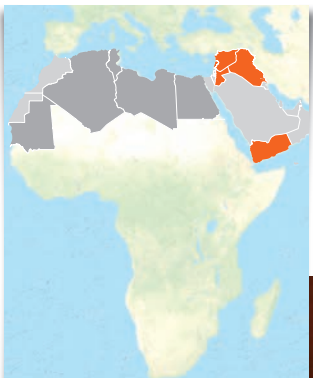


MIDDLE EAST



UNHCR

2012 GLOBAL REPORT

Bahrain

Iraq

Israel

Jordan

Kuwait

Lebanon

Oman

Qatar

Saudi Arabia

Syrian Arab Republic

United Arab Emirates

Yemen

UNHCR / S. MALKAWI

A Syrian refugee family registering
in northern Lebanon



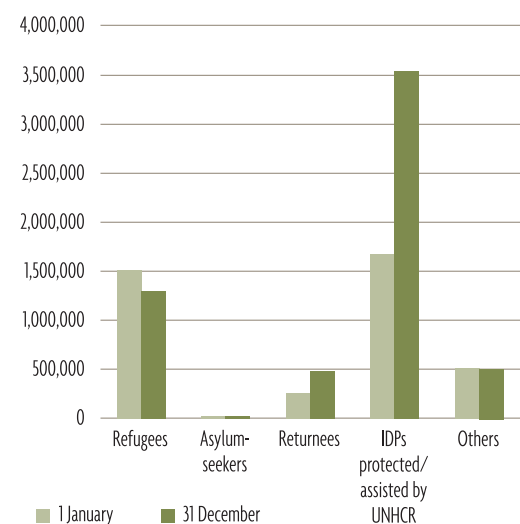
Overview



Highlights

- The unrest in the Syrian Arab Republic (Syria) generated new waves of displacement into neighbouring countries, all of which were generous in allowing refugees access to their territory and permission to avail themselves of basic services.
- UNHCR worked with host Governments to register and assist more than 575,000 Syrian refugees who fled the country and also provided humanitarian assistance for some 700,000 internally displaced people (IDPs) within Syria.
- At the end of 2012, Yemen was host to more than 237,000 refugees, most of them new arrivals from the Horn of Africa. The numbers of internally displaced in the country peaked at more than 385,000 during 2012, but some 98,000 people had returned to their areas of origin in Abyan Governorate by the end of the year.
- More than 82,000 Iraqi refugees returned home, leaving some 124,000 in host countries in the region. Almost 220,000 Iraqi IDPs were reported to have returned to their areas of origin.
- UNHCR strengthened its relationships with partners in the Gulf countries, increasing the latter's participation in the Office's activities and confirming their support for the Educate a Child initiative, which allowed some 176,000 refugee children in 12 countries to go to school.

People of concern to UNHCR in 2012
The Middle East



Working environment

Since the onset of the Arab Spring, UNHCR has been challenged by multiple crises in the Middle East. The dramatic developments in many parts of the region have resulted in great loss of life, massive refugee outflows and internal displacement, increasing the complexity of protection issues. The conflict in Syria created unprecedented challenges for UNHCR and its partners. The number of Syrian refugees in neighbouring countries reached half a million in 2012, while some 2 million Syrians were internally displaced (see below for further details on UNHCR's leadership and partnership work in the overall international response to the Syria situation).

Yemen maintained its generous attitude towards the refugees it hosts – over 237,000 people, mainly Somalis – as well as an open-door policy towards those moving from the Horn of Africa. The number of new arrivals from Ethiopia and Somalia in the country in 2012 stood at some 107,000, more than the 103,000 recorded in 2011.

Though many Iraqi refugees had not planned to return to Iraq in 2012, the deterioration in security in the region, particularly in Syria, caused many of them to return home.

None of the member States of the Gulf Cooperation Council has signed the refugee or statelessness conventions; as a result, UNHCR retains prime responsibility for assuring the provision of protection in the countries concerned.

Israel, a signatory of the 1951 Refugee Convention, saw a reduction in the number of new arrivals, most likely due to stricter security measures and legislation restricting the asylum space. Despite reduced numbers, the flow of new arrivals coming in via the Sinai demonstrated that the Government needs to increase its capacity to manage mixed-migration flows and implement protection-sensitive legislative and administrative frameworks.

Achievements and impact

- Despite the volatile security environment in Iraq, more than 82,000 refugees returned to the country last year. Some 57,000 returned from Syria. UNHCR supported the integration of more than 100,000 refugee and IDP returnees in Iraq and provided some 1,600 people with voluntary return packages.
- In Yemen, UNHCR advocated for the Government and the international community to ensure that the return of almost 100,000 IDPs in Abyan Governorate was sustainable.
- Resettlement remained an important protection tool throughout the region. UNHCR submitted more than 9,700 Iraqi refugees for resettlement in 2012 and began to explore resettlement opportunities for refugees in Yemen who lack alternative solutions.
- Despite the insecure conditions in Syria, UNHCR succeeded in delivering assistance and relief items to over half a million people.

More than 15,000 families were supported through the cash-assistance programme (see chapter on *Providing for Essential Needs*) and provided shelter assistance to some 20,000 families. UNHCR and the Syrian Arab Red Crescent complemented this response with health, education and community services.

- The inter-agency Regional Response Plan for Syrian Refugees provided a strategic framework to address the immediate protection and humanitarian needs of displaced Syrians in Jordan, Lebanon, Iraq and Turkey.
- Gulf countries became increasingly important partners for UNHCR in 2012, and their contributions throughout the year helped to improve the lives of thousands of refugees and IDPs throughout the world.
- The Government of the United Arab Emirates agreed to UNHCR's request to allow a group of 45 Sri Lankan nationals to disembark in Dubai after the group was rescued at sea. UNHCR undertook the eligibility process and started working on solutions on a case-by-case basis.

Constraints

The absence of national legal systems relating to the protection of refugees remained a challenge. UNHCR continued to advocate for greater protection for all persons of concern, including through improvements in access to asylum and the quality of refugee status determination (RSD) procedures, as well as expanded opportunities for durable solutions.

Operations

Operations in Iraq, the Syrian Arab Republic, Jordan, Lebanon and Yemen are covered in separate chapters, however a summary of key aspects of UNHCR's contribution to the international response to the Syria situation is provided below.

Through its office in Riyadh, which also covers **Bahrain, Oman, Qatar, Abu Dhabi and Kuwait**, UNHCR strengthened its partnerships and raised awareness about protection and solutions needs. It also helped to build the capacity of its partners, with a particular focus on addressing statelessness and external relations.

In the spirit of UN Security Council Resolution 1325, UNHCR organized a regional conference on the empowerment of women and peace and security in **Kuwait**. This initiative fostered a constructive partnership with the University of Kuwait. UNHCR delivered lectures on international human rights and refugee law and provided the faculty library with materials on the work of the Office.

In **Israel**, UNHCR's efforts were focused on the promotion of access to RSD procedures and improvements in the living conditions for nearly 64,000 persons of concern in the country.

SYRIA SITUATION

2012 marked a turning point in the crisis in the Syrian Arab Republic (Syria) and its effects on the civilian population, as the initially localized violence gave way to widespread armed conflict. By the summer, insecurity and wider effects of the crisis on the country's economy and infrastructure were affecting millions of Syrians, including hundreds of thousands of people - mostly women and children - forced to flee across borders to Turkey, Jordan, Lebanon, Iraq and beyond.

Inside Syria, by the end of the year, estimates of the numbers of people affected by the deterioration in security and public services had grown to 4 million, including 2 million IDPs. Volatile security conditions in parts of the country hampered access to some affected populations. Moreover, the ever-receding prospect of a political resolution to the conflict, compounded by failed international efforts to find a common position, offered no hope of any short-term alleviation of Syrians' suffering. As a result, a growing number of Syrians were displaced more than once in an attempt to find safety, assistance or working services.

Despite the worsening security conditions, UNHCR managed to maintain a significant presence inside the country to develop and deliver a multi-sector response, involving the distribution of financial assistance and non-food items (NFIs) as well as community services, shelter, water and sanitation, which benefited 700,000 displaced Syrians.

Borders with Iraq, Jordan, Lebanon and Turkey remained open, for the most part, throughout the year, giving over 575,000 Syrian refugees access to safety, without the fear of being returned to their country of origin against their will. UNHCR's close cooperation with the Governments of countries neighbouring Syria also encouraged their active engagement in the humanitarian response, and the initiation of collaborative planning.

Given the surges in refugee arrivals, UNHCR prioritized the registration of Syrians to ensure better planning and delivery of protection, assistance and services, significantly strengthening its capacity and extending its presence to reach areas known to be hosting refugees. The Office registered close to 300,000 individuals in Iraq, Jordan and Lebanon in the course of 2012, and by the end of the year the Government of Turkey had also registered some 150,000 Syrian refugees in camps along its border with Syria. Another 100,000 Syrians were also identified as in need of protection and assistance and were awaiting full registration with UNHCR.

Building in some cases on existing country programmes for refugees, UNHCR was able to rapidly scale up some of its assistance and services to benefit Syrians, and to cover the basic needs of vulnerable refugees as well as new arrivals, with over 280,000 refugees receiving NFIs. UNHCR promptly addressed the

need to establish camps to alleviate the burden of the influx on local communities, thus helping maintain the protection environment afforded by host Governments and providing shelter for some 115,000 refugees in Iraq and Jordan.

Details of the different operations which make up the **Syria Situation – Iraq, Jordan, Lebanon, the Syrian Arab Republic and Turkey** - are described in the respective country operation chapters.

International humanitarian response

In view of the scope of the Syria crisis, UNHCR appointed a Regional Refugee Coordinator (RRC) to provide strategic leadership to the regional response in Iraq, Jordan, Lebanon and Turkey. The RRC worked closely with the Regional Humanitarian Coordinator with a view to ensuring a common strategic approach to the rapidly evolving humanitarian situation inside Syria and in refugee-hosting countries. In the latter, response efforts were led by the UNHCR country representatives working in close collaboration with the host Government and humanitarian partners, including through technical working groups set up to ensure coordinated action in the areas of protection, education, health, food assistance, WASH, NFI distribution (and cash assistance), shelter and site coordination. As a result of this strengthened coordination, UNHCR and its partners were able to outline their evolving response and priorities through the Syria Regional Response Plan (RRP) and the regional contingency planning process.

The critical role played by host countries

In neighbouring countries, Turkey - which had initially taken on sole responsibility for the Syrian refugee influx - rapidly saw the numbers of new arrivals rise at such a rate that its Government decided to seek international support through participation in the RRP.

At the same time, refugee numbers in Lebanon and Jordan grew exponentially from a few thousand in early 2012 to well over 300,000 (registered and awaiting registration) in the space of nine months. Lebanon allowed Syrians to settle throughout its territory, leading to refugees being hosted among host communities in over 900 localities. Meanwhile the Government of Jordan decided in June 2012 to direct new arrivals from Syria to camps in order to minimize the impact of the influx on its own host communities, thus requiring the rapid preparation of a suitable site to accommodate daily arrivals. In Jordan and in Lebanon in particular, by the end of the year, the capacity of local communities to absorb new refugee arrivals was already showing signs of being over-stretched. While peaceful cohabitation prevailed throughout the year, there were already concerns over how far this could be maintained in the face of such a large influx.

Iraq too, began receiving significant numbers of Syrians fleeing chiefly to the Kurdistan region, with a smaller number crossing into the more unstable governorate of Anbar. By the end of the year, Iraq was hosting over 63,000 Syrians, roughly equally divided between camps and urban areas.

Security was also a concern in some places, particularly in Iraq where access to Syrian refugees in Anbar Governorate was restricted due to unrest. In the latter part of the year, this resulted in the intermittent closure of the border crossing of Al-Qaim to Syrians (except in case of emergency).

Beyond the immediate vicinity of Syria, refugees also started arriving in North Africa, in particular in Egypt, bringing the total number of Syrian refugees in the wider region to over 575,000 by the end of 2012.

Generating intense international political and media interest, the humanitarian crisis unfolding inside and around Syria comes at a critical time for Iraq, Jordan and Lebanon, each confronted with its own set of domestic political, social and economic challenges.

Achievements and impact

Maintenance of protection space

None of the refugee-hosting countries has a national legal framework governing the protection of refugees that is applicable to Syrian arrivals. Nonetheless, and in spite of the dramatic growth in the number of refugees crossing into their respective territory, all four countries by and large maintained their borders open. With a solid presence in the region, including Syria, predating the crisis, UNHCR was able to use its long-standing relations with the concerned Governments to advocate and cooperate in a timely manner to ensure a rapid response to the most immediate needs of affected populations inside Syria and to help maintain the protection space granted to refugees crossing into neighbouring countries. In spite of the scale and widely

scattered nature of the Syrian refugee influx, UNHCR was able to deliver life-saving assistance while scaling up its operational response in all four refugee-hosting countries.

Registration

Border monitoring confirmed the continuous arrival of Syrians through official and unofficial border crossings. UNHCR focused its efforts on strengthening its registration capacity by increasing the number of registration teams on the ground and through the identification and installation of new registration sites in areas accessible to Syrians in need of assistance. While registration required significant time and human resources, it played an essential role in informing the arrival trends, as well as the protection and assistance needs of Syrian refugees which UNHCR and its partners had to address.

Delivery of assistance through partnership and remote management

Inside Syria, UNHCR developed new mechanisms and strategies in order to face growing challenges to the delivery of assistance, including strengthening coordination with other UN entities involved in the IDP response as well as with the Syrian Arab Red Crescent (SARC), still a key entity able to operate in the country. UNHCR also increased its strategic partnerships to better ensure delivery of assistance across Syria, and scaled up its own presence on the ground through the recruitment of additional national staff deployed in rural Damascus, Homs, Aleppo and Hassakeh.

In Syria, restrictions in reaching out to areas which were the theatre of military operations increasingly disrupted the provision of emergency assistance to civilians caught up in the violence. Through a continuity plan to modify operational procedures and adjust to changing circumstances, UNHCR has established a back office in Jordan to support its programme remotely, in case of further deterioration of the situation.

| Financial information |

In 2012, financial requirements for the Middle East subregion amounted to nearly USD 695 million, representing a 37 per cent increase from the previous year, with several supplementary budgets created to respond to new emergency needs, notably for the Syria Situation and in Yemen. Total expenditure for the subregion amounted to USD 430 million.

For the Syria Situation, including existing operations in the Syrian Arab Republic, Lebanon, Jordan and Iraq in 2012, the

total budgetary needs amounted to USD 232 million. With the addition of the needs for Syrian refugees in Turkey, the overall financial requirements presented by UNHCR under the Syria Regional Response Plan (for refugees) and the Syria Humanitarian Assistance Response Plan (for people of concern displaced inside Syria) in 2012 were USD 287.5 million.

Budget and expenditure in the Middle East | USD

Operation		PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	PILLAR 3 Reintegration projects	PILLAR 4 IDP projects	Total
Iraq	Budget	70,958,240	1,102,037	29,914,264	129,524,171	231,498,712
	Expenditure	33,307,784	260,503	22,865,697	66,913,762	123,347,746
Israel	Budget	3,129,545	0	0	0	3,129,545
	Expenditure	2,272,179	0	0	0	2,272,179
Jordan	Budget	151,026,559	0	0	0	151,026,559
	Expenditure	85,759,102	0	0	0	85,759,102
Lebanon	Budget	48,901,046	404,012	0	0	49,305,058
	Expenditure	44,644,664	400,804	0	0	45,045,468
Saudi Arabia	Budget	4,127,958	182,800	0	0	4,310,758
	Expenditure	3,200,090	110,579	0	0	3,310,669
Syrian Arab Republic	Budget	114,057,980	495,299	0	41,759,300	156,312,579
	Expenditure	89,186,524	200,356	0	33,989,305	123,376,185
United Arab Emirates	Budget	3,634,944	126,418	0	0	3,761,362
	Expenditure	2,061,720	92,573	0	0	2,154,293
Yemen	Budget	34,512,572	0	0	38,155,977	72,668,549
	Expenditure	26,029,967	0	0	18,465,858	44,495,825
Regional activities	Budget	21,917,253	880,000	0	0	22,797,253
	Expenditure	281,779	3,226	0	0	285,005
Total budget		452,266,097	3,190,566	29,914,264	209,439,448	694,810,375
Total expenditure		286,743,809	1,068,041	22,865,697	119,368,925	430,046,472

Voluntary contributions to the Middle East | USD

Earmarking / Donor	PILLAR 1 Refugee programme	PILLAR 4 IDP projects	All pillars	Total
MIDDLE EAST SUBREGION				
Australia	2,081,165		5,170,982	7,252,147
Australia for UNHCR			127,289	127,289
Austria	841,969		167,560	1,009,529
Botswana	100,000			100,000
Brazil	176,679			176,679
Bulgaria	132,792			132,792
Canada			9,512,518	9,512,518
Croatia			67,024	67,024
Czech Republic	158,378			158,378
Denmark	2,190,027		2,613,240	4,803,267
<i>Deutsche Stiftung für UNO-Flüchtlingshilfe</i>			1,010,096	1,010,096
<i>España con ACNUR</i>	6,385		9,056	15,441
Eurocash			5,101	5,101
Finland	397,351			397,351
Hungary			52,980	52,980
Iceland			51,000	51,000
Ireland			268,097	268,097
Japan			1,260,875	1,260,875
Japan Association for UNHCR			88,637	88,637
Kuwait	1,000,000			1,000,000
Lithuania	17,986			17,986
Luxembourg	466,667		466,667	933,333
Netherlands	19,999,999			19,999,999
Norway	2,475,248			2,475,248
Private donors in Canada	1,693		44,862	46,555
Private donors in China (Hong Kong SAR)	1,894		92,385	94,279
Private donors in Greece			50,798	50,798
Private donors in Italy	106,400		31,703	138,103
Private donors in Portugal			2,649	2,649
Private donors in Saudi Arabia	6,339			6,339
Private donors in the Czech Republic	104			104
Private donors in the United Kingdom	10,334		433	10,767
Private donors in the United States of America			40,000	40,000
Slovak Republic			31,056	31,056
Sweden	2,077,562		9,895,388	11,972,950
Switzerland	518,672			518,672
Ukraine	125,000			125,000
United Kingdom			7,824,841	7,824,841
United States of America	11,677,000		154,450,000	166,127,000
USA for UNHCR			124,000	124,000
World Assembly of Muslim Youth	53,333		133,333	186,667
Middle East subtotal	44,622,978	0	193,592,570	238,215,548
IRAQ				
Australia		2,148,228		2,148,228
Canada			1,504,514	1,504,514
Central Emergency Response Fund	715,922			715,922
Charities Aid Foundation			124	124
Czech Republic	154,480			154,480

Earmarking / Donor	PILLAR 1 Refugee programme	PILLAR 4 IDP projects	All pillars	Total
Denmark		1,983,172		1,983,172
European Union	4,076,559			4,076,559
Italy	186,335	632,480		818,816
Switzerland	215,983			215,983
United Kingdom	1,123,596			1,123,596
United States of America	3,000,000			3,000,000
USA for UNHCR			7,339	7,339
Iraq subtotal	9,472,874	4,763,880	1,511,977	15,748,731
ISRAEL				
Center for International Migration and Integration	47,598			47,598
Israel subtotal	47,598	0	0	47,598
JORDAN				
Australia	1,255,359			1,255,359
Brazil	120,000			120,000
Central Emergency Response Fund	747,299			747,299
Denmark	1,312,749			1,312,749
Estonia	64,350			64,350
European Union	5,254,503			5,254,503
Fast Retailing Co., Ltd. (UNIQLO)	260,267			260,267
France	573,781			573,781
Germany	8,452,374			8,452,374
Hungary	25,740			25,740
IKEA Foundation	325,920			325,920
Ireland	1,187,411			1,187,411
Japan	1,950,000			1,950,000
Morocco	250,000			250,000
Netherlands	1,500,000			1,500,000
New Zealand	188,964			188,964
Poland	154,332			154,332
Republic of Korea	400,000			400,000
Saudi Arabia	8,501,470			8,501,470
Spain	376,412			376,412
Switzerland	1,908,863			1,908,863
United Kingdom	5,226,395			5,226,395
United States of America	12,500,000			12,500,000
Jordan subtotal	52,536,188	0	0	52,536,188
LEBANON				
Arab Gulf Programme for United Nations Development Organizations	149,833			149,833
Brazil	120,000			120,000
Central Emergency Response Fund	450,042			450,042
European Union	6,640,587			6,640,587
France	472,820			472,820
Germany	6,449,400			6,449,400
Italy	647,668			647,668
Japan	2,450,000			2,450,000
Monaco	38,961			38,961
Republic of Korea	200,000			200,000
Said Foundation	355,864			355,864
Sweden	54,494			54,494
Switzerland	431,965		12,409	444,374

Earmarking / Donor	PILLAR 1 Refugee programme	PILLAR 4 IDP projects	All pillars	Total
United Kingdom	1,605,136			1,605,136
United States of America	5,000,000			5,000,000
Lebanon subtotal	25,066,772	0	12,409	25,079,180
SAUDI ARABIA				
Kuwait	106,762			106,762
Netherlands	41,302			41,302
Saudi Arabia	280,000			280,000
Saudi Arabia subtotal	428,064	0	0	428,064
SYRIAN ARAB REPUBLIC				
Canada			1,165,049	1,165,049
Central Emergency Response Fund	4,700,991	5,382,607		10,083,598
Denmark	2,727,789			2,727,789
Educate A Child Programme	105,000			105,000
European Union	4,044,118	2,892,955		6,937,073
France		197,370		197,370
Germany	1,340,483	5,181,347		6,521,830
Italy		125,237		125,237
Norway	86,806			86,806
Poland		313,618		313,618
Private donors in the Czech Republic			97	97
Slovenia		75,282		75,282
Switzerland		2,034,345		2,034,345
United Kingdom		4,929,046		4,929,046
United Nations Emergency Relief Fund		596,792		596,792
United States of America	11,200,000	8,360,000		19,560,000
Syrian Arab Republic subtotal	24,205,186	30,088,599	1,165,145	55,458,931
YEMEN				
Arab Gulf Programme for United Nations Development Organizations	113,000	95,000		208,000
Canada			1,504,514	1,504,514
Central Emergency Response Fund		4,124,112		4,124,112
Denmark	515,958			515,958
Educate A Child Programme	196,390			196,390
European Union	2,946,969	4,496,088		7,443,057
Finland			2,010,724	2,010,724
France		657,894		657,894
Germany		664,011		664,011
Japan	2,395,000	2,105,000	378,263	4,878,263
Spain	1,290,196			1,290,196
Sweden			1,502,404	1,502,404
United Nations Peacebuilding Fund		61,177		61,177
United States of America	5,500,000	5,100,000		10,600,000
Vluchteling Foundation		24,984		24,984
Yemen subtotal	12,957,514	17,328,265	5,395,904	35,681,683
Total	169,337,173	52,180,745	201,678,005	423,195,922

Note: Includes indirect support costs that are recovered from contributions to Pillars 3 and 4, supplementary budgets and the "New or additional activities – mandate-related" (NAM) Reserve.