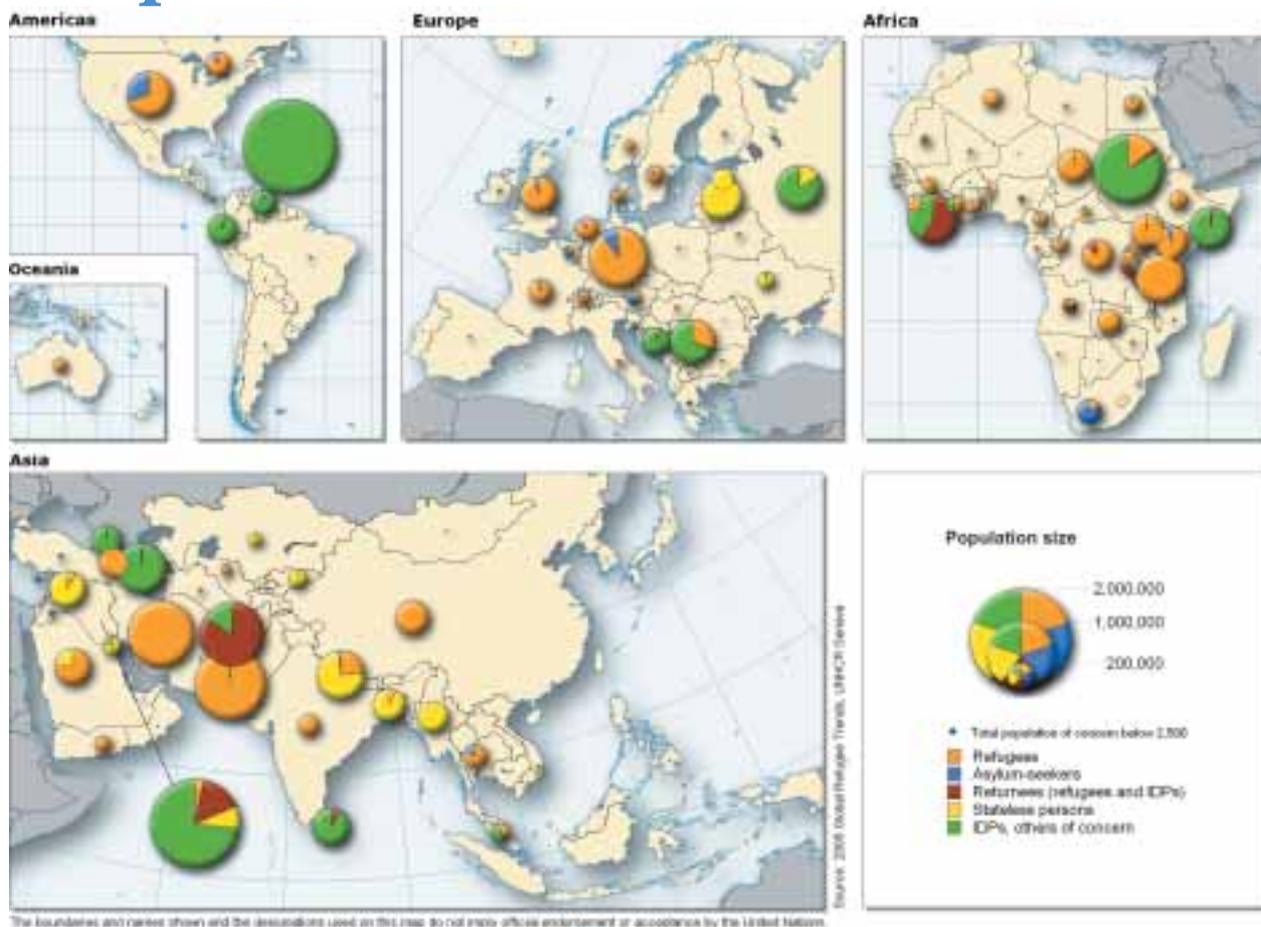


Part I UNHCR: An overview



Internally displaced people make their tents as homely as possible at a UNHCR camp by the airport in Dili. *UNHCR/N. Ng*

Populations of concern



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

Populations of concern (beginning of 2006)

Subregion	Refugees	<i>Of whom assisted by UNHCR</i>	Asylum-seekers	Returnees (refugees)	IDPs protected / assisted by UNHCR	Returnees (IDPs)	Stateless persons	Various ¹	Total population of concern
Central Africa and the Great Lakes	1,193,653	758,585	35,003	119,019	11,500	-	-	-	1,359,175
East and Horn of Africa	771,967	647,554	24,611	30,649	1,241,946	-	-	36,141	2,105,314
West Africa	377,167	292,070	27,316	77,908	278,861	266,744	-	3,034	1,031,030
Southern Africa	228,637	98,922	151,966	53,824	-	-	-	-	434,427
North Africa ²	107,205	94,400	2,467	1	-	-	4	29,500	139,177
The Middle East	492,182	155,319	35,149	56,183	1,200,000	196,000	580,105	21,019	2,580,638
South-West Asia ³	2,059,028	2,059,028	3,580	752,159	142,505	17,044	-	-	2,974,316
Central Asia	66,794	18,288	1,174	40	-	-	150,576	-	218,584
South Asia	286,923	138,703	1,754	2,700	324,699	27,185	650,000	10,928	1,304,189
East Asia and the Pacific	538,676	164,011	47,637	406	-	-	252,076	62,730	901,525
Eastern Europe	229,729	18,272	2,307	205	983,338	2,075	156,334	243,226	1,617,214
South-Eastern Europe	163,089	155,858	1,014	12,362	433,942	10,382	2,220	85,123	708,132
Central Europe and the Baltic States	25,189	5,053	25,207	21	-	-	564,315	1,400	616,132
Western Europe	1,557,495	149	212,269	-	-	-	26,150	3,000	1,798,914
North America and the Caribbean	527,217	559	190,327	1	-	-	-	-	717,545
Latin America	37,043	16,832	10,811	52	2,000,000	-	106	464,265	2,512,277
Total	8,661,994	4,623,603	772,592	1,105,530	6,616,791	519,430	2,381,886	960,366	21,018,589

¹ Persons of concern to UNHCR not included in the other columns, including forced migrants (Russian Federation), local residents-at-risk (Serbia and Montenegro, Kosovo), Saharawis (Mauritania), Afghan asylum-seekers (Russian Federation), rejected Eritreans following cessation (Sudan), Muslims from the Philippines (Malaysia), Colombians (Venezuela and Ecuador).

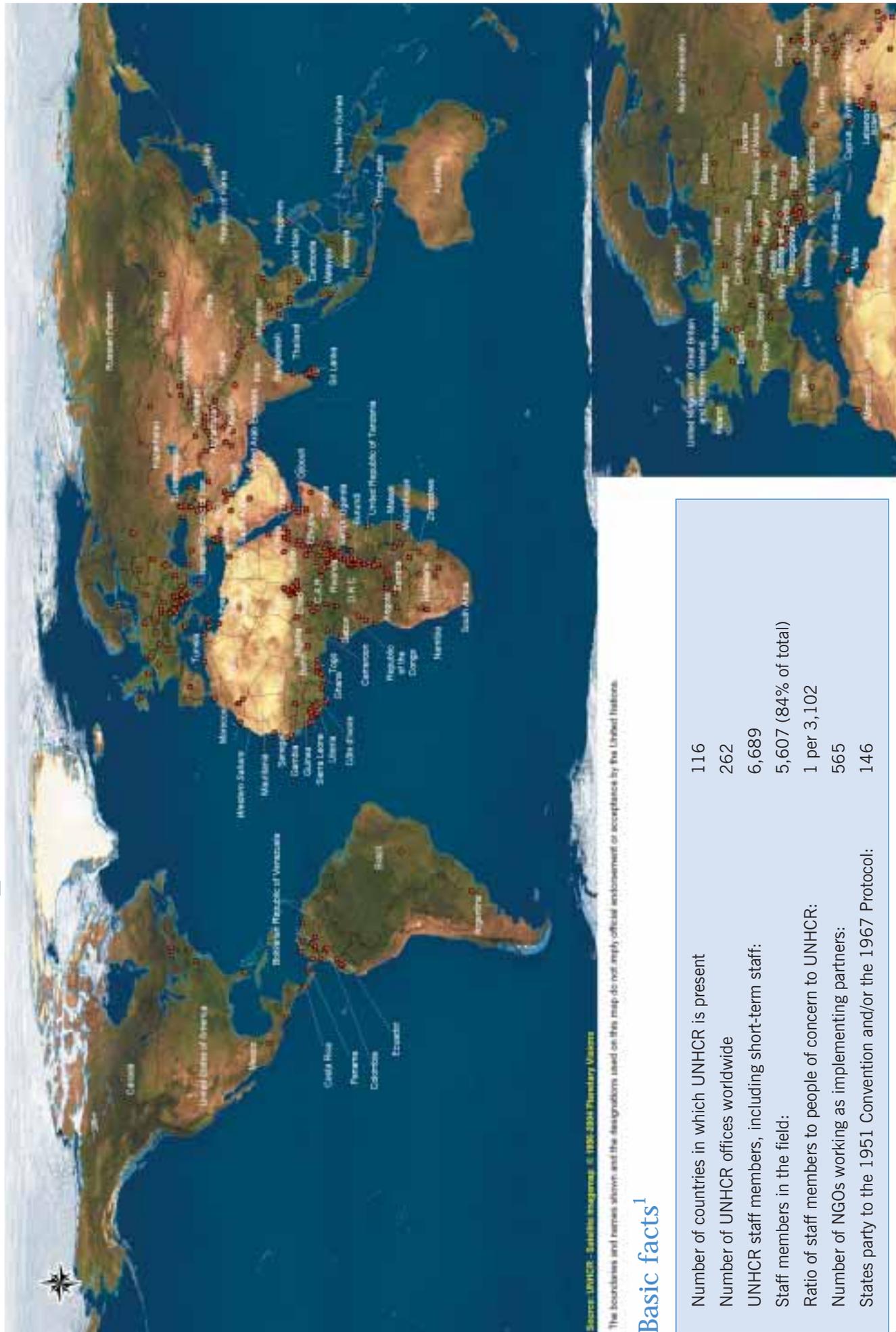
² According to the Government of Algeria, there are an estimated 165,000 Saharawi refugees in Tindouf camps.

³ UNHCR figures for Pakistan only include Afghans living in camps who are assisted by UNHCR. According to a 2005 government census of Afghans in Pakistan and subsequent voluntary repatriation during the year, there are an additional 1.5 million Afghans living outside camps, some of whom may be refugees. Those Afghans living outside camps receive no UNHCR assistance except access to UNHCR-facilitated voluntary repatriation.

Data are provisional and subject to change. Data are generally provided by governments, based on their definitions and methods of data collection. In the absence of government figures, UNHCR has estimated the refugee population in most industrialized countries, based on recent refugee arrivals and recognition of asylum-seekers. For Canada, the United States, Australia and New Zealand estimates are based on arrivals or recognition rates during the past five years, whereas for most European countries a ten-year period has been applied. These periods reflect the different naturalization rates for refugees in these regions. A dash (-) indicates that the value is zero, not available or not applicable.

Source: UNHCR and governments. Compiled by UNHCR, FICSS.

UNHCR's field presence



Basic facts¹

Number of countries in which UNHCR is present	116
Number of UNHCR offices worldwide	262
UNHCR staff members, including short-term staff:	6,689
Staff members in the field:	5,607 (84% of total)
Ratio of staff members to people of concern to UNHCR:	1 per 3,102
Number of NGOs working as implementing partners:	565
States party to the 1951 Convention and/or the 1967 Protocol:	146

¹ All figures as at 1 July 2006.

Key challenges

UNHCR's operational environment is characterized by four main trends. These are:

- a decreasing number of refugees;
- increased internal displacement;
- growing numbers and complexity of irregular and mixed migration movements; and
- a pressing need for reform across the humanitarian response system.

The number of refugees has fallen steadily, and is the lowest in almost a quarter of a century. This is partly due to the fact that there have been fewer refugee-producing crises and several conflicts have come to an end or diminished in intensity, allowing refugees to return home. In 2005, an estimated 1.1 million refugees returned to their countries of origin. Over half returned to Afghanistan; other countries of large returns included Angola, Liberia and Burundi.

On the other hand, internal strife and civil wars have triggered fewer refugee exoduses, but have provoked more displacement. Internal conflicts, and a declining respect for human rights and humanitarian law, have resulted in increased attacks on civilian populations and on those trying to assist and protect them. For example, in Africa, in three countries alone – the Democratic Republic of the Congo, Uganda and Sudan – conflicts have led to the internal flight of some nine million people. In many areas, security has deteriorated to such an extent that humanitarian work has been impossible and past successes, including repatriation and successful reintegration, are now jeopardized.

Another important trend has been the increase in irregular and mixed migration movements, in particular, but not exclusively, to industrialized countries. In the face of barriers to immigration, some economic migrants have tried to use the asylum door, which has led to many calls for restrictive asylum policies in an effort to curb “bogus” asylum claims, and to the perception that refugees and asylum-seekers are only after a better life. Asylum systems have become discredited, but rather than making procedures more effective, many States have resorted to restricting access to asylum, thereby depriving refugees of the protection to which they are entitled.

Yet, the number of asylum-seekers has been steadily declining in the past years. Some of the causes most commonly attributed to this decline are the increasingly restrictive measures imposed by States in an attempt to curb irregular migration and because of national security concerns; as well as growing xenophobia and intolerance.

At the same time, reform processes within the United Nations, particularly with regard to responses to humanitarian concerns and notably to situations of internal displacement, require UNHCR to adopt new methods of work and new approaches in order to become a more flexible, efficient, reliable and integrated partner within the broader UN system.

This context presents UNHCR with several challenges. Some of the key issues are outlined below.

Preserving the asylum space

The increasingly restrictive asylum policies and measures imposed by governments are essentially a response to concerns of their own citizens for whom the issues of economic migration and asylum have become blurred. Fuelled by some sections of the media and politicians with an anti-foreigner agenda, many citizens, in particular in the industrialized world, have come to believe that most, if not all, asylum-seekers are in fact economic migrants, seeking better opportunities in a richer country, threatening their jobs and eventually their livelihoods. Asylum-seekers, including children, are frequently detained, and many are even prevented from gaining access to territory and returned, often to insecure places.

In 2007, UNHCR will be active on several fronts in order to preserve the asylum space. First and foremost, it will seek to establish respect for international law, providing support to States to ensure that they have the adequate legal frameworks and administrative capacities to ensure compliance with their international protection obligations under the 1951 Convention and its 1967 Protocol and/or related international and regional standards.

Key to preserving the asylum space is the identification of those who are in need of protection. UNHCR will collaborate with States to ensure the provision of protection, especially by building the capacity of law-enforcement officials, border guards and those in charge of identifying and determining who is, or may be, a refugee.

In order to reinforce public awareness and create a climate of tolerance for refugees, UNHCR will also redouble its efforts to advocate for refugees, counter misperceptions and misinformation and offer real solutions to the problems that may arise.

Addressing the protection concerns in mixed population flows

Another key challenge for UNHCR is to ensure refugee protection in migration-focused responses to mixed population movements. Faced with restrictive policies and obstacles to entry into territory, asylum-seekers and refugees have been resorting increasingly to illegal means, often using the same routes and smugglers as those migrating for other reasons. While illegal migration is a legitimate concern for States, policies to combat it should distinguish between those seeking better economic conditions and individuals in need of — and entitled to — international protection. The Office fears that increasing numbers of asylum-seekers and refugees are being treated as if they were illegal migrants, and in the process their right to international protection is violated.

UNHCR aims to create an environment where those in need of international protection can be identified and given protection. The Office is committed to increasing its capacity in relevant countries to provide practical support to States, providing country-of-origin information, building national capacities and using its good offices to foster collaborative partnerships or to obtain resettlement in appropriate cases.

Providing solutions

Recent years have witnessed renewed efforts to reach durable solutions. Still, the majority of today's refugees remain in situations of protracted displacement. The three classic durable solutions are voluntary repatriation, local integration in the country of first asylum and resettlement in a third country. UNHCR will prioritize the use of each solution according to the particular circumstances and needs of refugees in each case. While they all present different challenges, ensuring the sustainability of returns and promoting a more strategic use of resettlement will be very high on UNHCR's agenda in 2007.

Ensuring the sustainability of returns

In any operation, the promotion of return comes only after minimum conditions are met and UNHCR is able to verify that people will be safe following their repatriation. But this is just the beginning. The hope and enthusiasm that returning refugees bring back home has to be matched by adequate conditions for them to create livelihoods and sustain their families. Many refugees go back to countries which have been devastated by war, without adequate infrastructure or services. Reconstruction and development assistance are thus

crucial. Acknowledging this need, some years ago, UNHCR launched an integrated approach combining repatriation, reintegration, rehabilitation and reconstruction in countries of origin. As a member of the UN Development Group, the Office has engaged in fruitful cooperation with UNDP, ILO and other development-oriented agencies. The establishment of the UN Peacebuilding Commission presents further opportunities, and UNHCR has already seconded staff to the Commission and become involved in pilot programmes.

But much more needs to be done to address transition problems after conflicts end, and to ensure that well-designed activities begin early on and are sustained. Garnering strong international support — both politically and financially — for reconstruction to be initiated and be followed by larger development programmes is a challenge that will demand much of UNHCR's attention, not only in 2007 but in the years to come.

In addition, UNHCR will continue to seek to identify situations in which self-reliance and local settlement and integration are the most appropriate solutions for refugees.

Promoting the use of resettlement

Resettlement is a vital instrument of international solidarity and responsibility-sharing, and UNHCR will continue to promote it. In this respect, the adoption of the Multilateral Framework of Understandings on Resettlement by a range of resettlement and host states is helpful as it codifies standard principles and practices. In Latin America, the implementation of the "Resettlement in Solidarity" component of the Mexico Plan of Action is opening the resettlement door, particularly for Colombian refugees.

In addition to traditional resettlement countries such as Australia, Canada and the United States, new countries — Argentina, Benin, Brazil, Burkina Faso, Chile, Iceland and Ireland — are agreeing to annual resettlement quotas, however small. Nonetheless, resettlement in some occasions has been hampered by a very restrictive implementation of anti-terrorist legislation.

Becoming a more predictable and fully-engaged partner in the new approach to situations of internal displacement

A persistent weakness in UN humanitarian activities has been the response to the plight of internally displaced people forced to abandon their homes as a result of human rights violations or armed conflict, but who,

unlike refugees, remain within the borders of their country. A humanitarian response review, led by OCHA in late 2004, proposed a number of measures to improve the collective humanitarian response in emergencies, to which UNHCR fully subscribed. The Office assumed leading responsibility for the Protection, Emergency Shelter and Camp Coordination and Management clusters, and participated in all of the operations where the new “cluster leadership approach” was launched.

This has involved and will certainly continue to involve changes in the way UNHCR works, not only internally but also within a broader inter-agency framework. Ensuring that the approach is flexible and adapted to the reality on the ground, that its framework is light and non-bureaucratic and that all humanitarian actors are effectively engaged as full strategic partners, is a challenge not only for UNHCR but for all those providing assistance and protection to those uprooted within their own country.

Improving the security of refugees and humanitarian workers

Threats to the physical security of refugees and others of concern have grown in recent years. They emanate from armed criminals, state and non-state armed actors, local populations and even elements within the refugee community itself. At the same time, the “humanitarian space” for aid workers has also been shrinking, and staff of humanitarian agencies have increasingly become the target of violent attack.

To counter violence against refugees and others of concern, UNHCR usually establishes refugee camps at a significant distance from volatile borders, and has on occasion requested the assistance of UN peacekeepers and national police and armed forces to separate combatants from civilian elements. The Office also constantly strives to provide safe access to food, water and firewood and to train local police and refugee leaders on

security issues. Some of these measures call for assistance from UN peacekeepers and collaboration with other agencies. UNHCR has also undertaken a review of its own security policies, and sought to implement measures to enhance staff security. Interaction with the UN Department of Safety and Security will remain vital to ensure that security arrangements for UNHCR staff and partners are in place.

Still, measures taken by humanitarian agencies alone will not be sufficient to ensure the physical security of those affected by conflict as well as the humanitarian staff protecting and assisting them. Effective responses only come about when there is the political will backed up by sufficient resources. Sometimes, sadly, this happens too late – or not at all.

The internal reform challenge

Last but not least, one of the biggest challenges for UNHCR as an organization is how to become more flexible, effective and results-oriented.

In 2006, UNHCR embarked on a change process, under which all structures, systems, processes and staffing arrangements are being reviewed to make sure that they are fully aligned with the challenges outlined above.

UNHCR’s emergency response capacity is being strengthened to ensure the quick and efficient deployment of expert staff and relief material to respond to an exodus of up to 500,000 people within 72 hours.

The introduction of results-based management has made some progress and the next step is the testing and application of specially-designed software.

These challenges, and UNHCR’s plans to address them in the next year, are described in more detail elsewhere in this Global Appeal. UNHCR’s ability to meet them will have important implications for the protection and welfare of the 21 million people the Office works for.

UNHCR's global strategic objectives

Global strategic objective 1 - Ensure international standards of protection are met for all persons of concern to UNHCR taking into account their age, gender or personal background, with priority given to:

Expected accomplishments	Performance targets
<p>1.1 Improving protection against <i>refoulement</i> and physical security and reducing incidents of violence, in particular preventing and responding to sexual and gender-based violence.</p>	<p>1.1.1 States respect the principle of <i>non-refoulement</i> and grant all asylum-seekers access to asylum procedures that provide for fair, effective and prompt decision-making with UNHCR's monitoring detecting no instances of refugees being returned against their will (<i>Agenda for Protection (AfP) Goal 1, Objective 2</i>).</p> <p>1.1.2 100 per cent of UNHCR operations have in place standard operating procedures to prevent and respond to sexual and gender-based violence, including systematic and timely reporting (<i>AfP Goal 4, Objective 4 and Goal 6, Objective 1</i>).</p>
<p>1.2 Preventing malnutrition, and reducing the prevalence and impact of HIV and AIDS.</p>	<p>1.2.1 In operations receiving food aid and recording high malnutrition rates, steps have been taken in collaboration with WFP to stabilize acute malnutrition rates to a level below 10 per cent and to eliminate micronutrient deficiencies.</p> <p>1.2.2 At least 85 per cent of refugees in camps have access to culturally appropriate HIV and AIDS information, education, communication materials and at least 80 per cent can benefit from antiretroviral therapy when it is available to surrounding local host populations.</p>
<p>1.3 Ensuring civil, social and economic rights are secured and opportunities for self-reliance maximized with particular attention to the rights of women and children.</p>	<p>1.3.1 100 per cent of UNHCR operations use a participatory age, gender and diversity mainstreaming approach in the design, implementation and monitoring of programmes.</p> <p>1.3.2 Self-reliance and empowerment of refugees, including community self-management, are enhanced in 100 per cent of UNHCR operations enabling refugees' increased enjoyment of their civil, social and economic rights, reduced dependence on assistance, and improved sustainability of any of the three durable solutions (<i>AfP Goal 5, Objective 7</i>).</p>
<p>1.4 Ensuring the right to education.</p>	<p>1.4.1 School enrolment of primary-school-age boys and girls in camp and urban situations is increased.</p>
<p>1.5 Increasing and improving the level and quality of registration of persons of concern.</p>	<p>1.5.1 All country operations registering refugees and others of concern are implementing standard operating procedures for continuous registration (<i>AfP Goal 1, Objective 11</i>).</p>



Global strategic objective 2 - Advocate for and support governments in the development and maintenance of an international protection regime including its implementation at the national level, with priority given to:

Expected accomplishments	Performance targets
<p>2.1 Preserving asylum space through effective implementation of the 1951 Convention and its 1967 Protocol and related international and regional standards.</p>	<p>2.1.1 The legal frameworks and administrative capacities of States are strengthened in order to ensure compliance with their international protection obligations.</p> <p>2.1.2 The UNHCR mandate refugee status determination (RSD) processes in the 15 countries accounting for 90 per cent of UNHCR's global RSD operations are further improved in terms of quality of decisions and more efficient processing capacity (<i>AfP Goal 1, Objective 2</i>).</p>
<p>2.2 Strengthening host country capacity to undertake refugee status determination, provide quality asylum and offer durable solutions.</p>	<p>2.2.1 Host countries are assuming increased responsibility for protection and durable solutions, including their capacity to undertake RSD, provide quality asylum and offer durable solutions, through the provision of technical and financial assistance, and increased usage of international human rights instruments, Executive Committee conclusions and UNHCR guidelines, in particular in States not parties to the 1951 Convention and its 1967 Protocol (<i>AfP Goal 3, Objective 2</i>).</p> <p>2.2.2 Number of protracted statelessness situations has decreased through acquisition of effective citizenship.</p>
<p>2.3 Addressing situations of statelessness more effectively.</p>	<p>2.3.1 Minimum rights and a specific legal citizenship regime to address the situation of stateless persons with no prospect of obtaining nationality are established in various countries.</p>

Global strategic objective 3 - Redoubling the search for durable solutions, with priority given to:

Expected accomplishments	Performance targets
<p>3.1 Promoting the creation of conditions conducive to return and to ensuring sustainable reintegration.</p>	<p>3.1.1 Within one year of return, returnees are making steady progress towards self-reliance and are fully integrated into national and area recovery and development programmes (<i>AfP Goal 5, Objective 3</i>).</p>
<p>3.2 Developing and implementing comprehensive strategies to resolve protracted situations.</p>	<p>3.2.1 Multi-year comprehensive durable solutions strategies, in which the strategic use of resettlement and local integration have their proper place, jointly developed by UNHCR and relevant actors are under implementation in 100 per cent of operations with protracted refugee situations (<i>AfP Goal 5, Objective 1</i>).</p> <p>3.2.2 Best interests determination procedures to identify durable solutions for unaccompanied and separated children are being implemented in all UNHCR operations (<i>AfP Goal 6, Objective 2</i>).</p>



<p>3.3 Strengthening local integration as a durable solution.</p>	<p>3.3.1 Refugee-hosting areas are being included in national development plans and strategies for sustainable funding based on mechanisms such as the Common Country Assessments (CCA) and United Nations Development Assistance Frameworks (UNDAF), as well as Poverty Reduction Strategy Papers (PRSP) (<i>AfP Goal 3 Objective 5</i>).</p> <p>3.3.2 Number of countries allowing refugees to locally integrate as a durable solution has increased (<i>AfP Goal 5, Objective 4</i>).</p>
<p>3.4 Enhancing the use of resettlement as a strategic protection tool, durable solution, and burden and responsibility sharing mechanism.</p>	<p>3.4.1 The strategic use of resettlement has been expanded in line with the guidance provided in the Multilateral Framework of Understanding on Resettlement (<i>AfP Goal 5, Objective 5</i>).</p>
<p>3.5 Implementing effective exit and phase-down strategies through partnerships and handover arrangements with development partners and the competent authorities.</p>	<p>3.5.1 UNHCR's presence and cost of operations have been reduced in situations in which durable solutions are being achieved.</p>

Global strategic objective 4 - Establish effective partnerships and frameworks for action for responding to the challenges of protecting and finding solutions for persons internally displaced due to conflict and abuses of human rights; protecting refugees in broader migration movements; and bridging the gap between relief and development, with priority given to:

Expected accomplishments	Performance targets
<p>4.1 Supporting and leading efforts to provide protection and solutions for persons internally displaced due to conflict and abuses of human rights as part of the collaborative response to IDPs.</p>	<p>4.1.1 Cluster arrangements for IDPs and the appropriate tasks and responsibilities of UNHCR as cluster lead have been implemented at the country level in IASC-prioritized situations and have resulted in a better, predictable, coordinated, effective and consistent delivery of protection and assistance.</p> <p>4.1.2 UNHCR is actively engaged in UN Country Team needs assessments, planning and strategy formulation for IDPs, and when appropriate, is delivering timely and effective humanitarian assistance in clusters outside its lead responsibilities.</p> <p>4.1.3 Adequate funding support from the donor community has been received so as to enable UNHCR to undertake its cluster-lead role in countries selected for implementation of the new collaborative response to IDP situations.</p>
<p>4.2 Improving policy and operational responses to ensure that refugees are protected within broader migration movements.</p>	<p>4.2.1 States are increasingly turning to UNHCR to provide practical solutions in responding to the need to protect refugees within broader migration movements (<i>AfP Goal 3</i>).</p> <p>4.2.2 UNHCR, in cooperation with States and other relevant actors in regions receiving refugees within mixed flows, is establishing a system through which people wishing to seek asylum will be identified and given access to the asylum procedure while people with other needs are channelled into alternative response mechanisms and solutions (<i>AfP Goal 1, Objective 2 and Goal 2, Objective 1</i>).</p>



<p>4.3 Mobilizing development actors to support reintegration and recovery in returnee-impacted areas so as to make return of the displaced sustainable.</p>	<p>4.3.1 UNHCR's active involvement in United Nations common programming processes (CCA and UNDAF), post-conflict needs assessments and the preparation of poverty reduction strategies is resulting in early and sustained engagement of development actors in supporting sustainable reintegration of returnees, early recovery of affected communities, and support to refugee-impacted areas.</p>
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Global strategic objective 5 - Strengthen UNHCR's external relations through improved public information, public awareness, media relations and fund raising, with priority given to:

Expected accomplishments	Performance targets
<p>5.1 Promoting values of tolerance and respect for asylum-seekers, refugees, IDPs and others of concern to UNHCR.</p>	<p>5.1.1 Respect and tolerance for asylum-seekers and refugees has increased through the implementation of preventive and reactive advocacy strategies as elaborated in UNHCR's respect and tolerance strategy (<i>AfP Goal 1 Objective 8</i>).</p>
<p>5.2 Raising UNHCR's overall visibility, branding and image.</p>	<p>5.2.1 New public information strategy, including a multi-media branding campaign, is developed and under implementation, resulting in increased visibility and public awareness of UNHCR.</p>
<p>5.3 Expanding UNHCR's donor base and increasing contributions to UNHCR's programmes.</p>	<p>5.3.1 New fund raising strategy that includes increased delegation to field representatives, including country-specific strategies that take into account bilateral and other initiatives being implemented, is resulting in an enlarged donor base and increased contributions to UNHCR programmes and a reduced gap between UNHCR's total budget and funds received.</p> <p>5.3.2 Current level of USD 28 million from individuals, companies and foundations as well as the number of private individuals donating regularly to UNHCR has significantly increased.</p>

Global strategic objective 6 - Strengthen UNHCR as an effective, fully engaged, responsive and respected humanitarian agency worthy of public, political and financial support, with priority given to:

Expected accomplishments	Performance targets
<p>6.1 Maintaining financial stability by redesigning the structure of UNHCR so as to streamline the organization and reduce bureaucracy, improve decision making and support to operations, and reduce fixed costs.</p>	<p>6.1.1 A comprehensive review of the design of UNHCR has been completed and implementation of results is under way, resulting in a streamlined structure, reduced bureaucracy, improved decision-making and support to operations, and improved internal management control.</p>
<p>6.2 Strengthening UNHCR's partnerships and cooperation with all stakeholders, in particular with Governments, the UN, and NGOs.</p>	<p>6.2.1 All UNHCR field teams are active participants in UN common programming processes and are using comprehensive assessment of needs and participatory planning with stakeholders to strengthen partnership and develop strategies that utilize the full range of resources available.</p>



<p>6.3 Developing and maintaining an emergency preparedness and response capacity to respond to emergencies of 500,000 people.</p>	<p>6.3.1 UNHCR's global emergency response capacity (including non-food relief items, vehicles, office accommodation, and staffing surge capability) have increased so as to have in place a capacity to respond to an emergency of 500,000 people.</p> <p>6.3.2 UNHCR's regional response capacity has been strengthened through improved contingency planning, preparedness and cooperation with regional and national actors.</p>
<p>6.4 Undertaking comprehensive reform of UNHCR's human resource policies, in order to ensure maximum operational effectiveness, including enhanced capacity to operate in situations of insecurity, and progress in the achievement of gender equity.</p>	<p>6.4.1 An integrated workforce strategy is being implemented which enhances the speed and effectiveness of organizational response and better meets the needs of the organization and aspirations of staff.</p>
<p>6.5 Institutionalizing results-based management (RBM) as a fundamental performance and accountability framework for the organization.</p>	<p>6.5.1 An RBM framework and strategy are under implementation resulting in improved strategic and operations planning, performance management and reporting.</p> <p>6.5.2 Planning and prioritization of and within operations as well as resource allocation decisions are increasingly based on the systematic use of standards and indicators.</p> <p>6.5.3 A knowledge management strategy for UNHCR has been developed and implementation is under way.</p> <p>6.5.4 A comprehensive management development strategy is under implementation including individual development plans and increased participation in security management learning programmes.</p> <p>6.5.5 Management Systems Renewal Project (MSRP) roll-out is completed resulting in increased efficiency and savings.</p> <p>6.5.6 Percentage of unsatisfactory audits and inspections is decreased and above-average ones increased.</p>

Providing international protection

In a climate of increased security concerns, disrespect for international law in the conduct of warfare and mounting xenophobia and intolerance in general across the globe, it is all the more important that the protection of refugees, internally displaced people and others of concern to UNHCR remain a top priority throughout all forms of humanitarian action.

As numbers fluctuate, situations become complex and humanitarian resource mobilization remains challenging, UNHCR and its partners struggle to uphold the institution of asylum and provide the quality of protection that is due to those of concern to the Office. That is why so much attention is being placed today on enabling the organization to focus more on results and become more flexible in its responses.

Thus, UNHCR's first global strategic objective is to ensure that international standards of protection are met for all refugees and others of concern to UNHCR taking into account their age, gender or personal background, with priority given to improving protection against *refoulement* and reducing incidents of violence, in particular of sexual and gender-based violence; ensuring civil, social and economic rights and improving the coverage and quality of registration and documentation.

The second global strategic objective aims at the development and maintenance of an international protection regime, by advocating and providing support to governments in the establishment of national protection regimes in accordance with international standards. This includes preserving the asylum space through the effective implementation of the 1951 Convention and its 1967 Protocol and related international standards; strengthening the capacity of host countries to undertake refugee status determination, provide asylum and offer durable solutions; protecting refugees within broader migration movements; and addressing situations of statelessness more effectively. The search for durable solutions, with a focus on self-reliance and integration, and the use of resettlement as a strategic protection tool also feature high on the organization's agenda, as does the protection of and assistance to internally displaced persons (IDPs). These issues are discussed in subsequent chapters.

To achieve its objectives, in 2007 UNHCR will prioritize three types of response, which are rooted in the *Agenda for Protection*:

- supporting governments in their implementation of a national protection regime in accordance with international standards;
- responding to the challenge of protecting refugees in broader migration movements; and
- ensuring that international standards of protection are met for all persons of concern to UNHCR taking into account their age, gender or personal background.

The Office will reorient its protection services and methods of work in order to maximize the impact of these responses. Efforts to build the capacity of authorities, host communities, refugees and displaced people will help advance an environment that is both more secure and conducive to achieving solutions. Using a rights- and community-based approach to planning, implementation and monitoring, the Office will strengthen the impact of protection interventions and ensure that there are no gaps in the protection of groups frequently discriminated against. Moreover, such an approach is designed to reduce incidents of violence, in particular by improving prevention and response to sexual and gender-based violence.

Supporting governments in their implementation of a national protection regime in accordance with international standards

Working with States to improve the protection situation of refugees and others of concern is central to UNHCR's mandate. UNHCR's capacity-building efforts engage authorities on all aspects of state competence to receive and protect refugees and others of concern, from reception of those in need of international protection and adjudication of refugee status, to finding solutions to their situation.

UNHCR's capacity-building activities are diverse. In 2007, the Office will reinforce its efforts to provide such services in a systematic and comprehensive manner which is consistent with the rights-based approach, and will capacitate not only governments but also other actors including, most importantly, refugees, IDPs, and their host communities. For example, through its Strengthening Protection Capacity Project, UNHCR has developed a methodology that starts with an assessment of the

situation and the gaps in the protection of refugees and others of concern. This assessment is based on inputs from the State concerned, partners and refugees or IDPs, and builds consensus around the interventions needed to remedy the gaps identified. In partnership with all those involved, it develops a comprehensive plan, with specific project interventions, to strengthen protection capacity in the immediate and longer term.

In 2007, the Strengthening Protection Capacity Project will continue with this work, initiated over the past two years in Africa, and expand its activities on that continent as well as in the southern Caucasus and Asia.

UNHCR's work to strengthen protection includes efforts to build and/or reinforce legal and administrative capacities including through training initiatives and working with governments to improve registration, documentation and refugee status determination procedures. In addition, capacity building has also entailed providing input on legislation – in 2006, UNHCR did so in 19 countries around the world.

UNHCR also works with governments and partners to address serious security concerns faced by refugees including *refoulement*, arbitrary detention, and sexual and gender-based violence. This work includes workshops and training in conflict resolution, programmes for the prevention and response of sexual and

gender-based violence, youth entertainment and education centres, and support and training of community paralegals.

With protection encompassing all actions aimed at ensuring the equal access to and enjoyment of human rights in accordance with the relevant bodies of law, UNHCR's work also includes interventions to address the serious food, health and education problems faced by refugees and others of concern. These include complementary food assistance programmes; improved capacity for health services; access to primary and secondary school; skills development for school dropouts and long-term unemployed youth; and technical and vocational training programmes.

UNHCR will continue to carry out its multi-faceted protection interventions and to develop operational tools for addressing complex issues for use by States, NGO partners and field operations, such as a handbook on voluntary repatriation; safeguards in interception on high seas; a handbook on the protection of women and girls, guidelines on family unity, as well as those on the age- and gender-sensitive interpretation of the refugee criteria. Further, the Office will continue training government counterparts and making available accurate protection information relevant to adjudicators and asylum policy makers. Increasingly, UNHCR is called upon to give direct technical support and on-the-job training to



Ecuador. Protection also involves making refugees aware of their rights. UNHCR / M. Verney



One of the first steps to ensuring protection is registration. In Pakistan, UNHCR provides birth certificates to all Afghan newborns. UNHCR / J. Redden

States endeavouring to accept responsibility for refugee status adjudication, Turkey being a recent example.

Another issue where UNHCR has made much progress and will continue to be active in 2007 is registration. Registration and provision of documentation are fundamental components of international protection and serve as practical tools in preventing *refoulement*, arbitrary arrest and detention. Increasing and improving the level and quality of registration and documentation of persons of concern is therefore another area in which the Office capacitates States to meet their obligations. By identifying those of concern to UNHCR, registration and documentation help them get access to the services and assistance they need and are indeed crucial for identifying those who are at risk and those who have special needs. Accurately registering children helps ensure family unity, and, in the case of separated children, reunite families. Registration also helps to ensure that decisions about durable solutions are voluntary by recording an individual's agreement to a particular solution.

In addition, UNHCR continues to be concerned about the situation of stateless persons throughout the world. Although precise data on statelessness is not available, it is estimated that 11 million people are not recognized as nationals of any country. During 2007, UNHCR will further strengthen cooperation with States, other UN agencies and civil society to fulfil its mandate to address statelessness, taking into account a recent conclusion adopted by the Executive Committee (ExCom) on

identification, prevention and reduction of statelessness and protection of stateless persons. The conclusion notes that statelessness may arise as a result of a variety of circumstances such as denial of a woman's ability to pass on nationality to her children; automatic loss of citizenship from prolonged residence abroad; loss of nationality due to a person's marriage to a foreigner or due to a change in nationality of a spouse during marriage; and deprivation of nationality resulting from discriminatory practices.

One of the biggest challenges preventing an adequate response is the absence of detailed information on stateless populations in many areas of the world. Therefore, the Office will continue efforts to identify stateless persons and populations in order that measures be taken to protect their rights and resolve their nationality status. UNHCR will strengthen its operational assistance to States on the prevention of statelessness through, for example, effective birth registration. Pursuant to Global Strategic Objective 2.3, the Office will seek to build on recent successes and redouble efforts to resolve situations of protracted statelessness by assisting States to undertake nationality campaigns and facilitate integration of stateless populations. For the particular situation of those who have no prospect of obtaining nationality, UNHCR will aim at the establishment of a specific protection regime which guarantees their rights.

As internationally agreed rules are essential for addressing statelessness, the Office will continue to encourage States to accede to the 1954 Convention relating to the

Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness. As at 1 October 2006, 60 States had acceded to the former and 32 to the latter instrument. As in the past, the Office will also dedicate significant efforts to providing technical advice to States when adopting or redrafting legislation relating to nationality and statelessness.

Protecting refugees in broader migration movements

Refugees are “migrants” in the broadest sense of the term. Yet, they are a distinct category of people. As specified in the 1951 Convention, they are unable or unwilling to return to their country of nationality because of a well-founded fear of persecution. What makes refugees different from other categories of migrants is their need for international protection and their right to seek and enjoy asylum in another State.

Patterns of human mobility have become increasingly complex in recent years, and refugee and migratory movements now intersect in a number of different ways. People, whether refugees or other migrants, moving from one country to another do so increasingly without the requisite documentation, use the same routes and vehicles and employ the same smugglers. In addition, faced with barriers to legal migration, many migrants have put forward fraudulent asylum claims, as they see no other way to enter more prosperous countries. While these factors have no bearing on the fundamental difference between refugees and other migrants, they have contributed to a confusion between the two. Exploited by unscrupulous politicians and journalists pursuing a wider anti-foreigner agenda, this confusion has led to the perception that asylum-seekers and refugees abuse the hospitality of their hosts, and that there are too many of them, with more on the way.

Irregular migration is, indeed, on the rise. For example, in August 2006 alone, Spain’s Canary Islands registered some 6,000 irregular arrivals, which boosted the total, at that point, to 20,000 people since the beginning of the year. In 2005, irregular arrivals had numbered 4,700. A high number of those arriving are unaccompanied and separated boys who require appropriate attention and support. In Italy, the number of arrivals by sea at the time of writing was over 14,600, some 13,000 of whom reached the tiny island of Lampedusa. And these figures barely reflect the scale of the global problem, which includes large numbers of people arriving as part of mixed flows to Yemen, the Libyan Arab Jamahiriya, or those passing through Southern Africa, the Indian sub-continent, South-East Asia or the Balkans.

In today’s migratory movements, refugees and asylum-seekers account in fact for a relatively small

portion of the global movement of people, and the number of those seeking asylum in the most industrialized countries has been on the decrease for a number of years. However, concerns about national security, efforts to stem abuse of asylum systems and growing inter-state cooperation to curb irregular migration have resulted in more restrictive policies that make it difficult for refugees to have access to international protection.

A principal challenge for the international community is to develop responses which combine a coherent approach to the management of migration with the effective protection of refugees, two functions which UNHCR considers to be distinct but complementary and mutually reinforcing. States do have a legitimate right to control and secure their borders, but this does not relieve them from their obligation to provide international protection to those whose life and liberty would be at risk if they returned to their country. Measures to curb irregular migration should not prevent refugees from accessing and enjoying the asylum to which they are entitled.

UNHCR does not consider itself to be a migration organization, nor does it consider migration management one of its functions. Nonetheless, the Office is concerned that the phenomenon of irregular migration is impacting negatively on the possibilities for those in need of international protection to have access to and enjoy asylum.

Thus, UNHCR aims, first of all, to preserve and rebuild asylum space through activities which ensure that border management is sensitive to protection needs and is able to differentiate appropriately between the different groups of people arriving in a country. Asylum must



Considerable numbers of asylum-seekers from Somalia continue to make the perilous journey into Yemen in unseaworthy boats provided by unscrupulous human traffickers. UNHCR / K. McKinsey

inevitably be part of any coherent and comprehensive response to mixed migration. Secondly, refugees have an enormous potential to contribute to the development of their host countries, as they bring new skills which could fill labour gaps, and can certainly broaden cultural perspectives to help bridge cultural divides. Having States recognize this, and correcting the prevalent misperceptions about who are refugees, why they are arriving and what they can potentially give as opposed to take, are high priorities in UNHCR's agenda.

On the issue of migration two important developments occurred in this regard in late 2006. A High-Level Dialogue on Migration and Development took place in New York in September 2006. This dialogue was geared towards focussing attention on the need to improve international cooperation for the betterment of migration management, and recognized that migration could be a positive force for development in both the countries of origin and the countries of destination, provided that it was supported by the right set of policies. In October 2006, UNHCR welcomed the agreement by European Union Justice and Home Affairs Ministers that measures to reinforce the Union's southern maritime borders and to counter migration on high seas must be "without prejudice to the principles laid down in the international legal framework on the law of the sea and the protection of refugees".

Still, much more needs to be done, and the Office has taken action on a number of fronts. At the inter-agency level, UNHCR is a founding member, together with IOM, of the Global Migration Group, which brings together those international agencies whose mandates are, in one way or another, directly relevant to one or several aspects of the migration phenomenon. The Group serves as an important entity for information exchange and has the ambitious aim to coordinate common positions on migration situations.

At the operational level, UNHCR has recently issued a ten-point action plan which proposes activities to be built into more broadly-based migration management systems in order to address the asylum component of mixed movements in a manner that takes into account the protection of those in need and opens up opportunities for solutions which address appropriately and differently the needs and situation of the various respective groups. The plan proposes collaboration among key partners; data collection and analysis; protection-sensitive entry management (in-country, at borders and at sea); reception arrangements; mechanisms for profiling and referral of people in need of international protection; differentiated processes and procedures; solutions for refugees; addressing secondary movements; return arrangements and alternative migration options for non-refugees; and an information strategy in countries of origin, transit and arrival.

Ensuring that international standards of protection are met for all persons of concern to UNHCR taking into account their age, gender or personal background

The majority of problems faced by refugees, in particular women and girls, are to do with the wider protection environment, gender inequalities and the economic reality of their communities. Prevention and solutions to combat survival sex and exploitation thus require not only a close review of how assistance is provided but also mechanisms to build the capacities of refugees and others as agents of protection to complement the work of UNHCR. In order to strengthen the delivery of international protection in operations, particularly for women, children, older people, and other groups, UNHCR has adopted a strategy to mainstream age, gender and diversity considerations in all its programmes.

Mainstreaming age, gender and diversity means that the meaningful participation of all those of concern to UNHCR, of all ages and backgrounds, is integral to the design, implementation, monitoring and evaluation of all policies and operations so that these impact equitably on them. An elaboration of protection problems faced by older refugees and refugees with disabilities can be found in the *Policy priorities* section. The overall goals are gender equality and the enjoyment of the rights of all refugees of all ages and backgrounds. Thus, UNHCR aims to:

- Implement a system-wide multifunctional team approach to mainstream age, gender and diversity using participatory assessment to facilitate the identification of protection risks and gaps with partners, staff and persons of concern to UNHCR.
- Reinforce a rights- and community-based approach in operations which builds on the skills and capacities of refugees and others of concern and promotes their active participation in the protection of their rights.
- In partnership with UN agencies and government and non-government partners, build institutional capacity to undertake age, gender and diversity analysis and promote targeted action to address protection gaps faced by discriminated groups in all areas of work.
- Provide an accountability framework for UNHCR's responsibilities to promote gender equality, the rights of women, children, older people, those with disabilities and other discriminated groups which are rooted in its mandate, international legal instruments and Executive Committee conclusions.

The community-based approach is a way of working based on an inclusive partnership with communities of

refugees and others of concern. It recognizes their resilience, capacities and resources, and mobilizes and builds on these to deliver protection and assistance through community support mechanisms and goals. This approach reinforces the dignity and self-esteem of individuals of concern and seeks to empower and support the different members of the community to exercise their human rights.

Different UNHCR internal processes, such as planning and programming, now incorporate requirements which support the consolidation of the mainstreaming strategy through the regular undertaking of and reporting on participatory assessments. For 2007, participatory assessment is being introduced into learning programmes and emergency operations, drawing on the 2006 experiences in Timor-Leste and Lebanon.

In 2007, the field testing of the accountability framework will be completed with some 20 representatives and senior managers and it will be evaluated in the first quarter with a view to expanding it globally. By the first

half of 2007, UNHCR will have undertaken a consultation process with all internal and external stakeholders to obtain feedback on the implementation of the age, gender and diversity mainstreaming strategy to date and will have elaborated a three-year strategic plan to consolidate the gains made and adjust the strategy.

The three-year plan will address some priority issues in terms of delivering protection which were highlighted through the analysis undertaken with UNHCR and partner teams in the Field and the people of concern. In addition to the link between protection, food security and livelihoods elaborated upon above, one particular area under consideration is protection systems.

Participatory assessments in more than 80 offices across the globe have highlighted that some offices have established standard operating procedures and other good practices on how to mainstream age, gender and diversity. The focus in 2007 will be to build on such field practice and develop a practical model to support offices to design age, gender and diversity-sensitive

Participatory assessments

UNHCR firmly believes that the specific needs of all refugees and others of concern should be taken into account when designing programmes to serve, assist, and protect them. Participation is particularly important for those who are often excluded, such as women, children, adolescents and older people. The Office regards participatory assessments as a crucial part of its protection programme.

Participatory assessment is a process of building partnerships with refugees and others of concern, of all ages and backgrounds, through systematic, structured dialogue on issues that they identify as important. In other words, they describe their situation from their own perspectives, articulate their needs and mobilize their own capacities, skills, and efforts in solving problems within the community, thus taking control of their immediate future.

Participatory assessments have now been undertaken in over 80 countries in camp, urban and internal displacement contexts. UNHCR teams have been able to support community-initiated projects by changing the way of doing things and engaging with new actors.

For example, in Benin and Burkina Faso, during participatory assessment discussions, both male and female refugees and asylum-seekers asked for the creation of community centres so they could form their own support groups to help each other and discuss personal problems. UNHCR's Regional Office in Benin was thus not only able to establish the centre, but also to provide training to refugee women associations to create support groups for the community. It also engaged a psychiatrist who provided follow-up for seriously traumatized refugees.

In Thailand, refugees often held misconceptions about their status which undermined their ability to become self-sufficient and adversely affected their relationship with UNHCR. As a solution, refugees proposed that access to and communication with the Office be improved to prevent misinformation on important issues such as status determination and resettlement. UNHCR now has a designated a roster of protection, community services and programme officers to run counselling sessions for urban refugees and asylum-seekers.

Finally, in Angola's Sungui refugee settlement, both female and male members of youth groups wanted to volunteer to do sports training for other young refugees. UNHCR helped link them with a UNDP appeal for a volunteer project. The youth community then presented a small project on sport activities, which was approved by UNDP.

protection systems together with the people of concern and partners. These will facilitate the speedy identification of protection risks and gaps, create mechanisms for responding and monitoring people facing heightened risks because of their particular circumstances or condition and bring attention to the need for solutions to be developed with individuals from the outset. Such a system requires bringing together the multiple benefits of UNHCR activities and tools such as registration; standards and indicators; protection gaps analysis; participatory assessment; the guidelines on best interests determination and on prevention and response to sexual and gender-based violence; the manual on the community-based approach in operations, as well as manuals on self-reliance and local integration, women-at-risk assessment and resettlement, mapping out for offices how they can be used together and the kind of results they should generate.

Sexual and gender-based violence

UNHCR's mandate includes supporting governments to provide protection to forcibly displaced people to enable them to live in safety and security. Therefore, addressing the absence of assistance and livelihood options and the consequences thereof in terms of exploitation and abuse is an integral part of delivering protection.

Sexual and gender-based violence is the most common violent crime in the refugee context. It is often associated with, and thus addressed by, adjustments in refugee camp design and programmes to allow access to firewood, and, in the case of harmful traditional practices, through community mobilization. However, this does not address the issue of "survival sex", which is prevalent in many refugee situations, both urban and rural. Survival sex is understood to refer to a situation whereby a person engages in sex in order to obtain money or material assistance, for example for education, or to meet her/his basic needs and/or those of other family members due to the lack of alternative options available. Abusive relationships have been reported with members of the local population, fellow refugees and in some cases, humanitarian staff. Tackling the issue is fraught with difficulties, not least because it is too often a taboo subject, and such abuse often goes unreported. As far as humanitarian and peacekeeping staff are concerned, the UN and its partners have issued very strict guidelines and codes of conduct and introduced zero-tolerance policies, as well as measures to prevent, monitor and severely penalize any such incident.

The relationship between protection risks, material assistance and the delivery of services is perhaps most evident in UNHCR's work to protect women and girls. A holistic response to address the protection risks related to the socio-economic and legal environment in which women and girls live and the individual protection risk

factors they face is required to ensure that sexual and gender based violence, which includes survival sex, is addressed in a more meaningful manner.

The analysis undertaken with women and girls who are directly affected, but also with men and boys in the community, persistently links the problem of survival sex to the following causes:

- Inadequate food supplies lead to the community "tolerating" survival sex in order to increase meagre incomes and provide food and basic needs.
- Unavailability of sanitary materials places women and girls in embarrassing situations and deprives them of their dignity. They are forced to find desperate solutions to provide for this most basic need.
- Lack of distribution of clothing and insufficient non-food items such as blankets, compounded by no access to income, work permits and restrictions on freedom of movement.
- Lack of basic education opportunities – for girls in particular – makes them easy prey for older men who apparently offer a means to resolve the problem.
- Many girls have reported numerous protection risks in an education environment which is hostile and violent, rather than safe and secure and, therefore, increases the risk of survival sex and exploitation.

Survival sex and sexual exploitation lead to a number of subsequent protection problems from which few manage to recover without a considerable amount of support and assistance. These problems include rejection by the family and community; unwanted pregnancies, particularly among teenagers; early termination of school; health, shelter and economic problems common to child-headed and single-headed households. Exposure to HIV/AIDS and other sexually transmitted diseases is seriously increased and there are also severe health risks to girls due to early pregnancy, obstructed labour and maternal death. Those engaging in survival sex are also more easily exposed to human trafficking.

The challenge of reducing exposure of people of concern to survival sex requires greater emphasis on the role of the community from a rights- and community-based perspective, a shift in focus in operations from the delivery of assistance to livelihoods and solutions, as well as improved protection risk analysis and strengthened protection systems. A number of practical steps have been taken by UNHCR to strengthen the protection of displaced women, promote gender equality, and protect the rights of children, such as reinforcing the capacity of the local judiciary, arranging for mobile courts, bringing in female security and police officers, bringing camp justice systems into compliance with human rights standards and supporting women as leaders of refugee committees. These activities are complemented by the development of manuals on self-reliance using a community-based approach, a women-at-risk assessment tool, targeted action to support children's participation,



A safe education environment is crucial to prevent sexual and gender-based violence. UNHCR / N. Ng

an analysis of safe school environments, a review of child protection systems and the implementation of the age, gender and diversity mainstreaming strategy, to mention a few. Men and boys are also survivors of sexual and gender based violence and their role in addressing this problem, as well as gender inequalities, is gradually being recognized by some field operations which have taken the first steps towards working with men on the issues. The most recent developments have been the 2006 Executive Committee's *Conclusion on Women and Girls at Risk*, the new *Handbook on the Protection of Women and Girls* and the provision of guidance on drafting standard operating procedures on the prevention and response to sexual and gender-based violence. All field operations are to have standard operating procedures in place by December 2007. UNHCR will undertake an independent global review of UNHCR's progress in the prevention of and response to sexual and gender-based violence to enable comparative analysis by regions, the sharing of challenges, good practices and define areas for improvement.

Details on UNHCR's plans for the protection of women, children and older refugees can be found in the *Policy priorities* chapter.

Strengthening the capacity of States, and relying on and bolstering the resources of both displaced and affected host communities, are imperatives for sustainable and quality protection. This approach is all the more appropriate in an era of limited resources coinciding with an increase in the number of persons of concern to UNHCR. The changes in approach to the provision of protection elaborated above will take time to consolidate, but promise to make the organization more flexible and responsive both to those it serves and to its partners. From designing protection systems within broader migration movements to eliminating the causes of survival sex, the challenges are complex and diverse. Only by forging strong partnerships, providing States with the tools to offer protection, and empowering refugees and others of concern to be part of the solutions, will UNHCR achieve the results it is aiming for.

Finding durable solutions

Millions of refugees around the world presently have no access to timely and durable solutions. The protection problems for refugees confined for many years in closed camps without freedom of movement or possibilities of achieving some degree of self-reliance are compounded by the absence of solutions in the longer term. Likewise, urban refugees suffer from social exclusion and live in precarious conditions in marginalized communities around big towns. Therefore, an important element of providing international protection to refugees and others of concern is to find durable solutions to their plight. In 2007, the search for durable solutions will focus on clear objectives and targets as part of comprehensive strategies to resolve protracted situations (Global Strategic Objective - GSO 3.2); promote the creation of conditions conducive for return and ensure sustainable reintegration (GSO 3.1); strengthen local integration as a durable solution (GSO 3.3); and increase the use of resettlement as a strategic protection tool, durable solution, and burden- and responsibility-sharing mechanism (GSO 3.4).

As part of its ongoing efforts to formulate comprehensive approaches to durable solutions, in 2006, UNHCR created a Solutions and Operations Support Section within the Division of International Protection Services, charged primarily with reviewing **protracted refugee situations** in consultation with Regional Bureaux. Of some 38 protracted situations worldwide, UNHCR will

review, in particular, the situation of Sudanese refugees in Cairo; the Afghan refugees in Tajikistan; the situation of refugees in camps in Nepal; the Myanmar refugees in Thailand and Bangladesh as well as, in Africa, the protracted situation of the Eritrean refugees in Sudan; Liberian refugees in West Africa; Angolan refugees in Zambia, Namibia and the Democratic Republic of the Congo; a Sierra Leonean residual refugee group in Liberia; and the Congolese refugees in Angola.

By the end of 2007, UNHCR aims to have put in place multi-year, comprehensive durable solutions strategies to resolve protracted refugee situations, developed in collaboration with relevant actors, which contemplate the strategic use of resettlement and local integration in all its operations dealing with protracted refugee situations (GSO 3.2.1). At the same time, UNHCR will promote refugee livelihoods whenever possible, and make self-reliance and empowerment a policy priority in situations where short-term solutions are not available, such as in Bangladesh, Gabon, Malaysia and Thailand.

The need to address the negative effects of the presence of large numbers of refugees in often remote and impoverished areas has been repeatedly discussed. In recent years, UNHCR has sought to promote the beneficial effects that a refugee population can bring to its hosts, for example, in terms of availability of basic services such as health, education and water, as well as attention and



Since January 2006, some 25,000 refugees have returned to the Democratic Republic of the Congo with UNHCR's assistance.
UNHCR / J. Ose

funding from agencies involved in longer-term development. In addition, refugees often bring new skills and can make an important contribution to local development.

Through its **Development Assistance for Refugees (DAR)** approach, UNHCR has sought to address protracted refugee situations in an integrated manner, by promoting self-reliance for refugees pending durable solutions, and improving the quality of life for host communities. In Bangladesh, for example, a rural participatory assessment conducted in 2006 led to a joint UN proposal for community development opportunities in the Cox's Bazar area that will benefit the local population and refugees alike. DAR projects will be designed in Ecuador and Gabon in cooperation with other agencies.

Most refugees prefer to return home as soon as circumstances permit, generally when a conflict has ended, a degree of stability has been restored and basic infrastructure is being rebuilt. UNHCR encourages **voluntary repatriation** as the best solution for displaced people, providing it is safe and their reintegration is viable. The same can be said for the return of IDPs. In 2005, some 1.1 million refugees returned home. In 2007, it is expected that around one million refugees and 700,000 IDPs will return to their areas of origin, mainly in Afghanistan, Burundi, Côte d'Ivoire, the Democratic Republic of the Congo, Liberia, Lebanon, Uganda, Sudan and Iraq.

In any operation, the promotion of return comes only after minimum conditions are met and UNHCR is reassured that returnees will be safe. But even when peace and security have been restored in a country, voluntary return presents enormous challenges, not least the sustainability of returns. There is a strong need to address the transition between reconstruction and rehabilitation and long-term development in order to ensure that infrastructure is in place to allow returnees to rebuild their lives.

UNHCR, together with UNDP and other agencies in the Inter-Agency Standing Committee (IASC) Early Recovery Cluster, will support the initial reintegration of returnees, and partner with development agencies to ensure that the recovery and long-term development processes lead to sustainable return. It will also work with the UN Peacebuilding Commission and the Peacebuilding Support Office (to which it has seconded a staff member) and will be involved in its pilot programmes in Burundi and Sierra Leone. Furthermore, in 2007, UNHCR will focus on improving data collection and returnee monitoring to provide technically sound inputs to development and transition actors. However, several constraints, such as lack of resources for reintegration activities for returning refugees and IDPs, lack of expertise and strategic planning; difficulties in mainstreaming reintegration efforts into national transition and development plans; and difficulties in establishing partnerships with development agencies still need to be addressed.

UNHCR will reinforce its partnership with UNDP both at the global level and in some of the ongoing return and **reintegration** operations. By taking into account the lessons learned from the implementation of the "4Rs" (Repatriation, Reintegration, Rehabilitation and Reconstruction) approach, and reviewing and drawing on the analysis of challenges and opportunities surrounding the existing collaboration, the two organizations will work closer together in Burundi, the Democratic Republic of the Congo, Liberia, Somalia, Sudan and Uganda to create conditions conducive for return and sustainable reintegration (GSO 3.1). UNHCR and UNDP will agree on practical options for proposed actions, and outline mechanisms for the implementation and monitoring stages. UNHCR aims to measure the progress made by returnees within a year of return, aiming at ensuring that they are self-reliant and that they are fully integrated into national and area recovery and development programmes (GSO, 3.1.1).

When voluntary repatriation is not possible, host States may opt to provide opportunities for the gradual integration of refugees. To that effect, UNHCR has developed a strategy for **Development through Local Integration** which, in a similar way to Development Assistance for Refugees, seeks to exploit the potential of refugees to contribute to the development of their host communities by creating economic opportunities for both. The Zambia Initiative (ZI) was a pioneering example of improving the self-reliance of refugees and providing support to the communities that hosted them. An external evaluation of the Zambia Initiative in 2006 recommended the closure of the first phase of the Initiative, a reorganization of the programme and the relaunch of a "ZI phase 2". A framework to clarify the goals, context and strategies of the Initiative will be developed and an umbrella created under which improved coordination of activities can take place. Finally, lessons identified by the reviewing team will be taken into consideration to improve the implementation of similar programmes in the future (GSO 3.2).

In other parts of the world, UNHCR will map the extent to which **local integration** can be utilized as a solution. UNHCR aims at increasing the number of countries allowing refugees to integrate locally (GSO 3.3.2) and at the inclusion of refugee-hosting areas in national development plans and strategies (especially in Poverty Reduction Strategy Papers) and in UN common programming processes such as the Common Country Assessments and the UN Development Assistance Frameworks (GSO 3.3.1). Benchmarks will be developed to measure progress in achieving local integration and a catalogue of good practices will be prepared. In 2006, comprehensive durable solutions strategies, including those for local integration, were initiated in Belarus, Guinea, Liberia, the Republic of Moldova, Papua-New Guinea, Sierra Leone, Tajikistan and Ukraine. These initiatives will need further support in 2007. By adopting a holistic approach, UNHCR will seek ways to support local integration initiatives in

countries where voluntary repatriation is taking place, and to prioritize the operations that have already started through consultations with governments on local integration opportunities for residual populations. Based on decisions taken by the Task Force on Local Integration in Africa in 2006, governments and UNHCR offices in West and Southern Africa will be assisted to improve integration prospects of refugees in legal, social and economic areas and conclude discussions on the eventual integration of residual refugee populations.

According to two 2006 evaluations, UNHCR staff require training in the area of reintegration, local integration and livelihoods generation. In 2007, these areas will be incorporated into the operations and protection learning programmes as well as the protection thematic learning course on durable solutions offered to staff worldwide.

Following the High Commissioner's call to increase the use of **resettlement** by reinforcing and expanding

Building entrepreneurial capacity for returnee women in Lumbala N'Guimbo, Angola

Self-reliance support provided in a country of asylum does not necessarily hamper the return of refugees, but is certainly a factor taken into account when deciding whether to repatriate or not, especially when no social structures are functioning in the areas of origin. Hence, UNHCR tries to make sure that refugees freely choose to return to their country and are gradually reintegrated into their former societies both socially and economically. In Angola, UNHCR has implemented a series of activities together with other agencies to make returns sustainable and bridge the gap before the emergence of more long-term development initiatives.



Residents of Lumbala N'Guimbo, themselves returnees, welcome new arrivals from Zambia. IRIN

Following the signing of the peace agreement between the Government and the National Union for the Total Independence of Angola (UNITA), most Angolan refugees were eager to return home. However, landmines, impassable roads and a shortage of food, seeds and tools, as well as education and employment opportunities, prevented or discouraged many from making the journey immediately. Moreover, many refugees from eastern Angola were generously hosted by the Government of Zambia, where they were encouraged to practise the skills acquired through vocational training programmes and to engage in income-generating activities.

In Angola, UNHCR and ILO explored an innovative approach in the six destroyed communes of Lumbala N'Guimbo, to develop them and make it a place where women could come back to find economic opportunities. Already in March 2003, UNHCR had helped open a Community Development Centre in Lumbala N'Guimbo, six months before the organized repatriation started. Today, this centre is run by a women's group called Kukwava ("Bringing Women Together") and focuses mainly on women's socio-economic empowerment. Kukwava helps women to start activities such as dressmaking, making handicrafts and practicing horticulture or attending literacy classes. In addition, it also gathers women for sensitization campaigns on issues that affect the community such as domestic violence, HIV/AIDS and mine hazards, and creates innovative ways to address them.

Through the UNHCR-ILO cooperation, the ILO Women's Entrepreneurship Development and Gender Equality Team helped the Lumbala N'Guimbo Community Development Centre to empower women and thereby rehabilitate the region's economy. To this effect, a technical expert undertook an economic mapping exercise of the administrative area of Lumbala N'Guimbo and a capacity-building training for the women at the centre. The economic mapping brought to light capacities already existing among the population, and identified the kind of economic opportunities that could flourish in the region. The communities were then given practical advice on those income-generating activities with strong potential to succeed. Subsequently, training was given to assist women on how to start, run and manage individual businesses in a sustainable manner. The participants were, furthermore, exposed to the concept and advantages of association, and instructed on how to best structure the functions and overall management of the Community Development Centre, which is also used to promote the improvement of the condition of women, women's rights and gender equality and restore dignity.

This project is only one example of how partnerships can lead to the development of sustainable solutions for returning refugees. Further possibilities for collaboration are being explored with ILO and other partners in Angola and in other post-conflict situations to help the smooth transition from relief to development and to stabilize the condition of the populations.



Reconstruction in Lofa County, one of the most destroyed areas in Liberia. UNHCR / E. Compte Verdaguer

resettlement activities, a Resettlement Service was created in 2006. It aims to enhance outreach and communication with resettlement countries and other partners, as well as advocate resettlement in line with the *Agenda for Protection*.

In 2007, resettlement will continue to be used as a protection tool, a durable solution and a responsibility- and burden-sharing mechanism, as stated in UNHCR's Global Strategic Objective 3.4. It will be considered as part of comprehensive durable solution agreements, with emphasis on finding solutions in protracted refugee situations and making use of the Multilateral Framework of Understandings on Resettlement.

UNHCR will improve the quality of resettlement operations worldwide. Resettlement criteria for similar groups of refugees and procedures will be harmonized to improve global predictability and consistency of resettlement delivery. Resettlement-related family reunion procedures will also be reviewed. Regional resettlement hubs in Accra, Nairobi and Beirut will be consolidated and, where needed, similar structures will be established. Training on resettlement will be provided to UNHCR staff and partners.

Partnerships with governments, IOM and NGOs will be strengthened through the Annual Tripartite Consultations and the Working Group on Resettlement. The UNHCR-ICMC deployment scheme will continue to have a vital role in forging closer working relationships with NGOs and supporting field operations. Options for "regional resettlement transit facilities" will be explored with partners. Resettlement countries will be encouraged to support education and skills development in countries of asylum to upgrade refugees' potential for integration in resettlement countries.

Best practices will be collected and disseminated among all stakeholders to better manage refugees' expectations and misperceptions about resettlement. UNHCR will take stock of lessons learned and make more effective use of group resettlement. Culturally oriented pre-departure packages will be harmonized among resettlement countries.

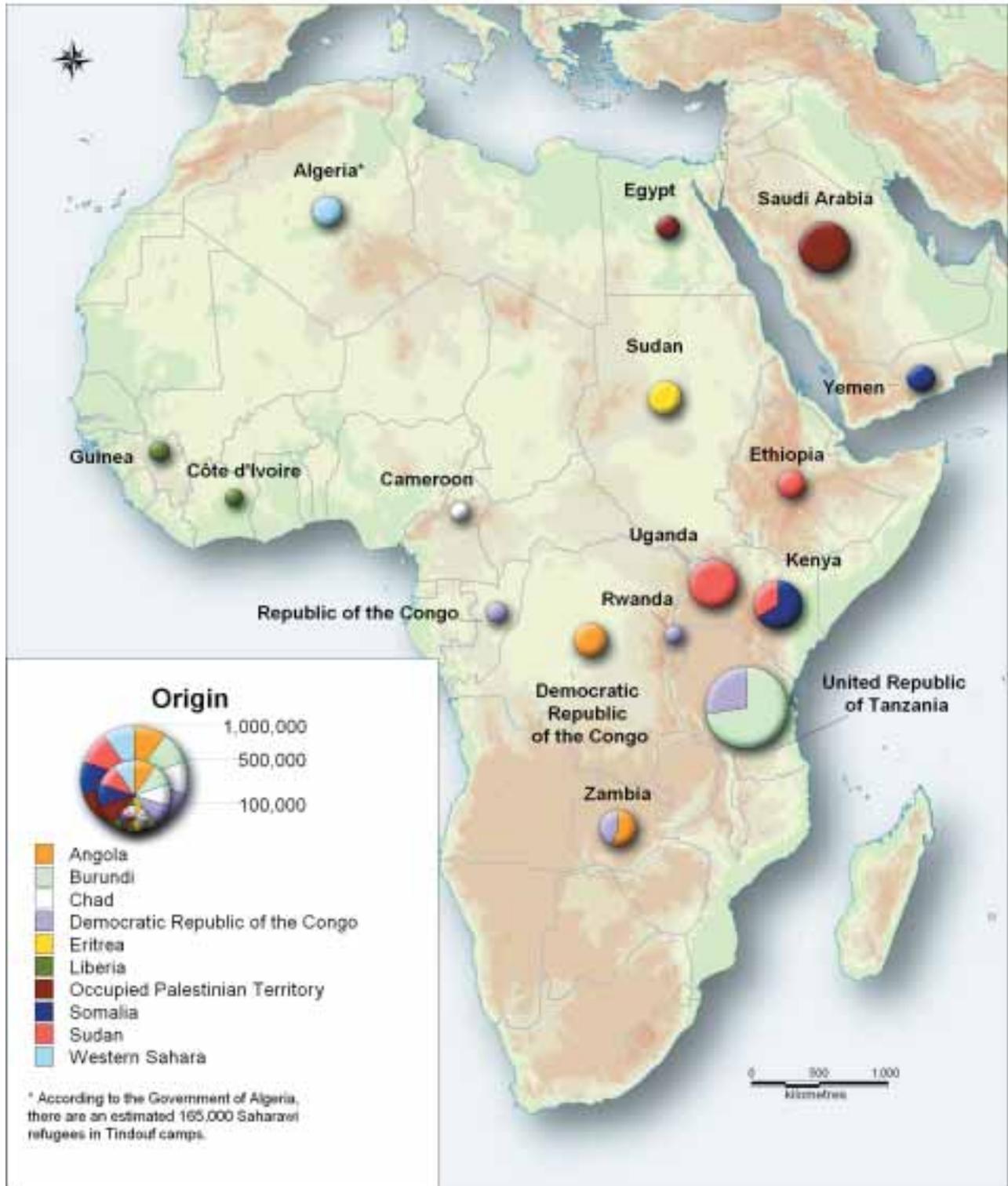
The Resettlement Service will prioritize efforts to improve the access of refugees to resettlement opportunities through active participation in operational and strategic planning activities such as participatory assessments and protection profiling methodologies – tools which assist gender, age and diversity mainstreaming and the identification of refugees, or groups of refugees, most in need for resettlement. The development of practical tools to improve identification and processing methods will assist UNHCR offices to engage resettlement in a more predictable and effective manner. The quality, consistency and efficiency of resettlement delivery will also be improved with the widespread use of the *proGres* database for registration purposes. This will dovetail with training initiatives and improvements in organizational understanding of the strategic use of resettlement and ways to mitigate risks whilst providing resettlement in a comprehensive and proactive way.

Managing risks to ensure the integrity of resettlement will be a priority in 2007. This will involve the implementation of the UNHCR Resettlement Anti-Fraud Plan of Action to specifically upgrade field offices' capacity to mitigate fraud in the resettlement process. Simultaneously, offices' procedures will be systematized through the application of global baseline standard operating procedures on resettlement.

Furthermore, support and advice will be provided in relation to UNHCR's mandate, legal standards and policy aspects of the organization's engagement with IDPs to strengthen operational involvement as the leading agency in the Protection Cluster.

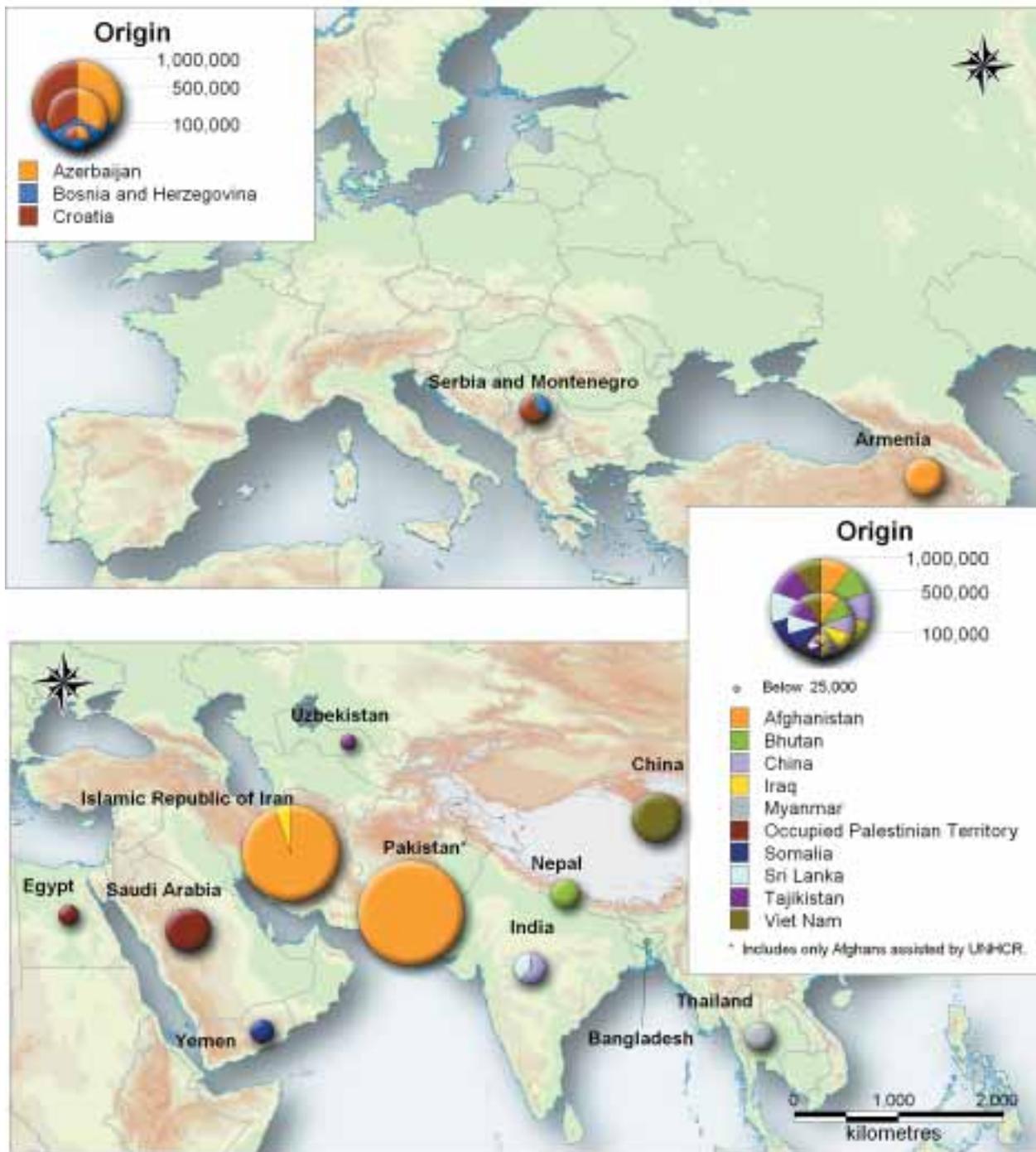
Protracted refugee situations in countries of asylum, by origin

As at 1 January 2006



Protracted refugee situations in countries of asylum, by origin

As at 1 January 2006



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

Strengthening emergency response

Over the past 16 years, UNHCR has responded to 13 large-scale emergencies, in which more than 500,000 people were displaced and in need of assistance, in areas as diverse as the Middle East, the Balkans, Central Asia, West and Central Africa and South-East Asia. In statistical terms, every 16 months there has been a large-scale emergency, with a massive one, involving the displacement of more than 1.5 million people, every two years. The Office has also had to deal with an even larger number of smaller emergencies, which have not commanded the same international news media attention.

UNHCR, as a major player in the international emergency response system, has over the years strengthened its planning, human resources, supply stockpiles and early warning systems, to face the operational challenges of the numerous emergencies it has had to respond to. While much progress has been made, more needs to be done.

Thus, one of the principal commitments made by the High Commissioner upon taking office in 2005 was to ensure that UNHCR is better equipped to respond to emergencies in any part of the world. This commitment has been translated into one of the Office's Global Strategic Objectives for the period 2007-2009, which aims to strengthen the organization's emergency preparedness and response capacity to cater for the initial needs of up to 500,000 displaced people in humanitarian emergencies.

Responding to emergencies demands significant operational engagement, readily available staff and resources, and an effective, coordinated humanitarian response. In essence, it depends on how fast the right people and the necessary relief items can be mobilized to the areas where they are needed, together with operations support equipment and management and administration capacity with efficient emergency procedures. Early warning and situation-specific awareness linked to emergency procedures are also key components of emergency preparedness, and need to be constantly updated.

The Indian Ocean tsunami of 2004 and the South Asia earthquake of 2005 were stark examples of the destructive power of nature, taking the lives of more than 270,000 people in countries as far apart as Indonesia, the Maldives, Sri Lanka, Somalia, Pakistan and India. The response to these events, together with operational

responses to conflict-generated humanitarian emergencies in places such as Sudan, the Democratic Republic of the Congo, Somalia, Timor-Leste, Lebanon and elsewhere, have severely tested the capacity of UNHCR and the humanitarian system as a whole. They have also confirmed the imperative for a strengthened emergency response capacity within the Organization, and underscored the need for more effective coordination and interaction between humanitarian organizations and political, military and financial actors (both donors and the private sector).

The UN humanitarian reform initiative has resulted in a number of important changes in the way that humanitarian agencies and organizations go about their work. Principal among them is the development of the "cluster leadership approach" by the Inter-Agency Standing Committee (IASC) with regard to responding to the humanitarian needs of internally displaced people. UNHCR was delegated global leadership of the following three clusters: protection, camp coordination and management, and emergency shelter, for conflict-generated emergencies. The "cluster leadership approach" was applied in six countries in 2006. While the reform process has objectively sought to strengthen the system-wide emergency response capacity, build collaborative partnerships, improve humanitarian leadership and coordination, and ensure more predictable funding, for UNHCR it has entailed a major engagement in the process by chairing the three clusters at the global level as well as in the Field.

In line with the High Commissioner's commitment, in late 2005 UNHCR developed a plan of action to strengthen its capacity to respond to emergencies involving up to 500,000 people. The plan, which reflects the new inter-agency commitments and working methods outlined in the humanitarian reform initiative, incorporates elements such as an increase in the number of emergency preparedness and response, information technology, telecommunications and logistics staff; cost analyses for the provision of relief items; changes in internal rules to make emergency response more flexible; the immediate availability of information technology and telecoms equipment; and the reinforcement of standby agreements with other organizations to deploy technical emergency staff when needed. UNHCR has systematically worked through its plan of action in order to ensure that the necessary emergency response capacity is put in place. Drawing from recent experiences and applying lessons learned, the Office will continue to review its



Between mid-July and mid-August, UNHCR moved nearly 15,000 tents, 154,500 blankets, 53,600 mattresses and 13,500 kitchen sets into Lebanon and Syria. *UNHCR / A.Branthwaite*

capacity, competencies and approaches to emergency preparedness, response and operational management.

Between January and September 2006, UNHCR deployed 200 staff to 27 countries which were affected by emergencies. The largest deployments of emergency staff were to respond to the crisis in Lebanon; the Pakistan earthquake; renewed internal displacement in Timor-Leste; the protection needs in Sudan and, most recently, to address the influx of Somalis in Kenya. Emergency Response Team members (see box) were deployed for an average of 90 days, making a total of 17,918 person days.

By September 2006, UNHCR was in a position to respond within 72 hours to the immediate needs of 400,000 people in a humanitarian emergency, and will build up to the target of 500,000 by the end of 2007. In terms of personnel, in 2006 UNHCR had an average standby capacity of some 250 internal and external staff. Stocks of key emergency relief items, such as blankets, plastic sheeting, jerry cans and kitchen sets, were in place at the time of writing to cover the needs of some 400,000 people. In addition to providing plastic sheeting for emergency shelter, the special shelter needs of 100,000 vulnerable people can be covered with the newly introduced lightweight emergency tents.

In order to bring UNHCR's standby response capacity up to the agreed 500,000 people the following will be required:

- **Staffing:** The number of standby staff will be increased to 300 by including former Emergency Response Team members on a two-year roster for exceptional large-scale emergencies. In 2007 UNHCR will conduct three Workshops on Emergency Management and maintain the Emergency Response Team roster, which will consist of 90 UNHCR staff and another 30 staff of partners and other United Nations agencies. Combined with senior staff deployments from the Emergency Preparedness and Response Section, this will constitute the primary emergency response mechanism during the initial phase of any new response to an emergency. In addition, UNHCR will run two courses in 2007 in the new inter-agency Emergency Team Leadership Training Programme, to strengthen the quality of leadership in humanitarian emergency operations, help support improved coordination between all actors, and foster the ongoing development of best practices in emergency leadership and management.

Furthermore, UNHCR will review and strengthen the internal capacity of technical experts; reinforce existing partnerships and seek new ones; and review internal posting systems to increase the efficiency of deployment of regular staff.

Close collaboration between Headquarters and UNHCR's eCentre in Japan will remain a core objective within the overall emergency training strategy in 2007. The main goal of the eCentre is to improve

- emergency preparedness and response, as well as the management of staff safety by strengthening the operational capacity of relevant government departments, NGOs and United Nations agencies in the Asia-Pacific region. The eCentre's activities will include training on participatory assessment and will pay special attention in encouraging female participants and organizations carrying out activities focused on the special needs of women and children.
- **Non-food items and logistics:** UNHCR's central emergency stockpiles in Copenhagen and Dubai will be increased to cover the basic emergency needs for key shelter and domestic items of 500,000 people. This will require a considerable investment in the new lightweight emergency tent. Improved management mechanisms will be in place for all of UNHCR stockpiles to ensure effective use and rapid deployments. In addition, UNHCR will seek additional external standby capacity and coordination for supplies and logistics, including regional and national capacity in standby agreements, NGO capacities, and agreements with civil defence departments within governments to complement existing ones with the Russian Federation, Sweden and Norway.
 - **Operational support:** The Office will improve support modules for office and accommodation to meet designated minimum standards; introduce readily-available information technology and communications packages for immediate deployment with Emergency Response Teams; and provide other support kits as needed.
 - **Management and emergency procedures:** UNHCR will reinforce effective emergency procedures to apply to overall internal emergency management; collate all emergency operations and management procedures into a single document; and update the *Emergency Handbook*.
 - **Contingency planning and early warning:** Emergency and security management and support will be improved through better contingency planning at the global, regional and country levels, linked to better early warning analysis. The *Action Alert* early warning system, established in 2005, is due for revision in late 2006 and will be further developed in 2007.

- **Financial and implementation procedures:** UNHCR will maintain a financial allocation in the Operational Reserve for emergency activities. Resource allocation procedures for emergencies will be simplified.
- **Security of beneficiaries:** In humanitarian emergencies, the issue of refugee, IDP, returnee and local community security and physical protection can be one of the most demanding, difficult and critical of humanitarian protection interventions. UNHCR must consider this factor and always be ready and able to interact with those who have primary responsibility and legal obligation to ensure the protection of civilians caught up in armed conflict. The importance of a comprehensive approach to improving refugee and IDP security has been recognized by the international community as a whole and, where necessary, UNHCR supports States in meeting their primary responsibilities. Efforts to strengthen national capacity to manage refugee and returnee related security issues – as presented in the *Agenda for Protection* (Goals 3 and 4) – will also include advocacy and specific programme 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 2007 UNHCR will further explore its strategic and operational cooperation with the Department of Peacekeeping Operations (DPKO) on these issues and will pay special attention to planning of and participation within UN integrated missions.

UNHCR's strengthened emergency response capacity will ensure a predictable and professional emergency response to refugee and IDP situations. It will also enable the Office to address the needs of the Emergency Shelter Cluster and integrate UNHCR's role in the Camp Coordination and Management as well as the protection Clusters. The stronger focus on partnerships and inter-agency collaboration, as well as the establishment of sufficient capacity in the three UNHCR-led clusters, will significantly contribute to the humanitarian reform process.



UNHCR's Emergency Response Teams

UNHCR's Emergency Roster continues to be the primary resource for emergency response personnel.

Emergency Response Team (ERTeam) members have to be fully operational from the moment they arrive in an operation, often in extremely stressful and chaotic situations. That is why, when they volunteer to be on standby for the ERTeam, even though they may be already experienced staff, they still have to go on a Workshop on Emergency Management - nine days of intensive training in practical skills such as camp design and management, telecommunications, off-road driving and first aid. They are also trained on how to handle a wide range of security issues, including dealing with armed militias, and how to react if held up at gunpoint, kidnapped or taken hostage.

The course, which takes around 40 participants from UNHCR and other organizations from across the world, is held three times a year. By the time they have completed it participants are physically and mentally prepared to face some of the toughest and most challenging situations in the world.

Over the past two years alone, ERTeams have been deployed in more than 20 situations, including in Sudan, Chad, Sri Lanka, Pakistan, the Democratic Republic of the Congo and Indonesia's Aceh province after it had been devastated by the tsunami. Most recently, UNHCR ERTeams have been deployed to help tens of thousands of newly internally displaced East Timorese and hundreds of thousands of displaced Lebanese, the latter both inside their home country and across the border in the Syrian Arab Republic.

A new monthly contributions programme to support the Emergency Response Team, aimed at individual contributors, was launched at the end of 2006 by UNHCR's Goodwill Ambassador Angelina Jolie. See www.erteam.unhcr.org.



During the East Timor emergency, UNHCR provided shelter for the displaced, using newly developed lightweight tents. UNHCR / N. Ng

Working with the internally displaced

UNHCR has an extensive history of providing protection and assistance to internally displaced persons (IDPs). UNHCR's mandate in this respect is based on Article 9 of its Statute and a series of UN General Assembly Resolutions dating from the 1970s onwards, which have acknowledged UNHCR's particular humanitarian expertise and encouraged its involvement in situations of internal displacement. General Assembly Resolution 53/125 of 9 December 1998, stipulates that such involvement should be based on requests by the Secretary-General or the competent principal organs of the United Nations and with the consent of the State concerned; that it should take into account the complementarities of the mandates and expertise of other organizations, and that it must not undermine the institution of asylum.

In the absence of a single agency in the UN system with a comprehensive mandate for the protection and assistance of IDPs, a consensus emerged in the 1990s within the context of the Inter-Agency Standing Committee (IASC) that a "collaborative approach" to internal displacement situations was the most appropriate and only feasible response mechanism. This approach called for all available agencies to contribute, within their means and according to their mandates and expertise, to the resolution of internal displacement situations under the coordination of the Emergency Relief Coordinator at the headquarters level, and at the field level by the Humanitarian Coordinator.

The collaborative approach was later assessed as part of a broader humanitarian response review process commissioned by the Emergency Relief Coordinator in late 2004. The review resulted in a set of humanitarian reform initiatives aimed at ensuring a more predictable, effective and accountable inter-agency humanitarian action by improving the response, funding and leadership mechanisms. As a result, in December 2005 the IASC agreed to establish the "cluster leadership approach", or "cluster approach", which organized nine critical areas of the humanitarian response into "clusters" composed of a broad range of actors (including NGOs and non-UN intergovernmental organizations) and led by a designated "cluster lead" for each cluster. Within this system, UNHCR accepted a leadership role for the Protection, Emergency Shelter, and Camp Coordination and Camp Management clusters in situations of conflict-induced internal displacement. Through the new approach, UNHCR aims to be a reliable and predictable partner within an inter-agency collaborative effort.

The IASC agreed to initially launch the "cluster approach" in the Democratic Republic of the Congo (DRC), Liberia, Uganda and Somalia. Nearly four million IDPs, out of an estimated global total of 24 million, are in these four countries. The "cluster approach" has also been applied to major new emergencies such as Lebanon, where UNHCR led the Protection and Emergency Shelter clusters, and other ongoing emergencies such as Côte d'Ivoire, where UNHCR leads the Protection Cluster, to bridge gaps in the humanitarian response. While the "cluster approach" has not been formally adopted in all situations of internal displacement, a number of country teams are organizing themselves in a cluster-like manner nonetheless.

Progress achieved and plans for 2007

The "cluster leadership approach" has resulted in a number of achievements at both global level and field levels. At the global level, the clusters have clarified areas of responsibility and complementarity, and reviewed standards and existing capacities. They are now in the process of strengthening capacity and preparedness in key gap areas by planning for the expansion of technical expertise, developing guidelines and handbooks, and creating standby rosters, joint training and stockpiles. Throughout 2007, UNHCR cluster leads for Protection, Camp Coordination and Camp Management, and Emergency Shelter will continue to refine and develop their tools and services.

UNHCR has also been an active participant in the Early Recovery and Logistics Clusters, led by UNDP and WFP respectively. Not only does UNHCR have extensive expertise in these areas, but the activities of these clusters are integral to finding durable solutions to internal displacement and to providing assistance to IDPs in the fastest, most cost-effective manner.

Throughout the reform process, the Office has been building, and will continue to build, its own operational capacity to ensure that its staff have the skills, resources and information needed to undertake its leadership role effectively. For example, a roster of qualified staff will be available in 2007, and learning activities to increase staff capacity to carry out UNHCR cluster responsibilities are planned. The Office is also revisiting and strengthening partnerships with other UN agencies, NGOs, and



Many children fled with their families to the hills around Hera, Timor-Leste, to escape the violence that erupted in June 2006.
UNHCR / N. Ng

intergovernmental organizations in an effort to improve collaboration.

To assess its performance more systematically, the Office is developing measurable performance indicators for use at the global and country levels. A review of lessons learned on UNHCR's expanded role in situations of internal displacement took place in mid-October 2006. This review resulted in good practices and lessons learned that will be incorporated into UNHCR's strategic vision and operational plans for 2007.

Websites for all clusters were being developed at the time of publication and should be available by the beginning of 2007, complementing other websites on internal displacement. In addition to hosting information about cluster activities, these websites will be a central repository for operational guidelines, tools, and standard operating procedures. A CD-ROM containing key resources for IDP operations in protection, camp coordination and camp management, and emergency shelter was produced in the second half of 2006.

Protection Cluster

The protection of internally displaced people involves addressing a number of very challenging human rights issues, including discrimination; threats to physical security; sexual and gender-based violence; restrictions on freedom of movement and forced movement; violations of land, housing and property rights; impunity and access to justice; lack of basic services; and the loss of

personal documentation. In addition, IDPs often face the risks posed by the presence of land mines. Problems related to insecurity and humanitarian access can hinder possibilities for direct intervention and prevent initial needs assessments. As a result, it may be difficult to gather information regarding the number of IDPs, their needs, and their protection risks.

The Protection Cluster is emerging as one of the main clusters and, recognizing the need for coordinated protection activities and strategies, even country teams not using the "cluster approach" have formed similar structures.

At the global level, the Protection Cluster Working Group has proved to be a valuable forum for information exchange, policy discussion, and the development and harmonization of protection tools. A tool for profiling IDP populations is currently being developed and tested by the Norwegian Refugee Council (NRC) and OCHA's Internal Displacement Division. To support the development of skills and knowledge, and provide the Field with key protection tools, an inter-agency handbook on IDP protection was being finalized in late 2006. The handbook is expected to be piloted in early 2007, with training workshops organized.

The global Protection Cluster Working Group has supported country teams in the pilot countries in the formulation of strategies and with staff deployments to field operations, through the Protection Standby Capacity (ProCap) scheme, the Surge deployment scheme (managed by the International Rescue Committee),

emergency missions and other staffing arrangements. While the “ProCap” staffing mechanism provides some measure of support, there are still difficulties in identifying and financing adequate levels of protection staffing for emergencies, which managers in the Field have

identified as the most critical and urgent need. The issue of flexible staffing mechanisms to appoint appropriate staff rapidly is becoming a crucial component of success in field operations. The Working Group has also provided advice on the formulation of protection strategies

The “cluster approach” in practice

As cluster lead at the country level, UNHCR has sought to ensure that the clusters represent a diverse group of humanitarian actors, particularly NGOs, to undertake joint and participatory assessments, develop strategies, and coordinate the necessary response. UNHCR also actively participates and even co-chairs other clusters, such as those specifically created to address return and reintegration.

In **Liberia**, clusters led by UNHCR (emergency shelter and non-food items, camp management and coordination, and protection), in collaboration with its operational partners, have been instrumental in facilitating the reintegration of more than 300,000 returned IDPs. Following a restructuring of an existing Protection Core Group, the Protection Cluster, composed of representatives of a number of UN and NGO actors, has developed and adopted a common protection monitoring mechanism; begun the carrying out of joint assessments; and developed strategic plans. The Camp Management Cluster is implementing an inter-agency camp closure strategy, which UNHCR had spearheaded. This strategy focuses on activities to ensure that legal, environmental and other issues resulting from the long-term presence of IDP camps are addressed. UNHCR is also an active member of the Return and Resettlement sub-Cluster, which has helped improve conditions in areas of return through community-based reintegration projects and the restoration of basic services. Close collaboration exists with UNICEF and WHO (lead agencies for water and sanitation, education and health) as well as with line ministries and local authorities to help ensure that the Government and other developmental actors take over the provision of basic services.

In **Uganda**, the principle of freedom of movement underpins the protection strategy developed by the Protection Cluster. Joint advocacy efforts on freedom of movement by the cluster members with the Government have helped to initiate the voluntary return of IDPs in some areas. To date some 300,000 people have returned, and another 200,000 are expected to return before the end of 2006. The Cluster has also undertaken joint assessment and strategic planning exercises. The Camp Management sub-Cluster under the Protection Cluster is presently refining a camp coordination and management strategy. UNHCR also works closely with UNDP within the Return and Recovery Cluster, which has conducted a series of joint early-recovery assessments and identified key programmes and projects.

In the **DRC**, as Protection Cluster lead with the UN Observer mission, MONUC, UNHCR has established ten provincial protection working groups throughout the country. Despite initial challenges to coordinate the diverse group of protection actors, the Protection Cluster is now gaining credibility and momentum and its action has already had a positive impact on IDP communities. One successful Protection Cluster intervention resulted in the National Congolese Army agreeing to remove a brigade in Katanga Province due to allegations of serious human rights violations against IDPs. UNHCR co-chairs with UNDP the Return, Reintegration and Early Recovery Cluster. So far, UNHCR has contributed by collecting data; making assessments on key return areas; developing a joint programming plan within the cluster; drafting a national framework for solutions to displacement; and providing initial reintegration assistance to returnee IDPs and refugees in selected provinces.

In **Somalia**, within the Protection Cluster, UNHCR and other humanitarian partners have completed the first phase of IDP profiling exercises to better understand the needs of IDPs and their prospects for durable solutions. Based on information provided by a network of primarily national actors, UNHCR has also developed maps to track population movements to assist with the Cluster’s early warning and strategic planning exercises. In Bossaso (“Puntland”), the “cluster approach” has ensured rapid delivery of relief items to needy communities, and constructed sanitation facilities for IDP settlements.

Details of UNHCR’s work with internally displaced people in 2007 can be found in the relevant country chapters in the attached CD-ROM.

and organized consultations with the country teams in Liberia, the DRC, Uganda and Lebanon.

During 2006, UNHCR has worked very closely with OCHA, other UN agencies, the Red Cross/Red Crescent movement and key NGOs engaged in protection work to support the field operations and has strengthened its partnership with several agencies. In addition, the Office has signed a memorandum of understanding with the Representative of the Secretary-General on the Human Rights of Internally Displaced Persons, to improve collaboration on internal displacement issues.

UNHCR is also studying the eventual effects of its expanded engagement with IDPs on the protection of refugees in ongoing operations and on the institution of asylum. The potential impact of this engagement on refugee protection will need to be assessed over a certain period of time to detect trends and identify links between the two areas of responsibility, as well as to enable effective responses to any negative effects and the development of risk mitigation strategies. It is encouraging to note that a number of benefits for asylum and refugee operations have already arisen from UNHCR's involvement in IDP operations in several countries, such as Lebanon, where closer relations with the Government allowed UNHCR to address long-standing refugee concerns.

Camp Coordination and Camp Management Cluster

The Camp Coordination and Camp Management Cluster is co-led at the global level by UNHCR and IOM. At the field level, UNHCR is responsible for IDPs in conflict-generated emergencies, and IOM in natural disasters. At the onset of cluster work there was no established network of agencies and few agreed concepts and standards in camp coordination and management existed. Therefore, a major task has been to clarify these concepts, and to define and distribute related responsibilities within and between clusters.

The Cluster's goals and objectives revolve around setting standards, disseminating the camp coordination and camp management concepts and expanding the capacities of cluster leads and members to put it in practice.

In order to develop and strengthen the capacity of humanitarian staff to coordinate and manage operations in camps, the Cluster has organized a series of training sessions for UN and NGO staff members. Three workshops have already been organized in 2006. Run with the help of NRC, these training events will produce more than 50 trainers within UN and other international agencies, and NGOs. The Cluster has also disseminated

the *Camp Management Toolkit*, which includes key guidelines and resources consolidated in a CD-ROM to assist agencies at the field level.

Camp coordination and camp management also require information technology support. UNHCR will continue to work on the digital mapping of camps, and is currently developing a simple software tool that can store and present camp residents' protection and welfare data. This information can be fed into the information systems run by OCHA's Humanitarian Information Centres. At the field level, UNHCR has been facilitating operational information management workshops for agencies working in IDP camps in northern Uganda, and developing a population tracking system in Somalia.

In 2007, the global Camp Coordination and Camp Management Cluster will continue to focus its activities on training and information management support.

Emergency Shelter Cluster

The Emergency Shelter Cluster has integrated a number of NGOs in its activities and has secured pledges for staff secondments from NRC, the Swiss Development Cooperation and RedR Australia. The Cluster has also compiled a list of assessment tools, worked on standard-setting and obtained the collaboration of UNOSAT to assist the cluster with maps and satellite imagery when needed. Since June 2006 the Emergency Shelter Cluster Working Group has worked on developing a number of new guidance documents and tools. These include the *Guidelines for Assessment in Emergencies*, which were tested in the Lebanon crisis; a comprehensive document entitled *Lessons Learned from the Pakistan Earthquake*; and a *Monitoring and Reporting Tools* document which was being finalized at the time of writing.

In 2007 the Working Group plans to finalize intervention criteria and a "best response" matrix for different climatic and geographical conditions; agree on standards for emergency shelter and non-food items; support field operations through the deployment of technical staff; strengthen its cooperation with NGOs seconding technical staff; implement training and capacity-building activities; and establish a list of non-food items for emergency stockpiling with a view to reaching an agreement on sharing resources and stockpiles for rapid response.

Finally, UNHCR is in the process of strengthening its response capacity as cluster lead by deploying technical officers to operations in Africa, who will also cover issues of direct relevance to the Emergency Shelter Cluster and can be deployed to other operations when required.

Early Recovery Cluster

In addition to its leadership responsibilities in the three clusters described previously, UNHCR is actively contributing to the establishment and development of the Early Recovery Cluster, with particular emphasis on the Post-conflict Recovery sub-Cluster. For UNHCR, this cluster represents a key opportunity to work with other UN agencies to reduce the gap between relief and development; support the consolidation of the return and reintegration of displaced populations; engage development actors in the response to issues related to communities affected by conflict; and, in general, raise the profile and contribution of displaced populations to peace building and transition activities. UNHCR's active participation also helps to ensure that strategic plans and interventions in the three UNHCR-led clusters are consistent with activities planned for the early recovery phase and that protection and cross-cutting issues are included in early recovery planning.

The Early Recovery Cluster has identified community-based recovery as a priority focus for interventions, and identified resources and expertise to develop this sector. The Cluster has also drafted an inventory of tools for early recovery activities, and hosted meetings to explore the potential application of the Sustainable Livelihoods Approach to early recovery contexts. In particular, UNHCR is working on conflict and displacement-related analysis; development of a programming framework for early recovery; development of information management systems for recovery; support for the development of an inventory of tools related to early-recovery and transition; and specific UNHCR programme contributions to support the reintegration of returned IDPs and refugees in pilot countries.

In addition to participating in cluster processes, UNHCR has also taken steps to develop its operational relationship with partners such as UNDP, ILO, and FAO to help facilitate the transition from relief to recovery and development.

Logistics Cluster

Since its inception, UNHCR has actively participated and contributed to the development of the WFP-led Logistics Cluster. The primary objectives of the Logistics Cluster have been to develop emergency personnel standby capacity; identify areas for improvement; strengthen logistics preparedness and response; and facilitate improved inter-agency coordination and pooling of resources where feasible. The Logistics Cluster developed its work plan on the assumption that members of the other clusters will manage their own logistics as part of an integrated supply chain approach. The Logistics Cluster lead provides inter-agency logistics services as a "last resort", when the size and magnitude of the logistics challenges require more robust inter-agency standby personnel capacity, coordination, and action. Ongoing efforts to clarify the roles of the Logistics Cluster and the UN Joint Logistics Centre, which had hitherto been the logistics coordination facility in complex emergencies, are expected to be completed by the end of 2006.

UNHCR plans to be an active, engaged member of the Logistics Cluster in 2007. As cluster lead, WFP has created an inter-agency logistics response team staffed with personnel from the different agencies, and to which UNHCR will second one staff member. In addition, the Office intends to make available two additional staff members on standby deployment to the Logistics Cluster.

Given its ongoing responsibilities for refugees, its new cluster leadership responsibilities for IDPs, and based on lessons learned from the Lebanon operations, UNHCR plans to strengthen its logistics capacity to be a more dependable partner in the delivery of shelter, non-food items, and other relief items.

Policy priorities

Protection encompasses all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant legal instruments. For UNHCR, the protection of refugees and others of concern entails, among other things, ensuring that their right to the highest attainable standards of physical and mental well-being is respected.

The Office has set a number of global strategic objectives relating to this responsibility, and has established clear targets against which to measure its performance. These include:

- improving physical security, protecting against *refoulement* and reducing incidents of violence, in particular by preventing and responding to sexual and gender-based violence (Global Strategic Objective – GSO – 1.1);
- ensuring civil, social and economic rights are secured and opportunities for self-reliance maximized, with particular attention to the rights of women and children (GSO 1.3);
- preventing malnutrition, and reducing the prevalence and impact of HIV and AIDS (GSO 1.2); and
- ensuring the right to education (GSO 1.4).

Thus, the Office has established a number of policy priorities in key areas that are aimed to guide UNHCR's protection and assistance programmes. First among these is the protection of women, children and older refugees; but they also address HIV/AIDS, malaria, nutrition, safe motherhood and the environment. These policy priorities are detailed below.

Protection of refugee women and gender equality

In 2006, discussions with governments and non-government organizations in preparation for the ExCom Conclusion on Women and Girls at Risk stressed the need to go beyond responses and focus more on solutions for women and girls facing these challenges. In 2007, gender mainstreaming and women's empowerment activities will continue to underscore a rights and community-based approach with the following objectives:

- **Gender analysis:** Achieve gender-sensitive protection and assistance interventions targeting the different and specific needs of women and men of all ages through the collection and analysis of data disaggregated by sex and age in all phases of UNHCR operations, including emergencies. As part of the inter-agency

response to internal displacement, UNHCR aims to achieve this objective by supporting the use of the inter-agency *Handbook on Gender Mainstreaming in Humanitarian Disasters*, in participatory assessments, strategic planning, and response activities.

- **UNHCR's Five Commitments to Refugee Women:** Monitor progress in the implementation of the Five Commitments and strengthen protection systems to monitor and develop solutions for women and girls facing heightened protection risks.
- **Empowerment and participation:** Address discrimination and barriers to the empowerment of displaced women and girls and support their meaningful participation in peace processes through promoting the continued implementation of UNHCR's Plan of Action on Security Council Resolution 1325 on Women, Peace and Security in field operations. This will include supporting UNHCR and partner staff in the use of the Convention on the Elimination of All Forms of Discrimination Against Women and other international instruments.
- **Women's leadership and economic empowerment:** Strengthen the skills of refugee, internally displaced and returnee women in leadership, women's rights and microenterprise through building capacity in selected countries in partnership with regional non-government organizations, national authorities and UN agencies.

Protection of refugee children

In 2007, UNHCR will work towards establishing effective child protection systems and promoting child participation and respect for their rights through partnership, advocacy and resource mobilization. UNHCR has made progress in establishing vocational programmes for adolescents; providing assistance to attend school; sensitizing and raising awareness among communities; as well as making available counselling services for victims of abuse and violence. Nonetheless, participatory assessments in 2005 and 2006 revealed serious gaps in the protection of children of concern to UNHCR, such as the need for greater attention to, in particular, the identification, registration, tracing and family reunification of unaccompanied and separated girls and boys and the monitoring of their care arrangements.

Within the framework of a rights- and community-based approach and the five global priority issues for refugee children, the main objectives will be:

- **Effective child protection systems** - Within the overall objective of supporting the development of protection systems, provide support and guidance to



Identification and documentation of children are important protection elements during repatriation.
UNHCR / E. Compte Verdaguer

offices on the establishment of effective child protection systems that promote respect for the rights of children, including adolescents, and especially unaccompanied and separated children.

- **Child participation** - Strengthen the participation of children, and in particular adolescents, in UNHCR operations, through participatory assessments, access to education, skills training and recreational activities.
- **Capacity development** - Increase the capacity of UNHCR and partner staff to better address child protection risks through the deployment of child protection officers, the promotion of the *Action for the Rights of Children* and other inter-agency training tools and technical missions.

The delivery of protection in field operations needs sufficient staff with the required expertise and, in this regard, UNHCR will continue to closely monitor and strengthen the role of community services staff in operations, although unfortunately budget reductions in 2006 have already begun to reverse the progress made since 2004. Crucial to providing support to field operations have been the standby agreements with Save the Children Norway and Sweden, which have enabled UNHCR to deploy an increasing number of community service officers and child protection officers. These arrangements will continue in 2007.

Protection of older refugees and those with disabilities

The age, gender and diversity analysis undertaken in follow-up to the participatory assessments has highlighted serious protection gaps for older refugees and those with disabilities. Particular challenges faced by older people include exclusion by the community, which in turn leads to heightened dependency and problems in accessing resources. Other challenges relate to the increasing number of grandparent-headed households as a result of the death of parents due to conflict or HIV/AIDS. Despite the challenges, there are good examples of UNHCR working to build the skills of older people: in Colombia, the Office advocated for older internally displaced persons (IDPs) to participate in the technical working group on older citizens; in Sierra Leone, older returnees form part of the community advisory committee; and in Djibouti older people play a role in combating female genital mutilation and early marriage. The continued training of staff and partners on a community-based working approach is important to improve the protection of different groups, particularly older people and people with disabilities and to ensure respect for their rights. Furthermore, UNHCR is building partnerships with other agencies to strengthen its response capacity for groups with specific needs. The Office's objectives in protecting older refugees and those with disabilities will be to:

- **Improve service delivery to older women and men** in repatriation operations through adequate information dissemination, appropriate logistical arrangements and repatriation packages which take into consideration their specific needs, as well as disseminate good field practices using a community-based approach to resolve the protection challenges faced by older people.
- **Promote the rights of persons with disabilities** - Build awareness among UNHCR staff and partners on the draft *Convention on the Rights of Persons with Disabilities* (to be submitted for approval to the UN General Assembly in December 2006) and promote its application in field operations. Using the *ProGres* database, community services staff will analyze monitoring and follow up mechanisms established to protect the rights of those people with disabilities identified as facing protection risks and incorporate these into the global protection system.

HIV/AIDS



In line with the UNHCR's 2007 Strategic HIV Plan, the Office will continue to implement essential HIV/AIDS interventions in emergency situations, as well as in its more comprehensive protection, prevention, care and treatment programmes.



Making refugees aware of the risks of HIV/AIDS in Nakivale camp, Uganda. UNHCR / P. Spiegel

UNHCR will continue to work with governments, UNAIDS co-sponsors and the Secretariat, as well as with the Chair of the UN HIV/AIDS Theme Group at the country level, to advocate for HIV/AIDS policies and interventions to ensure that conflict-affected and displaced populations benefit from global and country policies and programmes. This will ensure an equitable approach to universal access (prevention and treatment programmes) is adopted, so that these services can be provided to displaced people who are often located in isolated areas.

UNHCR has assumed the lead role as technical coordinating organization for HIV/AIDS and displaced populations (refugees and IDPs). In this lead technical role, UNHCR and its partners will target the needs in the Democratic Republic of the Congo, Nepal, Colombia, and Uganda. A consultative meeting on HIV/AIDS and IDPs will be held during the first quarter of 2007.

In July 2007, UNHCR will become the chair of the UNAIDS Co-sponsoring Committee, which will provide an opportunity to continue to highlight the needs of conflict-affected and displaced people. The Office will continue to promote regional and sub-regional HIV/AIDS initiatives. In addition to the Great Lakes Initiative on AIDS and the Mano River Union Initiative, UNHCR will play a more active role in the Oubangui-Chiari and Horn of Africa initiatives.

UNHCR will continue to expand its HIV/AIDS programmes in Africa and Asia. Following assessments in Europe and Latin America, UNHCR will work with its partners to improve its programme and the integration of other existing programmes in these regions so as to improve assistance and avoid the duplication of activities and parallel structures. UNHCR will continue to develop prevention strategies, targeting in particular refugee and IDP women and youth, and expanding HIV/AIDS prevention programmes in relation to substance abuse.

Communication materials will be developed, with an emphasis on publications in Arabic, in order to tackle

the HIV/AIDS-related protection problems in Middle Eastern and North African countries. Partnerships will be strengthened with UNFPA, UNICEF and WHO in the promotion of the use of condoms, post-exposure prophylaxis, education and improved access to antiretroviral therapy programmes.

UNHCR will continue to focus on the important correlation between protection and HIV/AIDS with a strong emphasis on specific protection issues for HIV-positive refugees and a reduction in stigma and discrimination. UNHCR staff members and implementing partners will undergo training on protection and HIV/AIDS.

Malaria

Malaria remains an important cause of illness and death among refugee and displaced populations. The majority of today's refugees live in malaria-endemic areas and pregnant women and young children are particularly at risk of severe illness and death.

UNHCR has a long experience in dealing with malaria prevention and control. Since 2005, it has worked along the lines established in its 2005-2007 Strategic Plan for Malaria Control. In 2007, the Office will continue with the implementation of the Plan, distributing long-lasting insecticidal nets; ensuring that pregnant refugee women are under intermittent preventive treatment; and that refugees are treated with new first-line malaria treatments that follow national protocols.

Nutrition

Ensuring adequate nutrition and preventing malnutrition are an essential part of protection, especially with regard to refugee women and children. Poor nutrition results not only in wasting and/or stunting, but it also causes micronutrient deficiencies (hidden hunger), which are frequently prevalent among refugees. UNHCR will work in close collaboration with WFP and other partners to address undernutrition. Adequate nutrition is important in achieving the Millennium Development Goals related to education, gender equality, child mortality, maternal health, HIV/AIDS and the eradication of poverty.

In partnership with WFP, UNHCR will pursue measures to meet acceptable standards in nutrition and the health status of refugees through an integrated approach to dealing with undernutrition (GSO 1.2). More specifically, UNHCR will support systematic monitoring, appropriate infant feeding practices, hygiene promotion, the provision of micronutrients, as well as building technical capacity while also ensuring the standardization of nutrition policies and strategies. In order to expand UNHCR's current efforts and ensure the inclusion of refugees in global

initiatives related to nutrition, UNHCR will actively participate in the Ending Child Hunger and Undernutrition Initiative. In addition, UNHCR will continue to play an active role in the inter-agency Nutrition Cluster led by UNICEF.

UNHCR is part of the **Ending Child Hunger and Undernutrition Initiative** launched by WFP and UNICEF in mid-2005, in collaboration with a range of partners including national governments, multilateral and bilateral organizations, non-governmental organizations, as well as the private sector and civil society. With the support of the international community, it is anticipated that States will be able to address the food and nutrition needs of all people on their territory, thereby contributing to meeting their targets under the Millennium Development Goals.

UNHCR began work with the Initiative in February 2006 and is working with other partners towards the launch of a Global Action Plan in early 2007. The Office supports the Initiative as its objectives complement UNHCR's efforts to address malnutrition in selected refugee situations. Ensuring adequate nutrition and eliminating acute malnutrition is an essential part of UNHCR's wider protection mandate and indeed is a priority objective (GSO 1.2). By the end of 2007, UNHCR hopes to stabilize acute malnutrition rates to a level below 10 per cent and to eliminate micronutrient deficiencies. For more details on UNHCR's strategy and challenges faced while ensuring adequate nutrition for persons of concern, please refer to the Conference Room Paper on Nutrition (EC/57/SC/CRP.17) presented to the Executive Committee and its Standing Committee on the website www.unhcr.org.

Within the partnership framework and institutional management structure of the Initiative, the High Commissioner will be a member of the Initiative's Steering Committee and chair the Global Partners Group, a key forum for action and decision making for all stakeholders, for a two-year term starting in 2007. The Initiative will provide UNHCR with a platform on which to build broad-based partnerships and alliances and to advocate for the inclusion of refugees and others of concern into national policies and action plans.

To ensure that public health priorities are met, reliable data on health and nutrition is needed for programme planning, monitoring and evaluation. UNHCR will continue to introduce the standardized **Health Information System (HIS)** in selected UNHCR operations. HIS shows how a common set of tools, guidelines and indicators should be used by health and nutrition partners to monitor refugee health and nutrition programmes accurately and reliably. The capacity of the HIS will be increased to collect information on existing as well as emerging infectious diseases focusing on acute febrile and influenza-like illnesses. UNHCR will continue developing a contingency plan for a potential avian and human

influenza pandemic as part of the emergency preparedness and response capacity to potential health threats.

Safe motherhood

UNHCR will continue to develop prevention strategies to reduce maternal and newborn morbidity and mortality, to reduce sexually-transmitted infections and to prevent unwanted and mistimed pregnancies. UNHCR will continue to promote and facilitate safe pregnancy and safe births through the training of birth attendants, the distribution of delivery kits for safe deliveries and access to maternal health services, as well as ensuring 24-hour referral services for obstetric emergencies.

The environment

One of UNHCR's policy priorities is to strengthen environmental management programmes in refugee and returnee operations. In areas hosting a large number of refugees, environmental degradation or competition over scarce resources between the local and refugee populations can be a source of conflict. Environmental considerations are therefore an important element in the design of UNHCR's interventions. Ensuring that the environmental impact of refugees and related assistance operations on a region are kept to a minimum is only one of UNHCR's broader efforts to mitigate the adverse consequences of large refugee influxes. UNHCR's environmental guidelines will continue to serve as a framework for environmental action in refugee and returnee operations.

Responding to environmental challenges requires a multi-sectoral approach that addresses not only ecological concerns but also the socio-economic and protection needs of refugees and returnees. In 2007, in partnership with host governments, UN agencies, NGOs and host communities, UNHCR will continue to raise awareness of key environmental issues in refugee areas by intervening to prevent and limit damage to the environment. UNHCR will also develop projects and focus on building the capacity of staff, implementing partners and relevant government departments so that they are better able to carry out more effective environmental management programmes.

A number of activities are planned to increase the impact and visibility of environmental programmes in refugee hosting areas. Such initiatives will include awareness raising and environmental education; the development and implementation of national environmental action plans; reforestation and rehabilitation support projects; the promotion of sustainable agricultural practices; environmental management training events for UNHCR's implementing partners and government staff; and the promotion of energy conservation technologies and

techniques. UNHCR will work with UN agencies and other partners to implement the above mentioned activities for IDPs, in particular within the Camp Coordination and Camp Management and Early Recovery clusters.

Asylum countries have asked UNHCR to assist in the environmental rehabilitation of refugee hosting areas once refugees have been repatriated. UNHCR will provide support for site rehabilitation and camp clean-up activities. Efforts will be made to ensure that capable partners and UN agencies are engaged in the environmental rehabilitation initiatives implemented by UNHCR.

Ongoing partnership with UN agencies working on environmental issues will be further strengthened. These include United Nations Environment Programme (on post-conflict environmental assessment), the World Conservation Union (on the development and support of community environmental action plans), and UNESCO (on environmental education).

Education

Refugees' right to education is one of UNHCR's global strategic objectives and policy priorities. Education is an essential tool in the prevention of exploitation and sexual and gender-based violence. It is also important in reducing malnutrition, HIV/AIDS and achieving durable solutions. Taking the above into account, UNHCR has set three objectives related to education in 2007. They are to ensure refugee children and others of concern can access education; that schools are made safe; and that the quality of education is guaranteed.

UNHCR has continued to gather educational data related to refugee children and others of concern. Based on information collected from a large number of country operations involving refugees in both camp and urban settings, UNHCR has identified several global challenges to refugee education. At least a third of refugee children and adolescents are not enrolled in school. Education for refugees at the secondary level is often not given enough support, and girls, who only account for 30 per cent of the students enrolled in secondary schools, are disproportionately affected. Furthermore, only 60 per cent of teachers in refugee camps are qualified or properly trained. Only 30 per cent of all teachers are women. In addition, non-formal education and vocational training for adolescent refugees often receive low priority and the programmes of study are not always context relevant.

To achieve the 2007 target of increasing primary school enrolment of refugee boys and girls in camp and urban situations, and in line with UNHCR's global commitment to education for all and the Millennium



Education for all refugee children is one of UNHCR's priorities.
UNHCR / J. Redfern

Development Goals, UNHCR's strategy for education for 2007-2009 will focus on addressing the main issues affecting school attendance and completion of schooling. To address the protection risks faced by refugee students in school environments and to respond to major challenges related to access to education, UNHCR is developing guidelines on safety in school and a standard refugee teacher-training manual.

Factors that affect retention rates and cause students to drop out include poverty, unsafe learning environments and a lack of post-primary education opportunities. Furthermore, participatory assessments conducted in over 60 countries have revealed that in some cases adolescent girls are subjected to sexual exploitation. Often female students have no choice but to exchange sex in order to pay for school fees and supplies or to buy sanitary materials.

UNHCR will address these challenges by ensuring non-discriminatory access to formal and non-formal education for all children of concern; providing a safe learning environment, and implementing specific targeted interventions for adolescents at risk and school dropouts. Furthermore, UNHCR will strengthen inter-agency collaboration and partnerships at headquarters and field levels, in particular through the Inter-agency Network for Education in Emergencies. The existing memorandum of understanding will be revised with both UNICEF and UNESCO, while partnerships with the ILO and the Youth Employment Network will be reinforced to expand the adolescents-at-risk vocational training project in West Africa. The Office will also ensure that education is an essential part of the humanitarian response through deployment agreements with the Norwegian Refugee Council and Save the Children. Finally, UNHCR will also collaborate with organizations specialized in education to address financial gaps in secondary education.

Working in partnership with others

UNHCR collaborates with a wide range of partners to fulfil its mandate for refugees and others of concern to the Office. Partners include UN coordination bodies, bilateral partnerships with United Nations and other international organizations, NGOs, universities and research institutes, eminent persons, regional organizations, parliamentarians, government departments, the private sector, refugees and their host communities. In line with Global Strategic Objective 1.4, UNHCR will continue to reinforce its partnerships with its traditional partners and forge new ones.

The concept of inter-agency cooperation and partnership has evolved over time, from one of cooperation with governments and NGOs as implementing partners, to a more comprehensive mode of collaboration, which recognizes the vital contributions that other organizations, host and donor governments, and civil society make in the areas of international protection, assistance and durable solutions.

This chapter highlights key examples of UNHCR's continuing commitment to building and reinforcing global partnerships. Examples of partnership and more details on UNHCR's work with its partners can be found throughout the Global Appeal, in particular, in the country chapters in Part II - UNHCR's Operations.

UNHCR's collaboration with United Nations system

UNHCR's interaction with the UN system is developed in conjunction with relevant units at Headquarters, and defines the strategic agenda of the Office in New York. Within the framework of the UN reform initiative, UNHCR will be actively involved in the follow-up on recommendations of the Secretary-General's High-level Panel on System-wide Coherence that are relevant to the work of the Office. As the successful return and integration of displaced people depend upon sustainable peace and development, collaborating with the newly formed Peacebuilding Commission and the Peacebuilding Support Office will be of particular importance to UNHCR. The Office will also contribute to improving the planning processes of integrated peacekeeping missions to ensure that humanitarian issues, and in particular the needs of the displaced, are taken into account.

UNHCR will continue to play an active role in the inter-agency efforts to improve the global humanitarian response capacity, notably through the Inter-Agency Standing Committee (IASC) with respect to the protection and assistance of internally displaced persons (IDPs) and the implementation of the "cluster leadership approach". UNHCR's participation is focused on conflict-generated internal displacement situations where it leads the Protection, Camp Coordination and Management, and Emergency Shelter clusters in countries including, amongst others, the Democratic Republic of the Congo, Liberia, Uganda and Somalia.



Republic of the Congo. Working in partnership to help refugees return home. UNHCR / J. Ose

UNHCR will also participate in other key coordination bodies, such as the Chief Executives Board for Coordination and its subsidiary bodies, the High-Level Committee on Programmes and the High-Level Committee on Management, as well as the UN Development Group (UNDG), the Executive Committee on Humanitarian Affairs (ECHA) and the Executive Committee on Peace and Security.

In seeking durable solutions, the Office will work with the UNDG to ensure that the needs of refugees, returnees and IDPs are factored into development programmes and planning. Guidance will be provided as required with regard to the World Bank-UN joint needs assessments in Somalia and Darfur operations, and the preparation of various reconstruction conferences targeting refugees, IDPs and returnees. Engagement in the development of the multi-donor trust funds will continue with the World Bank, through the UNDG.

UNHCR will increase its cooperation with the UN Department of Economic and Social Affairs, IOM and other members of the Global Migration Group in following up on the High-Level Dialogue on International Migration and Development. The Office will work closely with interested Member States and contribute to the global debate on migration, especially focusing on the interface between asylum and migration.

Linking its work to the peace and security pillar of the United Nations, the Office will collaborate with the Department of Peacekeeping Operations (DPKO) to establish a UN peacekeeping mission for Darfur. Cooperation with DPKO will be strengthened through policy development in the areas of disarmament, demobilization and reintegration programmes, and the partnership with the UN Mine Action Service. The Office will participate in the integrated mission planning process by providing inputs and support to emerging and ongoing UN peacekeeping and integrated operations.

Within the Executive Committee on Peace and Security, the Office will participate in a new initiative on the "responsibility to protect". The initiative will include exploring the manner in which the issue can be advanced through the development of measures to help States fulfil their responsibility to protect their populations.

Bilateral collaboration with the United Nations and other international organizations

Bilateral collaboration with the UN and other international organizations will remain a key feature while implementing UNHCR's mandate in 2007.

Ensuring close cooperation with OCHA and accessing funds from the Central Emergency Relief Fund (CERF) will remain a strong focus of the Office.

In cooperation with UNAIDS co-sponsors, UNHCR will continue to combat HIV/AIDS by ensuring the inclusion of refugees and others of concern within host countries' HIV/AIDS policies and programmes. UNHCR and its partners will focus on prevention activities as well as equal access to care and treatment in 2007.

UNHCR will continue to develop its partnership with the UN Volunteers (UNV) Programme, to support operations through the deployment of volunteer personnel with a wide range of expertise. UNVs will be particularly involved in refugee community mobilization.

Making use of the potential offered by the Office of the High Commissioner for Human Rights's (OHCHR) plan of action, its increased field presence and the multi-faceted linkages between refugee, IDP protection and human rights, UNHCR will cooperate with OHCHR, in particular, in return and IDP operations. The work of the Human Rights Council and its special procedures will also be supported.

In the area of human trafficking, UNHCR will participate in the Inter-Agency Cooperation Group against Trafficking in Persons to facilitate a holistic approach to combating trafficking, which includes the protection and support for victims.

Building on a recently adopted Executive Committee conclusion on statelessness, UNHCR will strengthen its cooperation with OHCHR, UNICEF, UNFPA and UNDP to identify stateless persons and elaborate strategies to prevent and reduce statelessness. Advocacy efforts will also be undertaken with the Inter-Parliamentary Union, the International Commission on Civil Status, the Hague Conferences on International Private Law, the Asian-African Legal Cooperation Organization and other regional organizations.

Cooperation with UNRWA in addressing the needs of Palestinians of concern to the Office will be reinforced.

To strengthen livelihood generation in UNHCR programmes, the Office will continue to provide technical support for selected operations and seed money for project implementation, as well as capacity-building activities, will continue in partnership with UNDP, FAO and ILO.

UNHCR will continue its cooperation with ICRC and IFRC. Collaboration with ICRC now extends to IDPs. With IFRC, UNHCR will cooperate on, amongst others, leading the inter-agency Emergency Shelter Cluster for IDPs.

Working with the World Food Programme

UNHCR and the World Food Programme (WFP) work together to support refugees, based on a clear division of labour and responsibilities, as set out in the revised Memorandum of Understanding of 2002. When the refugee population in a developing country exceeds 5,000 people, WFP assumes responsibility for the provision of basic food rations – cereals, vegetable oil, pulses, sugar, salt, high-energy biscuits and nutritionally fortified blended foods. Either UNHCR or the host government provides food assistance to smaller refugee groups in the form of complementary foods, including fresh food and therapeutic milk when necessary. In exceptional cases, WFP assists UNHCR with the supply of food for smaller groups of refugees and others of concern.



Food distribution in Kalma camp, South Darfur, Sudan.
WFP / L. Lamprière

Joint advocacy efforts between WFP and UNHCR will continue in 2007. In February and March 2006 the heads of WFP, UNHCR and UNICEF undertook a six-day trip to the Democratic Republic of the Congo, Burundi and Rwanda. This was the first time that three Heads of agencies had travelled together for a common purpose – to help highlight the dire needs of the people in the Great Lakes Region, and to encourage donor pledges to these countries. WFP and UNHCR regularly collaborate in issuing press releases and statements, particularly for under-funded operations where breaks in the food pipeline may be anticipated.

In working together, WFP and UNHCR are committed to providing a full package of services jointly to refugees, which includes protection, food, non-food items, health and education. However, without sufficient funding, efforts to provide the full package will be jeopardized. Both agencies wish to stress the importance of urgent support from donors to ensure that a full package can be delivered to all refugees need.

In 2007, WFP expects to provide food assistance to a total of 78 million people, of whom 1.57 million are refugees, 1.44 million are returnees and 4.9 million are IDPs.

Large refugee operations in several countries where WFP and UNHCR work together will continue in 2007. These include Algeria, Chad, Ethiopia, Kenya, Nepal, Sudan, the United Republic of Tanzania, Uganda and Zambia. Contingency plans are in place for several potential regional crises in Africa, should the security situation deteriorate in Côte d'Ivoire, the Democratic Republic of the Congo or Somalia. Repatriation operations for refugees continue in Burundi, Rwanda and Tanzania, as well as from neighbouring countries to Sudan.

As the role of UNHCR *vis-à-vis* conflict-generated internal displacement expands, the collaboration between UNHCR and WFP has also evolved. The two agencies are working together to assist internally displaced people in countries where UNHCR is now the cluster lead for protection, emergency shelter, and camp management and coordination. Joint activities related to IDPs will build on the experience already in place in the 30 countries where UNHCR and WFP work together on refugee and returnee operations.

In addition, a High-Level Working Group has been set up to look at how to strengthen some established procedures that are already in place for refugee operations and apply them to situations of internal displacement, where appropriate. Country-level joint plans of action will be expanded to include IDPs.

The return of IDPs to their areas of origin will be a significant part of WFP and UNHCR's work in South Sudan, while the need for emergency assistance for IDPs in Darfur will continue. The return and reintegration of IDPs in Uganda will also be a major focus in 2007. WFP will continue to support large numbers of IDPs in Colombia and in the Democratic Republic of the Congo in 2007, in collaboration with UNHCR.

The repatriation of Liberian refugees from Sierra Leone and Guinea will be drawing to a close by mid-2007, and where IDPs have returned to areas of origin, WFP operations in 2007 will continue to contribute to recovery. In the countries of asylum, only targeted food distributions for vulnerable refugees will continue in camps in 2007.

Emergency assistance to IDPs displaced by fighting in northern Sri Lanka will continue under the current WFP protracted operation.

Joint planning activities and proactive guidance for WFP and UNHCR field staff are also being applied for IDP emergencies such as in Chad, the Central African Republic and Côte d'Ivoire.

WFP and UNHCR continue to collaborate with a view to ending child hunger, and improving the nutritional status of refugees.

Working with NGOs

Non-governmental organizations are the single largest group of UNHCR's partners, through which about one quarter of the organization's budget is channelled for implementation of activities and the procurement of non-food items. In 2006, UNHCR has signed over 970 agreements with 608 national and international NGO partners and will continue to work with them in 2007.

Strengthened collaboration with NGOs remains one of the best means of ensuring that the basic needs of refugees are met. The Office's commitment to making partnerships effective is seen through the active participation of NGO partners in the formulation of country operations plans; improved management of agreements and the ongoing review of overhead and salary contributions by UNHCR to partners. The NGO database and available statistics also provide an additional management tool in this undertaking. This is in line with the current structural and management reform process and the High Commissioner's Global Strategic Objectives.

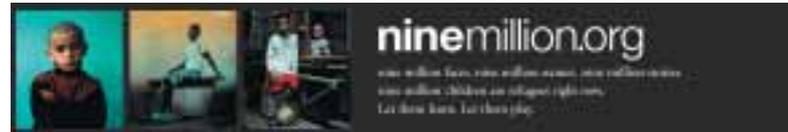
In 2007, the management tools used for collaborating with NGOs implementing programmes for UNHCR will be examined and lessons will be drawn to build their capacities. These tools will be piloted in Jordan, Liberia, Malaysia and South Africa and are to be replicated globally in the future.

Following the Executive Committee (ExCom) decision in 2004, UNHCR continues to encourage NGO participation in the Office's governance meetings, the Standing Committee and ExCom meetings. In 2007, NGOs will again be involved in the consultative process for the preparation of ExCom conclusions and decisions. The effectiveness of this process will be reviewed and options for extending their involvement will be investigated. The Annual Consultations with NGOs will continue to provide a forum for discussion on issues of mutual concern.

Corporate partnerships

UNHCR welcomes sustainable private sector contributions and believes that corporate partners can support the creation of peaceful and stable societies. UNHCR's Council of Business Leaders consists of high level representatives of Manpower, Microsoft, Merck, Nike, and PricewaterhouseCoopers, which have been contributing to improve the livelihoods of the most disadvantaged. In 2007, UNHCR will seek the support of corporate partners in the areas of health and nutrition, logistics, fleet management and transport, education, telecommunications, shelter, water and sanitation, energy, human resources and management.

To mark the occasion of World Refugee Day in June 2006, a global fund and awareness-raising campaign on refugee children was launched by UNHCR, Nike, Microsoft and Right to Play. Nike donated 40,000 footballs to refugee camps in 2006. Under the banner of "Ninemillion.org", the aim in 2007 is to create a global community dedicated to giving the world's displaced children greater access to education and sports programmes. More information can be found on the website www.ninemillion.org.



Microsoft, in cooperation with its online media network MSN, will launch a new website, <http://nine-million.spaces.live.com>, with the aim of raising awareness and funds as well as developing advocacy through a *ninemillion.org* online community. Web programmes will be set up to generate contact between refugee children living in camps with youth in schools in Canada, the United Kingdom and the United States, and their dialogue will be broadcast online. Nike will continue the *ninemillion.org* worldwide T-shirt sales; fund raising events will be organized; and new promotion materials for the campaign will be provided in 2007. Manpower will provide certified online education programmes for refugees and encourage its staff to raise funds for the campaign. During the 2006 World Economic Forum in Davos, UNHCR and the Council of Business Leaders agreed to join forces to raise awareness of the *ninemillion.org* campaign.



UN High Commissioner for Refugees, António Guterres, celebrates World Refugee Day at a football game hosted by a community of returned refugees in Sinje, Liberia. The Nike and Microsoft sponsored campaign *ninemillion.org* was launched the same day. *UNHCR / E. Kanalstein*

Identifying needs and funding programmes

The planning process

The High Commissioner's Global Strategic Objectives for 2007-2009, together with their priority performance targets, are the point of departure for UNHCR's programme planning and budgeting cycle. The Regional Bureaux then formulate regional objectives and targets around them, before they are further elaborated at the country level.

This exercise, together with comprehensive needs assessments carried out in conjunction with key partners (host governments, operational partners, implementing partners and the beneficiaries themselves),

forms the basis of UNHCR's programme planning and budgeting. UNHCR's standards and indicators (see box below) are used in this process to provide the baseline and set the operational priorities for the planning year.

Experience shows that the most effective and innovative plans are those in which all those involved contribute their ideas, offer their analysis and help set operational priorities and objectives. To this end, UNHCR works closely, during the planning cycle, with representatives of refugees and others of concern, as well as with donors, implementing and operational partners, UN agencies and government counterparts.

Standards and indicators

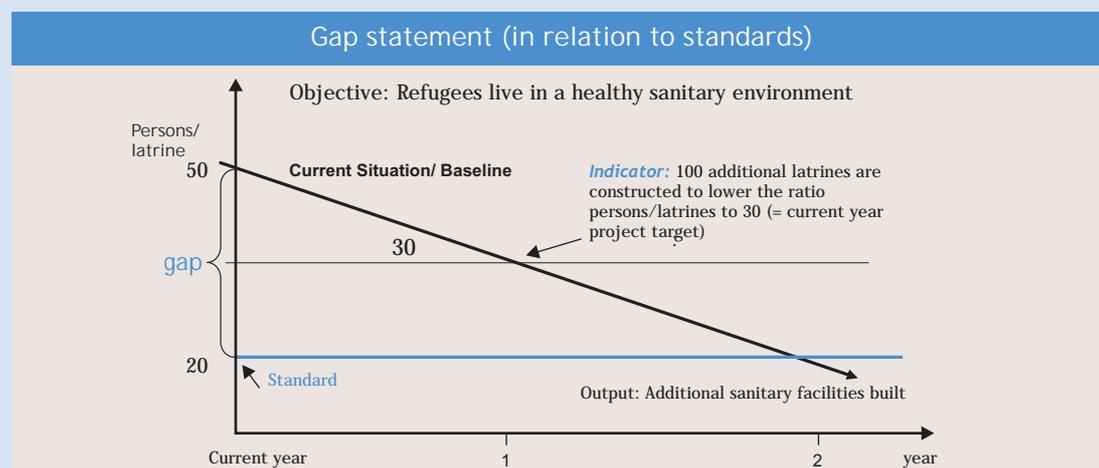
The Standards and Indicators Initiative was launched in 2002 to improve the Office's assessment, planning, reporting, monitoring and evaluation capacity in a global and comprehensive manner.

A core set of "readily-quantifiable" standards and indicators was issued in October 2003 as well as a *Camp Indicators Report* to capture data related to the core indicators. In January 2004, the first draft of the *Practical Guide to the Systematic Use of Standards and Indicators in UNHCR Operations* was published.

To cover operations outside camp settings, namely those related to urban and returnee areas, UNHCR produced an additional list of indicators. The 2006 *Standards and Indicators Report* provides information on 111 camp situations, 107 countries with urban refugees and 13 reintegration operations.

Standards and indicators are of fundamental importance at all stages of the programming process. The first step is to assess the operational situation or measure a baseline. Indicators assist in determining the core problems and their underlying causes, as well as in assessing the gap between current and desired conditions. This gap analysis is thus used to define the priorities for the planning period.

The figure below illustrates how indicators are used to establish the desired level of quality. They also play a crucial role in monitoring progress in terms of quality, time and cost. Similarly, in the evaluation phase, the impact is assessed in relation to the standards or operational objectives set in advance.



Participatory assessments are now the norm in the planning and implementation of operations. For the 2007 Annual Programme Budget, UNHCR field managers were instructed to work with partners to carry out a comprehensive assessment of refugees' needs. This inclusive planning process allows greater transparency in priority setting.

In the majority of cases, the budget proposed by UNHCR is much less than the identified needs. UNHCR's focus is on the most urgent priorities, with the coordinated contributions of other actors equally necessary in protecting and assisting refugees and others of concern. By avoiding the duplication of efforts, the planning process enables the international community to maximize the impact of available resources.

During the 2007 planning process, inter-agency country teams identified overall needs for refugees and others of concern for some USD 3 billion. Figure 1 illustrates the global needs, as well as UNHCR's initial submissions in relation to those global needs, which amounted to USD 1.13 billion. Figure 1 also indicates the portion addressed by other actors, as well as unmet needs.

The 2007 programme and budget submissions were reviewed by the Regional Bureaux and technical support units based on experience with similar types of operations, numbers of refugees and others of concern, per capita costs, staffing levels and field presence. Submissions from headquarters departments were assessed taking into account the need to reduce staffing levels and budgets overall. A consultative process then took place with all relevant functional units during the Annual Programme Review. Donors were consulted at a two-day session at the end of May 2006. After this extensive review process, UNHCR presented an Annual Programme Budget of USD 1,042,926,300, which

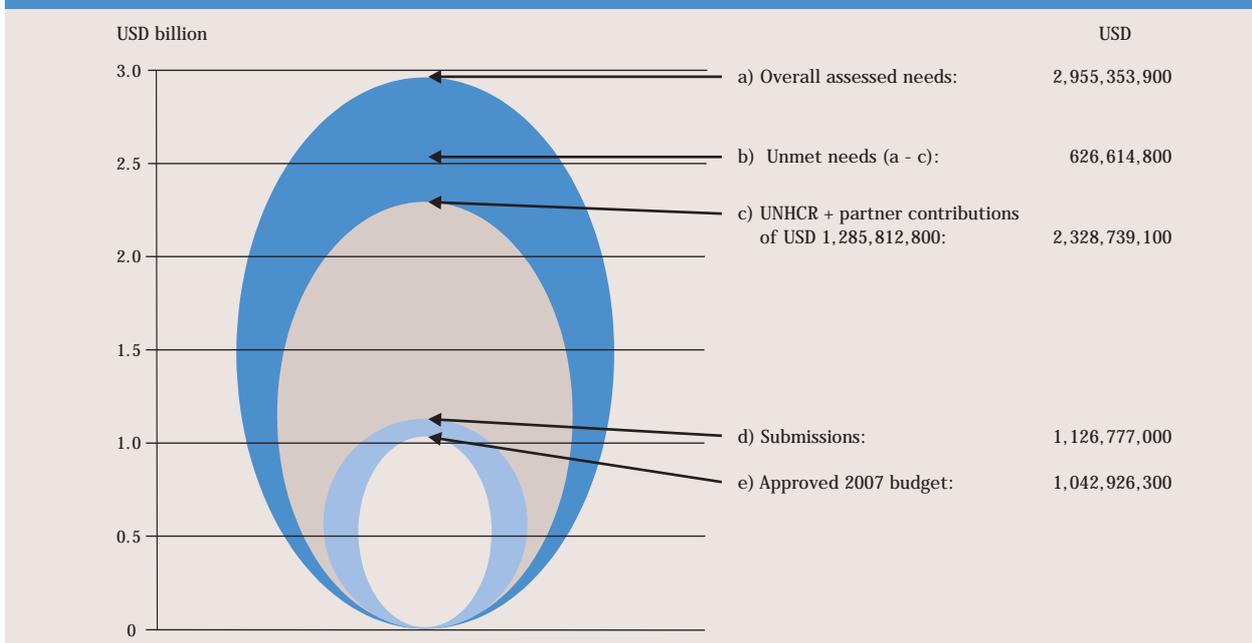
represents the best possible alignment of UNHCR's resources and activities with the Global Strategic Objectives. The Annual Programme Budget was approved by the Executive Committee (ExCom) at its October 2006 session. In proposing a budget at this level, the High Commissioner has sought to strike a balance between known needs and the likely availability of funds (see box). This "fundable" budget is based on expected income and expenditures. It does not, however, reflect any cost savings related to the structural and management change process now under way.

The "fundable" budget

A 20 per cent cap on the 2006 ExCom-approved Annual Programme Budget was introduced in late 2005 on all programme budgets (including the Operational Reserve Category I) and non-staff administrative budgets. This decision was based on the estimation of the likely availability of funds. Subsequently, the Operational Reserve Category I was further capped by USD 20 million, and an additional USD 20 million in targeted budgetary reductions were identified during the year, half of them at Headquarters. Managers were requested to plan their operations and administrative budgets based on 80 per cent of the approved budget.

Historically UNHCR has received contributions at roughly 80 per cent of its Annual Programme Budget. This gap widened considerably in 2005. This was due in part to unanticipated US dollar fluctuations and the resulting exchange loss. In 2006, the budget required intense financial management to ensure financial stability. In light of this trend the High Commissioner proposed a "fundable" budget for 2007, based on austerity measures implemented in 2006 and the expected levels of financial support from donors in 2007.

Figure 1 - 2007 Overall needs assessment



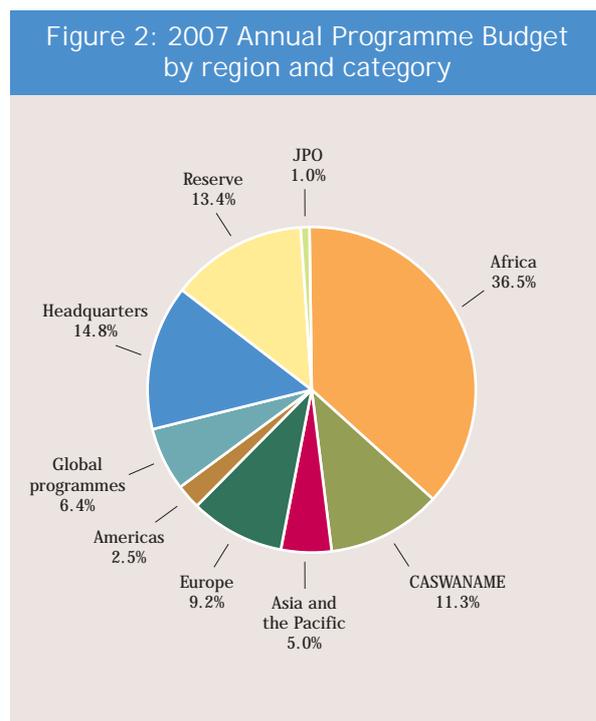
Inter-agency programming: the consolidated appeals process

Meeting humanitarian needs in complex emergencies goes beyond the capacity of any single agency. To better respond, UN agencies and other members of the Inter-Agency Standing Committee (IASC) are now working closely together. At the country level, the UN Humanitarian Coordinator leads a process that develops a common humanitarian action plan for a country or region affected by a crisis. This specifies the roles and responsibilities of each participating agency and usually leads to the issuing of a consolidated appeal, which sets out the overall approach and activities of each agency to address the most urgent needs.

UNHCR is an active participant in the consolidated appeals process (CAP) and will present its requirements in ten of the 11 consolidated appeals now planned for 2007. The same approach is followed for the Sudan Work Plan, the DRC Action Plan and other common strategy tools.

Overview of 2007 requirements

UNHCR's Annual Programme Budget for 2007 is USD 1,042,926,300. This represents a decrease of some nine per cent compared to the 2006 Annual Programme Budget. A breakdown of the 2007 Annual Programme Budget by region is shown in figure 2 below. Africa has the biggest requirements (37%), followed by Headquarters (15%) and CASWANAME (11%).



The decrease in the budget results in a large part from the completion of a number of repatriation projects and the scaling down of related assistance in camps, as well as from the end of reintegration programmes in a number of countries of origin.

The budget for 2007 includes an operational reserve that amounts to USD 89.4 million (representing 10 per cent of programmed activities). The operational reserve is intended to meet additional requirements that may arise due to emergencies and other unforeseen developments.

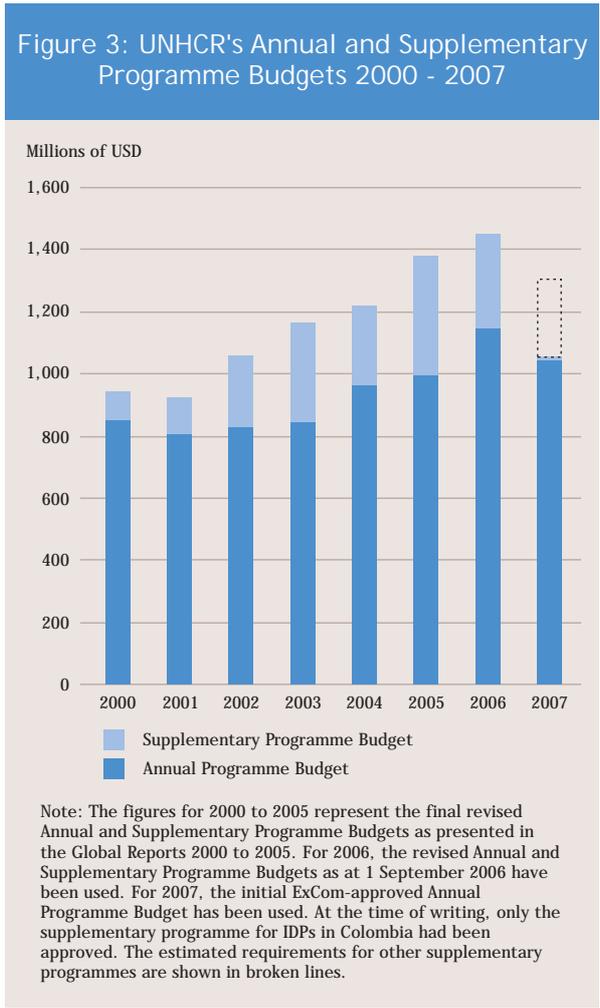
In 2007, a new budget line of USD 50 million, entitled New or additional activities – mandate-related, has been established to provide budgetary authority for activities not included in the approved Annual Programme Budget but which are consistent with the mandate of the Office. Presented in previous years as Operational Reserve Category II, proposals for these activities originate from donors and are resourced by them through additional contributions. Also included in the total requirements are provisions for Junior Professional Officers for USD 10 million and a United Nations Regular Budget contribution of USD 34.4 million, for administrative expenditures (posts and related costs in Headquarters).

In addition to its annual programme, UNHCR will, as in previous years, establish supplementary programmes in 2007. Supplementary programmes anticipated in 2007 include repatriation and reintegration of Sudanese and Congolese refugees; relief operations in Darfur and Iraq; the Western Sahara Confidence-Building Measures; and IDP programmes in Chad, Liberia, Uganda, the Democratic Republic of the Congo, Colombia and Somalia. With the exception of Colombia (USD 13.3 million), requirements for these supplementary programmes had not been approved by UNHCR's Operations Review Board at the time of going to print, and will be subject to specific supplementary appeals. Eight of these programmes are also included in CAPs and other inter-agency documents.

UNHCR incurs a large proportion of its expenditures in currencies other than the US dollar, and relies almost exclusively on voluntary contributions in a range of currencies. For 2007, rather than basing the budget rate on the March 2006 UN rate of exchange, UNHCR has determined the 2007 budget rate based on an average foreign exchange rate over the last two fiscal years, 2004 and 2005, for two major currencies impacting the UNHCR budget: the US dollar versus the euro, and the US dollar versus the Swiss franc. The aim is to even out the effects of foreign exchange movements on the annual budget planning process.

While UNHCR's annual and supplementary budgets have increased in nominal terms from USD 940 million

in 2000 to an estimated USD 1.3 billion in 2007 (figure 3), in real terms the increase has been less significant, as indicated in figure 4.



government and private donors. Besides financial contributions, an invaluable direct contribution is made by countries hosting refugees. Despite the dependence on voluntary contributions, UNHCR's donor base is quite narrow, with ten donors providing about 80 per cent of the contributions in 2005. See figure 5 for contributions to UNHCR by top donors.

There is never a guarantee that programmes will be funded. Early assurance of the volume of available funds is crucial for the sustainability of planned activities and avoids implementation delays. Predictability and timeliness of contributions is crucial both for UNHCR's and its partners' credibility in delivering on their new commitments. Contributions with minimum restrictions allow UNHCR to direct funds where they are most needed, particularly ensuring that less visible or 'forgotten' programmes receive sufficient financial support.

Ensuring predictability and expanding UNHCR's governmental funding base is a key objective for 2007 – 2009. The goal is to increase contributions from traditional and non-traditional donors; raise the allocation from the UN Regular Budget; access UN pooled funds more effectively (see box); access the resources of intergovernmental donors; raise complementary funding for activities aimed at durable solutions; support and carry out fund raising at the field level; and increase funding from private sources.

UNHCR has developed a strategy with a "stretch" goal of raising some USD 100 million a year from private sources by 2010. A new monthly giving initiative in support of UNHCR's Emergency Response Team, launched at the end of 2006 with the support of Goodwill Ambassador Angelina Jolie, is designed to substantially increase individual contributions.

In addition, a new regional approach to fund raising from private sources will be launched in January 2007, with experts positioned in the Americas, Asia, Australasia and Europe. Partnerships with the corporate sector will continue in 2007.

Fund raising

With the exception of the UN Regular Budget contribution of USD 34.4 million, which amounts to some 3 per cent of the Annual Programme Budget in 2007, UNHCR is completely dependent on voluntary contributions from

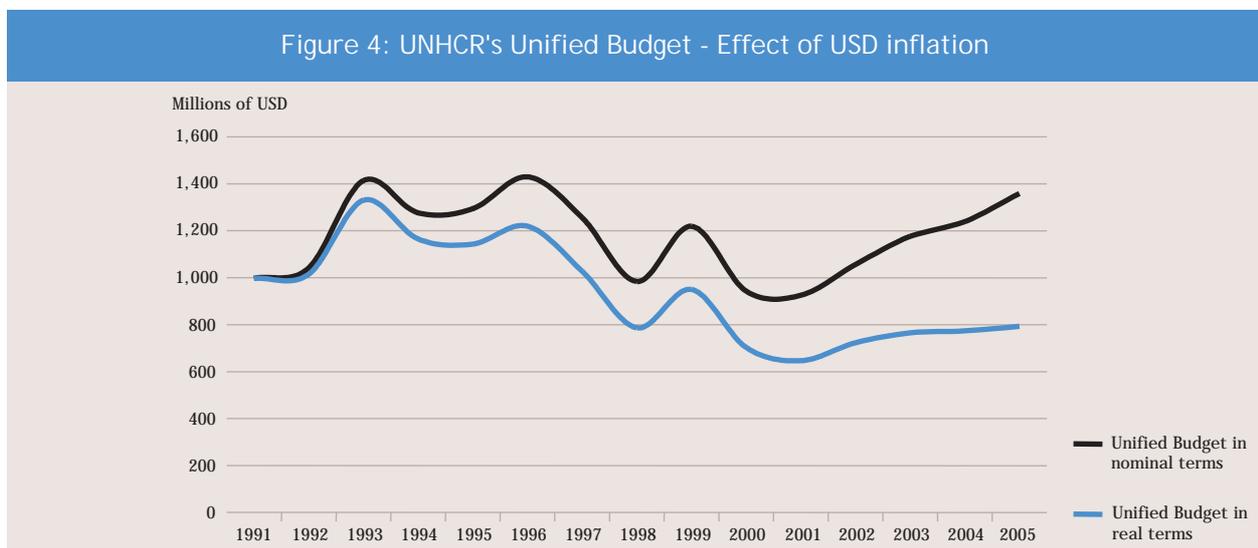
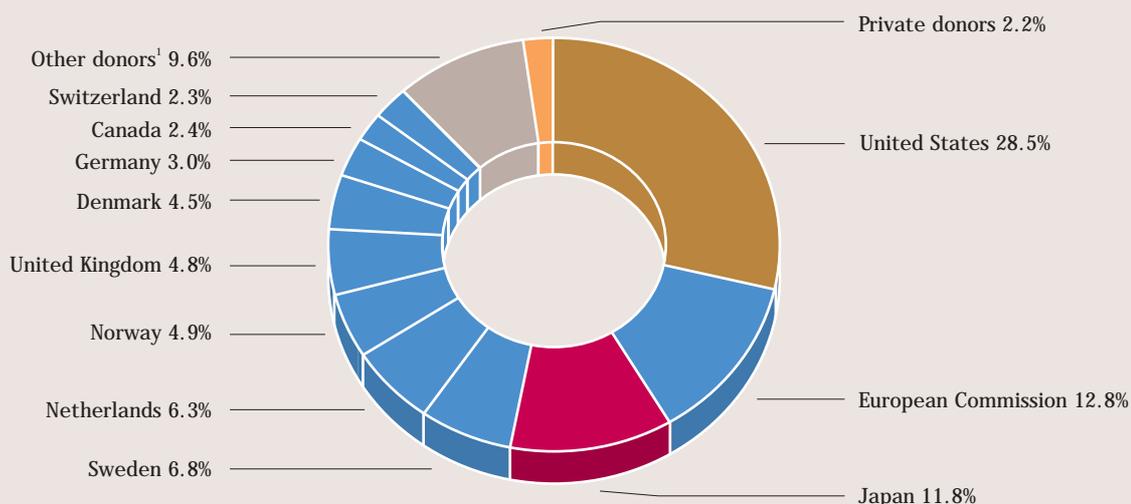


Figure 5: Top donors 1990 - 2005



¹ Includes governmental, intergovernmental and UN donors.

Pooled funding mechanisms

Pooled funding mechanisms provide a new channel to fund humanitarian activities. The Common Humanitarian Fund in Sudan, the Pooled Fund in the Democratic Republic of the Congo (DRC) and the Central Emergency Response Fund (CERF) are fully functional, and relief agencies, including UNHCR, are now implementing humanitarian programmes funded by these mechanisms.

Funding decisions are driven by needs prioritized at the field level among members of the UN Country Team, led by the Humanitarian Coordinator.

Launched by the Emergency Relief Coordinator in March 2006, the upgraded CERF is intended to respond to core life-saving needs of victims of natural disasters and armed conflict. Its focus is new emergencies and chronically under-funded crises. It has a target of USD 500 million, made up of a grant facility of USD 450 million and a loan facility of 50 million. By the end of October 2006, donors had contributed some USD 273 million. Of that total, some USD 173 million had been allocated to different agencies, mainly for projects in Africa.

As at 31 October 2006, UNHCR had received USD 13.8 million from the Common Humanitarian Fund in Sudan, USD 5.8 million from the Pooled Fund in the DRC and USD 21 million from the CERF. These new funding mechanisms have supported UNHCR's repatriation operations in Sudan and the DRC; protection of internally displaced people in Darfur; new emergencies in Sri Lanka and Timor-Leste; the influx of Somali refugees in Kenya; and a number of chronically under-funded refugee and returnee operations in the Republic of the Congo, the Central African Republic, Ethiopia and Zambia.

Total financial requirements (USD)				
Operations / activities	2006	2007		
	AB	AB	SB	Total
Central Africa and the Great Lakes	190,158,104	151,978,569	0	151,978,569
East and Horn Africa	99,206,822	97,834,712	0	97,834,712
West Africa	103,900,704	85,976,603	0	85,976,603
Southern Africa	56,157,104	45,384,821	0	45,384,821
North Africa	7,485,097	7,480,107	0	7,480,107
The Middle East	21,519,221	20,776,211	0	20,776,211
South-West Asia	101,306,261	84,448,951	0	84,448,951
Central Asia	6,743,543	5,003,019	0	5,003,019
South Asia	22,642,389	20,635,717	0	20,635,717
East Asia and the Pacific	31,205,144	31,734,016	0	31,734,016
Eastern Europe	29,943,578	27,082,012	0	27,082,012
South-Eastern Europe	45,141,536	36,833,522	0	36,833,522
Central Europe and the Baltic States	15,729,025	13,472,800	0	13,472,800
Western Europe	19,343,787	18,103,139	0	18,103,139
North America and the Caribbean	8,508,826	8,643,913	0	8,643,913
Latin America	24,767,502	17,556,385	13,255,230	30,811,615
Global programmes	59,662,773	66,336,786	0	66,336,786
Headquarters ¹	167,552,310	154,288,089	0	154,288,089
Total programmed activities	1,010,973,726	893,569,371	13,255,230	906,824,601
Operational Reserve Category I	75,823,274	89,356,929	0	89,356,929
Operational Reserve Category II	50,000,000	0	0	0
Total annual and supplementary programmes	1,136,797,000	982,926,300	13,255,230	996,181,530
New or additional activities - mandate-related	0	50,000,000	0	50,000,000
Junior Professional Officers	8,500,000	10,000,000	0	10,000,000
TOTAL REQUIREMENTS	1,145,297,000	1,042,926,300	13,255,230	1,056,181,530

¹ Includes allocations of USD 32,873,515 (2006) and USD 34,431,685 (2007) from the UN Regular Budget.

