

**FRAMEWORK FOR COOPERATION  
BETWEEN UNHCR AND THE GOVERNMENT  
OF THE UNITED STATES OF AMERICA FOR THE YEAR 2006**

This Framework for Cooperation is undertaken by the United Nations High Commissioner for Refugees (hereinafter referred to as UNHCR) and the Government of the United States of America (hereinafter referred to as the United States or U.S.). It is understood that this document, in its entirety, constitutes policy commitments by UNHCR and the U.S. Government. While not legally binding, it is a serious document and departures from agreed principles should be exceptional. In the interest of transparency, it will be posted on the U.S. and UNHCR websites.

I. The U.S. strongly supports UNHCR efforts to establish Global Strategic Objectives (GSOs) and Performance Targets for 2006. UNHCR's objectives largely reflect U.S. priorities for UNHCR and are a significant step forward in establishing a results-based framework for the organization. The United States and UNHCR agree that the commitment to meet these objectives and sub-targets will serve as the basis of this year's Framework agreement. UNHCR agrees to provide standardized reporting on progress made in accomplishing its objectives and targets. Reflecting the principles of Good Humanitarian Donorship to which the U.S. and UNHCR subscribe, the U.S. agrees, with a few exceptions (see the list in section V below), that standardized UNHCR reporting on its Global Strategic Objectives and Performance Targets will satisfy U.S. requirements.

The United States believes the following UNHCR 2006 strategic objectives, and their associated targets, deserve particular attention:

- Enhance refugee protection by strengthening UNHCR's operational protection capacity and promoting gender equality and women's empowerment, including through the continued roll out of the Age, Gender, and Diversity Mainstreaming initiative in 2006;
- Increase and improve level and quality of registration of persons of concern, including through roll out of Project Profile in 2006 to all UNHCR operations registering refugees and others of concern;
- Enhance resettlement as a protection tool and durable solution;
- Strengthen UNHCR's preparedness and response capacity;
- Strengthen UNHCR's support for collaborative efforts to comprehensively address situations of internal displacement and implement the agreed pilot projects.
- Prepare and initiate implementation of a workforce management strategy aiming to enhance the efficiency of the organization.

In addition, the U.S. and UNHCR believe it is critical, especially in years when funding is limited, that resources are managed and activities prioritized in a way that maximizes refugee protection, solutions, and care.

II. While the Global Strategic Objectives and Performance Targets for 2006 largely reflect the priorities of the United States, the U.S. looks forward to seeing targets for the following activities in the future:

- Deployment of adequate field protection staff;
- Minimizing fraud and abuse;
- Addressing concerns identified in UNHCR audits, inspections, and investigations.

The U.S. would also like to see:

- that all Global Strategic Objectives have at least one accompanying Performance Target;
- that all Performance Targets are quantifiable (which will provide the ability to measure and demonstrate progress towards said targets);
- that Performance Targets be increasingly outcome- rather than output-oriented.

UNHCR agrees to review the above concerns and to seek to address them as it sets its objectives and targets for future years.

III. In addition, the United States and UNHCR agree to the following issues of a more bilateral nature:

- UNHCR and the U.S. agree to hold semi-annual discussions on program and policy issues of mutual interest. These discussions will focus on issues of shared importance including: management (including results-based management); coordination; oversight and accountability; protection, especially of women and girls and on prevention and zero-tolerance of sexual exploitation and abuse; emergency preparedness and response; IDPs; registration; resettlement; standards of care; self-reliance; education; health; and partnerships. A joint written report will be prepared following the mid-year consultations.

- UNHCR agrees to share information and consult with the United States and others on key issues that arise during the year. In 2006, such topics would include UNHCR's role in the new lead cluster approach to IDPs, the comprehensive headquarters and field operations review, and operations that are beyond UNHCR's traditional mandate in which UNHCR is considering becoming involved, such as natural disasters.

- The U.S. confirms its commitment to remain a strong supporter of UNHCR and to continue to partner with UNHCR to protect and find solutions for the millions of refugees and other persons of concern around the world.

- The U.S. supports UNHCR's efforts to build self-reliance of refugees and other persons of concern and to strengthen refugees' capacity as agents of solutions and development.

- Recognizing the need for early and predictable funding, the U.S. will provide a large and early contribution to UNHCR. Subject to the availability of funds, the U.S. will strive to maintain its funding level for the year at between 22-25% of the annual program budget for 2006;

- In the event of new and unforeseen large-scale refugee crises that may occur during the year, the U.S. will consider special appeals for supplementary programs that cannot be accommodated within the resources available in the Operational Reserve;
- The U.S. supports UNHCR's role in the new IDP cluster approach, and through its Bureau of Population, Refugees, and Migration (PRM) will consider supplemental appeals for IDP operations issued during the year.
- The U.S. agrees to continue to provide support to UNHCR to increase its resettlement capacity and encourages further efforts to ensure that additional resources are focused on improving the identification and referral of cases in need of resettlement. UNHCR agrees to continue to make every effort to meet the agreed referral target;
- The U.S. acknowledges that UNHCR's current external hiring freeze for Annual Budget posts limits its ability to address U.S. concerns that Americans are under-represented in UNHCR. Despite this challenge UNHCR agrees to take what action it can to help increase the percentage of American staff in UNHCR to 13% of all professional staff;
- The U.S. and UNHCR agree on the vital role of NGO implementing partners to meet the needs of refugees worldwide. In order to coordinate UNHCR and U.S. efforts to support the assistance efforts of NGO implementing partners, UNHCR agrees to inform the U.S. of its NGO funding agreements at the start of the year as well as of revisions made to those agreements after its mid-year review. The U.S. agrees to reciprocate by informing UNHCR of the support it provides towards these same NGO activities.

IV. The United States has developed performance measures and targets that relate specifically to the work of UNHCR that in many cases mirror UNHCR's objectives and targets. Efforts to narrow the differences between the measures, objective and targets established by the U.S. and UNHCR continue. To the extent that they differ or the timing of the reporting on these activities differ, UNHCR agrees to provide the United States with the additional information it requires. U.S. measures and targets on which it requires specific reporting from UNHCR are listed in Annex 1 of the Framework. UNHCR's 2006 Global Strategic Objectives and Performance Targets are attached as Annex 2.

V. In addition to standard reporting made broadly available by UNHCR, the United States requires reporting and/or input from UNHCR each year on activities of particular interest to the U.S., as listed below and based on the following general reporting/input schedule:

<u>Reporting/Input</u>	<u>Timing</u>
Drafting of UNHCR/U.S. Framework for Cooperation	January
Reporting on Goals in the U.S. Mission Performance Plan	January 15
Reporting on previous quarter resettlement referrals to U.S.	January 31
Out-year budget forecasts	March 15
Annual reporting on U.S. performance measures/targets	March 15
Semi-annual UNHCR & U.S. reporting on co-funded NGO projects	March 31 (UNHCR)
Semi-annual UNHCR & U.S. reporting on co-funded NGO projects	April 30 (U.S.)

Reporting on previous quarter resettlement referrals to U.S. April 30  
Progress report in advance of mid-year Framework discussions June 15  
Joint report on mid-year Framework discussions July 31  
Reporting on previous quarter resettlement referrals to U.S. July 31  
Semi-annual UNHCR & U.S. reporting on co-funded NGO projects July 31 (UNHCR)  
Semi-annual UNHCR & U.S. reporting on co-funded NGO projects Aug. 31 (U.S.)  
Reporting on previous quarter resettlement referrals to U.S. October 31  
Progress report in advance of year-end Framework discussions November 20

Done in two originals in the English language.

This Framework for Cooperation shall remain valid until 31 December 2006.



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May 3, 2006

May 3, 2006

Annex 1: U.S. Performance Measures with Relevance to the Work of UNHCR

UNHCR agrees to address and report to the United States on the following performance measures and targets established by the United States for the current year. Reporting is requested annually by March 15, on efforts as of December 31 of the previous year.

Long-term Objective	Performance Indicator	Target for 2006	Target for 2007	Target for 2008
1) Improve refugee protection, care, and provision of lasting solutions to their plight through deployment of an effective refugee registration system.	Number of countries where UNHCR has deployed its Project Profile refugee registration system. By 2006 the goal is to have Project Profile deployed worldwide, followed by the roll out of Project Profile to governments in 2007 and beyond.	65 countries (worldwide)	5 governments receive Project Profile	10 governments receive Project Profile
2) Enhance UNHCR's protection capacity through creation and mainstreaming of additional protection-related posts.	Number of additional UNHCR protection posts created worldwide with USG support. Target is twofold: a) Cumulative number of posts created with USG support; b) cumulative number of posts mainstreamed into UNHCR's budget.	a)41; b)15	a)50; b)27	a)50; b)39
3) Provide Refugee Solutions through Third-country Resettlement	Number of individual and group refugee referrals to the U.S. from UNHCR.	25,000 referrals.	25,000 referrals.	25,000 referrals.
4) Improve the care of refugees by assessing their needs and prioritizing refugee programs based on assessed needs	Undertake an assessment of refugee needs in countries where UNHCR operates.	Needs assessments are provided to donors for each country where UNHCR assists refugee populations greater than 25,000.	Needs assessments are provided to donors for each country where UNHCR assists refugee populations greater than 10,000.	Needs assessments are provided to donors for each country where UNHCR assists refugee populations greater than 5,000.
5) Demonstrate strong budget and program management	The percentage of critical recommendations in UNHCR's annual audit report that are fully	60% addressed; 35% being addressed	60% addressed; 40% being addressed	65% addressed; 35% being addressed

6) Demonstrate sound resource management	addressed by June of the year following issuance of the audit report. UNHCR Inventory Control: Value of non-expendable items procured versus total value of recorded non-expendable property procured.	Track and account for items procured worldwide (at headquarters and in the field), the ratio is 1.5:1	Track and account for items procured worldwide (at headquarters and in the field), the ratio is 1.5:1	Track and account for items procured worldwide (at headquarters and in the field), the ratio is 1.4:1
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Note: The U.S. does not require direct reporting from UNHCR on Crude Mortality Rates (CMR) and Global Acute Malnutrition (GAM) for refugees, however, the U.S. does rely on UNHCR to provide data to the Center for Research on the Epidemiology of Disasters (CRED) on these indicators, who in turn provides the U.S. with this data.

Annex 2: UNHCR Strategic Objectives and Performance Targets for 2006**Strategic Objectives for 2006****Advocate for, and support governments in the creation and maintenance of an international protection regime (GSO #1):**

- Improve policy and operational response to situations of mixed flows of asylum seekers and migrants.
- Increase respect and tolerance for asylum seekers and refugees.
- Preserve asylum space.
- Enhance protection capacity in host countries.
- Address situations of statelessness more effectively.
- Improve the content and usage of ExCom conclusions.

**Ensure international standards of protection for girls, boys, women and men of concern to UNHCR are met (Overall Mandate Objective):**

- Improve physical security and reduce incidents of violence, in particular prevent and respond to sexual and gender-based violence.
- Promote gender equality and women's empowerment.
- Increase and improve level and quality of registration of persons of concern.
- Prevent malnutrition.
- Reduce the prevalence and impact of HIV/ AIDS.
- Safeguard the right to education.
- Ensure social and economic rights are secured and opportunities for self-reliance maximised.
- Integrate persons of concern to UNHCR in MDG programmes.

**Pursue voluntary repatriation and sustainable reintegration, resettlement or local integration for refugees, with a special focus on those in protracted refugee situations (GSO # 3, GSO#7):**

- Support, facilitate or promote voluntary repatriation movements.
- Enhance resettlement as a protection tool and durable solution.
- Strengthen local integration as durable solution and promote refugee self-reliance in stabilized situations.
- Develop comprehensive strategies for refugees in protracted situations in which multiple durable solutions are required, in particular for Somali and Afghan refugees, and establish relevant partnerships for durable solutions for Africa programme.

**Pursue management reform to enhance the quality, effectiveness and efficiency of UNHCR's operations (GSO #4, GSO # 5, GSO # 6, GSO # 8, GSO # 9, GSO #10):**

- Strengthen UNHCR's operational protection capacity.
- Strengthen UNHCR's preparedness and response capacity.
- Strengthen UNHCR's support for collaborative efforts to comprehensively address situations of internal displacement and implement the agreed pilot projects.
- Strengthen partnership through improved branding, fund raising, communication and relationships with NGOs.
- Institutionalise results-based management as a fundamental accountability mechanism.

- Enhance the use of standards and indicators for planning and measuring the impact of UNHCR's operations.
- Prepare and initiate implementation of a workforce management strategy aiming to enhance the efficiency of the organization, the fulfilment of staff and gender balance.
- Streamline, rationalise reporting and financial and budgetary rules for resource allocation.
- Continue roll-out of MSRP and achieve efficiency and productivity gains.



## Measurable Performance Targets for 2006

## Operations (Protection and Assistance)

- Procedures for channeling asylum claims, identifying needs and realizing proper responses and solutions will be developed by UNHCR in cooperation with States and other relevant actors in all regions receiving refugees within mixed flows (*Agenda for Protection, Goal 1, Objective 2 and Goal 2, Objective 1*).
- The quality of UNHCR's mandate RSD processes will be strengthened in the 15 countries accounting for 90% of UNHCR's global RSD operations through in-house capacity building activities including training and technical support (*AfP Goal 1, Objective 2*).
- 100% of UNHCR operations will have integrated, from the outset, self-reliance and empowerment strategies for refugees in their assistance programmes (*AfP Goal 5, Objective 7*).
- Comprehensive durable solutions strategies, in which the strategic use of resettlement and local integration have their proper place, will be jointly developed by UNHCR and relevant actors in 100% of operations with protracted refugee situations (*AfP Goal 5, Objective 1*).
- Offices in Myanmar, Romania, DRC and the CIS countries including Russia will integrate statelessness activities in their country operations plans and develop strategies for resolving situations of statelessness, and in Bangladesh, significant progress will be made towards ending the protracted statelessness situation of approximately 300,000 persons (Biharis) (*AfP Goal 1, Objective 12*).
- 100% of UNHCR operations will have in place standard operating procedures to prevent and respond to sexual and gender based violence (*AfP Goal 4, Objective 4 and Goal 6, Objective 1*).
- A total of 94 countries will have participated in the roll out of the Age, Gender, and Diversity mainstreaming and will reflect the outcomes in project submissions and country operations plans (*AfP Goal 6*).
- All assistance programmes will ensure the provision of sanitary materials to all women and girls of reproductive age (*AfP Goal 6, Objective 1*).
- "Project Profile" will be rolled out to all UNHCR operations registering refugees and others of concern, and continued registration support provided by PGDS, DIP and DIST (*AfP Goal 1, Objective 11*).
- Tracing mechanisms will be instituted for 100% of unaccompanied and separated registered refugee children in collaboration with the responsible agencies.
- In operations receiving food aid and recording high malnutrition rates, steps will be taken in collaboration with WFP to reduce the acute malnutrition rate to less than 10% (measured by Z score).

- At least 75% of refugees in camps will have access to culturally appropriate HIV and AIDS information-education-communication (IEC) materials.
- At least 75% refugees will have access to antiretroviral therapy (ART) when ART is available to surrounding local host populations.
- School enrolment of refugee children in camps will be increased by 10% at primary level with gender parity (*AfP Goal 6, Objective 2*).

#### Management

- Complete the first of two phases of the action plan to increase UNHCR's global emergency response capacity (including non-food relief items, vehicles, office accommodation, and staffing surge capability) so as to have in place a capacity to respond to an emergency of 500,000 persons.
- New fund raising strategy will be agreed and implementation started with further delegation to field representatives, including country-specific strategies that take into account bilateral and other initiatives.
- Results-based Management Framework and strategy for implementation will be developed, agreed and implementation underway in the areas of strategic and operations planning, and performance management.
- An integrated workforce strategy will be developed together with policies and procedures which enhance the speed and effectiveness of organizational response and better meet the needs of the organization and aspirations of staff.
- Minimum standards guidelines for field living and working conditions will be adopted and mechanisms put in place for field offices to implement them.
- Management Systems Renewal Project:
  - Human Resources Modules, Labour Administration, Career Planning, Health & Safety, Absence Management, E-Performance developed by September 2006.
  - Payroll module developed by October 2006.
  - Change Management Process adopted including a mechanism for measuring impact of MSRP in terms of increased efficiency and productivity developed by February 2006.
  - Supply Chain field roll-out completed in 90 sites in five regions.