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Resilient nations.*

# ASSESSMENT OF THE IMPACT OF MIGRATION AND DISPLACEMENT ON LOCAL DEVELOPMENT

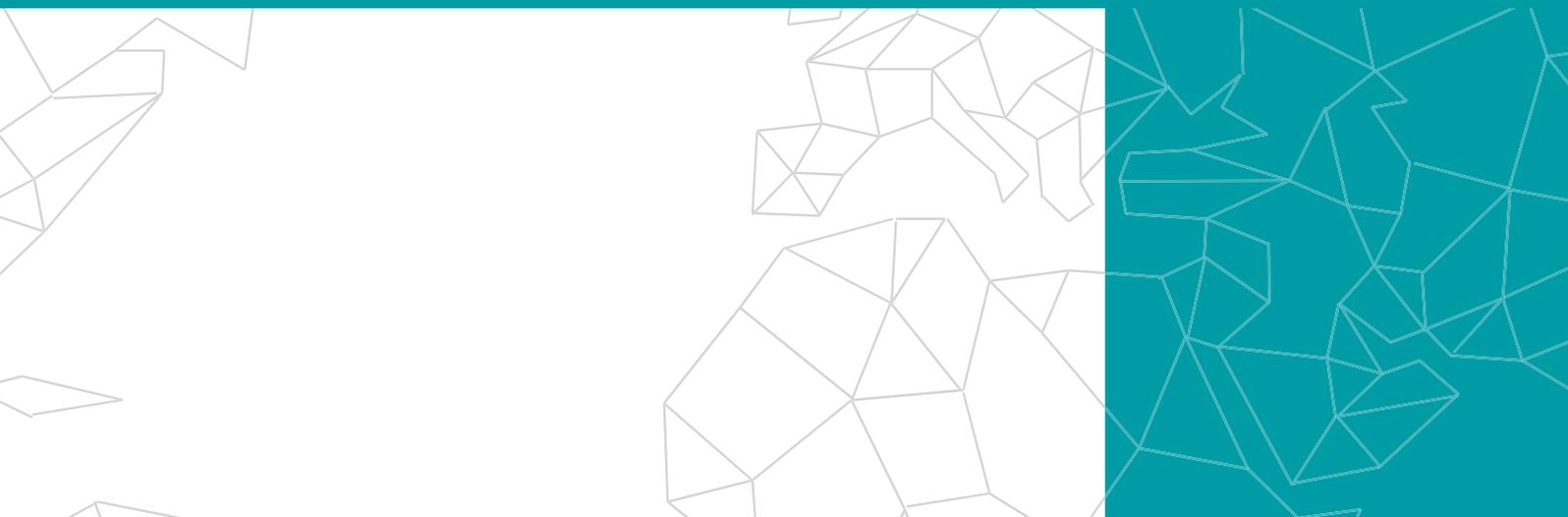
IN TURKEY, SERBIA AND THE FORMER  
YUGOSLAV REPUBLIC OF MACEDONIA



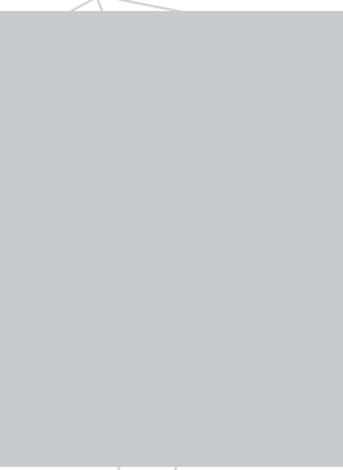
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The views expressed in this publication are those of the author(s) and do not necessarily represent the views of the United Nations Development Programme, the United Nations generally, or United Nations Member States.



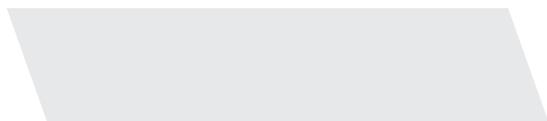
UNDP, ISTANBUL 2017





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IN TURKEY, SERBIA AND THE FORMER  
YUGOSLAV REPUBLIC OF MACEDONIA



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ACRONYMS

**CMC**

**DRM**

**IOM**

**NFIs**

**NGO**

**PKK**

**UAE**

**USD**

**UNDP**

**UNDP IRH UNDP**

**UNICEF**

**UN Women**

**UNHCR**

**UNEP**

**WFP**

**WASH**

**3RP**

Crisis Management Center

Disaster Risk Management

International Organization of Migrants

Non-Food Items

Non-Governmental Organization

Kurdistan Workers Party

United Arab Emirates

United States Dollar

United Nations Development Programme

Istanbul Regional Hub

United Nations Children's Fund

United Nations Women

United Nations High Commission for Refugees

United Nations Environment Programme

World Food Program

Water, Sanitation and Health

Regional Refugee and Resilience Plan



# EXECUTIVE SUMMARY

As more populations around the globe are displaced due to conflict, poverty, climate change, poor governance, and other social ills, the international community has called upon transit and host countries to provide support. Within the countries of Turkey, Serbia, and the former Yugoslav Republic of Macedonia, local municipalities have experienced the brunt of the burden to provide services. Such challenges require a combination of solutions that both ameliorate the struggles of those displaced, and strengthen the capacity and resilience of host communities. Integrated solutions are needed to bridge the divide between a traditional short-term humanitarian response and long-term sustainable development, thereby creating a net positive effect

for host communities and those displaced. As such, the United Nations Development Programme (UNDP), as the coordinating United Nations (UN) agency responsible for the Regional Refugee and Resilience Plan (3RP)'s Resilience Component, is positioned to identify, share, and implement effective approaches to respond to displacement challenges.<sup>1</sup> The UNDP Istanbul Regional Hub (IRH) commissioned this assessment to evaluate the overall socio-economic and possible environmental impact of the displacement situation in border communities. The goal is also to analyze comprehensively municipal responses, challenges faced, and solutions employed, particularly in terms of service delivery, paying particular attention to the needs of the most vulnerable.

1 United Nations Development Programme in the Arab States. [www.arabstates.undp.org/content/rbas/en/home/ourwork/SyriaCrisis](http://www.arabstates.undp.org/content/rbas/en/home/ourwork/SyriaCrisis).

## Key Findings & Observations

The following are highlighted key findings, observations and recommendations from the fieldwork in Serbia and the former Yugoslav Republic of Macedonia and desk review for Turkey. Further sector-specific findings, recommendations, and supporting observations are detailed in the body of the report. The assessment includes an original knowledge bank<sup>2</sup> derived from over 30 sources that identifies salient challenges and best practices associated with the current crisis. Below are a few of the most critical findings and recommendations:

- Designated offices or agencies with clear mandates and capacities would likely prove useful in managing displacement response. Clear and established command and control structures within local governments are vital to an effective and rapid response.
- IOM, UNDP, UNICEF and UN Women all reported different livelihood interventions to increase the number of refugee and host community vocational and service sector jobs. However, no organization identified supporting studies looking at larger macro-economic drivers at the regional or national level to drive investment in order to meet the London Conference goal of over 1.1 million new jobs.<sup>3</sup>
- There was a lack of standard operating procedures (SOPs) to assess damages or account for solid waste, transportation or water resource management systems in Serbia and the former Yugoslav Republic of Macedonia following the height of the displacement crisis in early 2016.
- Mosques, churches, and local civil society organizations help host communities and serve to increase community cohesion. These groups were also critical first responders, meeting the needs of the displaced before government and international organizations arrived. Municipal and national governments should work to strengthen coordination with these stakeholders.
- The assessment identified a continued lack of integration between social service and national police databases in the former Yugoslav Republic of Macedonia and Serbia, with respondents from both agencies noting occasional inconsistencies between management systems, and the need for better integration.
- The assessment noted a continued lack of criteria to identify the vulnerable for national police and social service departments to help and prioritize persons at risk across all target countries.
- The assessment identified examples of municipal governments and local civil society working together with mosques and churches, even with limited resources, and before declared states of emergency or official responses from central governments in the former Yugoslav Republic of Macedonia and Serbia. These organizations proved vital actors in the initial response-helping to manage local tensions, promote empathy, and to provide food and non-food items. Further integrating these stakeholders in local planning, coordination and decision making will make communities more resilient, and allow for a more rapidly integrated response.
- UNDP should strengthen social cohesion by working with donors and municipalities to support local platforms for cultural exchange, thereby strengthening community cohesion locally through music and the arts, and internationally with diaspora communities.
- The desk review in Turkey identified neither focus nor articulation of data representing environmental pressures caused by displacement. In a review

2 See Knowledge Bank chapter which includes synthesis of socio-economic and environmental challenges from over 30 relevant articles, papers, assessments, and gap analysis of the current crisis in the countries of Turkey, Lebanon, Jordan, and Iraq. The material includes material from July, 2013 to August, 2016.

3 The London Conference (February 2016) calls for the creation of 1.1 million new jobs in the region. UNDP has supported a regional assessment to identify sector-level growth potential for job creation.

of over 120 relevant assessments, situational reports, and gap analyses, environmental management was subordinate to the social and material needs of the refugees, rather than viewed as an integral part of those needs.

- In Turkey, targeted municipalities with offices that deal with refugee affairs provide limited support for refugees trying to navigate city government to ascertain services. This is of particular consequence to vulnerable populations.
- UNDP displacement-related support between 2014-2016 in target countries included interventions focused on meeting short-term response needs and longer-term interventions related to prioritization exercises, social cohesion and infrastructure development. However, the assessment by and large did not reveal capacity building to strengthen local governance and administrative capabilities or coordination between local and national governments, which are critical for local communities to be able to respond in a way that is more effective and benefits local populations, the displaced community, and particularly vulnerable populations such as women and youth.
- UNDP should work with municipalities to fill gaps in management and administrative capacities which could serve as precursors for infrastructure-related support. This could include contingency operating procedures, cost control/audits, asset inventories, public engagement mechanisms, model governance and sector level administrative procedures, as well as risk mapping. Such efforts could be leveraged in times of crisis to access additional donor funding to support integrated development efforts.
- In transit countries, there is a need to differentiate capacity building and municipal support to better meet needs based on south-to-north migrant routes. In some instances, national governments and donors concentrated support efforts in the southern areas of the country (e.g. Serbia). Meanwhile, northern routes shifted depending on the opening and closing of borders, creating bottlenecks. While southern border municipalities needed support with donor coordination, northern municipalities, were by and large left to fend for themselves.

## FIGURE 1

Informal camp outside Kanjiza, Serbia



Source: Aaron Spencer July 22, 2016

## FIGURE 2

Coordinated government and international response at the Presevo Reception Centre in Serbia



Source: Aaron Spencer July 22, 2016

## Background

In the context of the Syrian crisis, people have been displaced since 2011 with more than 2.7 million registered persons of concern<sup>4</sup> in Turkey, and more than 90% of this total residing in urban, peri-urban or rural areas.<sup>5</sup> Two-thirds of all Syrian refugees inside Turkey are women and children (age 17 or younger).<sup>6</sup> The majority of refugees reside in the southeast region of Turkey, an area experiencing its own internal conflict with the Kurdistan Workers Party (PKK). This complex political situation is compounded by the socio-economic and political impact of refugees concentrated in a region where host communities confront economic disparity, violence and lack of social cohesion.

As such, many refugees have chosen to risk their lives to migrate towards the European Union, with the Balkan countries of Serbia and the former Yugoslav Republic of Macedonia serving as one of the primary routes for those choosing to depart from Greece. Only recently emerging from its own ethnic conflicts of the 1990s, the route has been named the “Western Balkan Route” by authorities. The Western Balkan Route witnessed over 800,000 refugees and migrants passing through in 2015 alone.<sup>7</sup> At the height of the crisis, many days saw 2000 migrants<sup>8</sup> cross the border from the former Yugoslav Republic of Macedonia into Serbia, with peak days ranging between 10,000 to 13,000.<sup>9</sup> The introduction in early 2016 of entry restrictions and the closure of borders diminished the number of migrants and refugees, but also has left hundreds of people stranded in the two countries.<sup>10</sup> The sheer number of people moving through small border communities badly stretched local capacity and tested municipal resilience.

## Purpose

Local communities are first and foremost feeling the effects of displacement. Recognizing the urgency and broad nature of this crisis, affected communities

must be more resourceful, adaptable, and integrated in order to respond effectively to current and future displacement-related challenges. To this end, the assessment provides country stakeholders and the broader community of development and humanitarian practitioners with a look at the developmental challenges that have been exacerbated due to the crisis, examples of capacity gaps through a resilience sectoral analysis, and immediate opportunities to make municipalities stronger and more resilient. Previous situational analyses and assessments from Turkey, the former Yugoslav Republic of Macedonia and Serbia have identified the following issues to be addressed:

- Pressures on public finance,
- Governance and administrative capacity gaps,
- Increased depreciation of municipal assets,
- Risk of decreasing social cohesion, particularly in multi-ethnic municipalities,
- Social and environmental impacts, and
- Ways to respond effectively to the needs of the displaced, including meeting the needs of vulnerable groups such as women and children.

This assessment further explores specific sectoral challenges within the aforementioned areas, drawing examples and comparisons from five border municipalities in Serbia and the former Yugoslav Republic of Macedonia<sup>11</sup>, as well as a desk review of challenges and best practices in southern Turkey. The assessment addresses the following key questions and identifies plausible solutions and next steps:

- How were municipal capacities<sup>12</sup> stressed or weakened as a result of the displacement crisis? The assessment looks specifically at the municipal service provisions of solid waste, wastewater, and water resource management.
- Do local risk management plans exist? To what extent was crisis management taken into consideration in the response and recovery effort? To what extent are contingency planning and budgets in place?

4 As of September 2016. Source Government of Turkey, UNHCR website.

5 UNHCR Data on Syrian Refugees. <http://data.unhcr.org/syrianrefugees/regional.php>

6 Eccarius-Kelly, Vera. July 2015. “The Plight of the Syrian Refugees in Turkey” <http://www.rethinkinstitute.org/the-plight-of-the-syrian-refugees-in-turkey/>

7 UNHCR Fact Sheet, May 2016.

8 20, August 2015. “Serbia, Doing its Best to Ensure Migrants Dignity is Covered.”

<http://www.caritas.eu/news/serbia-doing-its-best-to-ensure-migrants-dignity-is-covered>

9 *ibid.*

10 *ibid.*

11 Serbian Municipalities of Sid, Kanjiza, Presevo & the former Yugoslav Republic of Macedonia Municipalities of Gevgelija and Kumanovo.

12 For the purpose of this assessment, capacities are defined as social, built, administrative, and planning structures or assets.

- What are examples of civil society involvement in the response effort, particularly before national and international stakeholders responded?
- What are examples of challenges or points of friction that stress social cohesion within communities that host displaced communities, and what are potential mechanisms or interventions to help improve community and social cohesion?
- What are salient challenges that Turkish host communities and refugees face on a daily basis in respect to affordable housing, access to municipal service provisions, direct cash assistance, environmental impact and livelihoods?
- To what extent have recent recommendations for a more gender responsive approach been integrated into Serbian and the former Yugoslav Republic of Macedonia municipal social services and national police policies and procedures?
- What are the current UNDP country-level migrant and refugee-related programs in each country?<sup>13</sup>

secondary sources. Best practices were garnered from Turkey through an analytical review of reports from best practices of stakeholders currently working in Turkey.

The assessment conclusions are drawn from an analysis of the observations and anecdotes from informants vis-à-vis the findings from a rapid diagnostic of sector-level resilience indicators that help identify characteristics of municipal strengths and areas for future exploration with similar municipalities. The assessment includes the use of sector-specific indicators from the *World Bank CityStrength Diagnostic*, which was designed as a qualitative tool to help facilitate dialogue amongst a broad set of stakeholders about risks, resilience and the performance of urban systems.<sup>14</sup> The topics covered in the diagnostic tool for this assessment include contingency planning; solid waste, waste water and water resource management. The assessment also includes customized indicators where relevant.

## Methodology & Limitations

The broad nature of the assessment and short time-frame allowed for a situational analysis using rapid survey methods that included short semi-structured and open individual and group interviews. Interviews were conducted with over 40 individuals from five communities, two national agencies in the former Yugoslav Republic of Macedonia, eight NGOs, UNHCR, UNICEF, IOM. Participating UNDP offices include Serbia, the former Yugoslav Republic of Macedonia, and Turkey, along with representatives from Istanbul and Amman. In-country site visits lasted no more than two days in each community. No site visits or interviews took place with municipal or national government stakeholders in Turkey. The author conducted original research, all interviews and assessments in person in Serbia and the former Yugoslav Republic of Macedonia. Due to recent political constraints, the Turkish portion of this assessment was done by analyzing

Sectoral level diagnostic questions, combined with anecdotal evidence of municipal response to displacement, can help identify specific actions to increase resilience and better prepare municipalities to respond to displacement-related challenges in the future.

Such actions and analysis shouldn't be considered a thorough standalone diagnostic of a particular system in any of the municipalities or countries. The findings are meant to be illustrative in nature.

The use of resilience diagnostic indicators and situational anecdotes was limited to Serbia and the former Yugoslav Republic of Macedonia, where the field portion of this assessment took place. Any observations or lessons learned for Turkey were drawn from a desk review of recent national and international stakeholder produced materials.

<sup>13</sup> UNDP Interventions from 2014-2016.

<sup>14</sup> The World Bank CityStrength Diagnostic was created based on a review of over 40 tools and methodologies related to resilience and the analysis of over 600 indicators contained within them. The CityStrength Diagnostic also articulates resilience qualities that are tied to each indicator, "World Bank Group. 2015. City Strength Diagnostic: Methodological Guidebook. World Bank, Washington, DC. © World Bank. <https://www.openknowledge.worldbank.org/handle/10986/22470> License: CC BY 3.0 IGO."

## Conclusion

The effects of displacement are felt first and foremost at the local level. Host communities that are stronger, more resilient and more integrated are better equipped to respond to the needs of the displaced. This assessment demonstrates that building local resilience and effectively responding to the needs of the displaced are not mutually exclusive. The pressure on public finance and increased depreciation of municipal assets is evident within the context of the displacement crisis. This assessment combines observations, anecdotes, and findings from a scan of best practices, challenges and system diagnostics to identify municipal capacity gaps or underperforming legal, administrative, planning and governance processes and frameworks. The assessment also provides lessons learned that demonstrate the resourcefulness of local communities that work together with civil society. The assessment confirms that previously identified migrant-related administrative procedures that could be strengthened by additional efforts to further integrate gender have not been implemented at the local level.

Donors and national governments should work hand in hand with municipalities to undertake longer-term

infrastructure and systems-related priorities, while supporting institutional capacities that will make communities more resilient and better able to adapt and respond to difficult challenges.

### FIGURE 3

In the city of Sid, Serbia, discarded blankets and other non-food items increased the size of the landfill 10x, eventually catching fire.



Source: Aaron Spencer July 22, 2016



# SUMMARY OF FINDINGS BY SECTOR

## **Municipal Services Provisions & Environmental Challenges**

The assessment looked at displacement-related stress on municipal systems and cities' abilities to effectively maintain services in the sectors of waste water, solid waste and water resource management:

- There was no observed evidence of standard operating procedures (SOPs) to assess damages or account for solid waste, transportation or water

resource management systems in Serbia and the former Yugoslav Republic of Macedonia following the height of the displacement crisis in early 2016. The lack of damage assessment also meant that most municipalities were unable to articulate pressures on public finance or depreciation of municipal assets as a result of the local response effort. Having the ability to articulate damages is often an indicator of greater organizational and administrative capacities.

- The desk review in Turkey identified neither focus nor articulation of data representing environmental

pressures caused by displacement. In a review of over 40 relevant needs assessments, situational reports, and gap analyses, environmental management was subordinate to the social and material needs of the refugees, rather than an integral part of those needs. While challenges associated with waste and water management have appeared on local municipal agendas since the onset of the crisis, the desk review identified a lack of research or references of traditional baselines or monitoring. UNDP is working with select municipalities and refugee camps to implement waste transfer and recycling schemes.

- Over-stretched municipal service providers already stressed by austerity measures responded with little to no additional staff or finances. The needs ballooned rapidly for solid waste removal, water, power and electricity.<sup>15</sup> In municipalities like Presevo, Serbia,<sup>16</sup> additional demand for water and electricity increased expenditures by 30-50%,<sup>17</sup> putting stress on municipal assets and public finance, and exposed administrative, governance and technical capacity gaps—such as a lack of contingency funding, electronic utility billing systems, or governance mechanisms like a board of directors.
- Frequency of water discontinuity at the local level is a good indication of water scarcity, whether due to supply or equipment issues or the increased depreciation of water infrastructure. Assessment informants<sup>18</sup> noted a continuous influx of the displaced and the effects on the local water system, which included a breakdown of infrastructure and lack of supply in one municipality. Robust water systems have documented water sources with quantified capacities based on current and historic data. Of particular note in target municipalities is the opportunity to increase resilience in water management, which could include a better understanding of sustainable extraction rates and securing backup supply by regularly testing and maintaining wells.
- Flexibility to procure goods and services quickly is useful in a time of crisis, specifically the ability to bypass

traditional frameworks that guide public procurement. Austerity measures limited available financing and informants at Serbian municipalities identified this as a challenge. Consider working with the Government Office for Reconstruction and Flood Relief, and the Ministry of Public Administration and Local Self-Government, or relevant fiscal policy agencies, to advocate for contracting flexibility in the time of emergency. Municipalities in target countries might consider MOUs and other agreements with neighboring municipalities that would be enacted in times of crisis to provide additional support.

### **Crisis Management & Contingency Planning**

The assessment looked at crisis management centers and how relevant emergency response staff were engaged at the height of the displacement crisis:

- In the former Yugoslav Republic of Macedonia, Disaster Risk Management (DRM) legislation, policy and organizational frameworks exist at the national level.<sup>19</sup> Serbia lacks a policy and legislative framework at the local or national level to mandate the establishment of DRM structures that include legally binding assignment of roles and responsibilities to local and national actors. Not having localized offices that regularly perform DRM functions puts municipalities at a disadvantage when confronting a crisis.
- There was a lack of coordination or support between Serbian municipalities during the crisis. There was no evidence shared of neighbor cities helping each other. Moreover, no municipality in Serbia or the former Yugoslav Republic of Macedonia reported sharing lessons learned or best practices with adjacent municipalities across international borders—even when they were merely a few kilometers away and shared ethnic and linguistic similarities.
- Municipal respondents in Serbia and the former Yugoslav Republic of Macedonia had very little interest in future migrant-related contingency

15 "Municipalities at the Forefront of the Syrian Refugee Crisis." 2016. Center for Mediterranean Integration.

<http://www.cmimarseille.org/blog/municipalities-forefront-syrian-refugee-crisis>

16 Presevo, Serbia is located on the Serbia and the former Yugoslav Republic of Macedonia border.

17 Presevo's water supply typically operates 12 hours a day and adjusted to meet the 24/7 needs of the National Transit Center. The added stress on the system eventually broke the city's water pump. The emergency exposed a lack of surge capacity, and strong infrastructure. Without another pump and backup capacity, the municipality relied on UNDP support to get the local water system back up and running.

18 Interview #8. Municipal Informant. Serbia. July 21, 2016.

19 The former Yugoslav Republic of Macedonia has a national center, seven regional centers, and a network 35 offices around the country.

planning or social cohesion interventions. As one mayor put it: "If my constituents learn that we are planning for something similar to happen, or for a protracted refugee situation... they will all move away. I cannot openly plan for such an occurrence in the future." Although not verbalized in every municipality, the sentiment was obviously a common one. Recognizing this challenge of perceptions, but also the need for strengthened contingency planning to respond effectively to future displacement challenges, municipalities should consider running environmental and social simulations (e.g. preparing for floods, or epidemics) which would create similar shocks to municipal systems.

- As the influx of migrants grew, and bottlenecks occurred in Serbia and the former Yugoslav Republic of Macedonia, the targeted municipalities lacked contingency disaster-related funding that could have been utilized to execute contingency planning. As an example, in Serbia, municipal solid-waste management in Sid and Presevo lacked the absorptive capacity to deal with solid waste with one landfill expanding 10X at the height of the crisis, catching fire and disrupting air quality in the local municipality of Sid.
- Clear and established command and control structures within local governments are vital to an effective and rapid response. Before the national governments in Serbia and the former Yugoslav Republic of Macedonia declared official emergencies, a lack of local policy and institutional mandates made it difficult to coordinate limited local resources. A number of municipalities of all sizes around the world have created crisis management or operations centers that are responsible for coordinating across agencies and supplying information for data-driven decision making. Municipalities might consider taking steps to create such institutions.
- Consider working through respective ministries of foreign affairs to establish border working groups that bring together national police, NGOs, and respective municipal government authorities to cover border issues. Such a working group would facilitate the sharing of lessons learned and solidarity amongst communities.
- Up-to-date asset and risk mapping supports recovery planning, reinsurance, infrastructure development and municipal planning. Consider GIS mapping of both risks and assets in the former Yugoslav Republic of Macedonia crisis management centers.
- Both the former Yugoslav Republic of Macedonia and Serbian cities should be ready to articulate how mitigation and risk reduction requests to central government and donors align with long-term development priorities.

When cities have discretionary control over funding sources to respond to crises like the migrant situation, they can better ensure risk management and mitigation investments go hand in hand with long-term development strategies, thereby making sound design decisions that produce a number of co-benefits for the community.<sup>20</sup>

### **Gender Integration into Planning and Vulnerability Awareness**

The assessment looked at the implementation status of recent recommendations from UN Women<sup>21</sup> (2015) and United Nations Population Fund<sup>22</sup> (UNFPA) (2015) assessments regarding the integration of gender responsiveness into migrant and refugee planning and services, looking particularly at police and social service mechanisms responsible for responding to the needs of vulnerable and marginalized communities, specifically women and girls:

- As noted in the UN Women & UNFPA assessments, the registration systems are not aligned in a way that comprehensively identifies and refers at-risk groups. The assessment identified a continued lack of integration between social services and national police databases in the former Yugoslav Republic of Macedonia and Serbia, with respondents from both agencies noting occasional inconsistencies between systems. Municipal social work respondents received inconsistent reports regarding the presence of at-risk groups, which hindered their ability to respond appropriately. While children at border entry points in Serbia and the former Yugoslav Republic of Macedonia have been counted separately since the formalized registration system was put in place, they did not receive individual registration numbers.

20 For more information regarding the concept of co-benefits, see the Rockefeller Foundation's 100 Resilient Cities 100rc.org.

21 "Gender Assessment of the Refugee and Migration Crisis in Serbia and the former Yugoslav Republic of Macedonia." UN Women February, 2016.

22 Initial Assessment Report: Protection Risks for Women and Girls in the European Refugee and Migrant Crisis." UN Population Fund, 2016

[http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

- The assessment identified a continued lack of uniformly applicable vulnerability criteria for national police and social service departments to identify and prioritize persons at risk across all target countries. During the first seven months of 2015, the Office of the United Nations High Commissioner for Refugees (UNHCR) registered 4,112 unaccompanied children in Serbia, the majority from Afghanistan and Syria, compared with only 98 unaccompanied migrant children between January and September 2014. Police personnel need capacity building and general support in this area. Reporting of gender and age-disaggregated data through the asylum registration system is happening, but national and local systems of collection and integration are not aligned. The assessment found that registration systems are not comprehensively identifying and referring at-risk groups, and have weak linkages to protection responses.<sup>23</sup> This challenge continues in both countries, and respondents participating in this assessment verified that challenges still remain.<sup>24</sup>
- Respondents associated with the transit centers in Serbia and the former Yugoslav Republic of Macedonia are aware of the inconsistencies in systems. Respondents felt that ameliorating the issues required both political will and financial resources.
- A number of sources in the literature review for this assessment highlight a lack of vulnerability standards. The international community might consider such an endeavour in the future.
- The literature review also identified reports stressing the need for the government of Turkey to implement laws and policies that ensure refugees have access to legal protection and facilitate assistance in getting legal aid. Reports identified women being disproportionately affected in the work place and as victims of domestic violence without avenues in which to turn to get support.

### Social Cohesion

The assessment identified examples of the general public exhibiting good will and empathy in the response and as host communities, but also the underlying fears and extremely negative sentiments regarding

the possibility of prolonged displacement in respective communities. The desk review for Turkey identifies competition for jobs and municipal resources as a source of friction between host communities and refugees. The assessment's knowledge bank has sourced studies or papers in Serbia, Turkey, Jordan, and Lebanon that point to the roots of this friction:

- The municipality of Gaziantep has an office that deals with migrant affairs, but serves in a limited capacity. Rather than having the office serve as a conduit between local government and refugees, individuals must be in touch with municipal representatives themselves regarding security or service issues. The office is now a community center. UNDP respondents mentioned that a lack of a coordination mechanism between central government and local authorities has been a problem.
- There is a perception from respondents across all target communities, and in research related to Turkey, that migrants and refugees were getting too many resources, both internationally and from national and local governments. Many donor organizations are working on general frames of social cohesion, but more country-specific creative solutions are needed. Mercy Corps<sup>25</sup> and other NGOs are utilizing community mobilization tools developed in other diverse contexts, recommending that the private sector, civil society, and public sector all work towards similar goals of economic opportunity, respect for human rights, health and well-being, and sustainable resource management in diverse communities.
- In places where a legacy of inter-ethnic tension persists, development organizations and civil society should consider designing sessions to increase coordination between central governments and municipalities to find process improvements and facilitate better response to support the vulnerable people.
- Municipalities in Turkey should consider establishing refugee affairs mechanisms designed to follow up on refugee issues municipalities typically handle. Such an entity would support social cohesion and solve problems before they reach a critical point.

23 Human Rights Watch, World Report 2016 - Serbia, 27 January 2016, <http://www.refworld.org/docid/56bd992115.html>

24 Gender Assessment of the Refugee and Migration Crisis in Serbia and the former Yugoslav Republic of Macedonia. UN Women 2016.

25 United Nations Population Fund, 2016. [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

- There was mixed sentiment regarding the necessity of planning for future conflict- or climate-related migrations. The majority of municipal leaders interviewed didn't want to contemplate an additional influx of migrants or a shift towards semi-permanent refugees. One mayor was the most open in his reasoning: "It's not my problem, even if it's in my backyard." This mentality was evident by the location of informal camps outside of town in municipalities such as Sid and Kanjiza. As he stated later, "If I send signals that I'm expecting this to happen again, residents will leave," which further complicates preparation and response to future migrant and refugee challenges.

### Housing, Livelihoods & Direct Cash Assistance

- The desk review for Turkey found that the strain on Turkey's housing infrastructure from the inflow of refugees is one of its most acute issues. Rent prices have soared and inventory is scarce. Homelessness of refugee children in urban centers is increasing. However, increased numbers of renters have nominally helped the local economy.<sup>26</sup>
- Short-term housing needs to provide adequate living and safety standards. Donor agencies provide cash grants to households hosting refugees and to most vulnerable households. Refugee assistance includes addressing acute near-term needs, such as cash assistance and housing, combined with long-term psychological needs and sustained capacity building.
- The London Conference (February 2016) called for the creation of 1.1 million new jobs in the region. UNDP is supporting a regional assessment to identify sector-level growth potential for job creation.<sup>27</sup>

As of July 2016, roughly 5,000 of 6,200 applicants have been accepted. There are over 2.7 million Syrians in Turkey.<sup>28</sup> Employed Syrian refugees are almost all working in the informal sector in Turkey, sometimes called the "shadow economy."<sup>29</sup> As they largely are not issued work permits,<sup>30</sup> their employment is a significant 'supply shock' to the informal labor market. A number of international organizations are working on the issue of livelihoods. IOM, UNICEF, UNDP and NGOs are working at the sectoral level, engaging transit and local communities in vocational and service sector training.

*No assessment was found that looks at the macro-level drivers or financing incentives to drive medium and large-scale investment to meet Turkey's objectives to create 1.1 million new jobs.*

UNDP and other donors are not concentrating in this space, rather working at the sector level and supporting incremental job growth. There is an opportunity to look for short-term investment incentives that will complement longer term investments in education and skills development.

- Migrants and refugees further exacerbate the stress on a weak financial system and dependency on a cash economy. Direct cash assistance has been identified as a successful method for aid, as recipients are able to choose how to spend their own money and thereby act as active agents in their own recovery.

26 Eccarius-Kelly, Vera. July 2015. "The Plight of the Syrian Refugees in Turkey."

Retrieved from <http://www.rethinkinstitute.org/the-plight-of-the-syrian-refugees-in-turkey/>.

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# BACKGROUND

## Migrant & Refugee Challenges & Local Development Context

UNDP has been a key international community partner on displacement since the 1980s, and has accumulated a wealth of knowledge—inventories of disasters and conflict-related acute and protracted refugee and internal displacement situations, and

key think pieces focused on the Organization's value proposition and core strengths.<sup>31</sup> Recently, the issue has become a corporate priority, calling for a commensurate investment in the development of guidance and capacities on this topic.<sup>32</sup> There is growing recognition that a development approach is critical at the outset of a crisis to prevent displacement from becoming protracted, and as part of resolving protracted displacement situations, through targeted investments in prospective return areas.<sup>33</sup> The humanitarian and development communities widely recognize the importance of refugee and migrant response going hand in hand with supporting the communities, many of which are vulnerable themselves. Many migratory movements of the last thirty years

31 Internal UNDP Document: Analytical Inputs to the Mid-Term Review of the Strategic Plan 2014-2017.

32 Ibid.

33 Ibid.

have occurred in areas of repeat conflict or areas that are disaster-prone or feeling the effects of a rapidly changing climate, thereby increasing the risk for repeated displacement, environmental degradation, and social stress across generations. Therefore, development solutions must be designed to integrate both short and long-term needs, thereby creating solutions to migration and displacement with a net positive effect for the hosts and strengthening the resilience of the locality and those displaced.

*The international community largely agrees that displacement-related programming must be designed to meet both short and long-term needs, thereby creating a win-win situation, with the short-term needs of the displaced being met, and local communities with increased resilience.*

The Western Balkans saw an unprecedented mass migration that unfolded from late December 2014 until the shuttering of borders in April of 2016. For approximately six months, neither the governments of Serbia nor the former Yugoslav Republic of Macedonia officially responded or declared states of emergency. The lion's share of the burden fell directly on local municipalities to provide support. Eventually, with the support of the international community, both governments did respond to the emergency needs of populations on the move: establishing reception and transit facilities, strengthening registration systems, and providing humanitarian services like temporary shelter, emergency health care, essential food and non-food items, and water, sanitation and hygiene. This lack of preparation hindered their ability to respond effectively to the needs of local residents and migrants at large. According to UNHCR estimates, the Western Balkan route witnessed over 900,000 refugees and migrants in 2015 alone. The introduction of entry restrictions and the closure of borders diminished the movement of migrants and refugees, but also left hundreds of people stranded in the two countries.

The Western Balkans are no strangers to displacement and conflict. Both the former Yugoslav Republic of Macedonia and Serbia experienced forced population movements during the conflicts of the 1990s, as well as large-scale outflows of citizens seeking employment and better living conditions abroad.

Taking a closer look at the experience of six municipalities across both countries provides an opportunity to unearth important lessons and gauge municipal and UNDP program effectiveness, particularly as it relates to the effects on local governance and crisis response related to the sectors of wastewater, solid waste, potable water and community cohesion. The chosen municipalities varied both in language and development context, but shared the commonality of being localities situated within highly centralized countries.

Turkey, traditionally a country of emigration to Europe due to its geographic location, also has a long history of immigration, displacement and asylum. The latest arrival of increasingly vulnerable people to already-under-resourced municipalities has further tested the capacity of authorities<sup>34</sup> to provide efficient public services, maintain community security and cohesion, and create conditions for people to pursue better lives and livelihoods. Initially, the displaced populations consisted predominantly of young men. However, UNHCR statistics indicate that as of mid- 2016, 49 per cent of registered Syrian refugees in Turkey are women and girls, while up to 50 per cent of the refugees and migrants arriving in Europe are women (19 per cent) and children (31 per cent).<sup>35</sup> These newest developments have further highlighted the already existing need to strengthen the resilience of the affected communities through longer-term development investments in the region.

### **Contextual Overview of Targeted Municipalities**

In order to obtain illustrative examples, the assessment takes lessons learned at the time of the crisis from five small border municipalities<sup>36</sup> in Serbia and the former Yugoslav Republic of Macedonia—municipalities that vary in development context, ethnic backgrounds and political leadership, yet share a common political dynamic of highly centralized national governments.

34 UNDP Displacement Mapping Draft Report Pg. 3-6-16

35 Institutions directly responsible for the Syrian crisis management are the Prime Ministry Presidency for Emergency and Disaster Management (AFAD) and the newly operational Directorate General for Migration Management (responsible for temporary protection, international protection and all migration-related matters).

36 In Serbia the municipalities included Sid, located on the country's border with Croatia; Presevo, on the border with the former Yugoslav Republic of Macedonia; and Kanjiza, on the border with Hungary. The former Yugoslav Republic of Macedonia municipalities included Kumanovo, on the country's border with Serbia and Gevgelija, on the Greek border.

The assessment pays particular attention to municipal responses in the first six to nine months, prior to national governments declaring emergencies and official U.N. engagement. Findings provide country stakeholders and UNDP with immediate next steps to build local capacity and resilience should another mass migration event occur. In Turkey, the assessment provides a broad scan of challenges and employed durable solutions through a desk review of materials and targeted interviews of UN personnel. The purpose is to provide stakeholders with implementation gaps, potential redundancies, and increased cognizance of interventions underway. The targeted Serbian municipalities include the following: Municipality of Sid<sup>37</sup>, located near the country's border with Croatia; the Municipality of Kanjiza<sup>38</sup>, adjacent to the Hungarian border; and the Municipality of Presevo<sup>39</sup>, located on the country's border with the former Yugoslav Republic of Macedonia. The former Yugoslav Republic of Macedonia municipalities included Kumanovo<sup>40</sup>, on the country's border with Serbia; and Gevgelija<sup>41</sup>, on the country's border with Greece. Of particular note, during the information gathering portion of this assessment, Serbian municipalities had recently undergone local elections, with newly elected mayors in two of the three municipalities (Presevo and Kanjiza). For the purposes of this assessment, both municipalities included personnel who coordinated the response within the previous administrations for historical context. These informants

were actively engaged in coordination efforts during the height of the crisis. As readers of this assessment learn of potential municipal shortcomings or particular challenges, it is important to understand the cultural, linguistic, and social distinctions that make up each of these municipalities. The desk review for Turkey focuses on the municipalities of Gaziantep, Kilis, and Sanliurfa, located in the southeast of the country.

The assessment takes lessons learned at the time of the crisis from five small border municipalities in Serbia and the former Yugoslav Republic of Macedonia—municipalities that vary in development context, ethnic backgrounds and political leadership, yet share a common political dynamic of highly centralized national governments. The assessment pays particular attention to municipal response in the first six to nine months, prior to national governments declaring emergencies and official U.N. engagement. Findings provide country stakeholders and UNDP with immediate next steps to build local capacity and resilience should another mass migration event occur. In Turkey, the assessment provides a broad scan of challenges and employs durable solutions through a desk review of materials and targeted interviews of UN personnel. The purpose is to provide stakeholders with implementation gaps, potential redundancies, and increased cognizance of interventions underway.

37 Sid's 2011 population as of the latest census is 14,893 with a majority Serbian ethnic background. Belgrade, Serbia: Statistical Office of the Republic of Serbia. 2011. pp. 3, 14. ISBN 978-86-6161-025-7. Taken from [www.wikipedia.org](http://www.wikipedia.org).

38 Ibid. Kanjiza's 2011 population is 9,871 with an ethnic majority Hungarian. [www.wikipedia.org](http://www.wikipedia.org).

39 Ibid Presevo population 13,426 as of the 2002 census with an ethnic majority of Albanians (2011 census numbers not available).

40 Kumanovo's population as of the 2002 census was 103,205 and includes a large Albanian ethnic minority.).

41 Gevgelija's population 15,685 in 2002 census.



# PURPOSE, SCOPE AND TECHNICAL APPROACH

UNDP sought to objectively assess the impact, and lessons learned, from UNDP migrant and refugee programming, and the local municipal response to the recent and on-going crisis — including an update of the management of the gender dimensions of displacement in local communities.<sup>42</sup> The subsequent assessment begins to identify the capacity gaps of urban systems in the context of the municipal response to the migrant crisis. The report offers lessons learned and observations that can inform short- and medium-term interventions to make municipalities more resilient and able to respond and

recover more effectively. Through the assessment, practical next steps are identified to strengthen administration and governance, and in some cases relevant infrastructure improvements. The information in this report can serve as a practical reference for municipalities and UNDP to design and implement programming.

While municipalities surely face challenges and stress to existing urban and rural systems as a result of migration and refugees, well-managed migration can also have a positive impact on economic and human

<sup>42</sup> For Meeting Background See UNDP IRH Terms of Reference to support migration and displacement programming. Meeting took place on April 1, 2016.

development of refugees and host communities.<sup>43</sup> Information has been curated and organized in a knowledge bank of over 30 logged assessments, current practices, lessons learned or position papers related to municipal services, public spaces, transportation, livelihoods, contingency planning and social cohesion. This assessment also highlights any research that points to increased incomes, access to services, or empowering of traditionally disadvantaged groups, particularly women and youth. Knowledge Bank entries were curated upon review of over 140 sources, and were selected due to their relevance, date published or released and apparent rigor.

The assessment includes an update of some of the gender dimensions of displacement, sourcing identified challenges from recent assessments in Turkey, as well as the implementation status of municipal recommendations cited in a recent UN Women Assessment for the former Yugoslav Republic of Macedonia and Serbia (January 2016). The assessment also includes a background material package with over 30 summarized studies, research and/or articles highlighting challenges and lessons learned from the aforementioned countries as well as Iraq, Lebanon, and Jordan — nations that are experiencing similar strains on their municipalities as they service the massive influx of refugees. Finally, the assessment includes a summary of UNDP country office and regional interventions as well as recommendations for future UNDP interventions.

## Key Questions and Assessment Components

### The assessment includes the following components:

- A knowledge bank with 28 summarized studies, research, or articles citing challenges and best practices related to the socio-economic and environmental impact of migration, gender and social cohesion, the effects of migration on local service delivery, contingency planning, and livelihoods. Findings are contextualized within the current crisis and drawn from the focus countries, Jordan, Iraq, and Lebanon.
- Findings and observations from over 40 participants in semi-structured and open qualitative interviews and focus groups. The assessment provides examples for how communities have adapted and responded to the migrant and refugee crisis. Findings are contextualized and analysed at a cursory level using sector-level resilience indicators for Serbia and the former Yugoslav Republic of Macedonia.
- A desk review of refugee-related challenges and durable solutions associated with municipalities in southern Turkey, with a focus on social cohesion, livelihoods, and local service provisions.
- An overview of UNDP Country Office support efforts to local municipalities in the target countries.
- A review of the current management of the gender dimensions of displacement in local communities, including the targeted services for women and girls in the former Yugoslav Republic of Macedonia and Serbia, with close attention paid to the implementation status of existing recommendations in assessments completed by partner UN agencies.
- Key findings that will support donor coordination and better prepare municipalities to respond to donor requests in a way that builds local resilience while responding to the needs of migrants and refugees.

### The assessment looks at the following key questions:

- How were municipal capacities<sup>44</sup> stressed or weakened as a result of the displacement crisis? The assessment looks specifically at the municipal service provisions of solid waste, wastewater, and water resource management.
- Do local risk management plans exist? To what extent was crisis management taken into consideration in the response and recovery effort? To what extent are contingency plans and budgets in place?
- What are examples of civil society involvement in the response effort, particularly before national and international stakeholders responded?
- What are examples of challenges or points of friction that stress social cohesion within communities

43 As referenced in the 2009 Human Development Report, pg. 33.

44 For the purpose of this assessment, capacities are defined as social, built, administrative, and planning structures or assets.

that host displaced communities, and what are potential mechanisms or interventions to help improve community and social cohesion?

- What are salient challenges Turkish host communities and refugees face on a daily basis in the sectors of affordable housing, access to municipal service provisions, direct cash assistance, environmental impact and livelihoods?
- To what extent have recent recommendations for a more gender-responsive approach been integrated into Serbian and the former Yugoslav Republic of Macedonia municipal social services and national police policies and procedures?
- What are examples of assessments, journals, or studies that identify socio-economic and environmental impacts of migration and refugees?
- What are the current UNDP country-level displacement-related programs in each country?<sup>45</sup>

## Interviews and Data Gathering Tools and Methods

### Data Gathering Tools and Methods

The broad nature of the assessment covers a number of themes, sectors, and countries and includes a situational analysis, employing data collection methods of semi-structured, open and group interviews. Stakeholders from municipalities and international organizations<sup>46</sup> were asked a set of questions.<sup>47</sup> In Serbia and the former Yugoslav Republic of Macedonia, interviews served a dual purpose—identifying systems (e.g. solid waste) management, infrastructure, and administrative capacities, and ascertaining perspectives of how the municipalities responded. The assessment utilized select indicators from the *World Bank CityStrength Diagnostic* (2015), which was designed “as a qualitative tool to help facilitate dialogue amongst a broad set of stakeholders about risks, resilience and the performance of urban systems.”<sup>48</sup> Such

a diagnostic is a useful tool. After answering a subjective question, “are/were cities able to meet the needs of migrants and refugees?” a look at the existence of sector-level attributes in the form of indicators help identify capacity gaps and infrastructure challenges. While direct causality cannot be determined, the existence or lack of identified sectoral attributes can point to next steps to make a municipality more resilient and better prepared to respond to crises in the future.

Recognizing this assessment is likely one of the first times such a tool has been utilized within a displacement context, the assessment pays close attention to identify modified indicators and include customized indicators to ensure relevance. World Bank CityStrengths Indicators<sup>49</sup>, which allow for the comparison of strengths and areas of improvement against a common set of indicators, can serve as a starting point for additional dialogue to identify system strengths, such as flexibility, redundancy, robustness, inclusivity, and coordination. The sectors covered with the Tool include contingency planning, solid waste, wastewater and water resource management.

It’s important to note that the indicators and analysis should in no way be misconstrued as a complete assessment of each system or thematic area. *The CityStrengths Diagnostic* (2015) is “structured around sectoral modules that cover topics within the city and metropolitan area purview,” with the purpose of instigating stakeholder dialogue and further investigation. These modules were created based on “a review of over 40 tools and methodologies related to resilience and the analysis of over 600 indicators contained within them.”<sup>50</sup> As previously mentioned, municipal stakeholders and UNDP can use these indicators as a point of reference when analyzing actions and responsiveness, or the entire *City Strength Methodological Guidebook* to contextualize identified strengths and weaknesses in hypothetical situations to identify next steps to confront future conflict or climate-related migrations other hazards. In the case of the former Yugoslav Republic of Macedonia and Serbia, this assessment looks at the effects of an influx of migrants on municipal systems (e.g. solid waste systems) to identify the needs responsiveness of host communities in support of migrants. In the case of Turkish municipalities, the desk review sources articles and other assessments that describe the

46 See Annex II for a complete list of stakeholder interviews.

47 See Annex III for a list of sector level questions posed to municipal informants during fieldwork associated with this assessment.

48 World Bank CityStrengths Diagnostic. 2015. Pg. 6.

49 World Bank CityStrengths indicators are written in their entirety, with any modifications italicized to maintain the integrity of the Tool.

50 World Bank CityStrengths Diagnostic 2015 Pg. 5

effect of the refugee crisis on various aspects of an urban system, gaps in municipal support or research, and potential best practices within the donor community.

## Description of Resilience

This assessment provides a starting point from which to further explore urban resilience principles with municipalities. The UNISDR description of resilience can best be defined as “the ability of a system, community or society exposed to hazards to resist, absorb, accommodate, or recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.”<sup>51</sup> Resilience has also been described as the ability to rebound or “spring back” from such a hazard, which can be differentiated into acute shocks and chronic stresses.<sup>52</sup> The resilience of a community to withstand or bounce back from hazardous events is determined by the degree to which the community has the necessary existing system strength and resources, and is capable of organizing itself both before, during and after times of need. The CityStrengths indicators identify sector level strengths and areas of improvement. City stakeholders interested in incorporating resilience thinking can look for opportunities to make municipal systems more robust and integrated. Municipal urban resilience is a relatively new concept, which includes a city’s ability to withstand both acute shocks and chronic stresses.<sup>53</sup>

## Limitations and Constraints

Methods were adapted based on the amount of time available for interviews with each municipality, UNDP and partner staff,<sup>54</sup> and information available in English to inform the desk review for Turkey. In-country site visits lasted one to two days in each community in Serbia and the former Yugoslav Republic of Macedonia, with varying availability in each location.<sup>55</sup> Select World Bank CityStrengths indicators were adapted or augmented to make them more relevant to displacement or contextualized within the current crisis. The use of CityStrength and customized indicators with observations are meant to be illustrative, and should no way be seen as taking the place of a robust diagnostic<sup>56</sup> or gap analysis. Rather, as previously mentioned, the indicators and collected anecdotes are meant to chart further exploration into system strengths and weaknesses to be better prepared to respond, recover, and thrive. Regarding the assessment’s focus in Turkey, no site visits or interviews took place with municipal or national government employees in Turkey. The assessment in Turkey is limited to perspectives and learnings from international partners, and not being able to visit municipalities due to the political situation hindered the planned assessment of economic development and the extent to which local municipal service provisions were gender sensitive.

51 UNISDR Terminology. <http://www.unisdr.org/we/inform/terminology#letter-r>

52 Ibid.

53 An acute shock in the context of a municipality can be described as a sudden, sharp event that threatens a city, like an earthquake, flood, sudden violence, or rapid increase in population. A chronic stress can be described as something that is in a state that slowly weakens the fabric of a city on a daily or cyclical basis, like endemic violence, housing shortages, temperature increase, lack of sanitary conditions, etc. shocks and stresses and associated interrelated links are being explored a number of organizations. For a better understanding of the links between shocks and stresses and how cities respond, readers are invited to visit UNISDR, World Bank, or Rockefeller Foundation’s 100 Resilient Cities Program websites.

54 Ibid. UNDP and partner stakeholder interviews took place in July—September of 2016.

55 Ibid.

56 Of important note, the full use of the Diagnostic typically takes 4-6 months to complete and involves a large number of stakeholder workshops and planning sessions.



# KEY OBSERVATIONS AND RECOMMENDATIONS

The following are some of the most relevant findings and anecdotes from the field portion of this assessment. For additional anecdotes and diagnostics, see Annex II.

## **CONTINGENCY PLANNING & DISASTER RISK REDUCTION**

- The former Yugoslav Republic of Macedonia - The former Yugoslav Republic of Macedonia has expansive national crisis management capabilities. The

National Crisis Management Center (CMC) took the lead response.<sup>57</sup> The former Yugoslav Republic of Macedonia has mostly up-to-date geo-located mapping of critical built assets and areas prone to environmental hazards.<sup>58</sup> The assessment reinforces a UNDP country office finding that identified a need to streamline communication tools to provide up-to-date readouts of response efforts across the country. This need was made evident during the mining crisis, with respondents identifying critical information delayed or shared in a way that wasn't streamlined with

57 After the former Yugoslav Republic of Macedonia declared a state of emergency on August 20, 2015 the CMC was responsible for implementing the country's response, in close coordination with the established steering and evaluation committees. The national CMC coordinates eight regional and 35 local crisis management centers.

58 Interview #14. National Government Informant. The former Yugoslav Republic of Macedonia. July 25, 2016.

other data sources tracking the flow of migrants.<sup>59</sup> The former Yugoslav Republic of Macedonia could consider using the data traditionally collected by crisis management centers to inform strategic planning for health, environmental, and transportation ministries and offices. There are examples around the world, such as in Rio de Janeiro, Brazil where crisis management and municipal operations centers are being used as hubs to affect other programs.

- Serbia - There is a lack of formalized basic response systems at the local level.<sup>60</sup> Although all municipalities identified coordination points of contact, informants mentioned a lack of standardized operating procedures and protocols.<sup>61</sup>

Recommendations in this assessment include first steps to begin crisis and contingency planning to better prepare for future migrant situations and many other acute shocks the localities might endure. There is a lack of command and control methodologies and protocols for local municipalities that can be enacted even before national-level states of emergencies have been declared.

- Serbia - Municipal respondents noted a sizable amount of excess food and non-food items provided by UNHCR, the Red Cross, and other organizations that ended up littering municipal streets, putting stress on local landfills, or being sold to local residents. Municipal leaders in Presevo particularly raised this issue, which was confirmed by respondents in Sid who identified the abundance of excess supplies donated, in addition to what was left at border crossings. NGO informants in Presevo confirmed this issue and stated that the matter was raised in camp coordination meetings repeatedly, but was addressed very slowly.
- Serbia - Municipal and NGO respondents in Presevo<sup>62</sup> spoke of the extent of profiteering and price gauging for transportation that took place among local taxis and buses before price controls were put in place. Respondents couldn't provide an estimate of the amount of overcharging but as one respondent noted, "you only need to look to the hills and if you see a new big house that's been built in

the last nine months, the money likely came from overcharging migrants."

- Serbia - The municipality of Presevo demonstrated a resourceful way to collect parking fees from buses which helped pay for repaving efforts,<sup>63</sup> which didn't happen in Sid or Kanjiza municipalities. Some citizens in Presevo also provided halal food, such as roast chicken, to waiting passengers, thereby meeting an immediate need of customers. Such entrepreneurial acts weren't identified in other municipalities; in fact, this was dissuaded in Kanjiza.<sup>64</sup>
- The former Yugoslav Republic of Macedonia - Engagement of community-based organizations, like local chapters of the Red Cross and churches, proved crucial in the early days of the crisis. Municipal and national respondents noted the importance of both local church groups and the Red Cross regarding support not only at the onset of the crisis before national government engagement, but during and after the crisis. Municipal governments might consider how to better engage such communities in more formal planning and response efforts.
- Serbia - As municipal leadership changes and political parties come and go, any standard operating procedures, data or assessments, etc. should be housed or maintained electronically and with management-level civil servants. Should such an information management system be unavailable, civil servants at the requisite levels that would continue from administration to administration should be charged with keeping such information. Two of three Serbian municipalities saw administrations change, with an opposition political party of one municipality taking control and leaving nothing for the next administration. As one informant noted, "the only studies we have access to are what UNDP has done with us in the past."<sup>65</sup>
- Serbia - Of the five municipalities interviewed, the city of Presevo was the only municipality where citizens provide services, such as halal food, outside of traditional stores and eateries. Presevo was also

59 Interview #14. National Government Informant. The former Yugoslav Republic of Macedonia. July 25, 2016.

60 In Serbia, there is a lack of formalized emergency response centers or systems at the local level, which contributed to initial coordination challenges at the onset of the crisis.

61 Semi-Structured Interviews #2,#3, #6. Serbian Municipal Informants July 19,20 2016.

62 Semi-Structured Interviews #2. Serbian Municipal Informant July 19, 2016.

63 Semi-Structured Interview #7. NGO Informants July 20, 2016.

64 Semi-Structured Interview #6. Serbian Municipal Informants. July 20, 2016.

65 Semi-Structured Interview #11. Serbian Municipal Informants. July 22, 2016.

able to charge buses for parking, which allowed for some profits to be used for road maintenance. Other municipalities, particularly Kanjiza, reported the lack of flexibility of local municipalities in permitting informal services to meet the needs of thousands of migrants waiting in and around local parks and transportation stations for buses and trains.

### **MUNICIPAL SERVICE PROVISIONS—SOLID WASTE/WATER/WASTEWATER MANAGEMENT**

- Serbia - Donations of food and nonfood items to support migrants directly exacerbated the collapse or weakening of municipal solid waste systems in the communities of Sid and Presevo in Serbia. Migrants weren't allowed to cross the border with anything besides their personal belongings. Food, diapers and blankets were left at the border. An overflow of the municipal waste site in Sid eventually led to a large fire, which damaged the town's air quality for a number of days.<sup>66</sup>
- Serbia & the former Yugoslav Republic of Macedonia - Varied levels of trash sorting and recycling, from fledgling in the former Yugoslav Republic of Macedonia to non-existent in Serbia. In light of the enormous amounts of generated trash, there is an opportunity to explore recycling and promote a circular economy. Lessons learned from southern Turkey are applicable, as there exists informal and increasingly formalized refuse sorting in and around camps. Turkey has the highest amount of formal and informal recycling of any European nation.<sup>67</sup>
- The former Yugoslav Republic of Macedonia - UNHCR provided funds to the central government (Ministry of Transportation), which contracted with a private company for waste removal. According to informants,<sup>68</sup> wastewater from portable sanitation units at the border wasn't disposed of in the designated site for approximately two months.
- Serbia - The Municipality of Presevo's informal landfill is situated within dangerous proximity to the city's watershed. The trash from the transit center has directly exacerbated this problem. UNDP is already working with the municipality on plans for waste transfer.

- The former Yugoslav Republic of Macedonia - the former Yugoslav Republic of Macedonia's Department of Transportation received UNHCR funds to support solid waste transfer from the transit camp near Gevgelija. Informants mentioned unconfirmed reports that a private company was contracted for approximately two months and didn't appropriately dispose of the liquid waste.<sup>69</sup>

### **GENDER & VULNERABLE COMMUNITIES**

- Serbia - A Center for Social Work serviced each municipality. Workers were trained to deal with situations of abuse and missing children and reported effective engagement with national police.<sup>70</sup>
- Serbia - Centers for Social Work in each Serbian municipality received sensitivity training and established procedures and protocols for dealing with situations of abuse and missing children. However, there were reports from informants at all levels of the assessment reporting children neither being registered properly nor accounted for while passing through transit countries.
- Serbia - An NGO working at the Presevo Transit Center noted the lack of a national system to document unaccompanied minors. UNDP Country Office staff and the Municipality of Sid staff indicated there was such a system, contradicting the NGOs. This situation demonstrates confusion and a lack of civil society awareness, and outreach is recommended.
- Serbia & the former Yugoslav Republic of Macedonia - As previously recommended with cross-border municipal border working groups, cross-border coordination mechanisms between relevant country border protection and interior affairs can share information with the aim of providing protection to refugees and migrants.
- Serbia & the former Yugoslav Republic of Macedonia - Develop, standardize and implement a set of vulnerability criteria to ensure that all actors engaging in the response identify, prioritize and respond to individuals who have heightened protection risks.
- Serbia & the former Yugoslav Republic of Macedonia - Ensure all newly formed contingencies relating

66 Semi-Structured Interview #6. Serbian Municipal Informants. July 20, 2016.

67 Semi-Structured Interview #3. Serbian Municipal Informants. July 20, 2016.

68 Open-Ended Interview#26. UNDP Informant, August 21, 2016.

69 Semi-Structured Interview #16. Municipal Informant. July 25, 2016.

70 Ibid.

to this emergency consider and adequately integrate gender concerns when planning displacement response. Ensure emergency response personnel receive gender sensitivity training and have a good understanding of national and local-level support services available to vulnerable communities.

- Serbia & the former Yugoslav Republic of Macedonia - If unable to integrate national registration and response systems across ministries, ensure consistent collection and sharing of sex and age-disaggregated data, and monitor flows and needs of vulnerable populations, including awareness of when such populations enter and leave the country.

### **SOCIAL COHESION & COMMUNITY PARTICIPATION**

- Turkey - The municipality of Gaziantep has an office that deals with migrant affairs, but serves in a limited capacity. The office doesn't serve as a conduit between local government and refugees; it now serves as a part-time community center.<sup>71</sup> Individuals must be in touch with municipal representatives themselves regarding security or service issues. UNDP respondents identified a lack of a coordination mechanism between central government and local authorities.
- All Countries - There is a perception across all target communities, and in research related to Turkey, that migrants and refugees are receiving a great deal of resources, both internationally and from national and local governments. Many donor organizations are working on general frames of social cohesion, but more country-specific creative solutions are needed. Mercy Corps<sup>72</sup> and other NGOs are utilizing community mobilization tools developed in other diverse contexts, recommending the private sector, civil society, and public sector all work towards similar goals of economic opportunity, respect for human rights, health and well-being, and sustainable resource management in diverse communities. Interventions that engage both refugee and host communities simultaneously will strengthen community participation and social cohesion.
- Serbia - There was mixed sentiment regarding the necessity to plan for future conflict or climate-related migration. The majority of municipal leaders interviewed didn't want to contemplate an additional influx of migrants or a shift towards semi-permanent refugees. One mayor was the most open in his reasoning: "It's not my problem (the migrant issue), even if it's in my backyard." (Meaning, it's the State's issue to deal with it, not the municipality's.) This mentality was evident by the location of informal camps outside of town in municipalities such as Sid and Kanjiza—out of sight and a bit out of mind. This same mayor added, "If I send signals that I'm expecting this to happen again, residents will leave," which further complicates to prepare and respond to future migrant and refugee related challenges.
- Serbia - As mentioned elsewhere, the Municipality of Presevo reported the migrants discarding large numbers of blankets and diapers, either throwing them out within the municipality or selling them to the local population to support themselves on their journey. Informants perceived resentment from locals, many of whom are living in abject poverty, of the waste and lack of appreciation exhibited by the refugees. Regarding waste, informants reported that during the transit center's first four months, migrants were given diapers and other non-perishable products in large pre-packaged quantities. Many of these migrants were crossing borders with nothing but small backpacks, and couldn't carry the products. Excess products further stressed the landfills in places like Presevo, and reached a critical level in the municipality of Sid, where migrants were required to leave excess belongings before entering into Croatia. Consequently, the municipal landfill went beyond capacity and many of the blankets actually caught fire.
- Serbia - A critical finding is the overwhelming perspective and sentiment expressed by Serbian municipal authorities that they do not want to experience another migrant crisis nor see refugees resettle in their communities. This finding is in line with a recent UNDP Serbia assessment that looked specifically at social cohesion and citizens' perceptions and noted the general lack of contact between migrants and local citizens, and cited a UNDP/Gallup research study showing that 82.3% of the municipal respondents expressed a negative or very negative attitude towards migrants.<sup>73</sup> This

71 Semi-Structured Interview #3 and #5.5 Municipal and UNDP Informants. July 20, 2016.

72 Semi-Structured Interview #26. UNDP Official. September 21, 2016.

73 UNDP Serbia Office Internal Assessment. "Impact of the migration crisis on local self-governments and local communities in Serbia, and possibilities for integration".

perspective was most strongly held in the northern town of Kanjiza; when presented with hypothetical situations of an additional 10,000 migrants passing through the municipality in the near future, respondents in Sid and Gevgelija were uncomfortable with the idea.

- Turkey - Turkish municipalities should consider a mechanism that actively represents refugee municipal issues. This would be of particular use given the language and cultural differences. Such an entity would support social cohesion, which could decrease tensions and solve problems before they reach a critical boiling point. UNDP livelihood and vocational programming continues to engage both host and refugee communities.<sup>74</sup>
- All Countries - In places where ethnic tensions persist, funders and collaborating partners might consider pressuring the government of Turkey and local municipalities for increased transparency in budgeting to alleviate perceived unfairness. In Serbia and the former Yugoslav Republic of Macedonia, leaders should consider consistent outreach during the crisis with citizens to ensure awareness and buy-in, rather than allowing all information to come from local media.

Greater public awareness and citizen engagement in local decision making will make citizens more integrated, invested and ready to respond to future crisis.

- Serbia & the former Yugoslav Republic of Macedonia - Local Red Cross chapters, combined with religious organizations, were not only the first to provide necessary food and non-food items to Serbia and the former Yugoslav Republic of Macedonia,<sup>75</sup> but provided that critical human link between local residents and refugees. Moreover, these preexisting institutions served as a conduit for good will and the strengthening of community bonds. These stakeholders were critical "first responders" in the municipalities, offering volunteers in communities like Sid Municipality the opportunity to interact directly with migrants<sup>76</sup>. A recent UNDP Serbia assessment that included Sid looked specifically at social cohesion and citizens' perceptions, and noted the lack of general contact between migrants and local citizens. It cited a UNDP/Gallup research study showing that 82.3% of the municipal respondents expressed a negative or very negative attitude towards migrants.<sup>77</sup>

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74 UNDP Country Office Serbia. 2016 Internal UNDP Draft Assessment.

75 Ibid.

76 Semi-Structured Interviews #3 & #12. NGO and Municipal Informants. July 20 & 25, 2016.

77 UNDP Country Office Serbia, Internal Study. 2015.



# FINDINGS FROM THE TURKEY DESK REVIEW

## Context

Turkey is the host nation of the largest and most rapid influx of refugees in modern history. As of September 2016, estimates of Syrian and non-Syrian<sup>78</sup> refugees inside Turkey's borders hover around 2.7

million.<sup>79</sup> This number continues to rise, increasing by more than 30% since March of 2015.<sup>80</sup> Two-thirds of all Syrian refugees inside Turkey are women and children (age 17 or younger).<sup>81</sup> Turkey has accepted a disproportionately high number of refugees compared to other nations in the region. It has spent over \$8 billion U.S. dollars supporting Syrians affected by

78 Non-Syrian refugees primarily include Iraqi, Iranian, Afghan, Somali, and others.

79 Numbers of Syrian refugees in Turkey differ according to the source. The latest research from the Migration Policy Institute reference 1.7 million as of mid-March 2015. <http://www.migrationpolicy.org/research/syrian-refugees-turkey-long-road-ahead>

80 UNHCR and Turkey Estimates of 1.7 million in March of 2015

81 Eccarius-Kelly, Vera. July 2015. "The Plight of the Syrian Refugees in Turkey". <http://www.rethinkinstitute.org/the-plight-of-the-syrian-refugees-in-turkey>

the conflict; Turkey has become the single largest donor of aid to the ongoing crisis.<sup>82</sup> International donor agencies recognize the “admirable job” Turkey has done in welcoming such an overwhelming number of refugees in such a short time.<sup>83</sup> Turkey is not a rich nation. Refugees are entering a region where the average monthly income for Syrian refugees is 700 Turkish lira, compared to the standard 1300 for Turks. According to Refugees International, this income level does not allow for self-sufficiency, and “leaves Syrians in the no-win position of vying with Turks for low-paying jobs.”<sup>84</sup>

Social cohesion was already a concern in the Southeast region that hosts most of the refugees; this part of Turkey has a very different ethnic and economic makeup than the Western portion of Turkey. Turkish and Kurdish are the languages widely spoken in these regions; the native language of Syrians is Arabic, further causing challenges for integration. The country’s disparities dividing East and West are a longstanding issue, impeding development long before the refugee crisis.<sup>85</sup> According to the Turkish Ministry of Labor, the country’s general unemployment rate is high, generally estimated to be about 10 percent; however, that rate jumps to 30% in the southeast provinces, where large numbers of Syrian refugees are concentrated.<sup>86</sup>

Similarly, the southeast region of Turkey is home to the largest portion of the ethnic Kurdish population. Cultural and linguistic challenges abound; in the Saniurfa province, for example, Turkish is spoken, a language completely unrelated to most Syrians’ native language of Arabic. Local Kurdish dialects (mainly Kurmanji) commonly spoken in this region are equally dissimilar. In July 2015, the Turkish government declared war on ISIS; that same day, it also declared war on the Kurdistan Workers Party (PKK) inside its own borders. The influx of refugees and attempt to build social cohesion with Syrians is further complicated by the war against the PKK, economic disparity and the lack of development. The host community had

problems with violence and social cohesion even before millions of new, foreign residents arrived.

As the Turkey portion of the assessment is primarily a desk review of challenges and existing interventions, the findings are laid out in a way that facilitates easy reference. The Knowledge Bank also includes a number of sources with additional information.

## Social cohesion

### Challenge

As the Turkish government and international donor agencies seek to address the needs of incoming refugees, near-and long-term social cohesion has increasingly been identified as a critical issue. The protracted nature of the Syrian conflict makes clear that dynamics between diverse cultural, linguistic, and ethnic groups are an important concern for authorities for near-and long-term economic development and political stability within the borders of Turkey. IMPACT finds that “increased competition for existing services leads to discontent and increased tensions among ethnic groups and communities.”<sup>87</sup> Initially, the government of Turkey miscalculated the length of time refugees would remain in-country, “erroneously assuming that the Assad regime would fall within months of the emergence of the Syrian conflict.”<sup>88</sup> Therefore, most of its policies and infrastructure were not initially planned for long-term settlement of Syrians inside Turkish borders. According to the Center for Mediterranean Integration, “the municipal services that are currently lacking can generate tension and exacerbate the vulnerability of refugees and host communities while jeopardizing social cohesion.” Regional social cohesion and livelihoods have been particularly underfunded with just \$30M received of the more than \$461M (7 percent) at the mid-year point in 2016.<sup>89</sup> Social tensions with the host communities could increase, especially in more densely

82 “Refugees International, Planting the Seeds of Success? Turkey’s New Refugee Work Permits,” Pg. 3. 14 April 2016, available at: <http://www.refworld.org/docid/573591274.html>

83 Ibid.

84 Ibid.

85 Kosmal, Peter. August 12, 2011. “Turkey’s East-West Economic Divide Impacts Growth Potential”.

<http://blog.euromonitor.com/2011/08/turkeys-east-west-economic-divide-impacts-growth-potential-2.html>

86 The Turkish Ministry of Labour and Social Security’s (MoLSS) Regulation on Work Permits of Foreigners Under Temporary Protection (hereinafter “Regulation”) came into force in early January 2016. Pg. 4.

87 Comprehensive Reports Analyze Drivers Of Tensions And Satisfaction With Service Delivery Within Host Communities.

<http://www.impact-initiatives.org/news>

88 Eccarius-Kelly, Vera. July 2015. “The Plight of the Syrian Refugees in Turkey”

<http://www.rethinkinstitute.org/the-plight-of-the-syrian-refugees-in-turkey/>

89 3RP Mid-Year Report. June 2016. <http://www.3rpsyriacrisis.org/wp-content/uploads/2016/07/3RP-Mid-year-Report.pdf>

populated urban centers such as Istanbul and Ankara, as refugees migrate internally to these centers to join family members.

Best practices identified by donor implementing partners include:

- **Mercy Corps, Guide to Community Mobilization Program:**<sup>90</sup> This guide is a tool for community mobilization in diverse contexts. The vision for change framework outlines how the private sector, civil society, and public sector can all work towards similar goals of economic opportunity, respect for human rights, health and well-being, and sustainable resource management in diverse communities.
- **ACTED-REACH's neighborhood-based support:**<sup>91</sup> This organization recommends inclusive community responses to sustainable growth. Looking at the whole community during development programs, not just the direct recipients of job programs (adults), for example, but also examining the needs of the rest of the community, particularly mothers and children.
- **International Bank for Reconstruction and Development and The International Finance Corporation:**<sup>92</sup> In places where ethnic tensions persist, the recommendation is for funders and collaborating partners to pressure the government for increased transparency in budgeting to alleviate perceived unfairness.

## Housing

### Challenge

According to Refugees International, a majority of Syrian refugees live outside the camps in Turkey, and homelessness of refugee children in urban centers is increasing. However, increased numbers of renters have also nominally helped the local economy.<sup>93</sup> The

individuals rely upon “service centers to help them adapt to a new daily life and help foster social cohesion with their host communities.”<sup>94</sup>

### Best practices

- **UNDP:** Providing cash grants to households hosting refugees and to most vulnerable households in hosting communities to improve basic living conditions.<sup>95</sup>
- **Danish Refugee Council (DRC):**<sup>96</sup> strong focus on ‘non-camp refugees’ who live in more precarious conditions, as they do not have access to sufficient information and services, in comparison to the camp population. DRC programs focus on a holistic approach to refugee assistance that includes acute near-term needs, such as cash assistance and housing, as well as addressing long-term psychological needs and sustained capacity building.

### Observation

The desk review found conflicting reports on how many refugees live in camps, and how many live in cities, etc. More definitive numbers are needed to better inform stakeholders attempting to address specific needs of municipalities and local authorities.

## Direct cash assistance

### Challenge

Migrants and refugees further exacerbate the stress of a weak financial system and dependency on a cash-economy. Direct cash assistance has been identified as a successful model for aid as recipients are able to choose how to spend their own money and are thereby active agents in this type of development program. Unfortunately, problems with

90 <https://www.mercycorps.org/research-resources/guide-community-mobilization-programming>

91 ACTED-REACH's neighborhood-based support in Jordan and Lebanon <http://www.acted.org/en/acted-keeps-children-safe-during-construction-wastewater-network> Note - example taken from Jordan and Lebanon, but ACTED is working regionally with similar models.

92 International Bank for Reconstruction and Development; International finance corporation, And Multilateral investment guarantee agency, country partnership framework. For the period FY17-FY22 June 15, 2016, <http://documents.worldbank.org/curated/en/111451467996685776/pdf/94768-CAS-P151022-R2016-0126-OUO-9-Box396270B.pdf>

93 “What Are the Impacts of Syrian Refugees on Host Community Welfare in Turkey?” World Bank Group; Poverty and Equity Global Practice Group. January 2016.

94 Refugees International, Planting the Seeds of Success? Turkey's New Refugee Work Permits,” Pg. 3. 14 April 2016, available at: <http://www.refworld.org/docid/573591274.html>

95 UNDP, Turkey country plan: [http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria\\_Resilience\\_leaflet\\_Eng\\_Turkey\\_Jan\\_14.pdf](http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria_Resilience_leaflet_Eng_Turkey_Jan_14.pdf)

96 Danish Refugee Council. <https://drc.dk/where-we-work/middle-east-and-north-africa/turkey>

significant levels of fraud and corruption have arisen through traditional cash transfer programs.<sup>97</sup>

### Best Practices

- **UNHCR:** technological innovations in banking have enabled the use of biometrics for direct cash assistance using e-debit cards. Beneficiaries utilize iris scans that “guarantee that allocated cash reaches intended recipients not just once, but every time money is withdrawn from the account.”<sup>98</sup>
- **The Danish Refugee Council:** focus of work is on non-camp refugees with regular access to supermarkets. Recipients gain monthly cash transfers through supermarket e-vouchers. By providing cash for basic food needs, negative trends of child labor can be reduced. Limited gender analysis of this type of intervention shows anecdotes of people ceasing minimal employment if their basic food needs are met. Community acceptance of women’s access to e-vouchers was bolstered due to the perception that focus groups have found women “more vulnerable, and therefore should be prioritized in humanitarian assistance.”<sup>99</sup> This work is conducted in partnership with UKAID, UNHCR, Tufts, and Feinstein International Center.

are overstretched, as the needs have ballooned for solid waste removal, housing, water, power and electricity, and beyond. A number of articles mentioned discontent among communities over local service delivery, with key challenges in waste management and public water services.<sup>101</sup> High numbers of refugees in camps and urban centers residing in makeshift shelters, or who are homeless, significantly increase the amount of solid waste. This waste increases the pollution of surface and ground water. Contaminated water can lead to the spread of disease. Research shows the negative impact on the environment from the refugee crisis, but also innovatively examines environmental deterioration’s detrimental impact on refugees.<sup>102</sup>

*The prolonged stay of refugees in their asylum countries has a sustained impact on the environment but there is an apparent lack of rigorous evaluation or analysis of refugee-related stress on municipal waste and water systems.*

## Municipal services: solid waste management, waste sorting, recycling, water and sewage

### Challenge

Refugees have overwhelmingly settled in cities and urban centers. Therefore, municipalities are at the forefront of the Syrian refugee crisis.<sup>100</sup> Service providers

- **Center for Mediterranean Integration:** identifies better coordination with local authorities, increased technical skills across sectors, and greater collaboration with multinational stakeholders as key areas to develop.<sup>103</sup>
- **UNDP:** is currently working with local municipalities and provinces to equip and assist them in the implementation of annual work plans that are developed in a participatory manner, addressing needs and gaps in terms of access to socio community services and infrastructure, with a particular focus on Solid Waste Management.<sup>104</sup> UNDP has also worked with the city of Gaziantep in a

97 UNHCR’s Refugee Cash Programming with Biometrics: Targeted, Cost Effective Cash Assistance For Basic Needs, Food And Health. [http://innovation.unhcr.org/labs\\_post/cash-assistance](http://innovation.unhcr.org/labs_post/cash-assistance)

98 UNHCR, Biometric Cash Assistance. [http://innovation.unhcr.org/labs\\_post/cash-assistance](http://innovation.unhcr.org/labs_post/cash-assistance)

99 Jacobsen Karen and Paula Armstrong January 2016. “Cash Transfer Programming for Syrian Refugees: Lessons learned on vulnerability, targeting and protection from the Danish Refugee Council’s e-voucher intervention in Southern Turkey” <http://fic.tufts.edu/assets/FIC-DRC-publication-karen-2-2016.pdf>

100 Municipalities at the Forefront of the Syrian Refugee Crisis. <http://www.cmimarseille.org/blog/municipalities-forefront-syrian-refugee-crisis>

101 Comprehensive Reports Analyze Drivers of Tensions and Satisfaction with Service Delivery Within Host Communities. <http://www.impact-initiatives.org/>

102 Stockmore, A. (2016, March 27) “The Environmental Impact of the Refugee Crisis.” Retrieved from: <https://gelr.org/2016/03/27/environmental-impacts-of-the-refugee-crisis/>.

103 For ideas, see CMI’s “Cities and Migrants: Implementing the Integrating Cities Charter” December 2015. Retrieved from <http://www.cmimarseille.org/sites/default/files/newsite/library/files/en/ICC%20report%202015.pdf>

104 UNDP, Turkey country plan: [http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria\\_Resilience\\_leaflet\\_Eng\\_Turkey\\_Jan\\_14.pdf](http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria_Resilience_leaflet_Eng_Turkey_Jan_14.pdf)

prioritization process to identify municipal service interventions, which will support donor coordination and effective development.

## Observations

Research in Turkey that looks directly at the effects of migrants on municipal public works is quite thin, with the majority of assessments including only cursory level mentions. Additional data is needed on the exact amount of solid waste, waste water, etc. and absorptive capacity issues local municipalities face.

# Livelihoods

## Challenge

Key challenges for Syrians, especially those who may be qualified for higher-level positions, are language barriers and their inability to produce professional credentials and licenses. Refugees International estimates that 95 percent of Syrians in Turkey do not have the skills currently needed in the Turkish labor force.<sup>105</sup> Employed Syrian refugees are almost all working in the informal sector in Turkey. As they largely have not, until recently, been issued work permits, their employment is a significant 'supply shock' to the informal labor market.<sup>106</sup>

Turkey's recent decision to enable Syrian refugees' access to labor markets has the potential to help approximately one million working-age Syrians find jobs,<sup>107</sup> but only a small number of permits have been received. As of July 2016, the Ministry of Labor had granted 5,502 work permits out of 6,586 applications received from Syrian refugees.<sup>108</sup> As such, refugees have taken up employment largely in the informal sector, sometimes called the "shadow economy."<sup>109</sup> "The Turkish chap-

ter of the 3RP was only 26 percent funded mid-year; livelihoods (at 5 percent) was the second least funded sector,"<sup>110</sup> which means only limited funds exist for an enormous challenge. Eligibility for work permits is one of the bureaucratic hindrances to employment. Syrians can apply for work permits using the same administrative procedures as other foreigners, though with restrictions on when and where they can make their applications, and limitations on the sectors in which they may be employed.<sup>111</sup> Sources and informants described the work permit system as being in its "infancy stage."<sup>112</sup> The numbers related to how many individuals could be helped by obtaining a work permit vary greatly, depending on the source. The Turkish government estimates over 400,000 Syrian refugees are waiting for a work permit; other sources believe the number to be between 20,000 and 40,000. Refugees International, for example, recommends the Turkish government and other stakeholders address the following questions: How long should the approval process take once an application is submitted? How will professionals like doctors and teachers be certified, according to Turkish standards?<sup>113</sup> Clarification on the practical details is imperative in order to increase the number of permits issued.

## Observations

A great deal more coordination and standard operating procedures still need to be implemented for refugees, especially relating to eligibility, applications, and the decision processes. A number of UN agencies are working in the livelihoods space (UNDP, IOM, UNICEF, etc.) which could be seen as a duplication of efforts. In order to meet the donor objective of 1.1 million new jobs, a macro-level study to identify trade, investment, and financing incentives could be undertaken. UNDP's role in long-term development and resilience could make the organization best suited for such a study.

105 Refugees International, Planting the Seeds of Success? Turkey's New Refugee Work Permits," Pg. 6. 14 April 2016, available at: <http://www.refworld.org/docid/573591274.html>

106 World Bank Group, Social Protection and Labor Global Practice Group, Policy Research Working Paper 7402 August 2015; <http://documents.worldbank.org/curated/en/505471468194980180/pdf/WPS7402.pdf>

107 "Turkey Statement" presented by the Government of Turkey at the Supporting Syria and the Region Conference in London. 4 February 2016. <http://fic.tufts.edu/assets/FIC-DRC-publication-karen-2-2016.pdf>

108 Europe Online Magazine. Turkey grants work permits to 5,500 Syrians in 2016, ministry says. 08 July 2016.

[http://en.europeonline-magazine.eu/turkey-grants-work-permits-to-5500-syrians-in-2016-ministry-says\\_468065.html](http://en.europeonline-magazine.eu/turkey-grants-work-permits-to-5500-syrians-in-2016-ministry-says_468065.html)

109 Prof. Dr. F. Schneider. November 2012. 'Shadow Economy in Turkey and in other OECD-Countries.

[http://www.gep.gov.tr/tmp/BSEC%20pdf/Prof.%20Dr.%20Friedrich%20Schneider%20ShadEc\\_Turkey2012.pdf](http://www.gep.gov.tr/tmp/BSEC%20pdf/Prof.%20Dr.%20Friedrich%20Schneider%20ShadEc_Turkey2012.pdf)

110 3RP Mid-Year Report. June 2016. <http://www.3rpsyriacrisis.org/wp-content/uploads/2016/07/3RP-Mid-year-Report.pdf>

111 The Turkish Ministry of Labour and Social Security's (MoLSS) Regulation on Work Permits of Foreigners Under Temporary Protection (hereinafter "Regulation") came into force in early January 2016. Pg. 4.

112 Interview #25. Semi-Structured Interview UNDP August 24, 2016.

113 Refugees International, Planting the Seeds of Success? Turkey's New Refugee Work Permits, 14 April 2016, available at: <http://www.refworld.org/docid/573591274.html>.



## Best practices

- **Center for Mediterranean Integration:**<sup>114</sup> Recommends increasing donor coordination to focus on economic, social, and institutional resilience by expanding economic and livelihood opportunities for refugee and vulnerable populations.
- **UNDP:** innovated an approach to address both the strain on municipalities and jobs creation. Project aimed at 1) Creating immediate, short-term employment opportunities through public works focusing on solid waste management, including the removal of garbage from drinking water systems and park protection and 2) Providing vocational and business skills training and job placement in social sectors for unemployed Turkish youth, with a focus on young women. The target group will be beneficiaries who received cash grants, but also include other vulnerable groups.<sup>115</sup>
- **University of Oxford:** Challenges common myths about refugees that they are “1) isolated, 2) a burden, 3) homogenous, 4) technologically illiterate, and 5) dependent on humanitarian assistance.”<sup>116</sup> Instead, researchers recommend that refugees need market-based interventions, including existing local economies and private business segments. Stakeholders need to better integrate the private sector and connect innovation and technology in humanitarian assistance.

114 “[Regional Workshop] Municipalities at the Forefront of the Refugee Crisis”.

<http://cmimarseille.org/highlights/regional-workshop-municipalities-forefront-refugee-crisis>

115 UNDP, Turkey country plan: [http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria\\_Resilience\\_leaflet\\_Eng\\_Turkey\\_Jan\\_14.pdf](http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria_Resilience_leaflet_Eng_Turkey_Jan_14.pdf)

116 Betts, Alexander, Louise Bloom, Josiah Kaplan, and Naohiko Omata. 2014. “Refugee Economies; Rethinking Popular Assumptions”.

<https://www.rsc.ox.ac.uk/files/publications/other/refugee-economies-2014.pdf>



# UPDATE ON GENDER INTEGRATION INTO DISPLACEMENT RESPONSE<sup>117</sup>

The assessment builds on recent efforts by UN Women's *Gender Assessment of the Refugee and Migration Crisis in Serbia and the former Yugoslav Republic of Macedonia* (2016) and the United Nations Population Fund's *Initial Assessment Report: Protection Risks for Women & Girls in the European and Migrant Crisis* (2015).

The assessment focuses on recommendations that would involve municipal-level social service personnel<sup>118</sup> who regularly engage with national border police responsible for transit camps and migrant registration.<sup>119</sup> The assessment methodology included standardized questions to municipal leaders and social service personnel in

117 Due to political constraints in Turkey and being unable to visit with relevant municipal officials, gender integration and rights-based approaches are not considered in this assessment. Findings were derived through an analytical review of reports from best practices of key stakeholders and organizations with a long track record of providing assistance to migrants and refugees in Turkey.

118 Scope of the assessment is to look narrowly at the gender dimension of displacement in the local communities. Terms of Reference 2016.

119 The Knowledge Bank includes lessons learned from Turkey, Lebanon, Jordan, and Iraq.

select municipalities<sup>120</sup> to identify how gender was taken into consideration in the local response, and the extent to which municipalities had incorporated the systemic collection and reporting on sex-and age-disaggregated data through the asylum registration system.

Municipal centers for social work<sup>121</sup> received inconsistent reports regarding the presence of at-risk groups, which hindered their ability to respond appropriately. While children at border entry points were counted separately, minors didn't receive individual registration numbers.<sup>122</sup> NGO informants in Serbia and the former Yugoslav Republic of Macedonia<sup>123</sup> noted that the lack of complete registration and sheer numbers of migrants crossing the borders sometimes made performing such an effort nearly impossible. Consequently, municipal, transit authorities, and community based organizations made reference to the inconsistencies in data collected, particularly at the height of the crisis, and the lack of uniformly applied vulnerability criteria.<sup>124</sup>

Civil society informants<sup>125</sup> shared examples of men occasionally leading groups of boys ages 10 to 16 through border check points without being stopped or questioned regarding parent or guardian status. The issue was raised with the former Yugoslav Republic of Macedonia transit center authorities, who confirmed the inconsistency in data at entry and exit points in the former Yugoslav Republic of Macedonia and likely in Serbia, and noted the porous nature of the border. Informants identified the chaos and stress on migrants who were forced by Serbian government personnel to separate in buses by gender<sup>126</sup> — thus breaking up families and causing challenges for local and international support mechanisms.

Theories from both assessments, which were raised in this assessment with NGO informants, point to the lack of uniformly applicable vulnerability criteria<sup>127</sup> to quickly identify and prioritize persons at risk.<sup>128</sup> The UNFPA report found that police personnel who are in charge of security and organizing the flow of refugees and migrants into transit centers were not equipped to identify, prioritize and respond to protection risks. Registration systems are not

comprehensively identifying and referring at-risk groups, and have weak linkages to protection responses.<sup>129</sup> During the first seven months of 2015, the Office of the United Nations High Commissioner for Refugees (UNHCR) registered 4,112 unaccompanied children in Serbia, the majority from Afghanistan and Syria, compared with only 98 unaccompanied migrant children between January and September 2014. Police personnel need capacity building and general support in this area. Reporting of gender-and age-disaggregated data through the asylum registration system is happening, but national and local systems of collection and integration are not aligned.<sup>130</sup> The assessment found that registration systems are not comprehensively identifying and referring at-risk groups, and have weak linkages to protection responses.<sup>131</sup> This challenge continues in both countries, and respondents participating in this assessment verified that other challenges still remain.<sup>132</sup> The UNFPA assessment also identified challenges in the availability of dedicated and trained government and humanitarian staff able to promptly identify persons at risk and those in need of special attention and prioritization.<sup>133</sup>

As noted in previous assessments and earlier in this document, the registration systems are not comprehensively identifying and referring at-risk groups. There is a continued lack of integration between social service and national police databases in the former Yugoslav Republic of Macedonia and Serbia, with respondents from both agencies noting that occasional inconsistencies between systems occurred. Municipal social work respondents received inconsistent reports regarding the presence of at-risk groups, which hindered their ability to respond appropriately. While children at border entry points in Serbia and the former Yugoslav Republic of Macedonia have been counted separately since the formalized registration system was put in place, minors do not receive individual registration numbers.

This challenge continues in both countries, and respondents participating in this assessment verified that challenges still remain.<sup>134</sup>

120 The Municipalities of Sid and Kanjiza.

121 Interview #3, Serbian Municipal Informant July 20, 2016.

122 Interview #7, NGO Informants Presevo, Serbia July 20, 2016. Verified by social service personnel in Interview #3 Sid, Serbia July 21, 2016.

123 Semi-Structured Interviews #7 and #15, NGO Informants, July 21 & 22, 2016.

124 During the first seven months of 2015, the Office of the United Nations High Commissioner for Refugees (UNHCR) registered 4,112 unaccompanied children in Serbia, the majority from Afghanistan and Syria, compared with only 98 unaccompanied migrant children between January and September 2014. Human Rights Watch, World Report 2016 - Serbia, 27 January 2016, available at: <http://www.refworld.org/docid/56bd992115.html> [accessed 17 August 2016].

125 Semi-Structured Interview #7, NGO Informants, July 21 & 22, 2016.

126 Semi-Structured Interview #24, UNDP Official, August 16, 2016.

127 Both UN Women and UNFPA assessment described the lack of vulnerability criteria that should be standardized to ensure registration, identification and targeting of assistance is done in a consistent manner to persons with needs. Common vulnerability criteria that is established and implemented across all relevant countries, ensure that persons with specific needs and those who are at risk can depend on consistent support throughout their journey.

128 Gender Assessment of the Refugee and Migration Crisis in Serbia and the former Yugoslav Republic of Macedonia. UN Women 2016.

129 Ibid.

130 Human Rights Watch, World Report 2016 - Serbia, 27 January 2016, available at: <http://www.refworld.org/docid/56bd992115.html> [accessed 17 August 2016].

131 Gender Assessment of the Refugee and Migration Crisis in Serbia and the former Yugoslav Republic of Macedonia. UN Women 2016.

132 [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

133 [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

134 [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)



# UNDP MIGRANT AND REFUGEE INTERVENTIONS 2014-2016

Annex III includes a summary of UNDP-related migrant and refugee interventions by country for 2014-2016. UNDP has been a key international community partner on displacement since the 1980s, already having accumulated a wealth of knowledge from similar challenges and conflict-related acute and protracted refugee and internal displacement situations. UNDP in-

terventions across the Western Balkans were primarily geared towards meeting the immediate needs of local communities in the form of equipment, trucks, water pumps, road reconstruction, as examples. However, there were examples of longer term development-related interventions geared towards increased infrastructure capacities and social cohesion.<sup>135</sup> The hy-

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<sup>135</sup> One example is the new football field in the Municipality of Sid, which hosted a special football game between locals and migrants the same night the interviews for this assessment took place.

dro-geological study the UNDP Serbia Office did with Dimitrovgrad is a good example. The scale and scope of the UNDP Turkey response is much larger due to the nature of the challenges being addressed. A combination of interventions for relevant sectors are being geared towards both camp and non-camp populations. While this assessment does not qualify individual UNDP interventions as being effective or ineffective, it is important to contextualize UNDP and relevant donor support with the challenges identified in this assessment. After concluding interviews and review of UNDP interventions, this assessment concludes negotiations with donors on project scopes should include capacity building to strengthen local governance and administrative capabilities or coordination between local and national governments, which are critical for local communities to be able to respond in a way that is more effective and benefits both local populations, the displaced community, and particularly vulnerable populations such as women and youth.<sup>136</sup>

## Conclusion

The broad nature of the displacement challenge means communities must be more resourceful,

adaptable, and integrated in order to respond effectively to current and future displacement-related challenges. Local response has further exposed developmental challenges like pressures on public finance, governance and administrative capacity gaps, increased depreciation of municipal assets, and social and environmental impacts. Humanitarian response and municipal resilience are not mutually exclusive. This assessment concludes that stronger, more resilient and more integrated communities are better equipped to respond to the needs of the displaced, and points to specific sector-level interventions as next steps.

Donors and national governments should work hand in hand with municipalities under strain as a result of the crisis to undertake longer-term infrastructure and systems-related priorities, while supporting institutional capacities that will make communities more resilient and better able to adapt and respond to difficult challenges.



# CITYSTRENGTHS INDICATORS WITH SECTORAL ANALYSIS

The findings and observations have been contextualized within a set of select and customized indicators sourced from the World Bank's CityStrengths Diagnostic. As there was no established baseline for this assessment, the purpose of this exercise was to identify further areas of exploration and initiatives to strengthen the resilience of cities' and improve their ability to prepare, respond, and recover from migrant and refugee related challenges. This exercise should not be construed as a full and robust system or sectoral diagnostic.

Due to the nature of the assessment, any subjective questions include observations made during the limited time with stakeholders in each municipality and country. In some cases, certain municipalities were not observed.

Note: Any indicators or observations in italics means a customization of the indicator to fit the purpose of this assessment.

## 1.0 Disaster Risk Recovery (DRR) Related Indicators, Findings and Observations for Serbia and the former Yugoslav Republic of Macedonia

### INDICATOR 1.1

Does the city have a post event recovery plan for hazards? *As the height of the crisis lasted months, and the situation is still ongoing, how did municipalities recover?*

#### Explanation

A post event recovery plan is important for ensuring quick recovery of functions.

**Serbian Municipalities:** Municipal authorities lack post recovery plans to recover from shocks related to waste, solid waste and water. Challenges were addressed on a case-by-case basis during the crisis. All municipalities hosted international delegations during the crisis, with most interest focused on supporting humanitarian efforts. The President of the Presevo Municipality identified the largest number of interactions, with over 80 ambassadors or high-level country officials from around the world.

**The former Yugoslav Republic of Macedonia Municipalities:** Local level post-recovery plans weren't created to respond specifically to the aftermath of the migrant crisis. At the national level, the Ministry of Labor and Social Policy identified challenges associated with coordinating over 30 donors. Ministry informants noted the ease of doing business directly with established international partners like UNDP and UNHCR, and the value of establishing bilateral MOUs with organizations to dissuade redundant or unnecessary support. Ministry informants identified plans for the coming months to undertake a situational analysis to identify strengths and shortcomings in both the local and national response and donor coordination effort.

#### Observations

Serbian municipalities could have benefited from post-recovery plans, even though the crisis continues. Such planning would provide necessary steps, resources and data sets for municipal systems to return to a state of normalcy. Although post recovery plans cognizant of migrant related challenges would be beneficial, they are not without political constraints and social cohesion challenges. As mentioned previously in the assessment, one high level mayor stated, "Openly planning for another migrant or refugee crisis would make my constituents want to move out of this city." Recognizing these constraints, municipal authorities could create general plans that looks at disruptions to critical service provisions (i.e. from flooding) and potential resources and standard operating procedures necessary to ensure quick recovery. It is important to include social cohesion interventions in post recovery plans, and ensure recovery interventions are designed to include gender-related considerations.

### INDICATOR 1.2

Does the city have standard procedures to assess post-disaster damages and losses? *(Did the municipalities utilize these procedures immediately following the highest peaks of migration?)*

#### Explanation

Procedures for assessing damages and losses indicate that the city has the ability to monitor and evaluate the impact of an event, which influences decisions regarding reconstruction and risk reduction investments.

**Serbian Municipalities:** There was no evidence of standard procedures to assess damages to solid waste or water systems; however, informants were able to articulate particular stresses on solid waste systems. When asked about added stress to solid waste facilities, informants in Serbia were able to identify load increases by ton, as well as additional municipal staffing needs. As one informant in Sid pointed out, "The volume of the landfill increased almost 10X in one month." The 10x increase in landfill contents were evident to officials, which means there is organized capacity to establish necessary baselines.

**The former Yugoslav Republic of Macedonia Municipalities:** There was no evidence of established standard SOPs to assess damages to waste or waste systems following the height of the crisis.

#### Observations

Establishing standardized procedures to evaluate damages provides critical data that can be used to make process improvements and provide quantifiable information about basic needs to international support partners.

### INDICATOR 1.3

Does the municipality have a policy and legislative framework that mandates the establishment of a Disaster Risk Management (DRM) structure and function for carrying out risk management activities? *(If so, how was this group accountable for managing and coordinating with relevant municipal officials during the migrant crisis?)*

#### Explanation

A policy and legislative framework that mandates the establishment of a DRM structure allows for legally binding assignment of roles and responsibilities. This gives weight to DRM activities and increases the accountability of assigned DRM actors.

**Serbian Municipalities:** No such policy framework exists at the local or national level. The Serbian Government recently (March 4, 2015) launched a fledgling national disaster risk management program led by the Office for Reconstruction and Flood Relief with the support of the World Bank and UNDP. However, the Ministry of Labor and Social Welfare coordinated the government's official response to the national crisis.

**The former Yugoslav Republic of Macedonia Municipalities:** DRM legislation, policy and organizational frameworks exist. The former Yugoslav Republic of Macedonia's national crisis management effort includes a national Crisis Management Center (CMC), eight regional centers, and 35 smaller offices around the country. On August 18, 2015 the former Yugoslav Republic of Macedonia declared a state of emergency, which activated the CMC and established steering and evaluation committees.

#### Observations

Clear command and control structures are vital to an effective and rapid response. Legislative and policy frameworks serve as the foundation on which management and administrative mechanisms are created.

### INDICATOR 1.4

Have DRM considerations been formally mainstreamed into city departments? Is risk reduction clearly articulated in department mandates, work plans, staff job descriptions? Are there systems for evaluation and accountability? Does the city's principal DRM agency carry out training/capacity building activities for departmental leaders/technical staff on DRM?

#### Explanation

All departments in the city should be able to manage risks within their areas of responsibility. Appropriate DRM mainstreaming means that risk reduction is incorporated into the everyday functions of the department and responsibilities of the staff. Systems of evaluation and accountability ensure that the departments' DRM activities are monitored and objectives adequately met. The city's DRM agency regularly shares its expertise and knowledge about hazards with other departments so that they can incorporate new findings into their work programs.

**Serbian Municipalities:** The assessment didn't look at particular work plans or job descriptions. Anecdotal evidence points to a lack of DRM considerations formally integrated into municipal functions. A DRM agency also doesn't exist at the local level.

**The former Yugoslav Republic of Macedonia Municipalities:** Anecdotal evidence points to a lack of DRM considerations within municipal governments. However, the country has a network of 35 local and eight regional offices coordinated by the national CMC. It wasn't determined whether or not DRM agency provides capacity building for local municipal officials.

#### Observations

Public works departments might consider formally integrating DRR standard operating procedures—looking closely at systems for evaluating efficacy and accountability in times of crisis.

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### INDICATOR 1.5

What are the funding sources for DRM? To what extent is the funding discretionary at the local level? To what degree are funding sources and DRM activities coordinated across agencies? *(To what extent do national DRM budgets transfer to local control?)*

#### Explanation

Predictable funding sources allow for continuous operation of DRM activities. When a city has discretionary control over funding for DRM it achieves better alignment between risk reduction investments and development strategies. Where human resources and financing for risk reduction is limited, coordination of actors helps improve efficiency, targeting and flexibility of risk reduction programs.

**Serbian Municipalities:** DRM-related funds are controlled at the national level. Within the context of the migrant crisis, informants noted that resources set aside for capital improvement were utilized to fund increased energy usage to run water pumps in certain municipalities and also donor support. There was a noticeable disparity in system robustness between municipalities, particularly within the water sector. Informants in the town of Presevo identified the lack of a back-up system, asbestos-covered pipes, and absence of covers for existing wells as their major problems. UNDP and municipal informants shared anecdotes of the stress caused by 24/7 water needs for the National Migrant Center.

**The former Yugoslav Republic of Macedonia Municipalities:** The Crisis Management Center coordinates national and local response. In the case of the migrant crisis, the national government relied heavily on the international community for coordination and financial support.

#### Observations

The cost recovery implications of replacing or repairing major infrastructure damaged or destroyed by shocks (like the 2015 floods in Serbia or pipes breaking in Presevo) is high; public utilities might consider establishing contingency funds.

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### INDICATOR 1.6

How well were local government risk assessments and risk management plans coordinated with, and supportive of, risk assessments and risk management plans from neighboring local authorities, state or provincial governments? *(To what extent was there coordination with municipalities across geopolitical borders?)*

#### Explanation

Impacts of natural and man-made hazards are not confined to administrative boundaries. For the sake of optimizing mitigation efforts, risk assessments and risk management strategies should be coordinated across boundaries and different levels of government.

**Serbian Municipalities:** Local risk management plans do not exist in Serbia. None of the Serbian target municipalities shared lessons learned or best practices with neighboring municipalities (internationally or within Serbia)

**The former Yugoslav Republic of Macedonia Municipalities:** Local and regional risk management plans exist and are coordinated with the National Crisis Management Center. The former Yugoslav Republic of Macedonia's CMC informants have yet to share lessons learned or best practices within the country or internationally. According to respondents, the former Yugoslav Republic of Macedonia's national, regional and local crisis management centers coordinate effectively. This assessment didn't measure the efficacy of CMC coordination. UNDP has identified a need to further integrate communication mechanisms so that data is more easily shared across a unified platform and in real time.

#### Observations

Coordinating with other municipalities would be helpful, particularly in early days of a crisis before national government and international organizations intervene. Serbian municipalities might consider MOUs with neighboring municipalities. This would have been particularly useful in the case of trash collection in Kanjiza, where the city could have sought support from other municipalities to meet those needs. Regarding coordination of risk management and assessments, border municipalities can work through ministries of foreign affairs to promote dialogue through roundtables and standing committees.

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### INDICATOR 1.7

Does the city have a Risk Reduction Plan (e.g. sector specific or cross-sectorial plan)? If so, is the plan coordinated with relevant development plans, resource allocations and programmed activities? *(Are migrants and refugees considered in the risk reduction plan?)*

#### Explanation

In order to achieve uptake, Risk Reduction Plans should be coordinated with existing development plans, resource allocations and programmed activities. Risk Reduction Plans that are based on climate change projections can anticipate tomorrow's threats and adapt to these before they occur.

**Serbian Municipalities:** Municipalities do not have risk reduction plans.

**The former Yugoslav Republic of Macedonia Municipalities:** As the former Yugoslav Republic of Macedonia is a highly centralized system, risk reduction is controlled through the existing CMC coordination framework. National level informants identified the existence of local risk reduction plans and relevant data sets.

#### Observations

Serbia should consider localized risk reduction plans. The former Yugoslav Republic of Macedonia should consider incorporating lessons learned from the recent migrant crisis into existing planning frameworks.

### INDICATOR 1.8

Are specific groups or assets highly exposed to risk? What programs are in place to reduce their vulnerability? *What organizations or partners within municipalities were key to the response, particularly at the onset of the crisis before national government engagement?*

#### Explanation

Poor and vulnerable groups are often more vulnerable to natural disasters due to the location of their home and the poor quality of construction materials.

**Serbian Municipalities:** Respondents were asked to identify social cohesion challenges and stresses on critical infrastructure, and physical assets such as of pumping stations, landfills, transfer stations, etc. The local Red Cross in two municipalities provided information about their preparedness and response during the crisis, and general engagement with their respective communities. Local Red Cross chapters regularly engage vulnerable groups in meal programs and were able to scale services to meet the needs of the migrants. A number of informants identified donors' funds being geared exclusively towards migrants rather than also taking into consideration local populations' problems. The Red Cross meal programs are an example of where this tension played out.

**The former Yugoslav Republic of Macedonia Municipalities:** Mosques, churches and local organizations like Legis were key responders who provided support before the government and international community.

#### Observations

This question goes beyond the migrant and refugee crisis. Having a good understanding of where the poor and vulnerable reside and socialize allow for more inclusive development and the ability to respond more rapidly in the time of crisis.

### INDICATOR 1.9

Does the municipality have asset and risk maps of the city? (Are the maps or data easily accessible to different levels of government, residents, civil society and the private sector?)

#### Explanation

Awareness of environmental and infrastructure risks, or carrying and load capacities, as well as the importance of awareness of location (geo-located if possible) of built, environmental, or cultural/social assets.

**Serbian Municipalities:** The municipality of Sid indicated a lack of asset and risk mapping.

**The former Yugoslav Republic of Macedonia Municipalities:** National CMC officials identified the existence of geo-coded risk mapping. However, the extent to which local officials use such tools in program planning and implementation is uncertain.

#### Observation

Inventory and take quality control measures to ensure existing risk mapping is current and includes man-made, environmental, and social/culture assets. Such resources are necessary to inform contingency, mitigation and recovery planning.

### INDICATOR 1.10

*(Following the flow of migrants, can disaster response agencies procure and contract goods and services quickly and effectively?)*

#### Explanation

In the time of crisis, it can be useful to have the flexibility to quickly procure goods and services bypassing traditional standard operating procedures.

**Serbian Municipalities:** Informants in all Serbian municipalities identified challenges associated with the inability to privately contract trash removal or provide sanitation for migrants, which required UNHCR to setp in to do so. Due to the changing political climate and border opening and closing, migrants were sometimes bottlenecked near border control points. This resulted in informal camps outside the municipality, and an evolving stress local service providers. In the case of the municipalities of Sid and Kanjiza, migrants were often required to leave behind belongings before crossing borders. As previously mentioned, the local landfill, according to the focus group, had "a volume beyond capacity, that increased tenfold in one month." Respondents mentioned smoke inhalation and poor air quality plaguing the city as a result of the fires lit within the landfills to try to reduce the amount of garbage. One particular problem was the number of blankets left behind, "There were blankets all over the city, left in the wet rain. It was serious mess!" remarked one informant.

**The former Yugoslav Republic of Macedonia Municipalities:** Respondents from Kumanovo identified an increase of 10-15% in collection needs. The city was able to contract a private company for a short period of time to support garbage pick-up. Even with this support, local solid waste and other municipal services were backlogged during and after the crisis.

#### Observation

Serbian municipalities might consider working with the Government Office for Reconstruction and Flood Relief and the Ministry of Public Administration and Local Self-Government to identify policies or laws that would allow for such contracting. It could be useful to create a list of pre-screened vendors and suppliers with fast, reliable, and affordable services to bid for such needs.

## 2.0 Water & Sanitation

### INDICATOR 2.1

If a water and sanitation network has been impaired, do the systems have the flexibility for the demand to be absorbed by alternate water supply and wastewater collection modes?

#### Explanation

Flexibility in the water supply and wastewater collection systems entails existence of more than one service provider capable of absorbing excess demand created by the break down in the regular distribution/collection system. Alternative water supply systems include rainwater catchment, purchasing of bottled water etc. There are also a number of alternative on-site wastewater collection and treatment systems for individual and shared usage.

**Serbian Municipality:** Presevo Public Utility Company respondents identified as problems a lack of a back-up water system; asbestos-covered pipes; privately-owned, uncovered wells, and water being pumped uphill, which is energy intensive.

**The former Yugoslav Republic of Macedonia Municipality:** The water system in Gevgelija also lacks system redundancies, with UNDP supporting the municipality as it attempts to double its well capacity. UNDP and local city officials noted arsenic levels in water samples well beyond the maximum contaminant level recommended for consumption. Arsenic occurs naturally and is found in bedrock and soil, and can cause both chronic and acute health problems. Localities received a combination of grants and loans to ameliorate this issue, but rapid growth will be hampered if the issue isn't resolved.

#### Observation

The Presevo local public utility company was stretched to meet the water needs of the National Migrant Transit Center. At the time of the writing of this assessment, the Center is still operating. Respondents articulated surge capacity down to the amount per second required for 24-hour service, which demonstrates good understanding of system capacities. However, even with initial UNDP support to replace a broken pump, Presevo's water main cannot sustain 24/7 water use. If increased migration or resettlement were to take place within this municipality it is doubtful the municipality would have the capacity to meet basic water needs.

### INDICATOR 2.2

Who manages the water, sanitation and drainage systems in the city? Are all providers of the same service well-coordinated in terms of management, development planning and emergency response?

#### Explanation

Close coordination among water sanitation and drainage utilities can facilitate planning for future demand and accelerate response in case of disruption.

**Serbian Municipalities:** Serbian municipal communal enterprises (i.e. public utilities) struggled to respond effectively to the migrant crisis, particularly in the month leading up to the Central Government-coordinated response. Informants responsible for municipal public works in all municipalities provided examples of being resourceful, but also the challenges of traditional dependence on highly centralized governments.

**The former Yugoslav Republic of Macedonia Municipalities:** The Gevgelija Communal Enterprise is a semi-autonomous entity with a director who reports directly to the mayor. The Enterprise is responsible for the management of water, solid waste, wastewater, parks, markets, graveyards and the bus terminal. Municipal informants noted as useful the UNHCR and CMC coordination meetings. Informants also noted UNHCR-funded support to the Ministry of Transportation to support waste water removal from the portable toilets at the border. Although not confirmed, informants also noted that for a few months the private company hired to remove waste wasn't disposing it in the proper location specified by the municipality. Informants shared rumors that waste water was, for a couple months, improperly disposed of before the communal enterprise was contracted to remove the waste.

### INDICATOR 2.3

If a water supply and wastewater collection system fails, how quickly is priority water supplied and sanitation network repaired and reconstructed after shock and stress events? *(To what extent did systems fail during the crisis and how did UNDP support the response?)*

#### Explanation

Monitoring the duration of previous water and sanitation service disruptions allows the city to evaluate overall vulnerabilities of the city and identify effectiveness gaps in current emergency response procedures

**Serbian Municipalities:** One of three municipalities identified a system failure as a direct result of the migrant crisis. At the request of the central government and UNHCR, the municipality of Presevo provided 24/7 water in the municipality to meet the needs of the National Transit Center, with the usual outflow capacity of water to municipal customers not exceeding 12 hours a day. At the height of the crisis, the City's water pump broke, resulting in three days without pumping capabilities. Moreover, the increased demands required additional electricity, which translated to a higher bill for the municipality. Respondents noted that the municipality had neither a spare pump nor the funds for a replacement; had the UNDP country office not provided a temporary pump, the city would have gone without. The UNDP country office responded within 72 hours, demonstrating its flexibility and needs-responsiveness.

**The former Yugoslav Republic of Macedonia Municipalities:** This question wasn't covered.

#### Observations

Apart from the system threats imposed by higher water usage, city officials in Presevo pointed to the lack of a reliable water system as direct hamper on economic development. The newly elected government representatives noted initial conversations with a potential company interested in establishing a tomato processing and canning plant that would have created over 50 new jobs, incredibly beneficial to an area with an unemployment level well over 45%. Due to the lack of consistent and reliable water and electricity the company decided to move on. A lack of reliable water and electricity isn't conducive to sustainable economic growth.

### INDICATOR 2.4

What are the funding sources for water, sanitation and drainage infrastructure? To what extent is the funding discretionary at the local level? To what degree are funding sources and uses coordinated across agencies that provide water, sanitation and drainage infrastructure services?

#### Explanation

Water, sanitation and drainage systems that strive for complete coverage and continuous operation rely on sustained and predictable funding. When a city has discretionary control over funding for such utilities, it can be held accountable for achieving a pre-determined service standard of coverage in line with available funding. Coordination across agencies helps identify coverage gaps, improve alignment of local infrastructure and facilitate spending efficiency.

**Serbian Municipalities:** Local municipal funds support utility and water companies that maintain a semi-autonomous status, with municipalities paying directly for services. The companies manage and administer water sanitation and drainage, and have their own operating budgets. Neither UNDP nor utility companies identified challenges or issues with management or administration of migrant-related support.

**The former Yugoslav Republic of Macedonia Municipalities:** Gevgelija's Communal Enterprise is under the management and administration of the local mayor, city council and board of directors.

#### Observations

The assessment didn't look at the streamlining of services or particular budgets. This question has been included as a potential next step for UNDP to consider with local municipalities.

**INDICATOR 2.5**

Is contingency financing available for water, sanitation, and drainage infrastructure and services?

**Explanation**

A contingency fund covers unexpected disruptions in the water, sanitation, and drainage systems, and accommodates sudden demand increases and changes in regular financing flow.

**Serbian Municipalities:** Serbian municipalities interviewed have neither contingency funding nor contingency budgets to respond to and recover from disruptions in services. All three municipalities tapped into existing capital improvement funding to recover from and respond to the migrant crisis.

**The former Yugoslav Republic of Macedonia Municipalities:** Gevgelija lacks contingency funding or an account designated to hold such funds.

**Observations**

Budgeted contingency funds could have been used during the migrant crisis, particularly before the international community provided support. When properly managed and administered, contingency funding can support a swift recovery. When improperly managed or administered, contingency funds can be misused or poorly applied. Gevgelija appears to have the institutional capacity and governance structure necessary to create and manage such a fund. Prerequisites for such a fund include open and transparent budgeting processes, governance bodies such as a board of directors, and a process of direct reporting to a city council and/or city administrator or mayor. Serbian municipalities lack many of these building blocks and it is recommended communal enterprises focus on strengthening governance and administration, specifically financial accountability systems, such as electronic payment management systems. Such interventions would be a useful first step to sequence before considering contingency accounts.

**INDICATOR 2.6**

Does the city have an overview of all the water, sanitation and drainage infrastructure in the city, including capacity levels, design specifics, number and location of key facilities? Is planning for disasters, shocks or stresses incorporated into the regular water, sanitation, and drainage infrastructure planning process?

**Explanation**

Overview of key facilities and their capacity levels allows the city to evaluate service accessibility and determine investment needs based on future demand estimates. Monitoring performance of key facilities and infrastructure allows the city to identify vulnerabilities and make maintenance/upgrading investments to improve the overall robustness of the city's water, sanitation and drainage systems?

**Serbian Municipalities:** UNDP CO staff were extremely knowledgeable and able to provide an overview of existing facilities, infrastructure and challenges. The country's team demonstrated a deep knowledge of previous, existing, and future interventions to support water-related infrastructure and tackle the most pressing challenges. Municipal respondents demonstrated an understanding of current capacity levels, as noted in previous assessment questions. However, the assessment didn't include questions regarding future demand estimates. It is unclear whether or not disaster planning is incorporated into the infrastructure planning process.

**The former Yugoslav Republic of Macedonia Municipalities:** It is unclear whether or not disaster planning is incorporated into the infrastructure planning process.

**Observations**

Consider incorporating demand estimates into infrastructure planning processes. Consider the potential for future spikes in demand due to IDP or external migration when planning infrastructure, and incorporate into contingency planning.

### INDICATOR 2.7

If a water and sanitation network has been impaired, do the systems have the flexibility for the demand to be absorbed by alternate water supply and wastewater collection modes? (*How were wastewater collection modes stressed at the height of the migrant crisis?*)

#### Explanation

Flexibility in the water supply and waste collection systems entails existence of more than one service provider capable of absorbing excess demand created by the break down in the regular distribution/collection system. Alternative water supply systems include rainwater catchment, purchasing of bottled water, etc. There are also a number of alternative on-site wastewater collection and treatment systems for individual and shared usage.

**Serbian Municipalities:** Serbian municipalities lacked flexible systems to respond adequately to the wastewater collection needs of a large number of migrants, sometimes numbering as many as 12,000 in a single day. Respondents in the municipality of Sid noted over 700,000 migrants passing through the municipality and this number doesn't account for migration that took place prior to the official recognition of the crisis. Wastewater disposal and sanitation proved to be a challenge in all three municipalities and border crossings, particularly at the onset of the crisis and before international and national involvement. As one mayor put it, "The migrant emergency activated our municipal adrenaline." However, none of the cities had the capacity to accommodate the WASH needs of thousands of migrants. Moreover, the municipalities already lack wastewater treatment facilities, with 0% of wastewater effectively treated. UNDP, municipal, and NGO respondents all pointed to the lack of sanitation as one of the biggest stresses on UNHCR and national government coordination efforts.

**The former Yugoslav Republic of Macedonia Municipalities:** This topic wasn't covered in detail.

#### Observations

Municipalities should consider WASH needs in contingency planning with an eye towards existing system flexibility, procurement, and coordination challenges.

### INDICATOR 2.8

What is the annual average of daily number of hours of continuous water supply per household? Which areas of the city are most affected by the disruption to water and sanitation services?

#### Explanation

Frequency of water supply discontinuity per household indicates the level of water scarcity in the city's overall water supply and reliability of this service. Assessment of disruption to water and sanitation services per area of the city helps identify vulnerable areas which are in need of backup/temporary water and sewage systems.

**Serbian Municipalities:** With the exception of Presevo (12 hrs), all municipalities already have 24 hours a day water supply as something they already have. This additional demand in Presevo requires more electricity and puts a strain on the operating budget.

**The former Yugoslav Republic of Macedonia Municipalities:** Question not covered in the former Yugoslav Republic of Macedonia.

#### Observations

If municipalities aren't aware of the location of water and sanitation disruptions, municipalities should identify areas with discontinuity through water meter reads or surveys if necessary.

**INDICATOR 2.9**

Has the city identified strategic locations (such as health centers, shelters) or other areas requiring rapid assistance with supplies of bottled water, water tinkering or water treatment kits?

**Explanation**

Identification of strategic facilities that cannot operate without water, such as hospitals and shelters, should be prioritized during planning of back up water supply. Minimum levels of water supply should be maintained for facilities whose operation is essential for the safety of city residents.

**Serbian Municipalities:** Prior to international involvement in the crisis, municipal and NGO respondents in all municipalities pointed to the good will and empathy of local citizens, local Red Cross chapters, local NGOs and ecumenical groups. Respondents felt they had good coordination with local officials, with local chapters of the Red Cross providing rapid assistance from their chapter locations. However, international NGOs that were interviewed raised a number of issues regarding information sharing between camp leadership in Presevo, UNHCR, the municipality, and NGOs working outside the camp. Although not the focus of this assessment, respondents had a lot of feedback regarding communication and coordination issues that occurred during the crisis.

**The former Yugoslav Republic of Macedonia Municipalities:** Prior to national and international support, the local mosque in Kumanovo and other churches provided much needed food and other items.

**Observations**

This question wasn't directly covered with the municipalities, but should be considered in order to respond effectively to future disasters.

**3.0 Solid Waste****INDICATOR 3.1**

Does the city have funds set aside to cover waste collection and disposal in the event of a crisis? (*From where were funds diverted to cover municipal and/or private support during the crisis?*)

**Explanation**

A contingency fund covers unexpected disruptions in the solid waste management system, accommodates sudden demand increases and changes in regular financing flow. Waste contingency funds are also used for cleanup of hazardous waste, industrial accidents, and damage to solid waste facilities.

**Serbian Municipalities:** No. Prior to international engagement, waste collection needs due to the migrant and refugee crisis were diverted from existing human capital and with existing trucks and receptacles. Neither municipalities nor local public works purchased additional trucks or receptacles. Already strained disposal facilities were severely stressed in the municipalities of Presevo and Sid. Presevo's landfill is informal and located in a wooded area directly above the city's watershed. Solid waste from the National Transit Center is discarded here. Municipal and UNDP respondents noted the leaching of solid waste as a direct threat to the local watershed. UNDP officials noted the ongoing work with the municipality a study to identify the configuration of a waste transfer station for the immediate area. CO Officials also noted that UNDP would continue to seek funding support while city officials look for viable land. A general point of concern raised in two of the three municipalities involved Informants identified general frustrations with civil service staff, noting the general complacency of a number of employed staff refusing to work or not working up to their potential.

**The former Yugoslav Republic of Macedonia Municipalities:** No contingency funds exist. In-kind support in the form of human capital was diverted from existing staff.

**Observations**

As previously mentioned in the section regarding water contingency funding, it appears municipalities such as Gevgelija have the institutional and oversight functions to predicate the establishment of contingency funds. UNDP and donors should consider institutional support to the Serbian municipalities to strengthen municipal governance and administration as building blocks before establishing contingency accounts.

### INDICATOR 3.2

What are the funding sources for waste collection, treatment, and storage, and to what extent does each mode achieve cost recovery?

#### Explanation

Waste management systems that strive for complete coverage and continuous operation require sustained and reliable funding. Cost recovery within the solid waste sector implies sustainable management, whereas revenues from waste collection recover operational expenses, at the very minimum.

#### Observations

Due to time constraints and the focus of this assessment, this topic wasn't reviewed with municipal leaders. However, the question is included in this assessment for future consideration as each municipality considers increasing its own resilience.

### INDICATOR 3.4

Does the city have an emergency disposal site (or otherwise an agreement with a nearby facility) to dispose all excessive amounts of waste that its system cannot handle? *(Are there agreements with other municipalities with existing absorptive capacity during times of crisis?)*

#### Explanation

Disaster events can leave large amounts of debris and waste behind. Approved sites allow the city to quickly dispose of excess waste after a disaster.

**Serbian Municipalities:** Serbian municipalities did not have emergency disposal sites identified prior to and during the crisis.

**The former Yugoslav Republic of Macedonia Municipalities:** The question wasn't covered in the assessment.

#### Observations

Serbian municipalities might consider alternate disposal sites in times of crisis.

### INDICATOR 3.5

Are any waste facilities located in high risk areas?

#### Explanation

Monitoring performance of key waste facilities during previous disaster events allows the city to identify vulnerabilities and make necessary maintenance/upgrading investments to improve the overall robustness of the city's waste management system.

**Serbian Municipalities:** Landfills were only observed in Presevo. The Presevo landfill is informal and located on national land. The migrant crisis is further exacerbating an existing municipal stress.

**The former Yugoslav Republic of Macedonia Municipalities:** Waste facilities weren't part of the assessment.

#### Observations

It is recommended the municipality take immediate steps to discontinue disposal of any material in this informal landfill. As the location of the landfill is above the community and adjacent to the local watershed, leaching of hazardous materials is highly probable. UNDP respondents noted continual technical support for the municipality, but the need for donor investment to realize a waste transfer station that would allow for waste collection and sorting before eventual transfer to a larger municipalities landfill.

**INDICATOR 3.7**

Does the city have a waste reduction strategy and implementation system? Does the city promote waste reduction at the household and industrial level by means of formal education, community training/awareness raising campaigns and government incentives?

**Explanation**

Successful waste reduction at both the household and industry level can lessen the pressure on the waste system and reduce the public resources that go into managing waste. Waste reduction is particularly important in the face of growing population and economic activity.

**Serbian Municipalities:** None of the Serbian municipalities identified the existence of waste reduction efforts at the household or industrial levels. Moreover, municipal government respondents identified no existing programs, government incentives or private sector, informal or residential recycling. The lack of such a system continues to stress the capacity issues at local landfills. NGO and municipal respondents in Presevo and Sid noted the amount of blankets, unused diapers and other nonfood items that were haphazardly discarded around the municipality and eventually ended up in landfills.

**The former Yugoslav Republic of Macedonia Municipalities:** Informal and formalized recycling and waste reduction schemes exist in the former Yugoslav Republic of Macedonia. At the height of the crisis, the Tabanovce Transit Center (located near the former Yugoslav Republic of Macedonia's northern border near Serbia) and Vinojug Transit Center (at the border with Greece) routinely saw between 8,000 and 10,000 migrants pass through each day. Transit Center Respondents noted solid waste disposal handled by the local communal enterprise in Gevgelija. With migrants spending on average six hours at the border waiting for trains or buses, waste was limited; however, the sheer number of migrants produced enough waste from aide agency food and non-food items to stress local landfills. One transit center informant mentioned his disappointment with camp protocols requiring bottled water for migrants, even though the local water being piped to the center was potable. "All of these bottles you see will end up in our landfill, which is already too full—it's a waste."

**INDICATOR 3.8**

In the event of exceeded capacity or disaster, are alternative service providers with adequate equipment and trained staff readily available? Does the city have a process in place to accelerate the contracting process with private entities to undertake waste collection and disposal of large quantities of waste?

**Explanation**

A city which has identified alternative waste service providers and contracting processes in place for outsourcing waste management activities is effectively able to handle sudden increases in service demand.

**Serbian Municipalities:** Serbian municipalities do not have this ability, or did not exercise this ability during the migrant crisis.

**The former Yugoslav Republic of Macedonia Municipalities:** By way of the Ministry of Transportation support, UNHCR funds to local municipalities support solid waste transfer from migrant camps. At the onset of the crisis municipal authorities in Kumanovo contracted a private waste collection company for a time, which demonstrates system flexibility. Its important to note that although a private firm was contracted for a brief time due to budget constraints, citizen services were backlogged.

**Observations**

Local municipal authorities that have public works departments with contracting flexibility can procure reputable, vetted, and locally sourced vendors. This allows municipalities to play a greater role in coordination, management, oversight and implementation of waste management efforts that directly affect their communities.

## Knowledge Bank of Socio-Economic and Environmental Challenges Associated with Migration and Refugees

### 1. Impacts of Migration on Municipalities

#### Source(s)

Location: Middle East and Turkey

Center for Mediterranean Integration

Challenge(s): Only 5% of the municipalities surveyed considered themselves prepared and resilient enough to host refugees (Pg. 5):

Pg. 3- 9

*"...Although 79% of municipalities confirm collaboration with NGOs on service delivery to respond to the refugee crisis, 39% of them experienced the challenge of lack of coordination between them and NGOs."*

#### URL

<http://www.cmimarseille.org/sites/default/files/newsite/library/files/en/survey%20results.pdf>

#### Author

Center for Mediterranean Integration

Learning: Better coordination with local authorities, increased technical skills across sectors, and greater collaboration with multinational stakeholders identified as key needs.

#### Topics

Waste Management, Housing, Health and Social Services

### 2. Environmental Impact of the Refugee Crisis

#### Source(s)

Location: MENA region

Georgetown Environmental Law Review

Challenge(s): The high numbers of refugees in various territories have increased the amount of solid waste tremendously, significantly increasing pollution of surface and ground water. The low-quality water can lead to the spread of disease.

#### URL

<https://gelr.org/2016/03/27/environmental-impacts-of-the-refugee-crisis/>

*"...Refugee settlements often have negative impacts on the environment. Temporary settlements 'often occur in environmentally sensitive areas' where there are large areas of 'open' land, such as near national parks, forest reserves, or agriculturally marginal areas.[2] Additionally, the size of these camps has a larger impact on the environment 'than would be the case if several considerably smaller camps... were set up.'[3] Refugees often stay in their asylum countries for long periods of time, having a prolonged impact on the environment.[4]"*

#### Author

Anna Stockmore

Learning: This study not only analyzes the negative impacts of the refugee crisis on the environment but also describes the effects.

#### Topics

Environment, Waste Management, Pollution, Refugee Camps, Water Scarcity

### 3. Impacts of Refugees on Turkish Labor Market

Location: Turkey

Challenge(s): Employed Syrian refugees are almost all working in the informal sector in Turkey. As they largely are not issued work permits, their employment is a significant supply shock to the informal labor market. Pg. 2

*"... The inflow of informally employed Syrian refugees leads to large-scale displacement of Turkish workers from the informal sector, around 6 natives for every 10 refugees. Displacement occurs among all types of informally employed Turkish workers irrespective of their gender, age and education. There are particularly large informal job losses for Turkish without any formal education (who still comprise 14 percent of private sector, paid employment)." Pg. 4*

Learning: A large-scale displacement of the native Turkish population working in the informal sector is one result of the large influx of Syrian refugees. This shift also disproportionately impacts less-educated persons.

#### Source(s)

World Bank Group

Social Protection and Labor Global Practice Group  
Policy Research Working Paper 7402  
August 2015  
Pg. 2, 22-29

#### URL

<http://documents.worldbank.org/curated/en/505471468194980180/pdf/WPS7402.pdf>

#### Author

Ximena V. Del Carpio and Mathis Wagner

#### Topics

Labor Market, Employment, Work Permits, Education and Training

### 4. Reconstruction and Development in Lebanon

Location: Lebanon

Challenge(s): Sociopolitical and institutional pressures from the influx of refugees are jeopardizing Lebanon's fragile political situation. Reforms and development programs are stalled by Lebanon's consensus driven confessional political system that obstructs general political reform and often erupts into violence.

*"... While Lebanon faces stark and pressing development challenges, reform efforts to improve the quality of institutions and promote growth have been limited... In spite of these challenges, Lebanon is well known for its high level of human development, as well as its large educated and successful diaspora." Pg. 11*

Learning: Consensus decision making at the national level hinders reform. Recommendation for funders and collaborating partners is to pressure the government for increasingly transparent budgeting. (Pg. 61)

#### Source(s)

International Bank for Reconstruction and Development

International Finance Corporation  
And Multilateral Investment Guarantee Agency Country partnership framework  
For the Lebanese Republic For the period FY17-FY22  
June 15, 2016  
Pg. 1-10, 53-6

#### URL

<http://documents.worldbank.org/curated/en/111451467996685776/pdf/94768-CAS-P151022-R2016-0126-OUO-9-Box396270B.pdf>

#### Author

Mashreq Country Management Unit  
Middle East and North Africa Region

#### Topics

Sociopolitical Development, Employment, Poverty, and Jobs

## 5. Education-Related Challenges for Refugees In Jordan, Lebanon, Turkey

**Location:** MENA

**Challenge(s):** War has devastated educational institutions and resources in Syria, Iraq, Libya and Yemen. Damages to human and social capital are so severe they are difficult to measure and will have lasting effects on these nations.

*"...Civil wars and violence have significantly damaged human, social and physical capital in the war-torn countries of Syria, Iraq, Libya, and Yemen. The results on educational attainment are devastating. Estimates by the UN show that more than 13 million children are out of school in these countries." Pg. 1*

**Learning:** With peace in the future for these countries, the report predicts improvements in macroeconomic indicators, such as improving overall security and economies. Social indicators can also improve with peace and investment in human and social capital in the public sector.

### Source(s)

MENA Knowledge and Learning

Quick Notes Series

Pg. 1-4

### URL

<http://documents.worldbank.org/curated/en/431741468185960497/pdf/105731-BRI-PUBLIC-KNOWLEDGE-NOTE-QN155.pdf>

### Author

Lili Mottaghi

### Topics

Education, Human and Social Capital, Children and Youth

## 6. Center for Mediterranean Integration

**Location:** Mediterranean Region and Turkey

**Challenge(s):** Turkey, Lebanon and Jordan have absorbed the bulk of close to 5 million Syrian refugees since 2011, constituting approximately 86% of all Syrian refugees compared to 8% hosted by the European Union (EU). (Pg. 1) Of these refugees, 86% live in cities, placing an enormous capacity burden on municipalities.

*"...Some of the biggest challenges currently facing municipalities include rent increases or scarcity in housing due to high demand, in addition to unemployment, as there are a lot of unemployed Jordanians and Syrians".*

**Learning:** Most reports focus on how the refugee crisis exacerbates social tensions; this report turns that problem around and encourages a donor focus on this issue for development programs. It states, "ensuring social cohesion by involving both refugees and host communities in joint activities will contribute to improved relations and coexistence.

### Source(s)

Center for Mediterranean Integration and Regional Partners

"Municipalities at the Forefront of the Syrian Refugee Crisis"

Pg. 3- 9

### URL

<http://www.cmimarseille.org/blog/municipalities-forefront-syrian-refugee-crisis>

### Author

Center for Mediterranean Integration

### Topics

Municipalities, Refugee Crisis, Employment, Cities, Innovation, Youth

## 7. Center for Mediterranean Integration

**Location:** MENA region

**Challenge(s):** The Center for Mediterranean Integration (CMI), the World Bank (WB) and the United Nations Human Settlements program (UN-Habitat) held the first peer-to-peer learning workshop for communities hosting refugees at the end of May in Amman, Jordan. Seventy representatives of municipalities and local governments from MENA, Turkey and Europe had the opportunity to exchange real case studies and discuss innovations in areas such as managing the influx, integrating refugees, and preserving social cohesion.

This working group report gives a general picture of refugees across the Mediterranean region. Refugees largely live in urban centers, leading to an enormous capacity burden on municipalities.

*"... The urban nature of refugee influx poses a number of significant challenges to municipalities who had to mobilize extraordinary resources to respond to this unprecedented crisis, which often extends beyond local governments' traditional responsibilities (education, employment, aid relief and emergency shelter, health, etc.). Conversely, lacking municipal service provision can generate tension and exacerbate the vulnerability of refugees and host communities while jeopardizing social cohesion." Pg. 1*

**Learning:** Recommendations are in line with the Regional Refugee & Resilience Plan (3RP): reinforcing local communities' economic, social, and institutional resilience by expanding economic and livelihood opportunities for refugee and vulnerable populations.

## Source(s)

Center for Mediterranean Integration, World Bank Group and UNHABITAT, with support of ACTED, GIZ, IRC, Medcities, UCLG MEWA

## URL

<http://www.cmimarseille.org/blog/municipalities-forefront-syrian-refugee-crisis>

## Author

Center for Mediterranean Integration

## Topics

Municipalities, Refugee Crisis, Employment, Cities, Innovation, Youth

## 8. Social Cohesion and Refugees

Location: Jordan

Challenge(s): Increased competition for existing services leads to discontent and increased tensions among ethnic groups and communities. The report shows that "An overwhelming majority (76%) of the households reported discontent with water shortages as a primary cause for tensions within host communities."

*"...Results show overall dissatisfaction among communities over local service provision, with key challenges reportedly faced in waste management and public water services. 80% of households also reported not having access to a sewer system. In sum, these findings reveal the pressures faced by local service providers and the need for improved communication between them and their constituents."*

Learning: Multinational stakeholders should address social cohesion and bolster the resilience of communities and local municipalities in order to better aid refugees.

### Source(s)

IMPACT

Center for Mediterranean Integration

"Jordan: Comprehensive Reports Analyze Drivers Of Tensions And Satisfaction With Service Delivery Within Host Communities"

Pg. 3-9

### URL

<http://www.impact-initiatives.org/news>

### Topics

Social Cohesion, Cost of Living, Jobs, and Social Services, Water Scarcity, Municipal Services

## 9. Center for Mediterranean Integration

Location: MENA region and Europe

Challenge(s): This program identified key challenges: insufficient economic inclusion of refugees, lack of support to host countries, and the strain on cities due to the urban influx of refugees.

This working group report gives a general picture of refugees across the Mediterranean region. Refugees largely live in urban centers leading to an enormous capacity burden on municipalities.

*"...The program aims to improve municipalities' local implementation capacities and coordination for the reliable delivery of priority services for refugees and vulnerable populations through peer-to-peer knowledge-and experience-sharing." Pg. 1*

Learning: Outcomes and strategies aimed towards supporting host communities, with long-term programmatic support to labor networks and urban planners, would be beneficial.

### Source(s)

Center for Mediterranean Integration - in partnership with French Development Agency (AFD), UN Group, World Bank

### URL

<http://www.cmimarseille.org/programs/regional-knowledge-action-program-refugees-and-host-communities>

### Author

Center for Mediterranean Integration

### Topics

Urban Planning, Labor Networks, Municipalities, Refugee Crisis, Employment

## 10. University of Oxford; Refugee Studies Centre

**Location:** MENA region and Europe

**Challenge(s):** Refugees do not pass easily from emergency assistance into systems that provide durable solutions.

*"... The data challenges five popular myths about refugees' economic lives. It contests common assumptions that refugee economies are 1) isolated, 2) a burden, 3) homogeneous, 4) technologically illiterate, and 5) dependent on humanitarian assistance." Pg. 5*

**Learning:** Refugees are part of international, national, and local value chain, and need to be seen as such. Refugees need market-based interventions that take into account existing markets and private business sectors. Stakeholders need to rethink the role of the private sector and harness innovation and technology in refugee assistance.

## Source(s)

University of Oxford; Refugee Studies Centre, Humanitarian Innovation Project  
"Refugee Economies; Rethinking Popular Assumptions"  
Pg. 5, Executive Summary and 40, Recommendations

## URL

<https://www.rsc.ox.ac.uk/files/publications/other/refugee-economies-2014.pdf>

## Author

Alexander Betts, Louise Bloom,  
Josiah Kaplan, and Naohiko Omata

## Topics

Market-based Interventions, Private Sector, Municipalities, Refugee Crisis, Employment, Cities

## 11. Mercy Corps

**Location:** Global

**Challenge(s):** When programs lack community buy-in and mobilization, the sustainability of the project is jeopardized.

*"...Community Mobilization is exactly that: making sure communities are in the driver's seat of any change process." Pg. 12*

**Learning:** Guide is a tool for community mobilization in diverse contexts. The vision for change framework outlines how the private sector, civil society, and public sector can all work towards similar goals of economic opportunity, respect for human rights, health and well-being, and sustainable resource management in diverse communities. From Afghanistan to Zimbabwe, Mercy Corps has applied the techniques outlined in this report for sustained mobilization and improved social cohesion.

## Source(s)

Mercy Corps  
"Mercy Corps Guide to: Community Mobilization Program"  
Pg. 8-12

## URL

<https://www.mercycorps.org/sites/default/files/CoMobProgrammingGd.pdf>

## Author

Mercy Corps

## Topics

Community Mobilization, Urban Communities, Refugees, Good Governance

## 12. Danish Refugee Council (DRC)

Location: Turkey

Challenge(s): Highly vulnerable non-camp refugees live in more precarious conditions, as they do not have access to sufficient information and services like the camp population.

*"...Along with direct assistance to refugees, the DRC provides psychosocial activities, non-formal education, legal and information counseling, protection awareness, livelihood counselling as well as provide a safe space for Syrian refugees to de-stress, interact and re-engage." Pg. 1*

Learning: Regions need a holistic approach to refugee assistance that includes acute near-term needs, such as cash assistance and housing, combined with long-term psychological needs and sustained capacity building.

### Source(s)

Danish Refugee Council - in partnership with UNDP

### URL

<https://drc.ngo/where-we-work/middle-east-and-north-africa/turkey>

### Topics

Non-Camp Refugees, Capacity Building, Direct Assistance

## 13. ACTED-REACH's

Location: Jordan

Challenge(s): Refugee children are often onsite during construction and infrastructure projects.

*"...In order to keep these children safe from the open pits and the construction, ACTED is organizing hygiene promotion activities and games in blocks where work is taking place. ACTED volunteers gather the children to play football, sing songs, participate in interactive games, or even to get their faces painted. During this time, valuable messages on hygiene and on good sanitation, such as thorough hand washing, are communicated. Those activities were made possible thanks to UNICEF support.." Pg. 1*

Learning: Inclusive community responses to sustainable growth benefits refugees and citizens alike. Looking at the whole community during development programs, such as children's needs, not just the direct recipient of job programs, for example.

### Source(s)

ACTED-REACH's neighbourhood-based support in Jordan and Lebanon

### URL

<http://www.acted.org/en/acted-keeps-children-safe-during-construction-wastewater-network>

### Topics

Non-Camp Refugees, Capacity Building, Direct Assistance, Youth, WASH

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## 14. World Food Programme

Location: Lebanon

Challenge(s): Increased competition for existing services leads to discontent and increased tensions among ethnic groups and communities. The report shows that "For example, an overwhelming majority (76%) of the households reported discontent with water shortages as a primary cause for tensions within host communities."

*"...The direct effects of the e-card programme are large. It is estimated that the programme has created 1,300 jobs and resulted in over US\$3.6 million of investments in contracted stores, mostly by large retailers... These results show that in addition to saving lives, WFP's emergency assistance is also helping to mitigate some of the social impacts documented in the World Bank's Economic and Social Impact Assessment of the Syrian conflict." Pg. 19*

Learning: Cash assistance that include giving e-cards to refugees proved to provide an efficient mechanism to deliver food assistance. Beneficiaries in the study spent two thirds of their monthly e-card allocation within five days, showing that money from e-card transfers disseminate rapidly through the economy.

## Source(s)

World Food Programme in Lebanon

"WFP and partners' regional e-voucher programme: Addressing food insecurity at scale and in a way that maintains dignity of beneficiaries and supports local"  
Pg. 3, 18-20

## URL

<https://www.wfp.org/content/lebanon-economic-impact-study-july-2014>

## Topics

Non-Camp Refugees, Capacity Building, Direct Assistance, Youth, WASH

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## 15. UNHCR

Location: Syria, Lebanon, Turkey

Challenge(s): High levels of fraud and corruption with traditional cash transfer programs has led to innovation with biometrics in humanitarian assistance.

*"...Abandoning cash assistance altogether in favor of goods like food or clothes was not an option, because the practice of distributing cash is a particularly effective form of aid.... Instead, UNHCR decided to update its system, and found a solution in iris scanning ATMs." Pg. 1*

Learning: Jordan is the first country in the world to implement iris scan technology to deliver assistance to beneficiaries. There were overwhelmingly positive results from users of the program (91% positive response rate), and all users support being able to choose how to spend their own family's funds.

## Source(s)

UNHCR Innovation

UNHCR's Refugee Cash Programming with Biometrics: Targeted, cost effective cash assistance for basic needs, food and health

## URL

[http://innovation.unhcr.org/labs\\_post/cash-assistance](http://innovation.unhcr.org/labs_post/cash-assistance)

## Topics

Cash Assistance, Biometrics, Direct Assistance, Voucher Programs

## 16. British Embassy, Amman

Location: Jordan

Challenge(s): The protracted nature of the Syrian conflict requires donors to come up with middle and long-term strategies for humanitarian response. Refugees and citizens alike in Jordan report unprecedented levels of water shortage. Similarly, a significant increase of solid waste to manage, coupled with a shortage of housing is having an impact on local communities and causing increased social tensions.

A large proportion of assessed Syrian households, 47%, reported spending over 46% of their income on housing, compared to only 3% of Jordanians. Pg. 6

Learning: Support to municipalities is key. Addressing overburdened systems for solid waste management, access to water, housing and livelihoods is the most critical need.

### Source(s)

British Embassy and REACH

### URL

[http://www.reachresourcecentre.info/system/files/resource-documents/reach\\_jor\\_report\\_social\\_cohesion\\_in\\_host\\_communities\\_in\\_northern\\_jordan\\_may\\_2015.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/reach_jor_report_social_cohesion_in_host_communities_in_northern_jordan_may_2015.pdf)

### Topics

Social Cohesion, Host Communities, Waste Management, Livelihoods

## 18. University of Linz / AUSTRIA

Location: Turkey

Challenge(s): Large portions of economic activity in many societies takes place in the informal economy, which is hard to track, document, and analyze. Shadow economy work, which includes informal household work, isn't illegal.

*"...Corruption is associated with larger unofficial (shadow) activities, while a good rule of law by securing property rights and contract enforceability, increases the benefits of being formal..." Pg. 6*

Learning: There is a direct relationship between corruption and the size of the the shadow economy. This Report gives a formula to produce an estimation of the size of the shadow economy that is a function of employment quota, burden of state regulation, etc. (Pg. 9)

### Source(s)

University of Linz / AUSTRIA

Shadow Economy in Turkey and in Other OECD-Countries

What do we (not) know?

### URL

[http://www.gep.gov.tr/tmp/BSEC%20pdf/Prof.%20Dr.%20Friedrich%20Schneider%20ShadEc\\_Turkey2012.pdf](http://www.gep.gov.tr/tmp/BSEC%20pdf/Prof.%20Dr.%20Friedrich%20Schneider%20ShadEc_Turkey2012.pdf)

### Author

Prof. Dr. F. Schneider. November 2012. 'Shadow Economy in Turkey and in other OECD-Countries

### Topics

Shadow Economy, Corruption, Livelihoods

<b>19. What Are the Impacts of Syrian Refugees on Host Community Welfare in Turkey?</b>	<b>Source(s)</b>
<b>Location:</b> Turkey	<b>World Bank Group</b>
<p>Challenge(s): With the massive migration of Syrian refugees into Turkey, there is an assumption that this has negatively impacted poverty rates of the host community. Refugees strain housing and schools, but are also consumers, and bolster the creation of new businesses and jobs. (Pg. 19)</p> <p><i>“...this paper finds no negative effects on host community welfare from an increasing population of Syrians Under Temporary Protection (SUTPs)...the influx of SUTPs has had both positive and negative impacts. It seems on average, the host community has been strong and adaptive, and not negatively impacted.” Pg. 6</i></p> <p>Learning: Unexpected finding that “with respect to poverty, the results show no negative impacts on the host community as a result of the increasing size of the foreign-born population.” Pg 4. While some people may be more likely to be displaced by Syrians in the labor market, Syrians are consumers and renters; they also open businesses and create jobs.</p>	<p>Poverty and Equity Global Practice Group January 2016 Pg. 2-4, 14, 17</p> <p><b>URL</b> <a href="http://documents.worldbank.org/curated/en/505471468194980180/pdf/WPS7402.pdf">http://documents.worldbank.org/curated/en/505471468194980180/pdf/WPS7402.pdf</a></p> <p><b>Author</b> João Pedro Azevedo, Judy S. Yang, Osman Kaan Inan</p> <p><b>Topics</b> Poverty, Turkey, Forced Migration, Syria, Refugees</p>
<b>20. Coordination Among Cash-Based Intervention</b>	<b>Source(s)</b>
<b>Location:</b> Turkey	<b>The Cash Learning Partnership</b>
<p>Challenge(s): As refugees in camps are provided with shelter, food rations, non-food items and basic services, outreach and identification of vulnerable families living in host communities has not been a priority. The existing targeting process is conducted through various outreach centers established by aid agencies as well as through outreach activities.</p> <p>Learning: Cross-coordination, participation and information sharing among cash-based interventions can help improve targeting of vulnerable households to increase their resilience to future shocks and stresses.</p>	<p>Turkey Cash-Based Interventions Technical Working Group</p> <p><b>URL</b> <a href="http://www.cashlearning.org/coordination/turkey-cash-working-group">http://www.cashlearning.org/coordination/turkey-cash-working-group</a></p> <p><b>Topics</b> Cash-Based Interventions, Vulnerable Populations</p>

## 21. Initial Assessment Report: Protection Risks for Women and Girls in the European Refugee and Migrant Crisis

**Location:** Greece, the former Yugoslav Republic of Macedonia

**Challenge(s):** A lack of dedicated and trained government and humanitarian staff able to promptly identify persons at risk and those in need of special attention and prioritization. There are no uniformly applicable vulnerability criteria. (Pg.10).

*“The unique nature of this crisis, with populations passing through several countries, requires the strengthening of cross-border coordination mechanisms between all relevant country governments with the central aim of strengthening and providing protection to refugees and migrants, especially against SGBV (Pg. 12).”*

**Learning:** The article recommends the following:

Development, standardization and use of a standard set of vulnerability criteria to ensure that all actors engaging in the response identify, prioritize and respond to individuals who have heightened protection risks, and that all national contingency plans relating to this emergency consider and adequately integrate gender concerns within the plans.

Ensure actors who have an operational role in registration collect sex- and age- disaggregated data in order to track and monitor flows and needs of vulnerable populations. Use local CSOs with relevant SGBV expertise to assist SGBV prevention and response efforts, including case management in line with a survivor-centered multi-sector approach. Support national and local authorities in the establishment of cross-border information sharing protocols, including case management for SGBV response.

### Source(s)

UNFPA

Initial Assessment Report: Protection Risks for Women and Girls in the European Refugee and Migrant Crisis

### URL

[http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

### Author

Rebecca Eapen, UNHCR; Fabrizia Falcione, UNFPA; Marcy Hersh, WRC; Katharina Obser, WRC; Ali Shaar, UNFPA

### Topics

Sex- and Gender-based Violence, Vulnerable Populations, Refugee and Migrant Crisis

## 22. Refugee Talent Hub

**Location:** Netherlands

**Challenge(s):** Refugees lack access to job opportunities or the skills to obtain jobs in countries. Local growing businesses have an identified need but a shortage of applicants.

**Learning:** Learning “Refugee Talent Hubs” provide job matching opportunities and data analytics to identify gaps in refugee skills, thereby skill that can be obtained while asylum applications are being processed.

### Source(s)

Accenture Nederland

Refugee Talent Hub

### URL

<https://www.youtube.com/watch?v=BAM9ttaqX50&feature=youtu.be>

### Topics

Refugees, Employment, Integration

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### 23. Humanity in Action

Location: MENA Region

Challenge(s): Reliable data regarding displaced women's health and reproductive health in camps sometimes hard to obtain.

*"There is very limited data on women's health and reproductive health issues among Syrian refugees in Turkey, particularly for women who are not married or information on sexual and gender-based violence."*

*"In addition to general health issues, due to lack of services, prioritizing other family members, gender dynamics and fear of seeking services, Syrian women's health and reproductive health disproportionately suffers."*

Learning: This paper explores the current health needs of Syrian refugee women in Lebanon, Turkey and Jordan and recommendations to address Syrian women's health in the region moving forward.

### Source(s)

The Response to Syrian Refugee Women's Health Needs in Lebanon, Turkey and Jordan and Recommendations for Improved Practice

### URL

<http://www.humanityinaction.org/knowledgebase/583-the-response-to-syrian-refugee-women-s-health-needs-in-lebanon-turkey-and-jordan-and-recommendations-for-improved-practice>

### Author

Goleen Samari

### Topics

Gender, Women's Health, Gender-Based Violence

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## 24. Shifting Gender Norms as a Result of the Migration Crisis Source(s)

### Location: Lebanon

Challenge(s): Female refugees of all ages face an array of challenges due to shifting gender norms exacerbated by relocation.

#### Early Marriage

"Although early marriage of daughters was common practice in Syria before the conflict began, this is reportedly also being increasingly resorted to as a new coping strategy, either as a way of protecting young girls or easing pressures on family finances."

#### Protection and security

"Lower self-esteem among refugee men because of the crisis has... in some cases, led to a negative expression of masculinity...outside the household, there are also examples of women and girls who are vulnerable to physical and verbal harassment, including sexual harassment, and in many areas they fear kidnap, robbery, and attacks. Widowed or other women on their own are particularly vulnerable, with some pretending in public to receive phone calls from their former husbands, to protect themselves from male harassment."

#### Freedom of Movement

"For many women, mobility in Syria before the conflict was very limited, as they were only allowed to leave the house with the male head of the household's permission and when accompanied by men. As refugees in Lebanon, their movement is still restricted, though principally because of insecurity and fears of harassment or attack." Stress and Anxiety

"Women are still expected to fulfil their traditional roles, but have lost the resources they used to depend upon. They cope by prioritizing the needs of their husbands and children, often to the detriment of their own health and well-being. Living in overcrowded and poor accommodation has increased the feelings of anxiety for men and women alike, as the lack of privacy can undermine their own sense of dignity."

"Male respondents also talked about feelings of guilt over choosing to leave Syria with their families rather than stay and fulfil their role as protectors and defenders of their land, which has added to their feelings of low self-worth and powerlessness."

#### Education

"...the need for many young boys to work and support the household not only prevents them from studying, but also has disrupted the power dynamic within families, causing tensions within the family, because income generation was traditionally the father's role."

Learning: Gender and social analysis is essential for all emergency responses. Sex- and age-disaggregated data should be collected, analyzed, and used in planning and implementation of aid projects (Pg. 6).

Abaad-Resource Center For Gender Equality

OXFAM GB

Shifting Sands: Changing Gender Roles Among Refugees in Lebanon

#### URL

<https://www.scribd.com/document/164193635/Shifting-Sands-Changing-gender-roles-among-refugees-in-Lebanon>

#### Author

Roula El-Masri, Abaad-Resource Center For Gender Equality, Claire Harvey and Rosa Garwood, OXFAM GB

#### Topics

Gender Roles, Gender-Based Violence, Education, Employment

<p><b>25. 'I want a safe place' - Refugee women from Syria uprooted and unprotected in Lebanon</b></p>	<p><b>Source(s)</b></p>
<p><b>Location:</b> Lebanon</p>	<p>Amnesty International</p>
<p>Challenge(s): Financial dependency, coupled with traditional family structures and religious laws which grant decision-making power to male guardians, can leave refugee women unable to make decisions or challenge those made for them.</p>	<p><b>URL</b>  <a href="http://www.refworld.org/docid/56b1b0fa4.html">http://www.refworld.org/docid/56b1b0fa4.html</a></p>
<p>Learning: The article points to the difficulties associated with the sustainability of women-owned SM&amp;Es due to this cultural reality.</p>	<p><b>Author</b>  Amnesty International</p> <p><b>Topics</b>  Integration, Social Cohesion, Right to Justice, Gender</p>
<p><b>26. Jordan Emergency Services and Social Resilience Project (JESSRP) Monitoring and Evaluation Framework</b></p>	<p><b>Source(s)</b></p>
<p><b>Location:</b> Jordan</p>	<p>Reach Resource Centre</p>
<p>Challenge(s): Increased tension between local populations and refugees over resources.</p>	<p>Jordan Emergency Services and Social Resilience Project (JESSRP) Monitoring and Evaluation Framework</p>
<p><i>"...highlighted in the National Resilience Plan (NRP) 2014-2016, the influx of Syrian refugees has led to further strain on already over-burdened municipal services. Evaluation that includes test and control samples with strong correlation between discontent and access to high levels of service provisions..."</i></p>	<p><b>URL</b>  <a href="http://www.reachresourcecentre.info/system/files/resource-documents">http://www.reachresourcecentre.info/system/files/resource-documents</a></p>
<p>Learning: The established baseline identifies existing resource levels and strains on water and solid waste systems, as well as levels of access, frequency of use, levels of satisfaction and prominent coping strategies adopted. The evaluation was robust and with sound methods. It should provide a solid foundation for future measurements as the crisis unfolds.</p>	<p><b>Topics</b>  Service Provisions, Solid Waste Management, Sanitation</p>

## 27. Human Rights Watch, World Report 2016 - Serbia **Source(s)**

**Location:** Serbia

Challenge(s): Serbia lacks formal age assessment procedures for unaccompanied children, putting older children at risk of being treated as adults and failing to receive special protection.

*“During the first seven months of 2015, the Office of the United Nations High Commissioner for Refugees (UNHCR) registered 4,112 unaccompanied children in Serbia, the majority from Afghanistan and Syria, compared with only 98 unaccompanied migrant children between January and September 2014.”*

Learning: A lack of an integrated reporting and response system means some of the most vulnerable are falling through the cracks, which inhibits the ability of governments to effectively respond.

Human Rights Watch

**URL**

<http://www.refworld.org/docid/56bd992115.html>

**Topics**

Unaccompanied Minors

## 28. “When I picture my future, I see nothing” **Source(s)**

**Location:** Turkey

Challenge(s): The vast majority of school-aged children outside of refugee camps aren’t attending school.

*“In Turkey’s 25 government-run refugee camps, approximately 90 percent of school-aged Syrian children regularly attend school. However, these children represent just 13 percent of the Syrian refugee school-aged population in Turkey. The vast majority of Syrian children in Turkey live outside refugee camps in towns and cities, where their school enrollment rate is much lower— in 2014-2015, only 25 percent of them attended school.”*

*“Overall, less than one-third of the 700,000 Syrian school-aged children who entered Turkey in the last four years are attending school—meaning approximately 485,000 remain unable to access education.”*

Learning: Inability to pay the costs of transportation, supplies, and tuition prevent many students from enrolling in temporary education centers. Language and social barriers, lack of information, and legal issues prevent many more children from enrolling in the Turkish public school system. Many children, especially young boys, are working in order for the family to make ends meet, particularly since fair wage labor protection isn’t effectively protecting the refugee population.

Human Rights Watch

**URL**

<https://www.hrw.org/report/2015/11/08/when-i-picture-my-future-i-see-nothing/barriers-education-syrian-refugee-children>

**Author**

Stephanie Gee, Refugee Rights Program

**Topics**

Education, Refugees, Child Labor

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**29. The Impact of Syria's Refugees on Southern Turkey Revised and Updated****Source(s)****Location:** Turkey

Challenge(s): Hundreds of thousands of refugees have crossed the Syrian border into Turkey's southern provinces, altering the country's demographics and creating an Arab majority in many areas. These changes could have consequences due to certain groups' resistance to Turkey's Syria policy. Economically, increased refugee flows will likely raise the cost of living and unemployment in southern Turkey, creating resentment among the local population towards Syrian refugees (Pg. 28).

Learning: Integration of refugees into the host population is critical, particularly if refugees stay in the area beyond the short-term.

Recommendations: Countries like the United States and organizations like the UN should engage Ankara in its plans to set up a safe area inside Syria.

Turkey will need to create a coalition of the willing and convince foreign governments to commit to the initiative.

The Washington Institute for Near East Policy

**URL**

[https://www.washingtoninstitute.org/uploads/Documents/pubs/PolicyFocus130\\_Cagaptay\\_Revised3s.pdf](https://www.washingtoninstitute.org/uploads/Documents/pubs/PolicyFocus130_Cagaptay_Revised3s.pdf)

**Author**

Soner Cagaptay

**Topics**

Demographic Changes, Foreign Trade and Economy, Political and Social Unrest

# ANNEX I

## UNDP - Intervention Mapping Exercise

The following is a list of UNDP displacement-related interventions and procurements between 2014-2016 provided by country offices.

### Serbia

Municipality or Migrant/Refugee Camp (Name)	Intervention/Project Short Description	Month Procurement Sign & Estimated Length of time to negotiate agreement	Donor	Implementing Partner	Who is the direct beneficiary? (migrant/refugee, host municipality)
<b>Preševo</b>	Waste assessment performed by the local consultant	November 2015 (20 days)	Government of Turkey	Local staff	Local population
<b>Šid</b>	Waste assessment performed by the local consultant	November 2015 (20 days)	Government of Turkey	Local staff	Local population
<b>Šid</b>	Water Supplying Assessment performed by the Institute for the Development of Water Resources "Jaroslav Černi"	November 2015 (8 days)	UNDP	Local consultants	Local population
<b>Preševo</b>	Water Supplying Assessment performed by the Institute for the Development of Water Resources "Jaroslav Černi"	November 2015 (8 days)	UNDP	Local consultants	Local consultants
<b>Preševo</b>	Procurement of water pump Replacement of asset to prevent water cut in Preševo and enable normal water supplying of entire municipality including Temporary Registration Center in Preševo and its beneficiaries	December 2015 (in 3 working days)	Government of Turkey	Local staff	Local population migrants
<b>Preševo</b>	Purchasing of waste containers (500 of 120 liters)	January 2016 (in 20 working days)	Government of Turkey	Local staff	Local population migrants
<b>Šid</b>	Purchasing of waste containers (200 of 120 liters and 10 metal containers of 1.1m <sup>3</sup> )	January 2016 (in 20 working days)	Government of Turkey	Local staff	Local population migrants

Municipality or Migrant/Refugee Camp (Name)	Intervention/Project Short Description	Month Procurement Sign & Estimated Length of time to negotiate agreement	Donor	Implementing Partner	Who is the direct beneficiary? (migrant/refugee, host municipality)
<b>Šid</b>	Reconstruction of Adaševci sport fields	Beginning of June 2016 (20 days)	Government of Japan	Local consultant	Host community
<b>Preševo</b>	Procurement of equipment for the PUC (jackets, boots, gloves)	November 2015 (in 10 working days)	UNDP (IRH funding)	Local staff	Public utility company from host municipality
<b>Preševo</b>	Waste collection and disposal with employment of local workers	October 2015 (in 5 working days)	UNDP (IRH funding)	Local staff	Host municipality
<b>Preševo</b>	Development of financial software for billing for Public Utility Company Moravica, Preševo	June 2016 (through tendering procedure, RFQ (in 40 working days))	Government of Turkey	Local staff	Host community, migrants and national authorities running the center
<b>Dimitro- vgrad</b>	Design of the access road from the Gradina Border Crossing to One-Stop Center for accommodation of migrants	August 2016 (7 days for contracting with LTA company)	Government of Japan	Local consultant	Host community
<b>Dimitro- vgrad</b>	Development of project for construction permit and implementation of works on execution of primary and secondary supply network in the Lukavica village	August 2016 (6 days for contracting with LTA company)	Government of Japan	Local consultant	Host community
<b>Dimitro- vgrad</b>	Hydrogeological study of the Grapa Water Spring in order to improve water supplying of the Željuša village company)	August 2016 (7 days for contracting with LTA company)	Government of Japan	Local consultant	Host community
<b>Dimitro- vgrad</b>	Procurement of the garbage truck	May 2016 (2 months - for an international tender)	Government of Japan	Local staff	Host community and migrants
<b>Šid</b>	Designing technical documentation for the reconstruction of the Square of Republic (designing roundabout)	August 2016 (7 days for contracting with LTA company)	Government of Japan	Local consultant	Host community
<b>Kanjiza</b>	Development of the design for adaptation and extension of the Red Cross building in Kanjiza	June 2016	Government of Japan	Local consultant	Host community

## The former Yugoslav Republic of Macedonia

Municipality or Migrant/Refugee Camp (Name)	Intervention/Project Short Description	Month Procurement Sign & Estimated Length of time to negotiate agreement	Donor	Implementing Partner	Who is the direct beneficiary? (migrant/refugee, host municipality)
<b>Kumano-vo and Gevgelija</b>	Procurement of 2 small pick-up/garbage trucks for Public Communal Enterprises in Gevgelija and Kumanovo	December 2015 (2 weeks)	UNDP	UNDP	Public Communal Enterprises
<b>Kumanovo</b>	Procurement of 110 garbage containers (to support the needs of the municipality and the transit center)	March 2016 (20 days)	UNDP	UNDP	Communal Enterprise in Kumanovo, Transit Center Tabanovce
<b>Gevgelija</b>	Procurement of tractor and trailer	March 2016 (1 week)	UNDP	UNDP	Communal Enterprise Gevgelija
<b>Gevgelija</b>	Procurement of tandem roller	March 2016 (2 weeks)	UNDP	UNDP	Communal Enterprise Gevgelija
<b>Gevgelija</b>	Reconstruction of Pump Station Vardar in Gevgelija	August 2016 (6 weeks)	Government of Japan	UNDP	Municipality of Gevgelija
<b>Kumanovo</b>	Reconstruction of local road in village Tabanovce	September 2016 (4 weeks)	Government of Japan	UNDP	Village of Tabanovce, Municipality of Kumanovo

# Turkey

Municipality or Migrant/Refugee Camp (Name)	Intervention/Project Short Description	Month Procurement Sign & Estimated Length of time to negotiate agreement	Donor	Implementing Partner	Who is the direct beneficiary? (migrant/refugee, host municipality)
<b>Hatay, Gaziantep, Kilis, Şanlıurfa Municipalities</b>	Procurement of Municipal Service and Emergency Response Vehicles (38 of them)	September 2014 (6 months)	UNHCR	AFAD (Prime Ministry Disaster response and emergency presidency)	Municipalities of Hatay, Gaziantep, Kilis, Şanlıurfa
<b>Gaziantep, Şanlıurfa Municipalities</b>	Procurement of of Waste transfer stations (2 of them)	July 2015 (4 motnhs)	EU, USPRM	AFAD (Prime Ministry Disaster response and emergency presidency)	Municipalities of Gaziantep, Şanlıurfa
<b>Gaziantep, Şanlıurfa Municipalities</b>	Procurement of semi-trailers (2 of them)	July 2015 (4 motnhs)	EU, USPRM	AFAD (Prime Ministry Disaster response and emergency presidency)	Municipalities of Gaziantep, Şanlıurfa
<b>Kilis Municipalities</b>	Procurement of waste compactor	July 2015 (4 motnhs)	USPRM	AFAD (Prime Ministry Disaster response and emergency presidency)	Kilis Municipality
<b>Gaziantep, Şanlıurfa Municipalities</b>	Procurement of waste trucks (6 of them)	July 2015 (4 motnhs)	EU, USPRM	AFAD (Prime Ministry Disaster response and emergency presidency)	Şanlıurfa, Kilis Municipality
<b>Gaziantep, Şanlıurfa, Kilis and Hatay Municipalities</b>	Needs assessment and prioritization of infrastructure projects in the context of Syrian crisis	July 2016	Government of Japan	Southeast Anatolia Regional Development Administration	Municipalities of Gaziantep, Hatay, Şanlıurfa and Kilis

# ANNEX II

## List of Semi-Structured and Focus Group Interviews

### Serbia

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**Open-Ended Interview #1**  
**July 20, 2016**

Meeting with UNDP Country Office Leadership

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**SID MUNICIPALITY****Semi-Structured Interview #2**  
**July 20, 2016**

Meeting with President of Sid Municipality, and Assistant to the President of Municipality/Chairman of the Council for Migration and Durable Solutions.

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**Semi-Structured Interview #3 - Focus Group**  
**July 20, 2016**

Chairperson of Council for Migration and Durable Solution  
Head of Public Water and Sewage Utility Company Red Cross Sid

Director of the Land Development Public Agency  
Director of the Land Development Company  
Representative of Standard Public Utility Company  
Representative of Public Housing Company  
Representative of the Ministry of Interior  
Representative of Gender Equality Commission  
Representative of the Center for Social Welfare

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**Open-Ended Interview #4 - NGO Meetings**  
**July 20, 2016**

Ecumenical Organization (two individuals)  
NGO Caritas (one individual)

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**Open-Ended Interview #5 - UNHCR**  
**July 20, 2016**

UNHCR Country Level Representative

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**Semi-Structured Interview #5.5 - UNDP**  
**July 20, 2016**

Two Individuals Country Level Project Manager & Project Associate

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**PRESEVO MUNICIPALITY****Semi-Structured Interview #6**  
**July 21, 2016**

Meeting with the President of the Presevo Municipality  
Chief of the Cabinet,  
LED Office Manager  
Chief of Municipal Development Fund

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**Semi-Structured Interview #6.5**  
**July 21, 2016**

Two Individuals. UNDP Field Office Program Managers

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**Open-Ended Interview #7**  
**July 21, 2016**

Focus Group with Civil Society (UNHCR grantees)  
Representative, Save the Children  
Representative, Center for Youth Integration  
Representative, Indego (Local NGO)

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**Semi-Structured Interview #8**  
**July 21, 2016**

Secretary of Public Utility Company Moravica (one individual) and PUC Chief of Water and Sewage System Services (one individual)

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**Open-Ended Interview #9**  
**July 21, 2016**

Presevo Red Cross Coordinator  
Voluntary Firefighting Organization (one individual)  
A local association actively participating in mitigating impact of the migration crisis on the local level (one individual)

## KANJIZA MUNICIPALITY

### Semi-Structured Interview #10

July 22, 2016

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President of the Kanjiza Municipality, Migration manager during migration crisis during the year 2015

### Semi-Structured Interview #11 - Focus Group

July 22, 2016

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Head of the Urbanism Department of Kanjiza Municipality  
Director of the Center for Social Welfare  
Director of Public Utility Company responsible for waste, water and sewage management  
Secretary of Red Cross Kanjiza

## The former Yugoslav Republic of Macedonia

### Semi-Structured Interview #12

July 25, 2016

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Kumanovo—Municipal Information Focal Point for the Migrant Crisis Response—one individual

### Semi-Structured Interview #13

July 25, 2016

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Meeting with the Municipality of Tabanovce Transit Center—two individuals

### Semi-Structured Interview #14

July 25, 2016

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Department for Operations and Coordination, CMC—Crisis Management Center for the the former Yugoslav Republic of Macedonia—one individual

### Semi-Structured Interview #15

July 25, 2016

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Meeting with CSOs working in both transit centers-Legis and Helsinki Human Rights Committee (three individuals)

### Semi-Structured Interview #16

July 26, 2016

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Gevgelija — Director of Communal Enterprise and Representative of the Municipality(one individual)

### Semi-Structured Interview #17

July 26, 2016

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Meeting with the Crisis Management Center Coordinator of the Vinojug Transit Center (two individuals)

### Semi-Structured Interview #18

July 26, 2016

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Meeting with Ministry of Labor and Social Policy (two individuals)

### Semi-Structured Interview #19

July 26, 2016

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UNDP Country Office Program Managers (two individuals)

## Turkey

### ANKARA

### Semi-Structured Interview #20

July 28, 2016

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UN Women Project Level Consultant

### Semi-Structured Interview #21

July 28, 2016

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UNICEF Two Representatives, Program Directors  
Semi-Structured Interview #22 UNDP-Two Country Office Program Managers.

### Semi-Structured Interview #23

July 28, 2016

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IOM—Two Representatives, Program Director and Program Manager

### Semi-Structured Interview #24 - UNDP

August 11, 2016

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Country Office. Director Level

### Semi-Structured Interview #24 - UNDP

August 16, 2016

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Istanbul Hub—Regional Gender Specialist

### Semi-Structured Interview #25 - UNDP

August 24, 2016

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Amman Hub—Regional Economic Specialist

### Semi-Structured Interview #26 - UNDP

August 21, 2016

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Program Manager & Program Specialist

### Semi-Structured Interview #27 The Urban Institute

August 17, 2016

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Program Manager

# ANNEX III

## Sectoral Level Interview Questions

**Sectoral level interview questions for semi-structured and open interviews included questions designed specifically for this assessment, and also sourced from UNISDR, World Bank CityStrengths Diagnostic, and the United States Environmental Protection Agency Solid Waste Toolkit**

### CONTINGENCY PLANNING & DISASTER, RISK, RECOVER QUESTIONS

- To what extent are local government risk management plans coordinated with or supportive of risk management efforts of neighboring local authorities or provincial or national governments?
- What is the extent to which DRR is integrated into the municipal planning agenda, including local civil society?
- Is DRR data collected? To what extent is this information shared, if so what medium? Following the crisis, to what extent were preparedness plans created or updated?
- Were emergency management capacities strengthened after the crisis or further integrated into mayoral cabinet as a result of this stress, if so how?
- Does with relevant solid waste, waste water, and potable water officials?
- Have DRM considerations been formally mainstreamed into city departments (local services)? Is risk reduction clearly articulated in department mandates, work plans, staff job descriptions?
- Were resources (trash collection, potable water, financial resources) diverted from specific groups to address this crisis?
- Do local departments have DRM budgets? To what extent are these funds discretionary? To what degree are funding sources coordinated across agencies?
- Does the city have a risk reduction plan (per sector or across sectors)?
- Does the municipality have a contingency plan? Does the plan lay out roles and responsibilities, resources, information processes, and operation arrangements for anticipating and solving problems in a crisis?
- Was a state of emergency declared? Who has the authority to declare an emergency? What criteria is used to evaluate whether a declaration should be made?
- Does the city have asset and risk maps of the city? If so, were they used? Are these data points geo-located? Are these maps and materials easily locatable for different levels of the government? Residents, civil society or private sector?
- Following the flow of migrants can disaster response agencies procure and contract goods and services effectively?
- Does the city have standard procedures to assess damages and losses? (i.e. the ability to monitor and evaluate the impact of an event, which should influence decision making regarding risk reduction investments should a future situation take place)
- Do cities have post event recovery plans? What steps are cities taken to recover?
- Where does the municipal mandate come from to do disaster prevention and management related work—nationally, provisionally, or a local initiative?<sup>137</sup>
- Are there community level disaster risk management committees or similar entities?

## WATER

- If a water and sanitation network has been impaired, do the systems have the flexibility for the demand to be absorbed by alternate water supply and wastewater collection modes?
- Has the increase in population had an effect on capacity? What investment, planning, and management steps have taken place to meet the needs of the host communities and refugees?
- What is the average daily number of hours of continuous water supply within the municipality? How was this information obtained?
- Which areas of the city are most affected by the disruption to water and sanitation services? Have these neighborhoods had an increase in people?
- Which areas of the city were affected by the disruption to water and sanitation services during the migrant crisis?
- Does the city regularly maintain and repair its water and sewage infrastructure? Does the city have up to date data on hazards and system vulnerabilities?
- Does the city have up to date data on hazards and system vulnerabilities?<sup>138</sup>
- Were risk assessments undertaken before the crisis and referenced during and after the crisis for relevant sectors?
- What are the funding sources for water, sanitation, and drainage infrastructure?
- Is contingency funding available for water, sanitation, and drainage infrastructure and services?
- Has the city identified strategic locations (such as health centers, shelters) or other areas requiring rapid assistance with supplies of bottled water, water tinkering or water treatment kits? Was this necessary during the migration crisis? Describe the procedures and effectiveness of disbursement.
- Has the city identified strategic locations (such as health centers, shelters) or other areas requiring rapid assistance with supplies of bottled water, water

tinkering or water treatment kits associated with the refugee crisis? To what extent has the municipality coordinated with UNHCR or civil society?

- Does the municipality have an overview of all water, sanitation, and drainage infrastructure in the city? Including capacity levels? Number and locations of key facilities?
- To what extent did sewage and pipeline networks cover all the areas where migrants were crossing?
- Does the current capacity of water supply and sanitation services meet existing and projected demand? Are informal settlements incorporated into water and sanitation service demand estimates?
- Are water and sanitation services in the city mostly supplied through modern treatment works through pipeline water and sewage networks? (or through other systems — on-site sanitation facilities, private boreholes, open wells?)
- What percentage of water samples comply with national potable water quality standards?
- What percentage of sewage reaches a treatment plant? Did this amount decrease during the height of the migrant crisis?

- What percentage of sewage reaches a treatment plant? Did this amount decrease during the height of the migrant crisis?

## SOLID WASTE

- If the disposal and processing facility failed, how long can the collection continue without waste piling up on the collection points?
- What are the funding sources for waste collection, treatment, and storage? To what extent is each step achieving cost recovery (through fee structures or reuse, recycling)?
- What is the payment and reimbursement scheme being employed with external organizations?
- Did the cities have funds set aside to cover waste collection and disposal in the event of a crisis such as this one?

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138 [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

- Do transfer stations exist? What is the proximity between waste dumping sites and dumps? Does the city have an emergency disposal site (or an agreement with a nearby facility?)
- Does the city monitor and gather data on the performance of the solid waste system? Are informal settlements and established camps incorporated into demand estimates?
- Does the city have a waste reduction strategy? Is this strategy being implemented?
- In the event of the disaster, did the city have the capacity to hire an alternative service provider?
- Does the city have in place a process to accelerate contracting process with private or other public entities to expedite waste collection?
- Does the current capacity of the solid waste system meet existing and projected demands?
- Were there formal or informal dumping sites migrants or refugees used?
- Who manages the waste collection services (including municipal, industrial, electronic, and construction waste) in the city? If several, are they well-coordinated in terms of management, planning and emergency response?
- What social, political, and geographical factors went into choosing waste transfer sites?

## ECONOMIC DEVELOPMENT

(Questions for UNDP personnel that work in economic development)

- What are the export industries? To what extent is the economy diversified?
- Is the region's economic growth rate high relative to the national growth rate?
- To what extent are cities involved in region-wide economic planning?
- What policies, programs, and institutions are in place to be effective in promoting economic growth in the region?
- Does the city have the ability to absorb infrastructure projects that would want to be started quickly? (e.g. public works infrastructure spending—ability to procure, manage financing efficiently)
- Municipal finance—to what extent does the locality generate its own taxes vs. what comes directly from the central government?
- Do local economic development offices exist? Do chamber of commerce or business development offices exist?
- Have local economic development plans been modified to incorporate opportunities associated with new labor and potential market?

## SOCIAL & COMMUNITY COHESION

- What institutions and measures are in place to foster or keep community cohesion in cities with limited capacity to adjust and/or increase the provision of basic services in line with rapid changes in the population?
- Does the city monitor social conflicts between different groups in the city? Are there programs specifically tackling social tension caused by migrants or refugees?
- What is the extent to which citizen groups and civil society are engaged in disaster risk reduction? (e.g. awareness heightening, logistical support, philanthropic giving etc.)
- To what extent does the local government provide training in community cohesion for local officials and community leaders?
- What is the extent to which civil society and citizens have been engaged in response to the crisis? what does coordination between government and civil society look like?
- What does coordination between international organizations, COs and local civil society?
- Have formal networks been established concerning migrants?
- Is information made readily available to the public regarding migrant and refugee matters?

- What were the mechanisms for public dialogue during the crisis? If people had complaints or suggestions, where did they go?
- What type of social service programs exist in the city? Who is responsible for social service delivery? Are there multiple agencies that deal with food, health, child-care and electricity access?
- Are there socio-economic baseline data (census)? Are there national civil registries, poverty and vulnerability databases—disaggregated by gender?
- What are the funding sources for social programs and services? To what extent is funding discretionary locally?
- What is the extent to which migrant and host communities are engaged in the design, implementation, and monitoring of projects?
- To what extent are offices that deal with refugee and migrant issues involved in long-term planning?

## GENDER

- To what extent do women participate in the formal economy? Is it known what percent of refugee women are working informally?
- To what extent do women participate in decision-making at the community level?
- To what extent do women participate/lead community level disaster management efforts?
- To what extent have police and social service case management systems been modified, changed or streamlined to better account for and meet the needs of the most vulnerable?
- To what extent has the gender lens been modified to displacement related procedures and services since January 2016?
- To what extent are vulnerable populations taken into consideration in preparedness/response plans?
- How is gender or a rights-based approach taken into consideration in planning and implementation of local service provisions?
- To what extent do local social service agencies take gender considerations into design of support techniques and protocols? Are these SOPs based on international protocols?

# ANNEX IV

## Works Cited and Reference Material

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2. See Knowledge Bank chapter which includes synthesis of socio-economic and environmental challenges from over 30 relevant articles, papers, assessments, and gap analysis of the current crisis in the countries of Turkey, Lebanon, Jordan, and Iraq. The material includes material from July, 2013 to August, 2016.
3. The London Conference (February 2016) calls for the creation of 1.1 million new jobs in the region. UNDP has supported a regional assessment to identify sector-level growth potential for job creation.
4. As of September 2016. Source Government of Turkey, UNHCR website.
5. UNHCR Data on Syrian Refugees. <http://data.unhcr.org/syrianrefugees/regional.php>
6. Eccarius-Kelly, Vera. July 2015. "The Plight of the Syrian Refugees in Turkey" <http://www.rethinkinstitute.org/the-plight-of-the-syrian-refugees-in-turkey/>
7. UNHCR Fact Sheet, May 2016.
8. 20, August 2015. "Serbia, Doing its Best to Ensure Migrants Dignity is Covered." <http://www.caritas.eu/news/serbia-doing-its-best-to-ensure-migrants-dignity-is-covered>
9. Ibid.
10. Ibid.
11. Serbian Municipalities of Sid, Kanjiza, Presevo & the former Yugoslav Republic of Macedonia Municipalities of Gevgelija and Kumanovo.
12. For the purpose of this assessment, capacities are defined as social, built, administrative, and planning structures or assets.
13. UNDP Interventions from 2014-2016.
14. The World Bank CityStrength Diagnostic was created based on a review of over 40 tools and methodologies related to resilience and the analysis of over 600 indicators contained within them. The CityStrength Diagnostic also articulates resilience qualities that are tied to each indicator, "World Bank Group. 2015. City Strength Diagnostic: Methodological Guidebook. World Bank, Washington, DC. © World Bank. <https://www.openknowledge.worldbank.org/handle/10986/22470> License: CC BY 3.0 IGO."
15. "Municipalities at the Forefront of the Syrian Refugee Crisis." 2016. Center for Mediterranean Integration. <http://www.cmimarseille.org/blog/municipalities-forefront-syrian-refugee-crisis>
16. Presevo, Serbia is located on the Serbia and the former Yugoslav Republic of Macedonia border.
17. Presevo's water supply typically operates 12 hours a day and adjusted to meet the 24/7 needs of the National Transit Center. The added stress on the system eventually broke the city's water pump. The emergency exposed a lack of surge capacity, and strong infrastructure. Without another pump and backup capacity, the municipality relied on UNDP support to get the local water system back up and running.
18. Interview #8. Municipal Informant. Serbia. July 21, 2016.
19. The former Yugoslav Republic of Macedonia has a national center, seven regional centers, and a network 35 offices around the country.

- 20.** For more information regarding the concept of co-benefits, see the Rockefeller Foundation's 100 Resilient Cities <http://www.100resilientcities.org>.
- 21.** "Gender Assessment of the Refugee and Migration Crisis in Serbia and the former Yugoslav Republic of Macedonia." UN Women February, 2016.
- 22.** Initial Assessment Report: Protection Risks for Women and Girls in the European Refugee and Migrant Crisis." UN Population Fund, 2016 [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)
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- 25.** United Nations Population Fund, 2016. [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)
- 26.** Eccarius-Kelly, Vera. July 2015. "The Plight of the Syrian Refugees in Turkey." Retrieved from <http://http://www.rethinkinstitute.org/the-plight-of-the-syrian-refugees-in-turkey/>
- 27.** "What Are the Impacts of Syrian Refugees on Host Community Welfare in Turkey?" World Bank Group; Poverty and Equity Global Practice Group. January 2016. <http://documents.worldbank.org/curated/en/505471468194980180/pdf/WPS7402.pdf>
- 28.** Interview #22. UNDP Informant. Turkey. July 28, 2016.
- 29.** World Bank Group, Social Protection and Labor Global Practice Group, Policy Research Working Paper 7402 August 2015. <http://documents.worldbank.org/curated/en/505471468194980180/pdf/WPS7402.pdf>
- 30.** Prof. Dr. F. Schneider. November 2012. 'Shadow Economy in Turkey and in other OECD-Countries. [http://www.gep.gov.tr/tmp/BSEC%20pdf/Prof.%20Dr.%20Friedrich%20Schneider%20ShadEc\\_Turkey2012.pdf](http://www.gep.gov.tr/tmp/BSEC%20pdf/Prof.%20Dr.%20Friedrich%20Schneider%20ShadEc_Turkey2012.pdf)
- 31.** Internal UNDP Document: Analytical Inputs to the Mid-Term Review of the Strategic Plan 2014-2017.
- 32.** Ibid.
- 33.** Ibid.
- 34.** UNDP Displacement Mapping Draft Report Pg. 3-6-16
- 35.** Institutions directly responsible for the Syrian crisis management are the Prime Ministry Presidency for Emergency and Disaster Management (AFAD) and the newly operational Directorate General for Migration Management (responsible for temporary protection, international protection and all migration-related matters), both present in Gaziantep.
- 36.** In Serbia the municipalities included Sid, located on the country's border with Croatia; Presevo, on the border with the former Yugoslav Republic of Macedonia; and Kanjiza, on the border with Hungary. The former Yugoslav Republic of Macedonia municipalities included Kumanovo, on the country's border with Serbia and Gevgelija, on the Greek border.
- 37.** Sid's 2011 population as of the latest census is 14,893 with a majority Serbian ethnic background. Belgrade, Serbia: Statistical Office of the Republic of Serbia. 2011. pp. 3, 14. ISBN 978-86-6161-025-7. Taken from [www.wikipedia.org](http://www.wikipedia.org).
- 38.** Ibid. Kanjiza's 2011 population is 9,871 with an ethnic majority Hungarian. [www.wikipedia.org](http://www.wikipedia.org).
- 39.** Ibid. Presevo population 13,426 as of the 2002 census with an ethnic majority of Albanians (2011 census numbers not available).
- 40.** Kumanovo's population as of the 2002 census was 103,205 and includes a large Albanian ethnic minority.
- 41.** Gevgelija's population 15,685 in 2002 census.
- 42.** For Meeting Background See UNDP IRH Terms of Reference to support migration and displacement programming. Meeting took place on April 1, 2016.
- 43.** As referenced in the 2009 Human Development Report, pg. 33.
- 44.** For the purpose of this assessment, capacities are defined as social, built, administrative, and planning structures or assets.
- 45.** UNDP Interventions from 2014-2016.

- 46.** See Annex II for a complete list of stakeholder interviews.
- 47.** See Annex III for a list of sector level questions posed to municipal informants during fieldwork associated with this assessment.
- 48.** World Bank CityStrengths Diagnostic. 2015. Pg. 6.
- 49.** World Bank CityStrengths indicators are written in their entirety, with any modifications italicized to maintain the integrity of the Tool.
- 50.** World Bank CityStrengs Diagnostic 2015 Pg. 5
- 51.** UNISDR Terminology. <http://www.unisdr.org/we/inform/terminology#letter-r>
- 52.** Ibid.
- 53.** An acute shock in the context of a municipality can be described as a sudden, sharp event that threatens a city, like an earthquake, flood, sudden violence, or rapid increase in population. A chronic stress can be described as something that is in a state that slowly weakens the fabric of a city on a daily or cyclical basis, like endemic violence, housing shortages, temperature increase, lack of sanitary conditions, etc. shocks and stresses and associated interrelated links are being explored a number of organizations. For a better understanding of the links between shocks and stresses and how cities respond, readers are invited to visit UNISDR, World Bank, or Rockefeller Foundation's 100 Resilient Cities Program websites.
- 54.** Ibid. UNDP and partner stakeholder interviews took place in July—September of 2016.
- 55.** Ibid.
- 56.** Of important note, the full use of the Diagnostic typically takes 4-6 months to complete and involves a large number of stakeholder workshops and planning sessions.
- 57.** After the former Yugoslav Republic of Macedonia declared a state of emergency on August 20, 2015 the CMC was responsible for implementing the country's response, in close coordination with the established steering and evaluation committees. The national CMC coordinates eight regional and 35 local crisis management centers. The Ministry of Labor and Social Policy.
- 58.** Interview #14. National Government Informant. The former Yugoslav Republic of Macedonia. July 25, 2016.
- 59.** UNDP country staff shared that working with the CMC on a data integration platform.
- 60.** In Serbia, there is a lack of formalized emergency response centers or systems at the local level, which contributed to initial coordination challenges at the onset of the crisis.
- 61.** Semi-Structured Interviews #2,#3, #6. Serbian Municipal Informants July 19,20 2016.
- 62.** Semi-Structured Interviews #2. Serbian Municipal Informant July 19, 2016.
- 63.** Semi-Structured Interview #7. NGO Informants July 20, 2016.
- 64.** Semi-Structured Interview #6. Serbian Municipal Informants. July 20, 2016.
- 65.** Semi-Structured Interview #11. Serbian Municipal Informants. July 22, 2016.
- 66.** Semi-Structured Interview #6. Serbian Municipal Informants. July 20, 2016.
- 67.** Semi-Structured Interview #3. Serbian Municipal Informants. July 20, 2016.
- 68.** Open-Ended Interview#26. UNDP Informant, August 21, 2016.
- 69.** Semi-Structured Interview #16. Municipal Informant. July 25, 2016.
- 70.** Ibid.
- 71.** Semi-Structured Interview #3 and #5.5 Municipal and UNDP Informants. July 20, 2016.
- 72.** Semi-Structured Interview #26. UNDP Official. September 21, 2016.
- 73.** UNDP Serbia Office Internal Assessment. "Impact of the migration crisis on local self-governments and local communities in Serbia, and possibilities for integration".
- 74.** UNDP Country Office Serbia. 2016 Internal UNDP Draft Assessment.
- 75.** Ibid.
- 76.** Semi-Structured Interviews #3 & #12. NGO and Municipal Informants. July 20 & 25, 2016.

- 77.** UNDP Country Office Serbia, Internal Study. 2015.
- 78.** Non-Syrian refugees primarily include Iraqi, Iranian, Afghan, Somali, and others.
- 79.** Numbers of Syrian refugees in Turkey differ according to the source. The latest research from the Migration policy institute reference 1.7 million as of mid-March 2015. <http://www.migrationpolicy.org/research/syrian-refugees-turkey-long-road-ahead>
- 80.** UNHCR and Turkey Estimates of 1.7 million in March of 2015
- 81.** Eccarius-Kelly, Vera. July 2015. "The Plight of the Syrian Refugees in Turkey". <http://www.rethinkinstitute.org/the-plight-of-the-syrian-refugees-in-turkey/>
- 82.** "Refugees International, Planting the Seeds of Success? Turkey's New Refugee Work Permits," Pg. 3. 14 April 2016, available at: <http://www.refworld.org/docid/573591274.html>
- 83.** Ibid.
- 84.** Ibid
- 85.** Kosmal, Peter. August 12, 2011. "Turkey's East-West Economic Divide Impacts Growth Potential". <http://blog.euromonitor.com/2011/08/turkeys-east-west-economic-divide-impacts-growth-potential-2.html>
- 86.** The Turkish Ministry of Labour and Social Security's (MoLSS) Regulation on Work Permits of Foreigners Under Temporary Protection (hereinafter "Regulation") came into force in early January 2016. Pg. 4.
- 87.** Comprehensive Reports Analyze Drivers Of Tensions And Satisfaction With Service Delivery Within Host Communities. <http://www.impact-initiatives.org/news>
- 88.** Eccarius-Kelly, Vera. July 2015. "The Plight of the Syrian Refugees in Turkey" <http://www.rethinkinstitute.org/the-plight-of-the-syrian-refugees-in-turkey/>
- 89.** 3RP Mid-Year Report. June 2016. <http://www.3rp-syriacrisis.org/wp-content/uploads/2016/07/3RP-Mid-year-Report.pdf>
- 90.** Mercy Corps Guide to: Community Mobilization Program.
- 91.** ACTED-REACH's neighborhood-based support in Jordan and Lebanon <http://www.acted.org/en/acted-keeps-children-safe-during-construction-wastewater-network> Note - example taken from Jordan and Lebanon, but ACTED is working regionally with similar models.
- 92.** International Bank for Reconstruction and Development; International finance corporation, And Multilateral investment guarantee agency, country partnership framework. For the period FY17-FY22 June 15, 2016, <http://documents.worldbank.org/curated/en/111451467996685776/pdf/94768-CAS-P151022-R2016-0126-OUO-9-Box396270B.pdf>
- 93.** "What Are the Impacts of Syrian Refugees on Host Community Welfare in Turkey?" World Bank Group; Poverty and Equity Global Practice Group. January 2016.
- 94.** Refugees International, Planting the Seeds of Success? Turkey's New Refugee Work Permits," Pg. 3. 14 April 2016, available at: <http://www.refworld.org/docid/573591274.html>
- 95.** UNDP, Turkey country plan: [http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria\\_Resilience\\_leaflet\\_Eng\\_Turkey\\_Jan\\_14.pdf](http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria_Resilience_leaflet_Eng_Turkey_Jan_14.pdf)
- 96.** Danish Refugee Council. <https://drc.ngo/where-we-work/middle-east-and-north-africa/turkey>
- 97.** UNHCR's Refugee Cash Programming with Biometrics: Targeted, Cost Effective Cash Assistance For Basic Needs, Food And Health. [http://innovation.unhcr.org/labs\\_post/cash-assistance](http://innovation.unhcr.org/labs_post/cash-assistance)
- 98.** UNHCR, Biometric Cash Assistance. [http://innovation.unhcr.org/labs\\_post/cash-assistance](http://innovation.unhcr.org/labs_post/cash-assistance)
- 99.** Jacobsen Karen and Paula Armstrong January 2016. "Cash Transfer Programming for Syrian Refugees: Lessons learned on vulnerability, targeting and protection from the Danish Refugee Council's e-voucher intervention in Southern Turkey" <http://fic.tufts.edu/assets/FIC-DRC-publication-karen-2-2016.pdf>
- 100.** Municipalities at the Forefront of the Syrian Refugee Crisis. <http://www.cmimarseille.org/blog/municipalities-forefront-syrian-refugee-crisis>
- 101.** Comprehensive Reports Analyze Drivers of Tensions and Satisfaction with Service Delivery Within Host Communities. <http://www.impact-initiatives.org/news>
- 102.** The Environmental Impact of the Refugee Crisis.
- 103.** Center for Mediterranean Integration.

- 104.** UNDP, Turkey country plan: [http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria\\_Resilience\\_leaflet\\_Eng\\_Turkey\\_Jan\\_14.pdf](http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria_Resilience_leaflet_Eng_Turkey_Jan_14.pdf)
- 105.** Refugees International, Planting the Seeds of Success? Turkey's New Refugee Work Permits," Pg. 6. 14 April 2016, available at: <http://www.refworld.org/docid/573591274.html>
- 106.** World Bank Group, Social Protection and Labor Global Practice Group, Policy Research Working Paper 7402 August 2015; <http://documents.worldbank.org/curated/en/505471468194980180/pdf/WPS7402.pdf>
- 107.** 'Turkey Statement' presented by the Government of Turkey at the Supporting Syria and the Region Conference in London. 4 February 2016.
- 108.** Europe Online Magazine. Turkey grants work permits to 5,500 Syrians in 2016, ministry says. 08 July 2016. [http://en.europeonline-magazine.eu/turkey-grants-work-permits-to-5500-syrians-in-2016-ministry-says\\_468065.html](http://en.europeonline-magazine.eu/turkey-grants-work-permits-to-5500-syrians-in-2016-ministry-says_468065.html)
- 109.** Prof. Dr. F. Schneider. November 2012. 'Shadow Economy in Turkey and in other OECD-Countries. [www.gep.gov.tr/tmp/BSEC\\_pdf/Prof. Dr. Friedrich Schneider ShadEc\\_Turkey2012.pdf](http://www.gep.gov.tr/tmp/BSEC_pdf/Prof._Dr._Friedrich_Schneider/ShadEc_Turkey2012.pdf)
- 110.** 3RP Mid-Year Report. June 2016. <http://www.3rp-syriacrisis.org/wp-content/uploads/2016/07/3RP-Mid-year-Report.pdf>
- 111.** The Turkish Ministry of Labour and Social Security's (MoLSS) Regulation on Work Permits of Foreigners Under Temporary Protection (hereinafter "Regulation") came into force in early January 2016. Pg. 4.
- 112.** Ibid
- 113.** Refugees International, Planting the Seeds of Success? Turkey's New Refugee Work Permits, 14 April 2016, available at: <http://www.refworld.org/docid/573591274.html>
- 114.** "[Regional Workshop] Municipalities at the Forefront of the Refugee Crisis". <http://cmimarseille.org/highlights/regional-workshop-municipalities-forefront-refugee-crisis>
- 115.** UNDP, Turkey country plan: [http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria\\_Resilience\\_leaflet\\_Eng\\_Turkey\\_Jan\\_14.pdf](http://www.undp.org/content/dam/rbas/doc/SyriaResponse/Syria_Resilience_leaflet_Eng_Turkey_Jan_14.pdf)
- 116.** Betts, Alexander, Louise Bloom, Josiah Kaplan, and Naohiko Omata. 2014. "Refugee Economies; Rethinking Popular Assumptions". <https://www.rsc.ox.ac.uk/files/publications/other/refugee-economies-2014.pdf>
- 117.** Due to political constraints in Turkey and being unable visit with relevant municipal officials, gender integration isn't considering in this assessment. Findings were derived through an analytical review of reports from best practices of key stakeholders and organizations with a long track record of providing assistants to migrants and refugees in Turkey.
- 118.** Scope of the assessment is to look narrowly at the gender dimension of displacement in the local communities. Terms of Reference 2016.
- 119.** The assessment lacked field visits to Turkish municipalities or interviews with national or local social service personnel. However, gender related challenges and best practices more broadly were ascertained as part of the desk review of this assessment. The Knowledge Bank includes lessons learned from Turkey, Lebanon, Jordan, and Iraq.
- 120.** The Municipalities of Sid and Kanjiza Municipalities.
- 121.** Interview #3. Serbian Municipal Informant July 20, 2016.
- 122.** Interview #7. NGO Informants Presevo, Serbia July 20, 2016. Verified by social service personnel in Interview #3 Sid, Serbia July 21, 2016.
- 123.** Semi-Structured Interviews #7 and #15. NGO Informants. July 21 & 22, 2016.
- 124.** During the first seven months of 2015, the Office of the United Nations High Commissioner for Refugees (UNHCR) registered 4,112 unaccompanied children in Serbia, the majority from Afghanistan and Syria, compared with only 98 unaccompanied migrant children between January and September 2014. Human Rights Watch, World Report 2016 - Serbia, 27 January 2016, available at: <http://www.refworld.org/docid/56bd992115.html> [accessed 17 August 2016].
- 125.** Semi-Structured Interview #7. NGO Informants. July 21 & 22, 2016.
- 126.** Semi-Structured Interview #24. UNDP Official. August 16, 2016.

**127.** Both UN Women and UNFPA assessment described the lack of vulnerability criteria that should be standardized to ensure registration, identification and targeting of assistance is done in a consistent manner to persons with needs. Common vulnerability criteria that is established and implemented across all relevant countries, ensure that persons with specific needs and those who are at risk can depend on consistent support throughout their journey.

**128.** Gender Assessment of the Refugee and Migration Crisis in Serbia and the former Yugoslav Republic of Macedonia. UN Women 2016.

**129.** Ibid

**130.** Human Rights Watch, World Report 2016 - Serbia, 27 January 2016, available at: <http://www.refworld.org/docid/56bd992115.html> [accessed 17 August 2016].

**131.** Gender Assessment of the Refugee and Migration Crisis in Serbia and the former Yugoslav Republic of Macedonia. UN Women 2016.

**132.** [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

**133.** [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

**134.** [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

**135.** One example is the new football field in the Municipality of Sid, which hosted a special football game between locals and migrants the same night the interviews for this assessment took place.

**136.** Internal UNDP Document: Analytical Inputs to the Mid-Term Review of the Strategic Plan 2014-2017.

**137.** [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

**138.** [http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission\\_Protection\\_Risks\\_19\\_Jan\\_Final\\_0.pdf](http://www.unfpa.org/sites/default/files/resource-pdf/EuropeMission_Protection_Risks_19_Jan_Final_0.pdf)

