to Helsinki, and that asylum seekers that reached Sweden would remain there due to the better conditions. Ultimately, the majority of asylum seekers entered northern Finland through Sweden.

However, the Finnish RC's long standing agreement with the Finnish Immigration Services stipulating that the organization will serve up to 20,000 migrants, was considered an enabling factor that defined clear roles and responsibilities so no time was wasted negotiating this. The rate of migrants arriving in Finland in 2015 did however, exceed the preparedness plan, and while the Finnish RC remained the backbone in the response, running 60% of the reception centers in the country, the Government resorted to private companies and NGOs to address the gap, leading to variance in standards and humanitarian services.

---

[16] [BBC World News, Europe](#)

The organized and decentralized structure of the Austrian RC worked effectively and the initial response was timely and well received; each Branch was responsible for the command and control of activities, and the Vienna HQ as the focal point for all federal negotiations and advocacy.

Some incorrectly assumed that an emergency response in Europe would be easier to manage than in less developed countries. For example, interviewees in Greece had expected more straightforward working conditions without security

"Everyone says because we are in Europe it will be easy, and easy to travel – not true! We don't even have a bank account here!" Greece

concerns. The Greek operation, however, confronted considerable bureaucratic hurdles and severe security concerns (see Section 3.3 Protection). With the provision of numerous support staff and technical expertise, the IFRC has demonstrated a concerted commitment to assisting the Hellenic RC,[17] but decades old challenges in the Hellenic RC governance, compounded by the political context (noted below), nevertheless made such planning difficult.

The assumption that operating in the European continent would mean high capacities and availability of materials was also incorrect. For example, the Austrian RC cited difficulty procuring essential supplies to equip migrant centers as European retail outlets had "sold out of tents." Eventually the Government needed to resort to a manufacturer in Turkey. The same was found in Greece where a reliance on local markets for winter socks led to months long delays. For many countries, this was the first time they had responded to such a large scale domestic emergency and these mechanisms were tested.

Lack of Government transparency has challenged planning, highlighting the shortcomings of over-reliance on Government plans and information. In Greece, staff noted that from one day to the next the Government would decide to open camps, close others, and change policies for how to handle the migrant populations. "*We're always chasing,*" one staff member commented. This makes planning extremely challenging and contributed to a sense that, as another staff reflected, "*We're always in reactive mode.*"

This was evident in Lesbos where during the time the evaluation team as there, over 100 new migrants arrived. The camps were already overcrowded (see Section 3.3 Protection), and when asked where new arrivals would go, all workers – from camp managers, UNCHR staff, Hellenic RC staff - could not provide an adequate answer. "*We will wait for the government to tell us,*" was the common response.

In Serbia, elections were held in 2016, but a new government has not yet been presented, delaying any future plans for migrants. So far, the government has allowed over 500 migrants who do not wish to register and stay at state provided registration centers to reside in a public park in Belgrade near the train station. Apparently the government has a revised response plan which is adapted to the situation of

"So far transparency has been lacking. With migrants, the government is responsible for their lives, we are only auxiliary partners. When you ask me how can we be more effective, we first need to know the government plan, and then we can be more effective." Serbia

---

[17] The RTE found the documented and observed OD issues within the HRC to be considerable. For instance, IFRC mission reports prior to the migration operation reflected prior knowledge of the predicament: "Hellenic Red Cross is in Peril," 3/2016. The HRC's reputation had been seriously compromised after years of debt, the imprisonment of the previous President, and an appointed Board of Governors and President which have been contested in court. While more complete documentation of this finding falls outside the scope of this evaluation, it is important to note the concern raised about their capacity for a response of this magnitude and profile.

stranded migrants, but has not provided further information on when it will be available. In the meantime, the attitude is one of *wait and see* as RC of Serbia continues to provide food in the park, knowing that winter is approaching, but without future planning for how assist these undocumented people.

3.1.2 While a substantial number of migration documents, policies and commitments exist throughout the Movement, they were not sufficiently utilized during planning and operations.

Although substantial policies, agreements, resolutions and calls for actions speak to the Movement's long standing commitment to migration, many commented that they lacked practical guidance. Policies have not been enforced, and although commitments are made, accountability mechanisms do not exist. One source felt that migration know-how at IFRC was at its strongest in 2009, when the Policy on Migration was approved, but it was mistakenly assumed that NS would have the willingness, capability and resource to implement it.

> *"If I spent the time trying to understand all of them, I would never get my work done…It is all about how to bring it down from the policy level to the operational level."* Austria

During the surge, core migration documents and tools were not utilized as DM staff were either unaware of them or saw them as theoretical and not fit for purpose.

As of the start of the 2015 surge, there was little available to assist the response in terms of situational analysis, scenarios for operational planning, protocols for coordination and scale up across Europe, frameworks for how to move from a short term emergency response to a longer term and sustainable migration response.

It is worth noting more practical guidance has since been developed, such as the Smart Practices identified in the 2016 IFRC Global Migration Study, the 2016 IFRC Youth and Migration Handbook, and the 2016 German RC Guidelines on Emergency Sheltering for Refugees in Germany. Nevertheless, for the European response, these have come late. In addition, in the second half of 2015, IFRC created a migration information portal, with remote support from the British and American Red Cross. These tools have been communicated through an internal newsletter that promotes the IM portal, which currently has 365 subscribers. However, it is still unclear to what extent these tools are being currently used.

3.1.3 When planning the response, internal collaboration mechanisms especially between Disaster Management (DM) and Migration program areas were challenged at the NS and IFRC levels.

At the time of the surge and scale up, although migration sat centrally in the Federation's mandate – being one of the 8 core focus areas –much of the internal expertise was not initially harnessed. The urgent needs in the early phases of the response required a DM approach and an emergency response was activated through the appeals and Disaster Relief Emergency Fund (DREF) system, utilizing the Head of Emergency Operations (HEOPS), Field Assessment and Coordination Teams (FACT) and Emergency Response Unit (ERU) tools. The part time migration focal point in Budapest was part of the migration Task Force and the migration focal point in Geneva was part of the Emergency Support Group (ESG) and in Greece, the FACT team in 2015 included Health and Community Engagement and Accountability

> *DM team did a good job providing core services, but they missed opportunities for an expanded response and working as a team to address complexities."* Budapest

(CEA). Despite this, the RTE team consistently heard concerns about the overall degree to which technical areas important for migration were reliably engaged or had meaningful impact to inform the long-term and politically sensitive nature of the migration situation. This 'schism' (as it was referred to by multiple

stakeholders) was reiterated at the NS level as well, with one staff in Austria noting, "*At ARC we have two heads – DM and Integration but this isn't a two headed organization - we should have one head that can do both.*"

In recognition of the complexity of the crisis, two senior heads of operations with experience in complex humanitarian situations were deployed twice to Europe Regional Office and to Greece. Yet, initial plans of action were short term in nature and did not consider the potential longer-term migration needs such as integration and social inclusion.

Even by the time of the revision of the emergency appeal, staff noted that it was still very DM dominated and that drafts were shared with technical units when they were more or less finalized, with commitments already having been made. Related, technical units reviewed the plan of action and budget separately and noted that a more collaborative peer review process would have resulted in a more comprehensive set of services offered.

Since the appointment of a Head of Migration in the Regional Office for Europe (ROE) in Budapest, many noted that the situation has improved, and should there be another surge, a more holistic approach to planning will be taken.

Concerns were expressed over the appeals process for the IFRC migration operation, in particular the initial focus on country-specific appeals versus a regional appeal. Critics of the country appeals pointed out that it was clear the surge was going to affect multiple countries across Europe, and a regional appeal could have offered a more flexible funding instrument providing greater continuity along the migratory route and more efficiency given the time spent drafting and revising each country appeal. Others explained to the RTE team that the reason country appeals were first pursued was to adhere to the standard set of IFRC procedures, and experience had shown that a regional appeals are difficult to fundraise for and would receive little support. Furthermore, it would have required negotiating with donors that funds earmarked for a country would be transferred to a region. Eventually, by November 2015 the Regional Office of Europe (ROE) did adopt a regional appeal for the European migration operation, but many noted this should have happened sooner.

3.2 Assistance and Relief

Evaluation questions

- Were/are the standard tools, services, protocols appropriate for this response? How should these be/ have been adapted to this context?
- What factors (both internal to the Movement and external – political, contextual, etc.) have supported (helped) or hindered European NS in their response to the needs and vulnerabilities of migrants?
- How well (or unwell) have European NS adapted to the changes in the needs and vulnerabilities of migrants? How flexible have they been?

Main Conclusions

3.2.1   The response has emphasized material assistance of which substantial amounts were provided to migrants both in transit and to those who are now 'stranded.'

3.2.2   Immediate first aid was reliably provided during the surge, and basic health care services are being provided in some countries, notably Greece.

3.2.3   NS recognized but only partly responded to the information needs of migrants, with current Community Engagement and Accountability (CEA) practices being requiring greater attention.

3.2.4   A general lack of flexibility in emergency tools and support services (particularly human resources and procurement) has affected timeliness and efficiency in the delivery of goods and services for some NS.

Examples of success and hindering factors

Success Factors

- ✓ Adaptability to the changing needs is critical. For example, many NS quickly adapted to the needs of migrants in transit, revising the standard kit into travel size packages.
- ✓ Prior training ensures quick deployment of qualified volunteers. For example, prior rigorous first aid and search and rescue training of the Samaritan volunteers, of the Hellenic RC allowed them to be front and center during the surge, playing a vital role in assisting migrants at the first point of entry.
- ✓ The RCRC is a symbol of trust. For example, many noted the RCRC emblem was recognized by migrants along the migratory path and provided reassurance amidst armed military and police personnel.

Hindering Factors

- ❖ Strictly abiding to donor reporting requirements can hinder effectiveness. For example, due to reporting requirements, NS were unable to change distribution models that would allow migrants to choose what they needed, and thus distributed the same parcel to everyone, much of which was discarded.
- ❖ Overemphasis on providing goods and clearing warehouses can undermine relevance and lead to waste. For example, some NS prioritized clearing warehouses of existing stock despite the fact that the needs of the migrants had changed and what was being delivered was no longer appropriate.
- ❖ Lack of translation services seriously undermines the ability to communicate with migrants and thus respond to their needs.

Illustrative quotes

- **"I don't even bother putting my hand up in meetings anymore when there is a call to respond to an urgent need. I know by the time I get all of the approvals done, the need will be over."** Greece
- **"The biggest need was information. People want to know what will happen to them."** Austria
- **"This is my fourth RTE, and each one a finding is that support services have been neglected and are inadequate, but the Secretariat does not do anything about."** Geneva

This section discusses findings related to assistance (goods and services) provided to migrants throughout the response, including analysis based on the evaluation criteria of relevance, timeliness and efficiency.

3.2.1 The response has emphasized material assistance of which substantial and impressive amounts were provided to migrants both in transit and to those who are now 'stranded.'

During the surge, NS were able to adapt to the situation by adjusting relief items to be more appropriate for migrants on the move. The IFRC [Combined Monthly Europe Population Movement Operations Update (July 2016)](#) cites impressive quantities of relief items distributed, requiring considerable logistics, procurement and warehousing capabilities. Large food parcels were broken down into manageable sizes and bulky non-food items (NFIs) reconsidered for the needs of traveling migrants – e.g. lighter blankets, smaller hygiene items, travel size personal hygiene items, and the provision of backpacks. The RTE team heard from partners that the RC of Serbia set an example with their assessment and subsequent assistance packages, which was followed by other NGOs.

Concerns were raised about the quantity and redundancy of delivered material items. Numerous examples were cited of goods being thrown out, sold or simply left behind. For example, migrants received hygiene kits when they crossed each border, resulting in an overabundance of certain items, such as toothbrushes. Parts of food parcels contained redundant goods that were left behind, and in Serbia, when poor Serbian families were found rummaging through the piles of waste, led to a media backlash. In Greece, despite items like tuna fish having been identified as generally disliked by the migrant population, they were reported to the RTE team as having been reordered in new food parcel packages.

Some NS Branches made efforts to limit the amount of food and NFIs given to migrants, such as at the border with Slovenia, where strict rules were given to volunteers about quantities to provide to transiting migrants. The team heard of another NS (outside of those visited for this RTE) who considered limiting waste by changing the distribution model whereby migrants could choose what they needed amongst the items in the kit as they passed through. However, this plan was not activated because of donor reporting requirement that mandated demonstrating number of people reached with each kit.

Cultural inappropriateness of aid was identified in some cases. In collection and transit centers in Austria, interviewees noted that migrants had no use for personal hygiene NFIs, such as toilet paper (as cultural familiarity was to use water instead), and certain food items, such as herbal tea and sparkling water, was not used by migrants. Related, hundreds of portable, western-style sit-toilets were initially purchased, but later had to be replaced with culturally appropriate squat-toilets. In one positive example of adaptability, the Hellenic RC, recognizing that the food that was being delivered in the camps was inappropriate, was able to tap into the Syrian food distribution pipeline. At the time of the RTE, an interagency effort to provide communal kitchens to address the disliked food provided by the Greek authorities in the camps, was being considered but not fully implemented due to considerations of safety, hygiene and fire hazards.

During the post-surge phase, relief items have been slow to adjust to the more stationary needs of migrants. In Serbia, logisticians noted that the warehouses are filled with items such as dry food packages

intended for people in transit which are still being distributed. While staff noted these exceed the Sphere standards for caloric intake, the nutritional component of the package consists of cookies, chocolates, canned meats and fish which the RTE team saw numerous migrants selling outside of the camp. Preparations are being made to provide ready-to-eat meals, but the supplier only has two non-pork options (RC of Serbia is in the process of

"If I could diversify the food package I would, but we're stuck with what we committed to in the appeal which was drafted for people on the move. So now I'm left shoving tuna down people's throats every other week." Greece

negotiating for other options). While camps have safe, potable running water, they also receive two bottles of drinking water from the Hellenic RC in Lesbos, which some believe sends the wrong message that the water in the camps is not safe to drink. As one Delegate said, *"We're doing things based on an assessment that is 5 months old. There's a reputational risk if it looks like we're clearing our warehouse… which is what we're doing."*

Cash transfer programs (CTP) offers much potential for the response and was considered early on, but at the time of the RTE had still not been utilized. Within IFRC and NS, cash transfer programming has primarily been used in natural disaster settings. Many interviewees expressed that there could not be a more obvious response in which to use cash. During the surge, although discussions and considerations of using cash took place within IFRC and NS, it was not taken on board. The reasons why are significant and include:– in some places government's refusal to allow cash as a modality, imbalances created with the host communities, liquidity issues in countries facing financial hardship, as well as the complication of working with undocumented migrants given the documentation requirements of financial service providers. Finally, complicating the potential for CTP was the continuously changing situation with borders opening, then closing, permission for only some nationalities and not others to be let through, which affected the ability to target populations.

A pilot CTP program was pursued in Greece, but according to the Emergency Appeal Operations Update issued July 1, due to the absence of a CTP coordinator, as well as what was described to the RTE team as internal lack of capacity (despite temporary technical support provided by the Danish Red Cross, British Red Cross and the IFRC in Geneva), it was not fully implemented, with many other agencies already far along in their cash distribution programs. In Serbia, cash has been considered a mode of assistance for the situation today, but the rationale for not doing CTP was that it was not a modality senior leadership was familiar with, donor requirements were not supportive, and there were issues with the remittance partner.

3.2.2 Immediate first aid was reliably provided during the migration surge, which has been complimented by basic health services as migrants are 'stranded.'

While in transit, people were generally unwilling to leave their group or delay transit to seek medical attention or PSS support. Sources cited many instances of people foregoing medical treatment particularly when health services were off site, even those requiring urgent attention: a woman carrying a dead fetus in her womb, people with untreated major fractures, people with non-communicable diseases who had low or no supply of life saving prescription medication. NS reliably provided first aid to those needing basic treatment during transit, the search and rescue and first aid services provided by the Samaritans volunteers of Hellenic RC were commendable.

Now that people are stationary, basic health care is essential and support for some NS has been expanded. In Greece, first aid is still being provided by the Samaritan volunteers in camps and this work was actively commended by a camp coordinator in one of the camps visited by the RTE team. Since the end of September 2015, Hellenic RC has also provided basic health care and still remain in sites based on the need.

The services in these places have expanded since the population has become stranded to include antenatal care, nutritional screening of under age 5, health education, vaccinations and mobile clinics.

Considerations to address longer term health problems are being discussed as they are currently compromised in some cases with government run medical services being far from camps. For instance, in Greece, migrants often have to arrange their own travel arrangements at personal cost, and a lack of translation at the hospitals has also hindered care. The Hellenic RC has recognized this issue, and has advocated at the health coordination meetings and with the Ministry of Health both in Athens and at the municipality levels. In some cases, the Hellenic RC provided bus tickets and taxi fares for patients. Some interviewees have argued given the expertise within the Federation, and the funds raised through the appeal, this is an opportunity for the RCRC to have greater impact in this area.

The need for psychosocial support (PSS) for migrants and volunteers was evident in all countries visited. NS staff noted the challenges with delivering PSS activities to people in transit, because as mentioned, they were reluctant to stop. Today, the trauma experienced by many migrants in their countries of origin and along the treacherous migration route, coupled with the frustration and uncertainty about their current situations, has led to severe emotional distress. The team heard of increases in suicide rates in camps in Greece, and high rates of depression amongst asylum seekers awaiting decisions in Finland. PSS for volunteers was also recognized as a need in all countries visited (see Section 3.6 Volunteer Engagement).

As a result, PSS has increasingly been identified and pursued as a priority area for the migration response. For example, the Finnish RC has provided an onsite nurse in some reception centers to support PSS as well as the volunteer planned activities, and the Serbian RC is planning a PSS project with Austrian RC for migrants on the move. In Greece, PSS coordinators started working in May and training from Spanish RC has begun on PSS and further trainings are planned but have been delayed due to personnel recruitment. A delegate working with the Hellenic RC will be offering PSS to men in camps in Lesbos, but at the time of the evaluation, these activities had not begun as MoUs and state permissions had not yet been granted.

3.2.3 NS recognized but only partly responded to the information needs of migrants, with current Community Engagement and Accountability (CEA) practices requiring greater attention

Information was considered a fundamental need of people in transit, primarily about the conditions going forward, changing border controls, various routes and their rights. The Walkie-Talkie system was introduced on the islands in Greece and provided broadcasts of 20 minute audio messages in various languages describing services available and addressing frequently asked questions. Information kept changing though, and what was pre-recorded was often out of date. This was also true in Austria where police used

"Today communication and information are as important as water." Austria

translators with loud speakers, or electronic screens in cueing areas but were sometimes challenged because they themselves did not have the information. Austrian RC also printed 90,000 copies of a *You've Arrived!* Handbook in 3 languages which provided useful information about Austrian culture and where to get help.

In July 2016 IFRC launched *Virtual Volunteer* in Greece[18] – to support not only migrants but also volunteers – and intends to roll out this web based service more broadly with Swedish RC in the next phase, and the Italian RC also being planned. The Netherlands RC "Refugee Buddy' App was considered for Greece but not all

---

[18] Promotional materials for this are planned to be distributed to all sites shortly.

migrants have smart phones and downloading and installing an app was thought to be a barrier to some. Consideration has been given however to ensuring *Virtual Volunteer* content format is transferrable.

Connectivity was also critical. Mobile recharging stations and wifi were provided in most reception and transit centers, assisting migrants to stay in touch with loved ones. At times SIM cards were provided by private companies with varying degrees of uptake based on a range of trust levels and fear of monitoring. In Greece, the "Three-Minute Phone Call" worked with success, with family members able to tell their loved ones that they had arrived.

As would be expected, today, people in camps and centers are desperate for information about what will happen to them and their families. Primary inquiries include timing of their an asylum interview, their chances of getting asylum, their rights both while waiting for an asylum decision and after a decision has been made. Further information about services available and where to access support while waiting were also deemed critical. This need challenges all humanitarian actors in all of the countries visited, as many don't have many of the answers people are seeking – especially in terms of timing for their interviews and their chances of getting asylum. At the time of the RTE, the EU had begun information sessions to migrants in camps in Greece to explain options, rights and the processes. At times, these were deemed insensitive to the intense anxieties of the migrants, with the first options listed being returning home.

Some sources called for better information sharing with people in their countries of origin to dispel rumours and high expectations set by smugglers. One camp manager recalled a group of arriving migrants in Lesbos who were furious because they did not get their own container, asking "*Where are my new clothes? I paid 3,000 Euro for my own shelter and new clothes!*" Without dissuading people from fleeing, there is a need to inform people in countries of origin about the realities, what to expect, what their options will be when they arrive.

The Federation is increasingly recognizing the importance of CEA activities. However, at the time of the evaluation, CEA had yet to be consistently embedded in NS' response. Informal channels exist to collect feedback, such as in Greece, where community meetings with migrants are held, and face to face interaction happens during distributions. Psychosocial support consultations in Finland also provide an opportunity for migrants to give feedback. But efforts to engage in structured two-way communication with migrants, to solicit their feedback or provide safe and accessible ways to lodge complaints were not found.

The Hellenic RC has set up a hotline for migrants, but interviewees commented that it has been more of an information and referral service for people asking for assistance rather than a mechanism to register complaints or provide feedback regarding services. The operation in Greece is currently hiring site officers whose TORs include a CEA component.

In Finland and Austria, integration programming more strongly engages with the needs and aspirations of migrants. Feedback is largely collected through dialogue and informal means. This highlights the importance of beginning integration programming early, as it offers multiple benefits, including a chance to engage and dialogue with migrants. (See Section 3.4 Social Integration and Inclusion)

Further complicating CEA activities is a lack of translations services. The predominant languages spoken by migrants in the European migration response are Arabic, Farsi, Kurdish and Urdu. Sources in all countries visited noted the lack of translators being a significant hindrance to effective communication. Hellenic RC staff borrow partner agency interpreters during food distributions in Lesbos. In another camp in Attica, health staff reported communication difficulties because there are no interpreters at the hospital. In

Austria, translators had to be rigorously screened, as some were found to be voicing propaganda instead of actually translating. Many respondents wondered why, given the worldwide network of staff, that translation services could not be found through partner NS from MENA region. While this was attempted during the surge, due to visa issues, people were not brought in to assist.

3.2.4 A general lack of flexibility in emergency tools and support services (particularly human resources and procurement) has affected timeliness and efficiency in the delivery of goods and services for some NS.

The RTE team found general acknowledgement of procurement challenges at both NS and IFRC levels in the migration response. This was partly due to issues discussed in Section 3.1 Planning and Preparedness, including underestimating the scale and longevity of migrant flows, the difficult working conditions in Greece in particular, and challenges in planning due to unreliable information from governments.

However, **many of the challenges in support services were also due to what has been characterized as burdening organizational bureaucracy, resulting in delays and inefficiencies at the field level.** It is worth noting that such challenges are not a new finding within the Federation.[19]

Human Resources (HR) challenges

Recruitment was cited as one of the biggest challenges in the response, especially in the Federation response in Greece, where it took up to five months in some instances to recruit and replace staff. Reasons for such challenges included the unavailability of qualified staff and lengthy bureaucratic procedures and requirements. Recruitment of international staff was delayed due to IFRC's lack of legal status in the country, for which it eventually resorted to an external, national HR company. IFRC HR representatives are due to gather in October 2016 to develop a plan to address these and related problems, and a migration roster is being planned by the Migration Lead to enable expertise to be plugged in as needed.

Another challenge in the IFRC Greek response has been the **high degree of turnover of international delegates working as staff and with Emergency Response Units (ERUs).** While these international personnel were commended for their excellent contributions, many Hellenic RC staff noted how the frequent rotations stalled momentum and meant that institutional history and continuity was lost. Many questioned the appropriateness of the ERU model for a protracted situation which is still being applied today.

At the NS level, financial difficulties also challenged HR. This was most notable with the Hellenic RC. While NS staff funded through the IFRC appeal were paid regularly, the RTE team was told that it was demoralizing for other NS who were not paid regularly by the Hellenic RC, yet in many instances were also contributing to the migration operation.

---

[19] For example, Nepal 2014 and Philippines Haiyan Response 2014: "The scaling up of a massive recovery operation such as the IFRC Haiyan response is a significant challenge particularly regarding human resource requirements, procurement and maintaining financial accountability." Related, a recent meta-analysis by IFRC's Surge Response Unit identified a 70 systemic issues during emergency responses over the last 10 years.

Procurement challenges

Delays were not attributed to incompetence, but excessive protocol and processes. The coordination and support for logistics and procurement from the IFRC regional office in Budapest and HQ Geneva was considered strong. However, several factors slowed the procurement process. Many NS personnel (Hellenic RC and participating NS) did not have sufficient understanding and experience to adhere to IFRC procurement procedures. The summary of the IFRC procurement procedures provided at the start of the Procurement Manual is considered too brief to guide users to uphold IFRC procurement requirements while the overall IFRC logistics and procurement guidelines are considered non-user friendly and excessively long (94 pages). Another reason cited for delays was the Federation's zero tolerance for corruption, requiring due diligence and a lengthy and complex compliance procedures, not conducive to the expedited needs within an emergency response.

It was noted that ERUs in Greece did not have a consistent understanding of procurement procedures, with individual ERUs following procedures from their country of origin which did not align with those of IFRC, and consequently held up procurement. Although ERU TORs do not include operational procurement, some ERUs did so for services required in the initial stages. In some cases, mistakes made led to insufficient documentation for finance to report funds, resulting in delays for further payment from donors.

Finally, key informants raised concerns about the IFRC procurement guidelines which did not adequately identify and clarify in detail the exceptions for emergency operations, resulting in various interpretations that led to rejections from the Technical Approval process and thus delays.

3.3 Protection

- To what extent have European NS supported adequate protection of migrants?
- What have been the outcomes of this work?

Key Conclusions

3.3.1   Despite protection being a core pillar identified in the European Migration Framework, the response in this area requires greater attention.

3.3.2   Restoring Family Links (RFL) service varied along the migratory route with notable accomplishments.

Examples of success and hindering factors

Success Factors

✓ Flexibility and an ability to adapt standard tools is critical for success. For example, RC of Serbia as well as other Balkan NS, recognizing that the typical tracing procedures took too long for a population in transit adapted the standard RFL toolkit to be more agile, creating a WhatsApp group shared amongst RFL staff in Balkan countries, resulting in 44 cross border family reunifications.

Hindering Factors

❖ A diffusion of responsibility among all actors responding to migrant needs has resulted in minimal protection standards not being met in camps. Government authorities, UNHCR, and partner agencies including the Federation can improve their work to ensure practical and implementable protection measures are taken.

❖ There is a gap in tracing services for undocumented migrants. Current RFL in Serbia is slow because many migrants there are unregistered and undocumented and the program can only trace people who have registered.

Illustrative Quotes

- "***Every day there is an incident [of violence] between the refugees; it is inevitable when you pack in so many people with nothing to do in such conditions.***" Greece

- "***Can we ensure that in each step/border we have clear places that women and children can go to the bathroom? It was difficult to work with the NS on protection. Give simple things to do but it was complicated. So focused on providing hygiene kits that protection fell aside, but not a really strong component.***" Geneva

3.3.1 Despite protection being a core pillar identified in the European Migration Framework, the response in this area needs greater attention.

The range and complexity of protection concerns in this migration response are vast.[20] As the Federation's Protection, Gender and Inclusion Mapping Report of 2016[21] notes, protection of people within its borders is the responsibility of the state, but has been an obligation that states have not equipped themselves to meet. Although protection is clearly stated as a core pillar of the Movement, and reiterated in all migration related documents including the European Migration Framework[22] for many NS, protection activities were limited. Although efforts have been made, such as Sexual and Gender Based Violence (SGBV) referrals and gender sensitive WASH practices in camps in Greece, NS have not built sufficient capacity to offer other core protection services to highly vulnerable migrants including UAMs, people in detention or undocumented people.

Many at the Federation noted a lack of common understanding about protection and the commitments within the Movement, with a need to demystify it for staff at the NS level. They have observed NS 'ticking the box' when it comes to reporting on protection activities. An example cited was an NS had set up a child friendly space, which was essentially just a recreation area for children but which NS staff reported as falling under protection.

The challenges in the area of protection and safety are underscored in the unacceptable conditions for migrants in Greek camps and centers. UNHCR has called camps "abysmal" and "falling well below minimum standards."[23] Although it should be acknowledged that Hellenic RC is not a camp management authority nor a shelter actor and thus not responsible for site planning, in many of the camps where Hellenic RC works, living and hygiene conditions that the RTE team observed were alarming with people living in crowded tents or containers (often families and groups of single men placed together) some on the bare floor, openly defecating and using unsanitary WASH practices. While Hellenic RC has tried to advocate with authorities for solutions to this, and have supported some improvements, especially around WASH, the regulations from authorities provide strict parameters for what the Hellenic RC can and cannot do.

The severe overcrowding, intensified by feelings of desperation and hopelessness as well as ethnic, cultural and religious differences have resulted in numerous incidents of violence: Yazidi groups have been specifically targeted, Iranians had to be removed from a camp due to clashes with Afghans, there were several protests in which staff and volunteers had to be evacuated, and an instance of a woman refusing to get an appendectomy for fear that her daughters left in the camp would be raped. During a particularly volatile time, as a precautionary measure, staff in Lesbos removed cans of tuna from the dry food distribution package for fear of the tin lids being used as weapons.

---

[20] See the Federation's Protection, Gender and Inclusion: Mapping Report 4 of National Societies 2016 for more information related to Croatia, Hungary, Germany and Bulgaria and overall conclusions on the Protection needs. In particular, it concludes: "The influx of migrants in Europe has been aptly assessed as requiring a protection driven response. This poses very different challenges to a natural disaster where emergency assistance is provided to a local community, followed by a recovery phase….The range and complexity of protection concerns are immense."

[21] See the Federation's Protection, Gender and Inclusion: Mapping Report of 4 National Societies, 2016.

[22] See European Migration Framework, 2016: "National Societies and other components of the Movement develop protection activities that protect lives and human well-being and secure respect for individuals. Protection activities aim to ensure that authorities and other actors respect their obligations and individual rights in order to preserve the safety, physical integrity and dignity of migrants. This definition of protection also includes activities that seek to make individuals more secure and limit the threats they face by reducing their vulnerability or their exposure to risks."

[23] UNCHR, "UNCHR flags concerns over refugee sites in northern Greece," 27 May 2016

According to interviewees, police have been instructed by the government not to engage in regular patrols and will only respond to incidents after the fact. The Hellenic RC, along with other frustrated humanitarian actors, have sent a joint letter to the Alternate Minister of Migration Policy, requesting to meet with him about the "degrading living conditions at sites hosting refugees across the country," and requested the authorities to take a leading role for coordinated and clear security protocols.[24]

While the ultimate protection responsibility lies with the Greek authorities, an important consideration raised by many consulted with was the degree to which the Hellenic RC and the IFRC can work with and advocate to partners (civic and public) to take further action in the camps that it works. Given protection is a core pillar for migration, a focussed plan of action including high level advocacy and multi lateral operational response is urged to ensure the safety of vulnerable migrants.

Security for Hellenic RC staff and volunteers working in the camps is also a concern. Although a security officer was employed in August, at the time of the RTE, many camps visited had only one exit, and interviewees reported that the security plans that did exist with evacuation procedures were not fully implemented. Female staff requested male accompaniment, and in some camps Field Coordinators refused to leave volunteers on their own during food distributions for fear that a situation could erupt at any time.

Increased trafficking and smuggling is another challenge for the migration response. European governments are moving to establish increased deterrence policies with new measures, making it more difficult if not impossible for people who have been granted asylum to reunite with their families. With border closures and family re-unification becoming more difficult, there are concerns regarding the increased risk of smuggling of vulnerable people, particularly UAMs. In Serbia, a government taskforce has been formed to fight this as 300 smugglers have been arrested and are being prosecuted in 2016. IFRC activities to inform migrants and train volunteers regarding trafficking in Serbia have been developed since the last Appeal revision in June.

The RTE team found little evidence of work being done at the NS level to combat trafficking. The European Red Cross Action for Trafficked persons Network (ATN), established in 2004, has recently mapped the services offered by NS in Europe. They are preparing guidance as well as prevention messages which will be shared on a new web platform to assist with getting information to migrants and Red Cross personnel.

3.3.2 Restoring Family Links (RFL) service varied along the migratory route with notable accomplishments.

During the surge, careless transfer procedures led to many family separations. For example, police officers assisting transit procedures in Austria often separated families boarding buses due to capacity issues. In some cases this was because preferential treatment was given to women and children, but resulted in separation from male family members, who held documents and

"We told people to just get on the bus and that they could find each other in Germany"
Austria

money. In addition, many examples were cited of children being separated by untrained spontaneous volunteers on the Greek islands (not RC volunteers) who would take someone with hypothermia directly to the hospital, leaving family members on shore.

---

[24] UNCHR Data

In some places, the RFL network successfully adapted its procedures to the realities of the surge. With close cooperation with ICRC, RC of Serbia were part of a closed Red Cross RFL WhatsApp group along the Balkan route as a way to expedite the normal family tracing procedures, resulting in 44 cross border reunifications. Family separation prevention measures were also exhibited such as sensitizing police and families about family separation risks, writing telephone numbers and names of parents on children's arms, and physically holding families together when masses of people emerged from a crowded train. However, in Serbia today, there is a gap in tracing services for undocumented migrants. The program can only search for registered migrants, and many in Serbia are not. Staff have cited a need to better link with organizations providing services to undocumented migrants.

In Austria, RFL is embedded in branches with 47 staff across the nine regional offices and was reported to be working well under normal circumstances, but because it was not included in the initial DM assessment, meant that this area was not included as well as it could have been in the planning, training and messaging to staff, volunteers and migrants themselves.

The Trace the Face (TTF) campaign was seen in every country visited with posters hanging in reception and transit centers. The extent to which this initiative has been successful was not clear, although the Protection, Gender and Inclusion: Mapping Report 2016 notes that at the end of May 2016, there were just over 1000 photos published on the TTF website, and in April 2016, there were approximately 60,000 website page views, with over 20% of website visitors from Germany.[25]

---

[25] These figures are not published, shared within RFL network for internal use only.

3.4 Social Integration and Inclusion

- To what extent have European NS been able to raise awareness of and sensitize the public to misunderstandings of and negative perceptions towards migrants? What have been the outcomes of this?
- To what extent have NS been able to successfully support migrants integrating into new countries?

Main Conclusions

3.4.1   Despite an initial warm reception and support for migrants in host countries, the sentiment has shifted in many instances due to the longevity and political nature of migration.

3.4.2   Although context greatly dictates the feasibility and timing of social integration and inclusion activities, they should be incorporated in the response when deemed contextually appropriate, but as early as possible and with a long term outlook.

3.4.3   While the European Migration Framework emphasizes social integration and inclusion, there is a further need to identify the RCRC's core priorities in this area.

Examples of success and hindering factors

Success Factors

✓ The volunteer network is a critical to social integration and inclusion. In Finland, for example, volunteers have taken initiative to conduct early integration activities including: designing multicultural activities in reception centers based on the needs and interests of asylum seekers, providing Finnish language classes, excursions to cultural institutions and events, life skills, sport, craft.

✓ An important element of social integration and inclusion is ensuring that programs for the host community remain intact despite the flurry of activity around migration during the surge. For example, Serbian RC ensured their core domestic programs remained a priority.

Hindering Factors

❖ Lack of funding in and interest for integration services from Governments has limited the extent of long term services Austrian RC can provide.

❖ Social reluctance to accept migrants, as well as migrants' lack of desire to stay in countries suffering economic hardship has made integration in countries like Greece and Serbia, challenging.

Illustrative quotes

- *"What people want is hope and a future, I don't even have hope and a future. What can we expect to provide for them?"* Serbia

- *"It's important to stress the humanitarian aspect of the operation, the people behind the word refugee have been forgotten."* Greece

- *"In our men's group we go on excursions to cultural institutions. I write to the director to let them know we are coming beforehand. They have been very supportive, waiving any charges. At times even greeting each person individually on arrival. It's very moving for the people I am bringing there to be met by someone with this authority."* Finland

3.4.1 Despite an initial warm reception and support for migrants in host countries, the sentiment has shifted in many instances due to the longevity and political nature of migration. Initially, most host communities gave migrants a warm welcome with large crowds turning up at railway stations offering moral support and material aid. In some small communities in both Austria and Finland where families are awaiting asylum decisions, the injection of new children has meant that schools that were once facing closure have become viable and remained open. These communities have recognized their value and further embraced migrant families.

However, there is growing agitation over migrants' presence, due to cultural difference, distribution of resources relative to economic recession, and particularly for Greece, impact on tourism.[26] Public authorities have voiced concerns about social cohesion in Finland and Austria with police and ministerial staff noting fears of increase in unrest and crime if migrants are living below the poverty line, are clustered in geographic areas, do not have employment opportunities and are not socially connected and engaged. In Serbia and Greece, resentment amongst the host populations was already noted by staff sensitive to the fact that the ongoing migration demand was distracting resource from other core programs – whether in reality or perception. Thus, the need to balance migration services with the work being done for the domestic population was deemed critical.

"Yes xenophobia and Islamophobia in particular is on the rise, but so is strong support for asylum seekers. 13,000 spontaneous volunteers put up their hand to help – for many this was a way of making a statement against racism." Finland

---

[26] See for example: Greek Villagers Rescued Migrants. Now They Are the Ones Suffering, *New York Times*, August 17, 2016.; and Lesbos Turns From Vacation Island to 'Main Point of Entry' for Migrants, *New York Times*, September 16, 2015.

3.4.2 Although context greatly dictates the feasibility and timing of social integration and inclusion activities, they should be incorporated in the response when deemed contextually appropriate, but as early as possible and with a long term outlook. The number of asylum applications in a country is a useful gauge for likely increased demand on integration services (See Box 3). Europe has committed to relocate 160,000 asylum seekers in Italy and Greece by late 2017, and as this date approaches, there is ongoing social cohesion work to be done for NS throughout Europe. However, context greatly shapes the integration landscape and what is feasible.

Asylum seekers in Finland and Austria can wait up to two years to receive decisions on their applications. During this time, work rights are limited[27] as are the type of public integration activities in which they can participate. Austria runs an impressive roster of integration projects, but a funding gap exists. Staff in Austrian RC noted the lack of public and private funds for integration services due to the general prioritization of Austrians for political purposes. For

> **Box 3. First time asylum applications in Europe 2015**
>
> In 2015, the highest number of first time applicants was registered in Europe:
>
> - **Germany** (with 441 800 first time applicants, or 35% of all first time applicants in the EU Member States)
> - **Hungary** (174 400, or 14%)
> - **Sweden** (156 100, or 12%)
> - **Austria** (85 500, or 7%)
> - **Italy** (83 200, or 7%)
> - **France** (70 600, or 6%).
>
> Compared with the previous year, the number of first time asylum applicants in 2015 increased the most in:
>
> - **Finland** (+822%)
> - **Hungary** (+323%)
> - **Austria** (+233%)
> - **Belgium** (+178%)
> - **Spain** (+167%)
> - **Germany** (+155%).
>
> Source: Eurostat.

this reason, integration staff there mentioned feeling like the 'poor cousin' of DM due to the imbalance of funding.

Finnish RC has continued its long standing settlement integration activities but at a greater scale. Their programs are mainly funded by The Ministry for Employment and Economy, and delivered through volunteers. Recently, the Ministry has funded the Finnish RC to coordinate social and health organisations, to assist migrants along their integration pathways. Having mapped existing cross sector capabilities, migrant needs and service gaps, the Finnish RC is in a central position to improve collaboration and promote integration.

The On-the-job learning program (which was awarded the "Best Practice of Integration, 2016" by the Finnish Ministry of Employment and Economy) has linked asylum seekers awaiting decisions with companies and organizations, resulting in some migrants finding work. Finnish RC efforts to combat stigmatization were also notable; where the team visited a live exhibition in the central train station on World Refugee Day where migrant volunteers discussed with passer-bys their experiences, and displayed an installation demonstrating migrants' plight. Volunteer engagement in Finland has also been critical to early integration activities.

---

[27] For example in Finland, If asylum seeker holds a valid travel document that entitles him/her to cross borders, s/he gain the right to work in Finland without a residence permit 3 months after submitting his/her asylum application. Without a valid travel document, s/he gains the right to work in Finland without a residence permit 6 months after submitting his/her asylum application.

In Greece and Serbia, little to no integration work is being done. Social reluctance to accept migrants, as well as migrants' lack of desire to stay in countries suffering economic hardship has made integration in countries like these particularly challenging. The numbers of migrants in formal camps are dwindling, in both countries both due to smuggling to northern European countries, as well as people leaving formal camps and squatting in urban areas. Hellenic RC staff recognized the need to assist people living outside of the camps, and pointed to an urban based multifunctional center as one potential support venue.

"*People don't want to be integrated in Greece. It's hard to do integration when there's that sentiment.*" Greece

"*I asked a doctor why don't you stay here, we need doctors? He replied to me: I had a higher salary in Syria, despite the civil war, than what I would get here.*" Serbia

At the time of the RTE however, this was still in planning phases. Another support venue is the Primary health care centre of the Hellenic RC, for which plans are currently being made to have a larger and longer term function to assist migrants outside of the camps. In Serbia, RC and other actors interviewed were generally passive about what to do about the remaining migrants, noting that "*it is useless to plan integration activities when people will leave as soon as they get the opportunity.*" As one RC Serbia staff explained, Government inaction reaffirms this sentiment. At the time of the evaluation, a meeting was scheduled between Ministry of Housing and Social Welfare and Ministry of Education to see how migrant children can attend school but this will be the first meeting.

A consistent message heard by respondents was regardless of the type of country – transit or destination - social integration and inclusion programming should start as early as possible, when it is clear that migrants will be staying for a long period of time.

"*Our strategy is to recognize asylum seekers from the first day as someone who will potentially stay in Finland.*" Finland

This is to ensure it is properly budgeted for and funded, and that a foundation of support exists for migrants pre and post asylum application decision.

3.4.3 While the European Migration Framework emphasizes social integration and inclusion, there is a further need to identify the RCRC's core priorities in this area. The September 2015 "Protect humanity: Stop Indifference" global initiative from the Tunis meeting has been designed to build solidarity and empathy for vulnerable migrants. Notably, it has been contextualized in a few European countries. However, the Federation can go further in defining its long term position and the activities it is prepared to take on around social integration and inclusion. Each context comes with its set of opportunities and challenges, and it is difficult for the Federation to champion this work without full awareness of the political priorities and the receptive environment for migrants in each country. What has been noted throughout however, is the feeling that solidarity throughout Europe is lacking and the RCRC could be well placed to counter this trend given the wide network of volunteers, long standing presence in countries, and its broad community reach.

3.5 Advocacy and Auxiliary Role

Evaluation questions

- To what extent have European NS advocated for political reform regarding the needs and vulnerabilities of migrants? What have been the outcomes of this?
- To what extent and how has the auxiliary role of European NS with the national government affected their ability to uphold the humanitarian imperative and IFRC Policy on Migration in their response to the needs and vulnerabilities of migrants?

Main Conclusions

3.5.1   Some NS were considered the 'voice of humanity' for migrants during the surge.

3.5.2   NS have been challenged in their auxiliary role to balance Government political agendas with upholding humanitarian standards and principles in their migration response.

3.5.3   Strong advocacy was exercised by IFRC at the EU level but greater evidence based advocacy is needed.

Examples of success and hindering factors

Success factors

✓ A diplomatic approach to advocacy around sensitive issues is critical to maintaining open communication channels with government. For example, Austrian RC has effectively chosen to engage in 'back door' advocacy with Government over sensitive issues instead of publically shaming them as other humanitarian partners have done. This has allowed them to continue advocating to and engaging with Government on migration issues.

✓ Being a vocal advocate on behalf of migrants at the community level can have important implications. Finnish RC were noted for their role in speaking out for the need for communities to welcome asylum seekers, and convinced a number of municipalities to open reception centers.

✓ Federation-wide advocacy messages carry strength. NS adapted advocacy statements issued by Brussels office to their contexts and felt they had a greater influence when they spoke with the voice of the Movement behind them.

Hindering Factors

❖ The auxiliary role is challenged when public authorities are unable to lead a humanitarian response for third country migrants. The Hellenic RC, for example, has not been sufficient on advocating for the safety and protection of migrants in camps and centers.

Illustrative Quotes

- *"RC has been most helpful in the conversation with the Municipalities, telling them the reality of what migrants can bring to the community."* Finland
- *"We at the HRC cannot act independently; we have to act in accordance to my Government's decisions, with the major problem regarding security."* Greece

3.5.1 Some NS were considered the 'voice of humanity' for migrants during the surge.

Even in the European Union context, NS are under pressure to defer to federal authorities whose primary concern is country borders and domestic policies. That said, many NS noted that migration has injected new purpose and clarified the relevance of working with authorities to address domestic humanitarian concerns. Authorities looked to RCRC for advice on humanitarian concerns, leadership in civil society and essential service delivery.

Austrian and Finnish RC were noted as being strong advocates for migrants during the surge, pushing back in high level diplomacy meetings when Government was not upholding its humanitarian obligations. The diplomatic approach utilized by Austrian RC, unlike other NGOs who politicized the situation and were highly critical, allowed them to gain continued access to authorities and decision makers. At the community level, Finnish RC were noted for their role in speaking out on the need to welcome asylum seekers and convincing municipalities to open reception centers.

In Serbia, a government representative appreciated the perspective brought by RC of Serbia in the inter-ministerial working group where they sit as an observer. There, they are able to bring real-life perspective to the discussion given their direct interaction with migrants. However, RC Serbia is not engaged in any other formal advocacy, with respondents saying that it wasn't 'part of their mandate.'

Acknowledged are limits to their influence at the national level when the Government is tied to EU or when the political environment is highly charged. The 2016 presidential elections in Austria illustrate the pervasive influence politics can have on the

"The Government asked us to post pictures of people living in tents to dissuade more migrants from coming. We refused." Finland

public perception of a humanitarian 'crisis' such as migration, as the opposition party adopted a critical platform to the Government's support for migrants, relative other domestic needs among the people.

3.5.2 NS have been challenged in their auxiliary role to balance Government political agendas with upholding humanitarian standards and principles in their migration response.

The scale and urgency of population movements across Europe coupled with tensions between sovereign states, regional political interests, divisive media coverage and a highly charged civil society has challenged the Movement's auxiliary role. At times staff have been confused and conflicted about how to engage in an impartial, neutral and independent way. Concerns were expressed in Greece about the limited advocacy role taken. Despite the complicated reputational and political position of the Hellenic RC, many interviewed perceived the Hellenic RC to be more concerned about its reputation and relationship with government than advocating on behalf of migrants. In this regard the auxiliary role interfered with their ability to be a strong voice with one staff noting a "*large gap in advocacy and the voice of the RC is absent when it comes to standing up for migrant rights.*"

3.5.3 Strong advocacy was exercised by IFRC at the EU level but greater evidence based advocacy is needed.

The migration unit at the Brussels office was created four years ago and, in conjunction with PERCO, has focused on access to international protection with migrants in Greece and the Balkans. Numerous communications and policy papers including *Reforming the Common European Asylum System in a spirit of humanity and solidarity* and P*rotecting the dignity and rights of migrants in an irregular situation* have called for decisive action to

further protect migrants. Opinion pieces and statements such as *The EU-Turkey migration deal: a lack of empathy and humanity* were noted by some NS as being useful to adapt messages and conduct domestic advocacy. One Finnish RC noted the greater impact messages have when generated collectively saying, "*We are stronger as a Movement.*"

Further evidence based advocacy is needed with regular feedback on key humanitarian issues of concern from operations. For example, Greek authorities say that people have access to healthcare, but (as described in Section 3.2 Assistance and Relief) in reality hospital services are challenged because of lack of transportation or translation. This kind of information is helpful with bi-lateral advocacy efforts at the EU level but require up to date information from the NS, not recycled UNHCR data. Regular consultation with the field offices is required to build the advocacy strategy with relevant and timely information, otherwise "*your messages will go with the wind.*" In addition, it was noted that advocacy has already been done at the national and regional levels which must be better centralized. It is important to build on the messages that already exist, not reinvent them.

3.6 Volunteer Engagement

- How well or unwell have NS been able to manage volunteer networks?

Main Conclusions

3.6.1   Volunteers play a central role in the migration response, but some NS struggled with their recruitment and management.

3.6.2   The recruitment of migrants as volunteers has been successful, an example of a positive social integration activity.

Examples of success and hindering factors

Success Factors

✓ Pre-established and trained volunteer teams have worked effectively for recruitment during surge time. For example, "Team Austria" is a collaboration with other NGOs and was an effective mechanism for spontaneous volunteer recruitment and engagement.

✓ A rapid training course ensures that volunteers can be activated quickly. For example, the Fast Track training by the Hellenic RC meant that volunteers were able to be quickly but sufficiently trained to respond to the surge

✓ Where NS have involved migrants as volunteers it has offered an avenue for acceptance, belonging and participation. It was also reported to ease tensions among the migrant communities as team members come from different countries.

Hindering Factors

❖ Bottlenecks for recruitment, deployment and retention have meant that goodwill and energy is not harnessed or channeled, leading to frustration and disengagement of volunteers. For example, Finnish RC was not able to follow-up on the thousands of offers to help and their training modules were deemed unfit.

❖ Lack of procedures and protocols for how to handle spontaneous volunteers can result in chaos, bad practice and media backlash. Austrian RC cited numerous examples of reckless volunteer behavior which went against Do No Harm Principles.

❖ Lack of background checks for volunteers working with children raises protection concerns.

❖ Lack of PSS for and recognition of volunteers has resulted in burnout. Hellenic RC volunteers, many of whom have worked on the operation for over a year, have expressed the emotional and psychological toll their work has taken.

Illustrative quotes

- ***Volunteers were the gold to make this happen.*** Finland
- ***I wanted to volunteer and signed up but heard nothing back from Red Cross. After some weeks, I just went to the police station where there were lots of asylum seekers. It was total chaos. I just kept helping until someone from Red Cross asked me to help with teaching Finnish language. I wasn't provided with any materials. I went to a training session but it was of no practical use at all.*** Finland

3.6.1 Volunteers play a central role in the migration response, but some NS struggled with their recruitment and management.

At the height of the influx, NS saw an outpouring of volunteers ready to respond, turning up at railway stations and collection points, motivated by humanitarian concerns and highly influenced by both traditional and social media outlets.

"I turned up to make a stand against xenophobia. I wanted to do something practical to show refugees that men like me see their struggle and reach out." Finland

Numerous interviewees cited the critical role volunteers played in the rapid scale up. At the Torno 'hotspot' in Lapland Finland, for example, volunteers met buses that would transfer migrants to receptions centers between 2-6 AM, having received at time notification only a few hours. Volunteers were also indispensable to the scale up from 6 to 106 reception centres in Finland; cleaning buildings that had been unused for some time and setting up beds. Samaritan volunteers in Greece were commended for their professional and round the clock presence during the surge, providing search and rescue and first aid services. In Serbia, approximately 260 volunteers from 10 branches have been used in the response. Training for volunteers among RC of Serbia is strong with newly added components about the humanitarian architecture. RC of Serbia has put those volunteers directly engaging with migrants on contracts in order to ensure they maintain quality control measures.

Many NS were not equipped to harness the interest or manage the scale and distinct characteristics of spontaneous volunteers. In Finland, by September 2015, at the peak of the surge, over 13,000 people registered online to volunteer in the response, but only approximately 4,000 were followed up. Those volunteers who came on board cited a lack of guidance or leadership, with many unsure of their roles. Center Directors pointed to the sheer scale of opening Centers as their priority and that volunteer management and training came second. In addition, volunteers with whom the team spoke said their training was impractical and too focused on RCRC background, not the tasks they were meant to be doing. As one volunteer noted, *"We are volunteers teaching Finnish language. It would be helpful if a professional teacher could develop appropriate learning materials and train us on how to use them. This is the kind of training we need."*

"To be honest, I had no idea what I was doing. No one gave me any instruction. I went to one training session but it was more like marketing – so much time spent on historical things and Red Cross." Finland

Similarly in Austria, volunteers noted that they had limited training or orientation to handle this kind of emergency which in some cases led to burnout. The influx of spontaneous volunteers there caused chaos and disruption. At one collection point, unassociated volunteers broke in and distributed food supplies on their own, saying that the RC was not providing enough. Another time, spontaneous volunteers turned up to a collection point to distribute 200 SIM cards, creating unsafe mobs.

That said, 'Team Austria' was an effective mechanism for spontaneous volunteer recruitment and engagement with 50,000 new spontaneous volunteers emerging through the program. Volunteers pre-register with their skills and availability, and are trained outside of crisis. During a crisis, those available are put in a team of six with a leader, resulting in an effective management and utilization of their skills.

In few of the countries visited were background checks done for volunteers working with children. In Finland, background checks are conducted for volunteers and staff working with children. However, background checks are not done for all staff members. They have since introduced a supporting document to

their already existing Code of Ethics to clarify roles and responsibilities. As discussed in Section 3.3 Protection, the lack of minimum protection training or measures taken for all volunteers who work directly with vulnerable people, especially children, is an issue of concern.

As the response continues, some volunteers have become tired and susceptible to burnout with a need for PSS support and greater recognition of their contribution. Although many volunteers have remained with their respective NS for over a year, as time has gone on, people are becoming tired and showing signs of burnout. Volunteers expressed the emotional toll they experience

"When the emergency appeal ends, volunteers will stay. It will be them who continue to support the refugee community. They want to feel valued and need PSS support." Greece

working so closely with traumatized people, with some volunteers tearing up during interviews. In all countries visited, a need for recognition, support and at times PSS was articulated. Greek staff noted that there should be volunteering focal points at each site to support and tend to the needs of volunteers. Recently PSS officers have been assigned to follow up on the needs of volunteers there.

3.6.2 The recruitment of migrants as volunteers has been successful, an example of a positive social integration activity

In Finland the team met migrants working as volunteers at the Refugee Day exhibit in the public train station (mentioned in Section 3.4 Social Integration and Inclusion above). They spoke about their experience with the RC with pride and gratitude.   The Vienna Migration Center had several migrants working as volunteers, as well as in Insbrook where about 10 asylum seekers volunteer in shelter and other program areas. In Greece, migrants volunteered in PSS and WASH activities with a mixed group of 15 men from different ethnic backgrounds. The involvement of migrants as volunteers offered an avenue for acceptance, belonging and participation. It was also reported to have eased tensions among the migrant communities as team members come from different countries.

3.7 Coordination and Collaboration

Evaluation questions

- To what extent and how have European NS been able to effectively coordinate with each other, share information and provide consistent services to migrants in need across multiple borders (along the Migratory Trails)?
- To what extent have NS been able to effectively coordinate with the IFRC, ICRC and other external partners in the response to the needs and vulnerabilities of migrants?
- To what extent have NS been able to effectively collaborate with other divisions in their own office (i.e. domestic vs. international operations)?
- To what extent has the IFRC been able to support European NS in countries affected by migration?

Main Conclusions

3.7.1   At the NS level, the migration situation brought domestic and international units together operationally.

3.7.2   New avenues of NS peer collaboration emerged on the basis of personal relationships, with NS now better positioned to collaborate should another surge occur.

3.7.3   The launching of individual Emergency Appeals as opposed to a Regional Appeal challenged consistent information sharing, and the potential that came from NS being positioned along the migratory route was not harnessed.

3.7.4   Collaboration between NS and external actors was effective despite an overall gap in coordination.

3.7.5   Those NS who issued appeals appreciated IFRC assistance, but Western European NS noted they were left to manage their own response

Examples of success and hindering factors

Success Factors

✓ Strong linkages between international and domestic departments results in a coordinated internal response where expertise from both sides is leveraged. For example in Finland, international departments were closely involved in the migration response with Finnish delegates and NFIs being purchased and deployed domestically. In addition, domestic staff had already undertaken DM training and additional trainings were delivered which focused specifically on opening new reception centers, which led to a coordinated internal response.

✓ Regional-wide meetings, are important touch points to rally collective action and foster closer relationships amongst peer NS. For example, the Vienna Meeting for Operations Managers among Germanic NS, and the London Conference (discussed in Section 2 Background) in February 2016 were cited as positive initiatives.

Hindering Factors

❖ Information sharing between NS across borders was inconsistent, and during the surge, informal systems were not adequate to meet the demand and presented "nice to know" rather than "need to know" information.

❖ Different NS mandates can hinder uniformity in service delivery. For example, it was challenging to provide consistency to migrants along the migratory route because each NS had a different mandate and thus different modes of delivery.

Illustrative Quotes

- *"What happened was a proliferation of individual country actions, but not seeing the bigger picture. We're not connected up from one country to the next. A similar suite of services is just not there. There is no continuity across the borders."* Geneva
- *"Let's unlock the power of the Movement all along the migration pathway."* Finland

3.7.1 At the NS level, the migration situation brought domestic and international units together operationally.

Many referred to the migration response as a cause to rally around with new opportunities for capacity building within the NS. In Finland, the internal coordination between the domestic and international departments was strong with Finnish delegates and NFIs being deployed domestically. DM capacity building and training had already been directed to domestic staff, but new trainings on migration issues were added for personnel. This coupled with the direct involvement of international DM staff led to a strong and coordinated internal response. In Austria, domestic and international department coordination was also strong with joint engagement on advocacy and volunteer management, as well as water, sanitation and hygiene activities.

In Greece, it was apparent that a more coordinated environment was necessary as historically held divisional siloes and rivalry undermined early response efforts. For example, there was an initial reluctance to share volunteers across the three divisions of the organization with staff referring to them as "my volunteers." The migration operation has helped the Hellenic RC to break down some of those divisions.

3.7.2 New avenues of NS peer collaboration emerged on the basis of personal relationships, with NS now better positioned to collaborate should another surge occur.

For many NS in Europe, the migration situation was the first time they collaborated with their neighboring NS with one respondent in Finland saying, "*We're used to working with external partners. Working with other NS was new for us.*" Finnish and Swedish colleagues regularly shared information about movements of migrants and basic needs. Austria and Hungary collaborated effectively too with Austria providing ambulance services at Hungary's request and jointly providing health services in Greece. In the north of Greece, colleagues reported good coordination with their Former Yugoslav Republic of Macedonia colleagues.

While these examples show effective peer to peer coordination, it was in localized situations rather than done regionally, and was largely based on the initiative and prior relationships of key players.

3.7.3 The launching of individual Emergency Appeals as opposed to a Regional Appeal challenged consistent information sharing, with the potential that came from NS being positioned along the migratory route not harnessed.

At the height of the surge, one of the most critical needs expressed by the NS was information about migrant flows, their conditions and needs, as well as goods and services that they already received and/or were discarding. Actors such as UNCHR and IOM have well established data portals on population movements which do not need to be replicated, but the lack of a centralized, real-time, user generated information sharing platform among RCRC resulted in an opportunity cost due to duplication of distributions, lack of anticipatory planning or varying quality standards along the migratory route. Efforts were made to improve information sharing, for example, an IM meeting was held in October 2015 with representatives of NS along the migration route to help facilitate greater information sharing. However, the opportunity to share critical observations amongst NS colleagues was missed..For example, IFRC staff spoke of wanting to develop

"I don't need to know what happened five days ago, I need to know what is coming in the next five days." Finland

an 'RC Passport' to help identify people with vulnerabilities so that NS along the path could better serve them, but this did not materialize. Note that the Open Data Kit (ODK) was used for health in Greece, and was replicated in Serbia.

Establishing this kind of system has its challenges, namely to work effectively, all NS must consistently upload information. In this situation, many NS apparently said that they would not be able to make this commitment. Going forward, it would be worth identifying and addressing these obstacles.

While the IM Portal – a 3 day early warning system using algorithms based on UNHCR data - is seen as a positive initiative, many thought that it being launched in March 2016 was too late. Greater awareness of and engagement with the tool at the NS level is needed.

Absent was information or coordination with the Turkish Red Crescent and other countries of origin. Many staff in Greece noted this gap, but also believed that the Turkish RC would not be able to provide anticipatory information due to lack of transparency from the government. This has challenged all actors, including UNCHR. Recently, the Federation has signed an MoU to open an office there to provide stronger collaboration with the EU NS.

Finally, staff in Greece noted that there could still be greater collaboration with NS in countries of origin to inform people about their options, and the conditions they will face once they arrive in Greece. While it is important not to dissuade people from fleeing, as mentioned in Section 3.2 Assistance and Relief, migrants are persuaded by the false promises of smugglers and a counter voice is needed to explain the realities of the situation.

3.74 NS effectively collaborated with external actors

In Austria, collaboration with police, the military, ambulance and fire services facilitated migrant movements though the country. The Austrian Train Company (ATC) managed excellent scheduling and liaised closely with police and Austrian RC to manage people flows. For example when requested, they did not ask passengers for tickets and Austrian RC staff and volunteers travelled for free, offering assistance en route.

At the height of the influx, Finnish RC was approached by many organizations from across the private and public sectors offering to help. At the time, the Finnish RC was not able to follow up on all offers, showing the need for a 'guide to giving' to harness the goodwill. Since the surge, they have launched a 'material bank' of shared resources of all partners, including volunteers, on a OneDrive. In addition, a network of organizations working with migration or interested in doing so is facilitated by FRC with four coordination meetings being conducted thus far.

"Our strongest asset is our network. People trust us and are happy to help. We just haven't been able to harness their willingness to be part of the solution but we're working on how to do this better in real time response." Finland

The Hellenic RC staff described the typical scramble for space and competition amongst humanitarian actors in the aftermath of a highly publicized disaster. There were examples of strong bi-lateral partner collaboration, but overall a lack of coordination was found with agencies tripping over each other to provide services. That said, some of the working groups led by UNHCR and attended by the Hellenic RC and IFRC counterparts, have demonstrated strong coordination with partners actively taking decisions and agreeing on standards.

In Serbia, coordination was an issue, especially amongst the multitude of smaller organizations and volunteer groups, distributing items without experience or understanding of humanitarian principles. That said, as the coordinating actor for food distributions, RC of Serbia were commended by partners, including the Government.

3.7 5 Those NS who issued appeals appreciated IFRC assistance, with Western European NS left to manage their own response.

The delegate program was cited as the greatest value added by IFRC: the Hellenic RC continues to appreciate the flow of delegates and support that those teams have provided (see Human Resources in Section 3.2 above). RC of Serbia noted the usefulness of the communications delegate who helped increase visibility and generally felt the ROE was collaborative and solution oriented.

The Finnish RC, and Austrian RC however, were distant from IFRC with staff perceiving ROE in Budapest as prioritizing the south of Europe, and recipients of appeals. It should be noted that with limited resources, the ROE has focused its attention to NS that needed most support. However, Austrian RC staff noted that the added value of IFRC would have been to map likely short and long term scenarios, help NS meet both the immediate needs, but also support and plan for the broader migration continuum ensuring that integration was also prioritized. It has been acknowledged that with the new Head of Migration in Budapest, the office is better placed to play a stronger role supporting European-wide approaches.

The role and ability of the IFRC to coordinate the European response was challenged by staffing changes, and the overall change process occurring in Secretariat. Leading up to the surge, the acting head of the ROE changed twice, with long gaps in strategic leadership. Some European NS expressed surprise that in the face of Europe's biggest emergency, consistent leadership was not brought in sooner.

In addition, some noted a need for better mutual understanding and communications. NS explained being burdened by multiple requests for information, with NS believing there was little benefit to sharing the information requested. The quality of the data inputted was also questioned with NS pressed for time and lacking expertise or an understanding of specific data requirements.

That said, **Federation supported efforts to bring NS together were considered valuable and appreciated**. The London Conference in February 2016 among NS, was considered an important touch point to rally collective action and foster closer relationships amongst peer NS. In addition, Vienna Meeting for Operations Managers for the Balkan states was cited as the most worthwhile facilitated gathering in recent times for planning and relationship building. Finally, the Federation brought over 200 people together, including external partners (IOM, UNHCR, and partner NGOs) at the Partnership meeting in Tunis in September 2015, in an effort to bring the European reality closer to countries of origin in MENA and Africa.

4. Recommendations

Note: The below recommendations are complemented by the '**Migration Know How**' document (below). The **Migration Know How** is a compilation of good practices that the RTE team observed over the course of the evaluation. They are not exhaustive in any one area, but are meant to be a practical reference when planning and implementing a migration response. The **Migration Know How** also provides links to more comprehensive resources in each area for readers to find further information and guides.

Preparedness and Planning

(*See also Migration Know How points under Prepare*)

1. **Extract, connect and embed existing migration related resources and expertise throughout the Movement**

    a. **IFRC and NS: Operationalize migration policy and guidance documents**: During rapid surge, staff at all levels are under pressure to act and need tools and guidance that are user-friendly, actionable and fit for purpose. Ensure guidance is clear and practical, identifies minimum standards, gives examples of good practice and demonstrates what added value looks like. Where these exist, centralize and connect them for easy access for NS.

    b. **IFRC: Consider retaining migration related focal points and key staff by creating longer term positions** in Geneva, Brussels and Budapest, to ensure continuity of migration programing and related institutional knowledge.

    c. **IFRC: Identify and engage the internal and external migration capabilities required for a migration response**. Ensure expertise is consistently available to offer input at the outset and throughout appeal and planning processes, followed by collaborative peer review for all relevant stakeholders in a timely and meaningful manner.

2. **Assess and plan for migration with a long term, flexible approach**

    (See also Recommendations under 5 on Social Integration and Inclusion)

    a. **IFRC and NS: Approach migration with a long term perspective.** Migration is a protracted situation involving different flows of migrants who will need different types of assistance at different times. At the appropriate time in a migration operation – for example when conditions change resulting in people being 'stuck' or 'stranded', or when a country is considered a final destination – migration programming should be approached with a long term perspective. When deemed contextually appropriate, but as early as possible, build in areas of social integration and inclusion, protection, CEA, and longer term health care in planning and operations. The Finnish RC's approach to viewing migrants as people who will potentially stay in Finland for the long term is a proactive approach.

    b. **IFRC and NS: Collectively build and regularly revisit regional contingency plans for the potentially changing scenarios.** A number of future scenarios should be considered that can affect the migration response – e.g. border changes, continued instability in Turkey leading to the dissolution

of the EU-Turkey deal, surge of migrants in Italy, violence across Europe leading to greater xenophobia, and Brexit. Continue to regularly update scenario plans and build contingencies around them, ensuring necessary resources, SoPs, MOUs are in place to respond to the range of possible scenarios.

c. **IFRC: Revisit the appropriateness of the short term ERU model for a protracted situation,** and consider deploying people for longer periods to avoid high turnover leading to programs being stalled and institutional memory being lost.

Assistance and Relief

(See also Migration Know How points under Provide Humanitarian Assistance for sector specific considerations)

3. <u>**Ensure delivered goods and services are relevant to migrant needs**</u>

a. **NS: Deliver material items on the basis of what and how much is needed,** as opposed to what is available (i.e. overstock in a warehouse). Pre-negotiate with donors to allow for migrants on the move to take what is needed as opposed to obliging strict beneficiary counts that require each person to be given a relief item that they do not need.

b. **NS: Adjust services to be culturally appropriate and relevant to the preferences and situation of migrants.**
   i. **For food and NFIs:** Be mindful of food and beverage preferences, religious considerations, WASH practices. (The Hellenic RC's use of the Syrian food pipeline is a good example where food delivery was adjusted to meet the preferences of migrants). For migrants in transit, consider food sources that are portable, high energy and do not require any or much preparation time; for stationary migrants, consider communal kitchens and distribution of permanent water bottles/thermoses for water storage and use, rather than bottled drinking water.

   ii. **For health**: Continue to provide first aid for migrants in transit, coupled with longer-term health and PSS services which address the needs of stationary migrants.

c. **NS and IFRC: Promote the use of cash as a relief modality for migration.** Address the organizational and procedural obstacles that CTP presents at the NS level so that cash can be a fast and easily available option for migrants. Ensure that cash programs include a component for the host community, as has been planned by the Hellenic RC.

d. **NS and IFRC: Provide greater investment in two-way communication with migrants and respond to their feedback and complaints**
   i. **NS: Expand and support innovative approaches for two-way communication with migrants**. This includes the use of mobile applications and other forms of social media, safe centers, in-person interviews and group meetings, and PSS services. Tap into rather than duplicate communication mechanisms that already exist. For example, consider the Finnish RC's potential partnership with Ground Truth to administer, short, user-friendly feedback

surveys at different stages of the migratory route to better understand the needs and issues facing migrants, as well as improve cross border information and collaborative planning among service providers.

ii. **NS: Ensure that a complaints mechanism exists at migrant camps and registration centers and respond to grievance**, including quality of service, and especially the conduct and behavior of service providers, and any incident of misconduct. Feedback and complaints mechanisms should be tailored in different formats and outlets so that they are culturally and linguistically appropriate.

iii. **IFRC and NS: Once lessons from the Virtual Volunteer pilot have been gathered, consider expanding it** as a local, regional and global approach to building greater information sharing and continuity of experience for people planning a journey and those on the move.

iv. **IFRC: Invest in and leverage the diverse language skills within the Movement to provide translation services for migrants.** Identify from where translation surge can be sourced and where necessary negotiate a visa waiver clause for specialized services to expedite translation services.

e. **IFRC: Revise operational support systems to be more timely and efficient for protracted emergency operations such as the European Population Movement response.** Support services, including logistics, procurement, finance, legal, human resources and administration, play a critical role along the supply chain for human and material resources.

i. **Revise the IFRC Procurement Manual with attention to length and format so that it is more user-friendly, and better clarifies protocol (SoP) exceptions for emergency operations** to facilitate more timely procurement, (with a timeline delineating when an operation and resultant procurement SoPs transition from emergency to recovery).

ii. **Embed a module in all ERU trainings on support services.** ERUs understanding and appreciation of basic support services procedures will support more timely and consistent practice, helping to diffuse delays due to non-compliance with SoPs. Embedded training modules need not be excessive in length and content, but clarify key messages and point to where ERU members can find additional resource and guidance.

Protection

(See also Migration Know How points under Protection)

4. <u>**In line with the European Migration Framework, demonstrate the commitment to protection with greater urgency and dedicated resources, ensuring that it is a central measure of the success of RCRC's efforts and is embedded in migration operations from the outset.**</u>
    a. **IFRC and NS: Clarify what the IFRC can offer in terms of protection and embed mechanisms which ensure basic protection measures at all points of contact with migrants** in accordance

with [minimum protection standards](#)**,** [Core Humanitarian Standards](#) and [Sphere,](#) and the Minimum standard commitments to gender and diversity in emergency programming. For example, consider basic prevention mechanisms, such as the distribution of whistles for women and girls, instituting a community watch service, ensuring adequate lighting around WASH facilities, functioning locks on toilets, safe women and children's wash areas, and separate women and families from single men.

b. **IFRC: Ensure that migration response plans identify protection outputs and outcomes, with key performance indicators** Operational planning instruments around protection should include clear actions that prioritize the physical and emotional safety and wellbeing of migrants.

c. **IFRC: Provide greater technical capacity and support to NS for protection services, "demystifying" protection and offering implementable actions that can be undertaken by NS.** This includes embedding personal safety and protection material (for all levels: volunteers, staff and leadership) in NS training. Provide training on RFL practices for all staff and volunteers who are in contact with migrants to ensure families are not separated in transit.

d. **NS with support of IFRC: Document and create an evidence base of protection-related incidents and issues to advocate for and respond to**. Capitalize on any existing mechanism internal to or external to the Movement to document and report on incidents/issues; see Recommendation 3c.ii on complaints mechanisms. As noted by the Federation's Protection, Gender and Inclusion: Mapping Report 4 of National Societies 2016, "Until the Movement has a consistent and reliable form of data collection that can capture this information, our credibility in advocating to reduce these violations, whether by authorities or as a result of xenophobia in the community, and increase safety for migrants will be limited."

e. **NS: Working with partners, ensure accurate messaging and awareness raising is done for migrants as well as RCRC personnel who work with them.** This includes using messaging in many formats (audio announcements, visual displays (especially while waiting in lines), on-line messaging, and in-person communication to**:**
    i.   Ensure migrants are informed of their rights and options at all points along the migration pathway. Ensure too that staff and volunteers who are in contact with migrants are aware of these rights and options and can properly communicate these to migrants.

    ii. Raise awareness amongst migrants, staff, volunteers and authorities about family separation risks and good practices to keep families together.

f. **NS: Ensure background checks are conducted on RCRC staff and volunteers working directly with migrants, especially women and children**. Deliver minimum protection related training for staff and volunteers who have direct interaction with migrants in any context.

g. **Ensure updated security/risk assessments are done in all migration camps/centers for staff and volunteers, and develop comprehensive security plans that are regularly monitored, revised and communicated to staff.** Security plans should include evacuation procedures with multiple entry and exit points, and basic safety protocols for staff and volunteers which are incorporated into training.

Social Integration and Inclusion

(See also Migration Know How points under Social Integration and Inclusion)

5. <u>Facilitate practical support for transitioning from a short term emergency response to a longer term integration approach including co design practices with the host community.</u>

   a. **IFRC and NS: Taking into consideration the contextual realities of each country, and that migrants may remain in-country due to a variety of factors, embed and operationalize social cohesion and integration activities as early as possible.[28]** This includes advocating with government so that asylum seekers are not situated in isolated centers where they are separated from the host community; and facilitating access as early as possible to integration related activities (such as language courses, public service work with non-profit and public organizations, cross cultural social connections, volunteering, and employment readiness).

   b. **IFRC and NS: Undertake a plan of action to transition from short-term relief distributions to longer assistance modalities that facilitate social integration and inclusion.** Where migrants are stranded, recognize that they will be so for a prolonged period of time, and adjust services accordingly. Undertake a gap and capacities analysis of the related needs and aspirations of asylum seekers to build on migrants' individual skills and resources and empower them to become active members of society. Combine this analysis with insights on the domestic absorptive capacity, NS capacity, political climate, level of community awareness and acceptance.

   c. **IFRC and NS: Outline ways to capitalize on external partnerships to combat xenophobia and promote solidarity** using media outlets (including social media), and activating the volunteer network to 'myth bust' and further support acceptance of migrants.

   d. **IFRC and NS: Capitalize on the humanitarian sector's current recognized need for new approaches to protracted crises and to the global refugee situation** (eg. initiatives that emerged from the World Humanitarian Summit) for more flexible funding models that blend emergency and development financing to promotes resilience and social cohesion.

   e. **NS: Ensure regular NS activities for local population are not diverted by migration activities.** Maintain a balance so that local people in need are also served. For example, cash transfer programs should be careful not to neglect local poverty and need, and it may be prudent to allocate a percentage of cash transfers to the local community population.

Advocacy

(See also Migration Know How points under Advocacy)

1. <u>Engage in targeted advocacy to address the critical and evolving migration issues in Europe</u>

---

[28] This includes for people who are awaiting an asylum decision as well as people who have already been granted asylum.

a. **IFRC and NS: Identify and communicate positions on priority domestic and regional advocacy issues**, for consistent and realistic advocacy campaigns. For example, consider issues such as asylum process, shelter and settlement conditions, protection, non-refoulement, trafficking, family reunion, resettlement quotas, complex case support for UAMs, work rights for asylum seekers, relocation scheme, safe access to the EU and to effective asylum procedures and greater protection for people living in camps and centers.

   Related, prioritize quality versus quantity of messages relative to existing principles, policies and standards at both the organizational level (e.g. RCRC Code of Conduct) and international level (e.g. Core Humanitarian Standards), and to issues already addressed by partner organizations.

b. **IFRC and NS: Invest in evidence based advocacy**, ensuring that information and accounts from the field are documented, collated and reported. This includes the number and type of safety and protection threats and incidents as well as feedback and complaints from migrants. (As per recommendation 3c.ii).

c. **IFRC: Engage RCRC actors and partners in the IFRC [Humanitarian Diplomacy Policy](#)** to specify roles, responsibilities and actions for migration advocacy. This entails careful relationship management, and regular monitoring and adjusting planned actions according to regional and national political interests and policies, and the NS auxiliary role

d. **IFRC: Consider organizing a dedicated donor conference to advocate for the need for more flexible in reporting requirements as well as multi-year funding streams that are in line with the realities of a migration response.** Distribution modalities should be flexible and appropriate for needs, not to the reporting requirements set by donors who want to know numbers of people reached.

Volunteer Engagement

(See also Migration Know How points under Manage and Engage Volunteers)

2. **Ensure that volunteer engagement is carefully planned and managed**

   a. **NS: Develop Volunteer Management Plans (VMPs)** tailored to today's volunteer profile that can be rolled-out rapidly to respond to the unpredictable frequency and magnitude of migrant flows. This can include recruitment, capacity building and induction tools and resources that make use of social media, e-learning, online communities of practice, peer-learning/sharing, and a buddy-system where experienced volunteers are teamed up with new and less experienced volunteers.

   b. **NS: During operations, ensure a volunteer focal point and set of messages exist, for spontaneous volunteers especially,** that clearly identifies and communicates roles and responsibilities (including distinguishing what are staff vs. volunteer roles), to avoid conflicting messages and directives.

c.   **NS: Listen to, support and recognize volunteers for their empowerment, well-being and retention.** Solicit their opinions about their work, conditions, and physical as well as emotional needs. This includes provision of psychosocial services to volunteers when appropriate. Use individual medals, certificates and rewards such as embolic items (RCRC jacket) to recognize, celebrate and encourage volunteers for their time and commitment.

d.   **NS: When possible, utilize migrants as volunteers**, for example in supporting environmental sanitation in camps/centers, awareness raising and education within communities, translation services. This can be empowering and reinforce social cohesion, while providing valuable services to the migration response.

e.   **NS: Ensure protection measures are taken with regards to volunteer recruitment and training** (See Recommendation 5f under Protection).

Coordination and Collaboration

3.   **Identify and engage the internal and external migration capabilities required for a migration response.**

a.   **IFRC: Ensure key decision makers including Head of Migration (Budapest), Head of Unit – Migration (Brussels), DM Coordinator (Budapest), Migration Lead (Geneva), Team Leader Information Management and Surge Resourcing (Geneva) are brought together for planning**.

b.   **IFRC**: **Identify migration-related competencies within the Movement and finalize the surge support roster** with the relevant technical expertise to respond to the fluid and changing needs of a migration response

c.   **NS with support of IFRC**: **Continue to foster and strengthen peer NS relationships built during this response.** Facilitate NS exchanges, forums (e.g. Vienna Meeting for Operations Managers) and other peer-learning events for greater future collaboration.

d.   **NS**: **Develop SoPs which ensure cohesion between international and national departments with regular exchange of program information** so that each is aware of each other's capacities, areas of work and how they will collaborate during a population surge.

e.   **NS with support of IFRC**: **Pre-negotiate and develop MoUs with government and other external actors** on roles and responsibilities for handling both a migration surge but also a broader scope of migration services.

f.   **NS: Develop a locally tailored 'Guide to Giving' for private individual and companies to help channel useful resources when they are presented.** This would have helped NS who, during the surge, were unable to respond to all of the offers of assistance from organizations from across the private and public sectors.

4.   **Establish rapid and streamlined information sharing protocols for NS migration response.**

a. **NS with support of IFRC: Determine how information will be generated, managed and shared** amongst countries of destination, transit and origin to better inform service delivery. Do not duplicate other information sharing platforms (like those provided by UNHCR), and build on what already exists (IM Portal), and identify what areas that would be most useful for NS planning and service delivery for example: observed needs, preferred services (kinds of food, drink, WASH practices for example), particular vulnerabilities. Information shared could also include political decisions pertaining to and public opinion affecting migrants.

b. **NS with support of IFRC: Identify barriers to this kind of information collection and sharing** and take measures to address them.

Evaluation Use

10. The IFRC can more strategically integrate learning from RTEs to improve emergency operations such as European Population Movement response.

This is to ensure that recurring evaluation findings on areas for improvement are identified, analyzed, and strategically addressed. **The IFRC** to consider:

a. Analyzing extent to which management follow-up on RTE recommendations is monitored and enforced.

b. Conducting a meta-analysis (evaluation) of findings across emergency operation RTEs to identify recurrent findings/areas to improve.

c. Identifying a reoccurring area of need or improvement highlighted by RTEs to do a more thorough assessment or focused evaluation.

MIGRATION KNOW-HOW

Note: The points below are not exhaustive in any one area, but reflect a summary of lessons learned identified during the 2015-2016 European Migration Response. Some are also reflected in the RTE Recommendations. These are not mean[t to] replace other guides, but should act as a supplement, highlighting recent good practices. Below each area are references to other guides, in an attempt to bring together the resources that exist throughout the Federation.

PREPARE

1. **Conduct up-to-date situational analysis to inform operational planning:** at the country and regional level including capacity and deficit of NS to migrant's needs; conduct FACT when the situation escalates into an emergency operation. Include scenario analysis, and identify key factors to monitor.

2. **Monitor triggers and regularly update contingency plans accordingly:** Political, social, economic and environmental factors as they relate to migration; e.g. National stance towards migrant issues, public perceptions, regional agreements (e.g. EU/Turkey deal, changing eligibility, and Dublin agreement); migrant protection and staff/volunteer safety, seasonal conditions and potential natural disasters. Of particular concern are factors that will change the status of migrants – from those en route, to those stationary either stranded or awaiting asylum decisions. (See Assistance category for different needs)

3. **Pay particular attention to the political climate for migration:** Prepare for the potential impacts of changing policy, the effect it will have on auxiliary role and the appropriate media messaging.

4. **Develop a Plan of Action targeting the most vulnerable along the refugee continuum:** people who are planning departure, en route, stationary, stranded, living in community while awaiting outcome on asylum application, temporary residents, permanent residents (0-5 years - beyond), in detention, on-return. Integrate in Plan of Action, a fast and easy to use tool for capturing and reporting on the changing needs and aspirations of migrants throughout the continuum across the region.

5. **Establish communication protocols within the IFRC and with neighboring and relevant NS**: determine how information will be generated, managed and shared in a timely manner among NS to inform migrant movements and routes, needs, and coordinate services provided by NS along the routes.

6. **Adapt the standard DM tools and services**: Identify specific needs along refugee continuum (See Assistance for priorities identified in RTE) and ensure that resource, capacities, goods and services are provisioned to address them.

7. **Ensure common understanding to comply with support service protocol:** finance, logistics, procurement, and PMER; **Adapt expedient procurement protocol specific for the urgent nature of emergency operations**.

8. **Adapt and communicate HR procedures for migration**: Include migration expertise in the rostering system, allow for rostering between 2-week and 6-month periods, develop specialist visa waiver agreements to expedite recruitment, and plan rotation to minimize turnover that can slow operations.

9. **Arrange for logistical support that can scale up according to scenario,** with particular attention to transportation of people (migrants, staff and volunteers) to medical and other service centers, and translation services.

Check out Migrants in Countries in Crisis and Smart Practices that Enhance Resilience of Migrants

ADVOCATE

1. **Identify NS role**: Internal strategy for navigating the complex and sometimes conflicting mandates around the auxiliary role, mandate and humanitarian principles.

2. **Advocate from the start**: to ensure humanitarian principles and standards are forefront in planning and operations.

3. **Identify positions on priority domestic and regional advocacy issues,** such as asylum process, protection, non-refoulement, trafficking, family reunion, resettlement quotas, complex case support for UAMs, work rights for asylum seekers.

4. **Identify advocacy focal point and related roles and responsibilities**:

5. **Identify and establish partnerships with appropriate Inter-Agency Working Groups or collaborative initiatives for advocacy.**

6. **Negotiate flexibility into agreements with donors and authorities** to respond to the changing needs as migrants move from transit to stationary situations.

7. **Assume a leadership and advisory role** on humanitarian response when authorities have no precedent or plan of action.

8. Check out IFRC Humanitarian Diplomacy

MANAGE AND ENGAGE VOLUNTEERS

1. **Consider multiple formats and outlets to recruit volunteers for migration surges.** Leverage diaspora communities in host countries as sources of volunteers.

2. **Conduct background checks for volunteers working with or near children** - per protection practice #10.

3. **Ensure all volunteers receive minimal induction, safety and protection training** Ensure training debunks health myths and risks, cultural prejudices and misconceptions.

4. **Negotiate with police that spontaneous volunteers need to register themselves and any donations and agree to code of conduct prior to entering sites for protection and accountability**.

5. **Identify and use focal points for volunteer management in camps and other operational sites.** To avoid contradictory or duplicative messages or requests form staff/management

6. **Prepare and empower volunteers to engage in two-way communication with affected people/communities**.

7. **Listen to and accommodate volunteer needs and concerns:** includes complaints and feedback mechanisms for volunteers themselves; secure place for personal items, WC, safe and relaxing break areas, water and hot beverages, and PSS support.

8. **Recognize and celebrate volunteer commitment and contributions**.

9. **Build an integrated RCRC volunteer base with capacities that are not restricted to program areas**, but are cross-cutting, allowing volunteers to serve in multiple capacities.

10. **Utilize and empower migrants as volunteers,** (which can also contribute to social cohesion among migrants). Consider environmental sanitation in camps, health and safety messaging, recreational activities for youth, etc.

11. **Utilize volunteers within communities where migrants have been resettled to promote integration.**

Check out Youth Migration Handbook, IFRC online module for rapid induction, Volunteering in Emergencies

SOCIAL INTEGRATION & INCLUSION

1. **Establish a clear and coherent position and strategy to address** [stigmatization] **and prejudice along the migratory trail.** This i[ncludes] messaging in multiple formats, on multiple outlets, to multiple aud[iences.] It also includes "myth busting" within 48 hours of anti-migrant [media] coverage.

2. **Plan for social inclusion and integration for migrants from the** [start.] Ensure NS activities do not fixate on emergency relief, but also in[clude] ongoing social inclusion and integration activities.

3. **Conduct awareness-raising and offer training within NS to** [build] **understanding and appreciation of the particular specific of migra**[nts in] **a program area**. This includes addressing any implicit or [unfounded] assumptions, fears or prejudices staff and volunteers may have t[owards] migrants.

4. **Pursue NS collaboration and advocacy with diverse range of pub**[lic and] **private partners and stakeholders to build awareness, underst**[anding,] **acceptance, and ownership to respond to migrant needs.**

5. **Explore NS personnel training and related opportunities to suppor**[t social] **inclusion and integration of migrants**: e.g. embed on-the-job la[nguage] learning, PSS training for migrants, etc.

6. **Provide migrant access as early as possible to integration-**[related] **activities**: E.g. education, health services, language courses, cross [cultural] social connections, volunteering, and employment readiness.

7. **Undertake assessment of vocational opportunities for m**[igrants] **temporarily or permanently residing in an area**. Per Vo[lunteer] Engagement practice #14, this can include using migrants as volunt[eers.]

8. **Explore exchanges for migrants with local communities and volu**[nteers] **within to support integration.** This includes public service work wi[th non-] profit and public organizations.

9. **Ensure regular NS activities for local population are not diver**[ted to] **migration activities**. It is importance to maintain a balance so tha[t local] people in need are also served by the RCRC. For example, cash t[ransfer] programs should be careful not to neglect local poverty and need[s. It] may be prudent to allocate a percentage of cash transfers to th[e local] community population.

Check out Eurocities: Refugee reception and integration in cities;
Paving the Way, a Handbook on the Reception and Integration of Re[fugees;]
Refugees; EU Action Plan on the integration of third country nationals

PROTECTION

1. **Ensure basic protection measures at all points of contact** in accordance with the Core Humanitarian Standards and Sphere at all gathering points for migrants; e.g adequate lighting on way to toilets and showers, functioning locks on toilets, safe women and children's wash areas, and separate women and families from single men.
2. **Develop and use crowd control procedures for** points of arrival and departure, registration and provision of services. Implement a system to reassure people they will not lose their place in the cue, allowing time for rest, medical attention, or other needed services.
3. **Pay particular attention to the protection and safety of highly vulnerable groups**, such as women, unaccompanied minors (UAM), elderly, disabled, and people persecuted because of cultural differences. Utilize UAM guardians and/or monitors.
4. **Ensure protection and safety of all staff and volunteers during migration operations**: Take precautions that safeguard all RCRC personnel
5. **Create and maintain Security Protocol for all camps**: Comprehensive security risk assessment and plans are needed at all camps/registration centers which include entry and exit, risk and safety incorporated into staff/volunteer training, reporting lines and safety protocols.
6. **Implement Restoring Family Links (RFL) actions appropriate to phase migration**: Apps like WhatsApp provide swift information sharing and reunification of family members
7. **Take RFL measures to prevent separation of family members**: Advocate for and/or provide training for police and authorities responsible for transportation on preventive measures for RFL when transporting migrants (e.g. buses and trains). Sensitize families about RFL as well – displaying family names and phone numbers on children when in transit.
8. **Incorporate Protection considerations into staff/volunteer protocols**: Background checks for staff and volunteers working with or near children; set up sign in procedure for RCRC run facilities with first visit agreement to code of conduct.
9. **Ensure protection and safety is a central feature of response plans and embedded in migration operations.** Operational planning and implementation should prioritize the physical and emotional safety and wellbeing of migrants.
10. **Advocate and uphold the humanitarian imperative**: Especially when working alongside police and military, ensure a humanitarian approach entitling people to dignity and their basic rights.
11. **Display RCRC emblem throughout migratory path**: As a symbol of trust and reassurance amidst armed police and military.

Check out: Briefing on Child Protection in Emergencies, Canadian Red Cross Violence Prevention App for Disaster Responders For iOS For Android, Migrants in Countries in Crisis – Guidelines and Practices for Eastern Europe and Central Asia

MANAGE INFORMATION

1. **Streamline reporting requirements**: minimize excessive requests for information to multiple sources; use geo-tagged images and summarize top-line findings, and action points.
2. **Integrate tracking mechanisms** to allow real-time monitoring and reporting on changes in the socio-political climate, natural environment, migrant needs, material aid location, distribution, remaining supplies.
3. **Facilitate timely and coordinated NS exchange of information**: proactive and reactive collaboration across affected countries and regions along the migratory route. *Check out* IM portal, The Surge Information Management Support (SIMS)

PROVIDE HUMANITARIAN ASSISTANCE

Health & personal hygiene

1. **Ensure medical services are available at first point of contact** – first aid may not always be sufficient and off-site services are unviable for people in-route.
2. **Provide multiple sources and outlets of messaging for personal and communal hygiene.** In more stationary camps/settings, consider using migrants as volunteers to monitor and promote good hygiene practice (see volunteer engagement practice #x).
3. **Support the creation, understanding and use of migrant medical health records** to record vital health information that can accompany migrants along the migratory routes.

Check out WHO Europe migration and health key issues

Food & nutrition

1. **Ensure that food and beverage are nutritious and reflect preferences of migrants** (black tea vs herbal varieties or coffee; sparkling vs. still water; cans of appropriate meat, etc.)
2. **Distinguish between and provide appropriate food for migrants in transit versus those who are stationary**: for example, food sources that are portable, high energy and do not require any or much preparation time for transit; food variety and water thermoses for water storage and use, rather than disposable for stationary.
3. **Provide vitamin supplements for children, elderly, ill migrants**.
4. **Provide communal self-catering kitchens** and ensure signage and message reinforce hyenic good practice.

Water / sanitation

1. **Provide an adequate number of culturally appropriate toilet and washing facilities at all stopping points along the migratory route**.
2. **Ensure procurement for watsan hardware is established and understood for timely and culturally appropriate (squat vs. sit toilets)** (per preparation practice #8)**.
3. **Establish and maintain environmental sanitation in camps**, including facilitates for proper disposal of solid waste, regular removal of garbage/trash, and linguistically and culturally appropriate messaging to camp inhabitants regarding good environmental sanitation practice.
4. **Adapt for urban context** e.g. Shower run off in central office buildings.

Check out: WatSan Mission Assistant, No one left behind: good practices to ensure equitable access to water and sanitation in the pan-European region

Psychosocial support (PSS)

1. **Ensure PSS is supported by proactive information services**, particularly about rights, services and trends that relate to the wellbeing and future of migrants.
2. **Ensure trained PSS personnel are identifiable and accessible to migrants** at transit stopping points, as well temporary and longer-term camps and centers.
3. **Create space and offer activities for migrants that support psychosocial well-being**: child and woman friendly safe spaces; teenage recreation spaces; language and cultural awareness classes; vocational training opportunities; crafts and hobbies, such as knitting/sewing with exhibits in town; gardening and camp/center beatification activities, etc.
4. As with protection, **ensure that basic concepts of psychosocial wellbeing of migrants is embedded in the indoctrination and training of RCRC staff and volunteers**;

Check out: Rapid assessment guide for PSS/VP in emergencies and recovery; and Mental Health and Psychosocial Support for Refugees, Asylum Seekers and Migrants on the Move in Europe

PROVIDE HUMANITARIAN ASSISTANCE (continued)

Shelter

1. **Safety and protection should be foremost in the provision of s**... meeting minimal sphere and related construction standards for eme... and temporary shelters. Particular attention should be given to: a... potential environmental safety, fire risks/hazards.
2. **Construct facilities for well-being of migrants:** Provide adequate ... using visual barriers or separate facilities for single women an... potentially vulnerable peoples' sleeping quarters. Provide Feedi... diaper changing areas for mothers; child-friendly spaces; recre... areas; etc.

Check out: Emergency Sheltering Guidelines for Refugees in Germany

Non-food items (NFIs)

1. **Provide durable, yet light, portable bags to migrants with name t**... ease of identifying**.
2. **Anticipate seasonal changes in weather/temperature, and p**... clothing accordingly.**
3. **At migrant camps/centers for overnight accommodation, pro**... minimal thin mattresses** so people do not have to sleep on the gro...
4. **Provide hygiene supplies appropriate to need**: avoid overabunda... certain items (weekly distribution of toothpaste in stationary cam... example)
5. **Minimize waste and items that contribute to garbage, trash and l**... support recycling by encouraging use of renewable resources, s... water bottles that can be cleaned and reused.

Cash

1. **Consider for cash as modality** with amounts commiserate wit... population wages/benefits.
2. Assess feasibility of combined cash and goods package

Check out Cash in Emergencies Toolkit

COMMUNICATE WITH MIGRANTS

1. **Communication is aid!** Build aid commitments that ... communication assistance along with other 'life-saving' supports
2. **Provide information along the migratory route** on safety, legal... options and services. Utilize waiting and queuing areas, and m... transportation, printed material for static information, ... applications/websites for regularly updated information.
3. **Build in two-way mechanisms to inform response and plan of acti**... includes safe, anonymous, and culturally appropriate complain... feedback mechanisms.
4. **Provide migrants with means to communicate with each oth**... family/friends elsewhere:** Provide mobile charging station... generators, wifi access, SIM cards, etc., at collection/registration p...
5. **Ensure on the ground interpreters with name tags in highly**... clothing** denoting languages spoken. Embed local community m... with languages and cultural insight
12. **Ensure that messaging is consistent along migratory routes**: Use of ... wide icons e.g. toilets, wash, food, child- and woman-safe ... registration, transportation and accommodation information
13. **Establish complaints and feedback mechanism for both migrants an**... personnel** to record and respond to incidents related to Protecti... Safety, to monitor and respond to trends

Check out: IFRC's Virtual Volunteer, Refugee Buddy App

6. Annexes

5.1   Terms of Reference

<u>Real Time Evaluation (RTE) Terms of Reference (TOR)</u>
IFRC European Migration Response 2015 - 2016

1. Summary

1.1. Purpose: The purpose of the RTE of the IFRC European Migration Response 2015 – 2016 is to assess and provide lessons to inform the IFRC[29] response to the ongoing migration crisis affecting Europe, as well as its response migrants' needs beyond Europe. It will focus on the challenges confronted by and opportunities available to National Societies (NS) in their response to a prolonged, cross-border crisis with multiple stakeholders and political sensitivities. Attention will be given to the degree to which NS in countries of origin, transit and destination of migrants to Europe have been proactive in developing and pursing approaches to their migration response, including cross-border collaboration and coordination.

1.2. Commissioner: This RTE has been commissioned by the USG of the Programme and Operations Division at the IFRC Secretariat in Geneva.

1.2. Audience: The primary audience for this RTE is the IFRC and the NS that it supports to respond to the IFRC European Migration Response. The audience also includes the ICRC and other stakeholders that the IFRC and NS work with to improve Red Cross Red Crescent (RCRC) Movement response to the European migration crises, as well as migration and related prolonged, multi-country crisis in operations beyond Europe.

1.4. Consultancy Duration: Approximately 45 days

1.5. Consultancy Dates: June - July, 2016

1.6. Location of consultancy: IFRC Geneva office and Regional office in, Budapest, plus two countries of transit and of destination for European migrants.

---

[29] Throughout this ToR, "IFRC" refers to the Secretariat of the International Federation of Red Cross and Red Crescent Societies

2. Background

Since the beginning of 2015, the number of migrants to Europe in response to conflict, poverty, discrimination and persecution has increased dramatically. This has caused various challenges for both state and humanitarian actors to manage the challenges faced by over a million vulnerable migrants. These challenges are to a large degree complicated by the political-cultural origins and implications of the migration, as well as it cross-border and long-term nature.

In the last year, over 1 million migrants reached Europe across the Mediterranean seeking safety and a new life in a new country. Tragically, of these migrants, over 3700 were missing, believed drowned in the sea crossing to Greece or Italy.[30] As the situation evolves, tens of thousands more are stuck in transit in countries along the migratory routes.

The majority of these migrants (88%[31]) come from the world's top 10 refugee-producing countries: 46% are from Syria, 25% from Afghanistan, 16% from Iraq, and the remaining 22% coming from Pakistan, Iran, Nigeria, the Gambia, etc. These migrations are precipitated by conditions in the countries of origin, mainly in the Middle-East and Africa. Whether it is conflict, political repression, poverty or discrimination, most analysts agree that the situation is unlikely to improve in the short-term, and that the flow of migrants trying to reach Europe will likely continue to increase in the upcoming warmer months.

In many cases, it is the countries of origin and neighboring countries that are experiencing the most serious humanitarian consequences and needs. For example, the UNHCR estimates that the countries neighboring Syria (Egypt, Iraq, Jordon, Lebanon, and Turkey) are hosting over 4.8 million refugees from the conflict in camps or communities.[32] This places a considerable strain on the resources of these countries and in turn on the National Societies, which often play a key role in the national response to this crisis. North Africa has also witnessed thousands of refugees and migrants passing through the countries bordering the Mediterranean heading to Europe, mainly by sea.

During 2015, the migration crisis has also had a considerable impact on the countries of the European continent, affecting the political and media agenda of the EU states, causing EU as well as non-EU states to consider a sustained humanitarian response. Turkey is the primary exit point for Syrians fleeing the conflict, with Greece or Italy as primary entry points into Europe. Migrants and refugees then try to follow paths north through other countries of transit, such as the Former Yugoslav Republic of Macedonia, Serbia, Croatia, Slovenia, heading for their ultimate country of destination, be it Germany, Sweden, Belgium, Finland or another target EU/non-EU country.

The following map from UNHCR summarizes these trends as of March 2016.[33]

---

[30] Statistics are from UNHCR, 30 December 2015, http://www.unhcr.org/5683d0b56.html

[32] UNHCR, 27 April 2016, http://data.unhcr.org/syrianrefugees/regional.php
[33] UNHCR, 27 April 2016, http://data.unhcr.org/mediterranean/regional.php

Refugees/Migrants Emergency Response - Mediterranean
27 April 2016

http://data.unhcr.org/mediterranean
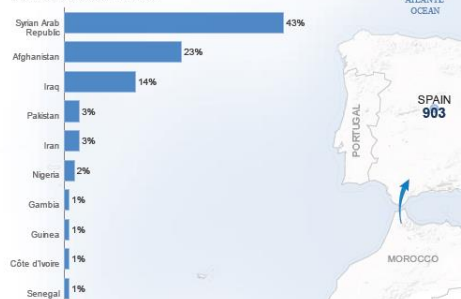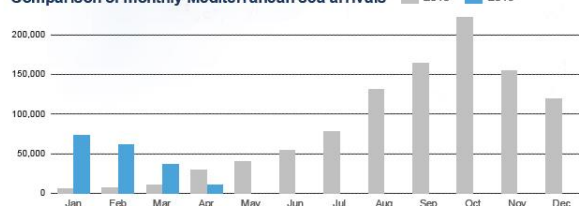
Increasing numbers of refugees and migrants take their chances aboard unseaworthy boats and dinghies in a desperate bid to reach Europe. The vast majority of those attempting this dangerous crossing are in need of international protection, fleeing war, violence and persecution in their country of origin. Every year these movements continue to exact a devastating toll on human life.

181,673 arrivals by sea in 2016
1,015,078 arrivals by sea in 2015
1,261 dead/missing in 2016
82% of arrivals come from the world's top 10 refugee-producing countries

Top-10 nationalities of Mediterranean sea arrivals
Top-10 nationalities represent 92% of the sea arrivals
based on arrivals since 1 Jan 2016

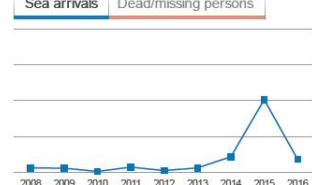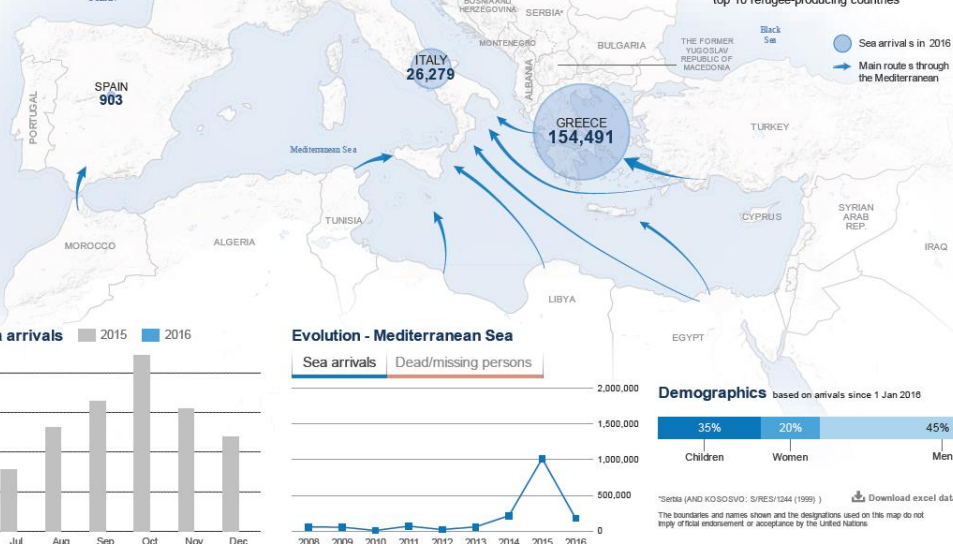| Nationality	%
Syrian Arab Republic	43%
Afghanistan	23%
Iraq	14%
Pakistan	3%
Iran	3%
Nigeria	2%
Gambia	1%
Guinea	1%
Côte d'Ivoire	1%
Senegal	1%

SPAIN 903
ITALY 26,279
GREECE 154,491

Sea arrivals in 2016
Main routes through the Mediterranean

Comparison of monthly Mediterranean sea arrivals 2015 2016

Evolution - Mediterranean Sea
Sea arrivals | Dead/missing persons

Demographics based on arrivals since 1 Jan 2016

35%	20%	45%
Children	Women	Men

*Serbia (AND KOSOSVO: S/RES/1244 (1999))
The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations

Download excel data

A particular challenge of this migration crisis is the fast changing environment and context in the different affected regions. Currently, the contexts in the Middle East, North Africa and Europe can change quickly and often, with these changes affecting migration routes. The situation has become more complicated in recent weeks, with a number of transit countries erecting walls or barriers to restrict or stop the movement of migrants, creating bottlenecks in neighboring countries and leaving responsible authorities in these countries with the responsibility to assist the unanticipated migrant population. Hungary, Serbia and the Former Yugoslav Republic of Macedonia have all now restricted on the number and nationality of migrants who can pass through their territory, resulting in thousands of migrants who are stranded at entry points, particularly in Greece, where over 13,000 people are now trapped at its northern border, and thousands more in camps in Athens.

In addition, the profile and needs of the migrant population on the move is changing, which demands changes and flexibility in the humanitarian assistance provided. Initially, young or single men attempted to make the journey through Turkey to Greece and on to Northern Europe, but migrant groups now increasingly include vulnerable women, children or elderly family members, who are attempting the journey, as well as unaccompanied minors. Gender and other socio-disaggregation of migrant populations (e.g., age, nationality and disability), are critical considerations when assessing the vulnerabilities of migrants.

Other key considerations affecting migrants along their journey to Europe include: the absence of a legal status; family separation; socio-economic hardship; unsafe conditions; increasing xenophobia and violence; and the criminalization of migrants. While considering operational responses, it is therefore equally

important to consider advocacy and public communications as part of the response in order to enhance awareness and understanding between migrants and local communities and to avoid fear, ignorance, discrimination and violence.

The justification for a RTE of the IFRC Europe Migration Operation is twofold:

1. The current migrant crisis in Europe raises issues and priorities relevant to the strategic objectives stated in the IFRC Plan and Budget 2016-2020 to achieve the strategic aims of Strategy 2020[34]. This includes Strategy for Implementation Outcome 2.1 to ensure effective and coordinated international disaster response, as well as all the with Areas of Focus (AoF); particularly AoF 8 for Migration, AoF 6 for Social Inclusion, and AoF 7 for Culture of Non-Violence and Peace.

2. The IFRC's commitment to ensuring quality assurance, standards and a culture of learning in its disaster response. RTEs aim to improve service delivery and accountability to beneficiaries, donors and other stakeholders, and to capture lessons for the improvement of IFRC's disaster response system. As such, the IFRC Framework for Evaluation states that RTEs are required under one or a combination of the following conditions:
   a) The emergency operation is over nine months in length;
   b) More than 100,000 people are planned to be reached by the emergency operation;
   c) The emergency appeal is greater than 10,000,000 Swiss francs;
   d) More than ten National Societies are operational with staff in the field.

   The IFRC Europe Migration Operation falls within these criteria for required RTEs.

3. Evaluation purpose & scope

The purpose of the RTE of the IFRC European Migration Response 2015 – 2016 is to assess and provide lessons to inform the IFRC response to the ongoing migration crisis affecting Europe. It will specifically focus on the challenges confronted by and opportunities available to NS in their response to a prolonged, cross-border crisis with multiple stakeholders and politically sensitivities.

Particular attention will be given to the degree to which NS in countries of origin, transit and destination of migrants to Europe have been proactive in developing and pursing approaches to their migration response, including cross-border collaboration and coordination. Specific evaluation questions are framed below in Section 4 of this ToR.

Lessons from the RTE will inform how the IFRC can best support NS to respond to the varying needs of vulnerable migrants in different contexts both within and beyond Europe. While recommendations from the

---

[34] Strategic Aim 1 of the IFRC Strategy 2020 (p20) states, "During disasters, due to natural and human-made hazards, or in crises that arise from violent conflicts, the immediate imperative is to save lives, reduce suffering, damage and losses, and to protect, comfort and support affected people."

RTE will be specific and realistic for the IFRC European Migration Response Operation, they are also expected to inform IFRC strategic decisions and planning to support a sustainable and effective RCRC response to future migration and related prolonged, multi-country crises in operations beyond Europe.

The temporal scope of the RTE will focus on the period of increased migration to Europe and the RCRC response since March 2015, including changes in the response given the changing conditions for population movement after the EU-Turkey agreement. The geographic scope for the exercise will focus mainly on countries of transit and destination of migrants to Europe, but will also look into the background contexts and drivers of countries of origin, which will be included in the secondary data for the evaluation.
It should be noted that unlike previous RTEs, this evaluation will review contexts where National Societies are working with support from IFRC emergency appeals and DREFs (countries of transit) and also contexts where National Societies are working under their own resources and IFRC has a reduced role in coordination and information sharing role, (e.g. countries of destination). As such, National Society and IFRC roles will differ according to context.

To ensure the evaluability of the RTE given the available time, resources, and capacities, field visits will be limited to the IFRC Geneva office and Regional office in Budapest, plus four countries directly affected by the European migration crisis. Currently, the following countries are being considered for field visits, (which will be confirmed by the time of the inception report):

1) Two countries of transit - Greece and Serbia (this should consider the situation before the changes to movement of population in the countries of the Balkan region, when there was a "transit" of population and the situation after new border restrictions were brought in and the migrant population became stranded)

2) Two countries of destination - Austria and Finland

While the RTE will focus on the NS and IFRC migration response in affected countries, its scope will also include other relevant actors internal and external to the RCRC Movement, including participating NS working in affected countries, the ICRC, the Governments of affected countries, and the European Union (EU).

4. Evaluation criteria and key questions

4.1   The review will focus on five evaluation criteria[35]:

1) **Relevance and appropriateness** – the extent to which NS response has been well-suited to migrants' needs and the context in which assistance is provided.

2) **Coverage** – the extent to which the NS response reaches migrants in need.

3) **Effectiveness** – the extent to which the NS response has or is likely to assist migrants in need.

---

[35] IFRC Framework for Evaluation (2011, Section 3, p. 4-7)

4) **Coherence** – the extent to which the NS response take adequate account of and consistently uphold humanitarian principles.

5) **Impact** – the extent to which the NS response has led to positive or negative changes, (directly or indirectly and intended or unintended), on migrants in need.

4.2   Key evaluative questions used to assess performance against the criteria include[36]:

Questions relevant to NS in countries affected by the movement of migrants

1) To what extent and how have these NS been able to mobilize, adapt and sustain a response to address the needs of migrants, including protection and social inclusion? What key factors have supported or hindered their response, why, and what are specific recommendations for NS and those supporting them to best address the needs of migrants?

2) To what extent have these NS utilized social media and other outlets of communication to raise awareness of and sensitize the public to misunderstandings of and negative perceptions towards migrants. What key factors have supported or hindered this for NS, why, and what specific recommendations can be pursued by NS to better achieve public awareness and sensitization towards migrants?

3) To what extent and how have these NS been able to effectively collaborate and work together to provide coordinated and coherent services to migrants in need across multiple borders? What key factors have supported or hindered NS cross-border collaboration, why, and what are specific recommendations to improve this area?

4) To what extent and how have these NS been able to navigate the political and contextual challenges of the migration crisis to best address the needs of migrants? What key factors have supported or hindered NS efforts in this area, why, and what are specific recommendations for NS?

5) To what extent and how has the auxiliary role these NS have with the national government affected their ability to uphold the humanitarian imperative in their response to the needs of migrants? What are specific recommendations to improve this area?

Questions relevant to RCRC actors supporting the NS response in countries affected by migrants

6) To what extent has the IFRC tailored and delivered support to NS in affected countries for their effective response to the needs of migrants? What key factors have supported and hindered its support to NS, why, and what are specific recommendations to improve this area?

7) To what extent have partner NS tailored and delivered support to NS in affected countries for their

---

[36] These questions will be revisited and refined if necessary during the inception phase of the RTE.

effective response to the needs of migrants? What key factors have supported and hindered its support to NS, why, and what are specific recommendations to improve this area?

8) To what extent has the IFRC been able to support NS in countries affected by migration through its coordinating role with partner NS and the ICRC? What key factors have supported and hindered the IFRC ability to do this, why, and what are specific recommendations to improve this area?

9) To what extent has the IFRC been able to leverage humanitarian diplomacy to support NS response to the migration crisis in Europe? What key factors have supported and hindered the IFRC ability to do this, why, and what are specific recommendations to improve this area?

Questions relevant to non-RCRC actors affecting NS response in countries affected by migrants

10) What and how have other non-RCRC actors, (e.g. the European Union), affected NS ability to respond to the needs of migrants? What are specific recommendations to improve this area?

11) To what extent have NS and other RCRC actors been able to cooperate and coordinate with non-RCRC actors in the response to the needs of migrants?

Additional questions

It is recognized that emergent questions related to those framed above may arise in the course of the RTE, particularly due to the complex and changing context of the migration operation in Europe.

5. Evaluation methodology & process

The RTE design and methodology will be utilization-focused to inform the real-time and future IFRC response to the migrant crisis. The specific data collection plan and methodologies will be detailed in close consultation between the RTE team and IFRC during the inception phase of the exercise. However, data collection and analysis is expected to largely draw upon the following primary methods:

1. **Desktop review** of organizational, strategic, policy and operational documents relevant to IFRC's response to migrants' needs in both emergency and non-emergency settings, as well as of other non-IFRC secondary data sources, such as from NS, ICRC, partner organizations, the European Union, and national governments.

2. **Field visits/observations** to selected sites and to the Country/Regional offices, as per the description of RTE scope in Section 3 of this ToR.

3. **Key informant interviews** of RCRC and non-RCRC stakeholders identified to best answer the evaluative questions.

4. **Focus group discussions** with key stakeholder groups for which group response for the analysis of the evaluative questions is identified as most useful.

A four person RTE Team will conduct this exercise:

1. **A RTE team leader** will provide external expertise, as well as an independent, objective perspective for the exercise. S/he will be responsible for oversight of the planning, data collection and analysis, and will be the primary author of the evaluation report and other written deliverables listed below in Section 6.

2. **An IFRC Senior Evaluation officer**, who will support the planning, data collection and analysis, and preparation of the deliverables for this RTE.

3.   **Two NS representatives** with experience in migration operations and evaluation to support and inform the planning, data collection and analysis, and preparation of the deliverables for this RTE.

RCRC team members will also provide organizational experience to inform interactions with and assessment of RCRC actors for the RTE, supporting efficiency in its execution.

An IFRC Management Committee for the RTE will manage the RTE team and ensure that the exercise adheres to the quality and ethical standards of the IFRC Framework for Evaluations (see Section 8 below). The committee will consist of three people not directly involved with the operation. One member will be an evaluation officer from the IFRC Policy, Strategy and Knowledge Department (PSK), another from the IFRC Programmes and Operations Division, and the third will come from the IFRC Europe Regional office.

The IFRC Management Committee will support the RTE Team prior to and during the RTE, provide the interface with the IFRC offices in each of the countries included in the RTE, and guide the review and approval of the RTE deliverables, with particular attention to sufficient stakeholder involvement for ownership and use of the RTE findings and recommendations.

Secondary data will be provided to the RTE Team early in the exercise, and initial briefing and selected key informant interviews will be used for the RTE Team to draft an inception report. Upon review and approval of the inception report, data collection and analysis will follow the detailed plan as outlined in the inception report. The RTE Team will receive security briefings for all field visits as required. The draft IFRC Real-time Evaluation Management Guide will guide this RTE, including the report review process and the management response.

6. Evaluation deliverables

1. **Inception Report** – The inception report will be a scoping exercise for the RTE and will include the proposed methodologies, data collection and reporting plans with draft data collection tools such as interview guides, the allocation of roles and responsibilities within the team, a timeframe with firm dates for deliverables, and the travel and logistical

arrangements for the team.

2. **Debriefings / feedback to management at all levels** – The team will report its preliminary findings to the IFRC Europe Regional Office in Budapest, and the team or team leader will debrief in Geneva, in a timely manner and will adhere to the above mentioned review process. When possible, country field visits will also be debriefed in-country with relevant stakeholders to better support the real-time use of initial findings, while also serving as a further opportunity for the RTE team to check accuracy and gain further input and opinion.

3. **Draft and final RTE report** – The RTE report should address the stated purpose and evaluative questions in this ToR, and any additional, emergent questions identified. The specific report content can vary, but at a minimum it should include a profile (background) of the migration crisis and the RCRC role, why it is being evaluated, a description of the methods and limitations, and key findings, conclusions, lessons learned, and recommendations. An executive summary should provide a succinct and clear overview of the report, highlighting key findings, conclusions, recommendations and lessons learned. The report should also have appropriate appendixes, including a copy of the TOR. The draft report, identifying key findings, conclusions, recommendations and lessons for the current and future operation, will be submitted by the team leader within three weeks of the evaluation team's return from the field.

4. **RTE summary** - In addition, the team would be asked to produce a short document to communicate the key lessons and recommendations in short and easily accessible format. This will be done to improve communication of the results to the widest possible audience and to help the Europe Regional Office to share and apply the key findings in an appropriate and timely manner. Rather than just a re-write of the executive summary, this deliverable is expected to utilize data visualization and format to effectively convey information.

After the final report is submitted and agreed, the IFRC will complete a management response within 2 -3 weeks. The IFRC will disseminate the RTE report, unaltered as finally submitted by the RTE team leader, and this will be published along with the IFRC management response on the IFRC public website in its Evaluation Databank.

All written RTE deliverables will be owned by the IFRC and the evaluators will not be allowed, without prior authorization in writing, to present any of the analytical results as his / her own work or to make use of the evaluation results for private publication purposes.

7. Consultancy timeframe

RTE Team Activity	week	Deliverables
Briefing and begin review of secondary data	1-2	Briefing

Develop inception report	2	Inception plan
Data collection and analysis	3-4	Preliminary findings and field debriefs
HQ/Regional Office debrief of overall findings and preliminary recommendations	5	Debrief presentation
Draft RTE report	6	Draft report
IFRC review of RTE report	7	
Submit final report with any revision in response to review comments	8	Final RTE report

8. Evaluation quality & ethics

The RTE Team members should adhere to the evaluation principles and standards presented in the IFRC Framework for Evaluation, In particular, they should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of people involved, and to ensure that the review is technically accurate, reliable, legitimate, conducted in a transparent and impartial manner, and contributes to organizational learning and accountability.

It is also expected that the RTE Team members will uphold the seven Fundamental Principles of the Red Cross and Red Crescent: 1) humanity, 2) impartiality, 3) neutrality, 4) independence, 5) voluntary service, 6) unity, and 7) universality.

9. RTE team member qualifications

External RTE Team Leader

- Demonstrable experience leading evaluations of humanitarian operations responding to major disasters/crises, with specific experience preferred in RTEs, and working with migrants, refugees and displaced people.

- Knowledge of strategic and operational management of humanitarian operations and proven ability to provide related recommendations to key stakeholders.

- Strong analytical skills and ability to clearly synthesize and present findings, draw practical conclusions, make specific and realistic recommendations, and prepare well-written, coherent reports in a timely manner.

- Experience in qualitative data collection and analysis methods for emergency operations, with examples of data collection tools used.

- Knowledge of the Red Cross Red Crescent Movement and IFRC's disaster management systems, with direct working experience preferred.

- Knowledge of the Europe region, migration issues, cultures, and languages an advantage.

- Demonstrated capacity to work both independently and as a team leader, supervising and mentoring team members.
- Excellent English writing and presentation skills, with relevant writing samples of similar evaluation reports.
- Minimum qualification of a master's degree or equivalent combination of education and relevant work experience.
- Immediate availability for the indicated period.
- Completed IFRC online security training (which can be done upon recruitment is needed).

RTE Team Members
- Sound understanding of and experience with the Red Cross Red Crescent Movement and the IFRC disaster management systems, preferably FACT-trained and with direct experience supporting an IFRC emergency operation.
- Experience in qualitative data collection and analysis for evaluations, preferable in IFRC emergency contexts.
- Knowledge of the migration crisis, the IFRC response, and/or of some of the countries involved in the response.
- Knowledge of the Europe region, migration issues, cultures, and languages an advantage.
- Excellent English writing and presentation skills, with relevant writing samples of similar evaluation reports.
- Minimum qualification of a master's degree or equivalent combination of education and relevant work experience.
- Immediate availability for the indicated period.
- Completed IFRC security training

10. Application Procedures

Interested candidates for the external RTE leader position should submit their application material by May 15**,** 2016 to the following email: **pmer.support@ifrc.org**. Application material is non-returnable, and we thank you in advance for understanding that only short-listed candidates will be contacted for the next step in the application process.

Application materials should include:

1. **Curriculum Vitae** (CV)
2. **Cover letter** clearly summarizing your experience as it pertains to this RTE, your daily rate, and three professional references.
3. At least **one example** of an evaluation report most similar to that described in this TOR.

5.2   Literature Reviewed

IFRC	Migration: Ensuring access, dignity, respect for diversity and social inclusion – reference document	International Federation of Red Cross and Red Crescent Societies, Geneva	2011
IFRC	European Regional Migration Framework	International Federation of Red Cross and Red Crescent Societies, Geneva (Julia Brothwell)	7.2016
IFRC	Migration - Overview of the Migration Task Force	The Migration Task Force, International Federation of Red Cross and Red Crescent Societies	13.06.16
IFRC	Migration Pooled Fund (MPF). Strengthening the capacities of the National Societies in migration programming	Draft concept paper	4.2.2016
IFRC	Migration Task Force - Update #5	The Migration Task Force, International Federation of Red Cross and Red Crescent Societies	01.05.2016
IFRC	Migration Pooled Fund (MPF) – strengthening the capacities of the National Societies in migration programming – draft		13.06.16
IFRC	Pakistan RTE Timeframe Autumn 2010		26.10.2010
IFRC	Plan and Budget 2016-2020	International Federation of Red Cross and Red Crescent Societies, Geneva	2015
IFRC	Policy on Migration		11/2009
IFRC	Policy on Migration – the 10 Migration Principles		
IFRC	Real Time Evaluation of IFRC Response to 2010 Pakistan Floods	International Federation of Red Cross and Red Crescent Societies	20.1.2011
IFRC	Promoting social inclusion & a culture of non-violence and peace – The role of the Red Cross and Red Crescent	International Federation of Red Cross and Red Crescent Societies	
IFRC	Resolution 3 - "Migration: Ensuring Access, Dignity, Respect for Diversity and Social Inclusion," adopted at the 31st International Conference of International Conference of the Red Cross and Red Crescent Movement in 2011	31st International Conference of the Red Cross and Red Crescent, International Federation of Red Cross and Red Crescent Societies	28.11.2011 – 1.12.2011
IFRC	Resolution 5 - "International Migration," adopted at the Council of Delegates Geneva, 23-24 November 2007	Council of Delegates, International Federation of Red Cross and Red Crescent Societies	23-24.11.2007
IFRC	Resolution 10 - Policy on "Migration for the International Federation of Red Cross and Red Crescent Societies," adopted at the Council of Delegates, Nairobi, 23-25 November 2009.	Council of Delegates, International Federation of Red Cross and Red Crescent Societies	23-25.11.2009

IFRC	Serbia: Population Movement – facts and figures	International Federation of Red Cross and Red Crescent Societies	2.2.2016
IFRC	Situation Report Greece: Population Movement	International Federation of Red Cross and Red Crescent Societies	5.17.2016
IFRC	Smart Practices Summary Report	International Federation of Red Cross and Red Crescent Societies	2016
IFRC	Smart practices factsheet - Enhancing the resilience of migrants (Summary of IFRC Global Study on Migration 6/2016)	The Migration Task Force, International Federation of Red Cross and Red Crescent Societies	13.06.2016
IFRC	Social Inclusion Continuum		
IFRC	Strategic approach to social inclusion and building a culture of non-violence and peace – concept strategy	International Federation of Red Cross and Red Crescent Societies	30.5.2016
IFRC	ToR Europe Regional Contingency Plan (scaling up migration humanitarian response)	International Federation of Red Cross and Red Crescent Societies	21.3.2016
IFRC	ToR for a Real Time Evaluation of the IFRC Response to the 2010 Pakistan Floods	International Federation of Red Cross and Red Crescent Societies	21.10.2010
IFRC	ToR for Deployment of a Developing Head of Emergency Operations for Greece Population Movement Emergency Response - draft		29.2.2106
IFRC	Volunteering in Emergencies – Practical guidelines for Red Cross and Red Crescent Societies managing volunteers in emergency situation	International Federation of Red Cross and Red Crescent Societies, Geneva	2012
IFRC	Youth and Migration Handbook	International Federation of Red Cross and Red Crescent Societies, Budapest	2016
IFRC	Greece revised emergency appeal / ECHO contribution, Turkey EU deal – Questions and Answers	IFRC	5.30.2016
IFRC	Mission Report – Greece Kos Island	IFRC Euro Region	Sep-15
IFRC	Part 2: for Elhadj As Sy, Secretary General's visit to Greece: 2-4 November 2015. Highlights of various meetings and follow-up	IFRC Euro Region	Nov-15
IFRC	IFRC SG Briefing Note-Alternate-Minister-of-Immigration-Policy-GREECE 11-2015	IFRC Euro Region	Nov-15
IFRC	IFRC SG Briefing Note-Ministry of Labour-GREECE 11-2015	IFRC Euro Region	Nov-15
IFRC	IFRC SG Briefing Note-Deputy Ministry of FA -GREECE 11-2015	IFRC Euro Region	Nov-15

IFRC	IFRC SG Briefing Note-Deputy Ministry of Health-GREECE 11-2015	IFRC	Nov-15
IFRC	Serbia: Population movement 17 November 2015	IFRC	Nov-15
IFRC	Serbia: Population movement 6 October 2015	IFRC	Oct-15
IFRC	Serbia: Population movement 22 September 2015	IFRC	Sep-15
IFRC	Serbia: Population movement 15 September 2015	IFRC	Sep-15
IFRC	Press release: winterization 30 September 2015	IFRC	Sep-15
IFRC	Serbia: Population movement 2 February 2016	IFRC	Feb-16
IFRC	Emergency Appeal Serbia Population movement and revs 1-3	IFRC	Sep-15
IFRC	Protection, Gender and Inclusion: Mapping Report of 4 National Societies	IFRC	Jul-16
IFRC	Emergency Appeals Update: Greece Population Movement	IFRC	Jul-16
IFRC	IFRC Global Surge Working Group summary PowerPoint of key findings form emergency operations, Nairobi - September 2015	IFRC	Sep-15
IFRC	Management Response to the Real Time Evaluation (RTE) of the IFRC Pakistan Floods Operation 2010	International Federation of Red Cross and Red Crescent Societies	28.2.211
IFRC	Policy on Migration – Fact sheet		
IFRC	Regional Contingency Plan	International Federation of Red Cross and Red Crescent Societies	2016
IFRC	Mission Report – Hellenic Red Cross Society	IFRC Euro Region	Aug-15
IFRC	Briefing Not for Sec Gen Elhadj As Sy Greece Visit	IFRC Euro Region	Nov-15
IFRC – Elihadj As Sy	Letter – Greece Status Agreement	IFRC	Nov-14
IFRC Euro Region	Regional implementation plan for the European migration emergency operation	International Federation of Red Cross and Red Crescent Societies	25-Sep-16
IFRC Euro Region	IFRC European Migration IM update	International Federation of Red Cross and Red Crescent Societies	Undated
Markus Glanzer	"Population Movement"	Austrian RC	Undated
PERCO	Perco Expert Opinion on the Vulnerabilities of Migrants which are Caused by the Lack of a Legal Status	Platform for European Red Cross Cooperation on Refugees, Asylum seekers and Migrants	8.5.2015
RCEU	Perilous Journeys. Vulnerabilities along migratory routes to the EU	RCEU	Undated
RCEU	Access to International Protection in the EU for People Fleeing Syria – position paper	Red Cross EU Office	14.10.2014
RCEU	Addressing the Vulnerabilities Linked to Migratory Routes to the European Union – position paper	Red Cross EU Office	9.12.2015
RCEU	Perilous journeys – Vulnerabilities along migratory routes to the EU	Red Cross EU Office	11.2015

RCEU	Recommendation on migration and asylum in the European Union – recommendations to the EU	Red Cross EU Office	2014
RCEU	Resettlement in the European Union – position paper	Red Cross EU Office	19.6.2015
RCEU and ECRE	Disrupt Flight – The Realities of Separated Refugee Families in the EU	Red Cross EU Office and European Council on Refugees and Exites	
RCRC European Youth Coordination Committee	Youth and Migration Handbook	RCRC European Youth Coordination Committee	2016
RCS	Statutes of Red Cross of Serbia	RCS	2013
Republic of Serbia	Law of the Red Cross of Serbia	Government of Serbia	2005
Swedish Red Cross	Resolution 7 - Movement statement on Migration: Ensuring Collective Action to Protect and respond to the Needs and Vulnerabilities of Migrants	Council of Delegates, International Federation of Red Cross and Red Crescent Societies	7.12.2015
UNHCR	Greece Fact Sheet 1 January – 31 May 2016	UNHCR	
UNHCR	Serbia Update 25-27 July 2016	UNCHR	Jul-16
UNHCR	Serbia Update 18-20 July 2016	UNHCR	Jul-16
UNHCR	3W Serbia 24 July	UNHCR	Jul-16
UNHCR	Analysis of Estimated Arrivals	UNHCR	Jul-16
UNHCR	UNHRC Site Profile - Greece	UNHCR	Accessed from internet 7-2016
Vine Management Consulting Ltd	Mid-term review of Strategy 2020 – final report	Vine Management Consulting, Bristol, UK	3.8.2015

5.3   Key Informants

Headquarters		
Anais Faureatger	Head of Unit-Migration	IFRC - Brussels
Borbala Bodolai	Senior Migration Officer	IFRC - Budapest
Caroline Bach	Community Engagement	IFRC - Budapest
Christine South	Senior Officer	IFRC - Geneva
Claire Durham	Cash Team	IFRC - Geneva
Cristina Estrada	Operations Quality Assurance, SO	IFRC - Geneva
Diana Szasz	Consultant	Ground Truth
Emillie Goller	Current HoCC	IFRC - Budapest
Eva Puhar	RFL Programme Responsible	ICRC - Belgrade
Francisco Maldonado	Senior Officer, Global Surge Capacity	IFRC - Geneva
Garry Conille	Under Secretary General Programmes and Operations	IFRC - Geneva
Goran Boljanovic	Logistics coordinator, Migration	IFRC - Budapest
Henk Hoff	IM delegate Migration	IFRC - Budapest
Jacqueline Baumgartner	Head of RFL, ICRC Europe mission	ICRC - Paris
Jeya Kulasingam	Emergency Health, migration	IFRC - Budapest
Julia Brothewell	European Migration Framework Coordinator	IFRC - Budapest
Leonardo Carmenati	Head of Migration	IFRC - Budapest
Lucia Lasso	Operations manager for migration in Europe	IFRC - Budapest
Mette Petersen	Head of Country Cluster for Balkans	IFRC - Budapest
Nichola Jones	Communications delegate	IFRC - Budapest
Nicole Batch	Protection Delegate, Migration	IFRC - Budapest
Nis Sperling	Youth & volunteer	IFRC - Budapest
Olga Dzhumaeva	Partnerships and Resource Development Coordinator	IFRC - Budapest
Ombretta Baggio	Community Engagement	IFRC - Geneva
Panu Saaristo	Senior Officer, Emergency Health	IFRC - Geneva
Patrick Gueissaz	Head of Mission, ICRC	IFRC - Budapest
Ruben Romero	Disaster Management Coordinator	IFRC - Budapest
Seija Tyrninoksa	Previous HoCC	IFRC - Budapest
Shaun Hazeldine	Innovation Lead	IFRC - Geneva
Simon Eccleshall	Head of Disaster and Crisis Management	IFRC - Geneva
Simon Missiri	Director of Europe Regional Office	IFRC - Budapest
Sophia Keri	Partnerships and Resource Development Coordinator	IFRC - Budapest
Sune Bulow	Snr. Officer, ERU	IFRC - Geneva
Thierry Schreyer	Protection Coordinator, ICRC Europe mission	IFRC - Paris
Timea Kramcsak	Finance Controller (and Migration finance focal point)	IFRC - Budapest
Tiziana Bonson	Task Force lead, Migration	IFRC - Geneva
William Carter	Senior Officer, WatSan	IFRC - Geneva

Zlatko Kovac	Coordinator, Programme Management (DEVCO) focusing on Migration	IFRC - Geneva
Interviews during Field Visits		
Austria		
Alexander Öze	International Disaster Management	ARC
Bernhard Schneider	Migration	ARC
Christoph Pinter	Head, Austria	UNHCR
Claire Schocher-Döring	RFL	ARC
David Wran-Schumer	Styria Branch	ARC
Emilie Goller	International relations	ARC
Flora Haderer	Medical staff	ARC
Gerald Czech	Media Dept	ARC
Gerry Foitik	Domestic Disaster Management and PSS	ARC
Ivo Habertitz	Domestic Disaster Management and PSS	ARC
Johann Bezdeka		Federal Ministry of Interior
Jürgen Högl	International Disaster Management	ARC
Jürgen Kunert	Operations Center Logistics	ARC
Markus Glanzer	Acting Head of Division Operations, Innovation and Subsidiaries	ARC
Monika Stickler	Domestic Disaster Management and PSS	ARC
Peter Hansak	Styria Branch	ARC
Thomas Prinz	Head of Refugee Welfare – Vienna RC region	ARC
Tom Marecek	Media Dept	ARC
Werner Kerschbaum	Secretary General	ARC
In addition: 5 Nickelsdorf Branch staff and Caritas partner		ARC
Finland		
Aija Jantunen	Deputy Director, Lammi, Iittala reception centres	FRC
Aino Tuomi-Nikula	Coordinator for Multicultural Activities of Helsinki and Uusimaa district	FRC
Eero Sario	Project Officer (former operation room coordinator)	FRC
Esteri Cairns	Hennala Reception Center	FRC
Eveliina Viitanen	Project Coordinator / Child Friendly Space	Save the Children
Hanna-Leena Tikkanen	Specialist, Reception of Asylum Seekers	FRC
Jaana Vuorio	Director General	Finnish Immigration Service,
Janne Leskinen	Coordinator for Multicultural Activities of Helsinki and Uusimaa district	FRC
Johanna Matikainen	Head of Immigrant Programme	FRC
Juho Matilainen	Volunteer	FRC
Jyrki Lammi	Volunteer	FRC
Kaisa Kannuksela	Officer, Reception of asylum seekers	FRC

Kalle Löövi	Director, International Operation and Programmes	FRC
Kim Malmström	Deputy Director, Lammi / Mainiemi reception centre	FRC
Kimmo Lehto	Head of Development	Finnish Immigration Service, Panimokatu 2 A
Leena Kämäräinen	Head of Domestic DM Unit	FRC
Mari Eklund-Kiiski	Deputy Director, Hennala reception centre	FRC
Marita Salo	Director, Organization, Finnish Red Cross	FRC
Milla Mäkilä		FRC
Minna Jussila	Director, Häme district reception centres	FRC
Olli Snellman	Head of Section	Finnish Immigration Service
Pauli Heikkinen	District Director, Varsinais-Suomi	FRC
Petri Kaukiainen	District Director, Helsinki and Uusimaa	FRC
Riia Järvenpää	Volunteer	FRC
Sonja Hämäläinen	Migration Director	Ministry of Employment and the Economy
Suvi Komu	Hennala Reception Center	FRC
Tarja Rantala	Project Manager	Ministry of Employment and the Economy
Teemu Väisänen	Volunteer	FRC
Tiina Salmio	Officer, Family Reunification and resettlement	FRC
Greece		
Aikaterina Fraggidis	President of the HRC Kilkis branch	HRC
Andreas Fabrizio	IFRC delegate	DRC
Angelica Fanaki	Current International Relations Staff; Past HRC Head of Operations	HRC
Anita Dullard	IFRC Communications Delegate	IFRC
Antonio Augerinos	President, Hellenic Red Cross	HRC
Arifur Rahman	IFRC Procurement Delegate	IFRC
Aristi Paraponiari	HRC volunteer	HRC
Azza Dawi	IFRC HR and Admin Officer	IFRC
Barba Iraklia	HRC volunteer	HRC
Dani Lopez	Spanish Red Cross Team Leader	SRC
Daniele Wyss	Lesbos Field Coordinator	
Despina Filipidaki	Field Coordinator Thessaloniki branch	HRC
Eleni Michalaki	HRC Procurement officer	HRC
Emmanouil Giorgakakis	Navy Camp Coordinator	Greece
Eugenia Triandafyllidou	Head of Nursing Services, Thessaloniki branch	HRC

Evangelos Stratis	Chief Volunteer of Samaritans & Rescuers Thessaloniki branch	HRC
Fay Chronopoulou	HRC Emergency Response Supply Chain Group	HRC
George Karagianis	Volunteer Coordinator - Samaritans	HRC
Georgios Frantzis		HRC
Ioanna Fotopoulou	HRC Site Officer	HRC
Irene Titopoulou	HRC volunteer	HRC
James Sport	CEA delegate Northern Greece	IFRC
Jasmine Ching	IFRC PMER	IFRC
Jassen Silvensky	IFRC Relief Coordinator	IFRC
Jesper Bjornback Niclsen	IFRC Logistics Northern Greece	IFRC
John English	IFRC Head of Operations	BRC
John Fleming	Health delegate Northern Greece	IFRC
K. Peftitseli	General Board Secretary, Thessaloniki	HRC
Karen Bjornstead	Head of Delegation	IFRC
Katerina Poltzoglou	Head of Logistics Thessaloniki branch &	HRC-IFRC
Kevin Davies	Danish Red Cross; PSS Delegate	DRC
Koukouraki Meni	HRC volunteer	HRC
Kyriakos Dimitrakoulas	Air Force Camp Coordinator	Greece
Lina Tsitsou	HRC Health Coordinator	HRC
M. Aimochidou		HRC
M. Vouyouka	Consultant, HRC Thessaloniki	HRC
Mahfujur Rahman	Finance and Admin Delegate	IFRC
Major Mamakos	Moria camp coordinator	Greek authority
Maria Simeou	Lesbos Field Coordinator	HRC
Maria Bitou	HRC volunteer	HRC
Maria Christodoulou	Information Officer	IOM
Maria Kourkoulakou	Nursing Division, HRC ODK counterpart	HRC
Maria Liandri	HRC RFL Coordinator	HRC
Maria Louvrou	HRC Site Officer	HRC
Marina Stamati	First Aid Samaritans Division	HRC
Maro Mavridoglou	HRC volunteer	HRC
Melissa McRae	IFRC surge Emergency Health Coordinator	IFRC
Menelaos Kanakis	HRC PSS officer	HRC
Migjen Kukaj	IFRC Finance Delegate	IFRC
Miguel Barba	IFRC CEA Delegate	IFRC
Mr Nicholsio	Board member HRC Thessaloniki	HRC
MSM-ERU volunteers	Kordelio camp Northern Greece	Austrian & British RC
Nana Tsanava	Health Delegate	IFRC
Nancy Kordouli	Field Coordinator Northern Greece	IFRC
Natalia Hortiguela Gallo	IFRC PSS delegate	IFRC

Olga Antoniou	HRC Volunteer Manager	HRC
Panagiotis Dentsoras	President of the HRC Thessaloniki branch	HRC
Panagiotis Dragatis	HRC Relief Coordinator	HRC
Pierre Bruwier	WATSAN ERU TL	IFRC
Roberto Forin	ICRC delegate	ICRC
Ruben Cano	IFRC Head of Delegation	
Salvador Ramirez	Spanish Red Cross ODK Delegate	SRC
Sara Saleh		UNHCR
Sophia Peponi	HRC Internal Relations; Cash Transfer Programme IFRC	HRC-IFRC
Sotiris Mouroudelis	Head Social Services Thessaloniki branch	HRC
Stavos Myrogianis	Camp Manager Kara Tepe	Greek authority
Stella Katsoloupolou	HRC International Relations; (Responsible of Administration Support EA)	HRC
Stephen McAndrew	IFRC Head of Operations	IFRC
Susanna Kauppi	ERU BHC Northern Greece	Finnish RC
Susanne Klitgaard	IFRC Logistics Coordinator (Logistics Coordinator – October 2015 – mid June 2016)	IFRC
Tasos Exarchou	Major, Camp Manager	Greece Army
Thanasis Kremmydas	HRC communications officer	HRC
Tzina Leptokaridou	Coordinator EKEPY Northern Greece	EKEPY
Zefi Thenasoula	HRC Head of Social Welfare Division, current HRC Head of Operations	
Miguel Angel Barba	Community Engagement Officer	IFRC
Serbia		
Aleksandra Miletic	RCS focal point at Ministry of Labor and Social Welfare	Ministry of Labor and Social Welfare
Branislav Milenkovic	Migration officer	RCS
Danica Murganic	Program Officer	RCS
Darko Tot	Head of Office	Caritas
Djula Losonc	DM Coordinator	RCS
Francesca Bonelli	Senior Field Coordinator	UNHCR Serbia
Gordana Milenkovic	Communcation and Cooperation Unit	ICRC
Ivana Marisavljevic Dasic	Secretary of Belgrade branch	RCS
Ivana Petrovic	Assitant Professor, University of Belgrade, RCS Volunteer	RCS
Ljubomir Miladinovic	Head of Internationals	RCS
Monica Cesko	Secretary of Kanjiza branch	RCS
Nebojsa Medojevic	DM Coordinator	RCS
Ranko Demirovic	DRR Officer	RCS
Ruza Petrovic	Tracing Service	RCS
Sinisa Trajkovic	Secretary Subotica branch	RCS

Sladana Dimic	Information Department	RCS
Slobodan Citakovic	RFL Officer	ICRC
Valter Rodin	Logistics Coordinator	RCS
Remote KI Interviews		
Germany		
Dr. Heike Spieker	Deputy Director, Int'l Services / Nat'l Relief Division	German RC
Sweden		
Ida Holmgren	Senior Advisor Migration	Swedish RC
Anki Carlsson	Head of Migration and Integration Unit	Swedish RC
Therese Leijon		Swedish RC
Lisa Hallstedt	Head of Desk Europe	Swedish RC
Italy		
Leila Castillo	Head of Migration Programs	IRC
Hungary		
Brigitta Safar	Head of Disaster Management	HRC

5.4   Relevant Definitions

Asylum-seeker An asylum-seeker is an individual who has crossed an international border and is seeking international protection. In countries with individualized procedures, an asylum-seeker is someone whose claim for asylum has not yet been finally decided on by the country in which he or she has submitted it. Not every asylum-seeker will ultimately be recognized as a refugee, but every refugee is initially an asylum-seeker.

Migrant There is no internationally recognized definition of migrants. The International Federation of Red Cross and Red Crescent Societies' policy on migration describes migrants as people who leave or flee their places of habitual residence to go to a new place, across international borders or within their own state, to seek better or safer perspectives. Migration can be forced or voluntary, but most of the time a combination of choices and constraints are involved, as well as the intent to live abroad for an extended period of time.

Although asylum-seekers and refugees often travel alongside migrants in so-called "mixed flows", they have specific needs and are protected by a specific legal frame- work: they should generally not be conflated with migrants.

Refugee: a foreign national who has a justifiable reason to fear of being persecuted due to ethnic origin, religion, nationality, membership in a particular social group or political opinion. In the Finnish Aliens Act, a refugee is a person who has been granted asylum as defined in the 1951 Refugee Convention, meaning a refugee status.

5.5 Timeline

Months 2015-2016; #s of new arrivals entering Europe	Key Developments within the Movement	Events, political developments across Europe *(Sources: ACAPS, UNCHR, BBC News, The New York Times, International Centre for Migration Policy Development)*
May 2015 - 39,562	• **Migration Coordination Cell** established in GVA • The Cell developed the **Response Plan,** which outlined concrete measures to address the humanitarian needs of migrants, and has informed the Europe Migration Framework (discussed below). The cell ceased towards the end of 2015.	
June 2015- 54,588		• EU member states agree to relocate 40,000 asylum seekers in Europe to alleviate pressure on Greece and Italy. Distribution quotas are not agreed.
July 2015-78,433		• Hungary starts to erect a razor-wire fence along its border with Serbia
August 2015- 130,839		• In Austria the bodies of 71 Syrians are found in an abandoned lorry. • EU approves 2.4 billion Euros over 6 years to countries with large number of migrants
Sept 2015- 163,511	• **Tunis Meeting** where *A Movement coordinated approach focusing on the Mediterranean and neighbouring regions* • Protect humanity - Stop indifference campaign launched	• Photo of a drowned Syrian boy washed up on a beach in Turkey makes the headlines around the world. • Border controls between Germany and Austria, Hungry closes border with Serbia
October 2015- 221,374		• EU emergency summit in Brussels resulting in 100,000 more spaces opened in refugee centers. Over 9,000 migrants arrived in Greece every day over the foregoing week
November 2015 154,975	• Migration Taskforce established (ICRC, IFRC, NS) • Europe Regional Migration Emergency Appeal launched seeking CHF 2.2 mil with a timeframe of 8 months • The first Emergency Plan of Action Europe Migration launched to assist NS in reaching 1,000,000 migrants	• Paris attacks carried out by ISIS killing 130 civilians • Only 14 EU member states have made available 3.346 places for relocation, out of 160.000 planned places.
December 2015 118,687	• **IFRC Plan and Budget 2016–2020**, identifies migration as an Area of Focus for IFRC programmatic support in the next five years. • **Resolution 7:** Ensuring Collective Action to Protect and Respond to the Needs and Vulnerabilities of Migrants • Restatement of **Resolution 3** and a call for increased implementation	• Number of asylum application filed in Germany in 2015 reaches 1 million
January 2016- 73,185		• 2016 New Year's Eve celebrations marred by violence (SGBV) in Cologne by migrants.
February 2016- 61,074	• **European Migration Conference in London** agreement that a consistent portfolio of services should be delivered by NS across all European countries: health, emergency relief aid, restoring family links and the provision of information.	

March 2016 -36,923	• Consolidated Red Cross European Migration Framework was drafted, due to be released in Q2 2016 to provide longer term, more integrated strategy • Workshop: Promoting a humanitarian approach to migration in the European Union (EU) - Devising a joint EU migration 2016 advocacy plan • Opinion: The EU-Turkey migration deal: a lack of empathy and humanity – Opinion of 23 Red Cross National Societies	• EU- Turkey agreement put into effect. • Balkan route effectively closed with Balkan countries announcing tighter restrictions on migrant entry.
April 2016- 13,248	• Revised appeal launched - seeking: CHF 4,655,612: with revised Emergency Plan of Action outlining measures to provide a more comprehensive and flexible framework to respond to the situation and potential future	• 6 April 2016, the European Commission published a Communication which launched the process for reforming the current Common European Asylum System •
May 2016- 22,112	• Migration Fund (pilot) launched (open to MENA NS) • Youth and Migration Handbook released	• The G7 called for a global response to the migration and refugee crisis. Leaders committed to increase global assistance to meet the needs of refugees and their host communities.
June 2016- 24,583	• **Head of Migration, Regional Office for Europe (ROE),** Budapest confirmed with The Europe Migration Management Unit integrated into IFRC's ROE structure • **Migration Lead (Geneva)** confirmed - reporting to Disaster, Crisis, Preparedness, Response, Recovery Director, Geneva •	
July 2016- 25,407	• **Virtual Volunteer** launched in Greece • **Revised Emergency Appeal Europe**: Timeframe extended from 31 December 2016 to 31 March 2017 to support long-term planning, protection and integration objectives • Position paper released - "**Reforming the Common European Asylum System in a spirit of humanity and solidarity** • **Migration Smart Practices** report released by IFRC • RC EU Office: "**Protecting the dignity and rights of migrants in an irregular situation"**	• The European Commission presented a second package of proposals to reform the common European asylum system and a proposal to create a common EU resettlement framework. •