

Part II

UNHCR's operations



Africa

Working environment

Determined leadership and sustained international support in 2006 helped several African countries move towards peace and political stability after years of strife. As a consequence, whether in Burundi, the Democratic Republic of the Congo (DRC) or Liberia, opportunities have arisen for the voluntary, safe and dignified return of refugees and internally displaced persons (IDPs). Conditions have also improved in Angola and South Sudan.

At the same time, tense situations with a high potential for conflict persist in many other parts of Africa. The steady deterioration in security in Darfur (Sudan), Chad and northern areas of the Central African Republic (CAR) has triggered forced displacement both within these countries and across neighbouring borders.

In Darfur, the lack of security jeopardizes humanitarian operations. Thousands of people in the region continue to be displaced by conflict and serious violations of their human rights. The Darfur Peace Agreement, which was signed in Abuja, Nigeria, in May 2006, did not result in an expected cessation of hostilities. On the contrary, it was followed by an increase in armed confrontations, particularly between the rebel factions which signed it and those that did not.

In Chad, the dramatic escalation in fighting between government and rebel forces threatens refugee security, with some camp-based refugees forcibly recruited into warring groups. The fighting also endangers IDPs and humanitarian staff, besides causing new displacements. Some 15,000 Chadian nationals have fled to west Darfur; another 63,000 of their compatriots have fled to other parts of Chad.

Meanwhile, growing insecurity in the northern areas of the CAR forced more than 30,000 people to cross the border into Cameroon, and another 5,000 into Chad, by October 2006. That brought the total number of CAR refugees in southern Chad to 43,000. In addition, an estimated 50,000 people have been forcibly displaced in the north of the country.



Armed confrontations and violence have also continued to drive people from their homes in Côte d'Ivoire, the DRC, Guinea-Bissau, Senegal and Somalia. In Somalia, fighting between the militias of the Union of Islamic Courts, warlords and the Transitional Federal Government, combined with drought in the Horn of Africa, has displaced tens of thousands of people. At the time of writing, more than 32,000 Somali refugees had sought refuge in the Dadaab region in north-eastern Kenya.

Meanwhile, secondary movements and migratory flows, particularly in the Southern Africa region, but also from West and East Africa to Europe and the Arabian peninsula, have heightened concerns about the impact of mixed population movements on the institution of asylum.

Ensuring a more timely and effective response to the plight of IDPs was a major thrust of humanitarian reform in 2006, especially through implementation of the inter-agency "cluster leadership approach". In this context, UNHCR consolidated its role in internal displacement situations as cluster lead for areas under its responsibility.

As endorsed by the Inter-Agency Standing Committee (IASC), four countries were selected for the initial launch of the "cluster leadership approach": the DRC, Liberia, Somalia and Uganda. In these countries UNHCR has been instrumental in leading advocacy efforts and in developing strategies and projects aimed at improving IDP protection. In late 2006, the IASC endorsed the establishment of a protection cluster in Côte d'Ivoire



UNHCR has rehabilitated wells for IDPs and the local population to use in El Geneina in West Darfur, Sudan. *UNHCR / H. Caux*

under UNHCR leadership. UNHCR offices in the CAR, Chad and Sudan were also involved in activities for IDPs.

UNHCR cooperates with regional bodies and other partners to strengthen partnerships at the regional and sub-regional levels. The Office contributed to the African Union Ministerial Conference on Refugees, Returnees and Displaced Persons in Burkina Faso in June 2006. UNHCR and UNDP have reviewed their cooperation in Burundi, Liberia, the DRC, Somalia, Sudan and Uganda to improve the reintegration of returnees and early recovery projects. Similarly, ILO supported reintegration in Angola, Burundi and Liberia by deploying technical experts under the ILO-UNHCR Joint Technical Cooperation Programme. The Executive Heads of WFP, UNICEF and UNHCR undertook a joint mission to the Great Lakes in early 2006 to raise awareness of the needs of displaced people.

Along with protection and assistance, the search for durable solutions is at the top of UNHCR's agenda for Africa. Voluntary repatriation has remained the main option for most of the refugees from Burundi, the DRC, Liberia and Sudan. In February 2006, UNHCR shifted from facilitating to promoting the repatriation of Liberian refugees, in particular from Guinea and Sierra Leone.

In Benin, UNHCR is helping Togolese refugees to return voluntarily to their country. In June 2006, UNHCR began promoting the voluntary repatriation of Burundian

refugees. Notwithstanding pockets of insecurity in the eastern parts of the DRC, a lack of reintegration opportunities and uncertainty surrounding the electoral process, some 25,000 Congolese refugees returned to safe areas with UNHCR assistance. Repatriation to South Sudan in 2006 included movements from the CAR, the DRC, Ethiopia, Kenya and Uganda — although sporadic insecurity in return areas and along repatriation routes has hurt operations.

Though some 14,500 Sudanese have repatriated, there are concerns for the sustainability of their return due to security risks, lack of educational opportunities, food shortages and poor or non-existent infrastructure. In Southern Africa, following the March 2006 agreement of the Zambia-Angola-UNHCR Tripartite Commission to resume the repatriation of Angolans from Zambia, more than 2,000 refugees have returned home. Another agreement between Angola, the DRC and UNHCR in October 2006 allowed the Office to help vulnerable Angolan refugees who had spontaneously settled in the DRC to return home.

UNHCR and host governments discussed options for the local integration of refugees opting to remain in asylum countries, especially Angolans in the DRC, Zambia and Namibia; DRC refugees in Angola; Sierra Leoneans in Guinea and Liberia; and Liberians in Guinea and Sierra Leone. Resettlement was also pursued strategically as a protection measure and a durable solution. Between

January and the end of September 2006, resettlement submissions were made for more than 14,400 people; these included group submissions of Kunama Eritreans from Ethiopia, Burundians from the United Republic of Tanzania, and Congolese (DRC) refugees who survived the massacre at the Gatumba camp in Burundi.

Under its mandate, UNHCR helps governments strengthen national protection systems in line with international instruments. In 2006, Uganda passed national refugee legislation and Djibouti acceded to the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa. Another positive development was the accession of Senegal to the two international conventions relating to statelessness.

Specific initiatives to improve the delivery of protection and assistance to refugees and others of concern have made progress in the past year. By September 2006, the age, gender and diversity mainstreaming programme had been launched in all operations in Africa. In West Africa, at least a quarter of the membership of refugee committees was comprised of women. In Burundi, the DRC and Liberia, all returnee women received sanitary materials upon arrival — though budgetary constraints sometimes limited supply.

UNHCR continues to focus on HIV/AIDS prevention, especially through training, capacity-building and awareness activities. New programmes have been initiated in voluntary counselling and testing, prevention of mother-to-child transmission, post-exposure prophylaxis, antiretroviral therapy and care for the vulnerable.

Still, significant gaps have to be filled before UNHCR standards are attained in many sectors of assistance, including nutrition, health, education, water and sanitation. Many refugees in protracted situations endure the cumulative effects of recurrent shortfalls in basic protection and assistance. These constraints make it difficult to safeguard even core activities; for instance, impact reports cite an inability to print refugee identity cards and cuts in the construction of shelter and sanitary facilities.

Strategic objectives

UNHCR has established the following strategic objectives for Africa for the period 2007-2009:

- Develop comprehensive strategies to achieve durable solutions for urban, rural and camp-based refugees.
- Maximize the efficient use of allocated resources.
- Help develop government capacity to protect refugees and others of concern.
- Ensure the full participation of refugees and others of concern in the design of protection and assistance

programmes through age, gender and diversity mainstreaming.

- Promote the involvement of civil society in the protection of the displaced.
- Achieve a 100 per cent rate of registration, documentation and profiling of refugees and others of concern.
- Intervene in a timely manner to prevent or mitigate the impact of communicable diseases, in particular HIV/AIDS and malaria.
- Reduce acute malnutrition rates and improve educational facilities for children.
- Protect and assist IDPs in line with international standards and UNHCR's newly assigned responsibilities within the inter-agency response to internal displacement.
- Increase UNHCR's image and visibility.

Challenges

The main challenges UNHCR is expected to face in 2007 are as follows:

Political instability and insecurity: Despite UNHCR's determination to help as many refugees as possible to go home, persistent political instability and insecurity in parts of Africa make it difficult to implement durable solutions. Commitments to peace and good governance need to be translated into concrete action to bring an end to displacement. Access to refugees and others of concern is difficult in some areas; the cooperation of all concerned is needed to ensure unhindered access to the displaced.

Secure predictable funding at an adequate level: Inadequate funding for durable solutions, particularly for protracted situations, hampers UNHCR's ability to help refugees enjoy their basic rights, particularly to education. Such situations also thwart refugees' prospects for self-reliance and could hinder the strategic reorientation of UNHCR's activities from assistance to self-sufficiency.

Garner the international community's support for reconstruction and rehabilitation: Inadequate reintegration opportunities force many refugees to remain in exile or return to locations where their children can have access to better education and health care. For instance, the pace of returns to Burundi, the DRC and South Sudan can be sustained only if, in addition to improved security, funds are available for reintegration projects.

Create self-reliance and local integration opportunities: The lack of economic opportunities, food shortages, droughts and the disruption of farming cycles hamper refugees' efforts to become self-reliant. So does the reluctance of some asylum countries to support them: some politicians' negative attitudes towards refugees hurt prospects for local integration.

Address the root causes of displacement: Insufficient focus on (and political will to resolve) the root causes of forced displacement in Africa can jeopardize peace processes and provoke further displacement.

Preserve asylum in the face of mixed migration flows: Inadequate recognition of the situation of refugees and asylum seekers within migratory movements can have a negative impact on asylum systems.

Budget (USD)		
Country	Annual Programme Budget	
	2006	2007
Burundi	37,234,162	23,792,407
Central African Republic	5,428,940	2,013,589
Chad	74,337,462	69,368,365
Congo, Republic of the	6,817,537	4,947,726
Democratic Republic of the Congo	18,336,569	11,520,750
Gabon	3,620,963	2,274,905
Rwanda	6,724,352	4,927,870
United Republic of Tanzania	27,998,719	24,357,957
Regional activities ¹	9,659,400	8,775,000
Sub-total Central Africa and the Great Lakes	190,158,104	151,978,569
Djibouti	3,326,894	2,565,751
Eritrea	9,212,440	4,357,237
Ethiopia	15,332,397	14,835,859
Kenya ²	35,068,412	32,338,766
Somalia	7,155,371	6,103,812
Sudan	12,860,950	13,676,273
Uganda	16,250,358	17,949,014
Regional activities ³	0	6,008,000
Sub-total East and Horn of Africa	99,206,822	97,834,712
Benin	1,512,089	1,991,092
Cameroon	2,338,327	2,036,177
Côte d'Ivoire	9,682,813	7,013,640
Gambia ⁴	726,099	0
Ghana ⁵	8,531,345	9,642,754
Guinea	15,413,060	9,559,914
Liberia	39,084,990	32,265,201
Nigeria	3,440,989	2,983,129
Senegal	1,845,745	2,007,213
Sierra Leone	17,281,205	11,971,696
Togo	0	252,774
Regional activities ⁶	4,044,042	6,253,013
Sub-total West Africa	103,900,704	85,976,603
Angola	23,568,521	14,836,616
Botswana	2,295,356	2,396,276
Malawi	2,581,443	2,557,089
Mozambique	2,847,320	2,589,488
Namibia	2,243,872	2,364,818
South Africa	5,181,084	6,725,028
Zambia	11,836,159	9,794,885
Zimbabwe	2,303,349	2,120,621
Regional activities ⁷	3,300,000	2,000,000
Sub-total Southern Africa	56,157,104	45,384,821
Total Africa	449,422,734	381,174,705

¹ Includes assistance to refugees in the Central Africa and Great Lakes region, such as resettlement, repatriation, care and maintenance, as well as support costs for UNVs and consultants, and light aircraft charter costs.

² Includes the Regional Support Hub in Nairobi.

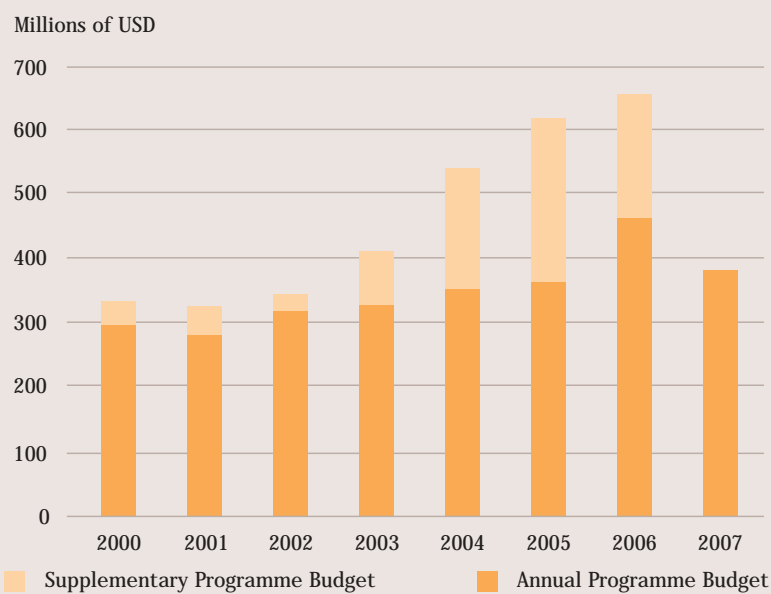
³ Includes provisions for regional activities in East and Horn of Africa to cover individual voluntary repatriation and intervention for malnutrition and malaria.

⁴ At the time of writing financial requirements for the Gambia were being finalized following the decision to maintain UNHCR's presence in 2007.

⁵ Includes the Regional Support Hub in Accra.

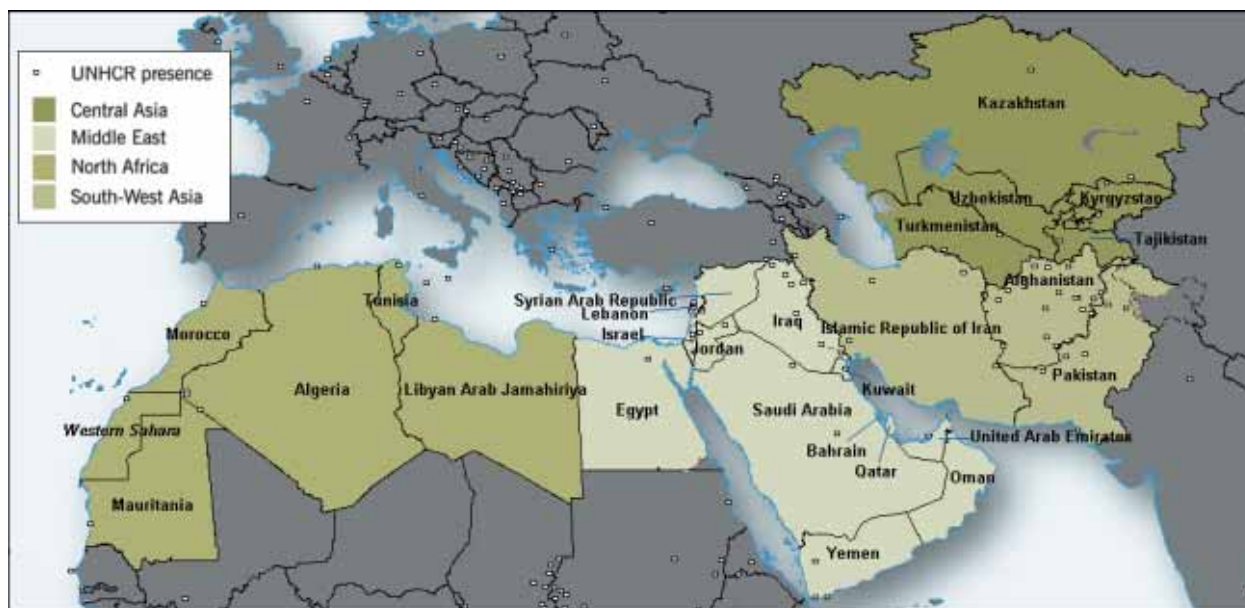
⁶ Includes basic assistance, voluntary repatriation, local integration and resettlement assistance for urban refugees in Benin and Senegal, as well as assistance to Togolese refugees.

Annual and Supplementary Programme Budgets 2000 - 2007



Note: The figures for 2000 to 2005 represent the final revised Annual and Supplementary Programme Budgets as presented in the Global Reports 2000-2005. For 2006, the revised Annual and Supplementary Programme Budgets as at 1 September 2006 have been used. For 2007, the initial ExCom-approved Annual Programme Budget has been used.

CASWANAME



Working environment

UNHCR's work in Central Asia, South-West Asia, North Africa and the Middle East (CASWANAME) covers a wide, diverse and often volatile area where it can be a challenge to respond effectively to situations of displacement.

In Central Asia, the overall protection environment deteriorated in 2006. The events in Andijan, Uzbekistan, in May 2005, when hundreds of protesters were killed by government troops, continued to affect asylum conditions in the region. In April 2006, the Uzbek Government decided to close UNHCR's office in the country. Access to asylum has been further constrained, and more restrictive interpretations have been used in the granting of refugee status. Given the fragile political situation in the region, particularly in Uzbekistan's Ferghana Valley, UNHCR and its partners have prepared and updated a contingency plan.

The region has seen some progress as well. Durable solutions have been found for Tajik refugees in Central Asia. More than 10,000 Tajiks have become citizens of Turkmenistan. Furthermore, a naturalization campaign for Tajik refugees in Kyrgyzstan will be almost complete by the end of 2006. In light of these developments, UNHCR's returnee programme for Tajiks is about to cease. Development agencies will take over reintegration projects.

Afghan refugees in all the Central Asian Republics have also benefited from durable solutions. Many of them have been resettled in third countries or are on their way to gaining permanent resident status with the help of UNHCR.

The overall situation in South-West Asia revolves around the situation in Afghanistan. Permanent institutions of government have been established in the country, as foreseen by the 2001 Bonn Agreement. However, Afghanistan's recovery still faces many hurdles, as evident in the recent deterioration in security in the southern and eastern provinces of the country.

In January 2006 the Afghan Government and the international community agreed to the ambitious Afghanistan Compact, a programme of state-building, reconstruction and development covering the years 2006 to 2010. The success of this partnership will determine the prospects for solutions to the Afghan refugee situation.

Since March 2002 more than 4.7 million Afghans have returned home, 3.5 million of them assisted by UNHCR. Return figures have declined significantly in 2006, with approximately 290,000 Afghans repatriating, just under half of them assisted by UNHCR.

At the time of writing, some 3.5 million Afghans remain in exile. The Governments and peoples of the Islamic Republics of Iran and Pakistan have been generous hosts for a quarter of a century. Indeed, more than 80 per cent of the Afghans remaining in the countries neighbouring Afghanistan have lived there for more than 20 years, with half of them born in exile. Though security does remain a concern, surveys indicate that the major challenges to return now are primarily of a social and economic nature. Moreover, normal cross-border movements are increasing.

In view of this changing operational environment, UNHCR and its partners have made both immediate and medium-term adjustments to their operations in Afghanistan and the region. In Afghanistan, UNHCR will support voluntary repatriation and reintegration while strengthening the Government's capacity to manage population movements. Despite worsening security, UNHCR and its partners will conduct a substantial shelter, water, sanitation and returnee monitoring programme.

A registration exercise undertaken by UNHCR in late 2006 will help the Government of Pakistan and UNHCR develop solutions for the estimated 2.5 million Afghans still remaining in Pakistan (the Government and UNHCR agree that not all Afghans in the country are of concern to UNHCR). At the same time, UNHCR, UNDP and the Pakistani authorities have been conducting assessments to help devise programmes for refugee-affected areas that would improve conditions for both the local and refugee communities.

In the Islamic Republic of Iran, a registration exercise at the end of 2005 recorded 54,000 Iraqis and 920,000 Afghans. In 2006, the number of assisted returns to Afghanistan fell to its lowest level in a decade. UNHCR and the Iranian authorities signed a two-year agreement to support a series of assistance projects designed to foster self-reliance and improve repatriation prospects through vocational training, as well as to provide some targeted assistance to those with special needs.

In North Africa, the five Member States of the Union of the Arab Maghreb have seen a steep rise in the number of asylum-seekers and economic migrants from sub-Saharan Africa crossing their territories while trying to enter Europe. Incidents of mistreatment and even expulsion of asylum-seekers, including some with UNHCR documents, have spurred UNHCR to design a regional strategy – a ten-point plan of action – to strengthen asylum in North Africa. Begun in 2006, the project will continue through 2007. One of the things it will do is increase the regional capacity to identify asylum-seekers and refugees among those *en route* to Europe.

Saharawi refugees in the Tindouf camps in Algeria receive basic assistance from UNHCR. The Office has worked with the UN Mission for the Referendum in Western Sahara (MINURSO) to implement the Confidence Building Measures Project initiated in 2004 as part of a 1999 Security Council resolution. In this context, in 2007 the Office will continue to facilitate family visits and phone calls to help refugees in the camps and their relatives in the Western Sahara Territory to stay in touch.

Lebanon's efforts to rebuild its economy received a massive setback with Israel's attacks on the country in 2006. The crisis temporarily displaced up to a million people, primarily from southern Lebanon, the southern suburbs of Beirut and the Bekaa Valley. Most of them

returned to fragile socio-economic environments after the cessation of hostilities.

In addition to its emergency and early recovery response related to the Lebanon conflict, UNHCR's activities in the Middle East region are directed at four situations: the unabated flow of asylum-seekers and migrants from the Horn of Africa to Yemen; the Sudan crisis and its impact on Egypt, the Syrian Arab Republic and Jordan; the Iraq conflict and its impact on surrounding countries; and the protracted situation of Palestinian refugees outside UNRWA's area of operations.

As a result of ethno-religious violence and expulsions, particularly since the bombings of the Samarra Shrine in February 2006, Iraq has witnessed an upsurge in internal and external displacement. The Iraqi Government estimates that the total number of internally displaced persons (IDPs) in the country is more than 1.6 million, with some 425,000 having been displaced due to the most recent violence. Widespread insecurity, severe shortages in basic social services and unemployment have forced some 1.5 million Iraqis to flee to surrounding countries. More than 90,000 of these are registered with UNHCR.

While the number of Iraqis in neighbouring States is escalating, their coping mechanisms and resources are being eroded as host countries have reduced access to services. UNHCR aims to increase its support to the most vulnerable Iraqis in surrounding States. The Office is reinforcing its emergency response capacity by revising its contingency plans and consolidating emergency stockpiles in the region.

Strategic objectives

UNHCR's strategic objectives for the CASWANAME region are to identify and implement comprehensive solutions for refugees and to support state and civil society institutions to protect refugees and others of concern. These objectives are underpinned by an improved emergency response capacity in the region. A participatory, gender- and age-sensitive approach is mainstreamed into the subregional objectives.

In Central Asia, the goal is to ensure that all refugees and others of concern to UNHCR are protected by governments according to international standards in a fast-changing operational environment. The objectives here are to ensure that:

- Refugee protection regimes are sustained and *refoulement* of asylum-seekers and refugees is prevented.
- Partnerships are strengthened with civil society institutions, international organizations and key States in the region to protect the displaced according to international standards.



Palestinians fleeing threats in Baghdad have been stranded in the no-man's-land between Iraq and Syria land since May 2006.
UNHCR

- Refugees and others of concern benefit from a durable solutions strategy. In particular, the protracted situation of Afghan refugees should be resolved through the strategic use of resettlement; the cessation clause should be implemented for Tajik refugees; and the return home of Afghan and Chechen refugees is to be facilitated.
- An updated contingency plan is readied and emergency preparedness measures are implemented.

In South-West Asia, the overriding goal is to sustain progress towards new policy and implementing arrangements to manage refugee and population movements. This would complete the transition from a refugee-oriented framework to a broader population management structure beyond 2009. The subregional objectives are to ensure that:

- Repatriation is sustained to allow the return of 403,000 people in 2007 through improvements in conditions in Afghanistan, national programmes to support reintegration and by strengthening asylum countries' ability to aid returns.
- Afghans in the Islamic Republics of Iran and Pakistan are permitted temporary stay under more predictable conditions.
- Assistance projects in the Islamic Republics of Iran and Pakistan are reconfigured to emphasize more development to sustain returns, while social protection is offered to the most vulnerable.
- Bilateral contacts between governments in the region on refugee and broader population movements are intensified.
- Partnerships with national and international actors on refugee and population movements (including research institutes) are strengthened and further operationalized.
- The quality of protection in Afghanistan and benchmarks on voluntary repatriation are appraised on a regular basis.

In North Africa, UNHCR intends to establish a framework to better identify and protect refugees and asylum-seekers in the mixed population flows in transit through the region. Accordingly, the aims will be that:

- Field research is conducted on migration in North Africa to build knowledge and gain expertise on the issue, forge a common understanding of the dimensions of mixed migration and help with policy planning.
- Partnerships are established with key national and international partners for both migration and asylum issues; consensus is reached on what is required to improve the management of migration and asylum issues.
- A collaborative migration management strategy is developed by key partners.
- Progress is sustained towards the development of a national infrastructure in Mauritania, Morocco, Algeria, the Libyan Arab Jamahiriya and Tunisia for the reception, screening and management of asylum-seekers within mixed migration flows.
- Comprehensive solutions for migrants and asylum-seekers in North Africa are identified in partnership with key institutions.

In the Middle East, the goal is to engage governments to assume greater responsibility for protecting refugees and others of concern, as well as to increase partnerships and financial contributions. The objectives here are to ensure that:

- Partnerships are strengthened with the Organization of the Islamic Conference, the League of Arab States, other civil society institutions, prominent individuals and religious institutions to promote refugee rights in the Muslim world.
- Protection is strengthened through the greater engagement of civil society, by bolstering States' capacity to manage refugee issues, and by challenging the detention of asylum-seekers and refugees.
- Comprehensive solutions are identified for the Sudanese of concern to UNHCR in Egypt together with key partners.
- Asylum-seekers arriving in Yemen from the Horn of Africa are registered by the authorities; their basic humanitarian needs are met by a range of agencies supplementing UNHCR's assistance.
- Partnerships are developed to implement an appropriate maritime response (including interception as well as rescue-at-sea) to the trafficking of asylum-seekers and migrants from the Horn of Africa across the Gulf of Aden to Yemen.
- Gulf States increase their contributions to UNHCR, either directly or through NGOs and associations.

UNHCR will seek a regional approach with regard to protection and assistance to Iraqis in neighbouring States. In Iraq, UNHCR will focus on assistance to IDPs, voluntary repatriation and resettlement where there is little chance for local integration of refugees. The overall objectives are to ensure that:

- All refugees, asylum-seekers, returnees and others of concern in Iraq are protected in a volatile security environment.
- A comprehensive and harmonized regional approach with regard to protection and assistance to Iraqis in neighbouring States is implemented.
- Assistance is provided to IDPs in the three northern governorates and six southern governorates;
- Contingency plans and existing emergency stockpiles are regularly updated.

Challenges

In Central Asia, refugee protection has been rendered even more difficult with the decision of the Government of Uzbekistan to deny UNHCR a presence in the country.

In the short term, security conditions in Afghanistan will determine the feasibility of UNHCR's initiatives in South-West Asia. In the longer term, the key to achieving solutions will lie in agreements between Afghanistan and its neighbours, the Islamic Republics of Iran and Pakistan. Furthermore, these countries will have to develop practical arrangements to manage future population movements outside a refugee and humanitarian framework.

In North Africa, sustaining UNHCR's expanded role in the protection and assistance of refugees and asylum-seekers within the massive flow of illegal migrants remains a complex and expensive task. Major partnerships have to be forged or consolidated with other UN agencies and international organizations.

Resettlement opportunities for refugees from the Middle East have diminished since the tragic events of 11 September 2001. Voluntary repatriation remains a limited option for the major refugee groups until political solutions and stability are achieved in their countries of origin. The Arab States and neighbouring countries in the Middle East continue to host large refugee populations.

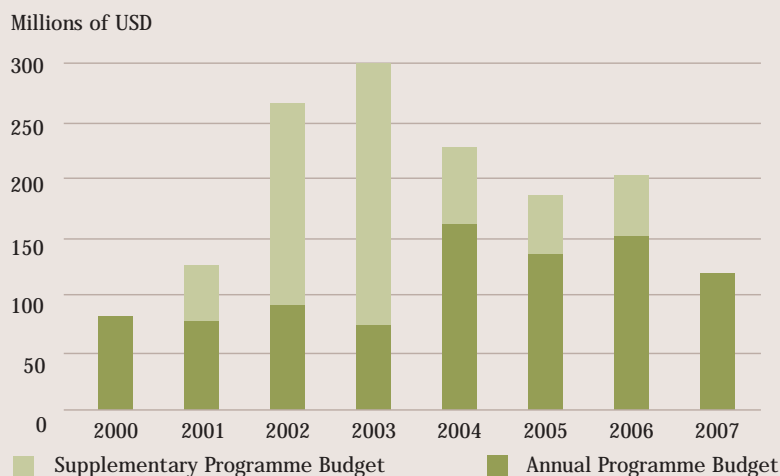
Of particular concern are the Iraqis who are increasingly seeking asylum and protection in the region. In addition, refugees who were previously living in Iraq, such as Palestinians, have also fled the country and need temporary protection. Most countries in the Middle East are not signatories to the international refugee instruments and refugees in them are unable to access basic rights.

Security constraints and procedures greatly limit the operations of UN Agencies in Iraq. In northern Iraq, where security conditions have remained relatively stable, UNHCR has re-established its international presence and expects to strengthen it further in 2007. However, violence in central Iraq and instability in the south require UNHCR international staff to manage operations in these regions remotely from Amman. Due to a lack of funds and because of the difficulty reaching southern Iraq, UNHCR will close its Iraq support office in Kuwait in the first quarter of 2007. However, while foreseeing a continuation of remote management through government and NGO partners, UNHCR is considering re-establishing presence in Baghdad should security conditions permit in 2007.

Budget (USD)		
Country	Annual Programme Budget	
	2006	2007
Algeria	4,889,412	4,268,794
Libyan Arab Jamahiriya	1,096,200	984,270
Mauritania	605,017	885,472
Morocco	535,609	983,475
Tunisia	358,859	358,096
Sub-total North Africa	7,485,097	7,480,107
Egypt	4,569,179	4,294,356
Iraq	2,151,057	1,305,042
Israel	93,200	144,000
Jordan	2,098,883	1,755,137
Lebanon	3,204,282	3,667,704
Saudi Arabia	2,348,944	2,118,995
Syrian Arab Republic	1,885,381	2,050,212
United Arab Emirates	0	684,983
Yemen	5,168,295	4,755,782
Sub-total Middle East	21,519,221	20,776,211
Afghanistan	60,978,721	52,270,958
Islamic Republic of Iran	16,411,128	12,849,430
Pakistan	23,327,170	19,053,563
Regional activities ¹	589,242	275,000
Sub-total South-West Asia	101,306,261	84,448,951
Kazakhstan	1,834,526	1,644,523
Kyrgyzstan	1,291,566	1,439,904
Tajikistan	1,319,032	1,152,957
Turkmenistan	1,020,770	765,635
Uzbekistan	1,277,649	0
Sub-total Central Asia	6,743,543	5,003,019
Total CASWANAME	137,054,122	117,708,288

¹ Includes repatriation of Afghans from various countries.

Annual and Supplementary Programme Budgets 2000 - 2007



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Asia and the Pacific

Working environment

Forced displacement remains a significant phenomenon in the Asia-Pacific region, though the nature, scale and direction of population movements have changed significantly since the end of the Indo-Chinese refugee crisis. Given the dynamics of rapid social and political developments, there is real potential for conflict and disruptions triggering further population movements, especially in some particularly volatile areas. Meanwhile, migratory movements and changing demographic patterns towards, from and within the Asian region have posed new challenges for governments, particularly at a time when many countries are in the process of consolidating developmental achievements and economic progress.

Some 2.2 million people are currently forcibly displaced and/or in need of solutions in the Asia-Pacific region, out of which 1.3 million are in South Asia and another 900,000 in East Asia. The region is host to many refugees in protracted situations, both in urban and camp-based contexts. These require urgent and bold action to devise solutions in a humanitarian manner.

Although there is cause for hope in many countries – for example in Nepal, where internal strife has eased, and in Indonesia, where talks have brought peace to the province of Aceh – others, particularly Sri Lanka, are rapidly deteriorating. Against this dynamic background of a region rich in cultural, social and economic diversity, the forced displacement issue is but a tiny element of the overall picture. Yet it can be seen as a catalyst for broad social change, not least because its resolution and the creation of national protection structures would benefit the region as a whole. In line with its priority of combating intolerance towards refugees and asylum-seekers, UNHCR must fully engage with this region of enormous potential for the future. Nurturing fundamental humanitarian values and a culture of respect for human rights, including refugee protection, should be part and parcel of the development agenda for this region.



Following the outbreak of the crisis in Timor-Leste in April, UNHCR rapidly mobilized some 14 international staff, and budgeted more than USD 4.8 million to provide emergency protection, shelter and household items for some 30,000 internally displaced persons (IDPs). Approximately 150,000 displaced people sought safety in 56 makeshift camps and other sites inside Dili and with host communities outside of the capital. Decongestion of overcrowded camps helped to avoid sexual and gender-based violence and major outbreaks of disease. As part of a collaborative effort with the Government, UN agencies and other partners, UNHCR took the lead to establish an overall protection framework for all IDPs.

With serious breaches of a four-year-old ceasefire, Sri Lanka has descended into conflict, resulting in over 217,000 internally displaced people, an unstable security situation for staff, and by September, more than 15,000 new refugees arriving in the southern Indian state of Tamil Nadu. UNHCR is reinforcing its response capacity particularly in the north and east, and is appealing for some USD 5 million to join the inter-agency emergency response in protection and assistance.



Renewed fighting in Sri Lanka has caused the displacement of more than 200,000 people. UNHCR / N. Ng

In Indonesia, UNHCR faces challenges in completing its tsunami response operation in the Province of Nanggroe Aceh Darussalam and the island of Nias. The Office is cooperating with national authorities in a review of its implementation strategy and to ensure the efficiency of its disaster-relief programmes and the appropriate use of funding, in close cooperation with relevant national authorities.

A second tripartite technical meeting between UNHCR, Cambodia and Viet Nam took place in Phnom Penh in August 2006 to review the progress arising from the Memorandum of Understanding to resolve the *Montagnard* question. Durable solutions for almost all of the 750 *Montagnards* specifically referred to in the Memorandum have been achieved. Only 26 *Montagnards*, of whom eight were scheduled for resettlement at the end of August, remain in Cambodia. UNHCR monitoring missions have covered more than 60 per cent of the returnees to Viet Nam.

UNHCR has been granted access to south-eastern Myanmar, although it is still barred from the areas most affected by displacement. Following the visit of the Assistant High Commissioner (Operations) to Myanmar in July, UNHCR proposed an inter-agency assessment in Northern Kayin State and Bago Division. Thousands

of people have been displaced from these areas, and some 3,000 have fled to Thailand. The Office is also maintaining its operations on behalf of the 680,000 stateless residents of Northern Rakhine State (of whom 236,000 are returnees).

Strategic objectives

UNHCR's strategic objectives for Asia and the Pacific for 2007-2009 are built on five pillars. These are to: 1) enhance protection; 2) find durable solutions, especially in protracted situations; 3) engage governments and civil society in forced displacement issues within a migration context; 4) increase public awareness of refugee issues and thereby help raise funds in the region; and 5) heighten cooperation with regional and national actors on emergency preparedness.

To enhance protection efforts, UNHCR will:

- Widen the humanitarian space for refugees and others of concern through joint efforts with governments.
- Ensure international standards of protection are met through participatory assessments; advocate full access to health care, education and employment;

ensure freedom from arbitrary detention and reinforce mechanisms to respond to sexual and gender-based violence and HIV/AIDS.

- Strengthen and build national capacities on asylum in collaboration with governments.
- Increase its understanding of current and potential situations of statelessness to better address instances of it.
- Support efforts to provide protection for conflict-generated IDPs within the IASC cluster approach to address protection and assistance needs of IDPs.

To find durable solutions and resolve protracted refugee situations, UNHCR will focus not only on the three traditional solutions of voluntary return, local settlement and resettlement, but will also explore the use of other innovative solutions such as the utilization of resettlement as a strategic tool in breaking long-term deadlocks. It will lobby for better treatment of refugees in the interim, and their access to gainful employment, and the promotion of self-reliance activities.

To engage governments and civil society in forced displacement issues within a broader migration context, UNHCR's regional strategy envisages region-wide active engagement with governments and civil society on forced migration-related issues, particularly in regional forums (for example the Asia-Pacific Consultations/Bali Process).

To increase public awareness of refugee issues and raise funds, UNHCR will implement an information strategy that focuses on positive approaches to protection of persons of concern. The Office will strengthen partnerships through joint initiatives on asylum and refugee issues. Training programmes, round tables and studies will include parliamentarians, trade unions, NGOs, and academic, religious and research institutions. UNHCR will work to broaden the donor base throughout this economically expanding region.

To increase cooperation with regional and national actors on emergency preparedness and response, UNHCR will coordinate ongoing discussion with governments. It will review current regional capacity and augment stockpiles and standby arrangements to enhance response mechanisms. Training programmes, already provided through UNHCR's e-Centre, will be targeted at a wider audience.

In support of the above objectives in 2006, UNHCR has carried out the following activities to enhance protection and find durable solutions:

A prototype Regional Protection Hub has been set up in Malaysia in 2006 with the addition of staff and resources devolved from Headquarters. With a view to bringing protection delivery closer to operations, the Hub supports refugee status determination, capacity building and regional institutions.

In Indonesia, UNHCR facilitated the successful launch of the *Handbook for Parliamentarians on Refugee Protection* and provided a translated version of the Handbook to Members of Parliament. It has strengthened its efforts to encourage accession to the 1951 Convention in the Republic of Nauru and the withdrawal of reservations to the Convention in Papua New Guinea.

Following the High Commissioner's visit to China, UNHCR and the Chinese authorities are discussing the status and treatment of asylum-seekers and refugees in the country. Particular attention is being paid to legislation on status determination procedures as well as other measures to ease restrictions in China. In the Hong Kong SAR, China, UNHCR continues to engage the Government in the refugee status determination process, building on recent positive developments.

A women's protection clinic in India, and the re-establishment of the Provincial Admission Boards in Thailand, have both improved the delivery of protection to refugees and asylum-seekers in the respective countries.

UNHCR sees the development of strategic partnerships in Asia and the Pacific as crucial to change, particularly in long-standing refugee situations. For example, UNHCR is taking advantage of recent openings in the situation in Nepal, bolstered by the support and strong efforts of the international community. The Office is focusing on registration of the refugees in camps in the south-east of the country, and the promotion of durable solutions, including repatriation and resettlement, for those in the camps. It has actively participated in the international response to the IDP situation in the country by monitoring protection and establishing a presence in Nepalgunj and Biratnagar.

In Bangladesh, despite setbacks in providing assistance to the 20,000 refugees remaining in camps in the south of the country, UNHCR and the international community have been promoting a two-pronged approach: first, the immediate improvement of protection and assistance in the camps, including through the involvement of other UN agencies and partners in the camps and refugee hosting areas; and second, pushing for durable solutions for these populations.

In Thailand, UNHCR has been able to move forward on a major resettlement programme involving ten countries. The Government's position on resettlement has softened, allowing UNHCR to submit the cases of 13,000 refugees for resettlement. The Government has also agreed to language and job training in the camps to prepare refugees for durable solutions. During the High Commissioner's recent mission to the country, UNHCR held constructive discussions on new employment opportunities for refugees.

Challenges

The absence of an international legal framework: Only 13 countries in the region have acceded to the international refugee instruments. Regardless of their signatory status, however, there is a tradition of hosting refugees informally in most countries.

The absence of national protection structures: Many governments in the region consider refugees and asylum-seekers as illegal migrants and fear that establishing formal asylum procedures would attract more. Some countries lack the resources to build up refugee status determination processes and institutions on their own. With a few exceptions, most countries in the region rely on UNHCR to determine refugee status, to assist refugees and to identify durable solutions. This

places a considerable burden on UNHCR. Furthermore, national institutions dealing specifically with refugees do not exist in the majority of situations.

Political constraints: Forced displacement and migration are sensitive issues in the region, and are not usually high on priority lists of governments. Granting asylum is in many cases seen as an unfriendly act to neighbouring countries. Humanitarian concerns are often subordinated to national security, economic and social considerations.

Awareness and understanding of refugee issues: In most countries in the region, refugee-related issues are highly politicized and the media and the public at large frequently confuse refugees with illegal migrants or criminals.

Budget (USD)		
Country	Annual Programme Budget	
	2006	2007
Bangladesh	3,090,368	2,890,103
India	3,858,589	3,438,192
Nepal	6,865,442	6,975,643
Sri Lanka	8,827,990	7,331,779
Sub-total South Asia	22,642,389	20,635,717
Australia and New Zealand	1,121,818	1,096,908
Cambodia	1,391,801	1,054,371
China	4,212,665	3,676,243
Indonesia	2,659,546	2,107,133
Japan	3,352,845	3,188,257
Malaysia	3,268,264	3,931,313
Mongolia	111,846	131,710
Myanmar	4,845,122	4,304,946
Papua New Guinea	465,732	462,600
Philippines	219,395	196,845
Republic of Korea	861,340	920,154
Singapore	46,000	43,800
Thailand	7,665,945	9,785,736
Timor-Leste	308,888	218,656
Viet Nam	443,937	255,722
Regional activities ¹	230,000	359,622
Sub-total East Asia and the Pacific	31,205,144	31,734,016
Total Asia	53,847,533	52,369,733

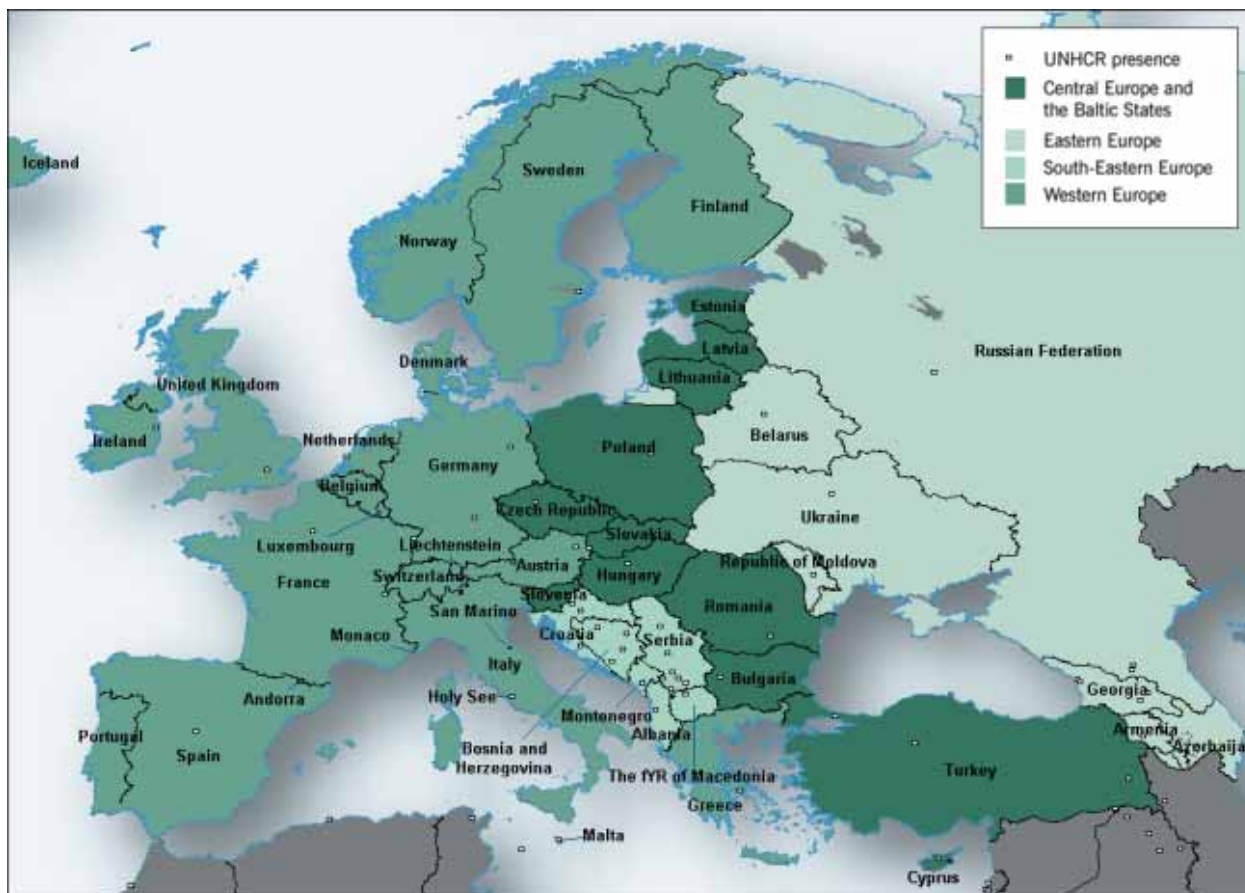
¹ Includes general protection activities, dissemination of refugee law, transport and repatriation of Indo-Chinese refugees.

Annual and Supplementary Programme Budgets 2000 - 2007



Note: The figures for 2000 to 2005 represent the final revised Annual and Supplementary Programme Budgets as presented in the Global Reports from 2000 to 2005. For 2006, the revised Annual and Supplementary Programme Budgets as at 1 September 2006 have been used. For 2007, the initial ExCom-approved Annual Programme Budget has been used.

Europe



Working environment

UNHCR's operations in the subregions of Western Europe, Central Europe and the Baltic States, South-Eastern Europe and Eastern Europe are particularly affected by diverse challenges relating to irregular migration, internal displacement, the preservation of asylum and the return and integration of displaced people. Solutions can no longer be sought purely at country level, so the Office is pursuing various options through broader regional and subregional collaboration and initiatives.

In Western and Central Europe, a declining trend in individual asylum applications has continued in 2006. At the same time, there has been an increase in the number of boatloads of illegal immigrants landing on the Italian island of Lampedusa, on Malta and on Spain's Canary Islands. It is of grave concern to UNHCR that many lives are lost at sea in these hazardous voyages, which are by no means limited to the Europe region. They reflect the desperation of so many asylum-seekers across the globe who are willing to risk life and limb to escape situations of fear or persecution.

UNHCR's operations in Turkey are shaped by the Government's decision to maintain the "geographic limitation" which restricts its obligation under the 1951 Convention to persons uprooted by events in Europe. Until a national asylum system for non-Europeans seeking international protection is established, UNHCR will conduct refugee status determination (RSD) under its mandate. Turkey does, however, provide non-European refugees with temporary asylum pending UNHCR's efforts to secure their resettlement. In view of Turkey's candidacy for membership of the European Union (EU), the Government has committed itself to implementing the EU *Acquis* on asylum, migration, border monitoring and human rights.

In Eastern Europe, the security situation remains volatile, but there has been some progress towards the resolution of long-standing conflicts. In the Russian Federation, UNHCR now has greater access to persons of concern in the northern Caucasus. The United Nations Department of Safety and Security recently relaxed security restrictions, which will allow UNHCR to open a field office in Grozny and provide more effective international protection and assistance to returnees and internally displaced persons (IDPs) in Chechnya.

The operational environment in the Caucasus remains volatile, making it all the more crucial that UNHCR protects refugees, asylum-seekers and IDPs, besides collaborating with governments to find durable solutions.

The inhabitants of South-Eastern Europe, including some 130,000 refugees and 430,000 IDPs whose lives were disrupted by the wars in the former Yugoslavia, witnessed significant political developments in 2006. Perhaps the most important was a referendum in Montenegro in May that led to its declaration of independence from the State Union of Serbia and Montenegro on 3 June 2006. A week later Montenegro became the 192nd Member State of the United Nations.

Although there was some improvement in security and more freedom of movement in Kosovo (Serbia), harassment, abuse and low-level violence against minorities in the province (particularly ethnic Serbs and Roma) continue. This highlights the need for international protection and greater preparedness on the part of UNHCR pending a decision on Kosovo's status.

Strategic objectives

UNHCR's strategic objectives for Europe in 2007 are to:

- Ensure full and unhindered access to asylum procedures and enhance the quality of government protection and asylum systems.
- Ensure effective border monitoring and capacity-building to governments, and improve conditions in reception facilities.
- Promote durable solutions for refugees, in particular local integration and naturalization.
- Strengthen partners, and by 2007-2008 hand over to them UNHCR's operations in Western Europe, especially those related to material assistance, social services and legal counselling.
- Address the asylum-migration nexus through inter-agency cooperation and regional and cross-border initiatives.
- Promote more resettlement in countries where the potential for reception and integration exists.
- Advocate including the issue of displacement in development and conflict-resolution processes to help find durable solutions and end protracted assistance programmes.
- Press for and provide protection and assistance to IDPs in partnership with international agencies and NGOs.
- Ensure that statelessness is addressed.

Challenges

In Western Europe, asylum and migration remain politically sensitive issues despite the significant decline in

the number of asylum-seekers. Little distinction is made by the public between refugees and others in need of international protection and economic migrants. States in general remain more focused on migration control than asylum. In this climate, UNHCR must ensure that appropriate procedures are in place to identify asylum-seekers, grant them access to state territories and ensure their fair treatment. The challenges many governments face in the integration of immigrants have lessened their willingness to receive those in need of international protection.

One attempt to respond to the particular challenges posed by mixed flows of migrants and asylum-seekers is a ten-point plan of action developed by the Office in 2006. Collaboration with the Government of Italy, the IOM and the Italian Red Cross has helped to provide a framework for monitoring and assisting the large numbers of arrivals in Lampedusa. UNHCR has also increased its presence and capacity-building activities in the Canary Islands and in the Spanish enclaves of Ceuta and Melilla, and has assisted Malta to cope with the large number of arrivals there.

Despite the fall in the number of asylum cases in Central Europe and the Baltic States, it should not be forgotten that due to their location on the borders of the European Union, Central European countries face considerable pressure from broader migration movements. This makes the need for greater cooperation and burden- and responsibility-sharing among the Union's Member States all the more acute. It has also given rise to a tendency to impose more restrictive asylum measures in the context of the Union's directives.

One of the consequences of the economic austerity programmes introduced by governments in the region has been a reduction in funding for the maintenance and development of national asylum systems and infrastructure. This trend is of particular concern to UNHCR, as States bear the primary responsibility for protecting and assisting asylum-seekers and refugees. UNHCR will make every effort to ensure that asylum systems in the region receive the necessary human, financial and material support from the governments concerned. It will also ensure that civil society groups participate in asylum systems.

In Turkey, the aligning of the national asylum system with international standards may be affected if there is a slowdown in the country's negotiations to become a member of the European Union. Events in Iraq could result in large population movements into Turkey, which would be a challenge both to UNHCR's response capability and its plans to help build the Government's national asylum system.

In Eastern Europe, the tense security situation in Georgia, especially in Abkhazia and South Ossetia, could hurt UNHCR's operations there. The frozen peace process



Montenegro. Konic settlement of displaced Roma from Kosovo. UNHCR / J. Young

and the unresolved status of South Ossetia hamper the work of development agencies. The lack of a legal framework for the restitution of property in South Ossetia also impedes returns. The number of resettlement countries that accept Chechen refugees remains limited, and the number of Chechens resettled continues to decrease.

The conflict over Nagorno-Karabakh is still not resolved, and this limits the implementation of durable solutions for the displaced in Armenia and Azerbaijan.

Belarus, the Republic of Moldova and Ukraine face similar challenges in establishing comprehensive migration policies, building national asylum systems and finding durable solutions for refugees. UNHCR will support their links with each other and with States in the European Union, in particular through the Söderköping process, which offers a forum for cross-border dialogue on migration and asylum.

The Russian Federation will face significant migration challenges, especially with regard to economic

movements and illegal migration. There is a significant gap between the Federation's legislation pertaining to refugees and asylum-seekers and its implementation. In the complex humanitarian and security environment of the northern Caucasus it is important to ensure that the rights of IDPs and returnees are respected.

In South-Eastern Europe, it is unlikely that the goal of the Sarajevo Declaration — to resolve the plight of hundreds of thousands of refugees and IDPs by the end of 2006 — will be met. This is partly due to the unresolved issue of tenancy rights in Croatia and generally poor socio-economic conditions that hinder reintegration or local integration across the subregion. In Kosovo, political uncertainty and lack of security limit UNHCR's ability to implement durable solutions. Still, UNHCR will endeavour to find durable solutions for persons of concern in the subregion and help governments and other national actors to bring asylum systems in line with international standards.

Budget (USD)

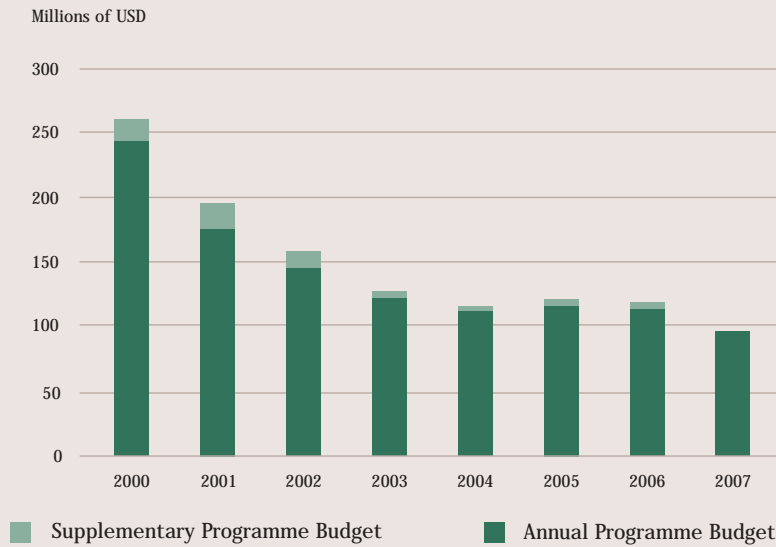
Country	Annual Programme Budget	
	2006	2007
Armenia	1,535,176	1,410,270
Azerbaijan	3,564,813	3,023,063
Belarus	1,054,028	977,312
Georgia	4,304,911	4,462,858
Republic of Moldova	624,950	618,977
Russian Federation	15,609,817	13,415,656
Ukraine	3,054,883	3,073,876
Regional activities ¹	195,000	100,000
Sub-total Eastern Europe	29,943,578	27,082,012
Albania	1,119,392	734,890
Bosnia and Herzegovina	10,688,257	6,702,164
Croatia	4,513,641	3,191,177
Montenegro ²	0	2,162,812
Serbia ²	24,918,958	20,956,650
The former Yugoslav Republic of Macedonia	3,901,288	3,085,829
Sub-total South-Eastern Europe	45,141,536	36,833,522
Bulgaria	1,042,971	846,372
Cyprus	838,791	710,813
Czech Republic	927,603	420,643
Hungary	2,364,094	2,060,516
Poland	955,036	807,938
Romania	1,092,737	979,681
Slovakia	762,151	496,666
Slovenia	380,121	194,000
Turkey	7,065,521	6,716,171
Regional activities ³	300,000	240,000
Sub-total Central Europe and the Baltic States	15,729,025	13,472,800
Austria	1,425,580	903,189
Belgium	3,352,605	3,135,633
France	2,286,391	2,586,052
Germany	2,203,919	2,287,121
Greece	1,589,106	1,055,939
Ireland	640,596	622,061
Italy	2,519,308	2,583,528
Malta	55,235	35,320
Portugal	64,600	51,679
Spain	925,853	978,285
Sweden	1,964,978	1,712,091
Switzerland	694,874	653,170
United Kingdom	1,620,742	1,499,071
Sub-total Western Europe	19,343,787	18,103,139
Total Europe	110,157,926	95,491,473

¹ Includes activities in Belarus, Moldova and Ukraine.

² In 2006, UNHCR's activities in Montenegro, amounting to USD 2,387,055, are included in the budget for Serbia.

³ Includes promotion of refugee law.

Annual and Supplementary Programme Budgets 2000 - 2007



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The Americas

Working environment

With nine elections during the year, the political landscape of Latin America has changed significantly in 2006. Now, with the transition over, there is room for dialogue with governments on their asylum obligations and, more specifically, their implementation of the Mexico Plan of Action. Signed by 20 States, the Plan is a continent-wide framework for the protection of displaced people. By adopting it, governments have committed themselves to strengthening refugee protection and implementing an integrated approach to durable solutions.

The conflict in Colombia and its consequences on human displacement are the main focus of UNHCR's work in Latin America. The Government of Colombia recently acknowledged that there are some 3 to 3.5 million internally displaced persons (IDPs) in the country, of whom some 2 million are registered. Escalating violence has induced new displacement, particularly among indigenous communities. Nariño province, in the south-east of the country near the border with Ecuador, witnessed some of the worst fighting and several waves of mass displacement in 2006.

Ecuador, Costa Rica, Panama and the Bolivarian Republic of Venezuela have felt the effects of the humanitarian crisis in Colombia directly, with large numbers of people fleeing into their territories. The conflict is also having an impact on Brazil, particularly in the Amazon region, where authorities report the presence of some 4,000 Colombians in need of protection.

It is estimated that up to 500,000 Colombians of concern to UNHCR have fled their country and sought protection throughout the region. Although most continue to seek asylum in neighbouring countries, a growing number are opting to go farther afield for security reasons, particularly to Chile, Bolivia and Argentina. Consequently, the number of asylum-seekers in these countries is on the increase.



To ensure effective coverage in the Caribbean, UNHCR has stepped up its presence in North America and the Caribbean. The Office's first priority in the region is to update contingency plans for any major outflows.

In North America, Canada ended its "direct-back" policy, under which asylum-seekers arriving at land borders were sent back to the United States with an appointment for an eligibility interview in Canada at a later stage, without knowing if they would qualify for an exception under the Safe Third Country Agreement signed by the two countries. The "direct-back" policy risked undermining the principle of *non-refoulement*.

In the United States, the application of the "material support" bar to admission to the country under anti-terrorist laws is of grave concern to UNHCR. These provisions have been used to deny access to the United States to people with genuine fears of persecution, as well as to refugees in need of resettlement. UNHCR and the Government are discussing this issue.



Many Colombians have fled to remote areas in neighbouring countries, but have not requested asylum. UNHCR will ensure their basic rights are protected. *UNHCR / B. Heger*

UNHCR continues to work closely with the United States and Canada on their resettlement programmes.

Strategic objectives

UNHCR's strategic objectives for the Americas region are to:

- Strengthen the protection of refugees and internally displaced people in Latin America and find durable solutions for them under the framework of the Mexico Plan of Action.
- Promote and consolidate a viable resettlement programme for Latin American countries and improve the use of resettlement as a strategic protection tool and responsibility-sharing mechanism.
- In North America, maintain high protection standards for refugees and asylum-seekers and increase political support for UNHCR's operations.

UNHCR tries to ensure a coherent protection response in all countries affected by the conflict in Colombia. One of the main challenges is to ensure the basic rights of Colombians who — despite not being registered or

having undergone a formal refugee status determination (RSD) procedure — are in need of protection. Accordingly, UNHCR's protection strategy will target almost half a million Colombians in need of protection who do not have access to the Office for security and other reasons. UNHCR will also promote the self-reliance and socio-economic integration of refugees, IDPs and others of concern in urban centres and border areas.

Within Colombia, UNHCR's priority is to bridge the gap between the country's sophisticated legislation on displacement issues and its implementation. To this end, and following discussions with the Government, UNHCR is expanding its activities in the country. New offices have been opened in Bucaramanga and Villavicencio. In 2007, a new office will be opened in Medellín. In order to ensure close inter-agency cooperation, the UN Thematic Group on Displacement has been reactivated under the leadership of UNHCR.

In southern Latin America, UNHCR will develop the intra-regional resettlement programme to ease pressure on those countries in the region receiving large number of refugees. The sustainability of the programme depends on the integration of resettled refugees into their host communities. The Office will also strengthen

asylum legislation and the functioning of eligibility commissions; monitor sensitive border areas; and train border officials in identifying those in need of international protection within broader migration movements.

In Central America, Mexico and Cuba, UNHCR's main objectives are to ensure the protection of refugees within broader migratory flows, in particular by monitoring the southern border of Mexico and strengthening national asylum systems; and to promote the naturalization of long-staying refugees.

In the Caribbean, UNHCR aims to be prepared to react immediately to any group of asylum-seekers in the region and assist governments in making prompt RSD decisions. The Office will also build protection networks with NGO partners and the legal and academic communities, besides strengthening its network of honorary representatives in the region.

In Canada and the United States, UNHCR will focus on ensuring political and financial support for its global operations. Furthermore, the Office will check that asylum-seekers have full access to RSD procedures and that persons of concern have access to alternatives to detention and, if detained, that conditions are humane. Finally, UNHCR will try to make certain that gender-

based RSD claims are considered in a manner consistent with international standards and that separated children are treated appropriately.

Challenges

National security concerns throughout the continent make it increasingly difficult to protect asylum-seekers and refugees. Nonetheless, the Mexico Plan of Action has renewed commitment to the refugee cause and provided a platform for addressing related issues within a regional perspective.

The increase in movements of irregular migrants within and to the region has led States to develop measures to manage migration and control their borders better. In this context, there is a need to mainstream protection to maintain the asylum space in the region.

Despite the challenges, a spirit of solidarity and generosity towards refugees and asylum-seekers persists throughout Latin America. However, longer-term support of the international community is required if programmes under the Mexico Plan of Action, particularly in regional resettlement and local integration, are to be sustained.

Budget (USD)				
Country	2006	2007		
	AB	AB	SB	Total
UNHCR office in New York	2,780,654	3,002,256	0	3,002,256
Canada	1,638,952	1,877,024	0	1,877,024
Cuba	400,000	287,600	0	287,600
United States of America ¹	3,689,220	3,477,033	0	3,477,033
Sub-total North America and the Caribbean	8,508,826	8,643,913	0	8,643,913
Argentina regional office ²	2,322,652	2,302,621	0	2,302,621
Brazil	1,787,569	2,353,162	0	2,353,162
Colombia ³	8,443,625	353,362	13,255,230	13,608,592
Costa Rica	1,705,293	1,926,507	0	1,926,507
Ecuador	3,944,085	4,446,802	0	4,446,802
Mexico regional office ⁴	2,765,089	2,281,010	0	2,281,010
Panama	857,493	847,304	0	847,304
Venezuela regional office ⁵	2,941,696	3,045,617	0	3,045,617
Sub-total Latin America	24,767,502	17,556,385	13,255,230	30,811,615
Total Americas	33,276,328	26,200,298	13,255,230	39,455,528

¹ Includes legal assistance and durable solutions for asylum-seekers and refugees in the United States, and refugee protection and capacity building in the Caribbean (Trinidad and Tobago, the Dominican Republic and Jamaica).

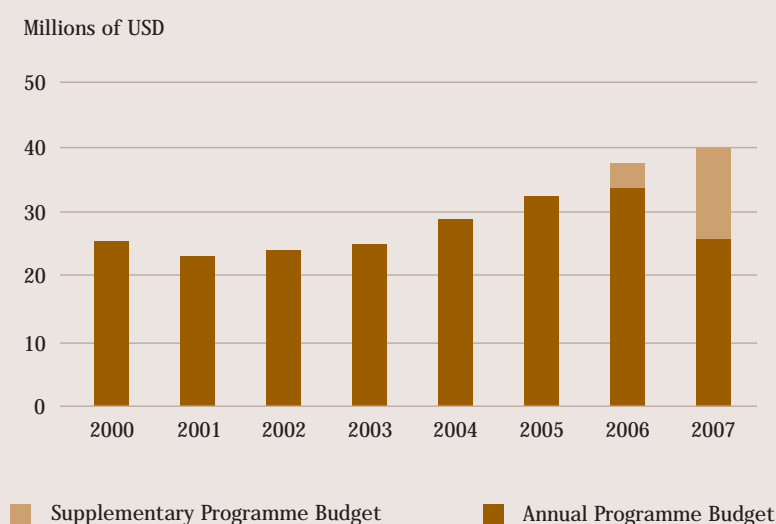
² Includes local integration in Argentina, Bolivia, Chile, Paraguay and Uruguay, as well as resettlement in Argentina, Chile and Uruguay.

³ In 2007, the requirements for internally displaced people in Colombia are presented in a Supplementary Programme Budget.

⁴ Includes local integration in El Salvador, Guatemala, Honduras, Nicaragua and Belize.

⁵ Includes local integration in northern South America.

Annual and Supplementary Programme Budgets 2000 - 2007



Note: The figures for 2000 to 2005 represent the final revised Annual and Supplementary Programme Budgets as presented in the Global Reports 2000-2005. For 2006, the revised Annual and Supplementary Programme Budgets as at 1 September 2006 have been used. For 2007, the initial ExCom-approved Annual Programme Budget has been used. Annual Programme Budget and the Supplementary Programme Budget for IDPs in Colombia have been used.

Global programmes

In addition to its country operations, UNHCR undertakes a broad range of projects and activities of a global or regional nature, called global programmes. They are designed to support field operations and are mostly implemented in the Field, but budgeted for and managed at Headquarters in Geneva. These global programmes are divided into three categories: projects supporting the implementation of policy priorities; other activities; and programme support activities.

Activities related to policy priorities will, for example, be geared towards the prevention of sexual and gender-based violence, protection and care of refugee children and adolescents, the environment, and HIV/AIDS. Among the “other activities” are well-established projects such as the Protection Surge Capacity Project,

which provides protection staff to operations; Project Profile, which focuses on strengthening registration in the Field; the DAFI scholarship programme; the organization of World Refugee Day; and the Goodwill Ambassador programme. Programme support activities include emergency-related initiatives such as the procurement of relief items, the organization of emergency management workshops and the eCentre in Tokyo; information technology support to the Field; the Management Systems Renewal Project (MRSP); and staff training initiatives such as the Management Learning Programme.

The budget for UNHCR’s global programmes in 2007 is listed below. More details on global programmes can be found in the attached CD-ROM.

Budget (USD)		
Activities	Annual Programme Budget	
	2006	2007
Policy priorities		
Women, children and community development	2,174,536	1,536,450
Improving life-sustaining sectors	602,999	498,399
Environment	666,000	532,800
HIV/AIDS	1,170,000	1,962,867
Emergency-related projects ¹	5,886,852	4,816,000
Sub-total	10,500,387	9,346,516
Other activities		
Promotion of refugee law and advocacy	331,200	221,960
Resettlement projects	2,196,000	2,273,265
Protection-related projects / Voluntary repatriation ²	3,084,601	2,998,317
Research, evaluation and documentation	258,750	150,000
Registration / Project Profile	1,147,500	848,000
Public information / Media projects / Private sector fund raising ³	6,526,520	9,727,474
Training-related projects	223,000	190,000
Education ⁴	0	2,599,503
Linking humanitarian assistance to longer-term development	460,665	207,972
Miscellaneous ⁵	1,538,000	1,559,959
Sub-total	15,766,236	20,776,450

Activities	Annual Programme Budget	
	2006	2007
Programme support activities		
Division of Operational Services		
Emergency and Technical Support Service ⁶	15,895,854	15,965,712
Division of International Protection Services		
Resettlement field support	155,000	100,000
Division of Information Systems and Technology ⁷		
Business Solution Service and ICT fixed costs - Field	3,303,556	5,626,303
Information and telecommunications - Field support	2,191,742	958,618
Division of Human Resources Management		
Training of UNHCR staff	3,350,000	3,267,000
Special staff costs including voluntary separation	8,500,000	10,296,187
Sub-total	33,396,152	36,213,820
Grand total	59,662,775	66,336,786

¹ Includes emergency and security management and support (USD 700,000), rapid emergency preparedness and response (USD 1,000,000), eCentre (USD 500,000), stockpiling, warehousing and deployment of emergency relief items and equipment (USD 2,616,000).

² Includes refugee status determination (USD 345,739), legal and policy research project (USD 192,000), provision of protection information (USD 164,812), voluntary repatriation of individual refugees (USD 55,000), Surge Protection Capacity Project (USD 1,996,766), and Strengthening Protection Capacity Project (USD 244,000).

³ Includes public affairs activities (USD 344,880), public information activities (USD 607,090), private sector fund raising (USD 8,473,104), visibility and promotional items supply (USD 95,400), library and visitors centre (USD 207,000).

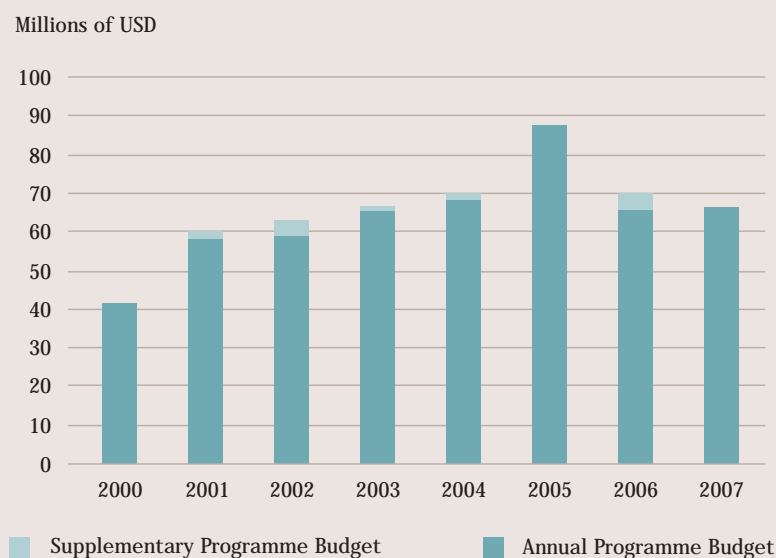
⁴ In 2006, education projects under the Albert Einstein German Academic Refugee Initiative Fund (DAFI) were included under the regional operations.

⁵ Includes non refugee legal matters (USD 70,000), NGO liaison and support for effective cooperation (USD 120,960), mainstreaming of standards and indicators (USD 576,000), implementation of UNHCR Assessment Framework (USD 593,000), costs of insurance and inspection of goods (USD 200,000).

⁶ Includes costs for maintaining Minimum Operating Security Standards and funds for unforeseen security needs (USD 1,500,200), cost-sharing of the United Nation's Department of Safety and Security annual operations in the field and other security, emergency, technical and related costs.

⁷ Includes ICT fixed costs for field and ICT project costs (USD 4,860,302) and information technology services for field operations, such as telecommunications, user services, application development etc.

Annual and Supplementary Programme Budgets 2000 - 2007



Note: The figures for 2000 to 2005 represent the final revised Annual and Supplementary Programme Budgets as presented in the Global Reports 2000-2005. For 2006, the revised Annual and Supplementary Programme Budgets as at 1 September 2006 have been used. For 2007, the initial ExCom-approved Annual Programme Budget has been used.

Headquarters

The essential role of Headquarters is to provide overall management for the Office, with a particular focus on corporate-level policy and strategy, as well as overall control. UNHCR's mission and activities are supported by a complex set of processes that involve both Headquarters and the Field.

Headquarters departments, divisions and units are responsible, *inter alia*, for creating and maintaining the strategic core of the following key functions of the organization:

- Doctrine and policy development
- Strategic direction articulation
- Fund raising and resource mobilization
- Prioritization and resource allocation
- Executive Committee and other governance support (General Assembly and ECOSOC)

- Financial control in accordance with UN and UNHCR rules and regulations
- Monitoring, measuring and reporting (including results-based management)
- Oversight (inspection, evaluation, investigation and audit)
- Media relations and public affairs
- Inter-agency relations and strategic partnerships
- Central emergency preparedness and response management
- Security management

A more detailed description of Headquarters' functions and the units in charge of carrying them out can be found in the attached CD-ROM.

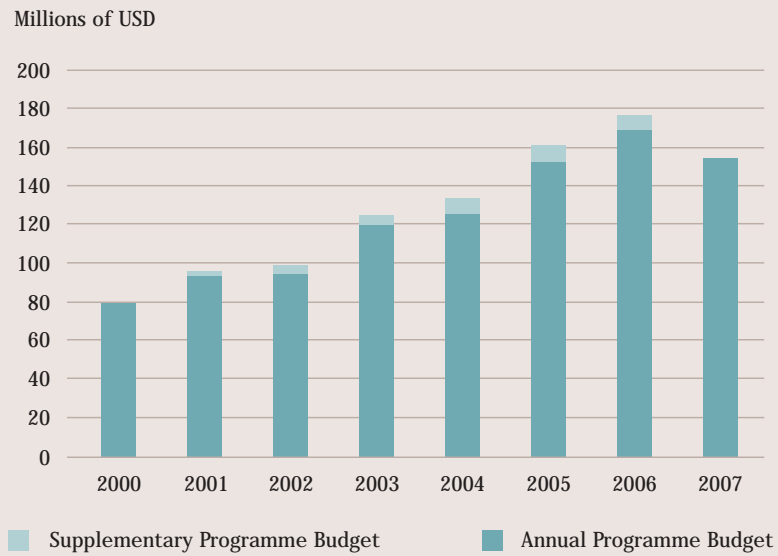
Budget (USD)		
Divisions / Departments	Annual Programme Budget ¹	
	2006	2007
Executive Direction and Management		
Executive Office (including Office of the Mediator)	4,170,175	3,945,140
Inspector General's Office	3,469,609	3,472,170
Legal Affairs Section	1,158,770	1,059,612
Change Management Section	0	759,070
Policy Development and Evaluation Service	592,654	980,045
Organizational Development and Management Service	1,944,273	2,136,207
Sub-total	11,335,481	12,352,244
Division of Information Systems and Telecommunications		
Office of the Director and ICT fixed costs for Headquarters	722,441	2,683,278
Information and Telecommunications Service	13,102,361	10,868,728
Business Solutions Service	24,600,971	18,483,174
Sub-total	38,425,773	32,035,180
Department of International Protection Services		
Office of the Director	1,719,798	1,553,299
Specialized Sections	10,409,079	9,454,994
Sub-total	12,128,877	11,008,293
Department of Operations		
Division of Operational Services		
Office of the Director	2,024,346	2,465,428
Specialized Sections	4,182,601	3,010,171
Programme Coordination and Operations Support Section	2,477,225	2,347,476
Sub-total	8,684,172	7,823,075

Divisions / Departments	Annual Programme Budget ¹	
	2006	2007
Regional Bureaux		
Office of the Director - Africa	4,012,177	4,142,190
Chad/Sudan Situation Unit Headquarters	709,591	553,548
Desk for West Africa	1,749,854	1,130,569
Desk for East and Horn of Africa	1,323,148	1,000,792
Desk for Central Africa and the Great Lakes	1,457,189	1,276,953
Desk for Southern Africa	994,396	777,467
Bureau for Central Asia, South-West Asia, North Africa and the Middle East	4,851,878	4,470,799
Bureau for Asia and the Pacific	2,861,833	2,609,036
Bureau for Europe	5,012,002	4,835,680
Bureau for the Americas	2,150,942	2,090,213
Sub-total	25,123,010	22,887,247
Sub-total Department of Operations	33,807,182	30,710,322
Division of External Relations		
Office of the Director	1,395,219	839,033
Donor Relations and Resource Mobilization Service	3,402,193	3,466,754
Media Relations and Public Information Service	4,266,744	4,253,666
Private Sector and Public Affairs Service	2,481,052	2,315,746
Secretariat and Inter-Organization Service	1,882,305	2,065,454
NGO Liaison Unit	592,327	558,052
Records and Archives Section	2,264,254	2,173,274
Electronic Document Management	587,841	394,734
Sub-total	16,871,935	16,066,713
Division of Human Resource Management		
Office of the Director	2,365,129	2,585,508
Specialized Sections	16,610,360	14,926,206
Joint Medical Service	2,201,595	1,912,017
Sub-total	21,177,084	19,423,731
Division of Financial and Supply Management		
Office of the Controller and Director	1,716,984	1,721,664
Financial Resources Service	7,853,127	8,291,491
Supply Management Service ²	6,312,550	6,122,190
Audit	3,013,660	3,031,005
UN Finance Division (including security and safety at Headquarters)	3,500,000	3,315,000
Headquarters running costs	10,999,263	9,809,875
Sub-total	33,395,584	32,291,225
Staff Council	410,394	400,381
Grand total	167,552,310	154,288,089

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

² The Supply Management Service was moving from the Division of Financial and Supply Management (DFSM) to the Division of Operational Services at the time of writing. It is shown under DFSM for comparative purposes.

Annual and Supplementary Programme Budgets 2000 - 2007



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