



 **UNHCR**
The UN Refugee Agency

Unicef

Part I - UNHCR: An overview



Some 8,100 Chadian refugees have found refuge in Maltam camp in Cameroon.

Key challenges

Given the unpredictable nature of humanitarian crises and forced displacement, it is difficult to forecast with any precision the principal challenges and opportunities that will confront UNHCR in 2009. Emergencies erupt with little warning, requiring UNHCR and other members of the humanitarian community to respond at short notice, often in parts of the world where the operational environment is both politically and logistically demanding. Every new crisis generates its own difficulties and dilemmas, while the range of actors involved varies from one country to another. On the basis of recent developments, however, a number of policy issues seem likely to preoccupy the Office in the year to come. This chapter identifies those issues and provides a brief examination of them.

Mixed migration

Refugees and other people on the move increasingly travel alongside each other. They often make use of the same routes and means of transport and, in the absence of legal opportunities to enter a State, engage in irregular forms of movement and employ the services of human smugglers.

These mixed migrations, which are a growing global phenomenon, provide UNHCR and its partners with a number of challenges. The first is to ensure that refugees receive the protection to which they are entitled, and that the border controls established by States do not prevent them from seeking asylum. The second is to protect people on the move from arbitrary detention, physical abuse, discrimination and exploitation. The final challenge is to find lasting solutions for both refugees and migrants so that they are not condemned to a prolonged and shadowy life in situations where their rights are at risk.

To address these issues in 2009, UNHCR will continue to mobilize support for and implement its 10-Point Plan of Action on Refugee Protection and Mixed Migration. The plan builds on efforts already underway in the Mediterranean basin, Central America and the Caribbean, South-East Asia and the Gulf of Aden.

Protracted refugee situations

The last few years have witnessed growing international concern for refugees languishing in exile without the prospect of a solution to their plight through voluntary



Afghan girls returning from Pakistan attend an open school in Jalalabad.

repatriation, local settlement and integration, or resettlement to a third country. The concern has been prompted in large part by the recognition that long-term refugees are obliged to live in extremely harsh and dangerous conditions, with severe constraints on their ability to enjoy secure legal status, exercise freedom of movement, and establish sustainable livelihoods.

UNHCR will continue to underline the importance of this issue in 2009. As a result of a special initiative launched by the High Commissioner, the Office will seek to galvanize the international community to address five specific protracted refugee situations in different parts of the world. The December 2008 meeting of the High Commissioner's Dialogue on Protection Challenges will be devoted to the problem of protracted refugee situations, providing an important opportunity for the international community to formulate more effective and equitable responses to this issue.

The objective of these initiatives will be threefold: to resolve some of those protracted refugee situations that already exist; to improve conditions for refugees who have been unable to find a solution to their plight; and to prevent the emergence of such situations by means of appropriate action at the early stages of each new refugee emergency.

Return and reintegration

In its efforts to resolve protracted refugee situations, UNHCR will continue to make voluntary repatriation and sustainable reintegration in countries of origin a priority.

In 2008, the Office completed a series of evaluations of its role in the reintegration process and issued a new policy statement on the subject. In the coming year this new policy will be implemented in a number of countries where major repatriation movements are taking place, including Afghanistan, Burundi, the Democratic Republic of the Congo and Mauritania, as well as Southern Sudan. In all of these situations the absorption capacity is limited, requiring UNHCR and its partners to play a key role in supporting returnees and their communities during the initial phase of the reintegration process.

The Office, in partnership with donor States, development actors and countries of origin, will continue to promote the incorporation of reintegration activities into national and area-based development plans. UNHCR will also work with the authorities and civil society to strengthen national capacity on issues of relevance to returnees, including the rule of law, personal documentation, and the restitution of land and property.

The urban context

Increasingly, the Office is obliged to protect and meet the needs of refugees, internally displaced persons (IDPs), returnees and stateless people who live in a city or town, rather than a camp or rural area. No situation exemplifies this better than the Iraq refugee crisis, in which more than two million people have fled their country and have taken refuge in cities such as Amman (Jordan) and Damascus (the Syrian Arab Republic).

An important challenge for UNHCR in 2009 will be to reassess its role in urban areas to determine how protection, assistance and solutions can be most effectively and efficiently delivered to people of concern in such contexts. In camp situations, there is a logic in establishing services for the beneficiaries. In urban areas, however, it will be necessary to strengthen existing systems and reinforce the capacity of national and local actors responsible for the welfare of poor and vulnerable sections of the community.

Diverse needs

Another important challenge in 2009 will be to formulate and implement programmes that give due recognition to the diversity of the populations that the Office is mandated to protect. To achieve that objective, UNHCR regularly organizes participatory assessments which enable girls, boys, women and men to present their needs, express their concerns and give voice to their aspirations. This helps to identify and understand the specific risks to which different members of the population are exposed, and enables it to design appropriate responses and preventive strategies.

Sexual and gender-based violence continues to be one of the most serious protection risks in situations of human displacement, particularly (but not exclusively) for women and girls. In 2008, UNHCR commissioned an independent evaluation of the organization's work in this domain, the findings and recommendations of which will form the basis of a plan of action to be implemented between 2009 and 2011. In the coming year, the Office will also undertake a field-based review of its efforts to mainstream age, gender and diversity considerations into all of its operational activities.

Accountability to beneficiaries

Besides recognizing the diversity of the populations it seeks to protect and assist, UNHCR needs to ensure that

it acts in the best interest of refugees and other persons of concern to the Office. For this reason, the High Commissioner has committed to a collaborative peer review of accountability to beneficiaries, organized by the UN's Steering Committee for Humanitarian Response.

The aim of the peer review, which involves eight other humanitarian organizations, is to facilitate learning about accountability based on systematic reflection and self-examination, both in the field and at the headquarters of the participating agencies. The review will focus on two principal themes: the first covers organizational policies and processes; the second, staff conduct and practice.

Global Needs Assessment

As part of a sustained effort to better meet the needs of people of concern and ensure their basic rights, a pilot Global Needs Assessment, carried out in eight countries in 2008, will be applied to all UNHCR operations for the 2010-2011 planning cycle. Using a rigorous methodology, the Global Needs Assessment aims to collaboratively and comprehensively identify the needs of refugees and others of concern, cost meeting those needs and outline the consequences of any gaps. The assessment will underpin UNHCR's advocacy and fundraising efforts and will be backed up by the *Focus* results-based management tool. UNHCR will then present a more comprehensive view of the needs of refugees and others of concern, including gaps and their consequences. Field operations will develop prioritized plans to meet all needs under UNHCR's mandate and set priorities to progressively address more needs over time.

Humanitarian and UN reform

Three initiatives that are intended to ensure greater integration and coherence in the work of the UN and the humanitarian community will have a significant impact on the work of UNHCR in the year to come. They are (a) the Delivering as One initiative, which is focused primarily on the UN's role in relation to development; (b) the Humanitarian Reform process; and (c) the deployment of integrated UN missions incorporating peacekeeping, political, developmental and humanitarian components.

There have been some significant achievements in the integration and coherence agenda, most notably the introduction of the cluster approach, which was designed to address the leadership gap in situations of internal displacement. The approach draws on the comparative advantages of each UN agency and builds partnerships to maximize resources and ensure an integrated response.

In 2009, UNHCR will continue to develop its capacity to discharge the enhanced responsibilities it has undertaken in respect to people displaced as a result of armed conflict. At the same time, other agencies and partners are working to improve responses for those displaced by natural disasters.

UNHCR will also continue to participate in the Delivering as One initiative in five of the eight pilot countries where the Office has operations, and with integrated UN missions in countries such as Afghanistan, Chad and Sudan. A key challenge is to identify and capitalize on the opportunities presented by these processes, most notably by means of better partnerships with development agencies, while ensuring that UNHCR's mandated role in refugee protection is fully respected.

Climate change

There has been growing interest at the global level in the linkage between climate change, natural disasters and human displacement. Climate change and the natural disasters associated with it seem certain to add to the growing scale and complexity of human mobility in the years to come. Besides increasing the number of people who are on the move from one country or continent to another, global warming and flooding are having an adverse impact on UNHCR's efforts to support refugees and IDPs in several parts of the world. Rising food and energy prices constitute another important threat.

In 2009, UNHCR will play an active role in international efforts to monitor, understand, prevent and respond to the consequences of climate change, working closely with other members of the UN system. The Office is developing a strategy to identify and introduce the most appropriate preparedness, adaptation and coping mechanisms in its operations. UNHCR will continue working to mitigate the environmental impact of refugees and other displaced people, thereby reducing the potential for conflict with local populations.

Providing international protection

UNHCR's *raison d'être* is to uphold the fundamental rights of refugees and others of concern and, wherever necessary, to ensure that those rights are protected and respected. However, the organization faces major hurdles in this task, working as it does in insecure environments that pose challenges in terms of humanitarian access and the provision of assistance. UNHCR's global strategic objectives provide a framework to help it respond to these challenges.

UNHCR's first strategic objective is to ensure international standards of protection for all people of concern. A key priority is ensuring that those of concern are able to access asylum, and that the principle of *non-refoulement* is respected. It also involves preventing and responding to violence, abuse and exploitation—including sexual and gender-based violence—against the displaced and others of concern; strengthening the protection of refugees within broader

migration movements; and maintaining the civilian character of refugee camps.

The Office's second strategic objective is to develop an international protection regime. To do so, it promotes compliance with the 1951 Refugee Convention and helps States fulfil their commitments to adhere to international protection standards. UNHCR advocates a full and inclusive application by State asylum regimes of the 1951 Convention's definition of a refugee. It seeks improvements in asylum legislation, policy and practice while working to strengthen host countries' capacity to provide asylum and protection.

Also high on UNHCR's agenda is the protection of stateless people and addressing the needs of internally displaced persons (IDPs). Separate chapters cover these issues.



Refugees from Darfur, Sudan, seek protection in eastern Chad.

Ensuring protection for all refugees and others of concern to UNHCR

Securing access to asylum and protection against *refoulement*

Central to the realization of the right to seek asylum is the principle of *non-refoulement*. While this principle continues to be respected on the whole—including by States not party to the 1951 Convention—violations occur. Asylum-seekers and even refugees are deported as irregular migrants as part of government migration control measures. Asylum-seekers are removed to third countries without substantive examination of their claims or safeguards for their rights. Many readmission agreements on the return of migrants do not contain exceptions for asylum-seekers and refugees, thus raising the risk of *refoulement*. Security concerns are cited as grounds for deportation, including of unaccompanied refugee children.

UNHCR responds to these challenges by intervening on behalf of asylum-seekers and refugees threatened with deportation. It also trains border police and immigration officials on their *non-refoulement* obligations, and on how to identify those with international protection needs. Joint border and airport monitoring will continue to be undertaken with government authorities and NGO partners to help prevent *refoulement* and ensure access to territory for people of concern.

Protecting the displaced against violence, abuse, intimidation and exploitation

The prevention of, and response to, sexual and gender-based violence is one of UNHCR's five commitments to refugee women and one of its five global priorities for refugee children. UNHCR promotes the use of standard operating procedures in field operations. Currently, 83 per cent of UNHCR's camp locations and 65 per cent of its urban operations use these to address sexual and gender-based violence. Furthermore, in June 2008 the Inter-Agency Standing Committee Sub-Working Group on Gender adapted UNHCR's template for preventing and responding to sexual and gender-based violence in IDP settings.

UNHCR has expanded HIV prevention programmes to include groups at risk, including female sex workers and clients, and to address alcohol and substance use and related HIV-risk behaviour and violence.

The lack of systematic procedures for documenting and analyzing data on sexual and gender-based violence poses another critical challenge. UNHCR is working with UNFPA and other partners on a standardized system to register, analyse and share data on such violence. In 2008, the tool was tested in Kenya and northern Uganda. Recognizing that available data reveal only a fraction of the total number of incidents of sexual and gender-based violence, UNHCR is looking into conducting surveys to gauge the magnitude of the problem among refugee populations.



UNHCR staff in Malaysia use a biometric registration system to register refugees.

UNHCR/M. Albert

In 2009, UNHCR will also expand projects to train staff, partners and people of concern and integrating men and boys into activities to prevent and respond to sexual and gender-based violence.

In 2009, the Office will focus on:

- Developing and implementing, in close coordination with partner organizations, a multi-year prevention and response strategy on sexual and gender-based violence. This will build on the recommendations of the global independent evaluation of UNHCR's efforts in this area.
- Finalizing and deploying a tool to analyse and share data to support a broader information-management system on sexual and gender-based violence.
- Developing appropriate population-based survey methods to systematically collect data on such violence.
- Involving men and boys of concern to UNHCR in the promotion of gender equality and efforts to address sexual violence through training and dissemination of resources.
- Building capacity of field operations to help them prevent and respond to sexual and gender-based violence, including through the establishment of standard response procedures.
- Supporting an inter-agency approach to preventing and addressing sexual and gender-based violence in IDP operations, including participation in the UN initiative Action against Sexual Violence in Conflict.

Refugee protection and international migration

As patterns of human mobility grow ever more complex, refugee and migration movements intersect in different ways. For instance, refugees may travel irregularly, using the same routes and modes of transport as migrants. Conversely, the asylum channel may be used by people who are not in need of international protection but wish to secure the right to remain temporarily in a host country. As the international community sharpens its focus on the challenges of global migration, it is imperative to devise a legal and procedural framework that balances migration management and the protection of refugees.

UNHCR is not a migration organization. However, in view of the growing links between refugee protection and international migration across the world, the Office considers it necessary and appropriate to participate in the migration debate.

UNHCR joined the International Organization for Migration (IOM) to found the Global Migration Group. This Geneva-based group brings together international agencies whose mandates are relevant to the migration issue and serves as a forum for the exchange of information and the setting forth of common positions on migration-related subjects. UNHCR is contributing to

The Protection Surge Capacity Project is designed to reinforce protection response capacity in UNHCR field operations. Under the scheme, experienced protection officers are rapidly deployed on missions lasting up to 11 months. Areas of intervention include border monitoring, registration, statelessness, sexual and gender-based violence, detention monitoring, voluntary repatriation, and reintegration in refugee and IDP contexts. In addition to the general protection roster, two sub-rosters are maintained for gender and registration. The rosters are regularly updated to ensure the diversity of the members' languages, nationalities, skills/knowledge and experience.

preparations for the second Global Forum meeting, which will be convened by the Government of the Philippines. The meeting will pay particular attention to the human rights of migrants, and in that context UNHCR will draw attention to the phenomenon of mixed migratory movements and the need to ensure that migration control measures do not prejudice the right to seek asylum.

At the operational level, UNHCR has developed a 10-Point Plan of Action which includes protection tools that could be built into broad migration strategies. These take into account international protection needs while creating solutions tailored to the different categories of people in mixed migration movements.

For instance, the plan proposes the establishment of protection-sensitive entry systems. These aim to provide training and tools that help border officials to recognize people in need of protection among mixed arrivals. UNHCR has also proposed the introduction of a profiling mechanism as a tool to identify needs among different categories and groups on the move and develop solutions for them.

The proposals in the 10-Point Plan acknowledge that developments in migration policy may offer opportunities for refugees. For instance, in some situations, refugees could profit from migrant worker programmes or temporary work permits. They may even benefit from legal onward movement from the host State to a third country through regular migration channels.

In discussions with States and regional organizations, UNHCR is exploring the use of legal migration to provide refugees with effective protection in those countries that have not signed the Refugee Convention. The Office is also drawing attention to refugees' potential to contribute to their countries of asylum by bringing new skills, filling labour gaps and helping bridge cultural divides.



Iraqi refugee children talk to UNHCR staff at school in Damascus, Syria.

UNHCR/J. Weferd

UNHCR has begun to implement the 10-Point Plan in the Mediterranean/Atlantic region and Eastern Europe as well as in the Gulf of Aden, where hundreds of people die each year while attempting to cross the Gulf from Somalia to Yemen. The movement across the Gulf of Aden is mixed, as it includes economic migrants as well as individuals fleeing conflict, persecution or serious human-rights violations. UNHCR is seeking to expand its scope to other regions which face similar problems.

To follow up the High Commissioner's Dialogue on Protection Challenges, which was held in December 2007, UNHCR began implementing a two-year project—which includes four regional stakeholder conferences—to develop protection-sensitive migration strategies based on the 10-Point Plan. The first of these conferences took place in Sana'a, Yemen, in May 2008 and brought together more than 180 participants.

The next conference will focus on the mixed migration situation in West Africa, and will be organized jointly with IOM and ECOWAS in Dakar in November 2008. Two more conferences are planned for 2009, focusing on the mixed migration situations in South-East Asia and Central America. To assist States and other stakeholders with the implementation of the 10-Point Plan, UNHCR envisages the organization of four expert roundtables on different issues and the compilation of a best practice handbook.

With much international migration taking place by sea, UNHCR is increasingly involved in the disembarkation of mixed migration groups and the search for solutions for those rescued at sea or found as stowaways, and who are in need of international protection. The Office cooperates closely with the International Maritime Organization in the protection of refugees at sea and has produced a joint leaflet providing guidance for rescue at sea.

A high-level meeting on rescue at sea will be held in 2009. UNHCR is also participating in the drafting of European Union guidelines on interception and rescue at sea. Finally, UNHCR has initiated a discussion among key agencies on gaps in the protection of people who move in an irregular manner and who do not qualify for refugee status.

UNHCR has also stepped up its work related to the prevention of trafficking. A study now underway examines the difficulties victims of trafficking face in having their international protection needs identified and addressed. Two additional studies will examine the application of the 1951 Refugee Convention/1967 Protocol refugee definition to asylum claims from victims of trafficking, and the protection of people of concern to UNHCR from becoming victims of trafficking. These will serve as background papers for a roundtable UNHCR will convene in 2009.

IOM and UNHCR are also organizing a joint workshop, to improve inter-agency cooperation and mutual referrals

for victims of trafficking. An internal evaluation of UNHCR's anti-trafficking work is almost complete.

Maintaining the civilian character of refugee and IDP settlements

The civilian and humanitarian character of asylum is essential for the safety and security of refugees, and constitutes an important international protection standard. Refugees and IDPs in camps are vulnerable to a range of security problems arising from the breakdown of social order, separation or loss of family members, lack of community support, and the impunity that perpetrators of crimes and violence often enjoy.

Camp populations can also fall prey to physical violence, sexual abuse, political manipulation and the diversion of humanitarian aid. The presence of combatants exacerbates refugees' exposure to the dangers of cross-border attacks and forced military recruitment. The militarization of camps also inhibits the search for durable solutions, such as voluntary repatriation and local integration. At its worst, such militarization could jeopardize national and regional stability.

UNHCR will continue to promote the use of the operational guidelines on how to deal with situations where combatants have infiltrated refugee camps or settlements, or are at risk of doing so.

Affirming and developing the international protection regime

Promoting compliance with the 1951 Refugee Convention and States' commitment to adhere to international protection standards

The 1951 Convention relating to the Status of Refugees, its 1967 Protocol and international humanitarian and human rights law continue to provide a solid foundation for the international protection of refugees and others of concern. Problems remain, however, regarding restrictive interpretations of the refugee definition in many countries, as well as a broader use of exclusion provisions.

UNHCR will work to persuade governments to assume their responsibilities to undertake status determination; help them establish functioning national asylum procedures; and advocate for the adoption of legislation consistent with international standards. Training initiatives aimed at border guards, immigration officials, police, adjudicators and judges will increase their understanding of their obligations under international refugee and human rights law.

Such initiatives will also help them to be more aware of issues pertaining to cross-cultural communication, gender sensitivity and determination of the best interests of the child.

The Office will make legal interventions in national and regional courts to support the progressive development of international refugee law, and strengthen its efforts to promote better access to justice, welfare, livelihood programmes and education for all people of concern.

Improving the quality of asylum legislation, policy and practice

To counter increasingly restrictive asylum laws and practices, UNHCR will identify areas where it can contribute to the development of progressive refugee statutes and ensure the consistent application of international protection standards. As part of this effort, UNHCR will develop and draft legal positions, formulate guidelines and provide in-house legal and policy support to country operations and States.

In 2009, a new version of the *Handbook on Voluntary Repatriation* will be released, as will additional guidelines in the *Guidelines on International Protection* series. These complement UNHCR's *Handbook on Procedures and Criteria for Determining Refugee Status*. Furthermore, the Executive Committee's unique membership—which includes countries of origin and asylum, as well as donor States—will buttress its authority in setting the relevant standards on international protection, through its Conclusions.

Refugee status determination

UNHCR currently carries out refugee status determination (RSD) under its mandate in some 70 countries. With nearly 80,000 applications received in 2007, UNHCR's share of global RSD applications stood at 12 per cent. The RSD Unit in Geneva oversees the Office's mandate RSD activities and coordinates initiatives to enhance and harmonize standards in field offices.

About 90 per cent of UNHCR's RSD work (in terms of applications received) is concentrated in 15 countries. In 2009, these offices will continue to be the primary beneficiaries and focus of efforts to enhance the quality and efficiency of mandate RSD operations. However, support will also continue to be provided to smaller RSD operations which lack the resources or capacity to respond to operational problems or emergencies.

UNHCR field offices regularly face refugee emergencies or sudden increases in asylum applications. The Office deploys RSD consultants and United Nations Volunteers

(UNVs) through the RSD Project to provide the expertise and additional staff required by field offices.

In 2009, in the context of the 10-Point Plan of Action, UNHCR will also support field offices facing resource constraints when tackling significant mixed migratory movements.

UNHCR operations in the Gulf of Aden (Somalia and Yemen), in North Africa (e.g. Algeria and the Libyan Arab Jamahiriya), in the Middle-East (e.g. Egypt and the Syrian Arab Republic) and in Asia (e.g. India) are particularly affected by increases in asylum applications and by mixed migration flows, and will be given priority in 2009 for RSD support. The Office will strive to develop more accurate projections for case processing and staffing requirements, assist field offices in using appropriate case management strategies, and participate in the development of regionally coordinated procedural responses.

The Office will provide comprehensive RSD training to UNHCR field staff through the RSD Learning Programme, which is mandatory for all staff carrying out or supervising RSD in UNHCR operations. Five regional sessions will be held in 2009 for a total of 125 staff, with emphasis on participation from the top 15 mandate RSD operations. Building capacity in the field to conduct the training will be a priority in 2009. Timely training will help to address the high turnover of staff in RSD operations.

Enhancing host-country capacity to provide asylum and protection

Disseminating reliable and relevant protection information is a critical component of UNHCR's efforts to support States in matters related to refugee status determination (RSD) and displacement. In 2009, UNHCR will provide tools to aid decision-making as well as information and country guidance to staff, governments, judicial bodies, NGOs and legal practitioners engaged in RSD and other protection functions. UNHCR places a high priority on relevant, reliable, objective and accessible information related to legal frameworks, country of origin information and procedural guidance and advice. UNHCR staff will also continue to be trained to assess evidence in the context of RSD.

UNHCR's *Refworld*, available at www.refworld.org, will continue to serve as the principal repository of protection information for decision makers in asylum procedures worldwide. The system will be improved with search enhancements and information sharing agreements.

UNHCR will continue research on countries of origin and asylum and formulate country position papers. It will contribute in appropriate fora, such as the Country of Origin Information Working Group of the

InterGovernmental Consultations on Migration, Asylum and Refugees, the European Network for Asylum Practitioners of the European Commission, and the Advisory Panel on Country Information in the United Kingdom. It will also continue to help develop and standardize criteria related to the collection, accuracy, credibility and exchange of protection-related information.

Refugee registration and IDP profiling

UNHCR continues to place great importance on improving registration, data collection, analysis and documentation at all stages of an operation. In 2009, the main activities in this regard will include:

- Support for field operations in registration and documentation;
- an upgrade of the registration database system, *proGres*, to improve data security and better manage food distribution;
- formulation of a policy on data protection and the use of biometrics;
- provision of guidance and tools on registration standards, methodology and effective use of registration data;
- the supply of equipment for the issuance of secure photographic identity cards; and
- the maintenance of an emergency stockpile of registration items to cover the needs of 500,000 persons of concern.

Timely and reliable profiling of IDPs is an important means of improving operations. Within the framework of inter-agency collaboration and as part of its cluster lead responsibilities, UNHCR will support IDP profiling exercises and organize an inter-agency workshop for this purpose.

Age, gender and diversity mainstreaming

The initial implementation of the age, gender and diversity mainstreaming (AGDM) approach to protection and programme planning has been completed, and UNHCR is working to strengthen its use throughout the organization. In this regard, in 2009 UNHCR will:

- Reinforce support to field operations;
- Strengthen community-based programmes which build on the skills and capacities of refugees and others of concern and promote their active participation in realizing their rights;
- Promote community outreach and establish individual case management systems in operations to protect those most at risk;
- Encourage a common approach among UN agencies, governments and NGOs on age, gender and diversity analysis, besides supporting concerted and targeted

- action to protect groups that are discriminated against; and
- Ensure greater senior management accountability for UNHCR's responsibilities under its mandate to promote gender equality and the rights of older people, women, children, people with disabilities and other groups with specific needs.

To achieve these goals, UNHCR has developed a three-year action plan. The plan focuses on accountability, attitudes and leadership; coordination and partnership; targeted action for empowerment; the integration of age, gender and diversity considerations into policies, procedures and systems; organizational capacity-building; and resources. This AGDM Action Plan will be further elaborated in 2009.



An older refugee from the Democratic Republic of the Congo and his grandson have found shelter in Musasa camp, Burundi.

UNHCR / A. Kirchhof

UNHCR will evaluate the implementation of the age, gender and diversity mainstreaming strategy in 2009 to measure its impact. In particular, it will look at the effect of the introduction of participatory assessments on the protection of the populations of concern, especially of women, children and those with specific needs. The evaluation will benefit from the direct participation of people of concern, who will be encouraged to give their views on the delivery of protection and assistance, UNHCR's relations with partners, and staff attitudes. The evaluation will also serve to highlight and document good practices.

Pilot testing of the age, gender and diversity accountability framework destined for senior managers was completed in 2007. Based on the results, the framework was modified and launched in all major country operations. A separate framework for operations engaged in advocacy work is to be launched in late 2008. The accountability framework sets minimum standards for organizational and operational environments conducive to achieving equitable outcomes for all people of concern.

Case study: Participatory assessments in Central Europe

In Central Europe, the participatory assessments methodology has been adapted to local needs. In each country, UNHCR has created teams composed of UNHCR staff, government officials and NGOs. Team members are trained in the methodology, and assessment locations and groups are identified. The teams visit asylum-seekers and refugees to listen to their concerns and assess the conditions in which they live.

Those visited are selected according to gender, age and cultural background, as well as legal status. In the Central European context, it is often individuals' legal status that determines the kinds of problems and challenges they face. The interviews are recorded and evaluated jointly by team members.

Participatory assessments took place in 2007 in Bulgaria, Hungary, Poland, Romania, Slovakia and Slovenia. The assessment methodology not only

provided information on the situation of asylum-seekers and refugees; it also, with its systematic choice of people from diverse backgrounds, allowed UNHCR to analyse trends and to more effectively address the needs of the beneficiaries.

The assessments have become an indispensable tool for planning and adapting asylum-related programmes and policies to the needs of beneficiaries. While the focus is necessarily on the problems and gaps that need corrective action, the assessments have also found that some problems have been solved, such as:

- security in and around reception centres in Bulgaria improved;
- all refugee and asylum-seeker children in Poland have access to education;
- problems with overcrowded residences in Slovenia have been resolved.

Policy priorities

UNHCR's global strategic objectives highlight certain policy priorities, which have a direct and profound impact on the lives of people of concern. In 2009, these priorities include:

- protecting the displaced against violence, abuse, intimidation and exploitation, including sexual and gender-based violence;
- reducing malnutrition and anaemia and addressing major causes of morbidity and mortality, notably malaria and HIV, and providing adequate reproductive health services;
- reducing the protection risks faced by people of concern and improving their standard of living, especially in relation to water, shelter and sanitation services;
- facilitating the self-sufficiency of displaced women and their meaningful participation in the management of community decision-making bodies; and
- improving the educational and vocational skills of children and young people.

An additional priority for UNHCR is management reform, which aims to revise structures, processes, staffing and implementation to improve the performance of the organization.

Gender equality and protection of women

UNHCR is launching a new gender equality policy to improve the protection of women and girls of concern. This calls for targeted action to address protection gaps and relies on implementation of the age, gender and diversity mainstreaming approach in all UNHCR programmes. It also calls for the participation of men and women of concern in the organization's activities.

The gender equality policy identifies five ways to address common problems in UNHCR operations. These include working inclusively with men and boys; providing education for all; involving women and girls in dealing with their civil and political concerns; making economic opportunities available for women; and combating sexual and gender-based violence.

To support these efforts, in 2009 UNHCR will expand the use of its Heightened Risk Identification Tool. This helps to detect refugees at risk through community-based participatory assessments and individual assessment methodologies.



An internally displaced woman has collected firewood in the nearby forest at Martha Nahar camp in Sri Lanka.

The tool can be used in a variety of contexts. For instance, it could be employed in conjunction with refugee status determination and participatory assessment exercises; by itself in community-based consultations and individual assessments; to survey a refugee population to estimate the level of risk within the community; as an interview format for case workers; and as a checklist tool in refugee camps or urban settings.

UNHCR will distribute the gender equality policy in English as well as French, Spanish, Russian and Arabic. A series of training films for people of concern, staff and partner agencies will support expanded use of UNHCR's *Handbook for the Protection of Women and Girls*.

UNHCR will participate in Inter-Agency Standing Committee activities, in particular the sub-working group on gender in humanitarian settings, to ensure a common approach to Security Council Resolution 1325 on Women, Peace and Security and use of the *Inter-Agency Standing Committee Gender Handbook*.

To strengthen women's participation in community leadership and economic development, UNHCR aims to achieve the targets for women's participation in refugee management committees set out in its five commitments to refugee women. It will train and mobilize women to address the problems they face, and to strengthen their knowledge of international legal instruments to protect their rights. Both refugee and internally displaced women will be given more chances to participate in peace processes; this will be done through partnership with other UN agencies and targeted activities in selected repatriation countries.

In a bid to improve the economic self-sufficiency of displaced women, UNHCR will provide technical and financial support to women's livelihood projects. The aim is to enable women to improve their basic living conditions and protect them from being forced into survival sex. In this regard, UNHCR's Women Leading for Livelihoods (WLL) project encourages businesswomen to support displaced women's economic development, besides providing funds for small income-generating activities.

Protection of children

UNHCR and its partners are working to implement the ExCom Conclusion no.107 (LVIII) 2007 on Children at Risk and the relevant recommendations in the UN Study on Violence against Children.



Refugees register at UNHCR offices in Amman, Jordan.

Specifically, UNHCR is working with partners to develop guidelines on child protection in emergencies. These guidelines will ensure a comprehensive approach to the protection and care of children through monitoring, identifying those at risk of violation of their rights, preventing and responding to those violations, determining best interests and finding durable solutions.

At the same time, UNHCR will disseminate its *Guidelines on Determining the Best Interests of the Child* and ensure their implementation by building partnerships, providing technical support, building staff capacity and mobilizing resources.

Other important activities in 2009 include strengthening the participation of children in UNHCR's programming by involving them in assessments and in the development of child protection systems. The competence of UNHCR and partner staff in child protection will be enhanced by use of the revised Action for the Rights of Children training and capacity-building tool and other inter-agency training initiatives for child protection in emergencies.

Protection of older people and those with disabilities

The adoption of the 2006 UN Convention on the Protection and Promotion of the Rights and Dignity of People with Disabilities, which came into effect in 2008, provides a clear framework for the protection of people of concern with disabilities.

Some improvements in protection and assistance for older people and those with disabilities have already been made. For example, use of the *proGres* registration system has improved the early identification, registration and regularization of status of these people. The Office's age, gender and diversity mainstreaming strategy ensures the participation of older people and those living with disabilities in the planning and implementation of programmes.

In 2008, HelpAge International and Handicap International seconded staff to UNHCR to support its programmes for older persons and those living with disabilities in IDP settings. They provide training and coaching in several IDP operations.

However, more needs to be done to incorporate the protection of older people and those living with disabilities into policies and programmes. To that end, UNHCR will:

- Improve early identification and individual case management through use of the Heightened Risk Identification Tool for refugees and others in urgent need of protection;
- ensure optimal use of the *proGres* registration database to record and analyze information on those with specific needs;
- promote the systematic incorporation of the needs of older people and those with disabilities, as well as recognition of their capacities, into country programmes, policy guidance and learning projects;
- develop and strengthen partnerships with UN agencies, specialized NGOs and academic institutions so that their expertise in dealing with older persons and those living with disabilities benefits UNHCR field operations; and
- promote the application of the UN Convention on the Protection and Promotion of the Rights and Dignity of Persons with Disabilities.

Finally, to build and strengthen both its community services and child protection capacity, UNHCR will continue its Emergency Standby Agreement with Save the Children Norway and Save the Children Sweden. This arrangement also allows for community services support in the early stages of an emergency.

Education

The right to education is an integral part of UNHCR's assistance and protection interventions. While many refugee children are enrolled in primary education, issues of quality, girls' participation and safety, as well as post-primary education remain of significant concern. Few refugees have access to secondary education and even fewer to tertiary education. To address these issues, UNHCR will develop regional and country-specific multi-year education strategies that identify and address barriers to education at all levels. Global areas of concern will be addressed in UNHCR's Education Strategy, which is aligned with its Global Strategic Objectives.

In 2009, UNHCR will continue to focus on improving the safety and quality of education, and identify real and replicable solutions. A model for this is the Safe Learning Environment (SLE) initiative. UNHCR will also implement its codes of conduct for teachers and



Internally displaced children attend classes under a tree in Uganda.

UNHCR/M. Odojonyero

students, and link education more closely with livelihood support for families.

Significant gaps remain at the field and global levels in education. In the field, support is needed to ensure that all children have access to education, particularly post-primary education. A shortage of education officers hinders programme planning, implementation and the quality of programmes in some operations.

Since 2006, the **ninemillion.org** campaign has supported refugee education, particularly for girls, and has expanded opportunities for refugee children to participate in sports. In 2009, most of the programme will be mainstreamed into UNHCR's regular budget. The remaining funds will be utilized to implement secondary education and sports programmes focusing on girls in Chad and Uganda.

The **Education for All** initiative aims for 100 per cent enrolment among school-aged children of both sexes. In 2009, UNHCR will translate and disseminate its *Education Field Guidelines* through a global training workshop for the major UNHCR operations.

Through the SLE initiative, UNHCR will work with partners to increase girls' access to education and provide a secure learning environment. The Office will develop an assessment tool and a training module for the SLE initiative.

UNHCR will find ways to increase access to post-primary education and employment. It will reinforce technical capacity in field operations, including in emergencies, using common standards developed by the Inter-agency Network for Education in Emergencies. The Office will also participate in the education cluster.

The **Albert Einstein German Academic Refugee Initiative (DAFI)** scholarship programme provides educational opportunities at university level for young refugees in about 40 countries. The programme makes it possible for the graduates to contribute to reconstruction, peace and stability in their home countries. Additional funding in 2009 will allow UNHCR to support some 1,750 students, mainly to obtain a first university degree. Some scholarships for further study will also be available for a limited number of refugee students in sub-Saharan Africa.

Additional funding in 2009 will also enable UNHCR to focus on high-quality university education programmes in countries of asylum. UNHCR plans to expand the programme to new refugee operations. Furthermore, the Office will reinforce new mechanisms such as student transfers and the *DAFI for Return* programme; the latter provides educational opportunities to refugees upon their return to their home countries.

Environment

The quality of life of refugees, returnees, IDPs and host communities depends on the state of their immediate environment. In refugee and IDP situations, excessive damage to the environment or competition with the local population over scarce resources can be a source of friction. Concerns about refugees' environmental impact can even influence a country's decision to provide asylum. Environmental considerations are therefore an important element in the design of UNHCR's operations.

In view of the linkage between its protection mandate and the environment, UNHCR gives due regard to environmental issues in its operations. Growing interest in the connections between climate change, natural disasters and human displacement has prompted UNHCR to consider climate change issues in parallel with environmental management activities.

UNHCR will base its environmental policy on four principles stipulated in its *Environmental Guidelines*. These are: 1) prevention before cure; 2) an integrated approach; 3) local participation; and 4) cost effectiveness. In 2009, UNHCR will continue to mainstream these principles into all its work.

The success of UNHCR's environmental policy will hinge on raising awareness of key environmental issues; intervening at the earliest possible stage of an operation to prevent or limit damage; developing practical field projects; helping host countries to develop environmental action plans in refugee and IDP-hosting areas; and supporting partners and government agencies in their implementation.

UNHCR's environmental work plan for 2009 and beyond calls for close collaboration with implementing partners, governments and other relevant agencies. The plan includes the promotion of best practices and introduction of new techniques in field operations; dissemination of environmental guidelines; training in environmental management for UNHCR staff, implementing partners and government counterparts; and introduction of environmental programming tools, community action plans and country strategies for priority countries.

The plan also requires the implementation of environmental rehabilitation and ecosystem-restoration strategies in refugee, IDP and returnee areas; the promotion of sustainable agricultural practices; and implementation of programmes to raise environmental awareness. UNHCR will organize a workshop in 2009 to identify best practices in natural resource management in refugee and IDP hosting areas.

As part of the UN system-wide initiative on climate neutrality, UNHCR will reduce greenhouse gas emissions by promoting behavioural change among its staff and reducing the carbon footprints of its office buildings and other facilities.

Under its 2009 global programme, UNHCR will promote environmentally friendly shelter construction and solar-heating techniques as well as energy-efficient stoves and other cooking techniques to minimize deforestation. The programme will assist country operations in environmentally friendly land use methods and sustainable agriculture, and in the preparation of rehabilitation plans. Most activities will target protracted refugee situations in Africa and in Asia.

UNHCR will work with the World Conservation Union on restoration and rehabilitation strategies; with CARE International on assessment, monitoring and evaluation tools; with the Southern Alliance for Indigenous Resources on sustainable small-scale agriculture; and with the Environmental Foundation for Africa and the Gaia Association on renewable energy, bio-fuels, environmental education and awareness raising. UNHCR will also strengthen its collaboration at the policy level with UNEP, OCHA, UN-Energy and WMO on issues related to climate change and natural disaster management.

Health

The objective of UNHCR's public health and HIV programmes is to minimize mortality and morbidity. In refugee situations in developing countries, the top five killers of children under the age of five are malaria, malnutrition, measles, diarrhoea and respiratory tract infections. UNHCR's programmes aim to ensure that refugees enjoy access to health services equivalent to that of the surrounding population and to meet minimum humanitarian standards. Health and nutrition programmes are conducted within a public health and community development framework, with an emphasis on primary and preventive public health care.

In 2009, UNHCR will continue working to ensure international standards of health; implement timely interventions for the prevention and mitigation of communicable and non-communicable diseases; and reduce acute malnutrition rates and micronutrient deficiencies.

In pursuit of these goals, UNHCR has more than 100 experts covering the areas of public health, nutrition and food security, HIV and water and sanitation working around the globe. This technical expertise ensures that public health and HIV programmes are implemented effectively and that people of concern have access to quality support.

UNHCR's health activities aim to:

- Improve primary health services and referral systems, and ensure that refugees and others of concern have better access to them;
- prevent and control malaria outbreaks;
- implement integrated management of child health initiatives;
- establish quality reproductive health services;
- provide HIV prevention and AIDS care, treatment and support services;
- prevent and reduce malnutrition and micronutrient deficiencies—the latter with a special focus on the prevention of anaemia;
- provide water, sanitation and hygiene services; and
- monitor and evaluate health programmes and the response capacities of its partners to health issues.

To address the urgent gaps in the health and nutrition sectors identified in 2007, UNHCR developed an integrated package of activities for seven countries—Bangladesh, Djibouti, Ethiopia, Kenya, Myanmar, Nepal and Sudan. These activities included projects for reproductive health; malaria prevention and treatment; nutrition and the provision of micronutrients; water and sanitation services; and programme monitoring and evaluation. Significant improvements have been achieved, particularly with regard to better health and improved access to primary health care, safe water and adequate nutrition among people of concern.

In 2008, the Office expanded capacity-building activities in Algeria, Brazil, Cameroon, Chad, Costa Rica, Ecuador, India, Panama, the Bolivarian Republic of Venezuela and Yemen. The projects deployed experts; strengthened working relations with partners; and provided essential drugs, material and equipment—such as insecticide treated mosquito nets—complementary and therapeutic food, birth delivery kits and essential medicines. They also helped to improve basic health infrastructure. UNHCR is mainstreaming the projects into its annual programme to ensure the improvements will be sustained.

Reproductive health

Reproductive health needs increase during crises. Malnutrition, stress and epidemics increase the risk of complications; childbirth can occur on the wayside during population movements; sexual and gender-based violence can increase due to social instability; and harmful traditional practices such as genital mutilation can be perpetuated.

While the quality and availability of health services are the major determinants of reproductive health, behavioural patterns, socio-economic conditions and living conditions also play a part. Reproductive health is affected by major societal, religious and cultural

structures and systems. UNHCR recognizes that successful programmes promote healthy behaviour while respecting the traditional values of communities affected by displacement.

The Office has launched a five-year strategic plan for reproductive health which aims to reduce maternal and newborn morbidity and mortality; reduce the transmission of sexually transmitted infections, including HIV; prevent and manage the consequences of sexual and gender-based violence; and reduce unwanted and mistimed pregnancies.



Information session on HIV and AIDS in Mugano transit centre, Burundi.

UNHCR / A. Kirchhof

HIV and AIDS

In 2009, UNHCR will continue to implement comprehensive HIV and AIDS protection, prevention, care and treatment programmes. It will strengthen its advocacy efforts with national governments to ensure that refugees and IDPs are included in updated national plans to reduce the number of people becoming infected. The Office will focus its anti-HIV programmes on groups particularly vulnerable or at risk, including sex workers, alcohol and other substance users, and young people.

Malaria

UNHCR has begun to implement its Malaria Strategic Plan for 2008-2012. Currently, most refugees in malaria endemic areas have access to highly effective anti-malaria drugs, including Artemisin (ACT). The emphasis for 2008-2012 is on strengthening the quality of care by means of rapid diagnoses and full implementation of the ACT regimen in more countries.

Furthermore, preventive treatment programmes for pregnant women will be reinforced, and more long-lasting insecticide-treated mosquito nets will be distributed in tandem with community-based malaria prevention campaigns. The Office will expand training for NGOs and public sector health staff on the treatment of fevers among small children.

Nutrition and food security

UNHCR and key partners have taken strategic steps to address the poor nutrition situation in many refugee operations. The Office's Nutrition and Food Security Strategic Plan calls for better coordination, the reduction and treatment of acute malnutrition, control of micronutrient deficiencies—in particular anaemia among children and women, and access to food security, if needed through food aid.

UNHCR has created a project for anaemia control to respond effectively to its high prevalence and to other micronutrient deficiencies in protracted refugee operations. The project focuses on reinforcing existing activities, such as the promotion of appropriate infant and young child feeding methods, boosting the micronutrient content of the general food ration, and providing complementary feeding products for children between the ages of six months and two years.

The plan includes the improvement of existing public health initiatives such as malaria prevention and treatment, de-worming and schistosomiasis control. It also covers the strengthening of antenatal care, including iron supplementation.

New priority activities are the biochemical diagnosis of anaemia, its treatment in moderately and severely affected individuals, and preventative measures using therapeutic nutrition products. UNHCR will work closely with key partners to conduct rigorous assessments and nutritional surveys and to ensure close monitoring and evaluation of programmes.

UNHCR will continue to participate in nutrition activities under the cluster approach. It will be a member of the thematic working groups on assessment and capacity building and take the lead in the development of some cluster-specific tools. It is also exploring ways to increase its participation in field-level clusters.

Focus on the global food crisis

The global rise in food prices poses a complex challenge to both UNHCR and WFP in providing basic and complementary food rations to more than two million refugees and six million IDPs worldwide. Many refugee children and women in protracted refugee situations are reported to be suffering from severe malnutrition and

anaemia due to a monotonous diet deficient in key micronutrients and restrictions on their ability to grow their own food.

The price hikes also affect the capacity of displaced populations to become self-reliant, especially in urban areas where refugees and asylum-seekers need to purchase their food on the local market. A number of refugees have reportedly returned to camps in order to receive food rations; others are adopting negative coping mechanisms, such as taking children out of school to work, engaging in transactional sex, and selling household goods. Positive strategies are also adopted, such as starting or increasing home-based vegetable or small-scale crop production.

UNHCR and its partners are making food aid and livelihoods support a priority, working closely with WFP and FAO under the UN Comprehensive Framework for Action on the food crisis. UNHCR will implement food security and livelihoods projects to promote self-reliance as a way of addressing malnutrition and economic vulnerability among people of concern. It will also advocate for increased refugee access to land, and build the capacity of refugees in micro-agricultural production, and support projects such as multi-storey gardens and small livestock farming to improve the nutritional status of refugee households and IDPs, and to help strengthen and diversify their livelihood options.

Water, sanitation and hygiene

Refugees are often in dire need of clean water and sanitation, a situation which leaves them exposed to exploitation. UNHCR aims to improve its water and sanitation programmes and ensure minimum services in accordance with humanitarian standards. In 2009, under a special initiative to cover 24 operations, the Office will improve and refurbish existing water and sanitation facilities, provide non-food items, monitor and improve the quality of services, and implement hygiene promotion activities.

In addition, UNHCR will implement monitoring and evaluation systems at regional and country levels. All operations will integrate these systems into their programmes and report on progress against targets.

UNHCR will expand partnerships with key water and sanitation actors in 2009. It will increase its participation in the global water, sanitation and hygiene cluster (WASH). At the request of the cluster, UNHCR is working on a framework, to be completed in 2009, for the provision of technical support services in emergencies. Existing agreements with Oxfam Great Britain and Norwegian Church Aid to provide standby technical assistance in the water and sanitation sectors during refugee emergencies will be reviewed in 2009. UNHCR will continue to participate in global water initiatives led by UN-Water to raise awareness of refugee issues and to ensure that related concerns are adequately addressed.

Organizational reform

Important milestones have been reached in UNHCR's structural and management reform process, which was launched in 2006, with the opening of the Office's Global Service Centre in Budapest, the strengthening and consolidation of regional offices, and the progressive delegation of authority to field managers. These changes not only allow for more resources to be channelled directly to people of concern, but enhance the organization's overall flexibility, responsiveness and accountability.

UNHCR will continue to be guided by the objectives of the reform process in 2009. Headquarters will be further streamlined by simplifying processes, consolidating functions and maximizing opportunities to relocate support services to Budapest or to regional offices. Flexibility at the field level will be enhanced by an easing of restrictions on the use of national officers and implementing partners.

Three related initiatives will be implemented globally in 2009 to advance results-based management throughout UNHCR: the *Focus* software, the Global Needs Assessment and the Global Accountability Framework. All three will improve UNHCR's ability to identify and express the total needs of people of concern, ensure effective and transparent planning to meet those needs, enhance advocacy and resource mobilization, and guarantee greater accountability throughout the organization.



A refugee child takes her first steps with prosthetic limbs in Damascus, Syria.

Finding durable solutions

The protection of refugees and others who are displaced must include the search for durable solutions to their plight. But for some 5.2 million refugees and a great number of internally displaced persons (IDPs) in the world today, those solutions are nowhere in sight. Often socially excluded and poor, many refugees and IDPs are confined to camps where they find little freedom of movement and few hopes for self-sufficiency. In many cases, the absence of longer-term solutions aggravates protection problems.

Accordingly, a drive to implement comprehensive solutions in refugee situations, particularly protracted ones (see maps on pages 38-39), will be the cornerstone of UNHCR's operations in 2009. The High Commissioner's initiative on protracted

situations, launched in 2008, will seek to improve conditions and find solutions for refugees still trapped in protracted exile. It will target five protracted situations, involving Rohingya refugees in Bangladesh, Eritrean refugees in Eastern Sudan, Burundian refugees (from 1972) in the United Republic of Tanzania, Croatian and Bosnian refugees in Serbia, and Afghan refugees in Pakistan and the Islamic Republic of Iran.

National and international development actors will play a crucial role in this initiative, which seeks to identify durable solutions or, where these are unlikely to be found in the near future, boost livelihood and self-reliance opportunities for refugees. The plan includes the creation of conditions conducive to voluntary return and sustainable reintegration, as well



Burundian refugees returning home from the United Republic of Tanzania.

as support for local integration. Where applicable, resettlement will serve as a protection tool, durable solution and burden-sharing mechanism.

UNHCR and its partners in UN country teams are guided by the *Framework for Durable Solutions for Internally Displaced Persons*. The framework helps country teams to identify lingering protection gaps, particularly in protracted situations of internal displacement, such as in the Balkans or the Caucasus. The Office seeks to ensure that the varied needs of different groups within displaced communities are addressed. In the case of children, standard procedures to determine the best interests of each separated or unaccompanied child will identify the most appropriate solutions.

In 2009, UNHCR will strengthen its inter-agency efforts for promoting durable solutions.

It will continue to participate in the UN Country Team, UN Development Group and the early recovery cluster in order to link humanitarian work with development programmes. The Office will also strengthen bilateral partnerships with development organizations. These efforts will allow it to better allay protection concerns, promote sustainable livelihoods and address basic social needs. The Office will also deepen cooperation with governments and civil society actors in matters related to governance and rule of law in post-conflict countries.

The World Bank's policy framework for fragile States is of particular relevance, as it gives impetus to collaborative work in post-conflict settings. The Office will also strengthen partnerships with other international and regional financial institutions. Regional institutions play an important role in finding durable solutions for displaced people. The African Union has developed a *Policy Framework on Post-Conflict Reconstruction and Development* to formulate more effective reintegration initiatives, and UNHCR will help to make the framework operational. Cooperation with the European Commission is of crucial importance for local integration initiatives in Europe.

Local integration

UNHCR is hopeful that refugee-hosting countries will continue to support local integration in 2009. In West Africa, the Office implements, in close consultation with the Economic Community of West African States (ECOWAS), UN country teams and other partners, two-year projects to ensure the economic, social and legal integration of Liberian and Sierra Leonean refugees remaining in seven countries in the region.

West African leaders have reaffirmed the applicability of the ECOWAS treaty and its protocols to refugees in the region. Refugees who opt for local integration will thus enjoy all the rights of



A computer centre in Tham Hin camp in Thailand has been equipped with funds from the *ninemillion.org* campaign and benefits some 850 teenagers.

UNHCR / K. McKinsey

establishment, residence and freedom of movement afforded to ECOWAS citizens. In Southern Africa, UNHCR is discussing the local integration of refugees with the Governments of Mozambique, Namibia and Zambia.

In Europe, local integration is an emerging durable solution. The Office works with the governments of Belarus, Moldova and Ukraine in implementing local integration plans that were drawn from a study commissioned in 2007. The Office is also discussing local integration opportunities in Montenegro and The former Yugoslav Republic of Macedonia. In Serbia,

UNHCR will work with UNDP on integrating refugees from Croatia and Bosnia. In Latin America, UNHCR is employing micro-credit, vocational training and housing schemes to aid local integration.

UNHCR is an active member of the early recovery cluster and other inter-agency efforts to reduce the gap between humanitarian aid and development. These efforts will be supported by a global programme for durable solutions, livelihoods and partnerships. The programme will enable UNHCR to provide technical support to the field and implement its revised reintegration policy, as well as promote the

Livelihoods strategies: critical measures to promote self-reliance and durable solutions

UNHCR provides livelihoods support to displaced people in more than 70 per cent of the countries where it operates. Assessments conducted with the participation of displaced people have shown clear links between livelihoods, protection and physical security. Ensuring livelihoods is an essential protection tool that is critical in return or resettlement, facilitating local integration, and in alleviating the negative consequences of protracted refugee situations.

UNHCR aims to improve economic opportunities for both displaced people and their host communities to strengthen social cohesion in refugee-hosting areas. Activities are mainly carried out through local implementing partners, and cover a broad range of sectors including vocational training; agriculture, livestock and natural resource management; microfinance and business development; and employment services. Livelihoods support is informed by socio-economic assessments, and involves partners from local businesses and development agencies.

Since 2008, UNHCR has improved its capacity in self-reliance activities by acquiring expertise in livelihoods programming at Headquarters and by developing strategic approaches at the field level. Expert staff are posted in regional offices to support operations in the Americas and West Africa to develop comprehensive self-reliance strategies, conduct livelihoods assessments, and design livelihood programmes. UNHCR's new roster of external livelihoods experts will be fully operational in 2009.

For 2009 and beyond, additional capacity is required in eastern Africa, Asia and the Pacific, and the Middle East. Specialized staff are needed

at the field level to oversee the implementation of self-reliance strategies, manage programmes, and strengthen collaboration with other actors. New posts will be required in countries with protracted refugee situations and in large operations where livelihoods programmes are expected to grow significantly in response to the global food crisis.

UNHCR will conduct two regional workshops in 2009 to share information and train staff and implementing partners. These events will focus on microfinance and alternative livelihoods for urban and protracted settings.

Some of the protection challenges for women and youth are addressed through UNHCR's Women Leading for Livelihoods programme, which connects women leaders with displaced women worldwide to develop skills, encourage entrepreneurship and stimulate women's empowerment. UNHCR is already implementing projects under this initiative in the Democratic Republic of the Congo (DRC), Georgia, Kenya, Morocco and Serbia. The Office expects to implement some 30 new projects in the coming year.

In 2008, technical partnerships with the ILO and international NGOs provided expert deployments to Armenia, Azerbaijan, Egypt and Yemen to address livelihoods needs. Partnerships with FAO and other international NGOs will strengthen UNHCR's work in microfinance and livelihoods assessments and its response to the global food crisis. UNHCR also supports the development of guidelines, methodologies and assessment tools in cooperation with other UN agencies. In 2009, new partnerships will be explored with development actors and the private sector.

High Commissioner's initiative for protracted situations.

The programme will also assist field operations in conducting assessments, devising strategies and implementing livelihoods schemes, besides developing the capacity of UNHCR and partner staff. Handbooks and guidelines will be revised to reflect new challenges. Furthermore, it will allow the deployment of technical experts to the field, and the organization of workshops and training sessions.

Repatriation and reintegration

Many refugees repatriate home even when situations are not yet conducive for return, as when a conflict has not completely ended, or security has been restored but economic and social infrastructure is lacking. In this context, UNHCR believes that voluntary repatriation should be based on individual choice and that the Office should play a part in the initial stage of reintegration.

Some 512,000 refugees and 618,000 IDPs were expected to return home in 2008. In 2009, it is foreseen that almost 600,000 refugees will return to their areas of origin, mainly to Afghanistan, Burundi, the Democratic Republic of the Congo (DRC), Mauritania and Southern Sudan. Some 445,000 IDPs are also expected to return, particularly in Nepal and Uganda, but also in a number of other countries.

UNHCR's new framework on reintegration, presented to the Executive Committee in March 2008, reaffirms its readiness to play a prominent role in the return and reintegration of displaced people. It reasserts UNHCR's engagement in seeking durable solutions for IDPs and the involvement of development actors and governments at an early stage in reintegration activities. The reintegration framework also reflects key findings from UNHCR's evaluations in Southern Sudan and Angola in May 2008.

Reforms in the global humanitarian system that encourage system-wide coherence in aid projects support UNHCR's post-conflict recovery efforts. The Office will promote a two-pronged approach to return and reintegration by facilitating returns on the one hand, and providing basic needs and livelihood support on the other.

Since 2005, UNHCR has participated in the humanitarian reform process, including the cluster

approach, to improve its response to the plight of IDPs. As leader of the protection, camp coordination and camp management, as well as the emergency shelter cluster, the Office plays an important role in UN efforts to support governments in protecting and assisting IDPs and finding durable solutions for them. As a member of the early recovery cluster, the Office is committed to bringing development partners to post-conflict situations in the early recovery phase.

In 2009, the Voluntary Repatriation Project will continue to fund field offices to help them provide transport and repatriation grants to refugee individuals and families. The funds are tapped by field offices that do not have other resources due to the small size of a country operation or face an unexpected hike in demand for voluntary repatriation. The project allows UNHCR to assist any individual who approaches the Office with a voluntary request to repatriate.

Resettlement

Since 2006, UNHCR has seen a large increase in the number of referrals for resettlement. Resettlement referrals worldwide almost doubled from 2006 to 2007. In 2008, UNHCR is on course to refer about 90,000 refugees. It estimates that in 2009 there will be some 560,000 people around the world in need of this durable solution. The Office is concerned that the number of refugees in need of resettlement is growing without a corresponding increase in the number of places that States make available.

In 2009, resettlement will be viewed as a durable solutions option for a number of refugees in protracted situations; including some of the 260,000 Afghans in the Islamic Republic of Iran and Pakistan and some 90,000 people in protracted situations in Ethiopia, Kenya, the United Republic of Tanzania and Uganda. The identification of these groups reflects a more strategic use of resettlement by UNHCR. In Nepal, resettlement has proved to be the primary durable solution for long-staying refugees; for others, such as Eritreans in Eastern Sudan, the main durable solution of local integration will be complemented by a small resettlement component. Besides its strategic use in protracted situations, resettlement will be used as a tool to open opportunities for other durable solutions.

Planning figures for resettlement in 2009

Region	Number of people in need of resettlement	Of which, UNHCR expects to refer for resettlement
Asia	330,949	66,117
Middle East and North Africa	104,995	27,576
Africa	116,464	26,236
Americas	1,252	1,000
Europe	7,477	6,077
Total	561,137	127,006

In 2009, UNHCR will encourage more countries to establish resettlement programmes, and work with existing resettlement countries to increase their quotas. European countries, for example, provide only 9 per cent of overall resettlement places.

UNHCR has established an anti-fraud working group with resettlement countries. In 2009, the Office will continue implementing its Anti-Fraud Plan of Action, elements of which are the improved use of registration, enhanced data integrity and risk mitigation.

The Office will continue its dialogue with States through the annual tri-partite consultations on resettlement and the biannual working groups on resettlement. Participation in these events has increased significantly, particularly with the rise of new resettlement countries in Europe and Latin America. The Office is also

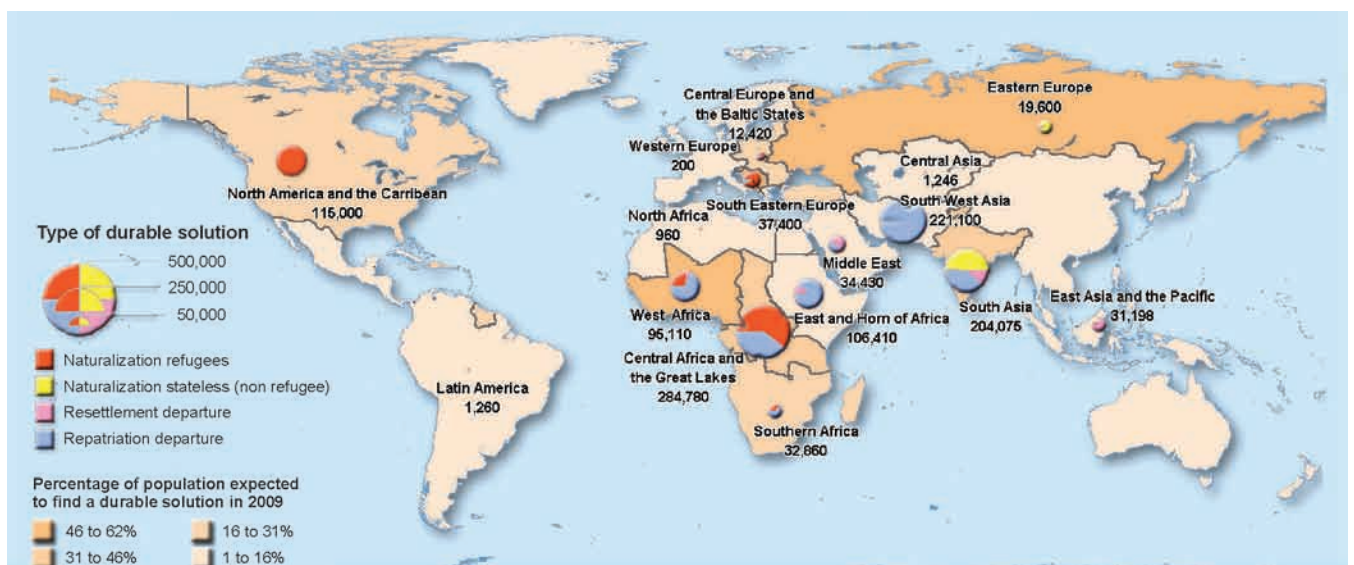
planning, with the support of resettlement countries and NGOs, for a conference on the integration of resettled refugees.

UNHCR will also strengthen and develop new identification tools, such as the Heightened Risk Identification Tool. It will boost its partnerships with NGOs as they are working directly with refugees and thus in a good position to identify those most at risk for medical or social reasons.

UNHCR will continue to work with the International Catholic Migration Commission (ICMC) to deploy resettlement experts to operations that need additional staffing. Almost 100 people were deployed between January and September 2008, primarily to process cases for referral to resettlement countries. It is envisaged that demands for deployments will increase, so the limited resources of the ICMC will have to be used judiciously, focusing on those countries where the disparity between resources available and resettlement needs are greatest. In 2009, UNHCR anticipates deploying some 100 resettlement experts to Asia, Africa, the Middle East and Europe. These deployments improve the Office's response to resettlement needs, and provide an opportunity for government and NGO personnel to understand the living conditions of refugees.

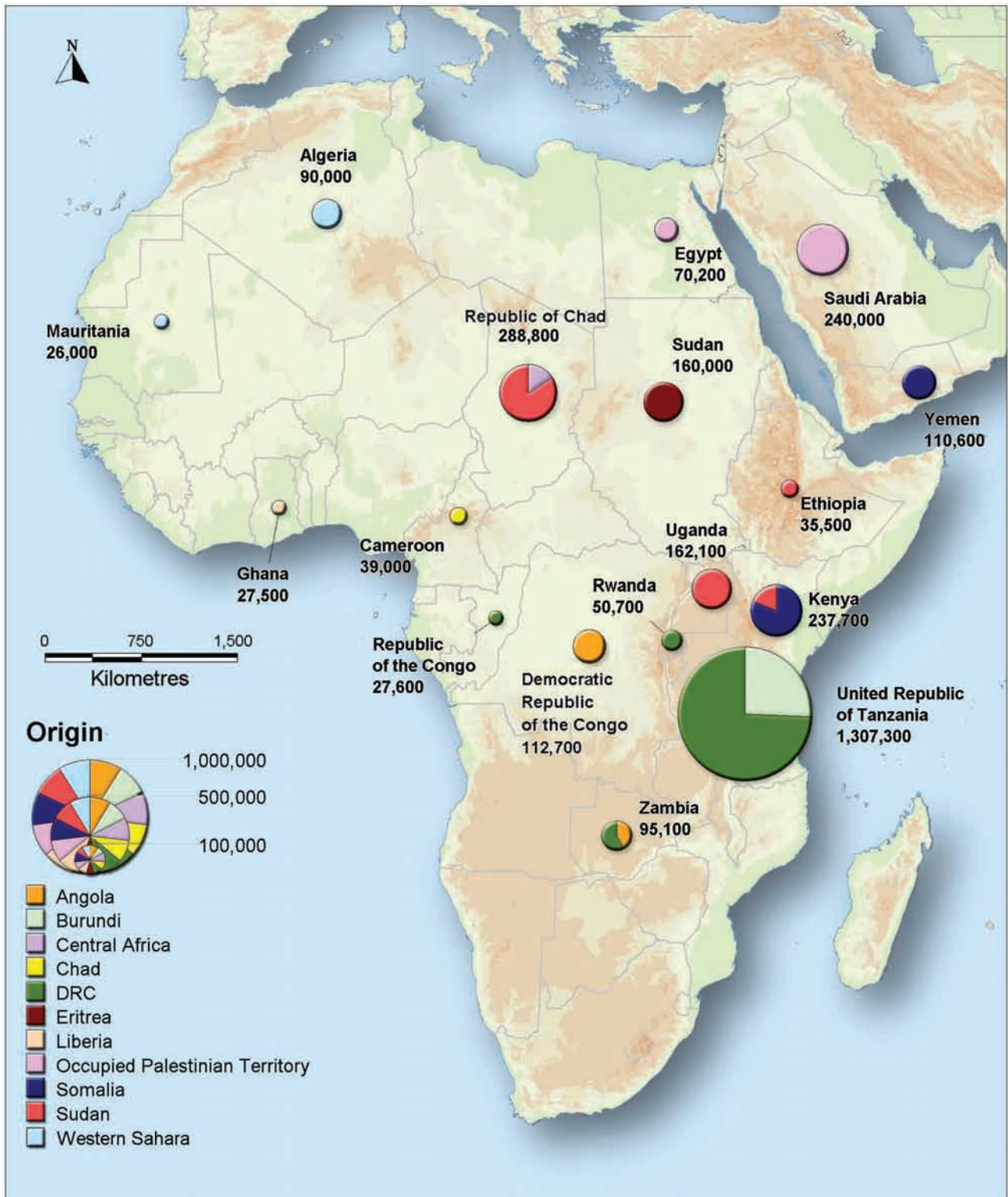
UNHCR works with IOM to fund the travel of some refugees, including children moving to join their resettled families. This project is restricted to situations where neither the resettlement country nor the family is able to meet such costs.

Expected durable solutions for refugees and stateless people in 2009



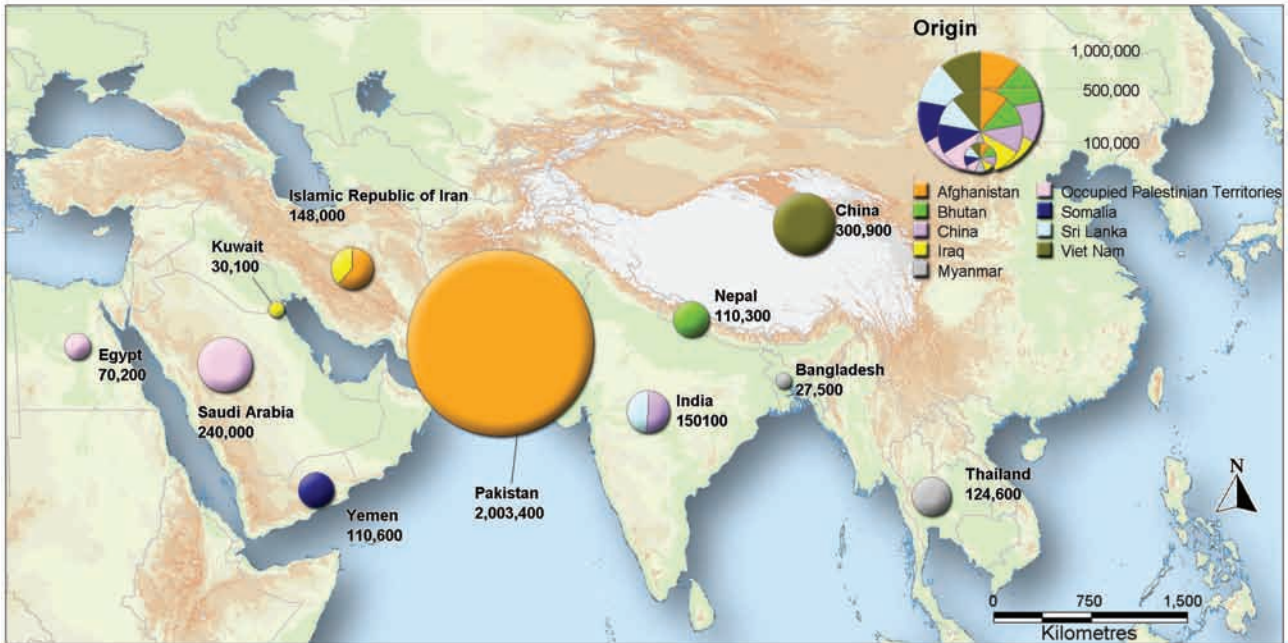
Protracted refugee populations in countries of asylum

As at 30 September 2008



Protracted refugee populations in countries of asylum

As at 30 September 2008



The boundaries and names shown and the designations used on these maps do not imply official endorsement or acceptance by the United Nations.

Working with the internally displaced

The number of people who have been displaced within their own countries as a result of armed conflict now stands at approximately 26 million. UNHCR, with its long record of protecting and assisting the displaced, is well positioned to support national and international responses towards internally displaced persons (IDPs). Currently, it is active in some 28 IDP operations involving approximately 14 million people.

Sixteen of these operations—in Afghanistan, the Central African Republic (CAR), Chad, Colombia, Côte d'Ivoire, the Democratic Republic of the Congo (DRC), Ethiopia, Guinea, Indonesia, Kenya, Liberia, Myanmar, Pakistan, Somalia, Uganda and Zimbabwe—have implemented the cluster approach. Almost three years have passed since the Inter-Agency Standing Committee (IASC) welcomed the humanitarian reform process and adopted the cluster approach, under which UNHCR assumed leadership responsibilities on certain matters relating to

conflict-affected IDPs. The global clusters are inter-agency groups at the headquarters level which build overall capacity, set common standards and develop policies and tools to support field operations.

This draws on the comparative advantages of each UN agency and builds partnerships to maximize resources and ensure an integrated response. UNHCR leads the global protection cluster. It also co-leads the global camp coordination and camp management (CCCM) cluster with IOM, and the global emergency shelter cluster with the IFRC. In the clusters it co-leads, UNHCR is responsible for conflict-induced internal displacement, while IOM and IFRC are responsible for situations arising from natural disasters. UNHCR also contributes to the global water, sanitation and hygiene cluster, as well as the clusters dealing with health, nutrition, education, early recovery, logistics and emergency telecommunications.



UNHCR staff trying to reach IDPs in remote areas of Colombia.

The Office has produced some key programmatic and protection tools, strengthened its emergency response capacity by providing technical expertise to the Field, replenished its stockpile and trained a large number of its own and partner staff.

As the work of the clusters is being consolidated in 2009, many of the activities will be fully mainstreamed, although some recurrent costs may remain through the transition period in 2009.



A camp for IDPs in Nyongera, the Democratic Republic of the Congo.

UNHCR/E. Fontanini

IDP policy and strategy

UNHCR will review progress in mainstreaming IDP-related functions into all its work and ensure it has the capacity to carry out its cluster-leadership responsibilities. The Office will also address issues related to its role in support of an improved humanitarian response to IDP situations. This has been challenging due to its expanded responsibilities and an increase in the number of beneficiaries.

As the cluster approach continues to develop, gaps in policy and operational capacity will have to be addressed in the coming year. UNHCR has worked to strengthen the linkages among the clusters it leads. As IDP operations frequently require more information sharing among partners than in traditional refugee situations, well-developed data systems are needed to make the humanitarian response faster and more predictable and enhance inter-agency coordination. UNHCR will provide technical support on data management to IDP field operations. The Office will also review security measures and training to ensure the safety and security of staff and IDPs.

Protection cluster

UNHCR chairs the Protection Cluster Working Group (PCWG). The overall focus of the working group is to strengthen protection coordination and response in emergencies. This includes deployment of protection staff to emergencies and evaluations of the cluster approach. Furthermore, the working group has given advice on the protection of older persons in Uganda and Indonesia, and supported the newly-established protection working group in Afghanistan.

The cluster helps protection coordination mechanisms in 18 countries. It concentrates on leadership in five technical areas: child protection; housing, land and property; gender-based violence; mine action; and rule of law and justice.

To address specific aspects of its work plan, the working group established the Task Force on Learning and the Task Force on Protection Staffing. It has also convened *ad hoc* meetings on protection information management and the collating of good practices.

Providing predictable leadership to coordinate protection in disasters and other emergencies remains a challenge for all agencies. While progress has been made in addressing the five technical areas under the cluster's responsibility, more needs to be done to ensure operational guidance and resources are available for both new and ongoing emergencies. UNHCR, as lead of the cluster, will help to meet these needs and enhance partnerships, particularly with NGOs, at both the global and field level.

In November 2008, the group will establish its strategic priorities and work plan for 2009. Strengthening support to field operations will remain a priority. The development of technical expertise in the five key areas of the working group's responsibility will be emphasized.

UNHCR-led activities in 2009 will include support for protection working groups in the field and the strengthening of operational partnerships. Secondments from Help Age International and Handicap International will improve assistance for people with specific protection needs.



UNHCR/E. Denholm

IDPs in Adit camp, Uganda, are preparing to return home

UNHCR will review existing tools, standards and guidelines; develop an inter-agency rapid assessment tool for protection in emergencies; and implement the PCWG Operational Framework for Mainstreaming Protection. Expanded use of protection-incident monitoring systems, including for sexual and gender-based violence, will improve cluster coordination, data sharing and analysis.

UNHCR will work with the Task Force on Protection Staffing to strengthen inter-agency coordination in emergencies. It will also work with partners on cross-cutting issues, including age, gender, environment and HIV and AIDS. As part of the Task Force on Learning, UNHCR will conduct protection cluster coordination training for field coordinators.

Camp coordination and camp management cluster

The CCCM cluster, led by IOM and UNHCR, works closely with all members to coordinate the cluster activities outlined in the 2008-2009 work plan. An important task is to ensure the mainstreaming of CCCM concepts in inter-agency tools, as was done in 2008 for the *Camp Management Toolkit*, *Gender Handbook for Humanitarian Action* and the *IDP Protection Handbook*.

In partnership with the protection cluster, the CCCM cluster supported the inter-agency effort to develop IDP profiling guidelines, and participated in a successful IDP profiling exercise in Chad. In June 2008, the cluster released a revised version of the *Camp Management Toolkit*.

In 2009, UNHCR and its CCCM cluster partners will focus on the development of standards and tools, including a handbook on camp closure and phase-out; finalize and deploy a CCCM needs assessment framework; share best practices; and strengthen support to IDP operations. To facilitate faster and more predictable humanitarian responses, UNHCR will develop new standardized data systems for the lead clusters in IDP contexts. Newly developed and revised training modules will assist cluster leads in camp coordination, and camp management agencies.

Emergency shelter cluster

UNHCR and the IFRC co-chair the emergency shelter cluster, which is active in Afghanistan, Chad, the DRC, Indonesia, Lebanon, Liberia, Mozambique, Pakistan, the Philippines, Somalia and Zimbabwe. In addition to providing overall leadership, UNHCR also implements shelter activities directly.

IDP operations

Colombia

The challenge in Colombia is keeping humanitarian issues at the top of the political agenda in a context focused on development and security needs. A recently enacted law on IDP rights may lead to more efficient implementation of IDP laws, while a nationwide campaign will help raise awareness and build partnerships and consensus.

A recently signed agreement between the Ministry of Agriculture and UNHCR provides IDPs with the chance to achieve greater socio-economic stability through the protection of abandoned lands and new initiatives to restore property rights. In the last eight years, people have lost tenure of an estimated 5 million hectares of land as a result of forced displacement.

Sri Lanka

As the designated lead agency for protection, emergency shelter and non-food items and camp management, UNHCR aims to protect refugees and IDPs, and to seek durable solutions to their displacement. UNHCR advocates for IDPs' freedom of movement; physical security free from violence; and access to shelter and livelihoods. The Office also works to improve conditions in return areas.

UNHCR works with sexual and gender-based violence (SGBV) networks to ensure that survivors of such violence receive adequate legal and psychosocial assistance. It promotes protection training and awareness among aid agencies working in IDP camps to reduce SGBV, for instance by ensuring adequate lighting, privacy and separate bathing and toilet facilities.

Uganda

UNHCR and its cluster partners in Uganda focus on returnee monitoring, the opening of access roads to new settlements and return areas, demining, rehabilitation of water sources, the clearing of huts and filling of latrines in abandoned camps, and the provision of bicycles and communication equipment to the police.

In Kitgum district, UNHCR's advocacy led to the restoration of freedom of movement in almost half of the district. UNHCR also updated data for more than 194 villages to which IDPs have returned, and provided emergency shelter assistance to over 2,000 returning and resettling households in the form of plastic sheets. The CCCM cluster provided mapping and database assistance to agencies involved in camp management and trained more than 60 inter-agency field personnel in CCCM concepts.

A major achievement of the cluster has been the stockpiling of common shelter-related non-food items for emergencies involving up to 500,000 people worldwide. In 2008, several new tools were made available to the field, including the *Emergency Shelter Strategy*. Furthermore, guidelines were provided on performance management to ensure an effective response, initial shelter assessments, climatic variations, environmental impact, risk mapping and early warning, and shelter options.

To enable the cluster to improve the effectiveness of its responses, cluster members will review the 2009 priorities and work plan. In particular, UNHCR will assess the results of the cluster's training strategy and adjust training modules to field requirements. To meet its commitments in emergency shelter response, UNHCR will maintain procurement of blankets, emergency tents and plastic sheeting. It will also continue to develop standards and tools and share good practices.

Other global clusters

UNHCR also participates in global clusters led by other partners. Given its operational expertise in forced displacement, the Office's participation ensures the efficacy of efforts to assist refugees and IDPs. UNHCR's technical staff play an important role in shaping the various clusters' policies, tools, training and response. UNHCR ensures that: (1) policies and guidelines address displacement-related issues in a practical and operational manner; and (2) interventions in emergency settings improve the design, implementation, monitoring and evaluation of humanitarian operations.

Each of these clusters is essential to the well-being of people of concern to UNHCR. To reinforce its commitment to the non-lead clusters, in 2008, UNHCR strengthened ties with each of them.

The **early recovery cluster** works to create durable solutions for IDPs and to facilitate sustainable post-conflict recovery. UNHCR contributes to the cluster with interventions on return and reintegration and through field support. Based on lessons learned from reintegration programmes, UNHCR is developing a standardized Return and Reintegration Management System, which will include databases, assessment tools, guidance and training materials. The system will be piloted in selected countries in 2009.

As a member of the **logistics cluster**, UNHCR has strengthened its logistics training and human resources capacity to ensure that it can contribute effectively to inter-agency humanitarian responses.

UNHCR has helped develop policies for the **water, sanitation and hygiene** cluster, and leads a project to strengthen technical advice and support to field operations. The Office also participates in the capacity-building steering committee, which is developing a roster of cluster coordinators and a training programme for technical experts.

In the **health cluster**, UNHCR participates in the working group on country support and contributes to

the development of field guidance and tools. UNHCR co-chairs the steering committee of the Health and Nutrition Tracking Service and has worked closely with cluster partners on the creation of three cluster-assessment tools and the *Health Cluster Guide*.

In the **nutrition cluster**, UNHCR participates in the work of the thematic working groups on assessment and capacity-building and leads the development of cluster-specific tools. It is exploring ways to increase participation in field clusters.

With the **education cluster** getting underway, UNHCR has contributed to the formulation of its work plan and is helping to develop an assessment and monitoring tool and a capacity mapping exercise. In 2009, the cluster will develop an education training strategy for cluster coordinators and members.

HIV and AIDS are cross-cutting issues which affect all sectors. UNHCR is the lead technical agency for HIV and AIDS in refugee and IDP emergencies. The Office has organized inter-agency and technical field support missions to the CAR, Colombia, Côte d'Ivoire, the DRC and Nepal. Furthermore, UNHCR has developed a multi-sectoral inter-agency assessment tool for HIV and AIDS.

Addressing situations of statelessness



UNHCR staff provide information to stateless workers on a tea plantation in Sri Lanka on procedures for obtaining identity documents.

UNHCR/G. Amarasinghe

There is growing awareness of the global impact of statelessness on individuals and societies. In essence, statelessness is a situation in which a person is not considered a national by any State under its laws. In some cases, an individual may formally possess a nationality but does not enjoy the rights which come with it. This could happen, for example, because he or she cannot prove citizenship. While the Universal Declaration of Human Rights recognizes the right to a nationality, for an estimated 12 million stateless people worldwide that right remains an illusion.

Under international law, stateless people are entitled to a broad range of human rights. In some countries, stateless persons are granted a special status that enables them to enjoy their rights. In practice, though, most stateless persons are legally invisible and face a wide range of obstacles in their daily lives. They may be unable to register their children at birth, obtain identity documents, travel without fear of detention or deportation, enrol in school, obtain legal employment, sign contracts, buy property or open bank accounts.

As a result of the development of large-scale situations of statelessness following the emergence of newly

independent States in Central and Eastern Europe and Central Asia, in 1994 the United Nations General Assembly gave UNHCR a global mandate to prevent and reduce statelessness and protect stateless persons. This supplemented the General Assembly's designation of UNHCR in 1974 as the UN agency responsible for helping to resolve the situation of stateless individuals under the 1961 Convention on the Reduction of Statelessness. The mandate is reflected in UNHCR's Global Strategic Objectives, which include "addressing situations of statelessness more effectively".

UNHCR has been given detailed guidance on implementation of its statelessness mandate by its Executive Committee's 2006 conclusion on the identification, prevention and reduction of statelessness and the protection of stateless persons. The conclusion calls on UNHCR to continue providing technical advice to States on legislation and administrative procedures—as well as to make more direct, operational efforts to address statelessness.

Concrete responses to statelessness begin with identifying who is stateless and the causes of statelessness. But identifying stateless people is not a



simple matter, as they often live on the margins of society, lack identity documents, are in a country illegally or suffer from discrimination.

UNHCR is compiling definitive statistics on the number of stateless people in the world. However, there is a discrepancy between reliable country level data reported by UNHCR and estimates of the total number of stateless people worldwide, which stands at around 12 million. Still, UNHCR field offices are adopting innovative solutions to identify stateless populations. Many are working with other UN agencies to introduce questions in population censuses that will provide a more accurate picture of the size of stateless populations. UNFPA is a particularly important partner in this regard; the High Commissioner and the Executive Director of UNFPA agreed in April 2008 to increase cooperation on population counts.

UNHCR has been especially effective in assisting States to review nationality laws and procedures related to statelessness. This work is labour-intensive but receives little visibility because it is preventive in character. Technical support for States will be complemented by more direct action to prevent statelessness, for instance by strengthening civil registration systems. In Serbia, for example, UNHCR will continue to work with the national authorities to computerize civil registries. This will help displaced people and minority Roma populations to acquire proof of identity more easily.

In some situations, proving identity, confirming nationality and obtaining identity documents can require navigating a complex web of costly bureaucratic procedures. UNHCR will therefore continue to provide legal advice to stateless persons and individuals at risk of statelessness in a range of countries (see *box*).

The reduction of statelessness will remain a challenge, particularly because many statelessness situations are of a protracted nature and attitudes depicting stateless people as outsiders are often entrenched. UNHCR will raise awareness of protracted statelessness situations,

lobby for solutions and provide advice and technical support to States and affected populations.

The Office will draw on a wide range of examples of good practice in this area, particularly in Asia and the States which emerged from the former Soviet Union. These include legislative reform—whereby stateless persons have been granted nationality on the basis of birth or long-term residence—citizenship campaigns and facilitated naturalization. The Office will promote these good practices through a series of strategy meetings with States at the regional level.

Stateless people should be able to exercise their basic human rights. The Office will work with States to establish procedures to determine who is stateless, grant the stateless a status, and ensure that they enjoy civil, economic and social rights until they can acquire a nationality.

Due to the variety of conditions prevailing in different countries, UNHCR cannot make progress on resolving situations of statelessness at the same rate in every operation. Nonetheless, a more consistent approach is needed. UNHCR's restructuring process will allow the Office to tackle the issue more systematically around the world. As part of the restructuring, a new budget structure to be introduced in 2010 will separate spending on statelessness from that for other UNHCR activities.

Focus, UNHCR's new software application to strengthen results-based management, will provide an overview of all activities under the statelessness mandate. It will also allow the Office to identify operations which require more human and financial resources to address statelessness.

These changes will be complemented by the provision of more training and tools for staff and partners. A Gaps Analysis Framework on statelessness, modelled on existing frameworks for the protection of refugees and internally displaced persons (IDPs), became available at the end of 2008. A Thematic Protection Learning Programme was being piloted at the end of 2008 and a self-study module on statelessness was also ready for release at that time.

UNHCR's capacity to help its field offices to address statelessness will be strengthened by the creation of a specialized statelessness sub-roster within the Protection Surge Capacity deployment scheme. More offices will be able to address statelessness as a result.

UNHCR's work on statelessness intersects with the activities of many other organizations. The Executive Committee conclusion on statelessness therefore

indicates that UNHCR must act in concert with States, other UN and international agencies and NGOs to address the many challenges in this sphere. The Office has undertaken a number of initiatives with OHCHR, UNICEF, UNFPA and UNDP, as well as regional organizations such as the Council of Europe and the Asian-African Legal Consultative Organisation (AALCO).

UNHCR has also developed links with a number of international NGOs, such as Refugees International and the Open Society Justice Initiative, as well as a range of national NGOs. Nonetheless, the Office must redouble its efforts, particularly at the field level. Furthermore, it will promote more media reporting and academic research on statelessness.

The 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness are the most detailed and comprehensive standards on the issue at the international level. While the UN General Assembly has called on States to accede to the instruments, so far only 63 States are party to the 1954 Convention, and only 35 to the 1961 Convention. A more effective international legal regime requires a greater number of States parties. UNHCR will continue to lobby for States to accede to the conventions, and help those that have done so to implement them. The Office aims to have 70 States parties to the 1954 Convention and 40 to the 1961 Convention by the end of 2009.

Addressing statelessness

Statelessness may occur or be perpetuated where nationality procedures are complex or costly, or where relevant information cannot be obtained. UNHCR's legal aid and information programmes are critical components of its response to such situations.

The Office works with implementing partners to identify stateless people and those at risk of statelessness. In Ukraine, for example, UNHCR's NGO partner, *Assistance*, conducted a profiling exercise in 2007 to identify stateless individuals among the ethnic Korean population.

Identification of people at risk allows UNHCR to prevent statelessness, especially by helping them obtain documentation. In Côte d'Ivoire, legal aid centres run in collaboration with the Norwegian Refugee Council have helped more than 400 people obtain identity documents, thereby reducing their risk of statelessness. The project has generated greater understanding within the population of the importance of documentation.

In the Western Balkans, the "Social Inclusion of and access to human rights for Roma, Ashkali and Egyptian communities" project aims to inform more than 700,000 people about the importance of civil registration and documentation. The project provides free legal assistance on civil registration for 10,000 people.

In Serbia, legal aid is complemented by UNHCR support for the computerization of civil registry records. This limits the risk of statelessness among Roma and internally displaced persons

(IDPs), who otherwise face many obstacles when seeking documents to establish their identity.

Providing advice on acquisition of nationality can reduce statelessness. In Sri Lanka, UNHCR, UNDP's Equal Access to Justice Project and the Government sponsored mobile documentation clinics in the plantation areas where some people of Indian Origin have remained without identity documents even after a major citizenship campaign conducted in 2003. During 2007 and 2008 these clinics benefited more than 10,000 persons, who were informed of procedures for obtaining documentation and were able to obtain basic documentation like birth certificates and identity cards.

In The former Yugoslav Republic of Macedonia, some 330 long-term residents received legal advice during 2007 from UNHCR's partner, the Legal NGO *Network*. Appeals have reached the Supreme Court in a number of cases. More than 4,600 long-term residents have been able to acquire the nationality since 2004, many as a result of this legal advice.

UNHCR's Ukrainian partner *Assistance* has supported thousands of Crimean Tatars with the translation and submission of applications, and is helping some 3,500 formerly deported people and their families to acquire Ukrainian citizenship.

In the Russian Federation, the NGO *Memorial* counsels people on the acquisition of citizenship as part of its legal assistance programme. These positive experiences have encouraged UNHCR to expand its legal aid activities aimed at addressing statelessness.

Strengthening emergency response

In recent years, UNHCR has responded to an increasing number of large-scale emergencies, each involving more than half a million displaced people. There has been a new large-scale emergency every 16 months—and a massive emergency every two years, involving the displacement of more than 1.5 million people. UNHCR also deals with an ever larger number of smaller emergencies.

To face the challenges of such emergencies, UNHCR has strengthened its planning, human resources, supply stockpiles and early warning systems. Much progress has been made, but more needs to be done.

One of the High Commissioner's principal commitments is to ensure that UNHCR is better equipped to respond to emergencies in any part of the world, including to situations of internal displacement through the cluster approach. UNHCR is now in a position to mobilize emergency response teams within 72 hours to respond to the immediate needs of 500,000 people in a humanitarian emergency.

UNHCR's strategy reflects new inter-agency efforts and working methods outlined in the Humanitarian Reform Initiative. It incorporates many elements, including an increase in the number of staff who are experts in emergency preparedness and response; more effective use of information technology, telecommunications and logistics; cost analyses for the provision of relief items; changes in internal rules to make emergency response more rapid and flexible; and the strengthening of standby agreements with other organizations to deploy technical expertise.

Responding to emergencies requires operational commitment, available staff and resources, and inter-agency coordination. The quality of the response depends on the speed at which the right people, relief items and operations support equipment can be mobilized, as well as strong management and administration. Early warning and situation-specific awareness are also key components of emergency preparedness, as are partnerships to coordinate an effective response. UNHCR will continue to strengthen all of these elements in 2009.

In the first nine months of 2008, UNHCR provided emergency support to some 40 countries through 207 deployments. It provided emergency support in

a wide range of emergencies, including natural disasters in Myanmar and China, and the conflict in Georgia. Emergency assistance continues to be provided in the complex situations in and around Iraq and Somalia.

The following steps have been taken in order to bring the response capacity up to the target of 500,000 people:

Staffing: The number of standby staff has been increased to 300 by including former Emergency Response Team members in a two-year roster for exceptional large-scale emergencies. UNHCR conducts four Workshops on Emergency Management (WEM) per year and maintains an active Emergency Response Team roster, which consists of 100 UNHCR and 30 partner staff. Combined with deployments of senior staff from the Emergency Preparedness and Response Section, this constitutes the primary emergency response mechanism during the initial phase of new emergencies.

UNHCR also runs two sessions per year of the inter-agency Emergency Team Leadership Training Programme to strengthen the quality of leadership in humanitarian emergency operations, improve coordination among all actors, and foster the ongoing development of best practices in emergency leadership and management.

eCentre: The Regional Centre for Emergency Training in International Humanitarian Response in Japan, or eCentre, works to improve emergency preparedness and response in Asia and the Pacific, as well as improve staff safety by strengthening the operational capacity of relevant government departments, NGOs and UN agencies. The eCentre provides training in emergency response, contingency planning, international standards of protection, field safety, security risk management, media relations, stress management and training of trainers. It is a regional network of organizations and individuals that also prepares technical information on emergency preparedness and response. In 2009, it will pilot a distance learning module on security risk management, and organize workshops on security risk management and safety in the field. The workshops will aim to ensure a safe and sustainable response in emergencies. The eCentre will broaden partnerships and increase participation from outside the region, paying special attention to the needs of women and children.

Non-food items and logistics: UNHCR's Central Emergency Stockpiles (CES) in Dubai and Copenhagen cover the needs for basic non-food items (NFIs) for 500,000 people, such as plastic sheeting, kitchen sets, mosquito nets, jerry cans and buckets. The Office has lightweight emergency tents to cover the needs of 250,000 people. It is developing a winterized lightweight tent for cold environments. The stockpiles also include operational support items, such as armoured vehicles, trucks, generators and prefabricated warehouses that can be released immediately. UNHCR will consider prepositioning of non-food items in planning for potential emergencies to reduce transport costs and response time.

Due to the growing number of emergencies and UNHCR's increased involvement in natural disasters, the Office will augment the number of lightweight tents and armoured vehicles in its emergency stockpile.

UNHCR will seek additional external standby capacity and coordination for supplies and logistics, including regional and national capacity in standby agreements among NGOs, and through agreements with national civil defence departments.

Operational support: The Office will improve support modules and accommodation to meet designated minimum standards, and introduce better information and communications technology for immediate deployment with Emergency Response Teams.

Management and emergency procedures: UNHCR began to reinforce emergency management by compiling all emergency operations and management procedures

in a single document in 2008. UNHCR's *Emergency Handbook* was revised in 2008 and it is being translated into French. It will be printed in 2009, with additional translations foreseen.

Early warning and preparedness

In 2008, UNHCR revised its Action Alerts early warning system. At the same time, the inter-agency working group on early warning/contingency planning began designing an inter-agency platform for early warning information to improve operational preparedness. A prototype is already in operation using indicators to track developments which might precipitate humanitarian crises. The project is spearheaded by leading researchers in the field of early warning.

Furthermore, the inter-agency working group on early warning/contingency planning launched an online contingency planning toolbox in June 2008. This allows UN Country Teams to improve skills in contingency planning. A training module is being prepared that will target country teams interested in this effort. So far this module has been used in Georgia, Kenya, Myanmar and South Africa. The goal is to streamline the contingency planning process, avoid duplication and gaps, and increase the efficiency of preparedness and response functions.

UNHCR has also reinforced its relationship with subregional organizations, with emphasis on early warning mechanisms in regional contexts. One example



A Burmese man repairs his roof with plastic sheeting after the cyclone in Yangon, Myanmar.

is the Office's cooperation with the Economic Community of West African States, which focuses on early warning and preparedness measurements.

UNHCR will maintain a financial allocation in the Operational Reserve for emergency activities. Resource allocation procedures for emergencies were revised in 2007 and implemented successfully in 2008. The new procedures bring authority closer to the field by empowering Representatives, Bureau Directors and the Assistant High Commissioner (Operations) to reallocate resources in response to changing operational needs. They also improve operational flexibility by facilitating direct access to up to USD 10 million from the Operational Reserve, which is available for emergencies without reference to UNHCR's Budget Committee.

Improving security for displaced people and staff

Ensuring the security of staff and the people of concern to UNHCR is a major element of the Office's emergency response. The humanitarian space in which it works has been eroded by armed actors, absence of the rule of law, and terrorism. These developments have compromised the safety of both displaced people and staff.

The importance of a comprehensive approach to improving security has been recognized by the international community, and UNHCR helps governments to fulfil their primary responsibilities in this regard. Efforts to strengthen national capacity to manage security issues include advocacy and activities in the areas of mine action, small arms and light weapons, disarmament, demobilization and reintegration, and interaction with national and international military forces. In 2009, UNHCR will enhance its cooperation with the Department of Peacekeeping Operations and pay special attention to UN integrated missions.

UNHCR will cooperate with other actors to implement the recommendations in the Report of the Independent Panel on Safety and Security, which the Secretary-General commissioned following the December 2007 attack on UN premises in Algiers. Among the main concerns for UNHCR are effective ways to reaffirm humanitarian principles and ensure that security management enables, rather than restricts, the delivery of protection and assistance to people in need.

In cooperation with UN and NGO partners, UNHCR will continue to advocate for better protection of humanitarian workers while safeguarding access to beneficiaries. The Office will play an active role in the UN Security Management System and collaborate regularly with the UN Department of Safety and Security



Relief items are being sent from UNHCR's central emergency stockpile in Copenhagen to Georgia.

(UNDSS) and other partners in the Inter-Agency Security Management Network. UNHCR fully supports the UN Security Management System.

To improve the security of displaced people, UNHCR will develop special refugee and IDP “security packages”. An example of this is the deployment in 2008 of two refugee security liaison officers in Chad, which led to a better understanding among international peacekeepers of the needs, concerns and rights of forcibly displaced people. UNHCR is also increasing its cooperation with the Office of Rule of Law and Security Institutions of the UN Department for Peacekeeping Operations in beneficiary security, disarmament, demobilization and mine action. This has helped to build capacity among national security and law institutions.

The Situational Emergency Training (SET), which was initiated at the request of UNHCR offices in countries prone to emergencies, targets mid-level managers and support staff with emergency experience. The Office also plans to train senior managers to prepare them for emergency deployment.

In 2009, UNHCR plans to hold four sessions of its Security Management Learning Programme. The programme targets mid-level managers, Representatives and Heads of Offices and focuses on security risk management, threat and risk assessment, security planning and critical-incident management.

In addition, safety and security will be an important component of the WEM in 2009. The safety and security component of the WEM includes personal security, hostage survival and mission planning. UNHCR has concluded an agreement with UNDSS under which the latter will recognize the security component of the WEM as equivalent to its own Safe and Secure Approaches to Field Environments training. The Office is also developing a crisis management training programme for managers.

By mid-2008, the majority of UNHCR offices were in compliance with the UN Minimum Operating Safety Standards (MOSS). The Office will continue to monitor global compliance while offering guidance and support to its operations around the world. Beginning in 2008, security assessments of offices have included a focus on

their vulnerability to explosions. UNHCR will also look at the safety and security component of the management of staff.

In 2009, UNHCR will strengthen its network of regional field security advisers. It will also increase the number of qualified staff who can be deployed at short notice, while maintaining a core group of field security advisers for shorter-term duties. The Office will also advocate for the decentralization of parts of UNDSS.

Planning and budgeting for the timely implementation of risk reduction measures are essential to security. In 2009, UNHCR will improve the tracking of security-related budgeting. In 2008, a global office-vulnerability assessment generated specific recommendations and calculated the resource requirements for a comprehensive response. The implementation of the recommendations will be monitored closely in 2009.

Emergency projects

In 2009, UNHCR will implement a series of global programmes to support the rapid deployment of human and financial resources, basic emergency items, telecommunications equipment and other essential assets in emergency operations.

Through these programmes, UNHCR will ensure:

- The swift despatch of basic supplies at the onset of an emergency through the immediate allocation of up to USD 1 million from a revolving fund.
- The availability of basic emergency relief items for 500,000 people, as well as prefabricated warehouses, generators and solar systems, light vehicles and trucks.
- Proper warehousing, full insurance coverage, and the repair, maintenance and replacement of items and assets in the Central Emergency Stockpiles.
- The availability of human resources by strengthening the emergency capacity of UNHCR staff, government counterparts, NGOs and other UN agencies.
- The improvement of UNHCR's early warning system through careful analysis of potential and existing crisis situations.

Working in partnership

UNHCR collaborates with a broad range of organizations and individuals in order to provide international protection, material assistance and durable solutions for displaced people. Indeed, without these partners, which include governments, the UN system, intergovernmental organizations, non-governmental organizations (NGOs) and the International Red Cross and Red Crescent Movement, the Office would find it difficult or impossible to conduct many of its activities. UNHCR also works with universities and research institutes, parliamentarians, experts, the private sector and displaced people.

In 2009, UNHCR will strengthen existing partnerships and initiate new ones. This chapter provides a snapshot of UNHCR's collaboration with some of its key partners.

Coordination within the UN system and with the Inter-Agency Standing Committee

UNHCR supports the UN's efforts to improve the effectiveness of international humanitarian action. In this regard, it participates in key UN coordination bodies

such as the Chief Executives' Board for Coordination and its high-level committees—particularly those dealing with management and programme issues—and the United Nations Development Group. It also engages with the Executive Committee on Humanitarian Affairs and the Executive Committee on Peace and Security. Furthermore, it fulfils its statutory obligations to report in a timely manner to the General Assembly, the Economic and Social Council and other entities.

The relevance of the Inter-Agency Standing Committee (IASC), which is the primary mechanism for inter-agency coordination of humanitarian assistance, has been reinforced by the global food crisis and the humanitarian consequences of climate change. UNHCR aims to play a leading role in defining the mechanisms and methods that the IASC establishes to deal with emerging challenges.

As part of the IASC, UNHCR is also committed to the cluster approach, in which stakeholders work together to leverage the particular strengths of each agency. In this context, the Office supports the strengthening of the humanitarian coordinator and the resident coordinator system.

UNHCR is also part of other inter-agency coordination mechanisms, such as the Consolidated Appeals



Refugees in Thailand use facilities that have been sponsored by the Right to Play project.

UNHCR/R. Arnold

Process (CAP) and the United Nations Development Assistance Framework (UNDAF), which help to respond more effectively to the needs of displaced people within an increasingly complex and challenging environment.

The Office continues to collaborate with the Peace Building Commission in the areas of recovery and transition, return and repatriation, rule of law, the safety and security of returnees, and the funding of reintegration projects. UNHCR also participates in integrated mission planning to ensure that the concerns of displaced people are adequately addressed in peacekeeping and peacebuilding missions.

UNHCR is active in five countries where the UN's Delivering as One initiative is being piloted: Albania, Mozambique, Pakistan, Rwanda and the United Republic of Tanzania. The Office participates in both policy development and implementation at the country level.

The Delivering as One initiative provides a unique opportunity for UNHCR to engage with host governments, development organizations and NGOs. Such collaboration leads to an integrated and coordinated approach to assistance and the transition from relief to development. The initiative allows the Office to engage with the UN system in sharing the burden of refugee-hosting and returnee areas, building asylum capacity, setting up contingency plans and disaster-preparedness mechanisms, and finding durable solutions for the displaced.

UNHCR is also committed to cooperating in a strategic manner with development partners in local integration and reintegration. This will be done through the early recovery cluster and the UN Development Group, in particular the latter's Transition Working Group.

UNHCR co-chairs the IASC Task Force on Safe Access to Alternative Fuel and Firewood with the Women's Commission for Refugee Women and Children and the World Food Programme (WFP). The primary purpose of the task force is to improve the protection of women and children in relation to the procurement of fuel and firewood. For instance, by improving measures to prevent assaults against women and girls searching for firewood outside their encampments.

To further the aims of Security Council resolutions on women, peace and security, and sexual violence, UNHCR works with various multi-agency programmes, such as the UN Action against Sexual Violence in Conflict initiative, the Inter-Agency Network on Women and Gender Equality and the IASC Sub-Working Group on Gender in Humanitarian Action.

Bilateral collaboration with UN agencies and international organizations

UNHCR nurtures its bilateral partnerships with other UN organizations, such as WFP, WHO and UNICEF, on a range of issues. The Office links up with development organizations, such as UNDP, UNFPA, UN-Habitat, FAO, ILO and the World Bank, to address livelihood and reintegration issues for displaced people. It also collaborates with bilateral donor agencies in local integration and reintegration programmes.

UNHCR's Women Leading for Livelihoods initiative aims to connect women leaders with refugee and displaced women worldwide to support the development of skills and encourage entrepreneurship. The initiative has links to the International Trade Centre in Geneva, Manpower, the Gender-Entrepreneurship-Markets of the International Finance Corporation, and the Gender and Development Group of the World Bank.

In light of the complementarities between refugee law and international human rights law, UNHCR cooperates with the Office of the High Commissioner for Human Rights (OHCHR) and the seven treaty monitoring bodies, besides contributing to the work of the Human Rights Council and the new human rights mechanism of the Universal Periodic Review.

UNHCR works with UNODC, OHCHR, UNICEF, IOM, the The Organization for Security and Co-operation in Europe and relevant NGOs to ensure that legal standards of protection for people of concern to the Office are adhered to in counter-terrorism and national security measures, operations to counter trafficking and smuggling, and migration control.

While UNHCR has been mandated to prevent and reduce statelessness and protect the rights of stateless people, a number of other international organizations too have mandates and expertise on statelessness. To obtain an effective international response to statelessness, it is imperative that the Office works with a broad range of actors. In this regard, the 2006 Executive Committee Conclusion on statelessness and the 2008 General Conclusion on International Protection call for UNHCR to strengthen its cooperation with UN organizations such as OHCHR, UNICEF and UNFPA.

The Office will engage in advocacy efforts in conjunction with regional organizations and the Inter-Parliamentary Union. It will also cooperate with UNRWA to support and protect Palestinian refugees. Finally, in recognition of the contributions of volunteers to its work, in 2009 UNHCR will expand its collaboration with the United Nations Volunteers (UNV) Programme.

Working with the World Food Programme

The ongoing food crisis poses a complex challenge to both UNHCR and WFP in providing food to more than two million refugees and six million IDPs. Many refugee children and women in protracted refugee situations suffer from serious malnutrition and anaemia due to a monotonous diet lacking in key micronutrients, as well as restrictions on their ability to grow their own food.



Syrian Arab Red Crescent volunteers loading up trucks with WFP food for Iraqi refugees in Damascus

UNHCR will strengthen its collaboration with WFP in line with their Memorandum of Understanding and Plan of Action. Areas of collaboration will include joint assessments, training, fundraising and advocacy as well as food security, particularly in relation to the current food crisis. Both organizations will mainstream age, gender and diversity considerations into planning, needs assessment and monitoring in order to improve food assistance to people of concern to UNHCR.

UNHCR and WFP will work together in the context of the UN Comprehensive Framework for Action on the global food crisis to ensure that the needs of refugees and IDPs are taken into account. In March 2008, WFP agreed to give priority to providing food to the most vulnerable people, including refugees and IDPs. For its part, UNHCR is working to persuade the international community to increase support for WFP.

Working with the International Organization for Migration

In 2008, the International Organization for Migration (IOM) assisted UNHCR by transporting almost 50,000 refugees (mainly Iraqis and refugees from Thailand and Nepal) to third countries for resettlement, which is some 70 per cent more than in the previous year. IOM also helps UNHCR provide pre-departure services to refugees who will be resettled.

In 2009, the UNHCR-IOM partnership will seek to speed up the resettlement of women and girls at risk and people with health problems. An equally important task will be the organizing of referrals for victims of trafficking who may be in a refugee-like situation. Furthermore, IOM and UNHCR will collaborate on a project to evacuate refugees with acute protection problems to the resettlement transit centres in Romania and the Philippines prior to their resettlement in third countries.

IOM is one of UNHCR's key partners in addressing the challenges of mixed migration, particularly in areas such as the return of migrants who have become stranded in a country of transit or who have been caught up in anti-trafficking activities.

Examples of cooperation between the two agencies include the Mixed Migration Task Force in Somalia; the screening and assistance programme for new arrivals on the Italian island of Lampedusa; and the organizing of conferences on migration for the Caribbean and West Africa regions. In 2009, IOM will play a more active role in UNHCR's 10-Point Plan of action on refugee protection and mixed migration. UNHCR and IOM also aim to develop joint standard operating procedures to improve the protection of victims of trafficking.

Cooperation with regional organizations

UNHCR is supporting the African Union as it prepares for a special summit of heads of State on the subject of forced displacement. The summit may adopt a Convention for the Protection and Assistance of Internally Displaced Persons.

UNHCR's partnership with the Economic Council of West African States (ECOWAS) has yielded good results in local integration (please see the chapter on durable solutions) and the management of the asylum-migration nexus. It has also aided early warning and emergency preparedness efforts. Several workshops in early warning systems for conflict prevention, emergency preparedness and response have been organized for ECOWAS Emergency Response Team members.

In East Africa, UNHCR is working with the Intergovernmental Authority on Development, an organization of six States in the region, on its early warning system. The Office is discussing a partnership agreement with the East African Community on mixed migration movements and human trafficking among other things.

UNHCR's long-standing cooperation with the League of Arab States led to a joint workshop on asylum and migration issues for Arab Parliamentarians in October 2008. A study on asylum in Islam and international law was launched at the workshop. In the framework of UNHCR's cooperation with the Organization of the Islamic Conference, a ministerial conference on refugees in the Muslim World is planned for the first quarter of 2009. UNHCR is also strengthening ties to the Gulf Cooperation Council.

In Europe, UNHCR has strategic partnerships with civil society and regional institutions such as the Organization for Security and Co-operation in Europe; the Council of Europe; the European Agency for the Management of Operational Cooperation at the External Borders; the European Council on Refugees and Exiles; the Intergovernmental Consultations on Migration, Asylum and Refugees; and the International Centre for Migration Policy Development.

In the Americas, UNHCR's cooperation with the Organization of American States (OAS) has been bolstered by the signing of a Memorandum of Understanding. The OAS has adopted a resolution

on refugees and the internally displaced that gives due weight to UNHCR's concerns.

UNHCR participates in the main fora in the Americas region on migration and human rights to make sure that they deal with the needs of refugees and asylum-seekers. Two of the Office's main concerns are that people in need of international protection within mixed migratory flows are identified, and that protection safeguards are adopted to prevent the indiscriminate application of migration control measures.

In Latin America, the Regional Conference on Migration recently held a seminar on refugee protection and migratory flows. UNHCR has also increased its cooperation with the Southern Common Market (MERCOSUR) and its Specialized Forum on Migration. In this context, workshops were held in March and October 2008 on security, human rights and refugee protection and the implementation of the Mexico Plan of Action.

The Office also cooperates with the Ibero-American Summit and the South American Conference on Migration. The first met in October 2008, and the latter is to meet in Uruguay at the end of 2008 to discuss issues related to youth. Similar activities will continue in 2009.

In Asia and the Pacific, UNHCR promotes migration- and refugee-sensitive governmental policies by participating in regional forums such as the Bali Process; the Asia-Pacific Consultations on Refugees, Displaced Persons and Migrants; and the Asian-African Legal Consultative Organization. Statelessness and citizenship are among the main issues that UNHCR seeks to address in the region.

The Office has also teamed up with the South Asian Association for Regional Cooperation's Disaster Management Centre in New Delhi. In 2009, it expects



Somali asylum-seekers are checked by a Médecins sans Frontières doctor at the Ahwar reception centre in Yemen.

to conduct workshops on emergency and disaster management.

The Pacific Immigration Directors' Conference brings together immigration services of 23 countries of the Pacific Region and territories to discuss issues of mutual interest and to foster multilateral cooperation. Heads of immigration agencies meet annually to discuss issues such as immigration policy and legislation, people smuggling and capacity building. UNHCR attends the meetings as an observer and shares its perspectives on protecting refugees and stateless people in migratory movements.

Working with NGOs

UNHCR has partnership agreements with some 640 NGOs from all parts of the world. NGOs provide a key element in the transition from relief operations to development.

Around 75 per cent of these NGO partners are local organizations. They bring a depth of local knowledge as well as an unmatched presence on the ground and the ability to become operational quickly in emergency situations. For their part, international NGOs bring a wealth of experience as well as human and material resources. More recently, UNHCR has turned to NGOs to address growing needs in legal assistance and protection.

In addition to the NGOs with whom UNHCR has formal partnership agreements, the Office works with many others on an operational basis. These operational partners support UNHCR's work in such areas as emergency relief, resettlement, research and advocacy. In 2009, UNHCR will help local NGO partners improve management, including of issues related to overheads and salaries.

UNHCR will continue to promote the Global Humanitarian Platform as a forum for NGOs, the UN and the Red Cross/ Red Crescent Movement to discuss strategic issues at the highest level.

The annual UNHCR-NGO consultations in Geneva bring together NGOs from all over the world for discussions among those on the front lines of operations. In 2008, more than 340 participants attended the Consultations. They represented 206 NGOs, of which 93 were national. There was also an increase in the number of refugees attending the consultations, who enriched meetings with their experience and knowledge of situations back home. The Office will continue to

organize this event and explore ways in which it may be replicated at the regional level.

Corporate partnerships

In 2008, UNHCR's partnerships with the private sector led to many concrete results: PricewaterhouseCoopers' employee giving campaign raised USD 4 million for education programs in Chad; the revenue generated through Nike's Human Race will also benefit education and sport programmes for refugees in Chad; the Giving is Winning campaign of the International Olympic Committee and UNHCR collected sport clothing for some 82,000 refugees; the UN Foundation contributed USD 2 million for malaria prevention in Africa; at the Clinton Global Initiative, President Bill Clinton announced that UNHCR will benefit from the UN Foundation's Nothing But Nets campaign whereby more than 630,000 refugees in Sudan, Kenya, the United Republic of Tanzania and Uganda will receive mosquito nets; and WPP committed to improve UNHCR's branding and communications strategies through pro bono work worth USD 10 million. Furthermore, the Community Technology Access project, developed in close cooperation with Microsoft, has made significant progress and will soon be launched in Rwanda and Bangladesh.

In 2009, the Office will build on the successes achieved in 2008. It will strengthen its partnerships with the members of the Council of Business Leaders (Manpower, Merck, Microsoft, Nike, PricewaterhouseCoopers and WPP) by developing programmes that are linked to the partners' core business competencies, new employee giving programmes and employee engagement opportunities. UNHCR also envisages developing partnerships with the private sector in order to foster self-employment opportunities, particularly in repatriation operations and protracted refugee situations.

The Office will develop new cause-related marketing campaigns, benefiting from the reach of sports clubs like FC Barcelona and its corporate partners. UNHCR will also work with other UN agencies in creating partnerships with the private sector.

The Office will strengthen its partnership with key foundations such as the UN Foundation and the Nike Foundation. UNHCR will work closely with the Bill and Melinda Gates Foundation in implementing projects in support of the repatriation of refugees to Southern Sudan. The Office will also actively explore cooperation opportunities with other promising foundations.

Identifying needs and funding requirements

The planning process

The High Commissioner's Global Strategic Objectives provide the framework for UNHCR's programme planning and budgeting. The Regional Bureaux use these to establish regional priorities for the operations under their purview. These priorities are refined at the country level, taking into account the results of comprehensive needs assessments.

Participatory needs assessments are the norm in planning and implementing UNHCR's operations. During the planning cycle, each office works closely with all involved parties, including representatives of displaced people and host communities, donors, NGOs, UN agencies and government counterparts. An inter-agency planning process also enables the international community to maximize the impact of available resources and avoid duplication of efforts. Furthermore, UNHCR launched a Global Needs Assessment initiative in 2008 (see text box) to improve its ability to identify the needs of displaced people, asylum-seekers, returnees and stateless people.

UNHCR is aware that its programmes can address only part of the overall needs of displaced people. Even in relation to the needs of the refugees that it proposes to assist, programmes meet only the minimum international standards for protection and assistance. UNHCR's efforts thus need to be considered in the broader context of the overall needs in a particular country or region, and the contributions made by other actors.

Consolidated Appeals Process

In complex emergencies, UN agencies and other members of the Inter-Agency Standing Committee are expected to coordinate their efforts resulting in a coherent response plan, developed under the leadership of the Humanitarian Coordinator. This enables organizations to plan, coordinate, implement and monitor their emergency responses in a joint manner, and to appeal for funds together. In 2009, UNHCR will continue to strengthen its field capacity on inter-agency cooperation and accessing funds from common humanitarian funding mechanisms.

The Consolidated Appeals Process (CAP) focuses on close cooperation between host governments, donors, NGOs, the International Red Cross and Red Crescent Movement, the International Organization for Migration and United Nations agencies. The Humanitarian Coordinator is responsible for the preparation of the consolidated appeal document, which is launched globally towards the end of each year.

In 2009, there will be 15 consolidated appeals. UNHCR will participate in 12 of them, for Chad, the Central African Republic, Democratic Republic of the Congo (DRC), Iraq, Kenya, Nepal, Somalia, Sri Lanka, Sudan, Uganda, West Africa and Zimbabwe. It will not participate in the consolidated appeals for the Occupied Palestinian Territory, Tajikistan and Timor-Leste. The Office will also participate in any new inter-agency appeals that take place during the year, which have a bearing on people of concern to UNHCR.

Overview of the 2009 requirements

UNHCR moved into a biennial programme and budget cycle as of the 2008-2009 biennium. The budgets in this Appeal constitute a revision of the second year of UNHCR's first biennial Appeal.

For the 2008-2009 Biennial Programme Budget, UNHCR field managers and partners carried out needs assessments in early 2007. However, by early 2008 realities on the ground had changed. The significant decline in the relative value of the US dollar in relation to most other currencies led to a situation in which the budget rates set in March 2007 for currencies other than the US dollar no longer corresponded to the prevailing market rates. In June 2008, the Standing Committee approved a budgetary increase for the 2008 Annual Programme Budget in order to absorb some of the exchange rate losses and to be able to respond to new priorities. In October 2008, the Executive Committee approved an increase in the 2009 budget for the same reasons. The approved programme represents the best possible alignment of UNHCR's resources and activities with the Global Strategic Objectives.

The Global Needs Assessment

The Global Needs Assessment (GNA) initiative, which UNHCR launched as a pilot project in 2008-2009, is set to be implemented worldwide in 2010-2011. The initiative puts in place an overall framework to comprehensively map the state of the world's refugees and others of concern to UNHCR. It clearly outlines their needs and the costs of meeting them, and serves as a new blueprint for planning, decision-making and action.

As part of the 2008-2009 pilot project, UNHCR's field offices were asked in March 2008 for an estimate of the financial requirements to meet all the needs of each population of concern. The results pointed to the sobering reality that UNHCR has only requested about half the funding required to meet the needs of its populations of concern.

A more comprehensive GNA survey in eight pilot countries - Cameroon, Ecuador, Georgia, Rwanda, Thailand, the United Republic of Tanzania, Yemen, and Zambia - showed that a startling third of the unmet needs were for basic essentials such as food, water, health, sanitation and education (these eight countries are described in the respective country chapters of this Appeal). UNHCR is already active in these sectors but not to the levels needed. It is therefore asking for an additional USD 63.5 million to address gaps in these pilot countries in 2009. Since full funding of the Annual Programme Budget remains UNHCR's highest priority, additional needs under the GNA

initiative will only be implemented to the extent that additional funding is forthcoming.

In the past, UNHCR field offices routinely carried out needs assessments with partners and persons of concern. Detailed budgets were developed based on the level of resources anticipated and financial estimates provided concerning the additional money needed to meet gaps. But those estimates lacked consistent criteria and clarity and, in many cases, were influenced by constraints that offices assumed would guide the allocation of resources.

The GNA initiative redresses that situation by significantly improving the quality of UNHCR's needs assessments. In doing this, it draws on the rigorous methodology of the Strengthening Protection Capacity Project, which includes a comprehensive analysis of protection gaps, consequences and solutions. Then, through a consensus-building process, it engages all stakeholders in developing a roadmap to remedy the gaps with concrete projects and firm budgets.

The initiative will provide an overall architecture that enables UNHCR to express all the needs of people of concern, including for ongoing initiatives in the health, water and sanitation sectors as well as in protracted situations. It will also be instrumental in supporting and underscoring UNHCR's advocacy efforts on behalf of those it is mandated to protect.

Global needs in pilot countries

Country	Total needs in 2009	Contributions by other actors	Unmet needs	UNHCR's proposed amount to cover unmet needs	UNHCR's annual budget, including GNA
Cameroon	18,914,087	3,900,000	6,769,520	3,000,000	11,244,567
Ecuador	13,554,325	2,998,677	3,722,184	3,722,184	10,555,648
Georgia	125,000,000	80,480,000	39,443,144	28,800,000	33,876,856
Rwanda	14,711,761	2,670,506	5,036,221	3,384,708	10,389,742
Thailand	80,375,177	50,180,582	16,763,675	4,500,000	17,930,920
Tanzania	61,227,645	34,453,150	5,410,655	5,200,000	26,563,840
Yemen	24,471,354	2,250,000	13,290,999	10,000,000	18,930,355
Zambia	16,075,473	2,588,748	4,912,718	4,912,718	13,486,725
Total	354,329,822	179,521,663	95,349,116	63,519,610	142,978,653

UNHCR's new budget structure

In March 2008, UNHCR's Executive Committee approved a new budget structure for the Organization. It aims to provide a comprehensive picture of the wide range of interventions that the Office undertakes. The new budget structure is expressed in UNHCR's new results-based management software, *Focus*, as a standardized results framework that describes, in a comprehensive and consistent way, how the Office and its partners deliver protection and durable solutions to populations of concern. It is designed to present requirements on the basis of the four main types of population of concern to the Office: refugees, stateless people, internally displaced persons and returnees.

Below these population types, the budget structure breaks down into a results framework. This shows UNHCR's financial requirements according to the types of programmes that it implements and the areas of impact that these programmes have, known as rights groups. Each rights group is further broken down into objectives, which in turn have specific outputs.

The first quarter of 2009 will see all field operations and Headquarters use *Focus* to prepare and submit results-based operations plans covering

the 2010-2011 biennium. Full implementation will start on 1 January 2010 on the basis of plans and budgets approved during 2009.

A key element of this organization-wide shift to results-based management and budgeting is the interface with MSRP - UNHCR's financial, human resources and supply chain system - which is being reconfigured to receive planning data, indicative budgets and staffing proposals from *Focus*.

In the field, *Focus* will be used by staff to capture their assessment of the situation of populations of concern based on a comprehensive global needs assessment. The next step will be to present a prioritized response consisting of planned results and targets. *Focus* then allows teams to use the operations plans built into this framework as the basis for implementation, coordination, monitoring and reporting.

To harness *Focus*' analytical capability and make it widely available to managers, UNHCR is developing a global business intelligence application, *Global Focus*. It is also planning a tool to provide donors with direct access to reporting information, *Donor Focus*.

Example of a global view in UNHCR's new budget structure: 2009 requirements by population type and rights group (USD)

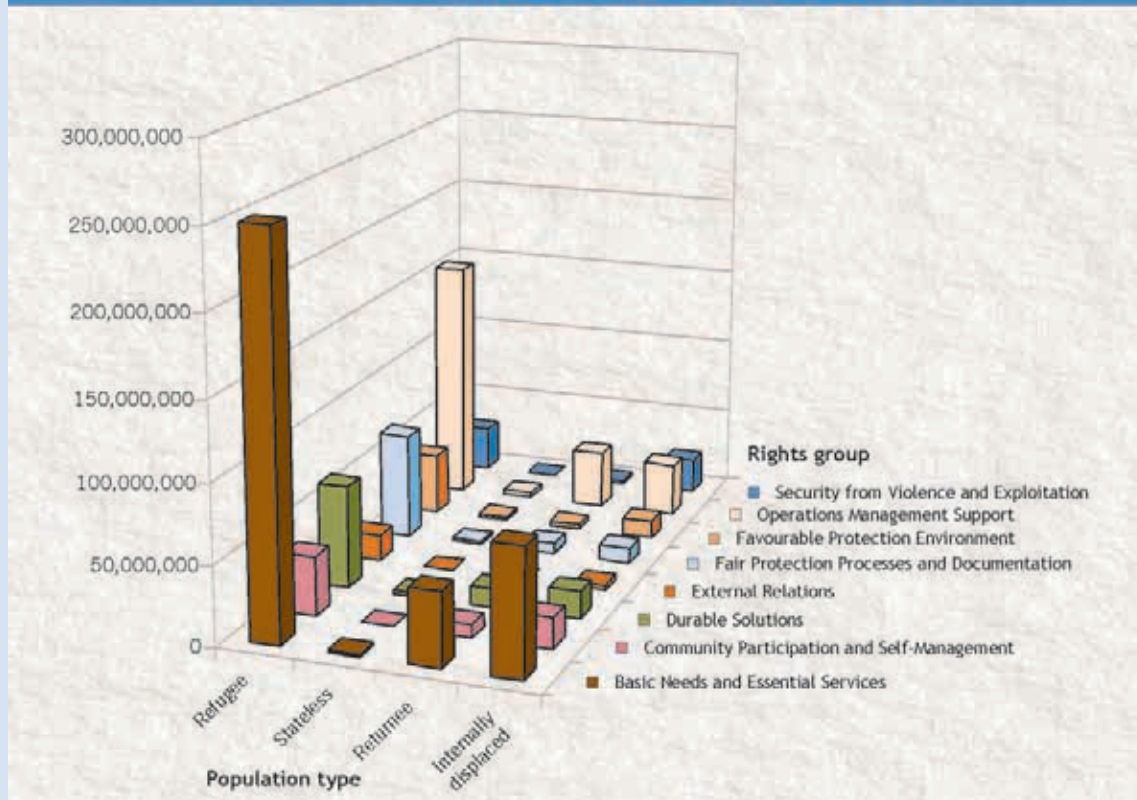
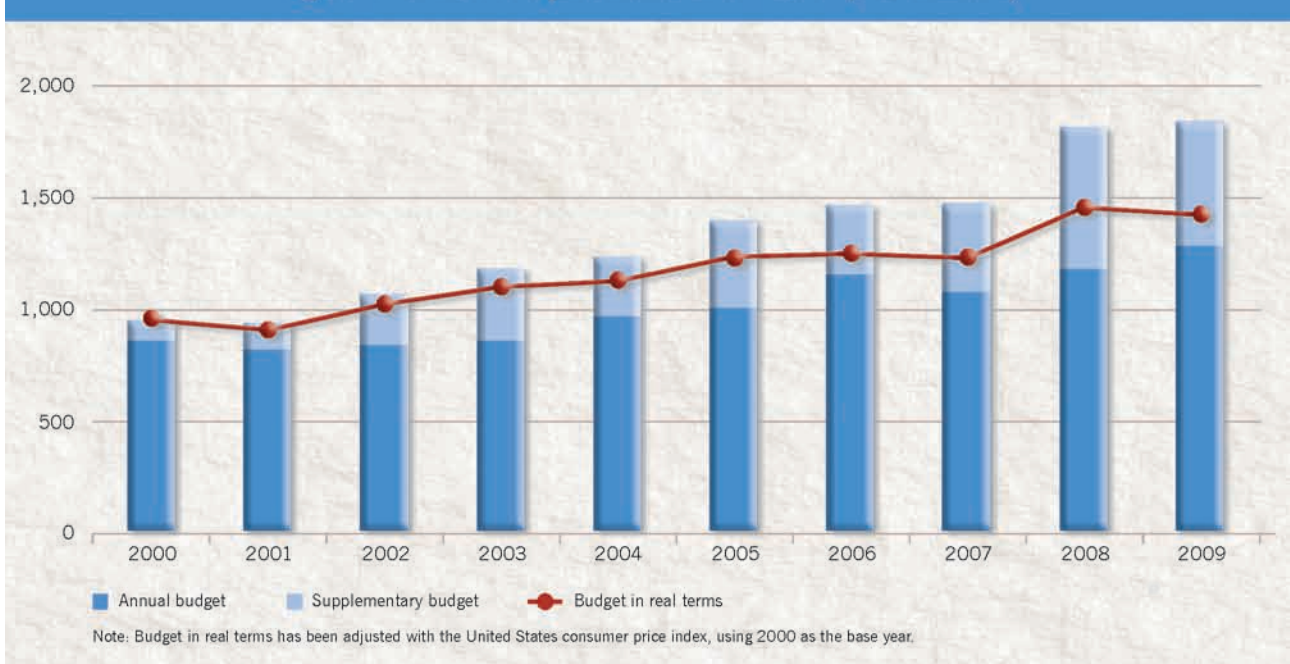


Figure 1: UNHCR's requirements 2000 - 2009 (USD millions)



In 2009, UNHCR's financial requirements are USD 1,867 million, including the Annual Programme Budget and 19 supplementary programmes. This represents a small increase of USD 25 million (one per cent) compared to the revised 2008 requirements. The figure above shows how UNHCR's budget has evolved during the past ten years.

In 2009, as in past years, UNHCR's requirements in sub-Saharan Africa are the largest of any region. Figure 2 shows that Africa accounts for approximately 36 per cent of total requirements, followed by the Middle East and North Africa (19 per cent) and Asia and the Pacific (10 per cent). Headquarters' share of the total requirements (8 per cent) continues to decline as a result of UNHCR's restructuring process; the percentage will reduce further as reserve funds are allocated to field operations during the course of the year.

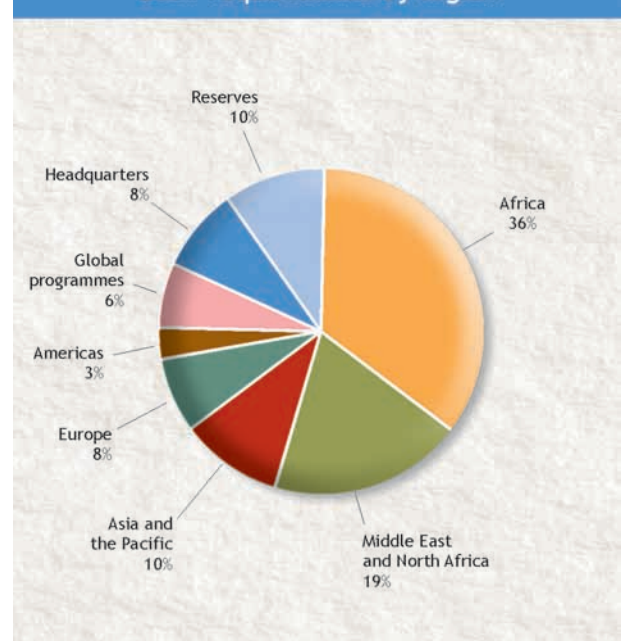
The biggest country budgets in 2009 are for the Syrian Arab Republic, Sudan, Chad, Iraq and the DRC. The requirements have increased most significantly in Iraq, which needs USD 24.7 million more than in 2008. The next highest increases are for Yemen (USD 19.1 million), Cameroon (USD 7.6 million), Thailand (USD 6.3 million), DRC (USD 5.6 million), Somalia (USD 5.3 million) and Ecuador (USD 5.3 million).

The revised 2009 **Annual Programme Budget** amounts to USD 1,275 million, including the Operational Reserve, the "New or additional activities – mandate related" (NAM) Reserve and the Junior Professional Officer scheme. The budget also includes requirements in eight pilot countries that were identified through the Global Needs Assessment initiative (see text box), as well as additional requirements for the prevention and control of anaemia (USD 11 million) and for improving access and quality of water and sanitation (USD 7.8 million).

The revised Annual Programme Budget represents an increase of USD 166.7 million from the initial 2009 component of the Biennial Programme Budget, which was approved by the Executive Committee in October 2007. The increase is mostly explained by the Global Needs Assessment initiative (USD 63.5 million) and the significant decline in the relative value of the US dollar to most other currencies since the initial budgets were set.

The 2009 **Operational Reserve** amounts to USD 108.2 million. This represents 10 per cent of the total programmed activities under the Annual Programme Budget. The Operational Reserve allows UNHCR to meet additional requirements for which there are no

Figure 2: 2009 requirements by region



provisions in the programmes approved by the Executive Committee, such as new emergencies and other unexpected requirements.

The “**New or additional activities – mandate related**” (**NAM Reserve**) for 2009 amounts to USD 75 million, reflecting growth in NAM appropriations in 2007 and 2008. The NAM Reserve allows UNHCR to accommodate mandate-related activities that are not included in the budget. Transfers from the NAM Reserve are made against earmarked contributions that are in addition to what the Office would otherwise receive. This way, the Office seeks to ensure that funds are not diverted from core budgeted activities.

UNHCR’s requirements in 2009 include provisions for the **Junior Professional Officer (JPO)** scheme of USD 10 million. JPOs are government-sponsored young professionals that work for UNHCR.

The Annual Programme Budget also includes an allocation from the **United Nations Regular Budget**. The allocation is used to cover administrative expenses at Headquarters, most notably staff costs for management and administration. The allocation for the 2008-2009 biennium amounts to USD 73.1 million, which is equivalent to some 42 per cent of the biennium’s expected management and administration costs.

UNHCR’s requirements also include 19 **supplementary programmes** for an amount of USD 592 million. A table at the end of this chapter lists these supplementary programmes, which are all included in this Appeal. The Office foresees the establishment of additional

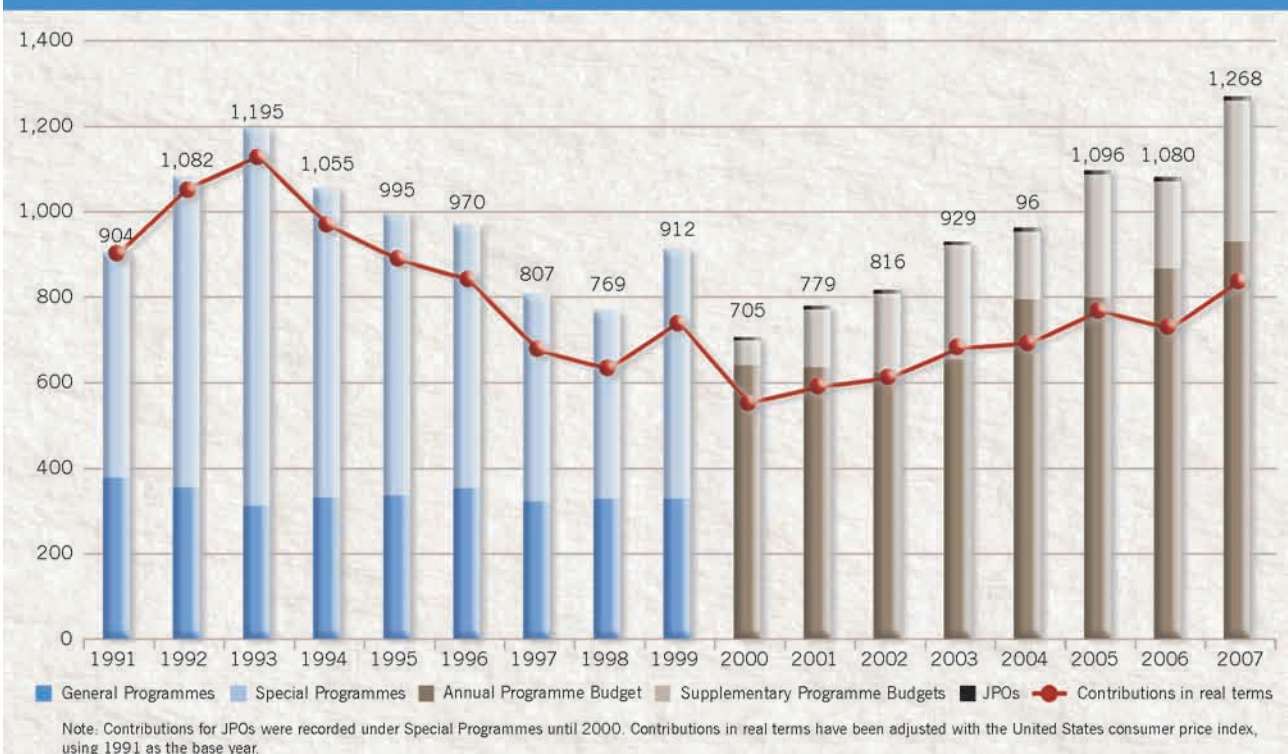
supplementary programmes, such as improving refugee protection within broader migration flows in North Africa; finding comprehensive solutions to the protracted refugee situation in Eastern Sudan; finding durable solutions for the remaining Angolan refugees in Zambia; post-repatriation rehabilitation in refugee hosting areas in East Africa; and emergency preparedness and response measures to deal with outbreaks of avian influenza in camp settings.

Fund raising

UNHCR funds its programmes almost entirely through voluntary contributions. Only a small portion of the Office’s needs are covered from the United Nations Regular Budget. It is therefore crucial that the Office receives enough voluntary contributions to allow it to implement its planned activities fully. Equally important are the inputs of refugee-hosting countries, which make an invaluable direct contribution by protecting and assisting refugees in their territories.

Contributions to UNHCR have increased significantly in recent years. The increase is partly explained by the Office’s more systematic involvement in new types of emergencies, most notably situations of internal displacement, the reintegration of returnees and, in some specific cases, natural emergencies. The particularly large increases in 2007 and 2008 are, however, mostly explained by the international community’s strong support for UNHCR’s major role in the Iraq Situation.

Figure 3: Contributions by programme in nominal and real terms (USD millions)



Despite the large increase in contributions, figure 3 shows that the increase is considerably smaller if the purchasing power of the funds is taken into account. Similarly, exchange rate fluctuations have had a significant impact on the value of contributions because more than 50 per cent of them are denominated in currencies other than the US dollar.

In 2009, UNHCR continues to advocate for predictable, timely and flexible contributions. Contributions that have no restrictions or only limited earmarking are particularly valuable as they allow the Office to direct funds where they are most needed, ensuring that less visible or forgotten refugee situations receive adequate resources. With the introduction of a biennial budget cycle, multi-year contributions have become particularly important as they improve UNHCR's financial predictability. There are now three governmental donors that pledge their core contributions to UNHCR for a period of two to four years. In the coming year, the Office will continue to advocate for multi-year contributions and flexible funding.

To gain more financial resources, the Office continues to expand its donor base as outlined in its Global Strategic Objectives. These efforts are showing gradual progress. The number of governmental donors contributing more than USD 20 million per year has increased from 11 in 2005 to 17 in 2008. The increase is partly explained by favourable exchange rates but contributions have also gone up when measured in local currencies. Similarly, dependence on the ten largest government donors has decreased from almost 90 per cent in 1998 to 74 per cent in 2007. Figure 4 shows the share of contributions to UNHCR

by its main governmental donors in 2007. In 2009, UNHCR hopes to reduce further its dependence on a limited number of donors.

At the same time, allocations from new or upgraded humanitarian financing mechanisms have increased considerably. In 2007, contributions from the Central Emergency Response Fund alone amounted to USD 43 million. Likewise, an increasing number of multi-donor trust funds offer new funding opportunities for UNHCR, particularly for reintegration and recovery programmes (see text box on accessing transitional and development funds). However, more human resources are needed in order to fulfil the detailed reporting and monitoring requirements for some of these mechanisms.

Private sector fund raising plays an important role in UNHCR's efforts to diversify its funding base. Contributions from the private sector increased from USD 21.7 million in 2006 to an estimated USD 49 million by the end of 2008. The Office seeks to raise USD 100 million annually from private donors by 2012. In 2009, its target is to raise USD 54 million, which represents a steady increase from the previous years, as shown in figure 5. The private sector fund-raising strategy focuses on individual donors, foundations and corporations in a limited number of countries. These efforts aim to secure predictable and broadly earmarked funding for the Annual Programme Budget. Individual donors, in the form of regular monthly givers, account for the biggest share of private sector income, but more attention will be paid to increasing contributions from foundations and corporations.

Figure 4: Main donors in 2007

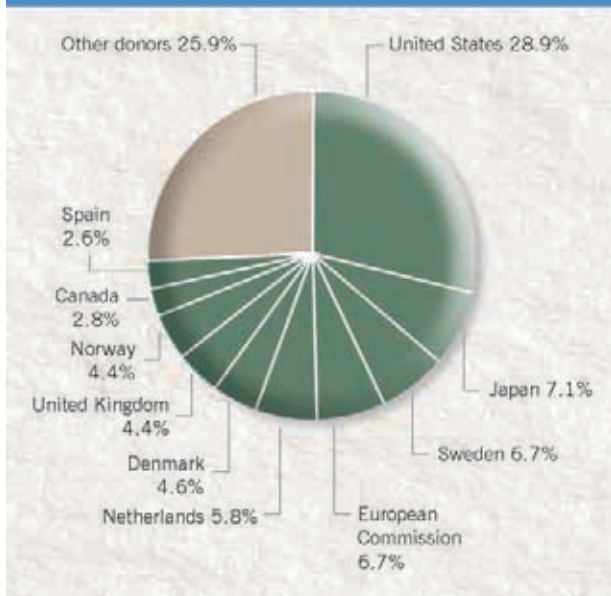
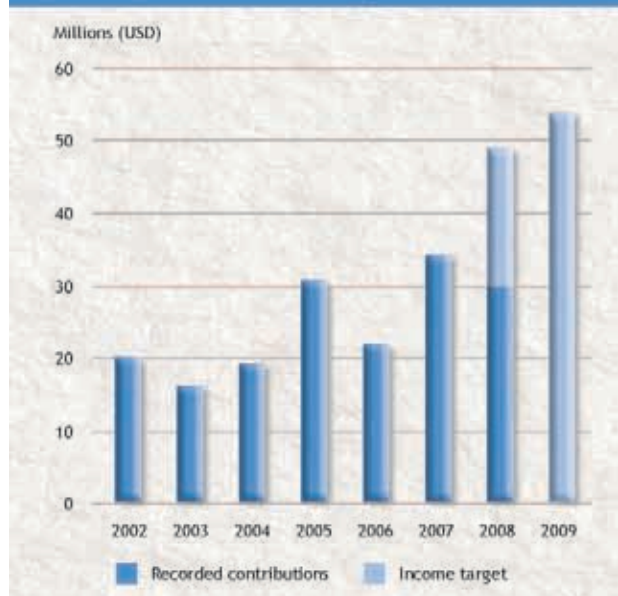


Figure 5: Contributions from the private sector



Accessing transitional and development funds

If UNHCR is to fulfil its mandate in an effective manner, it has to engage in the discourse on development, to establish partnerships with development actors and to access transitional and development funds. The Office's statutory function is to provide international protection to refugees and to seek permanent solutions to their problems. Its mandate has been broadened to support the reduction of statelessness and to assist internally displaced persons (IDPs) under specific circumstances.

Within these broader mandate areas UNHCR undertakes a number of activities that require more than traditional humanitarian funds. They include:

- **Reintegration of returnees:** The return of displaced people is not sustainable unless accompanied from the outset by the creation of social, economic and political conditions conducive to permanent settlement. These activities are by their nature at the crossroads between relief and development. They require local and national ownership, integration with local transition and development plans, inclusion in national budgets, and direct support from transition and development funding.
- **Rule of law and national protection systems:** UNHCR supports the creation of national institutions and procedures to ensure the legal safety of displaced people and compliance with

international law. Activities include the drafting of new legislation, training of government officials, and support for refugee status determination commissions. The international community funds these types of activities both through development and humanitarian funds.

- **Livelihoods:** The Office provides livelihoods support in all phases of the displacement cycle. This is particularly important in finding lasting solutions to protracted refugee situations.
- **Support for refugee hosting communities:** UNHCR seeks to alleviate the burden of communities hosting displaced people by ensuring that local residents and displaced people co-exist in harmony and that they receive similar standards of support and assistance.

The lack of complementarity between humanitarian and development funding represents a challenge for linking humanitarian assistance with development. Despite some recent changes, their management principles and approaches remain fragmented and disconnected from each other.

In 2009, UNHCR expects to raise more than USD 30 million from transition and development sources to support its operations in Afghanistan, Burundi, the Democratic Republic of the Congo, Liberia, Pakistan, Serbia and Sudan. It will seek support from bilateral development agencies, multi-donor trust funds, international financial institutions and private foundations.

Supplementary programmes in 2009 (USD)

Supplementary programme	Programme budget	Support costs ¹	Total requirements
Darfur - Protection and assistance to refugees and IDPs	39,066,913	2,567,989	41,634,902
Georgia crisis	10,551,721	599,111	11,150,832
Iraq Situation Response	281,384,443	18,526,563	299,911,006
Mauritania - Repatriation of refugees from Senegal and Mali	8,395,003	584,997	8,980,000
Somalia Situation	43,583,246	2,860,879	46,444,125
Southern Sudan - Return and reintegration of refugees and IDPs	53,484,522	3,520,277	57,004,799
Tanzania - Durable solutions for 1972 Burundian refugees	11,909,515	808,945	12,718,460
West Africa - Local integration of Liberian refugees	6,240,087	431,214	6,671,301
Western Sahara - Confidence Building Measures	4,025,311	212,251	4,237,562
Zimbabwe Situation	7,875,830	551,308	8,427,138
IDPs - Central African Republic	2,998,080	207,181	3,205,261
IDPs - Chad	11,698,498	818,895	12,517,393
IDPs - Colombia	22,826,334	1,409,166	24,235,500
IDPs - Democratic Republic of the Congo	21,447,738	1,471,913	22,919,651
IDPs - Kenya	3,701,916	259,135	3,961,051
IDPs - Pakistan's Northwestern Frontier Province	658,320	42,743	701,063
IDPs - Sri Lanka	11,655,829	623,547	12,279,376
IDPs - Uganda	9,923,438	654,184	10,577,622
IDPs - Yemen	4,051,803	262,076	4,313,879
Total	555,478,547	36,412,374	591,890,921

¹ A support cost (7%) is recovered from contributions to meet indirect costs for UNHCR.

Total financial requirements (USD)							
Operations / activities	2008				2009		
	Annual budget		Supplementary budget	Total (revised)	Annual budget	Supplementary budget	Total
	ExCom-approved	Revised					
Central Africa and the Great Lakes	188,307,835	217,997,873	67,315,793	285,313,666	226,428,090	48,053,831	274,481,921
East and Horn of Africa	111,734,807	125,250,366	164,717,368	289,967,734	129,695,264	138,429,964	268,125,228
West Africa	65,496,228	69,109,584	5,694,435	74,804,019	48,897,152	8,143,488	57,040,640
Southern Africa	34,945,314	38,635,150	9,545,794	48,180,944	40,915,049	7,875,830	48,790,879
North Africa	8,722,011	12,628,508	13,815,339	26,443,847	10,204,272	10,516,913	20,721,185
Middle East	24,614,968	31,443,406	252,654,681	284,098,087	39,916,657	290,174,573	330,091,230
South-West Asia	80,742,742	106,233,364	16,826,561	123,059,925	87,665,540	1,448,320	89,113,860
Central Asia	4,869,220	5,499,841	0	5,499,841	4,967,401	0	4,967,401
South Asia	28,460,285	37,706,559	1,033,210	38,739,769	24,908,260	11,655,829	36,564,089
East Asia and the Pacific	39,692,562	46,190,137	12,832,616	59,022,753	47,400,349	0	47,400,349
Eastern Europe	25,966,758	29,895,771	39,837,073	69,732,844	56,354,692	10,551,721	66,906,413
South-Eastern Europe	33,247,952	37,228,883	0	37,228,883	35,337,420	0	35,337,420
Central Europe and the Baltic States	12,343,595	13,576,967	1,844,230	15,421,197	13,760,948	1,952,784	15,713,732
Western Europe	19,451,187	21,235,630	0	21,235,630	20,896,570	0	20,896,570
North America and the Caribbean	5,858,534	5,523,209	0	5,523,209	5,867,503	0	5,867,503
Latin America	19,599,213	23,604,608	19,395,649	43,000,257	28,241,240	22,826,334	51,067,574
Global programmes	67,940,717	80,697,667	17,276,974	97,974,641	114,119,449	0	114,119,449
Headquarters ¹	147,151,482	150,180,426	4,071,949	154,252,375	146,661,014	3,848,961	150,509,975
Total programmed activities	919,145,410	1,052,637,949	626,861,672	1,679,499,621	1,082,236,870	555,478,547	1,637,715,417
Operational Reserve	91,914,590	86,816,166	0	86,816,166	108,223,700	0	108,223,700
Total annual and supplementary programmes	1,011,060,000	1,139,454,115	626,861,672	1,766,315,787	1,190,460,570	555,478,547	1,745,939,117
NAM Reserve	75,000,000	21,282,175	0	21,282,175	75,000,000	0	75,000,000
Support costs ²	0	2,419,431	41,948,194	44,367,625	0	36,412,374	36,412,374
Junior Professional Officers	10,000,000	10,000,000	0	10,000,000	10,000,000	0	10,000,000
TOTAL REQUIREMENTS	1,096,060,000	1,173,155,721	668,809,866	1,841,965,587	1,275,460,570	591,890,921	1,867,351,491

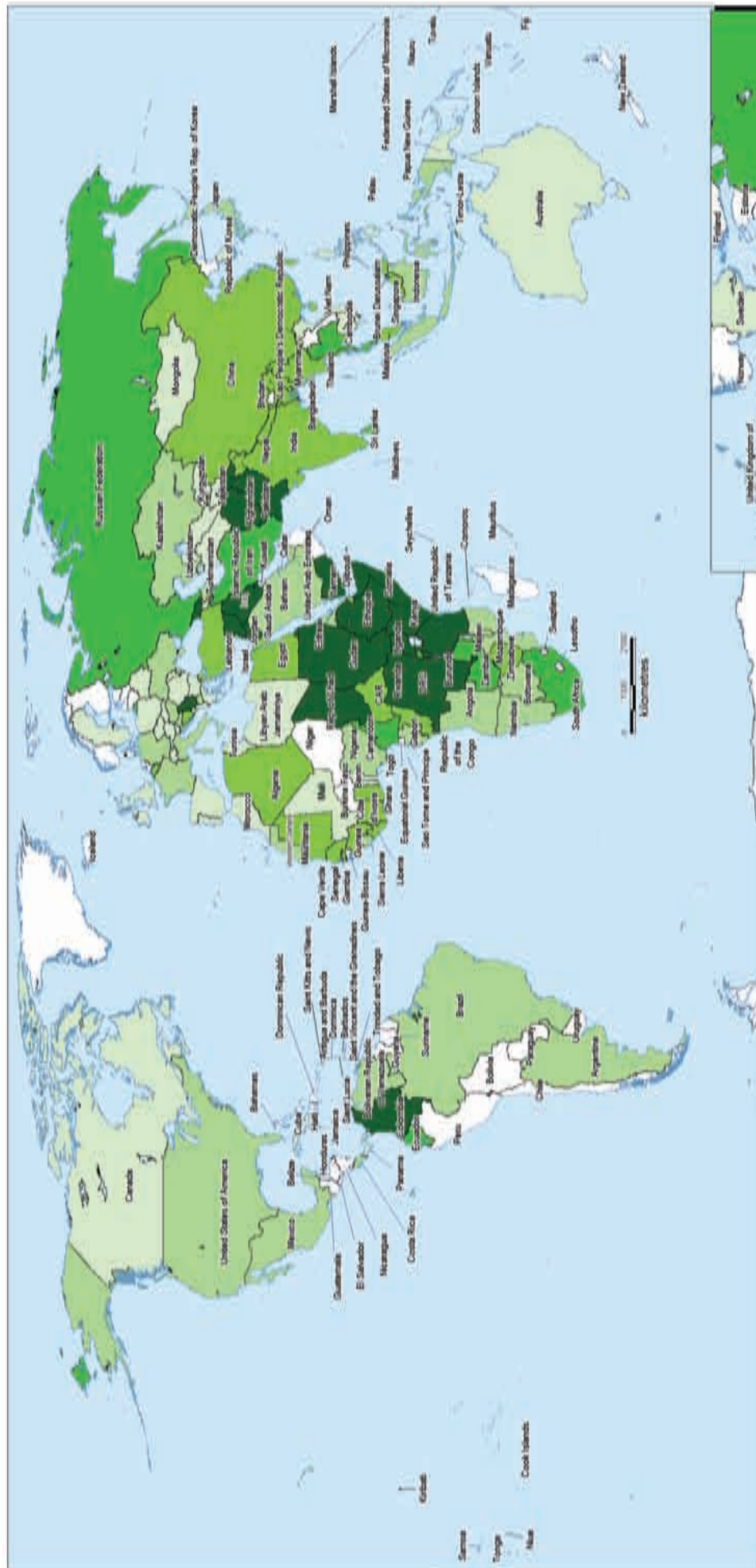
¹ The Annual Programme Budget includes allocations from the UN Regular Budget as follows: USD 34,765,603 (2008) and USD 39,215,700 (2009).

² A support cost (7%) is recovered from contributions to meet indirect costs for UNHCR.

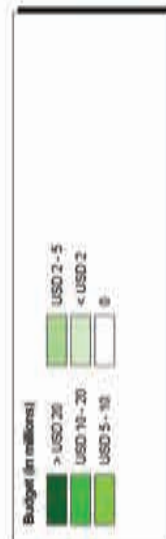
Note on the budget figures in this Appeal

The Supplementary Programme Budgets in this Appeal show requirements as of 23 October 2008. The 2009 Annual Programme Budgets show requirements as approved by the Executive Committee in October 2008. The 2008 Annual Programme Budgets show initial requirements

as approved by the Executive Committee in October 2007. However, revised 2008 Annual Programme Budgets as of 1 September are used in the charts that show UNHCR's budget trends in the past five/ten years. Both initial and revised 2008 requirements are shown in the above table.



UNHCR's financial requirements in 2009 by country



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

