

Revision to the UNHCR Supplementary Budget: The Libya Situation 2011



Donor Relations and Resource
Mobilization Service
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Egypt/Family hall near Salum at the Egyptian Libyan border where women and children fleeing escalating violence in Libya are sleeping.
UNHCR/ P.Moore/March 2011

THE CONTEXT

Since violence erupted in Libya in February 2011, more than 606,800 migrants have fled to neighbouring countries: over 271,000 into Tunisia, more than 195,000 into Egypt, 76,000 into Niger, some 14,000 into Algeria, 48,000 to Chad and some 2,800 to Sudan. Thousands more, including Libyan nationals and people originating from conflict-affected countries, such as Somalia, Eritrea, Iraq, continue to cross the borders, with approximately 9,000 Libyans currently in Egypt and some 120,000 in Tunisia. Despite the difficulty of access to people inside Libya, UNHCR and other agencies carried out inter-agency assessment missions and estimate that the number of internally displaced people (IDPs) in Eastern Libya stands at approximately 56,000 people. In addition, UNHCR has visited Janzoor in western Libya where 1,600 IDPs, mainly from Misrata, are hosted since February. In Al-Gharyan in the Nafusa Mountains of western Libya, some 1,500 displaced families (9,000 people) were registered, originating from Awawniyeh, Ajdabiyeh, Zintan, Al-Rayayneh, Jadu and Kikla.

The large scale population movement continues to cause a significant humanitarian burden for Libya's neighbours, some of which are coping with the consequences of their own political upheaval. Following requests from the Governments of Egypt and Tunisia that were faced, at its peak, with some 15,000 - 20,000 people crossing their borders each day, UNHCR mounted an exceptional response. In the first month, UNHCR: i) mobilized some 90 staff to reinforce existing resources in the region; ii) airlifted hundreds of tonnes of humanitarian assistance, including tents, to Egypt and Tunisia; iii) initiated the contingency planning process for Egypt and Tunisia to respond to a population outflow from Libya; iv) supported the establishment and management of the main camp at Ras Jdir in Tunisia; and v) joined the International Organization for Migration (IOM) in facilitating the evacuation of tens of thousands of third country nationals.

Prior to the turmoil in Libya, UNHCR had registered over 8,000 refugees and 3,000 asylum-seekers in the country. In addition, UNHCR estimates that there remain thousands of others from conflict-affected countries inside Libya, who could be of concern to the Office, including Eritreans, Iraqis, Palestinians, Somalis, Sudanese and Yemenis. UNHCR remains concerned about the many refugees and others trapped inside Libya, particularly people from sub-Saharan Africa who are subject to harassment, assault and, in many cases, unable to move and seek safety.

With the re-entry of UN international staff into Tripoli and Benghazi, access to refugees and other people of concern inside Libya has become possible. UNHCR is continuing to provide financial assistance and counseling services to refugees and people of concern.

UNHCR's revised financial requirements to respond to the displacement resulting from the crisis in Libya amount to USD 80.7 million. This revised budget includes the additional budgetary needs for UNHCR to continue to respond to the ongoing crisis in Libya by meeting protection, shelter and assistance needs (non-food items) in Tunisia, Egypt, Malta, Italy, Libya and other neighbouring countries until the end of the year.

STRATEGY AND ACTIVITIES

Tunisia

The decisive response by the Tunisian Government and the international community in the first month of the emergency helped to avert a humanitarian disaster on the Tunisian-Libyan border. UNHCR, IOM and concerned governments helped more than 140,000 people return home from Tunisia (including some 30,000 through UNHCR). This greatly alleviated the pressure at the border and facilitated the entry of refugees and other people of concern. Although the number of arrivals of third country nationals has dropped to less than one hundred a day, over 3,300 Eritreans, Somalis and others of concern to UNHCR are still remaining in transit camps close to Ras Jdir border crossing. Of them, some 1,000 were previously registered with UNHCR in Libya, either as refugees or asylum-seekers.

While the conflict in Libya did not initially lead to a mass influx of Libyan refugees, there has been a significant increase in the number of people crossing into and then remaining in Tunisia since the start of April 2011. With the intensification of the fighting in the western mountains of Libya, it is estimated that some 120,000 Libyans fled to Tunisia and are currently residing in the country. The majority lives with local host families in the southern urban centres of Tunisia, while some 2,000 reside in three camps set up near the border crossing of Dehiba, including 400 in the UNHCR camp of Remada, 810 hosted at the United Arab Emirates' camp and some 700 at the Qatari camp in Dehiba. This new development has prompted UNHCR to increase its efforts to cover both the response for third country nationals in camps, for Libyans scattered across several towns and for host communities affected by this influx.

The majority of the 3,759 third country nationals and refugees currently hosted in transit camps near Ras Jdir will, in all likelihood, not be able to repatriate in view of the situation in their countries of origin. They are therefore forced to remain in camps until a solution is found for them in a resettlement country. In addition to ensuring that their basic humanitarian needs are met, particularly in view of the extreme weather conditions in the summer, UNHCR is investing considerable human resources to accelerate its registration, refugee status determination and resettlement processes. This should ultimately allow recognized refugees to depart as quickly as possible, provided a sufficient number of slots are offered by resettlement countries.

To strengthen the protection of refugees while they remain in Tunisia, UNHCR will also build a camp in a separate and better equipped location to host individuals and families over longer periods of time pending a solution. If this new site is made available by the Government, Shousha will thus strictly serve as a transit camp. With regard to Libyans in Remada, as well as those hosted by Tunisian families, UNHCR is focusing on ensuring that their protection and basic needs are met and on alleviating some of the pressure borne by the local communities and authorities that have freely granted access to services, in particular health. In addition to distributing non-food items to Libyan families, UNHCR has begun to provide assistance to host families in the form of subsidizing utility bills.

In the presence of the High Commissioner for Refugees, UNHCR signed an *accord de siège* with the Ministry of Foreign Affairs thus ensuring better protection for and support to refugees and asylum-seekers in Tunisia.

Recognizing the efforts made by the Tunisians as well as the authorities at a critical time in the country's own political evolution, UNHCR is moreover providing support to alleviate the social and economic impact of the influx of people fleeing Libya. In addition to quick impact projects involving the rehabilitation of certain public facilities, UNHCR is supporting the local health sector with equipment and planning the rehabilitation of schools in anticipation of a new academic year, when a number of Libyan children may need to pursue their education temporarily in Tunisia.

UNHCR has also launched an income-generating initiative with the Government to benefit border communities suffering from unemployment as a result of the crisis in Libya. This initiative could be extended to other areas where Libyans have settled in large numbers with the broader aim to prevent further displacement induced by socio-economic challenges.

The contingency plan for Tunisia, which is in the process of being revised, covers the needs of some 110,000 people. As part of this plan, and following inter-agency consultations on the capacity of partners, UNHCR will budget to cover 60,000 arrivals over the next three months. There will also be a support component for host communities that will include non-food items, community projects and support to local authorities.

As the lead international agency for coordination at the border, UNHCR will continue to ensure that basic needs are met in camp facilities, such as shelter, water and health services. Assistance will also include advocacy, counselling and identification of vulnerable people and those in need of protection in camps and urban areas, particularly victims of sexual and gender-based violence and unaccompanied minors.

Egypt

UNHCR has mobilized 75 staff (including from DRC, NRC, UNV, consultants, ICMC and UNHCR support and emergency response teams) to strengthen its operation in Egypt, in addition to more than 20 rotational interpreters recruited to support the emergency operation in Saloum. UNHCR is working closely with the Egyptian Red Crescent, Ministry of Health, *Terre des Hommes*, the Chadian Embassy, WFP, UNICEF, and many other agencies to address the immediate needs of people at the border. The number of people crossing into Egypt per day is estimated at some 1,500 – 2,500, the large majority of them are Libyan and Egyptian commuters or traders who do not flee the violence, but there are still more than 100 people arriving at the Saloum transit camp every day.

At the beginning of the emergency more than 3,000 people remained in the transit area awaiting transportation back home. Many were unable to enter Egypt due to the restrictions applied by the Government and remained stranded for days in the open air. UNHCR, in collaboration with partners, provided food, water, blankets and hygienic items. After Government permission, UNHCR also erected rub-halls in the border area to be used as temporary shelter for third country nationals as well as the more than 1,000 refugees. In addition, UNHCR is providing psycho-social support to these people.

As at the end of June 2011 agencies operating at the border were withdrawing, UNHCR has assumed increasing responsibility to provide essential services, such as food, water, sanitation, health and special care for vulnerable people. UNHCR extended its services to Libyan families who fled to the coastal area of Egypt, by providing food and hygiene items. The Office in cooperation with the Egyptian Ministry of Health, will provide comprehensive health care for Libyan families and third country nationals.

As Tunisia, Egypt has opened its borders to all Libyans fleeing the upheaval in their country. Tens of thousands of Libyans are reported to have crossed the border and to have traveled to different urban centres in Egypt. While many Libyans have returned to Libya in the meantime, it is estimated that some 9,000 Libyans remained in Egypt. UNHCR will assist vulnerable Libyans, in particular women, children, the elderly and people with disabilities.

Discussions are continuing with the Government of Egypt to ensure access to Egyptian territory for refugees and asylum-seekers registered with UNHCR in Libya and other people in need of international protection. There are currently more than 1,000 people of concern at the border in Saloum, with more expected to arrive. The vast majority are undocumented and not admitted to Egyptian territory. The population consists of Eritreans, Ethiopians, Iraqis, Somalis and Sudanese, a quarter of whom are women. UNHCR is providing protection to these populations, including

registration, refugee status determination, resettlement and special care for women and children, as well as support to people who suffered sexual and gender-based violence.

In the coming months, UNHCR will assist Libyan refugees by providing protection interventions, determining refugee status and seeking resettlement opportunities or voluntary repatriation as appropriate. The Office will also provide them with medical, education and financial assistance during their stay in Egypt. Local procurement of essential non-food items will continue as needed.

Libya

The majority of refugees and asylum-seekers registered with UNHCR remains in Tripoli, unable to relocate or access basic services. Reportedly some refugees and others of concern have been assaulted, raped, shot and/or killed. In addition, people of concern from sub-Saharan Africa continue to be accused of being part of pro-government mercenary forces.

Following the granting of security clearance, UNHCR has established a presence in Tripoli and in Benghazi.

Sanctions, war and a disintegrating economy have led to increasing impoverishment of the population, with IDPs constituting a particularly vulnerable group, as well as to the gradual breakdown of complex systems (e.g. water and sanitation). As part of the strategy to find durable alternatives for IDPs occupying schools, 27 schools have been visited and 38 have still to be visited. Save the Children and UNHCR will continue this assessment in the coming weeks.

The conditions of IDP sites in Homs and Zlitan just outside Tripoli, housing several hundreds of families are extremely poor. As a first step to improve living conditions, UNHCR is coordinating with local agencies and national staff the delivery of relief items to that site.

Following the second UN inter-agency humanitarian assessment mission to Misrata that ended on 13 July, UNHCR is assessing the extent of shelter destruction due to the ongoing conflict, and is looking at means of reconstruction. In addition to shelter, UNHCR is concerned about possible outflows from Zlitan to the west of Misrata, and is planning to respond adequately to any population movement.

UNHCR, in coordination with local NGOs, grassroots associations and community leaders, will establish a rapid monitoring system to identify protection concerns and people with special needs. UNHCR will promote protection and assistance for refugees and others of concern, closely liaising with community leaders and other authorities to raise awareness. Mechanisms for early warning of further protection needs and displacement movements will be set up.

There are concerns about the availability and accessibility of medical care and supplies in Libya. UNHCR has procured essential non-food items for 10,000 people as well as medical supplies, which were brought into eastern Libya with the support of local agencies.

Regional activities in North Africa

Following requests from the Egyptian and Tunisian Governments, UNHCR joined IOM in supporting the humanitarian evacuation of people fleeing the conflict in Libya. UNHCR chartered over 115 aircrafts and transported some 30,000 people, the vast majority from Tunisia. In total, the Joint IOM/UNHCR Humanitarian Evacuation Cell, originally hosted at UNHCR's HQs, has supported the repatriation of some 140,000 third country nationals. Following the attainment of its initial objectives, including the decongesting of the borders, UNHCR scaled down its engagement in the humanitarian evacuation.

Europe

Since the outbreak of the crisis in Libya and as of the end of July 2011, some 47,000 migrants and refugees have arrived in **Italy** by sea from Libya, mainly through the island of Lampedusa. The

arrival of Tunisians in Italy has continued, albeit at a much slower pace than before. The Government of Italy has set up a decentralized reception system across Italy, to provide for additional reception capacity, which is co-coordinated by the Department of Civil Protection. It is also envisaged to establish further additional eligibility commissions to examine asylum-applications of the new arrivals. UNHCR continues to closely co-operate with the Government of Italy, including the Department of Civil Protection, by providing legal information to the new arrivals, identifying and referring vulnerable individuals, monitoring reception conditions and by carrying out capacity building activities. In addition to the already enhanced presence of UNHCR staff in Lampedusa and southern Italy, more staff is required to enable UNHCR's participation in the newly established eligibility commissions and for the enhanced monitoring activities.

During the first half of 2011, **Malta** has received some 1,550 people arriving by boat from Libya. Nationalities include Somalis, Eritreans, Ethiopians and a range of others, many also from West Africa. Virtually all have applied for asylum. UNHCR continues to monitor reception conditions with enhanced capacity, which has enabled the Office to contribute to providing information for new arrivals, intervene on behalf of vulnerable individuals and provide support for improvements to the system. In view of Malta's limited reception capacity, a small contingency stock of non-food items has been established by UNHCR and the Red Cross in close cooperation with the Maltese authorities. Several EU member States and some other countries have pledged their involvement in a continuation of relocation efforts from Malta for people who have been granted protection.

COORDINATION

As the lead UN agency on the Tunisian and Egyptian borders as well as the cluster lead for Protection and Shelter/Non-food items in Libya, UNHCR will implement its response plan in close coordination with other partners.

In Egypt, Tunisia and at Headquarters level, UNHCR participates actively in the inter-agency humanitarian actions and leads the response to the displacement situation at the borders. Close coordination is maintained with IOM, in particular for the evacuation of people fleeing Libya, and with OCHA in relation to contingency planning inside Libya. The Office is also working closely with local agencies in Egypt, Libya, and Tunisia, the United Arab Emirates, as well as with UNICEF, WFP and WHO.

Revised financial requirements for the Libya situation, 2011

Objectives	Tunisia Pillar 1 Revised	Egypt Pillar 1 Revised	Libya Pillar 1 Revised	Libya Pillar IV Revised	Regional North Africa Pillar 1 Revised	Europe Pillar 1 Revised	Total
<i>Favourable Protection Environment</i>							
National and regional migration policy					21,000,000		21,000,000
Cooperation with partners			332,380	652,000			984,380
Emergency management	1,862,500	165,255	840,000				2,867,755
Subtotal	1,862,500	165,255	1,172,380	652,000	21,000,000	0	24,852,135
<i>Fair Protection Processes and Documentation</i>							
Access to asylum procedures						3,688,594	3,688,594
Registration and profiling	314,922						314,922
Fair and efficient status determination	111,078	25,000					136,078
Subtotal	426,000	25,000	0	0	0	3,688,594	4,139,594
<i>Security from Violence and Exploitation</i>							
Impact on host communities	4,593,000	3,000,000					7,593,000
Subtotal	4,593,000	3,000,000	0	0	0	0	7,593,000
<i>Basic Needs and Services</i>							
Basic domestic and hygiene items	3,592,854	4,076,726	1,806,481	1,205,000			10,681,061
Nutrition	500,000	5,427,173	216,107				6,143,280
Health	500,000	826,277	218,244				1,544,521
Services for groups with specific needs	180,814		993,635	1,857,000			3,031,449
Shelter and other infrastructure	4,592,822	990,785	292,000	1,492,502			7,368,109
Subtotal	9,366,490	11,320,961	3,526,467	4,554,502	0	0	28,768,420
<i>Community Participation and Self-Management</i>							
Self-reliance and livelihoods	33,034		276,984				310,018
Community Participation and Self-Management	697,730						697,730
Subtotal	730,764	0	276,984	0	0	0	1,007,748
<i>External Relations</i>							
Public information	110,562						110,562
Subtotal	110,562	0	0	0	0	0	110,562
<i>Logistics and Operations Support</i>							
Logistics and supply	4,866,722		55,504				4,922,226
Programme Management, Coordination and Support	893,894		185,000				1,078,894
Subtotal	5,760,616	0	240,504	0	0	0	6,001,120
<i>Headquarters and Regional Support</i>							
Emergency response					2,870,394		2,870,394
External Relations	39,640						39,640
Subtotal	39,640	0	0	0	2,870,394	0	2,910,034
Subtotal	22,889,572	14,511,216	5,216,335	5,206,502	23,870,394	3,688,594	75,382,613
7 per cent support cost	1,602,270	1,015,785	365,143	364,455	1,670,928	258,202	5,276,783
Total supplementary budget requirements	24,491,842	15,527,001	5,581,478	5,570,957	25,541,322	3,946,796	80,659,396