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Emergency Plan of Action (EPoA) Italy: Population Movement

 International Federation
of Red Cross and Red Crescent Societies

DREF Operation	Operation n° MDRIT002
Date of issue: 25 April 2015	Date of emergency: continuous since January 2015
Operation manager (responsible for this EPoA): Alberto Monguzzi – Disaster Management Coordinator- IFRC Secretariat Europe Zone office	Point of contact: Leonardo Carmenati, Health, Social Activities and Emergency Operations, Head of Department, Italian Red Cross leonardo.carmenati@cri.it
Operation start date: 25 April 2015	Expected timeframe: 2 months
Overall operation budget: CHF 283,305	
Number of people affected: 19,654 (at 21 April 2015)	Number of people to be assisted: 10,000 people
Host National Society: The Italian Red Cross's Sicily Regional Branch is involved in supporting the disembarkation of the migrants with over 500 volunteers and staff coming from 27 local branches.	
Other partner organizations actively involved in the operation: Ministry of Health and other Italian authorities, IOM, UNHCR, "Save the Children"	

This DREF operation is focusing on supporting, as a priority, the Sicily Regional Branch of the Italian Red Cross (ItRC), and the allocation is to be considered as a start-up loan for a future Emergency Appeal which will cover the whole territory of Italy. The Emergency Appeal will be launched tentatively during the first week of May if it is still needed. If the arrivals of migrants expand to other Italian coasts, then the support will also be extended to those regions.

A. Situation analysis

Description of the emergency

In recent years, thousands of migrants have lost their lives in their attempt to seek a safe haven and a better future on the European side of the Mediterranean Basin. Since 1 January 2015 more than 24,065 migrants¹ have landed in Italy alone. Week after week, thousands of migrants were saved and brought to the southern ports of Italy in Lampedusa, Augusta, Trapani, Messina, Porto Empedocle, Agrigento (Sicily), Reggio Calabria (Calabria) and Taranto (Apulia). Only in one month over 11,395 migrants² have arrived in Sicily.

On the evening of 18 April, a boat carrying an estimated 800 migrants (UNHCR) capsized about 180 km south of the Italian island of Lampedusa. Only 28 survivors were pulled out of the water. The rest of the people on board are feared dead though only 24 bodies have been recovered and now already buried in Malta. This incident represents the largest



Italian RC volunteers ready to enter the vessel for initial medical screening Photo: Italian Red Cross

¹ Source: Italian Ministry of Interior at 21 April 2015

² Source: Italian Ministry of Interior at 21 April 2015

loss of lives of its kind on the Mediterranean Sea, occurring less than a week after a similar tragedy at sea on 13 April when 400 people had drowned off the shores of southern Italy.

In 2014, over 3,500 people attempting to cross the Mediterranean Sea either drowned or were reported missing. According to the IOM and the UNHCR, 1,600 people have died thus far in 2015 alone.

Table 1: Evolution of arrivals in Italy since January 2015³:

<i>Dates</i>	<i>No. of total arrivals to Italy</i>	<i>No. of arrivals to Sicily</i>
By 30.03.2015	10,165	8,259
By 21.04.2015	24,065	19,654

Summary of the current response

Overview of the Host National Society

In Sicily, Puglia, Calabria and Campania the Italian Red Cross intervened in at least 382 landings: the number of assisted migrants was 139,572 in 2014.

For many years now, the Italian Red Cross has been at the frontline of humanitarian response to the needs of migrants and refugees. Providing humanitarian, social and medical assistance to refugees, displaced and migrant populations is an institutional task of the Italian Red Cross.

The main actions taken by the Italian Red Cross in relation to the whole territory of Italy are the following:

- first aid, reception, advocacy, medical assistance, psychosocial support during the disembarkation;
- support to family reunification efforts and Restoring Family Links (RFL);
- monitoring compliance with humanitarian standards, fundamental human rights and human dignity.
- support social inclusion.

The Italian Red Cross's approach to migrants, both regular and irregular, is based on saving lives, providing services and integration of support activities.

The activities of the Italian Red Cross are focused on:

- border health surveillance in accordance with international laws in collaboration with the Ministry of Health;
- direct assistance at landing points, providing medical assistance, handling reception centres, and managing integration projects;
- information and orientation towards health and legal services;
- monitoring the reception conditions (Praesidium Project);
- advocacy action to enter European territory legally in order to seek asylum;
- Restoring Family Link (RFL) and psychosocial support;
- partnerships with the RCRC Movement components, international agencies, the Italian Government and various associations;
- supporting the social inclusion of the migrants.

Movement Coordination

Following an official request by the National Society, the IFRC Secretariat's Europe Zone Office assigned its Disaster Management Coordinator to work with the Italian Red Cross on assessing the emergency requirements and on formulating proposals for further actions. In the period between 22 and 24 April 2015, an Italian RC team from HQ together with the Disaster Management Coordinator of the IFRC Secretariat's Zone Europe Office accomplished a field mission in order to assess the humanitarian needs of migrants seeking asylum during the disembarkations and to prepare an emergency plan of action for the expected increasing number of migrants during the summer time.

In addition, the ICRC sent a Restoring Family Links (RFL) Advisor to Rome from its office in Paris in order to negotiate and tailor an appropriate Plan of Action with the Italian Red Cross's Head of RFL and other stakeholders involved. In this regard the ICRC and the IFRC work together with the Italian Red Cross in the Mediterranean region and focus on the Movement response to the needs of migrants in the field of Protection, Assistance and Humanitarian Diplomacy. The ICRC focuses on the field of protection and provision of technical support to the NS in the field of RFL/Forensic."

³ Figures are cumulative.

Coordination among the Movement partners is ensured through email communication, telephony and Skype.

Overview of non-RCRC actors in country

The reception system for migrants in Italy underwent a decisive step in the evolutionary direction stemming from the State – Region Conference held in July 2014 through which the Italian Government and the Regions adapted a new model of the reception of migrants.

The framework of the reception agreement reached on 10 July 2014 is based on the following points.

- Solidarity and widespread acceptance. The reception of migrants is distributed across the national territory starting from the first assistance phase.
- Beyond the concept of the CARA (Reception Centre for Asylum Seekers), substantial facilities are established away from the large cities. The concept of SPRAR (Asylum Seekers and Refugees Programme) supports the creation of units of reception near the surrounding urban territory close to services, with smaller numbers of people. The SPRAR project will provide training and will facilitate integration. The SPRAR reception model was enhanced from 3,000 to 20,000 available places.
- Unaccompanied minors are recognized subjects with special needs and vulnerabilities, and a specific path of protection and integration is rendered to them by highly specialized centres for children.
- The number of asylum committees in the field is being doubled, in order to reduce the waiting time.

Migrant reception is a joint effort which involves different state authorities and different humanitarian actors such as IOM, UNHCR and the organisation “Save the Children”.

Needs analysis, beneficiary selection, risk assessment and scenario planning

In accordance with its auxiliary role, the Italian Red Cross has continued its participation in the assistance operations at landings in the three regions of Puglia, Calabria and Sicily, principally providing health care and logistical support, ensuring the presence of medical personnel, the distribution of basic necessities and medical transport with ambulances for the migrants.

The main effort is supported by the local branches of the Red Cross with their materials and volunteers, coordinated at the national level.

According to official estimates, as many as 200,000 more migrants could arrive by the end of 2015. Arrivals of migrants usually spike in the spring and summer months because of the favourable weather in the Mediterranean but the situation is expected to worsen dramatically now because of the growing lawlessness and anarchy in Libya, from where most of the migrants depart. This situation will bring the Italian Red Cross to prepare for a further increase in the numbers of people needing asylum, taking into account the impact of migrant-hosting in the local communities.

Based on its previous experience supporting the *Mare Nostrum* operation with its own doctor and nurse, the Italian Red Cross is in discussion with the relevant Italian authorities to check the feasibility of participating in the search and rescue operations.

Selection of beneficiaries

The main intended beneficiaries of this DREF operation would be migrants/asylum seekers arriving in Sicily on the Italian Coast Guard vessels or by commercial vessels. On commercial vessels, asylum seekers need special care and attention by the Red Cross because the private vessels are not equipped for search and rescue operations.

In general terms, the Italian Red Cross will take care of all migrants/asylum seekers but during the disembarkation operations, targets will be prioritized according to the following criteria:

- Asylum seekers/migrants in need of urgent medical care;
- Children;
- Nursing mothers / Pregnant women.

Risk Assessment

The Italian Red Cross has been providing a first line response at landing points for primary care (focusing on first needs), which are taking care of the migrants when they disembark from the ships at the ports. The Italian Red Cross has immediately reacted to the increasing influx of migrants by activating hundreds of volunteers and organizing dedicated structures to receive, protect and look after the migrants.

The decision where and when the disembarkations will take place is made by the Minister of Interior. The Italian Red Cross has a contingency plan in place to move its staff and resources to the ports that are most in need.

During the assessment mission and in discussion with the volunteers and staff of the Italian Red Cross's Sicily Regional Branch, the following risks have been identified:

- Psychological stress of NS staff / volunteers;
- Unclear situation without a certain end date;
- Long term commitment is not easy for some volunteers for personal reasons;
- Heavy workload of NS staff / volunteers;
- Decreasing stocks and resources;
- Coincidence with other emergencies due to the fact the Sicily is prone to natural disasters;
- Stigma against the migrants/asylum seekers.

The identified risks will be duly taken care of when organizing the concrete assignments and deployments of the staff and volunteers of the Italian Red Cross by means of rotation, training and psycho-social support for the Red Cross teams.

B. Operational strategy and plan

Overall objective

The immediate needs of the people arriving in the harbours of Sicily are met through the provision of basic food and non-food items, medical and psychological social support as well RFL service for 7,000 migrants/asylum seekers.

Proposed strategy

The crisis that has been evolving since the beginning of January 2015 has challenged the existing mechanisms of the Italian Red Cross's Sicily Regional Branch in providing assistance during the disembarkation of the asylum seekers. While a lot more new arrivals are being forecast for the summer time, resources to ensure the basic needs of the asylum seekers are decreasing. Therefore the proposed action foresees the replenishment of the stock already used up by Italian Red Cross and increases the stock as a preparedness measure in case of a rapid scale-up of the operations in the face of a deteriorating humanitarian situation.

With its regional structure, including staff and volunteers organized in local branch level disaster response teams, the Italian Red Cross is present along the whole coastline across all the ports.

The current Plan of Action is based on the experience gained this year by the Italian Red Cross, and the Emergency Appeal is expected to be launched within a maximum period of one month as more information becomes available for possible new massive migrant arrivals and if the need for it is confirmed by the Italian Red Cross.

Under the current Plan of Action, the National Society focuses on the following immediate actions:

- **Food and water distribution in the ports of Sicily:**
 - 10,000 migrants / asylum seekers will receive a refreshment kit with a bottle of water and biscuits/crackers;
 - 5,000 units of oral rehydration salt drink will be procured and distributed to the migrants in need.

- **Distribution of non-food items**

The relief-focused operation aspect of the response will be providing to the migrants arriving in the ports the following kits:

- 1,500 children's kits: diapers, feeding bottles, pacifiers, cleaning tissues;
- 2,000 feminine kits: disposable panties, sanitary towels, cleaning tissue, hand wash gel;
- 10,000 relief kits: slippers, T-shirts.

- **Hygiene kits**

Every migrant arriving in the port will receive a hygiene kit with toilet paper, hand wash gel, soap, disposable towels.

10,000 hygiene kits will be procured via the DREF allocation.

For the DREF operation, 15 specialized first aid kits will be procured that will be used for medical assistance in the ports.

Each first aid kit will contain the following items:

First aid kit of medical assistance at landing	
disposable tongue depressor	100 pcs
gauze bandage	20 pcs
elastic bandage	5 pcs
instant ice pack	20 pcs
medicated plasters	10 box
plaster, strips	10 rolls
sterile gauze	100 sachets
non sterilize gauze	5 packs
cotton wool	2,000 gr
stethoscope	1 piece
disposable dressing kit , sterile	10 pcs
sanitizing gel 150ml	100 pcs
disposable gloves	1,500 pairs
Iodopovidone 125 ml	5 bottles
hydrogen peroxide 125 ml	5 bottles
thermometer	3 pcs
warming blankets	250 pcs
surgical strips	30 sachets
Sofargen	5 tubes
saline solution 500 ml	10 bottles

In addition, adequate psychosocial support will be provided to both migrants arriving by the vessels and also to the Italian Red Cross staff and volunteers in order to prevent or minimize distress and suffering.

Thus far, the Italian Red Cross volunteers are present in all the harbors, especially in Sicily, gathering and registering the evacuated/accommodated people and offering them the following RFL services:

- information about the RFL service and how to get access to printing flyers and any promotional items;
- assessment based on age and family reunification needs (before a family group may be displaced);
- disseminate Red Cross Red Crescent values and principles towards the authorities which are engaged in rescue procedures in the harbours;
- promote the tracing service, as a humanitarian value, that must be assured towards the migrants and the families who are still waiting for news, and the authorities in charge should be aware of this basic need;
- transport for the most vulnerable family members accommodated in different collective shelters.

Operational support services

Human resources

The operation is expected to involve over 500 Red Cross volunteers and staff in Sicily.

Depending on how the situation evolves, more teams could be sent in to support. This DREF allocation covers the travel and accommodation costs related to the staff and volunteers.

The IFRC Secretariat will provide support through its Europe Zone Office with a Disaster Management Unit and other specialized staff. The DREF allocation will cover the cost of one field officer supported by one cultural mediator acting also as a translator.

Logistics and supply chain

The procurement and logistics procedures are in accordance with the national legislation in the country, the Italian Red Cross regulations and also the procurement procedures of the IFRC. All the items procured refer to the Emergency Items Catalogue specifications and regulations.

Communications

The Italian Red Cross is receiving a very complex mass media coverage and network. All the actions done are widely reported on by the media and also on the social media portals of the National Society.

The Italian Red Cross Public Relations and Media Department is sharing news, photos and videos through their institutional websites.

The IFRC Secretariat's Europe Zone Communications Officer and the Italian Red Cross's Public Relations Department maintain a constant flow of information in close cooperation with the Geneva based IFRC Communications. Activities carried out by the Italian Red Cross are regularly published on the Italian Red Cross's institutional website and some information is now available also in the IFRC blog. Communications material published can be found on the IFRC's media site.

The IFRC Secretariat and the Italian Red Cross are aiming at the development of a harmonized communication strategy which will target key stakeholders including the media, National Societies, and prospective donors.

Planning, monitoring, evaluation, & reporting (PMER)

The monitoring will be undertaken by the Migration Office of the Italian Red Cross in conjunction with the Regional Branch of the Italian Red Cross and their partners. Field visits will be undertaken to verify the operations. The distribution of relief items is made exclusively by RC staff who will be reaching the final beneficiaries personally. The operation report will present data on the distribution.

Narrative and financial reports will be produced according to the IFRC's requirements.

Administration and Finance

The operation will be managed directly by the **Italian Red Cross Catania Provincial Branch** under the guidance of the regional headquarters and in accordance with the already existing internal financial management and administration systems of the Italian Red Cross that assures the accountability of the whole NS. This will be supported by the IFRC Secretariat in terms of transparency and fair administration.

A monitoring mission will take place from the IFRC Europe Zone office to support the National Society.

Provisions have been made for communication costs and visibility related to the operation as well as the financial charges and general expenses (please refer to the budget).

Contact Information

For further information specifically related to this operation please contact:

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DREF OPERATION

24/04/2015

MDRIT002 Italy population movement

Budget Group	DREF Grant Budget CHF
Shelter - Relief	
Shelter - Transitional	
Construction - Housing	
Construction - Facilities	
Construction - Materials	
Clothing & Textiles	77,700
Food	8,200
Seeds & Plants	
Water, Sanitation & Hygiene	104,725
Medical & First Aid	25,963
Teaching Materials	
Utensils & Tools	
Other Supplies & Services	6,885
Cash Disbursements	
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	223,473
Land & Buildings	
Vehicles	
Computer & Telecom Equipment	
Office/Household Furniture & Equipment	
Medical Equipment	
Other Machinery & Equipment	
Total LAND, VEHICLES AND EQUIPMENT	0
Storage, Warehousing	
Distribution & Monitoring	
Transport & Vehicle Costs	4,500
Logistics Services	
Total LOGISTICS, TRANSPORT AND STORAGE	4,500
International Staff	
National Staff	
National Society Staff	11,627
Volunteers	5,000
Total PERSONNEL	16,627
Consultants	
Professional Fees	
Total CONSULTANTS & PROFESSIONAL FEES	0
Workshops & Training	3,400
Total WORKSHOP & TRAINING	3,400
Travel	5,400
Information & Public Relations	10,950
Office Costs	
Communications	1,664
Financial Charges	
Other General Expenses	
Shared Office and Services Costs	
Total GENERAL EXPENDITURES	18,014
Partner National Societies	
Other Partners (NGOs, UN, other)	
Total TRANSFER TO PARTNERS	0
Programme and Supplementary Services Recovery	17,291
Total INDIRECT COSTS	17,291
TOTAL BUDGET	283,305