

## | OPERATIONAL HIGHLIGHTS |

- In Nepal, the resettlement programme for refugees from Bhutan has succeeded in finding new homes for 87,000 individuals since 2007.
- In 2013, UNHCR operations in Asia and the Pacific – particularly Malaysia, Nepal and Thailand – undertook successful resettlement programmes for some 32,000 refugees.
- Central Asian States made notable progress in the fight against statelessness. Kyrgyzstan granted citizenship to 14,000 holders of passports of the former Soviet Union, while Turkmenistan has allowed 4,000 individuals to become naturalized citizens since 2011. In Tajikistan, an inter-ministerial group is revising the country's citizenship law.
- Significant progress was made in the second year of implementation of the Solutions Strategy for Afghan Refugees to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries (SSAR). A joint resource mobilization strategy was endorsed by the Islamic Republics of Afghanistan, Iran and Pakistan, with national steering committees established in the three countries, and portfolios of projects developed with the guidance of the national steering committees.
- In response to Typhoon Haiyan, UNHCR co-led protection efforts with the Government of the Philippines in the inter-agency response. The Office delivered emergency relief items to more than half a million people, focusing on those with specific vulnerabilities.
- UNHCR continued to support displaced people in Myanmar's Rakhine and Kachin States and the south-eastern areas of the country. While the situation remained challenging in Rakhine State, in the south-east, progress in peace negotiations between the Government and ethnic minority groups improved prospects for the eventual return of refugees from Thailand.

# ASIA AND THE



# PACIFIC

## | Working environment |

In 2013, there were some 7.8 million people of concern to UNHCR in the region, including some 3.5 million refugees, making Asia and the Pacific home to one third of the total number of refugees worldwide. While only 20 out of the 45 countries and territories in the region have acceded to the 1951 Refugee Convention and its 1967 Protocol, Asia has hosted millions of refugees and other people of concern for decades. States in the region continued to demonstrate their commitment by ensuring access to asylum and protection for refugees, while working with UNHCR on sustainable solutions, particularly for protracted situations. The organization supported refugee status determination (RSD) in 13 of the region's 20 signatory countries and in all non-signatory States.

More than 70 per cent (or some 2.55 million) of the region's refugee population were Afghans. New administrations in the Islamic Republics of Iran and Pakistan reiterated their countries' generous traditions of providing protection and implemented progressive policies on Afghan refugees. They actively took part in implementing the SSAR, endorsed in 2012 by the international community.

One in four Afghans in Afghanistan is a returnee. The country still needs the backing of the international community to support returnees' reintegration, especially as it prepares for the withdrawal of the International Security Assistance Force in 2014, national presidential elections, and the potential challenges associated with these events.

Political developments in Myanmar raised hopes that comprehensive solutions could be found both for internally displaced people (IDPs) in the south-east and refugees in Thailand. However, the escalation of conflict

in Kachin State and inter-communal violence in Rakhine State led to new waves of internal displacement and outflows of refugees by sea, with repercussions for neighbouring countries and beyond.

Addressing the challenges of mixed movements, particularly at sea, is a global priority for UNHCR. Irregular protection and assistance across the region, compounded by livelihood needs and the lack of access to legal migration opportunities, contributed to onward movements throughout the region and beyond. Smuggling networks increased precarious conditions on established travel routes, leading to tragic maritime incidents and loss of life. Of the more than 38,000 people believed to have left the Bay of Bengal during 2013, some 600 died or went missing at sea. A sharp rise in movements prompted some States to take defensive measures, such as intercepting boats, implementing "push-back" or "help-on" policies, detaining asylum-seekers, enforcing restrictive legislation and narrowing protection space. Australia passed legislation designating Nauru and Papua New Guinea as "regional processing countries" and all asylum-seekers arriving by boat in Australia since July 2013 have become subject to transfer to these two countries.

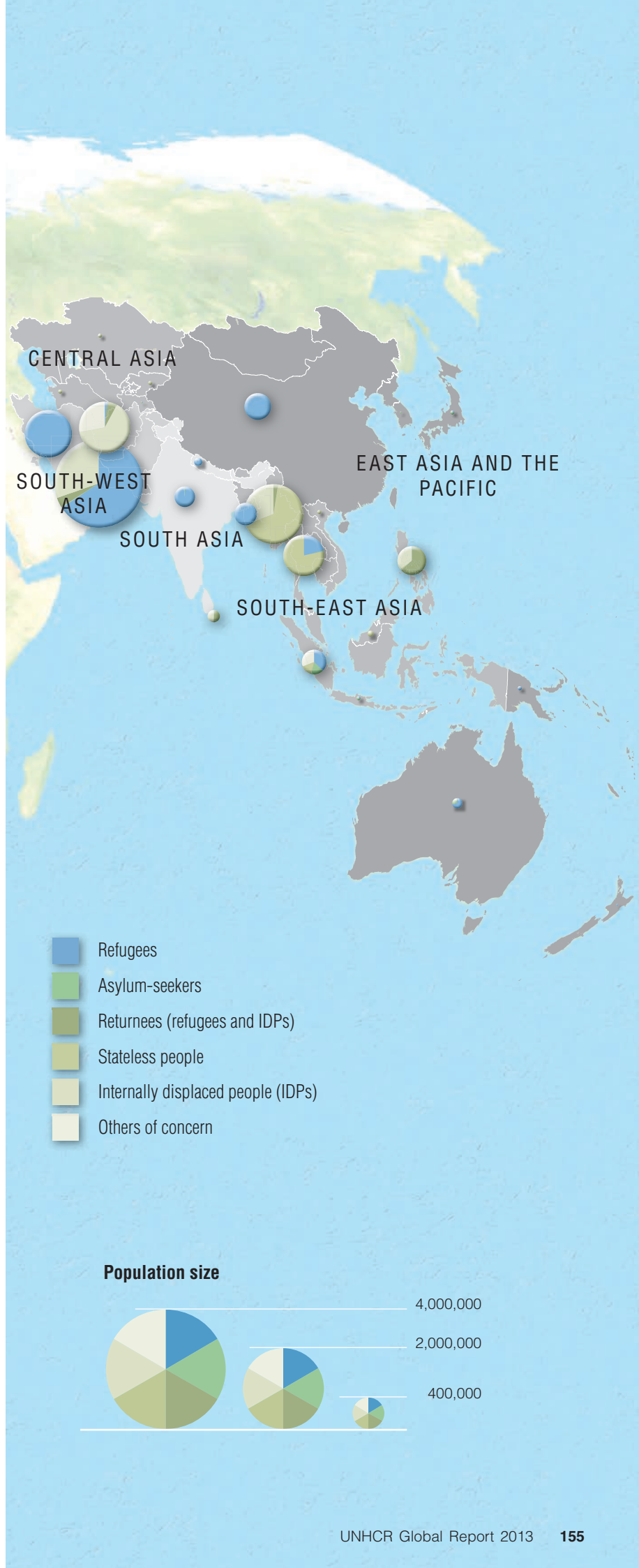
## | Working with others |

UNHCR reinforced its partnership with national and regional civil society networks in order to improve monitoring, access to unsafe areas, community outreach in urban contexts and livelihood development. It supported the capacity-building of local non-governmental organizations (NGOs) and government partners, as well as community-based organizations, particularly in countries with new legislation and policies, or where there was a dramatic increase in the numbers

of asylum-seekers or urban refugees. UNHCR held regular consultations with international and national NGOs.

In Afghanistan, the Office signed memoranda of understanding with the Government and other UN agencies, expanding the scope of projects focused on long-term reintegration and stabilizing populations in their areas of return by fostering community development. Similarly, the number of partners and stakeholders engaging in the SSAR portfolios of projects enabled broad consultations on potential contributions to achieving the goals set out therein.

During emergencies that caused internal displacement, UNHCR implemented the Transformative Agenda (TA), led or co-led the protection cluster in support of governments, and actively contributed to other clusters. This was the case in Myanmar following the 2012 displacement crisis in Rakhine State. UNHCR also played an active role in protection and delivery of relief items in the Philippines, which was the first level 3 emergency declared by the Inter-Agency Standing Committee after the adoption of the TA.



## | Achievements and impact |

### ○ *Safeguarding protection and asylum space, including in the context of mixed migration and in urban settings*

UNHCR's work to safeguard the protection and asylum space in Asia included advocating for the establishment of national eligibility procedures and conducting mandate RSD in those countries without them. Countries with established asylum systems were assisted to build the capacity and technical expertise of their officials in order to enhance the quality of their decision-making.

Efforts to address the root causes of irregular movements, improve protection standards and seek adequate solutions through multilateral cooperation mechanisms continued in 2013. UNHCR highlighted the role that countries of origin can play in addressing root causes and curbing departures, and promoted burden-sharing and collaboration among the various transit or destination countries, such as Australia, India, Indonesia, Malaysia and Thailand. In March 2013, under the auspices of the Bali Process Regional Support Office, the Government of Indonesia and UNHCR convened a regional roundtable on mixed movements by sea, at which stakeholders discussed key challenges and identified areas for cooperation. UNHCR also participated in the Special Conference on Irregular Movement of Persons convened by the Government of Indonesia in August 2013, and helped ensure that the concluding document, the Jakarta Declaration, included a protection-sensitive regional approach.

In Central Asia, the Almaty Process provided a framework for States to develop protection-sensitive border management and asylum systems. The second Ministerial Conference on Refugee Protection and International Migration, held in Kazakhstan in June 2013, helped to bolster regional dialogue and practical cooperation on these issues.

With the number of urban refugees and asylum-seekers rising fast, especially in Asia, UNHCR continued to give priority to preserving and improving the protection environment for this group. Efforts were tailored to the requirements of the diverse operational environments in the region. The organization also advocated for temporary protection arrangements and alternative stay arrangements, and continued to process refugees for resettlement in third countries.

### ○ *Finding solutions for protracted refugee situations*

The Afghan refugee situation, which has lasted for more than three decades, remains the biggest and most long-standing displacement crisis in the Asia-Pacific region. Even though some 5.8 million people have returned to Afghanistan since 2002, there were still some 2.55 registered Afghan refugees at the end of 2013. More than 2.4 million of them have been hosted in the two countries neighbouring Afghanistan: Pakistan (1.6 million) and the Islamic Republic of Iran (840,000). These figures do not account for an estimated 2 million undocumented Afghans in these two countries.

Under the SSAR, through broad national consultations with Governments and

humanitarian and development actors, the Islamic Republics of Afghanistan, Iran and Pakistan endorsed a joint resource mobilization strategy and developed one portfolio of projects each to address the needs of Afghan refugees, returnees, and host communities. Established with guidance from the respective national steering committees, the portfolios form the basis of advocacy efforts aimed at maintaining and further increasing international support for the strategy's outcomes.

Other groups of long-staying refugees in the region included refugees from Myanmar in Bangladesh, Thailand and Malaysia, and the remaining 30,000 camp-based refugees from Bhutan in Nepal. More than 87,000 refugees from Bhutan have restarted their lives in eight resettlement countries since 2007.

Encouraging political developments in Myanmar have led UNHCR to work closely with concerned governments and other partners to prepare for the eventual voluntary repatriation of Myanmarese refugees from Thailand. UNHCR reinforced its capacity in the south-east of Myanmar and improved cross-border coordination between its offices on both sides of the Thai-Myanmar border. Information campaigns for refugees in the camps in Thailand were undertaken to help individuals make informed decisions about their future.

UNHCR continued to help the Government of Bangladesh to address the needs of some 30,000 registered Rohingya refugees residing in two official camps. It also continued to advocate for the regularization of the status of the unregistered Rohingya population living in a refugee-like situation outside the camps.

### ○ *Ensuring protection and durable solutions for IDPs*

In 2013, UNHCR's efforts to protect and find durable solutions for IDPs centred on the situations in Afghanistan, Kyrgyzstan, Myanmar, Pakistan, the Philippines and Sri Lanka.

Typhoon Haiyan swept through central Philippines in November 2013, affecting 14 million people, 4 million of whom were displaced. Together with the Government, UNHCR co-led the protection cluster and delivered on protection for the affected population through monitoring, training and advocacy. UNHCR also provided emergency shelter and other relief items, focusing on those most vulnerable to protection risks.

In Myanmar, UNHCR participated in the inter-agency emergency response for up to 140,000 IDPs in Rakhine State, who had been affected by inter-communal violence. The organization supported a similar response for some 100,000 IDPs in Kachin State, and prepared for the possible return of up to 230,000 IDPs, as well as 128,000 refugees from Thailand to the south-east of Myanmar.

In Pakistan, UNHCR assisted some 93,000 displaced people in three camps, providing them with registration and basic relief, including on return. Another estimated 900,000 displaced people remained with host families, having been forced to flee their homes as a result of security operations in areas bordering Afghanistan.

In Afghanistan, UNHCR estimates that more than 600,000 people have been forcibly displaced by conflict, many of them more than once, owing to lack of protection or livelihood opportunities or because of food

insecurity and natural disasters. UNHCR welcomed the adoption in December by the Afghan Government of a National Policy on Internally Displaced Persons, a milestone in the search for durable solutions for IDPs in the country.

With the Government of Sri Lanka, the Office sought durable solutions for a group of people who remained displaced within communities, and advocated for the sustainable reintegration of those who had returned.

In Kyrgyzstan, UNHCR worked with the authorities and partner agencies to ensure the sustainable reintegration of those displaced by conflict in 2010. It strengthened its programmes, including in capacity building, protection monitoring and confidence building.

○ *Preventing and reducing statelessness and protecting stateless people*

At the end of 2013, an estimated 1.4 million people were without citizenship in Asia, the largest group being in Myanmar's Rakhine State. UNHCR continued to offer the authorities technical support, aiming for a non-discriminatory and inclusive application of the 1982 Myanmar Citizenship Law to all minority groups.

Countries in Central Asia hosting large populations of stateless people or people at risk of becoming stateless continued to make significant progress in addressing these issues.

UNHCR supported States in a variety of endeavours to reduce and prevent statelessness, including mapping, verification exercises and birth registration.

○ *Maintaining operations in high-risk areas and ensuring staff safety*

Insecurity and political instability in parts of Afghanistan hindered UNHCR's protection and relief operations. However, remote delivery and monitoring mechanisms with local partners allowed the organization to cover approximately 82 per cent of the country. Security remained a concern as Afghanistan prepared for important transitions in 2014, including the national elections and the planned withdrawal of the International Security Assistance Force. In this context, UNHCR reviewed its operations, restructuring its activities in Afghanistan to ensure efficient programme delivery and staff safety. In Pakistan, the Office worked with government counterparts and local partners to reach areas where access was insecure or restricted.

| **Constraints** |

Despite the region's tradition of hospitality towards refugees, a number of countries are not signatories to the 1951 Refugee Convention. Many consider refugees and asylum-seekers to be illegal migrants, or relied on resettlement as a solution. The sharp increase in mixed movements in the region placed a heavy burden on existing asylum systems and increased the backlog in asylum processing. Countries in which the number of asylum-seekers had significantly grown in 2013 included India, Indonesia, Malaysia, Sri Lanka and Thailand.

**FINANCIAL INFORMATION**

Disparities in conditions of asylum and access to services for asylum-seekers and refugees among different countries contributed to people moving in search of better protection and livelihood. Furthermore, as smuggling networks aggravated the situation, there were reports of migrants illegally detained by smugglers in some countries.

A number of governments adopted restrictive measures to curb the influx of mixed migratory flows. These deterrence policies constrained UNHCR's capacity to provide protection and assistance to people of concern. It advocated for alternatives to detention, international guidelines on disembarkation and rescue at sea, and the incorporation of protection safeguards into migration and border management. Of Asia's 3.5 million refugees, more than 63 per cent lived in urban settings. In many countries, urban refugees lived among

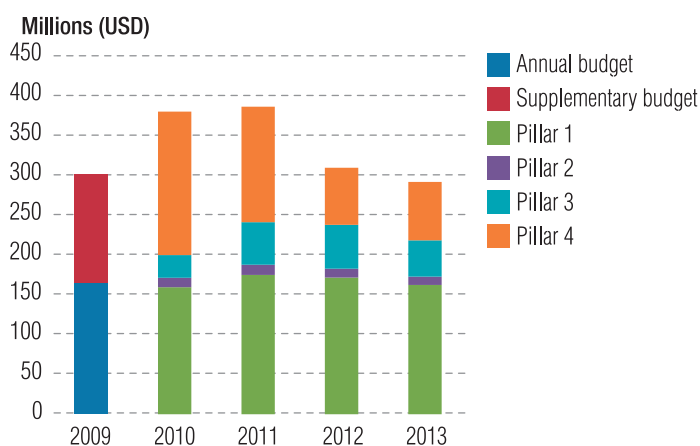
migrant populations or in very similar situations. In countries such as India or the Islamic Republic of Iran, refugees and asylum-seekers accessed social services similar to those enjoyed by their own citizens. UNHCR advocated for other States to replicate this practice. It also encouraged States to adopt alternative or temporary stay arrangements and worked with a network of civil society actors to extend its reach.

Afghanistan's transition process, including its security transition, presented humanitarian challenges. Difficulties in sustainable reintegration, scarce resources, limited infrastructure, and insufficient employment and livelihood opportunities discouraged further refugee returns. Shelter remained the most pressing need of refugee and IDP returnees, but addressing this remained complex, particularly in urban settings. ■

The initial budget of USD 526 million for Asia and the Pacific was increased to USD 595 million during the year, mainly due to additional requirements for the Myanmar situation, and the Philippines emergency. Final expenditure for 2013 stood at USD 292 million, reflecting a funding shortfall of USD 303 million.

The funding shortfall left many needs unmet throughout the region, including RSD, resettlement capacity and assistance for urban refugees, as well as reintegration programmes for returnees in Afghanistan, assistance for Afghan refugees in host countries and projects to benefit host communities.

**EXPENDITURE IN ASIA AND THE PACIFIC | 2009-2013**





## BUDGET AND EXPENDITURE IN ASIA AND THE PACIFIC | USD

Operation		Pillar 1 Refugee programme	Pillar 2 Stateless programme	Pillar 3 Reintegration projects	Pillar 4 IDP projects	Total
<b>SOUTH-WEST ASIA</b>						
Afghanistan	Budget	38,231,787	0	65,790,765	27,352,674	131,375,226
	Expenditure	18,327,593	0	30,541,908	15,056,315	63,925,816
Islamic Republic of Iran	Budget	59,588,289	0	0	0	59,588,289
	Expenditure	38,437,155	0	0	0	38,437,155
Pakistan	Budget	59,970,189	1,489,108	59,679,718	40,215,307	161,354,322
	Expenditure	30,487,843	78,690	13,698,496	16,044,794	60,309,822
<b>Subtotal</b>	<b>Budget</b>	<b>157,790,265</b>	<b>1,489,108</b>	<b>125,470,483</b>	<b>67,567,981</b>	<b>352,317,837</b>
	<b>Expenditure</b>	<b>87,252,591</b>	<b>78,690</b>	<b>44,240,403</b>	<b>31,101,109</b>	<b>162,672,793</b>
<b>CENTRAL ASIA</b>						
Kazakhstan Regional Office	Budget	5,261,283	1,861,891	0	499,339	7,622,513
	Expenditure	3,010,220	1,166,922	0	332,661	4,509,803
Kyrgyzstan	Budget	3,135,829	815,368	0	3,546,100	7,497,298
	Expenditure	1,590,899	370,460	0	995,999	2,957,358
Tajikistan	Budget	1,813,679	129,169	0	0	1,942,848
	Expenditure	1,180,036	91,165	0	0	1,271,201
Turkmenistan	Budget	487,572	554,017	0	0	1,041,589
	Expenditure	349,477	413,308	0	0	762,785
<b>Subtotal</b>	<b>Budget</b>	<b>10,698,363</b>	<b>3,360,446</b>	<b>0</b>	<b>4,045,439</b>	<b>18,104,248</b>
	<b>Expenditure</b>	<b>6,130,631</b>	<b>2,041,855</b>	<b>0</b>	<b>1,328,660</b>	<b>9,501,147</b>
<b>SOUTH ASIA</b>						
India	Budget	12,928,289	78,823	0	0	13,007,112
	Expenditure	6,304,520	74,324	0	0	6,378,845
Nepal	Budget	9,917,355	1,403,756	4,258,080	0	15,579,191
	Expenditure	6,851,320	627,987	1,216,568	0	8,695,875
Sri Lanka	Budget	7,689,640	113,392	0	2,450,570	10,253,602
	Expenditure	5,491,418	75,556	0	950,553	6,517,527
<b>Subtotal</b>	<b>Budget</b>	<b>30,535,285</b>	<b>1,595,971</b>	<b>4,258,080</b>	<b>2,450,570</b>	<b>38,839,905</b>
	<b>Expenditure</b>	<b>18,647,258</b>	<b>777,867</b>	<b>1,216,568</b>	<b>950,553</b>	<b>21,592,247</b>
<b>SOUTH-EAST ASIA</b>						
Bangladesh	Budget	13,353,311	94,490	0	0	13,447,801
	Expenditure	8,269,600	81,141	0	0	8,350,741
Indonesia	Budget	7,816,642	190,694	0	0	8,007,336
	Expenditure	4,407,422	138,961	0	0	4,546,383
Malaysia	Budget	17,010,811	563,362	0	0	17,574,173
	Expenditure	9,535,114	31,741	0	0	9,566,855
Myanmar	Budget	13,203,885	12,064,783	0	43,212,902	68,481,570
	Expenditure	0	5,073,772	0	24,218,950	29,292,722

<i>Operation</i>		Pillar 1 Refugee programme	Pillar 2 Stateless programme	Pillar 3 Reintegration projects	Pillar 4 IDP projects	Total
Philippines	Budget	808,620	1,513,369	0	24,058,649	26,380,638
	Expenditure	733,755	949,800	0	15,653,957	17,337,512
Thailand	Budget	27,390,846	653,675	0	0	28,044,521
	Expenditure	13,238,102	361,526	0	0	13,599,628
Thailand Regional Office <sup>1</sup>	Budget	7,257,368	216,856	0	0	7,474,224
	Expenditure	3,216,458	216,856	0	0	3,433,313
Viet Nam	Budget	90,500	551,492	0	0	641,992
	Expenditure	0	551,493	0	0	551,493
<b>Subtotal</b>	<b>Budget</b>	<b>86,931,983</b>	<b>15,848,721</b>	<b>0</b>	<b>67,271,552</b>	<b>170,052,256</b>
	<b>Expenditure</b>	<b>39,400,451</b>	<b>7,405,290</b>	<b>0</b>	<b>39,872,907</b>	<b>86,678,648</b>
<b>EAST ASIA AND THE PACIFIC</b>						
Australia Regional Office <sup>2</sup>	Budget	2,859,685	0	0	0	2,859,685
	Expenditure	2,102,593	0	0	0	2,102,593
China Regional Office <sup>3</sup>	Budget	4,194,341	172,488	0	0	4,366,829
	Expenditure	3,660,063	172,488	0	0	3,832,551
Japan	Budget	4,430,557	48,176	0	0	4,478,733
	Expenditure	3,614,999	34,907	0	0	3,649,907
Republic of Korea	Budget	2,352,804	187,348	0	0	2,540,151
	Expenditure	1,317,945	102,872	0	0	1,420,817
Regional activities	Budget	1,100,001	0	0	0	1,100,001
	Expenditure	146,744	0	0	0	146,744
<b>Subtotal</b>	<b>Budget</b>	<b>14,937,388</b>	<b>408,012</b>	<b>0</b>	<b>0</b>	<b>15,345,400</b>
	<b>Expenditure</b>	<b>10,842,344</b>	<b>310,267</b>	<b>0</b>	<b>0</b>	<b>11,152,611</b>
<b>Total Asia and the Pacific</b>	<b>Budget</b>	<b>300,893,284</b>	<b>22,702,258</b>	<b>129,728,563</b>	<b>141,335,541</b>	<b>594,659,646</b>
	<b>Expenditure</b>	<b>162,273,276</b>	<b>10,613,969</b>	<b>45,456,971</b>	<b>73,253,229</b>	<b>291,597,445</b>

<sup>1</sup> Includes activities in Cambodia

<sup>2</sup> Includes activities in New Zealand, the Pacific Island Countries and Papua New Guinea

<sup>3</sup> Provides support to Mongolia

## VOLUNTARY CONTRIBUTIONS TO ASIA AND THE PACIFIC | USD

<i>Donor</i>	Pillar 1 Refugee programme	Pillar 2 Stateless programme	Pillar 3 Reintegration projects	Pillar 4 IDP projects	All pillars	Total
Australia	6,143,789		4,244,852	2,802,145		13,190,786
Brazil				150,000		150,000
Canada				194,742	6,716,239	6,910,981
Central Emergency Response Fund	3,301,774			9,991,526		13,293,300
China					125,014	125,014
Czech Republic	106,952					106,952
Denmark	1,700,427		8,233,966	917,684		10,852,078
European Union	9,457,579		4,090,897	9,279,930	3,252,477	26,080,883
Finland					2,554,278	2,554,278
France	388,098					388,098
Germany	5,526,852		3,192,848	6,479,577		15,199,277
Italy	67,935					67,935
Japan	15,037,000	1,993,908	8,140,325	7,848,030	5,544,554	38,563,817
Kazakhstan					184,999	184,999
Kyrgyzstan					67,014	67,014
Luxembourg	259,740					259,740
Netherlands					2,500,000	2,500,000
Norway	566,875			975,638	3,439,381	4,981,893
Private donors in Australia				603,884		603,884
Private donors in Canada				69,915	52,798	122,714
Private donors in China (Hong Kong SAR)				154,310	25,073	179,384
Private donors in France				34,258		34,258
Private donors in Germany				675,705	264,901	940,606
Private donors in Greece				14,341		14,341
Private donors in Italy			65,991	156,799		222,790
Private donors in Japan	196,406			249,996		446,402
Private donors in Kuwait				47,383		47,383
Private donors in the Netherlands	650,784			696,576	11,043	1,358,403
Private donors in Philippines				5,252		5,252
Private donors in Qatar				2,000,000	1,143,732	3,143,732

<i>Donor</i>	Pillar 1 Refugee programme	Pillar 2 Stateless programme	Pillar 3 Reintegration projects	Pillar 4 IDP projects	All pillars	Total
Private donors in Spain				304,635		304,635
Private donors in Sweden				1,105,619		1,105,619
Private donors in Switzerland	9,000			100,604		109,604
Private donors in Thailand	3,601,103			13,764	659,578	4,274,445
Private donors in the Republic of Korea	6,824			47,935	71	54,830
Private donors in the United Kingdom				138,943	992	139,935
Private donors in the United States of America			186,624	1,146,791	340	1,333,755
Republic of Korea				445,377		445,377
Russian Federation					150,000	150,000
Saudi Arabia	200,019			1,883,735		2,083,754
Spain				51,102		51,102
Sweden			1,008,207	483,885	1,342,883	2,834,975
Switzerland	188,985	158,730		1,254,785	323,974	1,926,474
Turkmenistan					81,792	81,792
United Kingdom				2,032,942	806,331	2,839,273
United Nations Development Programme			374,500			374,500
United Nations Office for Project Services				11,948		11,948
United Nations Peacebuilding Fund		164,128				164,128
United Nations Population Fund	50,066					50,066
United Nations Programme on HIV and AIDS	335,375			40,000		375,375
United States of America	1,613,087			6,400,000	90,300,000	98,313,087
Viet Nam					180,000	180,000
United Nations Children's Fund	173,382	82,738				256,120
United Nations Delivering as One Funds		118,800				118,800
<b>Total</b>	<b>49,582,052</b>	<b>2,518,304</b>	<b>29,538,210</b>	<b>58,809,756</b>	<b>119,727,466</b>	<b>260,175,788</b>