



**PARTICIPATORY REVIEW OF THE
UNICEF RESPONSE TO THE
REFUGEE AND MIGRANT CRISIS IN EUROPE
2015-2017**

ANNEXES

Internal UNICEF Only

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Annex 1: Terms of Reference – taken from the ‘Final Concept Note’

Background

In 2015, over a million refugees and migrants entered Europe, one third of which were children. In face of the gravity and complexity of the situation, UNICEF launched a humanitarian response for affected children and the Regional Director for Europe and Central Asia was appointed as Special Coordinator for the Refugee and Migrant Crisis in Europe.

The UNICEF response initially focused on three Western Balkan countries – Croatia, Serbia and the former Yugoslav Republic of Macedonia –, as previously documented in the report *“Lessons Learned from the UNICEF Response to the Refugee and Migrant Crisis”*. It has since been scaled up in partnership with UNICEF National Committees to address the needs of refugee and migrant children in an additional eight countries. UNICEF deployed international staff members in five countries – Greece, Italy, Germany, Austria and Slovenia – and new modalities of support were identified with National Committees in another three – France, United Kingdom and Hungary. Since September 2015, around \$20 million have been spent for the response.

Two years on in the response and recognising that migration issues in Europe are here to stay, the Regional Office for Europe and Central Asia (ECARO) wants to take stock of the experience so far, as a whole and in each specific country context, and adapt its approach for future engagement on these issues. To this end, a participatory review of the response over the course of 2015-2017 is being considered.

Purpose

The purpose of the review is threefold. Firstly, it will inform the future engagement of ECARO on migration issues in Europe, as a whole and in each specific country context. Secondly, it will inform the future role of National Committees on these issues. Thirdly, it aims to contribute relevant experience to UNICEF’s global engagement on these issues.

Objectives

In line with the purpose, the four specific objectives of the review are to:

1. Document the contribution to results for children of the UNICEF response to the Refugee and Migrant Crisis in Europe, as a whole and in each specific country context, including achievements, successes, challenges and lessons learned.
2. Define priorities and opportunities for the future engagement of ECARO on migration issues in Europe, as a whole and in each specific country context.
3. Identify lessons learned and recommendations to inform the future role of National Committees on migration issues in Europe as well as UNICEF’s global engagement on migration.
4. Identify modalities to ensure cost-effective and sustainable support of UNICEF to National Committees, national authorities and partners in Europe according to needs of each specific country context and in line with relevant global frameworks.

Scope

The scope of the review covers UNICEF’s response to the Refugee and Migrant Crisis in Europe during the period from 15 September 2015 – when the Executive Director appointed the ECARO Regional Director as Special Coordinator for the Refugee and Migrant Crisis – to September 2017.

Eleven countries fall within the scope of the review. Visits will be organised to collect data in the five countries where UNICEF deployed international staff members – Greece, Italy, Germany, Austria and Slovenia. Data will be collected remotely for the three countries where new modalities of support were identified with National Committees – France, United Kingdom and Hungary. Reference will be made to the report *“Lessons Learned from the UNICEF Response to the Refugee and Migrant Crisis”* with no new data collection being planned regarding the three Western Balkan countries – Croatia, Serbia and the former Yugoslav Republic of Macedonia.

Data will additionally be collected, in person or remotely as best appropriate, from ECARO and relevant Headquarter divisions. A list of offices and divisions to be included can be found in the ‘Stakeholders’ section below.

The review will be an integrated review of UNICEF’s response as an organisation – ECARO and relevant Headquarter divisions –, covering all three programmatic areas of technical assistance, advocacy and communication, and analysing both common features across the response as a whole, including cross-border aspects where relevant, and specific features relevant to the context of each country.

Questions

The detailed review questions will be developed during the inception phase. The review will consider the following indicative set of questions:

- How relevant, timely, effective and efficient was the response, as a whole and in each specific country context, specifically regarding (i) the shifting contexts and evolving needs of migrant and refugee children and their families, (ii) the capacity of national authorities, (iii) UNICEF’s added value, (iv) the capacity of UNICEF as an organisation – ECARO and relevant Headquarter divisions – and National Committees, (v) the potential engagement of volunteers by National Committees, Country Offices and NGO/CBO partners?
- What has been the experience of collaboration between UNICEF and National Committees to achieve expected results? What are effective modalities of collaboration?
- What lessons learned and recommendations can be drawn for the future regarding the collaboration between UNICEF and National Committees on migration issues in Europe as well as regarding UNICEF’s global engagement on migration? How can this experience contribute to identifying ways to collaborate and move forward with National Committees on migration issues at the global, regional and local levels?

Stakeholders

The participatory review aims to engage with all different stakeholders in UNICEF and National Committees involved – currently and previously – in the response. It will also seek to include the perspectives of external partners. This is important to ensure the review addresses all relevant aspects of the response, to collect critical data and to confirm the accuracy of findings. For this purpose, stakeholders will notably be involved in the internal validation process of the review report. Stakeholders that should be engaged in the review include:

- Special Coordinator for the Refugee and Migrant Crisis in Europe
- ECARO Refugee and Migrant Response Team
- Country Coordinators and teams
- National Committees
- PFP
- ECARO relevant Regional Advisors
- EMOPS
- PPD New York and Brussels
- PD
- DOC
- DRP
- Other relevant Regional Offices
- Government institution partners
- UNHCR and IOM
- NGO and CBO partners

Methodology

The detailed methodology of the review will be developed during the inception phase. An inception report will be prepared, setting out the final scope, design and methods to be used. The review will consider the following data collection tools:

- Desk review. Key documents of the response developed at regional and country levels will be reviewed. A non-exhaustive list can be found in the “Supporting Materials” section below.
- Key informant interviews and focus group discussions. On-site interviews and focus group discussions will be organised with key stakeholders during the visits in the five countries where international staff members have been deployed – Greece, Italy, Germany, Austria and Slovenia. In-person or online interviews will be conducted with other key stakeholders, including in UNICEF Headquarter divisions, in

ECARO, in the three countries where new modalities of support were identified with National Committees – France, United Kingdom and Hungary – as well as with external partners.

- Online survey. An online survey will be sent to all stakeholders in UNICEF and National Committees. It will be especially important with regards to stakeholders previously but no longer involved in the response, who may not be available to engage otherwise.

Management

A Reference Group will be established to oversee and coordinate the review process. It will be composed of the Special Coordinator for the Refugee and Migrant Crisis (Chair), PFP Directors’ Office, National Committees Representative, PD Directors’ Office, EMOPS, ECARO Refugee and Migrant Response Team Coordinator, ECARO Monitoring & Evaluation Regional Advisor and ECARO Programmes Representative. The Reference Group will meet three times, during the kick-off, reporting and wrap-up phases.

Reference Group	– Oversee and coordinate the review process
“Troika”	– Facilitate the internal validation process
Special Coordinator	– Chair the Reference Group – Approve the review modalities – Approve the review report
External Review Team	– Draft the inception report – Conduct the review – Draft the review report and other deliverables
ECARO Refugee and Migrant Response Team	– Co-manage the review – Co-facilitate the definition of the review modalities and the drafting of the review TOR – Co-identify and provide support to the External Review Team
ECARO Monitoring & Evaluation Regional Advisor	– Co-manage the review – Co-facilitate the definition of the review modalities and the drafting of the review TOR – Co-identify and provide support to the External Review Team
National Committees Representative	– Ensure that National Committee perspectives are reflected in the review
PFP Directors’ Office	– Support the definition of review modalities on aspects relating to National Committees – Facilitate an enabling environment, assuring the full participation of National Committees, including during the internal validation process
EMOPS Monitoring & Evaluation	– Facilitate organisational learning relating to the review
ECARO Knowledge Management	– Provide support to the External Review Team regarding institutional knowledge
Country Focal Points	– Provide support to the External Review Team locally, particularly with regards to administrative and logistical arrangements

The review will be jointly managed by the ECARO Refugee and Migrant Response Team Senior Emergency Manager and the ECARO Monitoring & Evaluation Regional Advisor. It will be conducted by an External Review Team recruited by ECARO and accountable to the Reference Group. The External Review Team is responsible for producing the deliverables of the review. It will participate in all Reference Group meetings.

The internal validation process of the review report will consist of a three-step process, overseen by the Reference Group and facilitated by three representatives (“troika”), one each from ECARO, PFP Directors’ Office and the National Committees. The draft review report will first be discussed among the “troika” with the External Review Team. It will then be circulated for feedback to key stakeholders in UNICEF and National Committees interviewed during the data collection and subsequently to the Reference Group. The External Review Team will process each successive round of feedback before the next and submit the final review report to the Reference Group prior to its third meeting.

Throughout the review process as a whole, specific responsibilities are assigned as follows:

Ongoing communication will be established via emails to update stakeholders on relevant information regarding the review and its process. This channel will also serve to share documents with stakeholders for their feedback as required, including for the internal validation of the review report. Additionally, a kick-off meeting and a wrap-up meeting will be held for all stakeholders respectively to share the review modalities before implementation and discuss the findings of the review report. A dedicated repository of supporting materials will be made available on the Team Site.

Ethical Considerations

No ethical considerations have been identified at this stage, given that the methodology only includes a desk review and interviews with staff and stakeholders. There will be no interviews with vulnerable groups or children.

Deliverables

Four documents are expected to be produced as part of the review:

- Inception Report (10-20 pages). Content: the report will set out the scope, design and methods to be used in the review. Audience: External Review Team and Reference Group. Deadline: 10 December.
- Brief Aid Memoires (1 page/country). Content: the aide memoire will briefly provide key information about the field visit performed in each of the five countries. Audience: Reference Group. Deadline: 30 January.
- Review Report (30-50 pages). Content: the report should include *inter alia* an Executive Summary (3-5 pages) and Country Case Studies (1-2 pages each). Audience: Reference Group and all stakeholders in UNICEF and National Committees, as well as wider dissemination in UNICEF. Deadline (draft version): 28 February. Deadline (final version): 30 March.
- Presentation (10-15 slides). Content: the presentation should focus on key findings, conclusions and recommendations. Audience: Reference Group and all stakeholders in UNICEF and National Committees. Deadline (draft version): 28 February. Deadline (final version): 30 March.

Timeline

The review process will last a total of eleven months, from June 2017 to April 2018. It is divided in seven phases: *(These dates have been superseded – see Work plan section above)*

1. Preparation Phase <i>June to Mid-November</i>	<ul style="list-style-type: none"> – Definition of the review modalities – Finalisation of the analytical framework – Draft of the review TOR – Identification of External Review Team candidates – Submission of technical proposals by the identified External Review Team candidates – Selection and contracting of the External Review Team – Identification and contact of country focal points
2. Kick-Off Phase <i>Mid-November</i>	<ul style="list-style-type: none"> – Kick-off meeting
3. Inception Phase <i>November to Mid-December</i>	<ul style="list-style-type: none"> – Draft of the inception report (10 December) – Reference Group meeting

4. Implementation Phase <i>Mid-December to January</i>	<ul style="list-style-type: none"> – Collection of the data – Draft of brief aide memoires following country visits (30 January)
5. Reporting Phase <i>February</i>	<ul style="list-style-type: none"> – Analysis of the data – Draft of the review report (28 February) – Draft of the presentation (28 February) – Reference Group meeting
6. Validation Phase <i>March</i>	<ul style="list-style-type: none"> – Internal validation of the review report – Finalisation of the review report (30 March)
7. Wrap-Up Phase <i>Early April</i>	<ul style="list-style-type: none"> – Wrap-up meeting – Dissemination of the review report

External Review

The draft inception report and the draft final report will go through an external quality assurance review process.

Dissemination

The final report aims to inform UNICEF's programming and will be shared internally with the Reference Group and the UNICEF stakeholders that were involved in the review.

Annex 2: Documents reviewed

Folder 01. Global Broadcast Message from the Executive Director

Global Broadcast Message from the Executive Director on Europe Refugee and Migrant Crisis, UNICEF, 16 September 2015.

Decision Memo Establishing Legal Platform for UNICEF's Programmatic Response to the Refugee and Migrant Crisis in certain European Countries, UNICEF, 16 November 2015.

Decision Memo on New System of Recording, Reporting and Costing of Advocacy for UNICEF and National Committees, UNICEF, 21 July 2017.

UNICEF's Corporate Emergency Activation Procedure, UNICEF, 21 March 2011.

UNICEF's Corporate Emergency Activation Procedure (addendum), UNICEF, 22 December 2015.

UNICEF Response to the Refugee and Migrant Crisis in Europe Action Plan, September 2015-March 2016, UNICEF, (version of) 27 September 2015.

Folder 02. Assessment Mission Reports

Rapid Assessment of the Needs of Refugee and Migrant Children in Hungary. Rapid Assessment Format, UNICEF, [no date].

Rapid Assessment of the Needs of Refugee and Migrant Children in Hungary – 14-15 September 2015. Mission Report, UNICEF, [no date].

Rapid Assessment of the Needs of Refugee and Migrant Children in Greece. Terms of Reference, UNICEF, September 2015.

Rapid Assessment of the Needs of Refugee and Migrant Children in Greece – 9-12 October 2015. Mission Report, UNICEF, 29 October 2015.

Rapid Assessment of the Needs of Refugee and Migrant Children in Slovenia – 23-24 October 2015. Mission Report, UNICEF, [28 October 2015].

Rapid Assessment of the Needs of Refugee and Migrant Children in Germany – 3-6 November 2015. Mission Report, UNICEF, 16 November 2015.

Rapid Assessment of the Needs of Refugee and Migrant Children in Austria – 23-26 November 2015. Mission Report, UNICEF, 15 February 2016.

Rapid Assessment of the Needs of Refugee and Migrant Children in Italy. Rapid Assessment Format, UNICEF, [no date].

Rapid Assessment of the Needs of Refugee and Migrant Children in Italy – 18-22 January 2016. Mission Report, UNICEF, [22 February 2016].

Folder 03. Offers of Technical Support

Proposed UNICEF Technical Support to the Government of Slovenia for Refugee and Migrant Children, UNICEF, 28 October 2015.

Proposed UNICEF Technical Support to the Government of Greece for Refugee and Migrant Children, UNICEF, 29 October 2015.

Proposed UNICEF Technical Support to the Government of Germany for Refugee and Migrant Children, UNICEF, 16 November 2015.

Proposed UNICEF Technical Support to the Government of Austria for Refugee and Migrant Children, UNICEF, [15 February 2016].

Proposed UNICEF Technical Support to the Government of Italy for Refugee and Migrant Children, UNICEF, 22 February 2016.

Folder 04. Legal Agreements

Joint Declaration of Intent between the United Nations Children's Fund and the Government of the Federal Republic of Germany on Supporting Refugee and Migrant Children in Germany, Ministry of Family of Germany and UNICEF, 14 December 2015.

Letter from the Government of Germany to UNICEF CEE/CIS Regional Office, Ministry of Family of Germany, 9 December 2016.

Letter from the Government of Germany to UNICEF ECARO Regional Office, Ministry of Family of Germany, 21 September 2017.

Letter from the Government of Slovenia to UNICEF OED, Permanent Mission of Slovenia, 21 December 2015.

Letter from UNICEF to the Permanent Mission of Slovenia, UNICEF, 1 March 2017.

Joint Declaration of Intent between the United Nations Children's Fund and the Ministry of Interior of Italy on Supporting Refugee and Migrant Children in Italy, Ministry of Interior of Italy and UNICEF, 27 May 2016.
Letter of Extension of the Joint Declaration, Ministry of Interior of Italy and UNICEF, [August 2017].
Letter from UNICEF to the Government of Austria, UNICEF, 6 July 2017.
Memorandum of Understanding between the Ministry of Migration Policy and the United Nations Children's Fund to Collaborate on Ensuring Refugee and Migrant Children and their Families in Greece have Access to Quality Education and Child Protection Services, Ministry of Migration Policy of Greece and UNICEF, 13 November 2017.
Workplan 2017-2018, Ministry of Education of Greece and UNICEF, 1 December 2017.

Folder 05. Humanitarian Action for Children

Refugee and Migrant Crisis in Europe. Humanitarian Action for Children 2016, UNICEF, [January] 2016.
Refugee and Migrant Crisis in Europe. Humanitarian Action for Children 2016, UNICEF, revised June 2016.
Refugee and Migrant Crisis in Europe. Humanitarian Action for Children 2017, UNICEF, [January] 2017.
Refugee and Migrant Crisis in Europe. Humanitarian Action for Children 2018, UNICEF, [January] 2018.

Folder 06. Regional Refugee and Migration Response Plan for Europe

Regional Refugee and Migrant Response Plan for Europe – January to December 2016, UNHCR, IOM, UNICEF et al., revised May 2016.
Regional Refugee and Migrant Response Plan for Europe – January to December 2017, UNHCR, IOM, UNICEF et al., December 2016.

Folder 07. Country Response Plans

Response Plan 2017 in Austria, UNICEF, [no date].
Response Plan 2015 in Croatia, UNICEF, [no date].
Response Plan 2016 in Croatia, UNICEF, [no date].
Response Plan 2017 in Croatia, UNICEF, [no date].
Response Plan 2016 in Germany, UNICEF, [no date].
Response Plan 2017 in Germany, UNICEF, [no date].
Response Plan 2016 in Greece, UNICEF, [no date].
Response Plan 2017 in Greece, UNICEF, [no date].
Response Plan 2018 in Greece, UNICEF, [no date].
Response Plan 2016 in Italy, UNICEF, [no date].
Response Plan 2017 in Italy, UNICEF, [no date].
Response Plan 2018 in Italy, UNICEF, [no date].
Response Plan 2016 in Slovenia, UNICEF, [no date].
Response Plan 2017 in Slovenia, UNICEF, [no date].

Folder 08. Regional Contingency Plan

Regional Preparedness Plan, UNICEF, (version of) 29 September 2015.
Regional Consolidated Contingency Plan, (version of) [April 2016].
Regional Consolidated Contingency Plan, (version of) November 2016.
Regional Consolidated Contingency Plan, (version of) May 2017.
Regional Consolidated Contingency Plan, (version of) November 2017.

Folder 09. Joint Strategic Plans

2017-2020 Joint Strategic Plan agreed between the Austrian Committee for UNICEF and UNICEF, Austrian Committee for UNICEF and UNICEF, 27 February 2017.
2017-2020 Joint Strategic Plan agreed between the French Committee for UNICEF and UNICEF, French Committee for UNICEF and UNICEF, 14 February 2017.
2017-2020 Joint Strategic Plan agreed between the German Committee for UNICEF and UNICEF, German Committee for UNICEF and UNICEF, 3 March 2017.
2017-2020 Joint Strategic Plan agreed between the Hellenic National Committee for UNICEF and UNICEF, Hellenic National Committee for UNICEF and UNICEF, 6 March 2017.
2017-2020 Joint Strategic Plan agreed between the Hungarian National Committee for UNICEF and UNICEF, Hungarian National Committee for UNICEF and UNICEF, 12 April 2017.

2017-2020 Joint Strategic Plan agreed between the Italian Committee for UNICEF and UNICEF, Italian Committee for UNICEF and UNICEF, 2 March 2017.

2017-2020 Joint Strategic Plan agreed between the Slovenian Committee for UNICEF and UNICEF, Slovenian Committee for UNICEF and UNICEF, 28 February 2017.

2017-2020 Joint Strategic Plan agreed between the UNICEF UK and UNICEF, UNICEF UK and UNICEF, 7 March 2017.

Folder 10. Consolidated Emergency Reports

Refugee and Migrant Crisis in Europe. Consolidated Emergency Report 2015, UNICEF, [March] 2016.

Refugee and Migrant Crisis in Europe. Consolidated Emergency Report 2016, UNICEF, March 2017.

Folder 11. Country Updated and Situation Reports

Situation Report in Austria – April 2017, UNICEF, [no date].

Situation Report in Austria – May to June 2017, UNICEF, [no date].

Situation Report in Austria – July to September 2017, UNICEF, [no date].

Situation Report in Croatia – January 2017, UNICEF, [no date].

Situation Report in Croatia – February 2017, UNICEF, [no date].

Situation Report in Croatia – March 2017, UNICEF, [no date].

Situation Report in Croatia – April 2017, UNICEF, [no date].

Situation Report in Croatia – May to June 2017, UNICEF, [no date].

Situation Report in Croatia – July to September 2017, UNICEF, [no date].

Situation Report in France – May to June 2017, UNICEF, [no date].

Situation Report in Germany – January 2017, UNICEF, [no date].

Situation Report in Germany – February 2017, UNICEF, [no date].

Situation Report in Germany – March 2017, UNICEF, [no date].

Situation Report in Germany – April 2017, UNICEF, [no date].

Situation Report in Germany – May to June 2017, UNICEF, [no date].

Situation Report in Germany – July to September 2017, UNICEF, [no date].

Situation Report in Italy – January 2017, UNICEF, [no date].

Situation Report in Italy – February 2017, UNICEF, [no date].

Situation Report in Italy – March 2017, UNICEF, [no date].

Situation Report in Italy – April 2017, UNICEF, [no date].

Situation Report in Italy – May to June 2017, UNICEF, [no date].

Situation Report in Italy – July to September 2017, UNICEF, [no date].

Situation Report in Slovenia – January 2017, UNICEF, [no date].

Situation Report in Slovenia – February 2017, UNICEF, [no date].

Situation Report in Slovenia – March 2017, UNICEF, [no date].

Situation Report in Slovenia – April 2017, UNICEF, [no date].

Situation Report in Slovenia – May to June 2017, UNICEF, [no date].

Situation Report in Slovenia – July to September 2017, UNICEF, [no date].

Situation Report in UK – May to June 2017, UNICEF, [no date].

Refugee and Migrant Crisis in Europe. [Regional] Humanitarian Situation Report #26 – January to December 2017, UNICEF, 15 January 2018.¹

Folder 12. Country Coordinators and One UNICEF Response Meetings

Minutes of the Country Coordinators Meeting – 11-12 July 2016, UNICEF, [no date].

Minutes of the Country Coordinators Meeting – 2 September 2016, UNICEF, [no date].

Minutes of the One UNICEF Response Meeting – 27 October 2016, UNICEF, [no date].

Folder 13. UNHCR-UNICEF Retreat

Minutes of the UNHCR-UNICEF Joint Retreat – 27 September 2016, UNHCR and UNICEF, [no date].

Joint Letter from the UNHCR Director of the Bureau for Europe and UNICEF Regional Director for CEE/CIS, UNHCR and UNICEF, 13 December 2016.

¹ Previous Regional Situation Reports can be accessed on the public UNICEF webpage <www.unicef.org/appeals/refugee_migrant_europe_sitreps.html>.

Stronger Information Management and Reliable Data on Refugee Children for Decision-Making, UNHCR and UNICEF, January 2017.

Joint Letter from the UNHCR Director of the Bureau for Europe and UNICEF Regional Director for Europe and Central Asia, UNHCR and UNICEF, 23 January 2018.

Update of the UNICEF-UNHCR Coordination and Cooperation Note. Following the UNHCR-UNICEF Joint Retreat in September 2016. UNHCR and UNICEF, [January 2018].

Folder 14. UNICEF Response Review Meeting

Crosskey, Alexandra. *UNICEF Response Review Meeting. A Reflection of UNICEF's Response to the Refugee and Migrant Crisis in Europe – 25-26 February 2016*, 4 March 2016.

Refugee and Migrant Crisis Response Timeline. A timeline of Key Decisions and Actions Taken, UNICEF, [February 2016].

Folder 15. Lessons Learned from the UNICEF Response

Lessons Learned from UNICEF's Response to the Refugee and Migrant Crisis in Europe – June 2015 to May 2016, UNICEF, [January 2017].

Folder 16. Review of UNICEF Experience in High-Income Countries

Review of UNICEF Experience in High-Income Countries and in Countries Transitioning from Upper-Middle-Income to High-Income Status, UNICEF, 9 September 2016.

Compendium of Decisions adopted by the Executive Board in 2016, UNICEF, 23 September 2016.

Review of UNICEF Experience in High-Income Countries and in Countries Transitioning from Upper-Middle-Income to High-Income Status. Corrigendum, UNICEF, 3 November 2016.

Folder 17. Global Reports and Framework

Migration and Children. Trends, Realities and Responses – 29- 30 June 2016, UNICEF, [July 2016].

Uprooted. The Growing Crisis for Refugee and Migrant Children, UNICEF, September 2016.

Global Programme Framework on Children on the Move, UNICEF, (version of) April 2017.

Global Programme Framework on Children on the Move, UNICEF, (version of) November 2017.

A Child is a Child. Protection Children on the Move from Violence, Abuse and Exploitation, UNICEF, May 2017.

The Way Forward to Strengthened Policies and Practices for Unaccompanied and Separated Children in Europe, UNHCR, UNICEF and IRC, July 2017.

Harrowing Journeys. Children and Youth on the Move across the Mediterranean Sea, at Risk of Trafficking and Exploitation, IOM and UNICEF, September 2017.

Beyond Borders. How to make the Global Compacts on Migration and Refugees Work for Uprooted Children, UNICEF, December 2017.

Global Compact for Safe, Orderly and Regular Migration, Global Compact for Migration, Zero Draft, 5 February 2018.

Folder 18. Accountability Framework

Implementing UNICEF Response to the Refugee and Migrant Crisis in Countries with NatCom Presence: Framework for Collaboration between the different Teams involved, UNICEF, March 2016.

Accountability Framework for Countries with a National Committee Presence, UNICEF, Draft, [no date].

Guidance Note for NatCom Costs Reimbursement in Countries without UNICEF Programmes i.e. Natcom Countries, UNICEF, [no date].

Folder 19. PBR & OSM Matrix

Programme Budget Submission 2016-2017, UNICEF, [January 2016].

Programme Budget Submission 2016-2017, UNICEF, [May 2016].

Operational Staffing Matrix, UNICEF, (version of) 29 November 2017.

Folder 20. PCAs & SSFAs

List of PCAs and SSFAs, [September 2017].

Folder 21. Resource Mobilisation Update

Resource Mobilisation Update, UNICEF, November 2017.

Folder 22. Programme-Specific Materials

Children at Risk. The Refugee and Migrant Crisis in Europe. Countries where Children are on the Move, UNICEF, November 2015.

The Right of the Child to Family Reunification. Advocacy Brief, UNICEF, May 2016.

A Call for Effective Guardianship for Unaccompanied and Separated Children. Advocacy Brief, August 2016.

A Home Away from Home for Refugee and Migrant Children. Advocacy Brief, August 2016.

Exploitation, Trafficking and Smuggling can be avoided. Advocacy Brief, UNICEF, October 2016.

Improving Children's Future through Access to Education. Advocacy Brief, UNICEF, December 2016.

Analysis and Recommendations on Issues Related to Return of Children and Border Control. Advocacy Brief, UNICEF, [no date].

Summary Report of the Field Support Mission to the former Yugoslav Republic of Macedonia, Serbia, Bulgaria, Croatia and Slovenia – 21 January to 10 February 2016, UNICEF, [no date].

Children and Family Support Hubs. Concept Note, UNHCR, UNICEF and ICRC, [no date].

UNICEF Cause Framework. Concept Note, UNICEF, [no date].

UNICEF Uprooted Campaign. Concept Note, UNICEF, [no date].

Communication from the Commission to the European Parliament and the Council. The Protection of Children in Migration. European Commission, 12 April 2017.

UNICEF Education Response to the Children affected by the Refugee and Migrant Crisis in Europe, UNICEF, Draft, 4 November 2015.

Action against Gender-Based Violence Affecting Refugee and Migrant Women and Children in Greece, Serbia and Bulgaria. Concept Note, UNICEF, July 2017.

Action Plan and Implementation Timeline of the Project "Action Against Gender-based Violence Affecting Refugee and Migrant Women and Children" in Bulgaria, UNICEF, [no date].

Action Plan and Implementation Timeline of the Project "Action Against Gender-based Violence Affecting Refugee and Migrant Women and Children" in Serbia, UNICEF, [no date].

Byrne, Kevin, Beirens, Hanne, Clewett, Paul and Fabris, Ayana. *The Legal Entitlements of Refugee and Migrant Children in 33 European Countries*, June 2016.

'News and Stories on Refugee and Migrant Children in Europe', UNICEF Europe and Central Asia Website, <www.unicef.org/eca/news-and-stories-refugee-and-migrant-children-europe>.

Others

Background note on 'UNHCR Refugee Coordination Model'

Mixed Migration Flows in the Mediterranean: Compilation of Available Data and Information, July 2017 (IOM – DTM)

Annex 3: Key Informant Interviews

Special Coordinator for the Refugee and Migrant Crisis in Europe

- Afshan Khan, Special Coordinator
- Marie-Pierre Poirier, Special Coordinator (former)

ECARO Refugee and Migrant Response Team

- Lucio Melandri, Senior Emergency Manager, Response Team Coordinator (Team Leader Italy)
- Sarah Crowe, Senior Communication Specialist
- Josephine Ferreira, Partnerships Specialist
- Mirela Shuteriqi, Communications Specialist
- Tsvetomira Bidart, Knowledge Management Officer
- Gulnar Jafarova, Programme Assistant
- Yoseph Tiruneh, Operations Assistant
- Lola Galla, Human Resources Specialist
- Jeremy Shusterman, Emergency Specialist

Country Coordinators

- Laurent Chapuis, Coordinator, Greece
- Eric Durpaire, Chief Field Operations, Greece
- Anna Riatti, Coordinator, Italy
- Kirsten Di Martino, Coordinator, Germany
- Berina Arslanagic, Coordinator, Slovenia
- Rudi Luchmann, Coordinator, Austria

Representatives, programme countries

- Valentina Otmacic, Head of Office, Croatia
- Michel Saint-Lot, Representative, Serbia

National Committees

- Sébastien Lyon, Executive Director, France
- Antónia Mészáros, Executive Director, Hungary
- Lily Capriani, Deputy Executive Director, United Kingdom

PPF

- Jonathan Veitch, Deputy Director, National Committee Relations
- Giuseppe Fusco, Chief, National Committee Relations
- Andres Franco, Deputy Director, Private Sector Engagement
- Marta Arias, Domestic Advocacy Manager

ECARO

- Lori Bell, Regional Advisor, Monitoring & Evaluation
- Diana Vakarelska, Research and Evaluation Specialist
- Lesley Miller, Regional Advisor, Partnerships (Team Leader Germany)
- Anne Grandjean, Child Protection Specialist (Team Leader Slovenia)
- Philippe Testot-Ferry, Regional Education Adviser (retired)
- Nagi Messiha, Regional Chief of Operations

EMOPS

- Julien Temple, Humanitarian Affairs Manager (former Response Team Coordinator a.i.)
- Naqibullah Safi, Senior Emergency Specialist (former Resp Team Coord a.i., former Coord a.i., Slovenia)

PPD New York and Brussels

- Veronica Ortiz Simal, Public Partnerships Specialist, Government Partnerships
- Noala Skinner, Director, PPD Brussels

- Verena Knaus, Senior Advisor (Team Leader Austria)
- Pieter Bult, Senior Advisor

PD

- Susana Sottoli, Deputy Director (former Coordinator a.i., Germany)
- Cornelius Williams, Associate Director, Child Protection

DOC

- Paloma Escudero, Director
- Simon Ingram, Communication Specialist

DRP

- David Anthony, Chief of Policy, Strategy and Network
- Saskia Blume, Policy Specialist

Other Regional/Country Offices

- Isabella Castrogiovanni, Regional Advisor, Child Protection, MENARO
- Khaled Khaled, Child Protection Specialist, Libya Country Office

Other Operations

- Neeta Nigam Operations Manager, Common Services, Geneva
- Patrick Efinda Logistics Specialist, Supply Division

UNHCR and IOM

- Diane Goodman Deputy Director, Bureau for Europe (UNHCR)
- Karim Amer Senior Operations Manager (UNHCR)

Donors

- Joe Kuper, Conflict, Humanitarian and Security Department (CHASE) DFID
- Margaret Tuite, Coordinator for the Rights of the Child, DG Justice

Country Visits

Austria

- Rudi Luchmann, Country Coordinator, UNICEF
- Dr. Gudrun Berger, Executive Director Austria National Committee
- Johanna Eteme, Head of Department III/10 (Basic and Human Rights Issues) within the Ministry of Interior.
- Christoph Riedel, Head of Policy Department, Diakonie Austria
- Christoph Pinter, Head of Office, UNHCR
- Stephanie Sladek, Programme Officer, UNHCR
- Lilian Hagenlacha, Child Protection Focal Point, UNHCR
- Helmut Sax (PhD) Key Researcher, Ludwig Boltzmann Institute of Human Rights, Vienna - Austria
- Ondine Delavelle, Officer, IOM
- Ionela (Oana) Timofte, Officer, IOM
- Barbara Wolf, Subject- and Project manager "Quality and Innovation" – Emergency Relief, CARITAS Vienna

Germany

UNICEF

- Kirsten Di Martino, UNICEF Country Coordinator
- Nicola Brandt, UNICEF Child Protection Specialist
- Ceren Güven-Güres, UNICEF Programme Specialist
- Anja Teltschik, UNICEF Child Rights Monitoring Consultant

German National Committee for UNICEF

- Sebastian Sedlmayr, Head Child Rights Advocacy and Education

UNHCR

- Roland Bank, UNHCR Representative (OIC)

AWO (Arbeiterwohlfahrt / Workers' Welfare)

- Sinje Voegl, Officer for Minor Refugees and Protection of Violence in Refugee Centers
- Cordula Schuh, Officer for Disability Assistance

UNICEF Training of Trainers Pool for Capacity Building

- Julia Birnthal

Ministry for Family, Seniors, Women and Youth

- Meike Kazmierczak, Head of the Office for Refugee Policy, German Federal Ministry for Family, Seniors, Women and Youth.
- Claudia Keller, Officer, Office of Refugee Policy, German Federal Ministry for Family, Seniors, Women and Youth

Ministry of Interior

- Matthias Kornmann, German Forum for Crime Prevention

BUMF (Bundesfachverband Unbegleitete Minderjährige Flüchtlinge / Federal Association for Unaccompanied Refugee Minors)

- Adam Naber

Reception Centre Protection Coordinators

- Karoline Noack, refugee center in Hamm
- Karin Nila, refugee center in Heidelberg

PLAN International Deutschland

- Robert Jesse

DGfPI (Deutsche Gesellschaft für Prävention und Intervention bei Kindesmisshandlung und -vernachlässigung / German Society for Prevention and Intervention in Child Mistreatment and Neglect) – Implementing Partner

- Sylvia Fein, Officer

DRK (Deutsches Rotes Kreuz / German Red Cross)

- Djamila Younis, Project Manager

SPI (Stiftung Sozialpädagogisches Institut Berlin / Social Pedagogical Institute Berlin) –

- Usama Ibrahim-Kind, Project Coordinator

Save the Children

- Weneta Suckow, Team Leader - Migration and Children's Rights
- Stefanie Fried, Child Protection Officer

DKJS (Deutsche Kinder- und Jugendstiftung / German Children and Youth Foundation)

- Judith Strohm

Greece

UNICEF Response Team

- Lucio Melandri, Country Coordinator
- Eric Durpaire, Chief of Field Operations
- Galit Wolfensohn, Child Protection Chief
- Mariella Michailidou, Child Protection Specialist

- Antigoni Angelaki, Child Protection Specialist
- Ioannis Papachristodoulou, Monitoring Specialist
- Galit Wolfensohn, Child Protection Chief
- Naoko Imoto, Education Chief
- Despoina Syrri, Education Specialist
- Ivan Toumbev, Operations Manager
- Sokratis Vlachakis, Programme Assistant
- Dimitris Salmatzidis, Child Rights Field Monitor – Thessaloniki
- Vassilis Fasoulis, Child Rights Field Monitoring Officer

UNICEF Consultants

- Tita Kaisari, Education Consultant – Ministry of Education
- Kyriaki Triperina, Child Protection Expert (EKKA - National centre for social solidarity)
- Eri Agolli, Information Management Expert

UNICEF National Committee

- Sofia Tzitzikou, President
- Ilias Liberis, Executive Director

Implementing Partners

- Marilyn Polena, Head of Programs Dora Economou, Project Manager UNICEF Blue Dot Project, Solidarity Now
- Argyro Dimopoulou, Project Coordinator; Sotiria Iatrou, Field Coordinator, ARSIS
- Niki Xenou, Programmes and Partnerships Manager; Eirini Kareta, Project Coordinator - British Council
- Judith Wunderlich-Antoniou, General Manager, ELIX
- Lora Pappa, President of Board of Directors, METAdrasi

Government of Greece

- Yorgos Angelopoulos, Secretary General of Lifelong Learning, Ministry of Education
- Alkis Souliotis, UAC Expert, Ministry of Migration Policy
- Christos Hombas, Head of the Division for Social Interventions, EKKA (National centre for social solidarity)
- George Moschos, Deputy Ombudsman in charge of children's rights

City of Athens

- Letteris Papayiannakis, Vice – Mayor for Migrants, Refugees and Municipal Decentralization,

DG-ECHO

- Yorgos Kapranis, ECHO office in Greece, ECHO

UNHCR

- Philippe Leclerc, Representative

Italy

UNICEF response team

- Anna Riatti, Country Coordinator
- Sabrina Avakian, Child Protection Specialist
- Sarah Martelli, Adolescent and youth development specialist
- Ivan Mei, Child Protection Specialist

National Committee for Italy

- Paolo Rozera, Executive Director
- Chiara Ricci, Head, programmes and volunteers
- Elisa Grifantini, local level initiatives and volunteers

- Francesca Moneti, Head of Institutional Advocacy and Campaigns
- Enrico Noviello, Donor Love
- Alberto Atzori, Social Media Manager
- Andrea Iacomini, Spokesperson
- Giovanni Casto, Support to ED

UNHCR

- Stephan Jaquemet, Head of Agency
- Jesus Sanchez, Child protection officer

IOM

- Federico Soda, Representative
- Carlotta Santarossa
- Giustiniani Anna

Medicines du Monde

- Chiara Carli, Project manager
- Maria Luisa Rioli, Pedagogical coordinator

Ministry of Interior

- Enza Leone, Maria Assunta Rosa and Teresa Marzocchi, UNICEF focal, Department of Civil Liberties and Immigration and responsible for the Asylum Migration and Integration Fund

Intersos Rome

- Cesare Fermi, Migration Unit

Parliamentary Member

- Ms. Sandra Zampa, leader of the development of the “Zampa Law”

In Palermo:

- Chiara Saturnino, UNICEF consultant
- Umberto Palma, President Italian Natcom in Sicily,
- Matteo Ferrara, Palermo National Committee for UNICEF
- Diego Pandiscia, Program Manager, Intersos
- Pasquale D’Andrea, Ombudsman for children and adolescents,
- Elisabetta di Giovanni, Head of Anthropology and Pedagogy and Psychology Dep., University of Palermo

Slovenia

UNICEF Team

- Berina Arslanagic-Ibisevic, Country Coordinator
- Romana Zidar, Programme Officer

National Committee for Slovenia

- Tomaz Bergoc, Executive Director
- Alja Otavnik, Advocacy Manager

Legal Information Centre (PIC)

- Katarina Bervar Sternad, Directress and Adriana Aralica, Programme Coordinator

Ministry of Labour, Family, Social Affairs and Equal Opportunities

- Andrej Del Fabro, Director General of Directorate for Families
- Ruzica Boskic, head of Analysis, Development and European Affairs Coordination Service

Slovene Philanthropy

- Tereza Novak, Executive Director and Vahida Hujzerovic, Programme Coordinator

Faculty of Social Work

- Vesna Leskosek, Dean

Office for Support and Integration of Migrants (OSIM)

- Mojca Spec Potocar, Directress and Katarina Strukelj, Head of Asylum Centre

Social Chamber of Slovenia

- Petra Jalsevec, Programme Coordinator

Annex 4: Online Survey Report

Introduction

To provide additional data for the review of UNICEF's response to the refugee and migrant crisis in Europe, two online surveys were conducted, one for UNICEF staff/National Committees involved, and a second with UNICEF's partners and collaborators. This report provides a summary of the main findings of the two surveys.

The online surveys were open for responses for two weeks. The surveys included ranking questions, open-ended questions and a small number of closed yes/no questions, with the opportunity to provide additional comments throughout the surveys. For the ranking questions, one weighted score percentage score has been calculated for each statement, based on the original survey respondents' 'poor', 'fair', 'good', and 'very good' ratings. Any notable differences of perception between UNICEF HQ/RO staff and country-based, and between UNICEF/Natcom and partners are noted in the text. The sample group for Natcoms respondents is small, with a maximum of only nine respondents, so any comments for that group are tentative.²

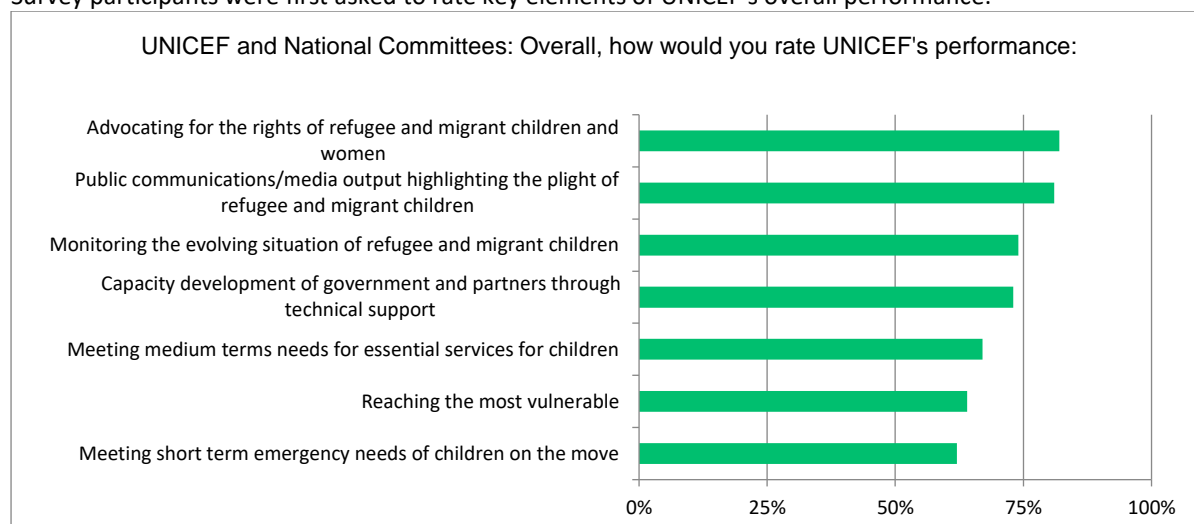
Within the normal limitations of online survey methods, UNICEF can regard any scores over 75% as a positive endorsement. Scores under 60% should be ideally provoke a discussion within UNICEF.

Respondents

For the UNICEF+Natcom survey, 83 responses were received, with 65 answering the initial 12 questions. Unfortunately, 18 respondents provided no feedback beyond title, location and post. 46 participants answered the additional set of questions.³ Of the RO/HQ based staff, the largest groups were from ECARO (13 respondents) and the Migration Cell within ECARO (11). There were 31 survey participants based in-country, including 9 from Natcoms, 13 from UNICEF Country based technical response team and 11 from UNICEF Country Offices. 4 respondents identified themselves as 'other'. There were 59 responses to the partner survey⁴, with the majority from 4 countries: Greece and Serbia (13 respondents each); Germany (12); and Italy (9).

Overall assessment of response

Survey participants were first asked to rate key elements of UNICEF's overall performance.

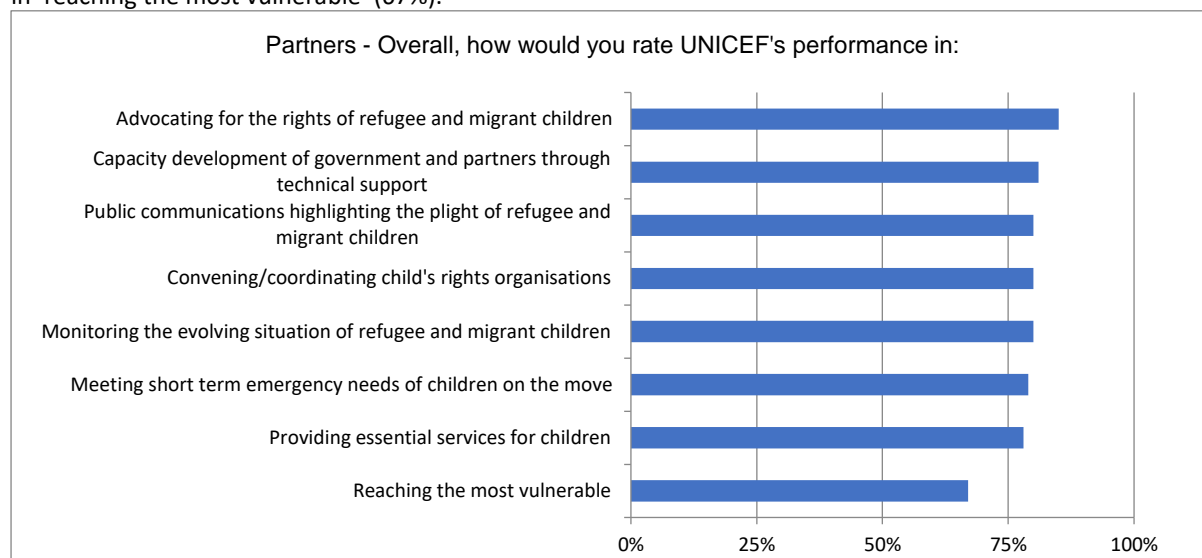


² The survey for UNICEF staff and National Committees contained 12 questions for all respondents to answer, plus an additional 12 optional questions. The survey for UNICEF Partners contained 13 questions, with some questions identical or comparable between the surveys.

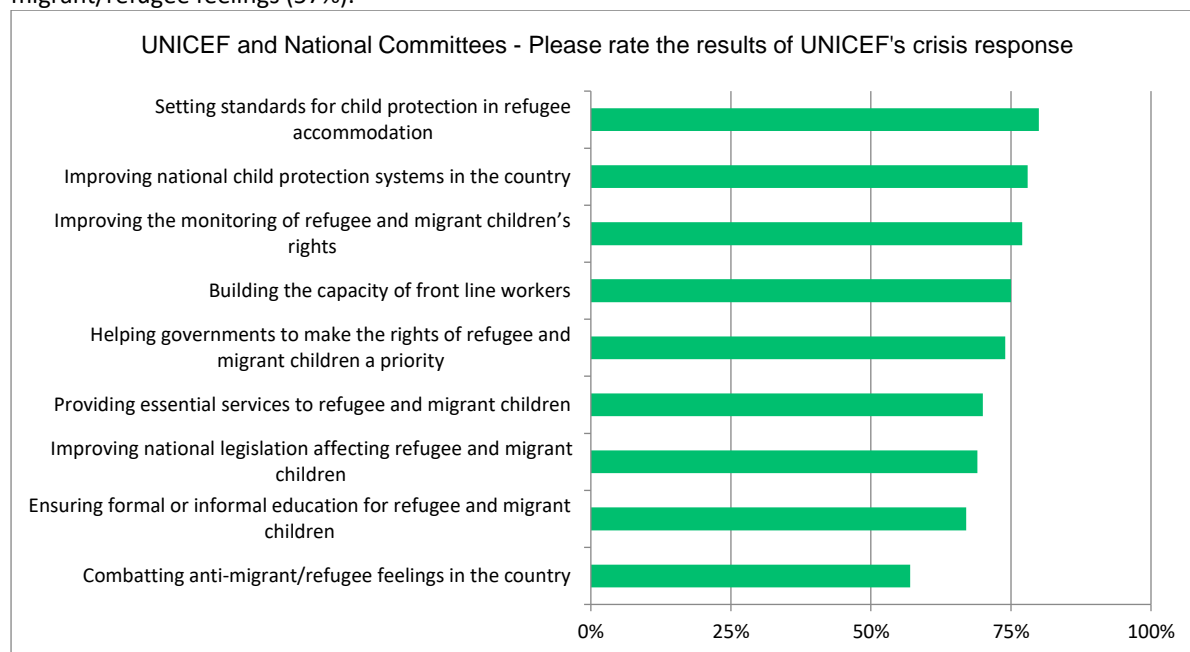
³ The survey population included respondents who had been based in 12 European countries as well as staff based in Geneva and New York Headquarters, of which there were 37 and 8 participants respectively. From the total survey population of 83, 52 were staff from Regional or Headquarters (including EMOPS, PD, PFP, SD, DOC, DRP, ECARO, Migration Cell within ECARO).

⁴ This survey population contained 20 participants from UNICEF partners funded by UNICEF, 10 from government departments or organisations and 21 identifying as 'other' (including among others, NGOs/INGOs and other UN agencies).

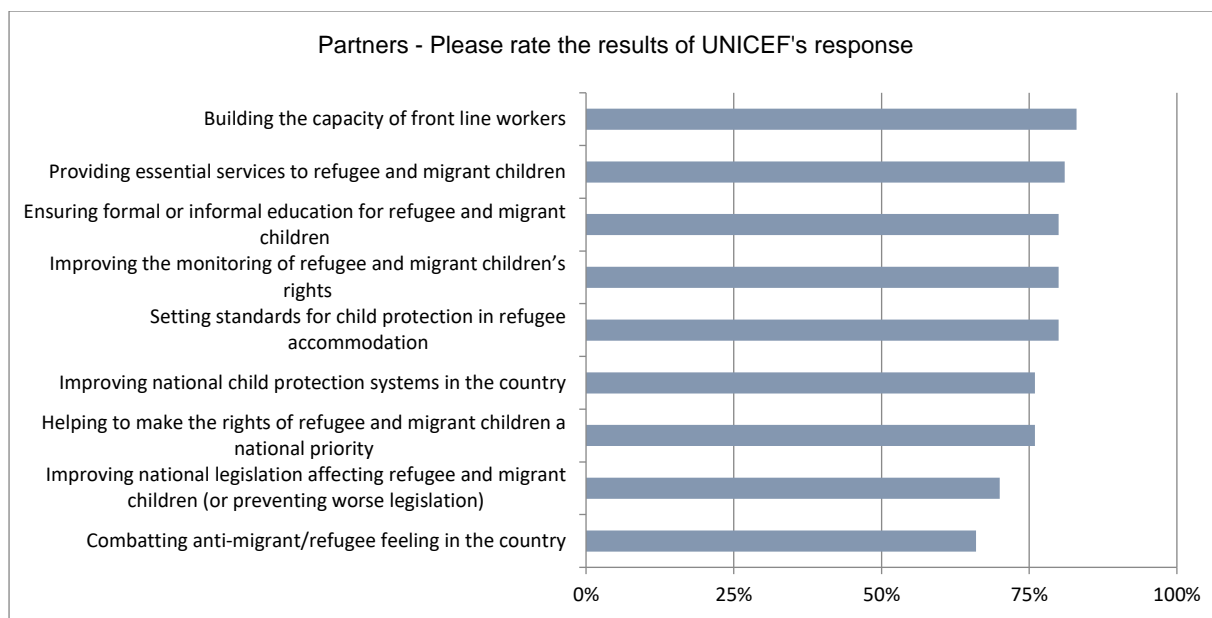
On public communications and advocating for the rights of children, performance was said to be very good (81% and 82% respectively), while the lowest rankings were for 'meeting the short-term emergency needs of children on the move' (62%) and 'reaching the most vulnerable' (64%). Partners also gave their highest rating to 'advocating for the rights of refugee and migrant children' (85%) and their lowest score to UNICEF's performance in 'reaching the most vulnerable' (67%).



Under the supplementary questions, UNICEF and Natcoms gave their highest scores to setting standards for child protection (80%), improving national child protection systems (78%) and improving the monitoring of child rights (77%). The lowest scoring statements related to ensuring educational provision (67%) and combating anti-migrant/refugee feelings (57%).



Partners also rated combating anti-migrant/refugee feeling as least strong. Perceptions varied between partners and UNICEF and between RO/HQ staff and country based. Partners gave 'building the capacity of front line workers' the highest score (83%). Country-based UNICEF staff also gave this a higher score than RO/HQ staff, who ranked improvement to child protection systems and setting standards most highly. However, the differences in scores were not great.



Successes and strengths of the crisis response

Respondents were asked for open ended commentary on: 'What do you consider the most successful aspects of UNICEF's response?', 'What will UNICEF leave behind as a lasting positive result?' and, 'Which strengths contributed to these successes?' From these responses a number of issues were highlighted as significant successes of the crisis response, including:

- UNICEF's ability and success in **"Working as One** towards common results for children" and the perception of the success of UNICEF in "Working together with the NatCom, delivering as one with a clear delineation of responsibilities and full complementarity". Other respondents highlighted how UNICEF had successfully established an innovative way to approach a crisis in different typologies of countries, working between UNICEF HQs, COs and National Committees". Another participant stated that "the response triggered a new way of coordinating with NatComs and [that] ...if well managed this firm foundation of a "One UNICEF response" can be built upon and used again for future crises."
- UNICEF's perceived success in **advocacy and communications** was noted by a number of respondents. One respondent summarised UNICEF's success in this area: "Given the fact that UNICEF was not really 'operational' in the frontline states (Greece, Italy) nor in the countries of destination during the height of the crisis and only supportive on flow through the Balkans, it is noteworthy that UNICEF succeeded in capturing the greatest share of voice on refugee and migrant children (compared to UNHCR and IOM as well as other agencies)." UNICEF was deemed to be successful in "drawing public, media and partners attention to the crisis and situation on the ground; bringing a personal touch by publishing human stories". Another respondent similarly asserted that UNICEF successfully implemented "high level child rights-based advocacy, monitoring and reporting situation and rights violations, signaling priority areas for action." UNICEF was seen to have been successful in "putting children on the map", with the response having made "advocacy for migrant and refugee children part of UNICEF's core work, even on politically challenging topics".
- UNICEF having **responded in high income countries** (where it does not have a permanent presence) was highlighted as a success, with the crisis "establishing UNICEF as key adviser to HIC governments (Germany, Italy) to help them improve their response for children". Others noted that the response established "UNICEF's relevance in high income countries" and that there was now "evidence that UNICEF can support developed countries with value added expertise and support to system strengthening".
- **System strengthening** and **capacity support** were also commented on as successes, for instance, "technical support and guidance provided to Government and partners. Strengthened systems with better capacities to respond to the particular needs of refugee and migrant children and families."

From the perspective of UNICEF's partners, UNICEF was particularly successful in **bringing "actors together**, to influence decision making process, [and] to take action in order for needs to be met". As others stated, "UNICEF

was able to take the coordinating role and to gather actors from governmental and civil sector. Being well positioned to negotiate with the governmental bodies in charge of refugee crisis management, UNICEF was able to influence their policies and to ensure that the needs of children are met." UNICEF's success in supporting "Government Institutions [to strengthen]... their capacity to protect, serve and facilitate children inclusion and integration" was also highlighted.

UNICEF's partners were asked 'What, if anything, did UNICEF bring to the response that other organisations could/did not?'. Partners also noted the ability of UNICEF to **bring actors together**, especially with the government. UNICEF's "prestige and its capacity to 'open doors' of the authorities" was highlighted, as well as how "UNICEF as an international organisation is able to communicate/interact with the government in a different way" (i.e. different from NGOs). UNICEF's experience of children's issues in crisis was noted by more than one respondent; "international experience, experts in children's rights and the knowledge, how to manage such a crisis".

Least successful elements and challenges of the crisis response

In open ended questions, survey participants were asked to consider the less successful aspects of the response and the challenges encountered. The following issues were highlighted:

The **timeliness and speed of the response**, particularly in the early stages of the crisis, was commented on more than any other issue. The following quotes are representative:

- "We were way too slow in responding and missed critical opportunities, while also remaining absent in certain countries altogether, in the early days of the crisis. We did not do enough to meet the needs of children in the first 6 months of the response."
- the "initial (first) response was delayed and made it difficult for UNICEF to position itself with the government and other partners. Instead of leading, UNICEF had to follow others"
- "we...were not able to respond to changing situation".
- "By the time we set up small-scale but functioning emergency responses (mid-2016 in many cases), the peak of the crisis had passed, and borders were closed. We were extremely slow in adapting to a highly volatile situation."

Issues with the **recruitment and deployment of staff** also received much comment, especially for the early stages of the crisis, where high staff turnover is seen to have undermined UNICEF's ability to plan and act coherently, for example: "in the beginning the staff turnover in countries was like a revolving door. This led to multiple opinions and strategies which were constantly changing". Another survey participant highlighted a lack of vision and forward planning in staffing and recruitment for the crisis response; "the biggest detractor was the HR processes", and noted that "the time and, crucially the money, spent expanding and collapsing the "Cell", the lack of vision of what would eventually happen to those contracts and lack of job security in the teams would have been far better spent on the actual work."

A third challenge illustrated in the survey comments appears to relate to **institutional obstacles and internal procedures**. Respondents noted how bureaucracy impacted on the response; "our own internal procedures and bureaucracy to a great extent (extremely slow and time-consuming), plus very high staff turnover. At a time when we all should have been focused on monitoring a crisis that changed day by day and on being in touch with what was going on in the field, we had to dedicate most of our energy to solve internal hurdles." In this regard, initial challenges in regional level coordination were noted in particular, for example: "Organization of roles and responsibilities among the Cell and RO - especially at the beginning [was a challenge]. It was owned by certain sections, not allowing others "in" with information and programming space." Another respondent noted a "lack of clarity on delegation of authorities between RD, RO and Country Coordinator - resulting in delayed or compromised decision making, communications glitches, challenges to relationships".

Other respondents commented on the inappropriate focus of ECARO at the outset of the crisis: "the priority of RO was to fulfil normative planning, NatCom relationships, and legal requirements instead of developing government partnerships and on-the-ground capacities that could monitor and respond to changing needs". One respondent summarised the institutional challenges as follows: "Too slow, too bureaucratic, too much micro-management from senior staff, lack of staff empowerment to get on with their work." Another commented on: "the procrastination, timid and delayed decision making of the RO which prevented us from developing relationships so as to be able to provide tangible services and capacity building support to the

Government and to affected children. [In this period] UNICEF made many plans, budgets and briefs, but did not touch [i.e. reach] one child.”

Relations between **UNICEF and National Committees** and the role of National Committees were also highlighted as less successful elements of the response, with challenges that needed to be overcome. “UNICEF's reluctance to treat National Committees as relevant partners slowed things down and create[d] frustrations”; “difficult relationship with NatCom which constrained access to government, [and] limited [the] choice of NGO partners”. For others, the issues between UNICEF and the National Committees stemmed from the lack of clarity in their respective roles and responsibilities, and the need for legal clarity on UNICEF’s role in-country: “There cannot be two leaders. One has to lead if the response is to be effective, coordinated and holistic. An emergency response plan needs to be in place and agreed with Government in order to respond more effectively and rapidly in an emergency scenario. The legal basis for UNICEF’s presence in country needs to be in place.” For another respondent, the role of the National Committee in crisis response is more fundamentally problematic; “the One UNICEF formula has provided more negative impact and risk than advantages; UNICEF should come on its own and leave the National committee with his first mandate of funds raising”.

For some, UNICEF’s response was significantly challenged because **the response took place in Europe**: “this was possibly the most challenging [crisis I have worked on, because] it was happening in Europe”. That the crisis was happening in high and middle-income donor countries was seen to have clouded UNICEF’s judgement about what was needed and when and over the capacity of these countries to respond. On UNICEF’s role in Europe: “When it comes to responding to crises in high income countries, our value added is technical support (including capacity development) and policy advocacy. This requires time for trust building and forging long-term institutional relationships, which is not necessarily how we are used to operat[ing] in emergency contexts.”

Good practices and lessons learned

UNICEF and National Committee respondents were asked: ‘What good practices and lessons can UNICEF use to improve its responses to future crises?’ as well as, ‘What has UNICEF learned about working in high income countries?’ Similarly, UNICEF partners were asked, ‘What good practices and lessons can be used to improve responses to future crises in Europe?’ The following good practices and lessons learned were identified:

UNICEF needs to ensure that it is suitably prepared and that it develops sufficient and appropriate contingency plans: “UNICEF should work more on risk **informed programming and better preparedness**, which is true for all countries (low, middle and high-income countries). UNICEF should also strengthen its partnership with local organizations and institutions- building capacities beyond the traditional PCA/SSFAs.” Another respondent considered that: “We can definitely work on having contingency plans set up in advance, both for COs and Natcom countries”. Others noted the challenge of working with the specific complexities of high income countries and the importance of UNICEF having established relations with government. For instance, one survey participant noted that “we learned that it is hard to enter HICs, that one doesn't know enough about how they are organized/governed (e.g. the highly federalized nature of Germany), that if UNICEF should want to continue to play a role for children "everywhere" - both UNICEF and HIC governments should know each other and what's on offer in advance of a crisis.” “In High Income Countries UNICEF must rely on existing systems already in place and ensure UNICEF interventions are integral part of the existing systematic and strategic interventions in the country.”

Other respondents highlighted that “**high income countries face similar capacity and system gaps** in the area of child protection, as middle and even LIC.” However, staff need the right skills to work in the HIC context: “not all staff is capable to work in a given [i.e. HIC] circumstance.”

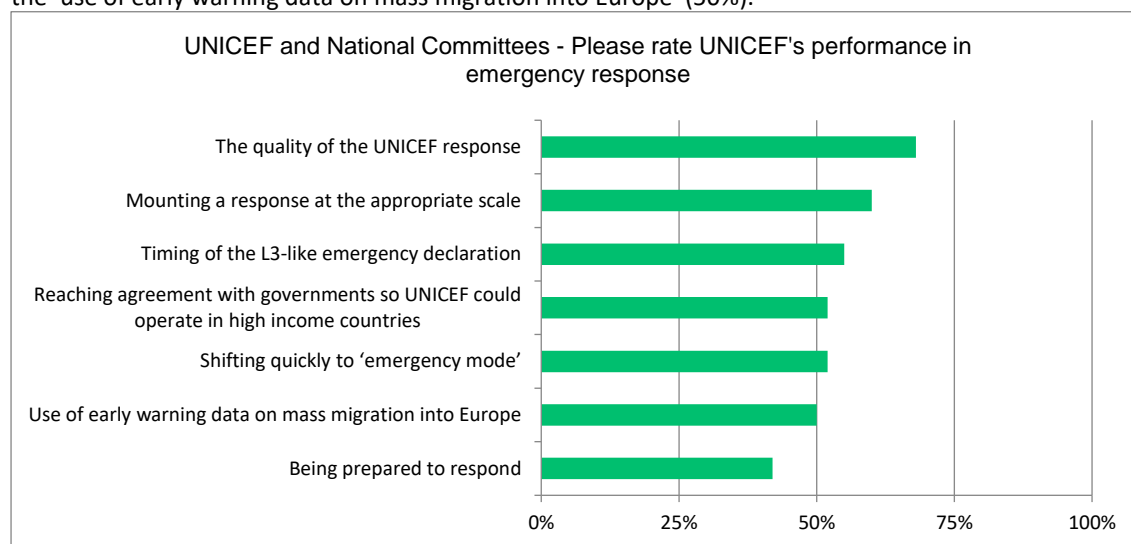
The importance of having agreements already in place with governments that would allow UNICEF the flexibility to respond in times of crisis was highlighted: “Another important learning would be to have a **very clear ToR in place with legal agreements** with governments that are broad and flexible enough to cover eventual emergencies or at least a better way of operating”. Similarly, legal agreements and operating modalities need to be prepared in advance with National Committees. “With the experience we have now, we should ensure legal models are pre-prepared and operational modalities are worked out with Natcoms so that a response in Natcom countries can move equally fast as in countries with COs”.

Performance in specific areas of the crisis response

Respondents from UNICEF and National Committees were asked to consider UNICEF’s performance in the refugee and migrant crisis in a number of key areas, including: emergency response; programming; advocacy and communications; human resources; procedural/operational issues; partnerships; and leadership and co-ordination.

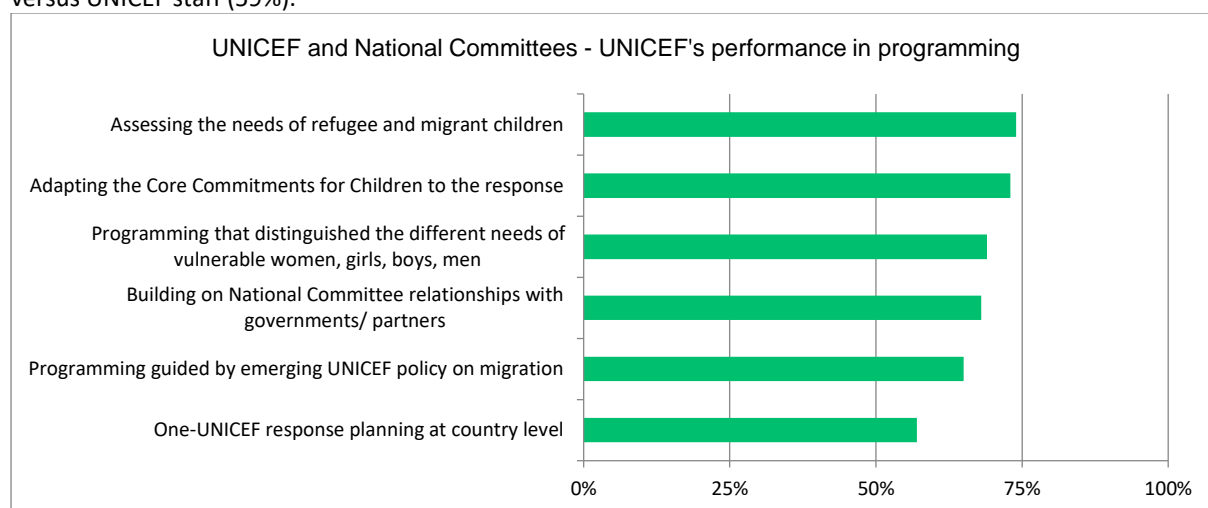
Performance in emergency response

In rating performance in emergency response, the highest score was for the ‘quality of the UNICEF response’. Country based staff (including National Committees) rated quality more highly than RO/HQ staff (75% and 65% respectively). National Committee responses rated the quality of response very highly (90%). The lowest scoring statements relating to performance in emergency response were for ‘being prepared to respond’ (42%) and for the ‘use of early warning data on mass migration into Europe’ (50%).



Performance in programming

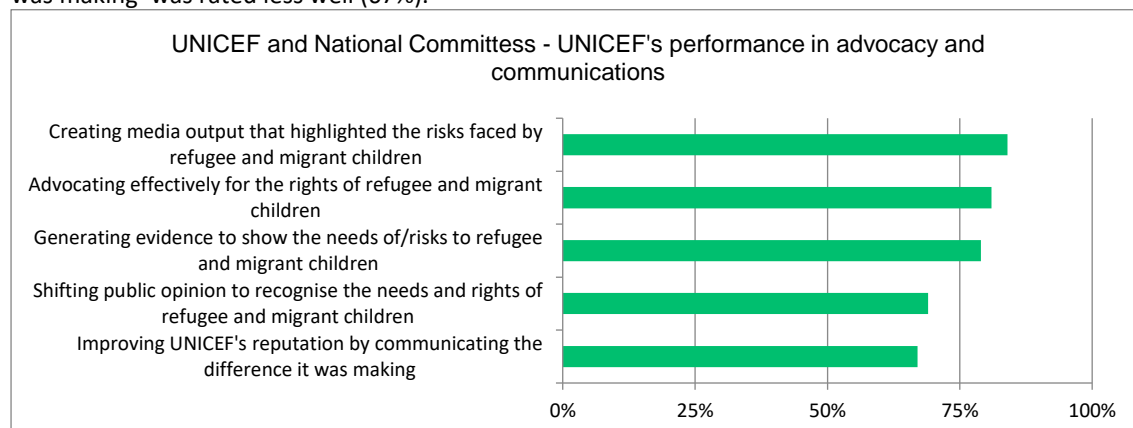
On programming, the lowest score was for ‘One-UNICEF response planning at country level’ (57%) and the highest, ‘adapting the Core Commitments for Children to the response’ (73%) and ‘assessing the needs of refugee and migrant children’ (74%). Perceptions of ‘One-UNICEF response planning at country level’ varied between UNICEF staff and National Committees, with National Committees rating planning in this area at 45% versus UNICEF staff (59%).



Performance on advocacy and communications

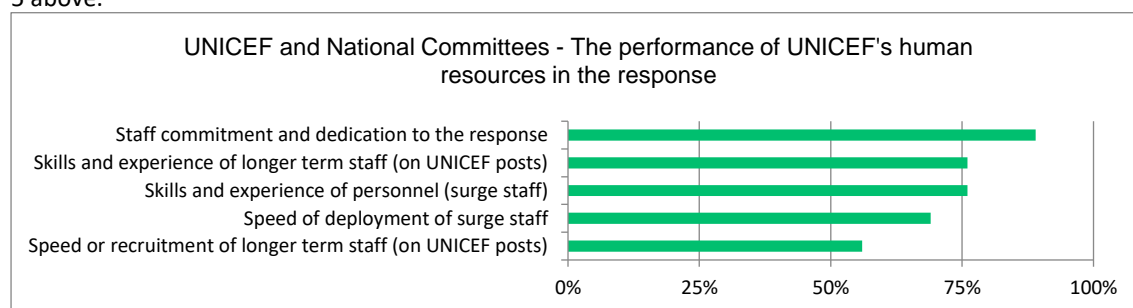
In the second optional section of the survey, advocacy and communication was perceived as the strongest area of the response, as with the overall performance ratings earlier in the survey (see Section 3 above). Three of five areas were rated highest: ‘Creating media output highlighting the risks for children’ (84%), ‘advocating

effectively for the rights of children' (81%) and 'generating evidence on the needs/risks experienced' (79%) with little variation between stakeholder groups. 'Improving UNICEF's reputation by communicating the difference it was making' was rated less well (67%).



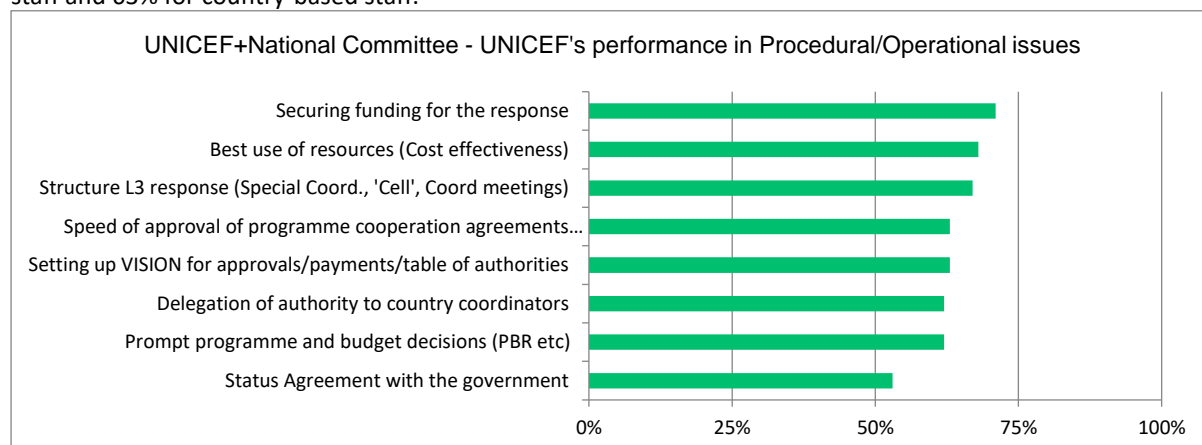
Human resources in the response

Staff commitment and the skills was rated very highly (89%) and experience of longer term staff and surge staff was rated highly (76%). Corresponding with the ratings for performance in emergency response, in which the speed of response scored lowest, the lowest rated aspects of human resource was the speed of recruitment of longer term staff (56%), in line with comments relating to issues with staff turnover and recruitment in section 5 above.



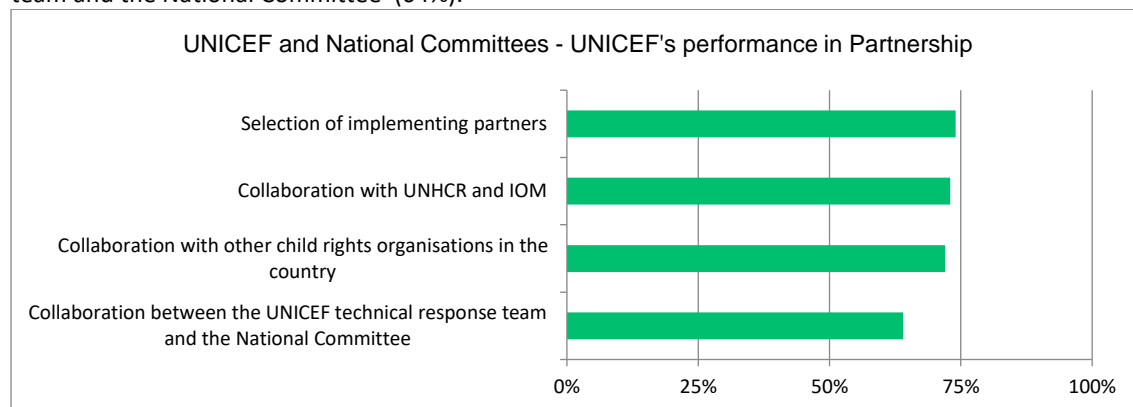
Procedural and operational issues

Procedural/operational aspects of the response ranged in score from, the lowest, 53% for 'status agreement with government', to 71% for 'securing funding for the response'. 'Best use of resources' was rated at 71% by in-country staff but 65% by RO/HQ staff, while 'structure of the L-3 like response', scored 70% among RO/HQ staff and 63% for country-based staff.



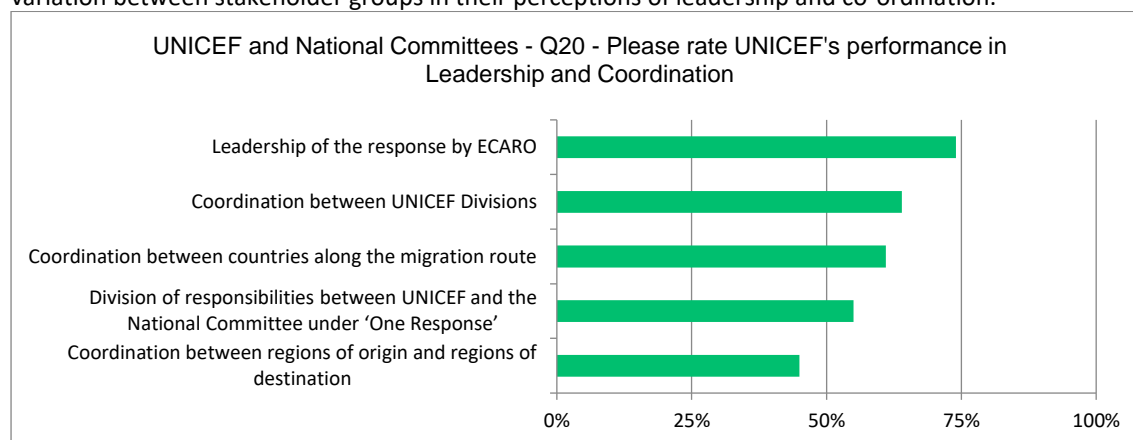
Performance in partnership

UNICEF’s performance on ‘collaboration with UNHCR and IOM’ (73%), and ‘collaboration with child rights organisations’ (72%), were considered more successful than ‘collaboration between UNICEF technical response team and the National Committee’ (64%).



Leadership and co-ordination

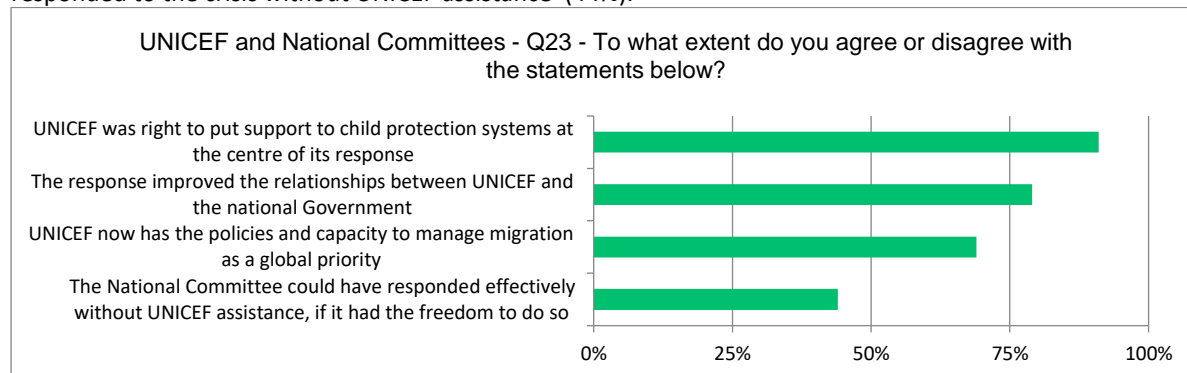
Finally, respondents from UNICEF and the National Committees were asked to consider performance in leadership and co-ordination. Leadership of the response by ECARO has the highest scoring of the group at 74%. Co-ordination between regions of origin and regions of destination was poorly rated at 45%. There was little variation between stakeholder groups in their perceptions of leadership and co-ordination.



Additional issues

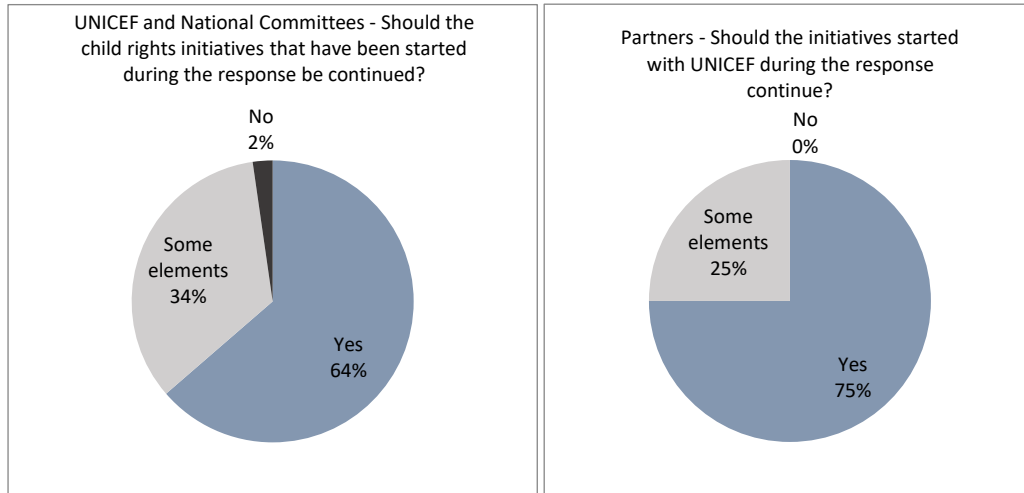
Agreement with selected statements

There was strong very support for the statement ‘UNICEF was right to put child protection systems at the centre of the response (91%) and strong agreement with ‘the response improved relations between UNICEF and the national government’ (79%). By contrast, respondents slightly disagreed that ‘National Committees could have responded to the crisis without UNICEF assistance’ (44%).



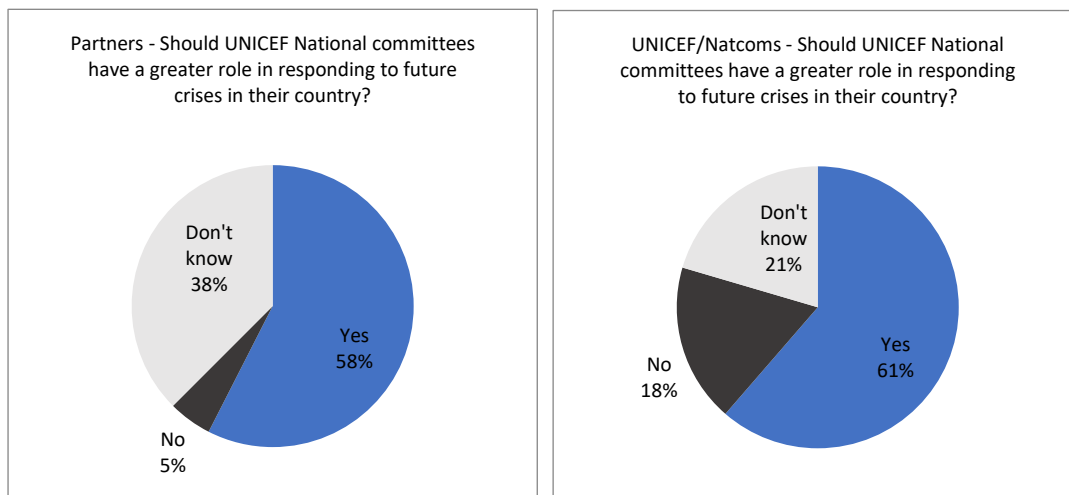
Continuation of child rights initiatives after the response

There was almost unanimous support for continuing the child rights initiatives started during the response, in full or in part. 64% of respondents from UNICEF and the National Committees answered 'Yes'. Within UNICEF, support from RO/HQ for continuation of child rights initiatives in full was less strong, with 55% saying 'yes' and 44% saying that 'some elements' should continue. However, partners, gave a strong endorsement, with 75% saying 'yes' and none saying 'no'.



Role of National Committees in responding to crises in the future

64% of UNICEF and National Committee respondents agreed that National Committees should play a greater role in future crises, with slightly weaker assent from partners (58%). 18% of UNICEF respondents disagreed with a stronger role for National Committees in future crises.



Annex 5: Members of the Review Reference Group

Name	Title
Afshan Khan	Chair. ECARO Regional Director and Special Coordinator, Refugee and Migrant Crisis
David Mcloughlin	ECARO Deputy Regional Director (did not attend??)
Andres Franco	PFP Deputy Director, Private Sector Engagement (did not attend)
Jonathan Veitch	PFP Deputy Director, National Committee Relations
Christian Schneider	Executive Director, German National Committee
Ted Chaiban	PD Director (did not attend)
Susana Sottoli	PD Deputy Director
Manuel Fontaine	EMOPS Director (did not attend)
Lucio Melandri	ECARO Refugee and Migrant Response Team Coordinator (to end 2017)
Laurent Chapuis	ECARO Migration Unit Team Leader (from January 2018)
Lori Bell	ECARO Monitoring & Evaluation Regional Advisor
Anne Grandjean	ECARO Child Protection Specialist

Annex 6: Timeline of Events and Decisions

Date	Migrant and refugee context / Political developments	UNICEF response
April 2015	Arrivals by sea (monthly): Greece – 13,556 Italy – 16,023	<ul style="list-style-type: none"> First UNICEF communications on crisis released
May 2015	Arrivals by sea (monthly): Greece – 17,889 Italy – 21,235	
June 2015	Arrivals by sea (monthly): Greece – 31,318 Italy – 22,891	
July 2015	Arrivals by sea (monthly): Greece – 54,899 Italy – 23,186	
August 2015	Arrivals by sea (monthly): Greece – 107,843 Italy – 22,609	<ul style="list-style-type: none"> FYRoM, Serbia and Croatia Country Offices begin responding
September 2015	<ul style="list-style-type: none"> Arrivals by sea (monthly): Greece – 147,123 Italy – 15,922 Hungary constructs fence on border with Serbia, flows redirected towards Croatia (14th) Hungary rolls barbed wire along border with Slovenia and Croatia 	<ul style="list-style-type: none"> Assessment Mission Hungary (14th-15th) Executive Director issues Global Broadcast – ‘L3-like emergency) (16th) CEE/CIS Regional Director appointed as Special Co-ordinator Geneva Cell established Humanitarian Action for Children appeal launched
October 2015	Arrivals by sea (monthly): Greece – 211,663 Italy – 8,916 Registered arrivals: <ul style="list-style-type: none"> FYRoM (June to Oct) – 132,782 (21% children) Croatia (Sept to Oct) – 160,421 (children – no data) Serbia (Jan to Oct) – 208,893 (23% children) 	<ul style="list-style-type: none"> Assessments Missions: Greece and Slovenia
November 2015	Arrivals by sea (monthly): Greece – 151,249 Italy – 3,218 Proportion of children among arrivals: <ul style="list-style-type: none"> FYRoM – 32% Serbia – 31% FYRoM closes border to non-Syrians/Iraqis/Afghans. Other nationalities begin to be stranded in Greece 	<ul style="list-style-type: none"> Assessment Missions: Germany and Austria UNICEF joins UNHCR/IOM in briefings to Permanent Missions
December 2015	Total arrivals by sea in 2015: 1,014,836 - 1 in 4 arrivals were children Arrivals by sea (monthly): Greece – 108,742 Italy – 9,637 Proportion of children among arrivals (monthly): <ul style="list-style-type: none"> FYRoM -36% Serbia – 35% 	<ul style="list-style-type: none"> UNICEF signs agreements with Slovenia and Germany
January 2016	Arrivals by sea (monthly): Greece – 67,415 (Children 36%) Italy – 5,273 (Children 12%, of which UASC 98%)	<ul style="list-style-type: none"> UNICEF staff deployed in Slovenia and Germany Assessment mission: Italy Geneva Cell Co-ordinator appointed HAC 2016 launched
February 2016	Arrivals by sea (monthly): Greece – 57,066 (Children 40%) Italy – 3,828 (Children 19%, of which UASC 95%) <ul style="list-style-type: none"> Serbia closes entry point from Bulgaria 	
March 2016	Arrivals by sea (monthly): Greece – 26,971 (Children 40%) Italy – 9,676 (Children 16%, of which UASC 86%) <ul style="list-style-type: none"> Tighter border controls introduced in FYRoM, Serbia, Croatia, Slovenia and Austria, effectively closing the Western Balkan transit route. Large numbers stranded in Greece and at border crossings. EU-Turkey Statement – return of refugees and migrants from Greece to Turkey; relocation to EU on basis of one-in, one-out 	
April 2016	Arrivals by sea (monthly): Greece – 3,650 (Children 34%) Italy – 9,149 (Children 21%, of which UASC 97%)	<ul style="list-style-type: none"> UNICEF staff deployed in Greece Regional Consolidated Contingency Plan published
May 2016	Arrivals by sea (monthly): Greece – 1,721 (Children 29%) Italy – 19,925 (Children 14%, of which UASC 91%)	
June 2016	Arrivals by sea (monthly): Greece – 1,554 (Children 27%)	<ul style="list-style-type: none"> UNICEF staff deployed in Italy

	Italy – 22,371 (Children 18%, of which UASC 87%)	
July 2016	Arrivals by sea (monthly): Greece – 1,920 (Children 20%) Italy – 23,552 (Children 15%, of which UASC 90%)	
August 2016	Arrivals by sea (monthly): Greece – 3,447 (Children 23%) Italy – 21,294 (Children 14%, of which UASC 91%)	
September 2016	Arrivals by sea (monthly): Greece – 3,080 (Children 28%) Italy – 16,975 (Children 14%, of which UASC 91%)	
October 2016	Arrivals by sea (monthly): Greece – 2,970 (Children 30%) Italy – 27,384 (Children 15%, of which UASC 94%)	
November 2016	Arrivals by sea (monthly): Greece – 1,991 (Children 25%) Italy – 13,581 (Children 16%, of which UASC 90%)	<ul style="list-style-type: none"> Revised Regional Consolidated Contingency Plan
December 2016	Total arrivals by sea in 2016: 362,376 (Children 93,066; 26% of total arrivals) Arrivals by sea (monthly): Greece – 1,665 (Children 23%) Italy – 8,245 (Children 15%, of which UASC 98%)	<ul style="list-style-type: none"> Renewal of UNICEF agreement with Germany
January 2017	Arrivals by sea (monthly): Greece – 1,393 Italy – 4,208	<ul style="list-style-type: none"> Regional Refugee and Migrant Response Plan (UNHCR/UNICEF/IOM) HAC 2017 launched
February 2017	Arrivals by sea (monthly): Greece – 1,089 Italy – 8,697	
March 2017	Arrivals by sea (monthly): Greece – 1,411 Italy – 10,439	<ul style="list-style-type: none"> Renewal of UNICEF agreement with Slovenia
April 2017	Arrivals by sea (monthly): Greece – 1,044 Italy – 12,254	<ul style="list-style-type: none"> UNICEF staff deployed to Austria
May 2017	Arrivals by sea (monthly): Greece – 2,003 Italy – 21,901	
June 2017	Arrivals by sea (monthly): Greece – 1,951 Italy – 21,875	<ul style="list-style-type: none"> Decision to close Geneva Cell Decision to close Slovenia country team
July 2017	<ul style="list-style-type: none"> Arrivals by sea (monthly): Greece – 2,211 Italy – 10,553 EU/Italy – Libya Deal Italian NGO Code of Conduct for search and rescue operations 	<ul style="list-style-type: none"> UNICEF agreement signed with Austria
August 2017	Arrivals by sea (monthly): Greece – 3,530 Italy – 3,610	
September 2017	Arrivals by sea (monthly): Greece – 4,851 Italy – 5,919 <ul style="list-style-type: none"> EU Relocation Scheme ends on 26th September 	
October 2017	Arrivals by sea (monthly): Greece – 4,121 Italy – 5,753	

Annex 7: The Review Team

Simon Lawry-White has led more than thirty evaluations, reviews and assessments of policy, strategy and programmes for governments, international organisations, the Red Cross and NGOs, with a focus on humanitarian response. Simon is a former Chief of the Inter-Agency Standing Committee Secretariat (IASC), was previously a Senior Evaluation Adviser in the UNICEF Evaluation Office.

Jessica Alexander Jessica is an experienced evaluator and humanitarian officer with extensive experience, and a former UNICEF and OCHA staff member. Her consultancy clients include UNICEF, IFRC, IOM, OCHA and Save the Children. In 2016, Jessica led the Real-Time Evaluation of the IFRC European Migration response and therefore brings highly relevant knowledge and experience to this review.

Angus Urquhart Angus is an experienced practitioner in the field of conflict and development and has carried out documentary review and online survey analysis for Vine Management Consulting on previous occasions. Angus also has a background in policy development and value for money research.

Annex 8: Six Policy Asks

UNICEF calls for six actions to protect all refugee and migrant children

Around the world, millions of families are fleeing their homes to escape conflict, persecution and poverty.

There are millions of refugee and migrant children in Europe and Central Asia. For example, more than 72,000 refugees and migrants are stranded in Greece, Cyprus and the Balkans alone, including more than 22,500 children. Turkey is now home to 3 million Syrians, the largest refugee population in the world.

Many of these children face danger, detention, deprivation and discrimination, and the world must stand up for them.

Press for action on the causes that uproot children from their homes

Protracted conflicts, persistent violence and extreme poverty and disadvantage drive millions of children from their homes. UNICEF calls for greater efforts to protect children from conflict and to address the root causes of violence and poverty. Such efforts should include increasing access to education, strengthening health and child protection systems and social safety nets, expanding opportunities for family income and youth employment, and facilitating peaceful conflict resolution and tolerance.

Help uprooted children to stay in school and stay healthy

Many refugee and migrant children miss out on an education – and many lack access to health care and other essential services. UNICEF calls for increased collective efforts by governments, communities and the private sector to provide uprooted children with access to an education and health services, and to shelter, nutrition, water and sanitation. A child's migration status should never be a barrier to accessing basic services.

Keep families together and give children legal status

Children who are travelling alone or who have been separated from their families are more easily preyed upon and more vulnerable to violence and abuse. UNICEF calls for stronger policies to prevent the separation of children from their parents and other family members in transit; and faster procedures to reunite children with their families, including in destination countries. All children need a legal identity and should be registered at birth.

End the detention of refugee and migrant children by creating practical alternatives

Detention is harmful to children's health and well-being, and can undermine their development. UNICEF calls for practical alternatives to detention for all children. Unaccompanied and separated children should be placed in foster care, supervised independent living, or other family- or community-based living arrangements. Children should not be detained in adult facilities.

Combat xenophobia and discrimination

Uprooted children are often victimized by discrimination, xenophobia and stigma – both during their journeys and at their final destinations. We all have a part to play in welcoming uprooted children into our cities and communities. UNICEF calls on local leaders, religious groups, non-governmental organizations, the media and the private sector to combat xenophobia and nurture a greater understanding between uprooted children and families and their host communities. Governments should also set up stronger measures to combat discrimination and marginalization in countries of transit and destination.

Protect uprooted children from exploitation and violence

Refugee and migrant children are extremely vulnerable to violence and abuse, and to being preyed upon by smugglers and even enslaved by traffickers. UNICEF calls for more safe and legal channels for children to migrate and to seek refuge. Cracking down on trafficking, strengthening child protection systems and expanding access to information and assistance can help keep children safe. Children and families should never be returned to face persecution or life-threatening danger in their countries of origin.

Annex 9 - Methodology

1.1 Approach

The review aims to engage with all UNICEF, National Committee and external stakeholders who were or are still involved in the refugee/migrant response. The approach to this review is participatory and iterative. Regular consultation with key stakeholders will be necessary to test and refine thinking as findings and options emerge and new or revised operating modalities are considered.

1.2 Desk review

Key documents of the response will be reviewed, including organizational, strategic, policy and operational documents relevant to UNICEF and the National Committee's response. These include: assessment reports, offers of technical support, country response plans, regional contingency plans, country updates and situation reports, minutes of all relevant meetings, policy papers, lessons learned reports, country specific materials. A Drop-Box has been created with more than 160 documents added so far, to which the review team and ECARO have access. The repository will be updated as new key documents are identified. The desk review will result in a summary narrative of UNICEF's response over the review period and a summary of UNICEF results achieved, to the extent possible given the availability of hard data. (See Section 1.6 Limitations.) Reference will be made to the report "*Lessons Learned from the UNICEF Response to the Refugee and Migrant Crisis*" and other 'reflective' documents from which there is much to be drawn concerning UNICEF's experience in the early phases of the migration crisis in programme countries. Documents consulted in the compilation of this inception report are listed in Annex 2.

1.3 Key informant interviews (KIIs)

The team will interview key stakeholders at all levels including: the five countries where international UNICEF staff members have been deployed, plus Croatia and Serbia COs; relevant UNICEF Headquarters divisions (PFP, EMOPS, PPD New York and Brussels, PD, DOC, DRP), ECARO Refugee and Migrant Response Team, ECARO regional advisers, and MENARO. Phone interviews will be held with National Committees in France, United Kingdom and Hungary and with external partners (including UNHCR, IOM, NGOs), and relevant donors. Face to face key informant interviews have already taken place in Geneva and during country visits to Germany and Slovenia. Further interviews will be undertaken in the remaining three country visits (see below). All other interviews will be via phone/skype. A list of KIIs has been provided by UNICEF (see Annex 3) and a limited number of additional stakeholders will be added where their participation is considered important.

1.4 Country visits

The team will visit the five countries where international UNICEF staff members have been deployed – Greece, Italy, Germany, Austria and Slovenia. Face to face key informant interviews and focus groups (where appropriate) will be conducted with UNICEF Response Teams, National Committees, key Government Ministries and with key UN, NGO and other partners, and the office of the Ombudsman (where relevant). On-site visits to reception centers and other points of service may also be arranged. At the end of each field visit, the team will hold a closing meeting with UNICEF staff to provide feedback, validate initial findings and solicit further information. Visits to Slovenia and Germany took place in December 2017 and further visits have been arranged to Greece, Italy and Austria in January 2018 (5-day, 4-day and 2-day visits, respectively).

The review team will provide a very short visit report (1-2 pages) for the review co-managers following each country visit, confirming that the visit took place, attaching the final agenda for the visit, and providing summary observations. Fuller individual country reports for wider review of stakeholders will not be provided.

1.5 Online survey

An online survey will be developed and disseminated in mid-January 2018 to all stakeholders within UNICEF and National Committees. The survey will be open for two weeks and the results analysed subsequently. The survey will be offered both short and long versions (with completion times of 5-7 minutes and 10-15 minutes respectively) depending on the level of detail respondents are able or interested to provide. UNICEF has provided the email addresses of 100+ email stakeholders to be invited to complete the survey, including all key informants. The survey will be an important way to gather inputs from current stakeholders and also those no longer engaged in the response and may not otherwise be able to participate in the review.

1.6 Workshops

A workshop⁵ will take place with some members of the Reference Group and a broader group of invited stakeholders after the country visits have been completed. The workshop will provide an opportunity for various stakeholders to discuss and comment on preliminary findings, to check for factual errors or errors of interpretation, and to encourage the debate of options and to allow the review team to refine its analysis and recommendations.

The workshop will also allow UNICEF staff (and National Committees if represented) to start working through the implications of the review for the new UNICEF Strategic Plan and other important documents and on-going initiatives within the organisation before the review is finalised. A date for the workshop during the week of January 29th 2018 was tentatively proposed, with the date yet to be confirmed.

As per the TOR, a second closing workshop with the Reference Group will take place to present the final review results and recommendations. This will also be the third meeting of the Reference Group. A date is yet to be set but is proposed for w/b April 9 2018.

PowerPoint presentations will be prepared for both workshop and included as products of the review. If considered relevant, a presentation of key findings may be included in the National Committee chief executives annual meeting in June 2018.

1.7 Ethical Considerations

As per the TOR, the methodology only includes a desk review and interviews with staff and stakeholders. There will be no interviews with vulnerable groups or children and therefore there are no particular ethical to consider regarding the review methodology. Confidentiality of interviews and survey inputs will be maintained to ensure that any individual comments included in the report cannot be attributed to individuals or teams.

1.8 Limitations of the Review

Limitations of the review may include:

- ❖ The majority of informants to the review are internal to UNICEF. A few external interviews will be planned with UNHCR, IOM, and some donors. The review's ability to capture external perspectives on UNICEF's performance from the HQ level will be somewhat limited. During country visits, interviews will be held with a variety of government and national partners, which should provide a balance of internal/external informants.
- ❖ The review is likely to engage with politically difficult discussions about the respective roles of UNICEF and UNICEF National Committees. Whether these can be resolved in time for the inclusion of firm recommendations is not known. If not, options will be presented instead.

⁵ This workshop was not included in the TOR but has been proposed by the review team, and is in line with the discussion of the first Reference Group meeting held on December 6 2017.

- ❖ The review will attempt to sum up UNICEF’s achievements since September 2015. How far this can be achieved will depend on the quality and completeness of the data and the extent to which it is comparable across countries. From the data reviewed so far, it seems likely that only output data is available. Outcomes are generally not reported and evaluative material is not available at country level, with a few exceptions. The limited numbers of Humanitarian Performance Monitoring indicators standardized across countries provide only a partial picture of UNICEF’s interventions in individual countries, which is otherwise left to narrative reporting to describe.

1.9 Definitions

For the review, the following definitions are assumed:

- ❖ A **migrant** is a “person who moves from one place to another, especially in order to find work or better living conditions.”⁶
- ❖ According to the 1951 Refugee Convention, a **refugee** is any person who: "owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it."^{7, 8}
- ❖ An **asylum seeker** is someone who claims to be a refugee but whose claim hasn’t been evaluated.⁹ This person would have applied for asylum on the grounds that returning to his or her country would lead to persecution on account of race, religion, nationality or political beliefs. Someone is an asylum seeker for so long as their application is pending. So not every asylum seeker will be recognised as a refugee, but every refugee is initially an asylum seeker.¹⁰

⁶ Oxford English Dictionary

⁷ Article 1.A.2

⁸ In addition, according to the 2011 UNHCR Resettlement Handbook (p.11) UNHCR recognizes persons as refugees: "who are outside their country of nationality or habitual residence and unable to return there owing to serious and indiscriminate threats to life, physical integrity or freedom resulting from generalized violence or events seriously disturbing public order."

⁹ <http://www.unhcr.org/uk/asylum-in-the-uk.html>

¹⁰ <https://www.habitatforhumanity.org.uk/blog/2016/09/refugees-asylum-seekers-migrants-crucial-difference>