

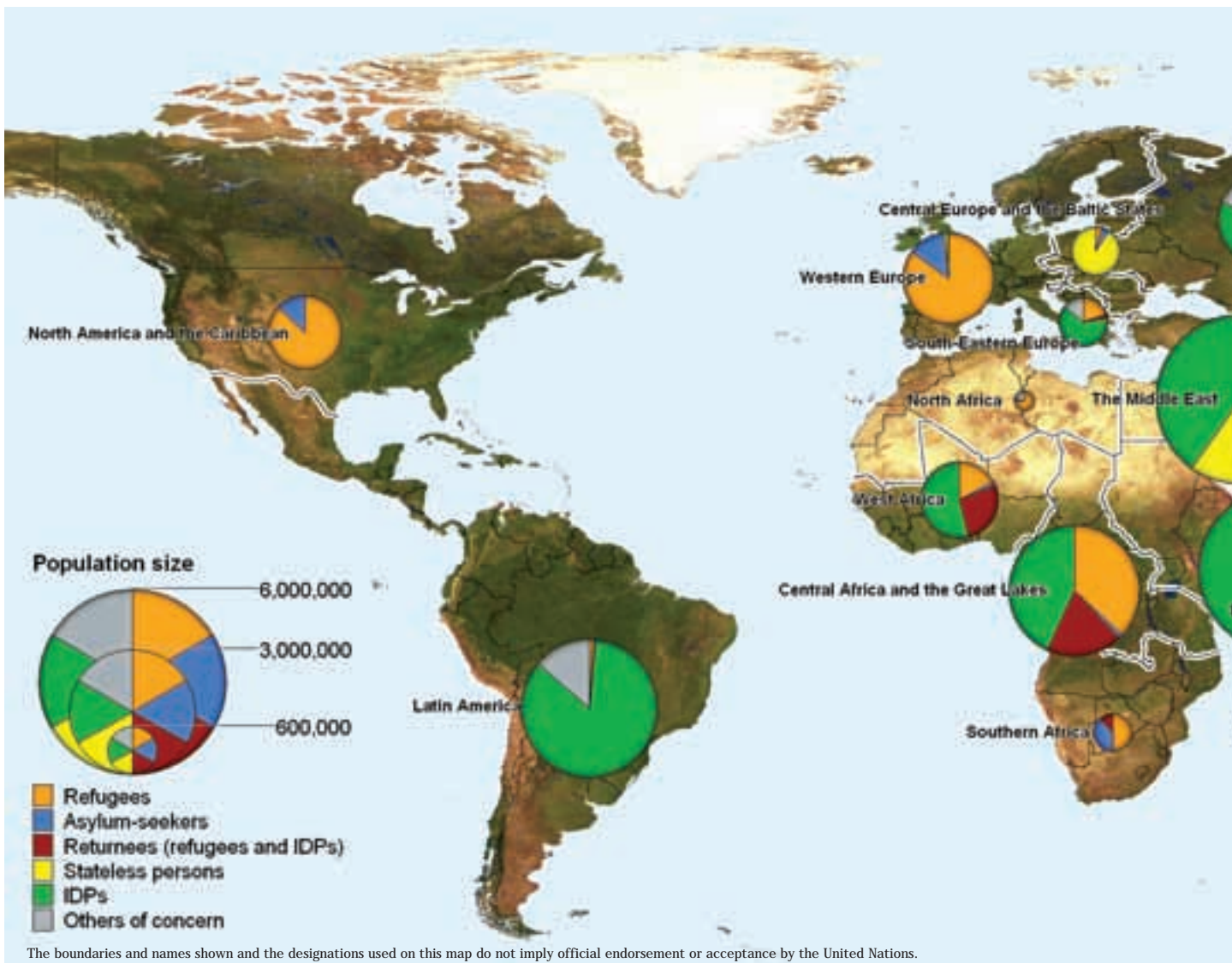
PART I

UNHCR: An overview



Thailand. Ban Don Yang refugee camp, on the Thai-Myanmar border, home to 3,500 Karen refugees.

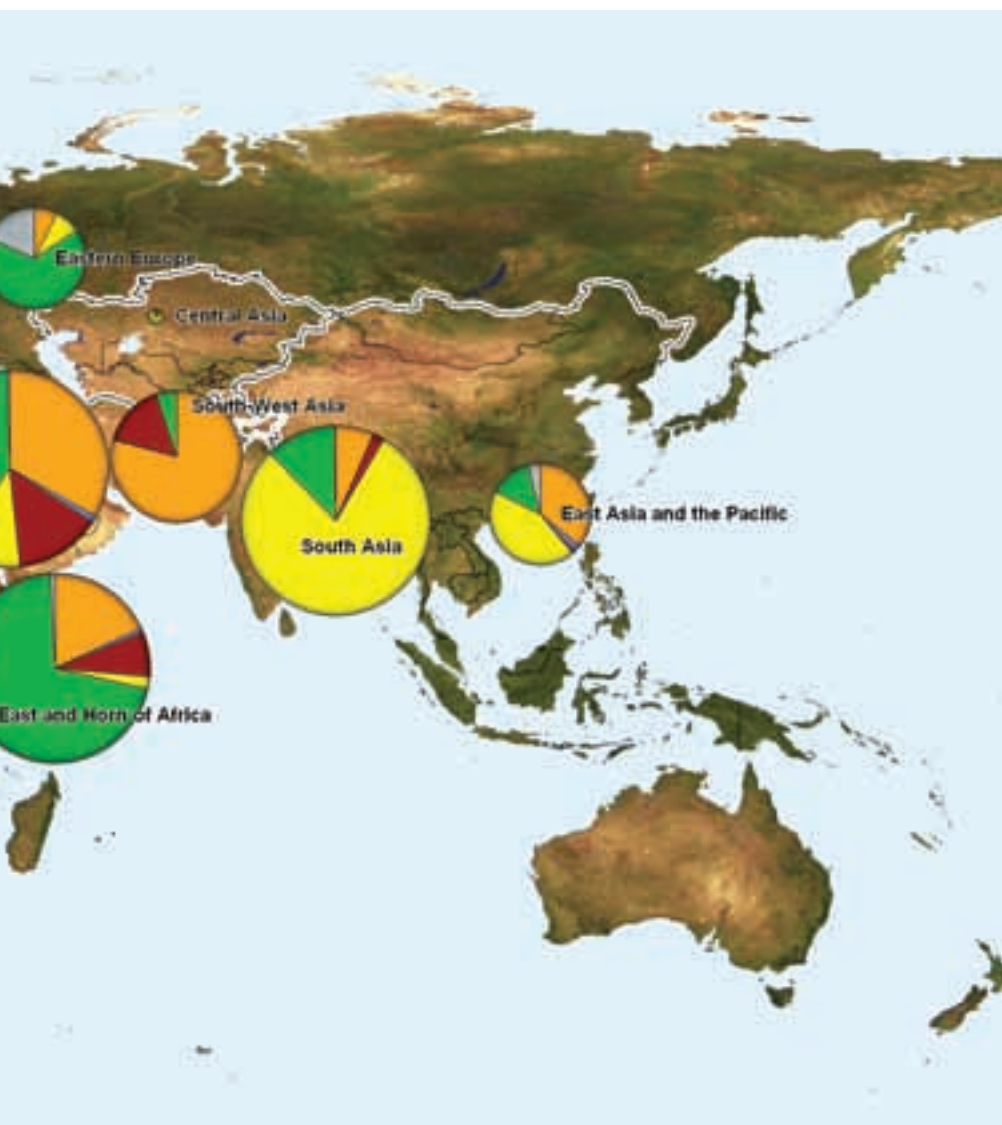
Populations of concern to UNHCR



Refugees, asylum-seekers, internally displaced people, returnees, stateless persons, and others of concern to UNHCR (1 January 2007)

Subregion	Refugees	Of whom assisted by UNHCR	Asylum-seekers (pending cases)	Returned refugees	IDPs protected / assisted by UNHCR
Central Africa and the Great Lakes	1,154,430	711,330	26,050	99,930	1,352,330
East and Horn of Africa	852,270	733,910	32,350	49,160	3,311,410
West Africa	226,710	205,050	20,750	116,030	709,230
Southern Africa	187,820	79,520	144,150	47,060	-
North Africa ²	98,310	94,150	4,470	-	-
The Middle East	1,692,710	160,500	48,200	20,240	2,034,370
South-West Asia ³	2,012,870	2,012,870	3,700	388,020	129,310
Central Asia	7,870	4,810	900	150	-
South Asia	313,010	141,460	2,380	380	569,170
East Asia and the Pacific	562,100	181,960	34,030	70	213,730
Eastern Europe	122,260	11,980	1,750	140	1,091,470
South-Eastern Europe	119,980	112,690	360	12,310	383,260
Central Europe and the Baltic States	27,530	4,970	28,210	20	-
Western Europe	1,463,940	10	232,590	-	-
North America and the Caribbean	995,330	-	147,820	-	-
Latin America ⁴	40,580	18,880	16,240	50	3,000,000
Total	9,877,710	4,474,090	743,940	733,560	12,794,270

(as at 1 January 2007)



Returned IDPs	Stateless persons	Various ¹	Total population of concern
491,010	-	-	3,123,740
311,960	100,000	42,150	4,699,290
240,970	-	10	1,313,690
-	-	-	379,030
-	-	29,500	132,280
700,000	588,170	21,110	5,104,810
10,440	-	-	2,544,340
-	56,080	1,130	66,120
89,410	3,700,000	10,390	4,684,720
11,730	679,110	62,100	1,562,870
2,020	133,140	304,690	1,655,470
6,650	780	85,480	608,810
-	523,870	310	579,940
-	24,790	3,000	1,724,310
-	-	-	1,143,140
-	10	485,560	3,542,440
1,864,170	5,805,940	1,045,410	32,864,990

¹ Persons of concern to UNHCR not included in the previous columns including e.g. forced migrants (Russian Federation), local residents-at-risk (Serbia, Kosovo), Sahrawis (Mauritania), Afghan asylum-seekers (Russian Federation, UNHCR est.), Muslims from the Phillipines (Malaysia), Colombians (Ecuador and Venezuela).

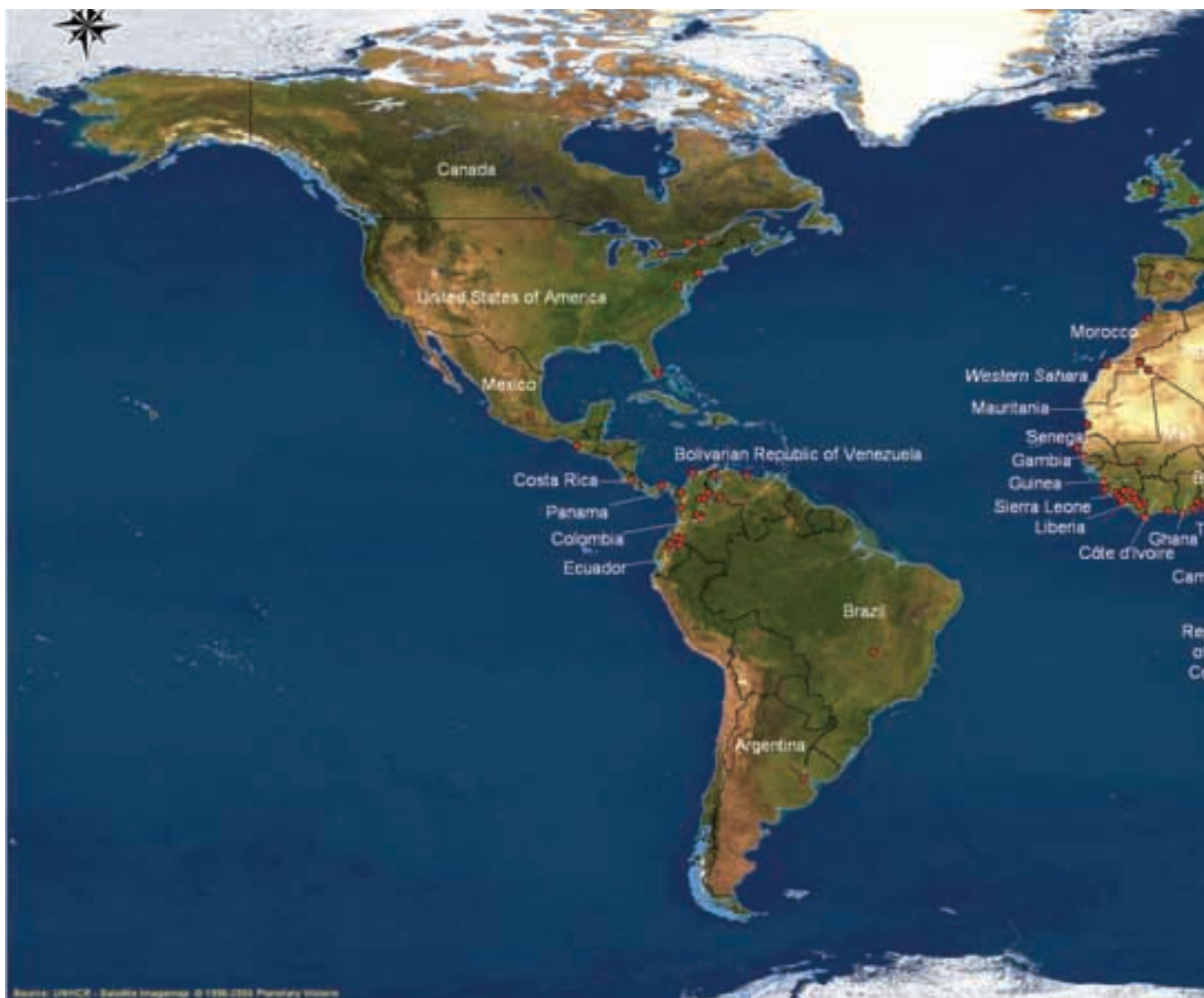
² According to the Government of Algeria, there are an estimated 165,000 Saharawi refugees in the Tindouf camps.

³ UNHCR figures for Pakistan only include Afghans living in camps who are assisted by UNHCR. According to a 2005 Government census and subsequent voluntary repatriation during the year, there are an additional 1.3 million Afghans living outside camps, some of whom may be refugees. These figures are currently under review as result of the registration of Afghans which took place in Pakistan from October 2006 to February 2007.

⁴ According to the Constitutional Court of Colombia, there is a discrepancy between the real number of internally displaced people and the number given by the national registration system. The Court cites the Director of the *Agencia Presidencial para la Acción Social y la Cooperación Internacional* who acknowledged that the number of IDPs in Colombia is close to three million (Order of Compliance 218, dated 11 August 2006, related to the landmark Judgement T-025).

Data are provisional and subject to change. Data are generally provided by Governments, based on their own definitions and methods of data collection. In the absence of government estimates, UNHCR has estimated the refugee population in most industrialized countries, based on recent refugee arrivals and recognition of asylum-seekers. For Canada, Australia and New Zealand, estimates are based on arrivals/recognition during the past five years, whereas for most European countries and the United States a 10-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.

UNHCR's field presence (2008-2009)



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

Basic facts

Number of countries in which UNHCR is present	116
Number of UNHCR offices worldwide	262
UNHCR regular staff members	6,260
Staff members in the field	5,406
Ratio of staff members to people of concern to UNHCR	1 per 5,250
Number of NGOs working as implementing partners	624
States party to the 1951 Convention and/or the 1967 Protocol	147



Key challenges

Planning for operations is always difficult given the unpredictable nature of humanitarian crises and forced population displacements. The principal outline of UNHCR's programme for 2008-09 follows.

Iraq will remain a priority, in light of mass displacement within and from the country. UNHCR will also focus on interlinked humanitarian crises across a swathe of African countries, including the Central African Republic, Chad, the Democratic Republic of the Congo, Somalia and the Darfur region of Sudan. Large-scale internal displacement in Colombia and Sri Lanka will require effective responses, as will the return of significant numbers of refugees and internally displaced persons (IDPs) to their homes in Afghanistan, southern Sudan and Uganda. UNHCR will also be involved in issues related to mixed movements of refugees, asylum-seekers and economic migrants, some of them across land borders, but also across the Atlantic Ocean, the Gulf of Aden, the Mediterranean Sea and other stretches of water.

At the global level, UNHCR faces six priority challenges, which are to:

- Preserve and build asylum space, working with States and other partners.
- Protect asylum-seekers and refugees in mixed migration movements.
- Act as an effective and predictable partner in the enhanced international response to the protection and assistance of IDPs.
- Cooperate effectively with partners to reintegrate refugees and IDPs within the framework of peacebuilding efforts.
- Develop comprehensive solutions to protracted refugee situations.
- Sustain internal management reform, with a focus on results-based management, while also participating in the reform of the wider humanitarian system.

These challenges are examined in more detail below.



Chad. Refugee women in Goz Amir camp, Chad, request protection. Goz Amir hosts 18,000 refugees from Darfur.

Preserving and building asylum space

Owing to a combination of concerns – notably safeguarding national security, combating illegal immigration and stemming alleged abuse of asylum – many States have introduced increasingly restrictive asylum policies. These have significantly impeded the ability of people with a well-founded fear of persecution to reach safety and claim asylum.

Measures such as the routine detention of asylum-seekers, including children; interception and interdiction of boats; and other practices aimed at preventing people from gaining access to the territory of a State appear likely to continue. At the same time, however, many States, including those not yet party to the 1951 Refugee Convention and/or its 1967 Protocol, continue to receive and host refugees and others of concern to UNHCR in large numbers. These States require the recognition and support of the international community.

In 2008, UNHCR will continue to help States build their capacity to uphold international refugee law and basic humanitarian principles. In this regard, it will support the establishment of legal frameworks and administrative capacity, which should progressively become self-sustaining. UNHCR will also help boost the capacity of civil-society protection partners, including NGOs, at the national level.

UNHCR will assist States to identify those in need of international protection; for example, by participating in reception and registration arrangements. It will help build the capacity of law-enforcement officials, border guards, and other officials to determine who is, or may be, a refugee.

Given the importance of public support for the refugee cause, UNHCR will pursue media and other campaigns to counter negative perceptions and misinformation about refugees and others of concern.

Protection in mixed population flows

Today's migratory flows are often mixed, comprising people on the move for a variety of reasons, including the search for international protection. Faced with restrictive policies and obstacles to entry, asylum-seekers and refugees are often obliged to try to enter a country illegally, making them prey to smuggling rings and traffickers. In striving to combat illegal

immigration, many States treat asylum-seekers as if they were illegal immigrants, undermining the right to asylum and unwittingly contributing to the criminalization of both refugees and economic migrants in the process.

UNHCR is mindful of the challenges that States face in controlling the arrival and residence of foreign nationals, in combating international crime and improving migration management more generally. But by the same token, States have protection responsibilities for refugees under international instruments, which should be honoured. UNHCR will encourage States to establish systems that are capable of identifying new arrivals with international protection needs and providing appropriate solutions for them.

The Office will also continue to encourage the international community to address the phenomenon of mixed migration in a more coherent and comprehensive manner. The frame of reference for UNHCR's activities in this area is *Refugee Protection and Mixed Migration: A 10-Point Plan of Action* (January 2007). This sets out key areas in which UNHCR has a role to play and where it could make a positive impact.

UNHCR is committed to increasing its practical support to States by providing country of origin information, building national asylum capacities, fostering partnerships and, in appropriate cases, helping to resettle refugees.

UNHCR as an effective and predictable partner in responding to situations of internal displacement

One of the pillars of humanitarian reform is the cluster leadership approach, which seeks to improve protection and assistance to IDPs. Under this, UNHCR assumed leadership of the clusters relating to protection; camp coordination and camp management; and emergency shelter in situations of conflict-related displacement.

In 2008, UNHCR will participate in the roll-out of the cluster approach in more countries. Priorities will include developing effective protection programmes on the ground and building the organization's capacity to fulfil its leadership and coordination responsibilities. IDP responsibilities will be mainstreamed into UNHCR's work without prejudice to its refugee mandate. Emergency response capacities will be improved to cope with new IDP emergencies. Finally, the effectiveness of all these measures will be assessed regularly.

Cooperating effectively in the reintegration of refugees and IDPs within peacebuilding efforts

The voluntary return and reintegration of refugees and IDPs is a crucial component of peacebuilding. Nonetheless, returns also have the potential to destabilize peacebuilding, especially if reintegration support is not sufficient or if the process is not skilfully timed and managed.

Recent efforts to build system-wide coherence within the United Nations provide opportunities to create partnerships at an early stage in the reintegration process. UNHCR will explore links with those working to disarm, demobilize and reintegrate ex-combatants as well as with transitional justice mechanisms. In order to maximise cooperation on reintegration with key partners, UNHCR will promote coherent reintegration plans that progressively merge with development efforts.

Developing comprehensive solutions

The majority of refugees today are locked into situations of protracted displacement, often living in large camps and dependent on humanitarian aid. Most have few opportunities to achieve self-reliance or build constructive relations with the communities around them. UNHCR will renew efforts to pursue comprehensive solutions for these refugees, including local integration with the support of host governments and international partners.

Resettlement serves as a protection tool and it is a durable solution and a clear manifestation of international solidarity and burden sharing. UNHCR will increase its capacity to identify and process people with resettlement needs, provide credible projections of requirements for resettlement places, and include

resettlement in its comprehensive durable solutions strategies.

At the same time UNHCR will explore the opportunities that migration legislation and systems might afford to secure protection for those in need, particularly in States that have not yet adhered to the 1951 Refugee Convention. The Office will encourage States to enable people of concern to benefit from migration and nationality laws, agreements on regional integration, amnesty or regularization programmes, and other tools of migration management.

While there is growing recognition of the link between international migration and development, cooperation in this area is only slowly getting off the ground. A notable development was the creation of the Global Forum on Migration and Development in 2007 in Brussels, in follow-up to the UN General Assembly's September 2006 High-Level Dialogue on Migration and Development. UNHCR will encourage the international community to recognize the important links between forced migration and development. UNHCR will focus on three issues in particular: the developmental potential of large refugee populations; the contribution of forced migrants to peacebuilding and post-conflict reconstruction; and the link between flawed development processes and forced migration.

Sustaining internal reforms

UNHCR will continue its management reform, which focuses on achieving quantifiable results, being an effective and reliable partner, and becoming more agile in its responses. The change process initiated in 2006 will be consolidated in 2008. The roll-out of specially designed software will underpin the introduction of results-based management across the organization. At the same time, UNHCR will cooperate in the humanitarian and UN reform process, including participation in the Delivering as One initiative.

UNHCR's global strategic objectives

1. Ensuring protection for all people of concern to UNHCR, with priority given to:	
Objectives	Performance targets
1.1. Securing access to asylum and protection against <i>refoulement</i>	1.1.1. Credible reports indicate a decrease in cases of <i>refoulement</i> of asylum-seekers and refugees.
	1.1.2. Number of States in which procedures for border monitoring established and measures to assist border guards to distinguish asylum-seekers from migrants are increased.
	1.1.3. Number of States in which measures taken to prevent and combat terrorism and safeguard national security are in line with international law, in particular, human rights, refugee and humanitarian law increased.
	1.1.4. Refugee status determination (RSD) processes in the 12 countries accounting for 90% of UNHCR's global RSD work, where UNHCR is undertaking RSD under its mandate in the absence of willingness or capacity of the host countries to conduct it, are further improved in terms of quality, efficiency and fairness.
1.2. Protecting against violence, abuse, intimidation and exploitation, including sexual and gender-based violence	1.2.1. Number of UNHCR operations having in place standard operating procedures to prevent and respond to sexual and gender-based violence, including systematic and timely reporting, is increased.
	1.2.2. All victims or known survivors of sexual and gender-based violence receive appropriate remedial care and support.
	1.2.3. Decrease in the number of countries in which children of concern to UNHCR are being subjected to military recruitment by State and non-State entities.
1.3. Strengthening the protection of refugees within broader migration movements	1.3.1. States increasingly turn to UNHCR to provide practical solutions in responding to the need to protect refugees within broader migration movements.
	1.3.2. UNHCR's 10-Point Plan of Action for Addressing Mixed Migratory Movements is being partially or fully implemented in 20 countries.
1.4. Protecting internally displaced persons (IDPs) when mandated to do so either directly or within the agreed inter-agency framework of collective responsibilities	1.4.1. IDPs are better protected and assisted as a result of effective implementation of the Cluster approach.
	1.4.2. Adequate funding support from the donor community received to enable UNHCR to undertake its cluster-lead role in countries selected for implementation of the new collaborative response to situations of internal displacement.
	1.4.3. UNHCR continues to actively respond to situations of internal displacement in which it has a specific mandate (by the UN Secretary-General) in cooperation with relevant actors.
1.5. Maintaining the civilian character of refugee and IDP settlements	1.5.1. Reduction in number of countries in which the civilian character of refugee and IDP settlements is jeopardized.
	1.5.2. UNHCR's active participation in task forces to monitor and report on children and armed conflict in countries where such have been established pursuant to Security Council Resolution 1612.
1.6. Assisting stateless individuals and groups, particularly in the context of protracted situations, to realize their rights	1.6.1. Increase in the number of States which guarantee basic rights to stateless people.
	1.6.2. Improved identification and recording of stateless populations and populations with undetermined nationality.



2. Affirming and developing an international protection regime, with priority given to:	
Objectives	Performance targets
2.1. Promoting compliance with the 1951 Refugee Convention and commitment by States to adhere to international protection standards	2.1.1. New countries accede to the 1951 Convention and other relevant international and regional refugee law instruments.
	2.1.2. Number of States in which UNHCR can effectively exercise its supervisory role increased.
	2.1.3. Number of States resorting to unduly broad application of the exclusion provisions in 1951 Convention reduced.
2.2. Promoting a full and inclusive application of the 1951 Convention refugee definition and appropriate use of complementary forms of protection	2.2.1. Increased number of States which are applying the 1951 Convention refugee definition in line with international standards.
	2.2.2. Increase in the number of States granting complementary forms of protection to those in need of international protection who do not meet the criteria laid out in the 1951 Convention and its 1967 Protocol.
	2.2.3. Increased recognition of refugees on the basis of gender-related persecution.
2.3. Improving the quality of asylum legislation, policy and practice	2.3.1. Increase in the number of States which have improved their legal frameworks and administrative capacities in order to ensure compliance with their international protection obligations.
	2.3.2. Decrease in number of countries detaining asylum-seekers for non-legitimate reasons.
	2.3.3. Increase in number of States ensuring proper reception standards and guardians for unaccompanied children seeking asylum.
2.4. Enhancing host country capacity to provide asylum and protection	2.4.1. Number of countries taking over responsibility for RSD from UNHCR increased.
	2.4.2. Number of operations working on comprehensive protection strategies in collaboration with host governments, partners and affected communities increased.
2.5. Promoting respect for international standards in relation to the protection of IDPs	2.5.1. Number of countries which have drafted, established and implemented policies and legislation consistent with the <i>Guiding Principles on Internal Displacement</i> increased.
2.6. Fostering effective action to prevent and reduce situations of statelessness	2.6.1. Number of States which have taken steps to amend nationality laws or change administrative practices that lead to statelessness increased.
	2.6.2. Number of protracted statelessness situations reduced.
	2.6.3. Increase in number of States which have acceded to the Statelessness Conventions.
	2.6.4. Number of States systematically facilitating birth registration to help prevent statelessness increased.

3. Realizing the social and economic well-being of persons of concern, with priority given to:	
Objectives	Performance targets
3.1. Reducing malnutrition, and major risks to the health of populations of concern, notably malaria, HIV and AIDS and inadequate reproductive health services	3.1.1. Increased percentage of stable refugee operations receiving food aid, in collaboration with WFP, and recording reduced acute malnutrition prevalence of 5 per cent (z-score).
	3.1.2. Percentage of populations of concern to UNHCR with access to culturally-appropriate HIV and AIDS information, education and communication materials increased.
	3.1.3. Percentage of population of concern benefiting from antiretroviral therapy when it is available to surrounding local host populations increased.



	3.1.4.	Percentage of populations of concern to UNHCR in malaria-endemic areas with access to artemisinin-based combination therapy increased, with no running out of stocks for more than one week in the previous 12 months.
	3.1.5.	Percentage of refugee camps in malaria endemic areas with access to prevention measures (insecticide treated nets and spraying) and culturally-appropriate information, education and communications materials increased.
	3.1.6.	Percentage of live births attended by midwife, nurse or doctor (excluding traditional birth attendants) increased.
3.2. Reducing vulnerability and improving standards of living, especially in relation to water, shelter, and sanitation services	3.2.1.	Percentage of country operations meeting UNHCR standards for sanitary materials for women and girls increased.
	3.2.2.	Number of country operations meeting UNHCR standards for potable water increased.
	3.2.3.	Number of country operations meeting UNHCR standards for shelter increased.
	3.2.4.	Number of camps meeting UNHCR standards for provision of latrines increased.
3.3. Facilitating women's economic empowerment and meaningful participation in decision-making structures	3.3.1.	Number of camps in which women represent fewer than 50 per cent of camp committee members reduced.
	3.3.2.	Number of women who participate in gender-sensitive training events related to their economic empowerment increased.
3.4. Enhancing education and skills training for young people	3.4.1.	Proportion of school enrolment of primary-aged boys and girls in camp and urban situations increased.
	3.4.2.	Number of girls who complete secondary and vocational training increased.
3.5. Creating opportunities for self-reliance through a community-based approach	3.5.1.	Number of countries implementing self-reliance interventions including community development, income-generating activities and skills training benefiting persons of concern (in particular women) increased.
	3.5.2.	Number of countries in which people of concern are granted the rights necessary for them to engage in wage earning employment and self-employment increased.

4. Responding to emergencies in a timely and effective manner, with priority given to:		
	Objectives	Performance targets
4.1.	Implementing effective contingency planning and establishing a robust stand-by and logistics capacity	4.1.1. UNHCR's global emergency response capacity (including non-food relief items, vehicles, office accommodation, and staffing surge capability) sustained so as to have in place a capacity to respond to an emergency of 500,000 people.
		4.1.2. UNHCR's regional response capacity strengthened through improved contingency planning, preparedness and cooperation with regional and national actors.
4.2.	Meeting the needs of women, children and groups with specific needs in emergency situations	4.2.1. Participatory assessments at an early stage of emergency are conducted in all emergencies.
		4.2.2. Emergency protection and assistance interventions in the first three months of an emergency increasingly respond to age, gender and diversity considerations including specific interventions for women, children and groups with specific needs.



5. Attaining durable solutions, with priority given to:	
Objectives	Performance targets
5.1. Promoting conditions conducive to voluntary return and to sustainable reintegration	5.1.1. Within one year of return, returnees are making steady progress towards self-reliance by establishing some sources of income.
	5.1.2. Within one year of return, planning mechanisms involving relevant development actors for early reintegration are set up and returnees are fully integrated into national and local recovery and development programmes.
	5.1.3. All returnees have access to national identity documentation and birth registration, including country-of-origin's recognition of birth certificates issued by the country of asylum.
5.2. Implementing comprehensive strategies to resolve refugee situations, particularly protracted ones	5.2.1. Number of protracted situations in which comprehensive durable solutions strategies, including the strategic use of resettlement and local integration, have been jointly developed by UNHCR and relevant actors increased.
	5.2.2. Best interests determination procedures to identify durable solutions for unaccompanied and separated children implemented in all UNHCR operations.
5.3. Promoting and supporting local integration as a durable solution	5.3.1. Number of States allowing local integration as a durable solution for refugees and IDPs increased.
5.4. Promoting and applying resettlement as an effective protection tool, durable solution, and burden and responsibility-sharing mechanism	5.4.1. Continued expansion of the strategic use of resettlement including group resettlement.
	5.4.2. Number of refugees identified and recommended for resettlement by UNHCR, and number of refugees resettled with UNHCR's support increased.
5.5. Transition from relief to development within the context of effective exit and phase-down strategies	5.5.1. UNHCR's presence and cost of operations reduced in situations in which durable solutions are being achieved without undermining protection standards for the remaining caseload by building national capacity, including that of the government.
	5.5.2. UNHCR's active involvement in UN common programming processes at the country level, especially CCA and UNDAF, post-conflict needs assessments and the preparation of poverty-reduction strategies, results in early and sustained engagement of development actors in supporting sustainable reintegration of returnees, early recovery of affected communities, and support to refugee- and IDP-impacted areas.
	5.5.3. Number of joint or partnership programmes with the UN and other development actors increased, which fills the operational gaps caused by the UNHCR phasing down its operations.

STRATEGIES AND MANAGEMENT PRIORITIES

6. Developing dynamic partnerships, with priority given to:	
Objectives	Performance targets
6.1. Strengthening partnership arrangements on internal displacement, mixed migratory flows, statelessness, peacebuilding and the transition from relief to development	6.1.1. Number of joint initiatives resulting from UNHCR's active participation in relevant mechanisms and groups increased.
	6.1.2. UNHCR's continued participation in the Inter-Agency Task Force on women, peace and security and other country-level joint gender initiatives with UNIFEM, UNFPA and UNDP, etc.
	6.1.3. UNHCR-led clusters include members from the government, NGOs, inter-governmental organizations, civil society, and others, as appropriate.



6.2.	Intensifying UNHCR's engagement in and commitment to the effectiveness of UN Country Teams	6.2.1.	All UNHCR Field teams are active participants in the UN Country Team processes, including improved functions of the Resident Coordinators within the context of UN reform.
		6.2.2.	UNHCR's active involvement in the UN humanitarian reform process, including the cluster system, and improved functions of the Humanitarian Coordinators.
6.3.	Implementing participatory planning and needs assessment for refugees, returnees and IDPs	6.3.1.	All UNHCR Country/ Regional Operation Plans reflect active participatory planning and needs assessment including participatory assessment with populations of concern.
6.4.	Increasing implementation through partnerships	6.4.1.	Percentage of UNHCR implementation through partners increased.
		6.4.2.	Quality of UNHCR's partnership with NGOs improved.

7. Guaranteeing age, gender and diversity perspective in operations, with priority given to:	
Objectives	Performance targets
7.1. Applying age, gender and diversity analysis to all operational activities	7.1.1. Five countries in each region are surveyed and assessed to verify if these country operations have been modified from the previous year to reflect the specific needs of various groups and if activities are being implemented to address these specificities.
7.2. Improving gender balance in UNHCR's workforce in the field and at Headquarters	7.2.1. Percentage of women in UNHCR increased, particularly at senior management levels.
7.3. Improving the level and quality of registration, data collection, analysis and documentation at all stages of an operation	7.3.1. Number of country operations registering refugees and others of concern and implementing standard operating procedures for continuous registration increased.
7.4. Implementing the Accountability Framework for age, gender and diversity mainstreaming	7.4.1. Number of managers in compliance with the accountability framework for age, gender and diversity mainstreaming increased.

8. Strengthening external relations, with priority given to:	
Objectives	Performance targets
8.1. Advocating and defending the rights of all persons of concern to UNHCR and promoting a climate in which they are treated with understanding, tolerance and respect	8.1.1. Increase in number of States UNHCR perceives as having improved respect and tolerance for refugees and other persons of concern.
8.2. Demonstrating UNHCR's effectiveness, efficiency and relevance	8.2.1. UNHCR's budget fully funded.
8.3. Expanding UNHCR's donor base and increasing government and private sector contributions	8.3.1. UNHCR donor base expanded and funding increased.
	8.3.2. Number of governments expanding their annual contribution to UNHCR increased.
	8.3.3. Level of funding from individuals, companies and foundations as well as the number of private individuals donating regularly to UNHCR increased.

9. Optimizing security arrangements, with priority given to:	
Objectives	Performance targets
9.1. Operationalizing an integrated approach to security risk assessment and management that promotes the safety of staff, populations of concern, and organizational assets	9.1.1. Security risk assessments undertaken in all Phase Three locations.
	9.1.2. UNHCR is MOSS-compliant in 100% of its operations.
	9.1.3. Post-event evaluations indicate no instances of casualties attributed to UNHCR's negligence in managing security.



10. Improving management, with priority given to:	
Objectives	Performance targets
10.1. Consolidating results-based management (RBM) throughout the organization, including improved policy development, planning, reporting and evaluation	10.1.1. UNHCR's RBM software <i>Focus</i> implemented worldwide.
	10.1.2. Improved accountability framework or system introduced within UNHCR.
	10.1.3. Capacity of the new Policy Development and Evaluation Service (PDES) strengthened so that it can meet the norms and standards for evaluation in the UN system and expand the numbers of evaluations conducted.
	10.1.4. UNHCR management responds in a timely manner to all UNHCR evaluations and implements all accepted recommendations.
10.2. Ensuring an appropriate and sustainable distribution of responsibilities between Headquarters and the Field	10.2.1. UNHCR staff survey indicates responsibilities between Headquarters and Field are appropriately balanced.
10.3. Improving the responsiveness of Headquarters' services to the needs of the Field	10.3.1. Percentage of field staff expressing satisfaction with services and support from Headquarters increased.
10.4. Creating and implementing efficient resource allocation procedures that support a sustainable balance between the operational, administrative and staffing components of UNHCR's budget	10.4.1. UNHCR's programme support and administrative support costs reduced as a percentage of UNHCR's overall budget.
10.5. Putting in place human resource policies that care for individual staff members' well-being, ensure maximum operational effectiveness, including in situations of insecurity, and uphold and promote integrity, professionalism and respect for diversity	10.5.1. UNHCR staff members perceive themselves to be safe and secure in hardship duty stations.
	10.5.2. The work on UNHCR's core values has resulted in enhanced professionalism, integrity and respect for diversity.

Providing international protection

UNHCR's role is to promote the protection and fundamental rights of refugees and others of concern and, where necessary, provide assistance in ensuring those rights are respected. However, with much of its work taking place in insecure environments, the Office faces major hurdles in gaining humanitarian access, monitoring conditions and providing protection, including assistance. In this context, UNHCR's global strategic objectives, outlined below and listed in greater detail elsewhere in this Appeal, provide a framework to help it respond to these challenges.

In fulfilling its first strategic objective of protecting all refugees and others of concern, UNHCR's priority is to secure access to asylum and guard against *refoulement*. Protection also means preventing violence, abuse and exploitation – including sexual and gender-based violence – against the displaced; strengthening the protection of refugees within broader migration movements; and maintaining the civilian character of refugee camps.

UNHCR's second strategic objective is to affirm and develop an international protection regime. The Office promotes compliance with the 1951 Refugee Convention and States' commitments to adhere to international protection standards. UNHCR advocates for a full and inclusive application by State asylum regimes of the 1951 Convention's definition of a refugee. The Office seeks improvements in asylum legislation, policy and practice; and bids to strengthen host countries' capacity to provide asylum and protection.

Also high on UNHCR's agenda is the protection of stateless and internally displaced people. Two separate chapters cover these issues.

Ensuring protection for all refugees and others of concern to UNHCR

Securing access to asylum and protection against *refoulement*

Respect for the principle of *non-refoulement* is critical to the implementation of the 1951 Refugee Convention. While most States have reaffirmed their commitment to

the convention, in a number of situations, asylum-seekers and recognized refugees have been refused entry into safe territory or have been *refouled*.

These violations have occurred for various reasons, including concerns that those seeking entry could be members of armed groups, or were otherwise a threat to national security. Sometimes, State authorities fail to distinguish between asylum-seekers and immigrants living illegally; or they refuse to allow asylum-seekers from particular countries to enter or access asylum procedures. In some States, national-security legislation permits the expulsion or extradition of asylum-seekers or refugees suspected of supporting terrorist activities to their countries of origin. Such actions may be inconsistent with international law.

UNHCR and its partners will continue to intervene with State and other authorities in matters related to the protection of refugees and asylum-seekers. The Office will promote procedures to identify armed elements among civilians fleeing conflict so that the latter are not refused admission. It will work with border guards, police and immigration officials to help them understand their responsibilities towards asylum-seekers and improve their ability to identify those in need of international protection. Where necessary, UNHCR will support the deployment of interpreters at borders and disseminate asylum information in relevant languages.

The Office will monitor the forced return of refugees and asylum-seekers to third countries considered "safe", a practice which raises the danger of *refoulement*. Through advocacy and dialogue, UNHCR will recommend reforms where necessary.

Protecting against violence, abuse, intimidation and exploitation, including sexual and gender-based violence

The prevention of, and response to sexual and gender-based violence is one of UNHCR's five commitments to refugee women and one of the five global priorities for refugee children. Since 2006 UNHCR has promoted the implementation of its standard operating procedures to deal with sexual and gender-based violence in all its operations. In this task it cooperates with government officials, other UN agencies and non-governmental organizations (NGOs). It remains a challenge to ensure that all operations use the



UNHCR

Ensuring asylum-seekers' rights and dignity and countering intolerance is a key element of international protection.

procedures to guide and strengthen their work, but implementation has improved steadily. Indeed, the number of operations using the procedures rose from 40 in 2005 to 55 by the end of 2006.

Another critical challenge that was addressed in 2007 was the lack of systematic procedures for documenting, and analysing data on sexual and gender-based violence. UNHCR's standards and indicators report format helps country operations to make a quantitative analysis of gaps in their response to sexual violence. Other UN agencies and NGOs are also making efforts to manage information on sexual and gender-based violence. However, the system of data collection and analysis has not been standardized to provide reliable, comprehensive and comparable information. As a result, weaknesses in the response to sexual and gender-based violence persist.

To address this challenge, UNHCR is working with the International Rescue Committee, and with the support of UNFPA, UNOCHA and other Inter-Agency Standing Committee (IASC) members, to develop a tool to analyse and share data.

In 2007, UNHCR initiated a global independent evaluation of measures to prevent and respond to sexual violence in its areas of operations. The findings of this evaluation are expected in 2008.

Against this background, in 2008 the office will focus on:

- Continuing and completing the global independent evaluation. The findings of the evaluation will provide UNHCR with the foundation for a three-year strategy on preventing and responding to sexual and gender-based violence. The strategy will be developed in close coordination with partner organizations and country operations.
- Finalizing and deploying a tool to analyse and share data to support a broader information-management system on sexual and gender-based violence.
- Involving men and boys of concern to UNHCR in the promotion of gender equality and efforts to address sexual violence.
- Using the IASC standard operating procedures in IDP settings, incorporating the work of the IASC on gender in humanitarian settings and participating in the multi-agency initiative, UN Action against Sexual Violence in Conflict, to improve the response to sexual and gender-based violence.
- Protecting women and girls as they search for firewood and providing them with alternative forms of domestic fuel in coordination with the IASC Task Force on Safe Access to Firewood and Alternative Energy in Humanitarian Settings.

UNHCR strengthens its work in these areas by building strong partnerships with other UN agencies and NGOs, raising professional standards in community services and closely screening programmes before their implementation. All partners can avail themselves of the Office's technical support and advice. Furthermore, UNHCR's decision to decentralize human and financial resources away from headquarters will allow new regional support positions to be established in the field and will ensure that budgetary support is more easily available for operations.

Refugee protection and international migration

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

UNHCR does not consider itself to be a migration organization. However, in view of the growing links

between refugee protection and international migration across the world, the Office considers it necessary and appropriate to participate in the migration debate. To the extent that this debate has a bearing on its mandate to protect and find durable solutions for refugees and others of concern, UNHCR will advocate for the rights of the displaced.

Since UNHCR's Agenda for Protection identified the protection of refugees within broader migration movements as a priority, the Office has taken action on a number of fronts. At the inter-agency level, UNHCR and the International Organization for Migration (IOM) have founded the Global Migration Group. This Geneva-based forum brings together those international agencies whose mandates are relevant to the migration issue. The group serves as a forum for the exchange of information and aims to set forth common positions on migration and related subjects.

In 2007, UNHCR supported the organization of the civil society segment of the Global Forum on Migration and Development, held in Brussels in July. The forum followed the United Nations General Assembly's September 2006 High-Level Dialogue on Migration and Development. While the Global Forum focuses on labour migration and its link to development, UNHCR will highlight the challenges States face in hosting large numbers of refugees or receiving big returnee movements. The Office will propose ways to ensure that migration-control measures do not prejudice the right to seek and enjoy asylum. It will also



UNHCR/A. Di Lorenzo

Lampedusa, Italy. To address mixed migratory flows, UNHCR introduced a 10-Point Plan of Action to guide States and ensure the protection of refugees.

work with the incoming chair of the Global Forum (the Philippines) to support the State-led Global Forum process, both individually and as a member of the Global Migration Group.

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

For instance, the plan proposes the establishment of “protection-sensitive entry systems”. The aim is to provide training and tools that help border officials screen and respond to people travelling irregularly who may be in need of international protection. UNHCR has also proposed the introduction of a profiling mechanism to help identify those in need of international protection among other arrivals in a country.

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

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

UNHCR has begun to implement the 10-Point Plan in the Mediterranean/Atlantic region (North Africa, Southern Europe) and Eastern Europe (*please refer to the Europe and North Africa chapters*) while seeking to expand its scope to other regions. One possible area for expansion could be the Gulf of Aden, where hundreds of people die annually while attempting to cross the Gulf from Bosasso (Puntland/Somalia) to Yemen. The movement across the Gulf of Aden is “mixed”, as it includes economic migrants as well as individuals fleeing conflict, persecution and/or serious human-rights violations.

In December 2007, the High Commissioner will convene his first “Dialogue on Protection Challenges”, which will propel discussions on a range of protection related issues, as well as key initiatives in the 10-Point Plan. To complement the forum, UNHCR will also host roundtable discussions on the Plan with experts from governments, international organizations, academia and civil society.

The results of these meetings will assist in the development of the 10-Point Plan Handbook, to be issued in 2008. The Handbook will provide detailed guidance on the 10-Points, as well as examples of best practice. These will be complemented by updated policy advice on topics such as secondary movements of asylum-seekers and refugees. The Office plans to develop a training package and to hold workshops in affected regions. The workshops will bring together government officials and other stakeholders to design regional strategies for the implementation of the 10-Point Plan.

With much international migration taking place by sea, UNHCR is increasingly involved with the disembarkation of mixed-migration groups and the search for solutions for those rescued at sea or found as stowaways and who are in need of international protection. The Office cooperates closely with the International Maritime Organization (IMO) in the protection of refugees at sea and has produced a joint UNHCR-IMO leaflet providing guidance for rescue at sea. In late 2008, the Office will convene an inter-agency meeting on protection challenges arising in the context of maritime migration. UNHCR will also participate in the drafting of European Union guidelines on interception and rescue at sea.

Maintaining the civilian character of refugee and IDP settlements

The civilian and humanitarian character of asylum is essential for the safety and security of refugees, and constitutes an important international protection standard. Refugees and IDPs in camps are vulnerable to a range of security problems arising from the breakdown of social order, separation or loss of family members, lack of community support, and the impunity that perpetrators of crimes and violence often enjoy. The camp populations can also fall prey to physical violence, sexual abuse, political manipulation and the diversion of humanitarian aid. The presence of combatants exacerbates refugees’ exposure to the dangers of cross-border attacks and forced military recruitment. The militarization of camps may also inhibit the search for durable solutions such as voluntary repatriation and local integration. At its worst, militarization could jeopardize national and regional stability.

The response to attacks on the civilian character of asylum often remains inadequate. Governments may be reluctant or unable to assume their responsibilities in this regard. UNHCR will continue to promote the use of the operational guidelines included in the document entitled *Maintaining the Civilian and Humanitarian Character of Asylum*, prepared and issued in September 2006 at the request of its Executive Committee (ExCom). This provides practical guidance on how to deal with situations where combatants have infiltrated refugee camps or settlements, or are threatening to do

so. Measures set out in the guidelines include the identification, separation and detention of combatants.

Affirming and developing an international protection regime

Promoting compliance with the 1951 Refugee Convention and commitments by States to adhere to international protection standards

The 1951 Convention relating to the Status of Refugees, its 1967 Protocol and international humanitarian and human rights law continue to provide a solid foundation for international protection. Positive developments in this regard include the recent acknowledgement by European States that persecution by non-state agents is a valid reason to seek asylum. This has also led to the recognition of asylum claims involving gender-based persecution.

Concerns remain, however, regarding restrictive interpretations of the refugee definition in many countries, as well as a broader use of exclusion provisions. UNHCR will work with governments to build institutional capacity in asylum matters and secure the adoption of legislation consistent with international standards. The Office's efforts to strengthen the Refugee Convention will include efforts to promote better access to justice, welfare, livelihood programmes and education.

Improving the quality of asylum legislation, policy and practice

To counter increasingly restrictive asylum legislation and practice, UNHCR will identify areas where it can contribute to the development of progressive refugee law



UNHCR/A. Webster

Somalia. A UNHCR income generation project has supported the creation of a market in an IDP settlement in Hargeisa, where women sell fresh and manufactured products.

and ensure the consistent application of international protection standards. In this regard, ExCom's unique membership – countries of origin and asylum, as well as

Addressing the needs of decision makers

Refworld (www.refworld.org) is the leading source of information necessary for decisions on refugee status. It contains a vast collection of reports on situations in countries of origin, international and national legal frameworks and policies, documents and maps. The information has been carefully selected and compiled in collaboration with governments, non-governmental organizations, academic institutions, judicial bodies and UNHCR's global network of field offices.

Refworld includes multiple and advanced possibilities for browsing by region and/or country, by publisher/source, by topic/keyword and by document type. In addition, it has a powerful full-text search engine. Refworld also highlights special features on relevant and timely topics, such as refugee status determination, statelessness, migration and related issues, gender equality and women, internally displaced persons, resettlement, voluntary repatriation and children. It contains more than 88,000 documents relevant to countries of origin and asylum and other issues, and is updated daily.

The Strengthening Protection Capacity Project in Zambia

In 2007 UNHCR introduced the Strengthening Protection Capacity Project in Zambia (SPCP-Z) with financial support from the Government of Denmark and the full partnership of the Government of Zambia. The key objectives of the SPCP-Z are to address gaps in refugee protection and expand opportunities for durable solutions for all refugees.

Phase 1, initiated in 2007, includes an analysis of protection gaps and joint consultations with refugees, the Government of Zambia, NGOs and international partners to set priorities and agree upon a multi-year plan of action. This phase includes projects to register and profile some 120,000 refugees. Key government stakeholders will be trained in protection, and projects to enhance legal services for asylum-seekers and

refugees, raise public awareness of refugee issues and address sexual and gender-based violence will be undertaken.

Phase 2, in 2008, will include working with Zambia to ensure the enactment of a new refugee law that meets international standards. Administrative capacity will be strengthened to help implement the new law and ensure that other legislation is consistent with the new statute. Also slated for Phase 2 are projects to improve reception, registration and documentation; ensure safe environments for refugee women and children; and improve access to essential services and justice. The search for solutions will be supported by voluntary repatriation or resettlement, where appropriate, and the expansion of possibilities for self-reliance.

donor States – will buttress its authority in setting the relevant standards.

Enhancing host-country capacity to provide asylum and protection

Information sharing is a vital part of UNHCR's efforts to support States in matters related to displacement. In 2008–2009 UNHCR will provide information and procedural guidance to governments, judicial bodies, NGOs, and legal practitioners engaged in refugee status determination (RSD) and other protection activities. The Office will emphasize the need for accurate, reliable, objective and accessible protection information. Field staff will be further trained to apply international standards in the assessment and use of evidence.

To aid these efforts, UNHCR has designed a state-of-the-art platform for its protection information system, *Refworld*, available at www.refworld.org. The system will be improved with personalization features, regular information alerts and information-sharing agreements with external providers.

UNHCR will reinforce its information activities by aiding and conducting training programmes in refugee law. It will continue to team up with the International Institute for Humanitarian Law of San Remo (IIHL) to organize courses on international refugee law and human rights for government officials, refugee adjudicators and NGOs. The Office will also support refugee law courses in San José, Costa Rica and in the European cities of Strasbourg and the Hague.

The Strengthening Protection Capacity Project (SPCP) will continue to help States and communities build the

capacity to protect refugees and others of concern and to find solutions for them. The principal country activities in 2008–2009 will be in Armenia, Azerbaijan, Georgia and Zambia, as well as ongoing initiatives in Kenya, the United Republic of Tanzania (Tanzania) and Thailand. Other countries for which projects have been developed but which are awaiting financial support are Bolivia, Burundi, Costa Rica, Ecuador, Egypt and Yemen.

The SPCP will also provide tools and best-practice information. This will include the UNHCR publication on enhancing protection for refugees, *Protection Gaps: Framework of Analysis*, translated into Arabic, French, Russian and Spanish. It will also support field tests of the inter-agency IDP framework, *Protection for Conflict-Induced IDPs: Assessment for Action*. Additionally, the SPCP will support the development and publication of a framework for action by UNHCR's Statelessness Unit.

To make protection more systematic, the SPCP will work with other divisions and units in the Office to improve operational planning. This should ensure multi-sectoral, participatory and comprehensive approaches to reduce gaps; improve protection reporting; expand funding for projects to remedy persistent protection gaps; and help international and non-governmental partners to participate in UNHCR initiatives.

Age, gender and diversity mainstreaming

To strengthen the provision of international protection, particularly for women, children, older people, those with disabilities and other diverse groups, UNHCR has adopted a strategy to mainstream age, gender and

diversity considerations into all operations. The overall goals are gender equality and enjoyment of rights by all people of concern. To fulfil this aim, UNHCR will:

- Implement a system-wide, multifunctional team approach, using participatory assessments to identify protection risks and gaps with partners, staff and people of concern to UNHCR.
- In operations, reinforce community-based programmes which build on the skills and capacities of refugees and others of concern and promote their active participation in the protection of their rights.
- Promote community outreach and establish individual case-management systems in operations to protect those most at risk of trauma and violations of their rights.
- Promote a common approach among UN agencies and government and non-government partners to age, gender and diversity analysis; support targeted action to protect groups that are discriminated against.
- Increase senior management accountability for UNHCR's responsibilities under its mandate law to promote gender equality and the rights of women,

children, older people, those with disabilities and other groups suffering from discrimination.

To achieve these goals, in 2007 UNHCR joined with different stakeholders to develop a three-year action plan. The plan focused on accountability, attitudes and leadership; coordination and partnership; targeted action for empowerment; the integration of age, gender and diversity considerations into policies, procedures and systems; organizational capacity building; and resources.

The action plan will be strengthened in 2008 by an independent evaluation of the implementation since 2004 of UNHCR's age, gender and diversity mainstreaming strategy in selected country operations and at headquarters. This will allow UNHCR to measure the impact of the strategy, in particular the introduction of participatory assessment, and on the protection, especially of women and children and those with specific needs. The evaluation will benefit from the direct participation of people of concern, who will be able to express their views on the delivery of protection and assistance, UNHCR's relations with partners, and staff attitudes. The evaluation will also serve to highlight and document good practice.



Kakuma refugee camp, Kenya. In an enclosed area, women and children are protected from violence, sexual or physical abuse, forced marriage or domestic violence.

The Accountability Framework

In 2007, the pilot testing of the age, gender and diversity accountability framework was completed. Based on the results, the framework was modified and then launched in all country operations, with the exception of advocacy operations. A separate framework will be developed for advocacy operations. The accountability framework lays down minimum standards of practice to create an organizational and operational environment that is conducive to achieving equitable outcomes and gender equality for all people of concern, regardless of sex, age and background.

More specifically, the framework will support staff, especially managers, in meeting their commitments by outlining clear responsibilities for the mainstreaming of age, gender and diversity concerns into all of UNHCR's work. The framework will provide clear guidelines for staff at different levels, encourage transparency and facilitate organizational learning. Analysis of the results will help identify global and regional trends and areas requiring more financial and technical support.

The accountability framework will also support multi-functional teams in UNHCR offices working to promote understanding of age, gender and diversity issues. Their role is to support training programmes for partners and staff, develop links with country-level experts and follow up on participatory assessments to ensure action is taken and feedback provided to people of concern.

In 2008, selected multi-functional teams will participate in a coaching project designed to improve skills in age, gender and diversity analysis, facilitating dialogue and managing expectations. Staff and partners will be helped to implement coherent community-outreach

strategies. They will also be provided with effective systems for managing individual cases, using existing tools such as the *proGres* registration database.

The operations in Jordan and the Syrian Arab Republic will provide valuable experience in the urban context, as will the work of the office in Nairobi. The lessons learned will improve guidance to the field in 2007 and 2008.

To strengthen its work in the above areas, UNHCR will focus on inter-agency partnerships and deployment schemes with NGOs. It will raise the professional standards of community services and screen all projects prior to functional clearance, besides providing technical support and advice as required. Furthermore, it will decentralize both human and financial resources to the field. As a result, the section at headquarters will diminish in size, in order to enable senior regional posts to be created in Asia and the Americas and provide more support to the Middle East and North Africa programmes. Budgeting functions will also be decentralized to the field to ensure that support is more easily available to operations.

Given the complexity of delivering and monitoring international protection in an environment of large-scale population movements, UNHCR will focus on its core mandate of protection. To ensure that its interventions yield effective results, it will strengthen collaboration with governmental, non-governmental and other partners. These partnerships, which will include host communities, are all the more important given the particular challenges presented by massive internal displacements and mixed flows of asylum-seekers and economic migrants. UNHCR will seek to widen its understanding of current population movements, for only then will it be able to deliver the best results.

Policy priorities

Protection is at the centre of everything UNHCR does. All its programmes and activities are geared to ensure that refugees and others of concern enjoy fundamental rights and are able to exercise them in safety and dignity. UNHCR's global strategic objectives establish clear targets against which to measure the effectiveness of its protection and assistance programmes. In 2008-2009, the priority objectives that will have a direct impact on the lives of people of concern include:

- Protecting the displaced against violence, abuse, intimidation and exploitation, including sexual and gender-based violence;
- Reducing malnutrition and major health hazards, notably malaria, HIV and AIDS, and addressing inadequate reproductive health services;
- Reducing the protection risks people of concern face and improving their standards of living, especially in relation to water, shelter and sanitation services;
- Facilitating the economic empowerment of displaced women and their meaningful participation in management and leadership of community decision-making bodies; and
- Improving the educational and vocational skills of young people;

A further current priority for UNHCR is management reform, led by the Structural and Change Management team. This aims to revise structures, processes, staffing and implementation to improve the overall performance of the organization.

Protection of women and gender equality

In 2007, UNHCR followed up on the recommendations contained in its Executive Committee (ExCom) Conclusion on Women and Girls at Risk (A/AC.96/1035, para.17) and contributed to the UN-wide implementation of Security Council Resolution 1325 (2000) on Women, Peace and Security. A pilot project in early 2007 in Asia (see *box*) led to the development of a tool – to be disseminated in 2008 – to help identify individuals most at risk of trauma and violations of their rights.



Fred Noy/DW photo

Eritrea, Kilo 26 refugee camp. Strengthening protection for women and girls-at-risk is one of UNHCR's Five Commitments to Refugee Women.

To further its work on the protection of women and gender equality, in 2008 UNHCR aims to:

- Ensure that staff and partners use the *UNHCR Handbook for the Protection of Women and Girls*, (publication due in 2008) which includes the Executive Committee Conclusion on women and girls at risk adopted in 2006 and Security Council Resolution 1325;
- Strengthen women's participation in leadership and economic development;
- Participate in Inter-Agency Standing Committee (IASC) activities, in particular the Sub-Working Group on Gender in Humanitarian Settings, to ensure a common approach by promoting Security Council Resolution 1325 and use of the *Inter-Agency Standing Committee Gender Handbook*, published in December 2006.

UNHCR will focus on two areas as it works to improve the situation of refugee women. First, it will strive to achieve the targets for their participation in refugee management and leadership committees, as set out in the High Commissioner's Five Commitments to Refugee Women. Since 2007, UNHCR has been reviewing women's participation in camp-management committees to identify the 10 camps in each region with the lowest participation rates. Each year, one region is targeted for improvement. UNHCR will train and mobilize women to address the problems they face and to strengthen their knowledge of international legal instruments to protect their rights. UNHCR will seek to increase opportunities for both refugee and internally displaced women to participate in peace processes through partnership with other UN agencies and targeted activities in selected repatriation countries.

UNHCR's second area of focus is economic self-sufficiency, for example through technical and financial support for women's livelihood projects. The aim is to enable women and their families to improve their basic living conditions and to combat survival sex. In addition to funds in country operations for small income-generation activities, the Office is working to raise resources through the Women Leading for Livelihoods project, which encourages businesswomen to support displaced women's economic development. Fund-raising work will also draw attention to those funding gaps in operations which particularly affect women, such as shortages in the provision of sanitary materials.

Refugees and risk assessment

In a follow-up to the ExCom Conclusion on Women and Girls at Risk, in 2006 UNHCR joined forces with two Australian organizations, the Centre for Refugee Research of the University of New South Wales and the Victorian Foundation for Survivors of Torture, to build on their work on refugees and risk assessment. The purpose of the pilot project was to test an assessment methodology for the early identification of those individuals, particularly women and girls, most traumatized or facing other grave protection risks, and hence in urgent need of protection in a refugee community.

In March 2007 the assessment methodology was used in refugee camps in Bangladesh. Consultations with refugees included four-day sessions with groups of 30 women and men in the Nayapara and Kutupalong refugee camps, and 80 individual interviews. The process enabled the assessment team to undertake, with the participation of the community, a situation analysis of protection risks, community capacities and proposed solutions. The methodology focused on eliciting from the women and men the history of their flight, the protection risks they faced in their current living conditions, the coping mechanisms they had developed and the solutions they saw for the future. The consultations also brought forth refugees' opinions on who was most at risk of violations of their rights in their community.

The individual interviews were conducted using a risk-assessment tool to identify those people in need of immediate support due to the traumatic effects of their experiences as well as those most likely to suffer further violence. Based on the field testing, the methodology and risk-assessment tool were improved for use by UNHCR.

Protection of children

In 2007, UNHCR improved protection for unaccompanied and separated children by strengthening implementation of its *Guidelines on the Formal Determination of the Best Interests of the Child*. Furthermore, it conducted a study on identification and referral and, together with the Lutheran Immigration and Refugee Service, outlined the services provided to unaccompanied and separated children. Building on this and on ExCom's Conclusion on Children at Risk (A/AC.96/1048, para.14), adopted in October 2007, UNHCR and its partners will work to strengthen child-protection systems. Furthermore, the Office will promote the participation of girls and boys in its operations, with a particular focus on their perceptions of violence and how to address them.

Within the framework of the Five Global Priorities for Refugee Children, UNHCR will:

- Develop and promote effective child-protection systems through partnership, advocacy and resource mobilization. This will ensure a holistic approach to the protection and care of children through monitoring, identifying those at risk of violations of their rights, determining best interests and finding durable solutions;
- Disseminate the *Guidelines on the Formal Determination of the Best Interests of the Child* and ensure their implementation;
- Strengthen the participation of children in UNHCR's programming through participatory assessments, research on children's perceptions and experience of violence, and specific projects for adolescent girls and boys;
- Strengthen the competence of UNHCR and partner staff by promoting use of the Action for the Rights of Children training and capacity-building initiative and supporting inter-agency training for child protection in emergencies.

Protection of older people and those with disabilities

In 2000, UNHCR's Standing Committee endorsed its policy on older persons, which outlines the protection risks older refugees face, highlights their capacities and calls for the integration of their needs into programming. The adoption of the 2006 UN Convention on the Protection and Promotion of the Rights and Dignity of Persons with Disabilities provides UNHCR with a clear framework for the protection of refugees with disabilities. In June 2007, UNHCR presented a paper on the Protection of Older Persons and Persons with Disabilities to the 30th Meeting of the Standing Committee. The paper highlights the main protection challenges in this area and outlines efforts by UNHCR to respond to them. Finally, it summarizes the key areas for attention and follow-up in the next three years.

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



UNHCR/G. Amarasinghe

Sri Lanka. The Kotagola school has 366 boys and girls studying for the General Certificate of Education.



UNHCR/A. Webster

Kenya. A Sudanese educator discusses reproductive health and family planning with a group of Sudanese women in Kakuma refugee camp, Kenya.

Nevertheless, more must be done to incorporate the protection needs of older people and those with disabilities into policies and programmes, with a focus on their capabilities. To that end, UNHCR will:

- Improve early identification and individual case management through use of the assessment tool for refugees and others in urgent need of protection;
- Ensure increased use of the *proGres* registration database to record and analyse information on those with specific needs;
- Promote the systematic incorporation of the needs of older people and those with disabilities, as well as recognition of their capacities, into country programmes, policy guidance, and learning programmes;
- Develop and strengthen partnerships with UN agencies, specialized NGOs and academic institutions so that UNHCR field operations benefit from their expertise in dealing with older people and those with disabilities;
- Promote the application of the UN Convention on the Protection and Promotion of the Rights and Dignity of Persons with Disabilities.

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

HIV and AIDS

UNHCR will begin implementing its new HIV and AIDS Strategic Plan for 2008–2010. As a UNAIDS co-sponsor, UNHCR will be the technical lead agency for HIV and AIDS among conflict-affected and displaced people, under the UNAIDS-agreed Division of Labour. Indeed, providing protection is inextricably linked to providing HIV and AIDS prevention, care and treatment. UNHCR will ensure that HIV and AIDS modules are integrated into all its training programmes and included in related international guidelines and policies; expand technical support to the Field; and participate in interagency assessments.

As the Chair of the UNAIDS' Committee of Co-sponsoring Organizations in 2007/08, UNHCR will advocate for the inclusion of people of concern into HIV and AIDS programmes, policy documents and guidelines. UNHCR programmes will be developed in line with UNAIDS' key objectives. UNHCR also participates in the IASC team on HIV in emergencies.

UNHCR will continue to work on the relationship between HIV, substance abuse, transactional sex and sexual and gender-based violence. Prevention, care and treatment will be integrated into existing programmes and policies in countries of asylum and in all voluntary

repatriation and reintegration programmes in countries of origin. Through its Antiretroviral Medication Policy for Refugees, UNHCR will strengthen treatment for refugees, IDPs and other people of concern.

In moving towards the goal of universal access to HIV and AIDS prevention, care and treatment by 2010, UNHCR will ensure that people of concern to the Office are adequately covered. Collaboration with other UN agencies in programme areas will also be intensified. These partnerships include those with UNFPA on male and female condoms, transactional sex, and sexual and gender-based violence; with WHO on HIV and AIDS policies; and with WFP on food security. Links with other humanitarian actors such as UNICEF and OCHA will also be fostered.

Under the “UNHCR Cares” programme, the Office will continue to provide all staff members and their families with basic information about HIV and AIDS. It will work to reduce discrimination against people with HIV and AIDS in its offices, and provide staff with care and treatment. Regular staff information bulletins on HIV and AIDS issues will be published.

Special health priorities

UNHCR will focus on implementing strategies to achieve international standards of health among people of concern through timely interventions for the prevention and mitigation of communicable and non-communicable diseases and by reducing acute malnutrition rates and micronutrient deficiencies. These efforts will minimize mortality and morbidity among people of concern while protecting their human rights and dignity.

UNHCR will advocate with host Governments for refugees to have access to public health services at equivalent levels to host populations, and for the inclusion of refugees in national prevention and response campaigns for major diseases. The Office will focus priority attention on malaria and other communicable disease control, integrated management of childhood illnesses, safe motherhood, SGBV and reproductive health care. Programme planning and monitoring will strengthen UNHCR and partners’ surveillance capacity and reporting systems. UNHCR will also improve its surveillance system through further field implementation of the Health Information System in all operations.

Communicable diseases brought on in part by malnutrition are responsible for millions of preventable deaths each year. In 2008-2009, UNHCR will strengthen its preparedness and response capacity for the epidemics which often affect operations.

Malaria

UNHCR will implement a new Malaria Strategic Plan for 2008-2010. Currently, most refugees in malaria-endemic areas have access to the recommended anti-malaria treatment – a combination of drugs including Artemisinin – which is recommended by national ministries of health, WHO and UNHCR. The emphasis for 2008-2010 will be to fully implement the strategic plan in more countries ensuring access to adequate treatment, and reinforce specific strategies, such as preventive treatment of pregnant women during antenatal visits; providing insecticide-treated mosquito nets; checking all suspected malaria cases with rapid tests and/or microscopy; and improving case management by training health staff.

Nutrition

UNHCR, in partnership with WFP and others, has taken strategic steps to reach acceptable standards in nutrition and related sectors. The Office has included nutrition as part of its Global Strategic Objectives for 2008-2009 and will focus on the link between health and HIV and AIDS programmes. UNHCR has given priority to nutrition in its budget planning for 2008-2009. All these measures will raise the nutritional and health status of refugees, IDPs and others of concern.

UNHCR’s technical capacity in nutrition management has been enhanced by short-term arrangements. These include a new Junior Professional Officer post at Headquarters and the integration of a food security component into the terms of reference for UNHCR’s WFP liaison officer, and consultancies at regional and country levels.

To ensure that the nutrition policy is consistent throughout its programmes, UNHCR will participate in the UNICEF-led IASC nutrition cluster, the Ending Child Hunger and Undernutrition Initiative led by UNICEF and WFP, the inter-agency working groups on infant and young child feeding, and the UN Standing Committee on Nutrition.

UNHCR’s Nutrition and Food Security Strategic Plan for 2008-2010 includes nine objectives relating to advocacy, prevention, care and treatment, capacity-building, assessments, surveillance, monitoring and evaluation, operational research and resource mobilization. In 2008-2009, UNHCR will focus on improving technical support at headquarters, regional and country levels; strengthening its partnership with WFP; ensuring adequate, high-quality food rations;

ensuring provision of micronutrients through fortified foods or supplements; scaling-up infant and young child feeding programmes; improving treatment of severe acute malnutrition; and establishing and advocating for integration and return policies that protect nutritional requirements.

Safe motherhood

Reproductive-health interventions must continue and often be intensified in times of crisis. Lack of emergency obstetric care increases the risk of maternal and newborn death and disability; so can malnutrition, stress and epidemics. At times of conflict and population displacement, childbirth can occur on the wayside and in other precarious situations. The attendant social instability increases the danger of sexual and gender-based violence.

Though the reproductive-health situation has improved in many emergency and post-emergency settings in the past few years, numerous gaps remain to be filled. These include:

- Delayed implementation of the Minimum Initial Standard of Services at the onset of emergencies;
- Inadequate capacity in health facilities to offer basic reproductive-health services, including emergency obstetric care;
- Difficulties in receiving friendly, confidential, high-quality and comprehensive services;
- Limited capacities among women and adolescents to control their sexual and reproductive lives.

UNHCR will implement the new Reproductive Health Strategic Plan 2008-2010, working to achieve the UN's Millennium Development Goals related to reduction of maternal and newborn morbidity and mortality, stemming the transmission of sexually transmitted infections, including HIV, attaining comprehensive prevention, treatment and response to SGBV cases, and ensuring that reproductive health is mainstreamed into regular health services.

Education

UNHCR recognizes that safeguarding the right to a good education in a safe learning environment is essential both for the protection of refugee children and for finding durable solutions for them. In that respect, UNHCR's policy is to ensure the delivery of primary education, lower secondary education and non-formal education to all people of concern, as well as to facilitate access to post-primary education, particularly for girls.

UNHCR will base its 2008-2009 activities on its Education Strategy, which calls for an updated analysis of gaps in access to education in all phases of operations; securing the safety and the quality of learning environments; and offering post-primary education, including vocational training. In line with UNHCR's Global Strategic Objectives, the overall goal of this strategy is to raise school enrolment rates by 10 per cent each year while maintaining gender parity. Particular attention will be paid to the huge needs with regard to Iraqi displacement. Based on detailed assessments of educational needs in Jordan and Syrian Arab Republic, UNHCR and UNICEF launched a joint appeal for USD 129 million which will expand the educational infrastructure in host countries. This includes construction and rehabilitation of schools, recruitment of teachers, teacher-training, school material and equipment as well as support to community-based initiatives such as remedial classes for out-of-school children and youth and support to vulnerable families. UNHCR needs strong and continued support for the following planned activities:

- *Access and retention of education.* Under the Education for All project, UNHCR will give technical support to countries with low enrolment rates. It will also play an active role in the global education cluster to deliver education in emergencies. It will also facilitate regional workshops on the *Minimum Standards on Education in Emergencies, Chronic Crises and Early Reconstruction*;
- *Continuity of education in all phases of operations.* UNHCR will revise the *Education Field Guidelines* to include clear instructions on education in emergencies and stable operations, as well as in local integration and reintegration contexts;
- *Safety and quality of education.* The Office will disseminate the *Guidelines on Safe Learning Environments*, develop training modules and lead an inter-agency initiative on safe learning environments. The initiative will include technical and financial support for countries where unsafe learning environments result in high drop-out rates. Regional workshops will promote use of the *Guidelines*;
- *Post-primary education.* The Adolescents-at-risk project initiated in West Africa will be expanded to countries outside the region. Funding for vocational training will be secured through earmarked funds.
- Under the Ninemillion.org campaign, UNHCR will pilot Education (Plus), a multi-sectoral approach to strengthening education programmes to help children develop their full potential. The initiative will emphasize safe and high-quality education, girls' participation, post-primary opportunities, life-skills training and sports.
- *Post-secondary education.* UNHCR will provide educational opportunities at university level for 1,500 students in more than 35 countries under the annual

Albert Einstein German Academic Refugee Initiative (DAFI). A forthcoming expansion of the programme will enable DAFI to provide academic support for Master's degree programmes. Furthermore, UNHCR will introduce, for the first time, academic support on a limited scale for returning refugees. It will also launch a DAFI alumni network.

respond to identified needs and promote sound environmental management in UNHCR operations, including internal displacement situations. This will require raising awareness of key environmental issues; intervening at the earliest possible stage of an operation to prevent or limit damage; developing practical field projects; and training and supporting implementing partners and government agencies in their work.

The environment

UNHCR will implement its environmental policy in refugee, IDP and returnee operations based on four principles stipulated in its *Environmental Guidelines* (1966, 2005): 1) prevention before cure; 2) an integrated approach; 3) local participation; and 4) cost effectiveness. In 2008-2009 UNHCR will integrate these principles into all relevant activities and ensure that its inputs are timely, appropriate and well coordinated. A broad range of projects and activities will

Experience has shown that if environmental concerns are factored into the earliest stage of an operation, damage to the environment can be limited and costly rehabilitation avoided. Activities under the 2008-2009 work plan include promotion of best practices and introduction of new techniques in field operations; dissemination of environmental guidelines in light of lessons learned; training in environmental management for UNHCR staff, implementing partners and government counterparts; the roll-out in priority countries of environmental assessment, planning, monitoring and evaluation tools; and promoting sustainable agricultural practices.



Syria. A school for Palestinian refugees who fled Iraq, at the Al Tanf Camp on the Iraq-Syria border.

UNHCR will work to manage resources responsibly in its global operations. Energy efficiency in buildings and field operations, reductions in travel, the search for renewable energy, proper land-use management, soil and water conservation and reforestation will contribute to reducing greenhouse emissions. New public and private-sector partnerships will be developed to support innovative energy solutions with technical expertise and funding.

UNHCR will team up with the World Conservation Union to devise restoration and rehabilitation plans; with CARE International in the dissemination of assessment, monitoring and evaluation tools; the Southern Alliance for Indigenous Resources (SAFIRE) on sustainable agriculture; and UNESCO on environmental education. The Office will collaborate at the policy level with UNEP, OCHA, UN-Energy and the World Meteorological Organization (WMO).

Structural and management change

The aim of the Structural and Management Change Process launched in February 2006 is to improve UNHCR's responsiveness to the needs of its beneficiaries by channelling more of its resources into operations, reducing administration and headquarters costs, and locating staff and services where they are most effective. This has involved reviewing and realigning structures and processes, as well as workforce and implementing arrangements, to maximize flexibility, effectiveness and overall performance.

Structures

The structural part of UNHCR's reform comprises two main strands. Under the first, the Office will transfer a number of its administrative and centralized support functions to Budapest, thereby freeing resources for its field operations. The savings accruing from the move to Budapest are expected to be in the range of USD 10 million per year, once the initial investments have been made. The Government of Hungary is contributing top-grade premises in central Budapest and office

furniture, as well as free utilities for a period of ten years.

Under the second structural strand, the Office has been examining ways of improving operational effectiveness by strengthening regional offices, decentralizing a number of operational support functions, and improving planning capacity at the sub-regional level. A framework on decentralization and regionalization adopted in June 2007 sets out four models for regional structures, to be used flexibly in response to conditions on the ground. By strengthening regional structures, it is expected that the number of stand-alone country operations reporting directly to Headquarters will be reduced from 71 today to a fraction of that number by 2010.

Processes

Work in the area of processes has focused on clarifying organizational priorities through a revision of UNHCR's Global Strategic Objectives and linking these more clearly with planning. Equally important is a new resource allocation model which increases flexibility, empowers field and operations managers, and clarifies accountability for operations and for financial management and control. A parallel redesign of UNHCR's budget structure has been proposed to provide the flexibility called for by increasing inter-agency collaboration at field level and by the Office's need to tap decentralized sources of funding.

Workforce and implementing arrangements

Reforms in this area include the alignment of staffing policies and strategies with organizational needs, and a review of the composition and deployment of UNHCR staff in the field. Also under review is the balance between projects implemented directly by UNHCR and those carried out by partners.

An annual Global Staff Survey was introduced in 2006 as a change management tool that ensures staff participation in identifying and addressing critical workplace issues.

Finding durable solutions

The protection of refugees and internally displaced persons (IDPs) must include the search for durable solutions to their plight. But for millions of the displaced around the world, those solutions are nowhere in sight. Often socially excluded and poor, many refugees and IDPs are confined to camps where they find little freedom of movement and few hopes for self-sufficiency. In many circumstances, protection challenges are perpetuated in the absence of longer-term solutions to displacement.

Accordingly, a drive to implement comprehensive solutions in refugee situations, particularly protracted ones, will be the cornerstone of UNHCR's work in 2008-2009. New efforts to involve more national and international development actors should help avert protection gaps once UNHCR's presence in an area is reduced or phased out. These broad strategic objectives will be complemented by efforts to create conditions conducive to voluntary return and sustainable reintegration on the one hand and support for local integration as a durable solution on the other. Where applicable, resettlement will serve as a protection tool, durable solution and burden-sharing mechanism.

UNHCR's work to resolve protracted refugee situations will benefit from the establishment of core groups of interested donors and other partners in the field or at headquarters, targeted use of the Strengthening Protection Capacity Project, and comprehensive consultations with refugees. In 2008 and 2009 the Office will build on the progress achieved in a number of refugee situations, including those of Croatians in Serbia, Burundians in the United Republic of Tanzania (Tanzania), Afghans in Pakistan and Myanmar refugees in Thailand and Bangladesh, among others.

UNHCR and its partners in UN country teams will also be guided by the Framework for Durable Solutions for Internally Displaced Persons, developed by the Representative of the Secretary-General on the Human Rights of IDPs. The framework will help country teams to identify lingering protection gaps, particularly in protracted IDP situations such as those in the Balkans or the Caucasus. By consulting with different groups within displaced communities, the Office will ensure that their varied needs are addressed. Standard procedures to determine the best interests of each separated or unaccompanied child will identify the most appropriate solutions for them.



UNHCR/J. Reuben

Mozambique. A refugee widow from Burundi has used funds provided by a UNHCR-backed microcredit scheme to become self-sufficient.



UNHCR/J. Rauniar

Nepal. For the first time in 16 years, there is progress towards durable solutions for refugees in Nepal, including the Government's approval for resettlement.

Assessments conducted with the participation of refugees and IDPs have shown clear links between livelihoods, protection and physical security. UNHCR will offer technical support to selected countries in Africa, Asia, Europe, and the Middle East to promote self-sufficiency as a protection tool, pending durable solutions. It will pursue self-reliance and livelihoods strategies in Southern Africa, the Maghreb countries, Latin America and the States affected by the Iraq crisis, among others. UNHCR will also build partnerships with ILO and FAO to increase opportunities for self-reliance and gainful employment.

The Women Leading for Livelihoods project, launched in 2007, will encourage entrepreneurship, skill-building and self-sufficiency, thereby reducing dependence on international aid. Roma women in Serbia and refugee women and children in Morocco could be the first beneficiaries of such projects, which will focus on vocational training, micro-finance and the development of small businesses.

The momentum achieved in local integration in 2007 will be sustained. To contribute to peace and stability in West Africa, UNHCR has launched a regional initiative to promote the local integration of the Liberian and Sierra Leonean refugees remaining in seven countries: Côte d'Ivoire, the Gambia, Ghana, Guinea, Liberia, Nigeria and Sierra Leone. Between 2008 and 2010 UNHCR, in close consultation with UN country teams and other partners (especially ECOWAS), will implement projects to ensure the economic, social and legal integration of these refugees. The initiative, which will be community-based, will also benefit refugee-hosting areas. Youth employment will be a key part of this effort.

In Southern Africa, UNHCR is discussing the local integration of remaining refugee populations with the Governments of Mozambique, Namibia and Zambia. In Serbia, UNHCR will work with UNDP and the Danish Refugee Council to strengthen the livelihoods of IDPs

from Kosovo, pending durable solutions. In Latin America, UNHCR is employing microcredit, vocational training and housing schemes as critical elements in local integration.

Most refugees would 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. In this context, voluntary repatriation and reintegration is usually the best solution for refugees, providing it is safe and reintegration is viable. In 2007, some 735,000 refugees returned home. In 2008 and 2009, it is expected that 1.1 million will return to their areas of origin, mainly in Afghanistan, Burundi, the Democratic Republic of the Congo (DRC), Mauritania and Southern Sudan. Some 660,000 IDPs are also expected to return to their home communities in 2008, particularly in Uganda, Nepal and a number of other countries.

UNHCR's new framework on reintegration builds on lessons learned from the 4Rs (repatriation, reintegration, rehabilitation and reconstruction) approach. It has benefited from the inputs of major development partners (including ILO, UNDP and the World Bank) and is consistent with the overall UN policy on employment creation, income generation and reintegration in post-conflict situations. It recognizes refugees as agents of development and emphasizes livelihood creation and partnerships with development actors.

Reforms in the global humanitarian system to encourage system-wide coherence in aid projects, support UNHCR's post-conflict recovery efforts. The Office will promote a two-pronged approach to return and reintegration by facilitating returns on the one hand and providing basic needs and livelihoods support on the other. Since 2005, UNHCR has participated in the Humanitarian Reform process, including the cluster approach to improve its response to the plight of IDPs. As leader of the Protection, Camp Coordination and Camp Management and Emergency Shelter clusters in complex emergencies, the Office plays an important role in UN efforts to support Governments in protecting and assisting IDPs and finding durable solutions for them.

UNHCR will reinforce its partnerships with a variety of humanitarian and development actors in order to promote durable solutions. This will allow it to better allay protection concerns, promote sustainable livelihoods and address basic social needs. The expertise of key partners such as ILO and FAO in vocational training, micro-finance, income generation and rural development is vital to ensure the sustainability and effectiveness of UNHCR's work. UN agencies are working closely with local communities to achieve the UN's Millennium Development Goals. UNHCR will partner with UNDP to target programmes at refugee-hosting and returnee communities in Colombia, Ecuador, Serbia and Sri Lanka. The Office

will also deepen cooperation with governments and civil society groups in matters related to governance and the rule of law in post-conflict countries.

The World Bank's new policy framework for fragile States is of particular relevance for UNHCR, as it gives new impetus to collaborative work in post-conflict settings. UNHCR will strengthen strategic dialogue and operational partnerships with the World Bank and other international and regional financial institutions, for instance the African Development Bank.

Regional groupings such as the African Union (AU) will play an equally important role in UNHCR's durable-solutions efforts. Indeed, the AU has developed a *Policy Framework on Post-Conflict Reconstruction and Development* to formulate more effective reintegration initiatives, and UNHCR will help to make the framework operational. In the case of NGOs, an innovative durable solutions partnership with the Danish Refugee Council will be piloted in at least three countries from a group that includes Georgia, Liberia, Serbia and Uganda. Partnerships with CARE, the International Rescue Committee, Norwegian Refugee Council and the Women's Commission on Refugee Women and Children will also be expanded.

Finally, UNHCR will strengthen its operational ties with the Japan International Cooperation Agency (JICA) based on a Memorandum of Understanding signed in 2007. With the expanded JICA (which will include the country's Bank for International Cooperation) Japan is expected to play a bigger role in linking relief and development and promoting peacebuilding and human security.

UNHCR has been able to position resettlement as a durable solution, as well as an important protection tool. Indeed, total resettlement submissions worldwide for 2006 increased by 17 per cent from the previous year. By mid-2007, the number of resettlement submissions already exceeded the submissions for the entire 2005. These higher numbers are due in part to large resettlement operations in Thailand, Malaysia and the Middle East. Nepal is also on the way to becoming a significant resettlement operation. To generate more commitment and predictability among resettlement partners, UNHCR has developed a Multilateral Framework of Understanding to cover Iraqi refugees in the Middle East, and another multilateral framework is being prepared for refugees in Nepal.



UNHCR/K.G. Egziabher

Ethiopia. UNHCR organized the return from Ethiopia to South Sudan of 21,000 refugees in 2006-2007. Some 102,000 Sudanese from neighbouring countries should be repatriated in 2008.

In 2007, field-friendly tools were developed to improve resettlement planning and delivery. These include a method for identifying people who are likely to suffer greater protection risks as well as standard operating procedures and selection-mission questionnaires. Furthermore, anti-fraud training has helped the Resettlement Service guard against abuse of its programmes.

In accordance with its global strategic objectives, UNHCR will expand and diversify its resettlement activities. By improving operational standards, it will seek to deliver a more coherent and predictable programme that addresses refugees' needs with diligence, integrity, transparency and accountability. The overriding objective is to raise the quantity and quality of resettlement submissions. The Office expects to increase the number of submissions to 60,000 in 2008. 10 per cent of submitted cases will be for women-at-risk, including those with specific protection problems, who are single heads of household, or are accompanied by an adult male who is unable to support the family.

UNHCR will use resettlement strategically to improve access to other durable solutions and to improve protection for refugees who cannot be resettled. In some cases, this may mean that the host government will consider local integration if part of a group is resettled; in other cases, a particular group within a refugee population requires resettlement for reasons of vulnerability or because of their political profile. The Office will try to get resettlement countries to agree to

multi-year plans to address needs in some asylum countries. Priority groups include refugees in Nepal, Myanmar refugees in Thailand and Malaysia, and Iraqi refugees in the Middle East and Turkey. Of equal importance are European Union-funded regional protection programmes in Tanzania and some of the Newly Independent States in Eastern Europe, designed to enhance cross-border cooperation among states.

The Resettlement Service will strengthen its capacity to respond to field operations, resettlement countries, NGOs and IOM. Through promotion and advocacy efforts it will ensure resettlement programmes follow UNHCR's guiding principles and respond to the needs of refugees. Planning tools will provide detailed information from the field on current and projected resettlement needs and on the local capacity to process applications. Strengthened management, monitoring and evaluation, along with performance indicators, will have a positive impact on the global resettlement programme.

UNHCR will increase refugee participation in protection profiling and risk identification to identify groups of refugees most in need of resettlement. NGO partners will also collaborate on tools to improve identification and processing. Meanwhile, UNHCR staff will be trained to see resettlement as a strategic protection tool and use the *proGres* registration software to enhance the overall quality, consistency and efficiency of procedures.

Ensuring the integrity of UNHCR's resettlement activities will be a priority in 2008-2009. Full implementation of the Office's Resettlement Anti-Fraud Plan of Action will improve field offices' capacity to eliminate abuse. At the same time, resettlement procedures will be made more systematic through the application of standard operating procedures.

Resettlement partnerships with States and NGOs will be strengthened and expanded by the Annual Tripartite Consultations on Resettlement and the bi-annual meetings of the Working Group on Resettlement. The UNHCR-ICMC deployment scheme will play a vital role in forging closer relationships with other NGOs and supporting field operations.

As part of its efforts to guard against *refoulement*, the Resettlement Service has developed the concept of the temporary relocation of refugees to evacuation transit facilities (ETFs). This will allow the Office to submit cases for resettlement under calmer conditions and not in the acute context created by threats of *refoulement*, detention or threats to physical safety. UNHCR hopes to have at least one such facility functioning by the end of 2008.

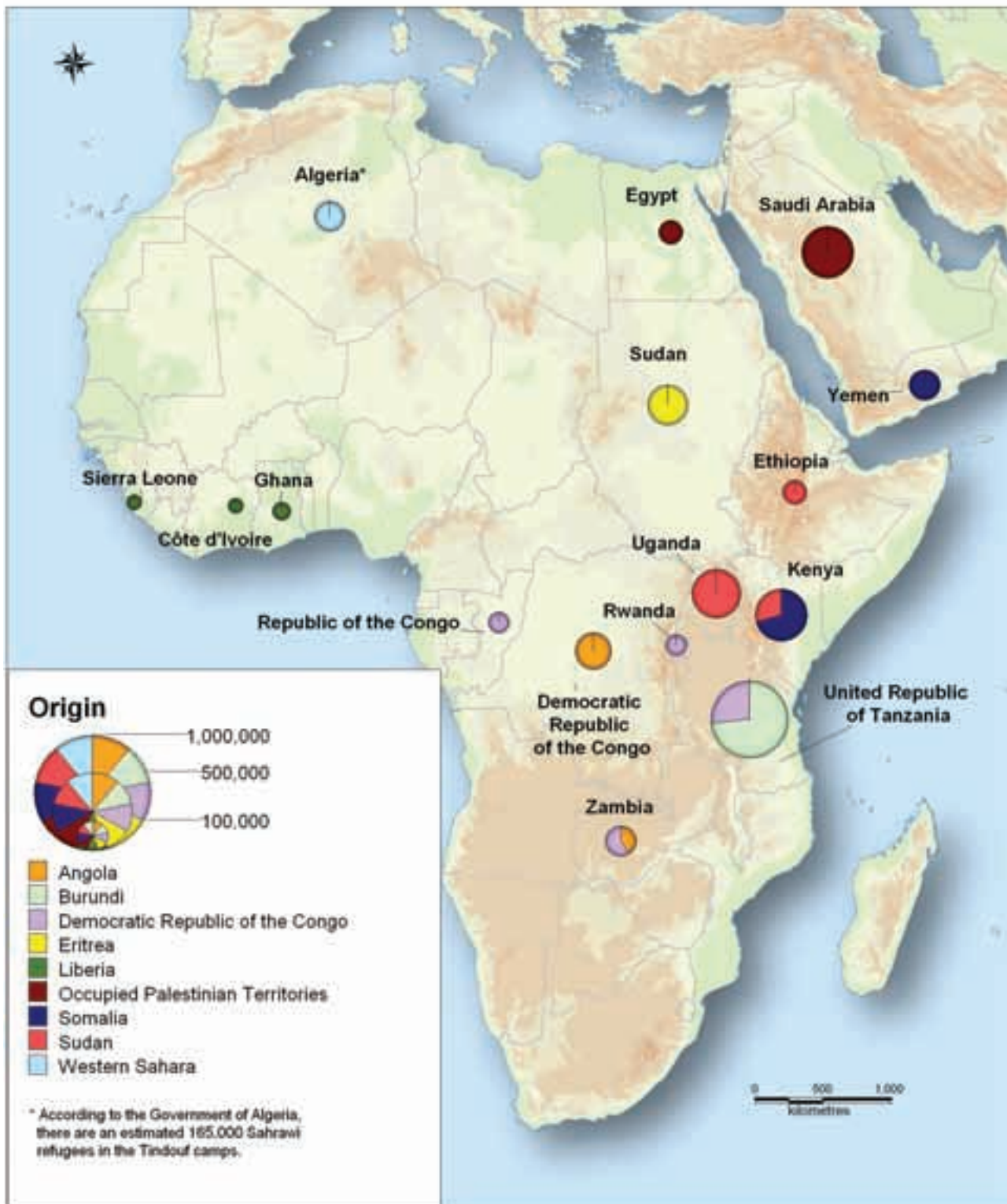


UNHCR/H. Davies

Resettlement can provide refugees with safety and security. This Ethiopian family has been resettled from Kenya to the U.K. under a programme implemented by UNHCR and the British Government.

Protracted refugee populations in countries of asylum, by origin

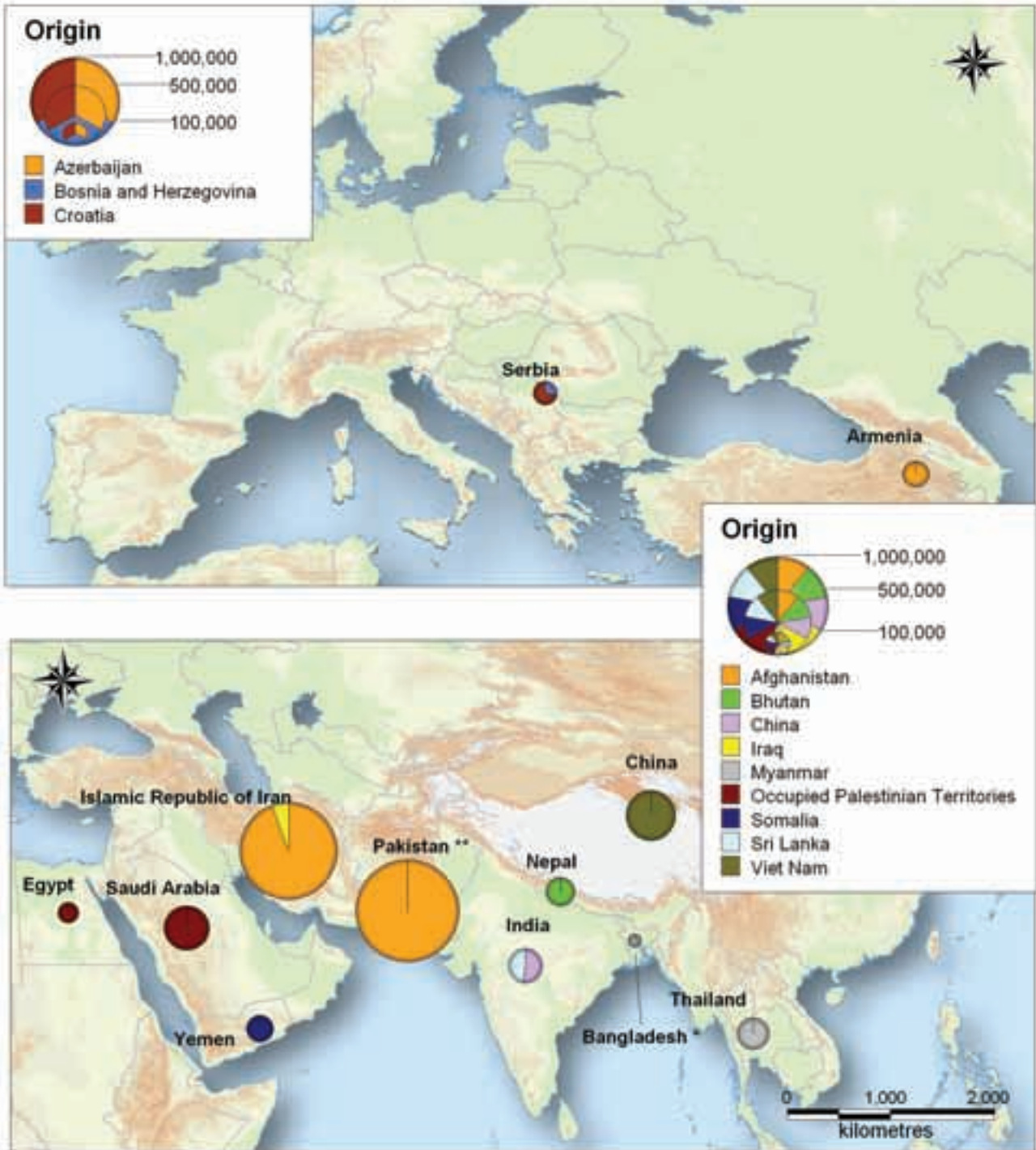
As at 1 January 2007



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

Protracted refugee populations in countries of asylum, by origin

As at 1 January 2007



* Does not meet the statistical criteria of being protracted refugee situation

** Includes only Afghans living in camps who are assisted by UNHCR

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

Working with the internally displaced

UNHCR has been protecting and assisting internally displaced persons (IDPs) for more than 30 years. Today it is a partner in the inter-agency collaborative response to the humanitarian needs of IDPs. Following a review of such responses that began in late 2004, the Inter-Agency Standing Committee (IASC) agreed in December 2005 to establish the “cluster leadership approach”. This approach aims to fill capacity and response gaps in up to 11 critical sectors by designating global and country-level “cluster leads.”

Global clusters are inter-agency groups at the headquarters level that build overall capacity, set common standards and develop policies and tools to support field operations. Besides UN agencies, they include NGOs and non-UN intergovernmental organizations. Within this system, UNHCR leads the global protection cluster. It also co-leads the global camp coordination and camp management cluster (CCCM) with IOM, and the global emergency shelter cluster with IFRC. In the clusters it co-leads, UNHCR is responsible for conflict-induced internal displacement, while IOM and IFRC are responsible for situations arising from natural disasters.

UNHCR, OHCHR and UNICEF have the responsibility to decide, under the leadership of the relevant Humanitarian Coordinator/Resident Coordinator, which agency will be in charge of protection at the country level in natural-disaster situations. The same process applies in non-displacement situations where populations have acute protection needs requiring an international response.

UNHCR is currently engaged in 24 IDP operations, of which nine are ongoing humanitarian emergency operations using the cluster approach: the Central African Republic (CAR), Chad, Colombia, Côte d'Ivoire (protection cluster only), the Democratic Republic of the Congo (DRC), Ethiopia, Liberia, Somalia, and Uganda.

UNHCR's IDP Policy Framework and Implementation Strategy

Since June 2006, UNHCR has regularly consulted its Executive Committee (ExCom) on its role within the inter-agency cluster approach, and in June 2007 presented its new IDP Policy Framework and Implementation Strategy.

In 2007, UNHCR conducted five internal Real Time Evaluations of its engagement with IDP operations and the cluster approach in Chad, the DRC, Liberia, Somalia, and Uganda. In addition to the five evaluations, an overall analysis of their findings and recommendations was presented to UNHCR's Standing Committee in September 2007. These have also been shared with the OCHA-led independent evaluation of the cluster approach which is currently under way.

UNHCR recognizes the importance of having skilled staff capable of effectively leading clusters, and its training increasingly incorporates IDP and cluster-related elements. For example, the Workshops on Emergency Management and the Operations Management Learning Programme now address the cluster approach, strategic partnerships, and cluster leadership and coordination skills.

UNHCR has been working to improve its collaboration and cooperation with other humanitarian actors. For example, the Office's IDP Advisory Team joined the Internal Displacement Monitoring Centre of the Norwegian Refugee Council (NRC) to organize a panel on “Responding to IDP situations in non-cluster countries” during the 2007 Annual Consultations with NGOs. This was part of an effort to strengthen partnership in non-cluster operations. The IDP Advisory Team also contributed to the Third Annual San Remo Course on Internal Displacement which targets senior government officials and policymakers. In June 2007, the IDP Advisory Team and the Brookings Bern Project on Internal Displacement held a joint seminar at which some 20 individuals with a range of academic and practical expertise discussed durable solutions for protracted internal displacement situations. The Office also welcomed the secondment to UNHCR of a staff member from the office of the Representative of the Secretary-General on the human rights of internally displaced persons.

Camp coordination and camp management cluster

UNHCR co-leads the CCCM cluster with IOM. The CCCM cluster has been active in Liberia (completed in 2007), Chad, Uganda, and the DRC, and CCCM principles are being applied in West Darfur and Georgia (in the context of collective centres). As of June 2007, more than 170 field and headquarters personnel from

different UN agencies and NGOs and national/local authorities have been trained in CCCM techniques.

To reinforce CCCM capacity in the field, UNHCR has deployed experts to West Darfur, Chad, the DRC, Georgia and Somalia. To facilitate systematic data gathering, analysis and dissemination, UNHCR has supported information-management projects in Uganda and Somalia, while assessments of similar support were undertaken in Chad, Côte d'Ivoire and Iraq. In Uganda, cluster information and data sharing at the operational level focused on providing GIS mapping and database support to agencies involved in camp management, while in Somalia it focused on information management and the tracking of population movements.

In partnership with the protection cluster, the CCCM cluster supported the inter-agency development of IDP profiling guidelines, and participated in a successful IDP profiling exercise in Chad. Best practices for camp management in IDP collective centres have been compiled and a guidance note has been issued to field operations. By the end of 2007 the CCCM cluster will also develop best practices for phase-out and camp closure. To raise the quality of CCCM training sessions, new modules have been developed on the roles of cluster leads and camp coordinators, while existing modules on camp management will be updated.

Emergency shelter cluster

UNHCR and IFRC co-chair the emergency shelter cluster, which has been activated in Chad (conflict), Lebanon (conflict), Liberia (conflict), DRC (conflict/natural disaster), Mozambique (natural disaster), Pakistan (natural disaster), Philippines (natural disaster), Somalia (conflict) and Indonesia (natural disaster). In 2007, the cluster devised a toolkit to help cluster coordinators fulfil their leadership responsibilities. It also developed a performance management system to monitor the effectiveness of an emergency shelter cluster operation's response. The cluster has drafted standard non-food item requirements for an emergency response targeting up to 500,000 people.

Both UNHCR and IFRC have established rosters of emergency shelter coordinators who can be mobilized in emergencies. Since April 2007, UNHCR and IFRC have jointly led three cluster coordinator training sessions in



Uganda. Returned IDPs with teachers and a UN team in Lira district.

Geneva, Panama and Bangkok, and technical specialists' training in Geneva. UNHCR also supported a pilot field training workshop on emergency shelter in support of the Somalia operation. As of October 2007, the global emergency shelter cluster had trained 150 individuals, including 64 cluster coordinators and a total of 28 technical specialists, government officials and NGO representatives. To meet its commitments in emergency shelter response, UNHCR is seeking resources to procure additional blankets and lightweight and communal tents.

Protection Cluster

As the global cluster lead, UNHCR chairs the global Protection Cluster Working Group (PCWG) and has led the development of inter-agency tools to improve protection in IDP operations. For instance, it has produced an inter-agency *IDP Protection Handbook*. Provisionally released in November 2007, the Handbook is the first comprehensive and practical field guide on the subject for both UN agencies and NGOs. UNHCR has also coordinated the development of an inter-agency protection-assessment framework. Complementing these tools, an inter-agency IDP protection learning programme will be developed and delivered in four key operations in 2007-2008.

In partnership with the NRC and OCHA, UNHCR contributed to five IDP protection workshops for humanitarian workers (Uganda) and national and local authorities (Somalia and Côte d'Ivoire) in 2007. UNHCR and NRC plan to hold two more field workshops in late 2007 to reinforce UNHCR's protection-leadership capacity in Chad, Ethiopia, Somalia and Uganda. Working with the CCCM Cluster, the PCWG supported IDP profiling surveys in Chad, Côte d'Ivoire, Somalia and Sri Lanka. Furthermore, it is developing inter-agency Field Monitoring Guidelines, for dissemination in early

2008, to assist operations in setting up monitoring systems.

UNHCR collaborates with the International Refugee Committee (IRC) on the SURGE project, which is designed to provide emergency staffing support for protection. By September 2007 the project had deployed 17 experienced Protection Officers to various complex emergencies, including the CAR, Chad, Colombia, Côte d'Ivoire, the DRC, Liberia and Somalia. The SURGE roster is composed of 263 individuals, representing some 62 nationalities, more than 50 per cent of whom are women. UNHCR remains an active member of the Steering Committee of the Protection Standby Capacity Project (ProCap), which since March 2007 has deployed senior protection officers to assist eight country operations, and has trained 34 members of standby rosters from partner agencies.

Other global clusters

UNHCR also participates in global clusters led by other agencies. Given its operational expertise in forced displacement, its participation ensures that its efforts to assist refugees and the clusters' IDP interventions are aligned and mutually supportive. In this respect, UNHCR technical staff play important roles in shaping the various clusters' policies, tools and training.

UNHCR believes the **early recovery cluster** provides a direct link to creating durable solutions for IDPs, and in facilitating practical and sustainable humanitarian exit strategies. UNHCR contributes to the cluster with interventions on return and reintegration, and by promoting the inclusion of NGOs.

As an active member of the **logistics cluster**, UNHCR has strengthened its logistics-training and human-resources capacity to ensure the Office can effectively contribute to inter-agency humanitarian response efforts.

Over the past two years, UNHCR has provided substantial inputs for the **water, sanitation and hygiene (WASH) cluster's** policies and documents. UNHCR leads a sub-project to strengthen technical advice and support to field operations, and is a member of the capacity-building steering committee, which is developing a cluster coordinators roster and a technical experts training programme. UNHCR has also helped the Cluster develop guidance tools to facilitate inter-cluster coherence and compatibility between the WASH, CCCM, shelter, nutrition and health clusters.

In the **health cluster**, UNHCR participates in all sub-working groups, and is a member of the steering committee responsible for developing the

Health-Nutrition Tracking System. The Office also worked closely on the creation of three cluster-assessment tools.

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

With the **education cluster** just getting under way, UNHCR has contributed to the formulation of its work plan and identification of sector-specific capacity gaps, tools and guidance.

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

Plans for 2008-2009

In 2008 and 2009, UNHCR will review its progress in mainstreaming IDP-related functions and ensuring it has the capacity to carry out its cluster-leadership responsibilities. Currently, the Office is reviewing options for internal structures for global cluster coordination, mainstreaming IDP related functions, addressing critical budget and staffing issues, and training and security requirements in IDP operations. UNHCR will also review and revise its policies to address outstanding and emerging issues related to its role in the inter-agency response to internal displacement.

Within its ongoing Structural and Management Change Process, UNHCR has put forward a proposal for a new budget structure for discussion with government stakeholders. The proposal recommends funding the Global IDP Programme on a project basis to safeguard the resources needed for refugee responsibilities. Consultations with ExCom members are under way to reach a consensus on how the funding of IDP operations can be most effectively managed.

UNHCR will further strengthen its roster of experienced staff members with the leadership skills and understanding of inter-agency responses to fulfil its cluster responsibilities to lead, build coalitions, and develop and implement joint strategies. The Office will also review security measures and training to ensure the safety and security of UNHCR staff members and internally displaced persons.

As a global cluster lead, UNHCR will continue in 2008-2009 to work with cluster partners to develop standards and tools, share good practices, support country IDP operations, and review the tools' effectiveness and revise them as needed. It is currently working to strengthen data-management systems and rosters of technical experts and cluster coordinators.

In clusters where UNHCR is not the lead, it will ensure that: (1) policies and guidelines address displacement-related issues; and (2) interventions in emergency settings improve the design, implementation, monitoring and evaluation of humanitarian operations. Although UNHCR is not the leader of these clusters, each is essential to the well-being of people of concern to the Office. Indeed, to demonstrate its commitment to these non-lead clusters, as of 2008 the Office will dedicate staff to work on deepening its ties with them.

IDP country operations

Based upon its established competence and capacity, UNHCR aims to provide support to national and international responses to situations of forced internal displacement. The number of people who have been internally displaced as a result of armed conflict has increased substantially over the past decade, and now stands at approximately 25 million. UNHCR is presently engaged in 24 operations, nine of which have activated the cluster approach. In all IDP operations, the Office works in partnership with governments, other international organizations and NGOs, regardless of whether the humanitarian country team has adopted the cluster approach or not.

In Uganda, UNHCR and the protection cluster played an essential role in developing a coherent IASC Country Team protection strategy for IDPs, and in re-casting key protection concerns within the context of the right to freedom of movement. The protection cluster has given practical effect to freedom of movement through a variety of activities, designed to promote the physical, material and psychological welfare of IDPs. These include returnee monitoring, repairing access roads to new settlement and home-site areas, de-mining, and supporting police by providing bicycles and communications equipment.

In Georgia, UNHCR's key interventions focus on advocacy, durable solutions for displaced communities, and small-scale humanitarian assistance. In particular, UNHCR seeks to overcome the obstacles to return by addressing discrimination, security concerns and the lack of regional political solutions. On the recommendation of the Representative of the Secretary-General for the human rights of internally displaced persons, UNHCR helped the Government of Georgia to draft the national IDP strategy which was adopted in February 2007.

In Nepal, UNHCR developed programmes which acknowledge that better cooperation and dialogue between local authorities, IDPs and host communities are vital to mutual understanding, reconciliation and the return of a sense of security. UNHCR, with the cooperation other

agencies, facilitated workshops on these issues in the country's eastern and mid-western regions. The workshops, conducted in 15 districts, were instrumental in promoting reconciliation and dialogue among district-level stakeholders on IDP issues. More practically, task forces were established in each of the districts to facilitate the return of IDPs.

In Liberia, UNHCR successfully led a dynamic and results-oriented protection cluster, which superseded the pre-existing national Protection Core Group (PCG) when the cluster approach was adopted. Following the restructuring of the cluster approach in the country, the Ministry of Justice now chairs the protection cluster at the national level, and plans are under way for local authorities to take over the 11 PCGs at the regional level. A protection framework has been developed to focus on returnee monitoring, child protection, sexual and gender-based violence, sexual exploitation and abuse, advocacy, and legal reform. The protection cluster has developed links with the early recovery cluster, particularly in the area of rule of law. The UNHCR-funded field protection monitoring network now consists of more than 400 monitors trained and employed by one of the PCG members. Discussions are under way to see how the monitoring network can be linked to UNDP activities in support of the Government's decentralization policy, and specifically the Country Support Teams.

In Colombia, IDPs often require legal advice and support, particularly in order to avail themselves of assistance programmes. Consequently, UNHCR established a number of legal aid clinics staffed primarily by final-year law students to provide IDPs with free legal advice. These clinics empower the displaced population while also providing a mechanism to hold public institutions accountable. To date, eight university law faculties have established legal aid clinics, and in 2006 alone they processed 2,949 cases. In addition, four of the participating universities have agreements with their faculties of psychology and social work to offer psychological care to complement their legal advice.

Addressing situations of statelessness

Statelessness is more widespread than usually believed. Not only does it affect a great many people and countries, it often leads to the denial of many human rights. UNHCR faces many challenges in implementing its mandate to prevent and reduce statelessness and protect the rights of stateless people. Nonetheless, with the international momentum to address the issue gathering pace, there is hope that many situations of statelessness could soon be resolved.

Addressing statelessness is difficult because stateless individuals are often “invisible” — they may not appear in official records or be identified as stateless in any other way. Thus, while UNHCR estimates that there are some 15 million stateless people worldwide, at the end of 2006 reliable data existed only for 5.8 million in 49 countries.

Some Governments have resolved situations of statelessness with the support of UNHCR. But many long-standing situations remain intractable because stateless groups are widely viewed as outsiders in their countries of residence, even if they have lived there for generations.

Simply amending national legislation is often not enough; at times the help of the international community is required. Only then can the resources be found to strengthen civil registries; undertake citizenship and information campaigns; and provide legal and administrative assistance to stateless individuals seeking to regularize their status. UNHCR has helped many States in this regard, but has sometimes found it difficult to do so because of competing priorities, staff shortages and insufficient funds.



Sri Lanka. Unlike this boy, of Indian origin, attending a primary school, many stateless people are denied basic human rights such as access to education.

Statelessness can be prevented and reduced by applying the rules in the 1961 Convention on the Reduction of Statelessness, including those on acquisition of nationality at birth and on minimizing possibilities for States to deprive individuals of their nationality. However, as of August 2007 only 33 States were party to the Convention. Similarly, the 1954 Convention relating to the Status of Stateless Persons guarantees them minimum rights, but only 62 States are party to it. Other human rights treaties also provide important protection for stateless people, but their provisions are often ignored in practice.

For its part, UNHCR will continue to advise Governments on how to avoid and resolve situations of statelessness. Where statelessness can be prevented by legislative means, UNHCR will continue to perform its low-profile — but high-impact — role of providing technical advice to States on their nationality laws, with emphasis on the adoption of safeguards against arbitrary denial or deprivation of nationality.

The Office will continue to help States develop their capacity to identify stateless individuals and compile statistical data on them. Working with academic institutions and independent experts, UNHCR will conduct country studies that identify stateless populations, the reasons for their statelessness, and possible solutions. This should result in more comprehensive statistics by the end of 2009.

Conclusion 106 of UNHCR's Executive Committee, adopted in October 2006, focuses on the identification, prevention and reduction of statelessness and the protection of stateless people. Besides providing detailed, action-oriented guidance, it emphasizes the importance of collaboration with agencies such as OHCHR, UNICEF, UNFPA and UNDP.

As part of efforts to implement Conclusion 106, UNHCR's Statelessness Unit will boost support for regional and field offices, increasing their capacity to address the issue. Furthermore, partnerships with other United Nations agencies should lead to greater awareness of statelessness by them. Operational responses will include helping States disseminate information on access to citizenship including naturalization, promotion of birth registration, as well as direct assistance to stateless persons through access to documentation and legal aid. A self-study module will help staff to develop their knowledge of the subject,

while managers will benefit from a learning programme on strategic responses to statelessness.

In most countries, technical and financial resources are not enough to find a solution for statelessness; it also requires political will. UNHCR will therefore increase its advocacy and awareness-raising efforts at the country level by disseminating information directly to the media and through the web (www.unhcr.org/statelessness). With greater awareness and action on the part of civil society and the media, and with the support of donors, UNHCR

will be in a better position to respond to the needs of stateless people.

The Office will persevere with its campaign to convince States to accede to the statelessness conventions; indeed, the Office is hopeful that accessions will rise to 70 for the 1954 Convention and 40 for the 1961 Convention by the end of 2009. With more states on board, and UNHCR's continuing action and advocacy, the international community could see a reduction in the number of stateless people and a better protection framework for them in several countries.

Ensuring access to effective nationality in Nepal

An example of UNHCR's efforts to address statelessness is its support for the Nepalese Government's campaign to distribute citizenship certificates. This massive effort helped more than 2.6 million people in Nepal to resolve their nationality problems in 2007.

The 2007 citizenship campaign followed the adoption of a new Citizenship Act, which presented a historic opportunity to resolve the status of the undocumented population of Nepal. Under the terms of the Act, the Government dispatched mobile teams across the country. Between January and April 2007, the Ministry of Home Affairs deployed 562 officials charged with distributing citizenship certificates in all of Nepal's 75 districts. The progress of the mobile teams was remarkable in view of the limited time available for the campaign, security concerns and the remoteness of many of the locations.

The citizenship certificate provides proof of legal identity and of citizenship. Those who have been issued with the certificate will now have better economic opportunities and access to public services and benefits. They will enjoy basic rights, such as being able to register property, open a bank account, and bestow or receive an inheritance.

Although millions of previously stateless individuals now enjoy Nepalese citizenship, UNHCR has identified specific groups and individuals who were not issued with citizenship certificates, particularly women and members of the most disadvantaged communities. UNHCR therefore plans to help the Nepalese Government to ensure that those inhabitants who are entitled to citizenship certificates, but were not given them, do indeed apply and receive them.

To support the Government in the follow-up to the citizenship certificate distribution campaign, UNHCR will:

- Help the administration train local administration officials in citizenship and prevention-of-statelessness issues, with priority given to districts where the 2007 citizenship campaign could not be fully implemented.
- Support the Government in doing targeted citizenship-awareness campaigns at the district level so that marginalized communities and women, in particular, are better aware of the importance of obtaining citizenship certificates.
- Support poor communities as they fulfil the sometimes burdensome and costly documentary and evidentiary requirements of applying for citizenship certificates.
- Work with civil-society and international organizations on advocacy and educational programmes on statelessness.

Consolidating a strengthened emergency response

One of the High Commissioner's principal commitments upon taking office in 2005 was to make UNHCR better equipped to respond to future emergencies. With this in mind and drawing upon lessons learned from the Kosovo and the Tsunami emergencies, the *2006 Plan of Action on Strengthening UNHCR's Emergency Response Capacity* was developed. The plan incorporates UNHCR's responsibilities deriving from the inter-agency humanitarian reform initiative, including its responsibilities with regard to internally displaced persons (IDPs). Overall, the Plan aims to establish and maintain a standing response capacity for refugee and conflict-generated IDP emergencies for up to 500,000 people by the end of 2007.

Successful emergency response requires operational engagement, readily available staff and resources, and effective coordination. Its success depends on how fast the right people and the necessary relief items can be mobilized, as well as on good management and administration capacity, and efficient emergency procedures. Crisis scanning, situation-specific awareness and contingency planning are key components of emergency preparedness, which need to be constantly updated. Preparedness and response activities need to address both refugee and IDP situations.

Through 2006 and 2007, UNHCR took numerous steps to strengthen its emergency preparedness capacity in terms of standby partnerships, staffing, training, stockpiling, operational support and emergency finance and implementation procedures. The Central Emergency Stockpile (CES) has been increased to target up to 500,000 beneficiaries (with the exception of lightweight tents), and the number of emergency staff on standby is now up to 300 people. New standby agreements have been signed with governmental and non-governmental partners to identify potential gaps. The third edition of the *Handbook for Emergencies* was launched in February 2007. New guidelines on standby partners are being drafted and will be ready by the end of the year.

Internal communications and linkages between the Emergency Support Service (ESS) and the Supply Management Service (SMS) have been strengthened through the integration of the latter into the Division of Operational Services. All standby deployments are now managed by the ESS, thereby benefiting from

streamlined procedures and economies of scale.

A liaison position has been created to better link with the SMS in the Budapest Service Centre in 2008.

In 2007, UNHCR has deployed Emergency Response Teams (ERTs) to Somalia, Kenya, Iraq, Sri Lanka, the Syrian Arab Republic (Syria) and Jordan. Between January and September 2007, more than 110 staff, to 22 countries were deployed. The largest deployments were to respond to the crisis in Puntland (Somalia), the Somali influx and the floods in Dadaab (Kenya); the renewed internal displacement in Sri Lanka; and for the protection and registration needs of Iraqis in Jordan and Syria. ERT members were deployed for an average of 118 days, representing a total of 12,976 days.

In Somalia, lack of access to displaced persons has been a significant obstacle to assistance. National staff in Somalia have risked their lives to ensure that assistance reaches the most vulnerable. UNHCR was able to deploy teams to Galkayo and Baidoa in two periods of three months each. Yet, the security situation in and around Mogadishu has prevented the Office from monitoring the distribution of non-food items. Given the high levels of poverty and the absence of services, a community-based approach has been used to provide assistance to IDPs and their host communities, all of whom have been affected by the ongoing conflict.

During the latter months of 2006 and early 2007, refugee camps in Dadaab (Kenya) were hit by multiple emergencies, including a mass influx of 34,000 Somali refugees, severe flooding which re-displaced some 14,000 refugees, and outbreaks of polio and Rift Valley Fever. Throughout this period, UNHCR's presence in Dadaab was strengthened by an Emergency Response Team. The team provided operational support in receiving and assisting new arrivals; provided support for the post-emergency response by putting in place structures and advising on emergency response tools and procedures; and supported regular field activities in the refugee programme.

ESS also deployed a Senior Emergency Preparedness Response Officer (EPRO) to Baghdad to liaise between the Iraq office in Amman and the relevant actors in Baghdad. The first two-month mission was considered successful and a second mission is underway.

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

- **Staffing:** The number of standby staff has been increased to 300 by including former ERT members on a two-year roster for exceptional large-scale emergencies. In both 2008 and 2009, UNHCR will conduct four Workshops on Emergency Management (WEM). IDP-specific issues, including the humanitarian reform and the inter-agency cluster approach have been mainstreamed into the WEM. ESS will maintain an active ERT roster, consisting of 100 UNHCR staff and 30 staff from partners and other United Nations agencies. Combined with senior staff deployments from the Emergency Preparedness and Response Section, this constitutes the primary emergency response mechanism during the initial phase of new emergencies. In 2007, UNHCR conducted two courses for the new inter-agency Emergency Team Leadership Training Programme (ETLP), to strengthen the quality of leadership in humanitarian emergency operations, improve coordination among all actors, and develop best practices in emergency leadership and management. UNHCR will also organize two courses per year in 2008 and 2009. Furthermore, UNHCR will strengthen the capacity of internal technical experts; reinforce existing partnerships and seek new ones; and review internal posting systems to increase the efficiency of deployment of regular staff. A roster of experienced, skilled and available staff for the global IDP cluster is gradually being built.
- **eCentre:** Close collaboration between Headquarters and the eCentre in Japan will remain a core objective within the overall emergency training strategy in 2008. The eCentre is a training and capacity-building facility for Asia and was established by the Government of Japan and UNHCR. The main goal of the eCentre is to improve emergency preparedness and response, as well as the management of staff safety, by cooperating with and strengthening the operational capacity of relevant government departments, NGOs and United Nations agencies in Asia and the Pacific region. Activities will include training on participatory assessment and will pay special attention to encourage 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 are being increased to cover the basic emergency needs for key shelter and domestic items for 500,000 people. A considerable investment of some USD 3 million is still required to meet the target for all items. The new lightweight emergency tents are key items for which there are currently shortfalls. Sufficient operational

support items in the CES include light vehicles, generators and prefabricated warehouses.

To improve refugee security through camp lighting and in line with environmental considerations, UNHCR is in the process of including solar lamps in the central emergency stockpile. Improved management mechanisms will be in place for UNHCR stockpiles to ensure effective use and rapid deployments. In addition, the Office will seek external standby capacity and coordination for supplies and logistics, including regional and national capacity in standby agreements, NGO capacities, and agreements with various Governments' civil defence departments. During 2007, UNHCR has signed several standby agreements to enhance its emergency response capacity in protection and technical sectors. In 2008, UNHCR will review identified gaps and consider possible ways to complement existing standby agreements and partnerships.

- **Operational support:** The Office will improve office and staff accommodation to meet designated minimum standards; introduce readily available and pre-determined information technology and communications packages for immediate deployment with ERTs; and provide other support kits as needed. Field and personal emergency kits have been upgraded to include additional and higher-quality items. Items will be stored at the central emergency stocks in Dubai and Copenhagen, and in Geneva.
- **Management and emergency procedures:** UNHCR will reinforce emergency procedures and internal emergency management by consolidating all emergency operations and management procedures into a single document. Situational Emergency Training workshops are provided to UNHCR offices when required.
- **Early warning and preparedness:** ESS has been actively participating at the Inter-Agency Standing Committee (IASC) sub-working group on early warning and early action. UNHCR's own early warning system, "Action Alert", has provided information on the level of preparedness for potential crises, but has not been sufficient to trigger preparedness measures. In reaction to user feedback, UNHCR started a review of the system to include colour classification (red, orange, yellow and blue) aimed to activate a category-specific list of emergency activities and agreed to align its system with the IASC criteria when determining the level of alert (i.e. threat to life/livelihood; likely scale; imminence; likely population movements; regional implications; and level of preparedness). In order to involve senior management more systematically in early warning and preparedness, regular crisis scanning sessions will be held.



UNHCR/B. Bamron

Emergency relief items were airdropped to Dadaab, Kenya, when flooding cut access from the camps to the outside world.

ESS assists field offices to develop local capacity for situational preparedness, including contingency planning.

- **Financial and implementation procedures:** UNHCR will maintain a financial allocation in the Operational Reserve for emergency activities. Resource allocation procedures for emergencies have been revised and simplified in 2007. The new procedures bring authority over the use of approved resources closer to the point of delivery by empowering Representatives, Bureau Directors, and the Assistant High Commissioner (Operations) to reallocate approved financial and staffing resources in response to changing operational needs. They also improve operational flexibility by facilitating direct access to the Operational Reserve for emergency purposes and streamlining decision-making on the use of the “New or additional activities — mandate-related” Reserve. From 2008 onwards, USD 10 million will initially be made available for emergencies within the Operational Reserve.
- **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 and critical

humanitarian protection interventions. UNHCR must always be ready to interact with those who have the responsibility and legal obligation to ensure the protection for civilians caught up in armed conflict. To this effect, UNHCR created posts for Refugee Security Liaison Officers for the operation in Chad where the need was found to be most critical. Efforts to strengthen national capacity to manage refugee and returnee-related security issues will include advocacy and activities in the areas of mine action, small arms and light weapons, disarmament, demobilization and reintegration, and interaction with national and international military forces. In 2008, UNHCR will further explore its strategic and operational cooperation with the Department of Peacekeeping Operations (DPKO) and pay particular attention to planning of and participation within UN integrated missions.

UNHCR’s strengthened emergency response capacity aims to ensure a predictable and professional emergency response to refugee and IDP situations. A strong focus on partnerships and inter-agency collaboration, as well as the establishment of sufficient capacity in the three UNHCR-led clusters, will contribute significantly to the Humanitarian Reform process.

Workshop on Emergency Management (WEM) and Emergency Response Teams

UNHCR's emergency training and emergency roster continue to be the primary resources for internal emergency response capacity. Emergency Response Team (ERTeam) members have to hit the ground running, 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 experienced staff, they still have to complete the Workshop on Emergency Management – ten days of intensive training in practical skills such as camp design and management, cluster lead and coordination, telecommunications, off-road driving and first aid. The training includes a wide range of security issues, including dealing with armed militia, and how to react if held at gunpoint, kidnapped or taken hostage.

The course, which takes around 40 participants from UNHCR and other organizations from across the

world, is held four times a year. Upon completion participants are physically and mentally prepared to face some of the toughest and most challenging situations in the world.

Over the past two years, ERTeams have been deployed in more than 20 situations, including South Sudan, Darfur, East and Southern Chad, Pakistan, the Democratic Republic of the Congo, Timor-Leste, Lebanon, Syria, Jordan and Iraq; and most recently, to help tens of thousands of newly displaced IDPs in Sri Lanka and thousands of displaced Somalis, both inside their country and across the border in Ethiopia and Kenya.

A new monthly fund-raising 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.

Working in partnership with others

While UNHCR's work is guided by various General Assembly Resolutions, no single document captures the extent to which UNHCR cooperates with other actors to fulfil its functions. With a mandate to protect, assist and pursue durable solutions on behalf of an estimated thirty million people who have been uprooted from their homes, UNHCR works with a wide variety of donors and partners. These range from governments to non-governmental organizations (NGOs); UN sister agencies; international and intergovernmental organizations; international financial institutions; the Red Cross / Red Crescent Movement; the private sector; civil society; and refugees and their host communities. UNHCR will continue to reinforce its partnerships with its traditional partners while forging new ones.

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.

Collaboration with the United Nations coordination bodies

The Office will continue to collaborate with other partners in the UN reform process. It will engage in the "Delivering as One" initiative, aiming to support a more coherent UN approach while retaining the flexibility required to pursue UNHCR's specific mandated responsibilities (see text box). The Office will work with the UN Peace Building Commission to promote sustainable return in post-conflict contexts, and will

Delivering as One and UNHCR

Following the High-Level Panel Report on UN Reform, UNHCR actively participates in the initiative 'UN Delivering as One'. This concept aims to achieve a more coherent and effective UN programme at country level in support of the development, humanitarian assistance and environment objectives. These objectives, based on the Millennium Development Goals, will be pursued by UN country teams through One programme, One budgetary framework and One fund, coordinated by One leader and where appropriate, using One office or common services. While UNHCR is mainstreaming its expanded role under the humanitarian reform process, it has also worked to define its participation in the UNDG-led "Delivery as One" pilots.

The process began in 2007 in eight countries (Albania, Cape Verde, Mozambique, Pakistan, Rwanda, the United Republic of Tanzania, Uruguay and Viet Nam) under the leadership of the respective national governments. UNHCR participates in six of the eight country pilots, applying innovative approaches to inter-agency planning and programming, coherent budgeting and accommodating new funding mechanisms, and testing the capacity and roles of the UN Country team and the Resident Coordinator.

While advocating for flexibility and highlighting its independent and mandatory obligations, UNHCR has nonetheless identified operational

areas which would benefit from coherent country development strategies. These areas include prospects for refugee local integration, asylum capacity building, post-conflict situations and returnee reintegration programmes.

In 2008 and 2009, a HQ support team will offer guidance to UNHCR offices in the pilot countries and to their host Governments. The team will recommend operating procedures for the budgetary and financial management of joint funding and resource allocation mechanisms. The team will also develop best practice guidelines on the development of appropriate communications strategies and tools.

At different levels, UNHCR will continue to participate in the UN Development Group and Chief Executive Board designated to monitor the pilot countries. The UN Executive Group has agreed to partially fund an evaluation process which will involve participating UN agencies. The evaluations are expected to identify best practices and make recommendations as to replicable models.

UNHCR will continue active discussions to achieve an equilibrium between "Delivering as One", the humanitarian coordination mechanisms, and the Inter-Agency Cluster Approach to Internal Displacement.

continue to engage in efforts to strengthen the humanitarian response system, contributing to the ongoing inter-agency dialogue on the cluster approach as well as on access to the Central Emergency Response Fund.

UNHCR's office in New York will work with the United Nations Development Group (UNDG) to ensure that the needs of people of concern to UNHCR are factored into development programmes. The Office will continue the dialogue – through UNDG; regarding the development of multi-donor trust funds with the World Bank. The Office will work closely with the UN Department of Peacekeeping Operations and provide support to UN peacekeeping operations, including in 2008 the newly-established African Union-United Nations Hybrid Operation in Darfur.

In 2008-2009, the New York office will represent UNHCR in inter-agency fora on issues as diverse as gender, HIV and AIDS, statelessness, mine action, staff security, and the responsibility to protect. It will represent UNHCR in key coordination bodies, such as the Executive Committees on Peace and Security and Humanitarian Affairs. The Office, together with the Secretariat and other departments in Geneva, will ensure the timely fulfilment of UNHCR's reporting requirements to the General Assembly, ECOSOC and other United Nations entities.

Partnership with United Nations agencies and international organizations

Partnership within the UN family and with international organizations will remain a key feature of UNHCR's strategy in 2008 and 2009.

The Central Emergency Response Fund (CERF) was upgraded and launched in March 2006, providing funding opportunities for new emergencies and chronically under-funded humanitarian situations, with an emphasis on timely response and reducing loss of lives. The CERF is an integral component of the humanitarian reform process, enhancing cooperation and prioritization among field-based agencies, under the leadership of the Humanitarian/Resident Coordinators.

UNHCR works with governments on the development of HIV National Strategic Plans, funding proposals and initiatives to ensure access to the latter by refugees, internally displaced persons and returnees. Within the UNAIDS division of labour, UNHCR plays the lead technical role in strengthening technical capacities and HIV programmes for displaced people.

UNHCR will continue to develop its partnership with the United Nations 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.

The first annual high-level meeting between the High Commissioner for Refugees and the United Nations High Commissioner for Human Rights (UNHCHR), held in September 2007, identified a number of working areas for partnership. Global advocacy and proposed areas for collaboration include detention, gender, migration and statelessness. UNHCR will continue to follow the work of the Human Rights Council and contribute to the Universal Periodic Review Mechanism, maintaining its close cooperation with the Special Procedures and treaty monitoring bodies.

In the area of human trafficking, UNHCR will cooperate with UNODC, UNHCHR, UNICEF, IOM, regional organizations such as the OSCE, and relevant NGOs on promoting the incorporation of safeguards into anti-trafficking strategies to ensure that victims of trafficking with international protection needs are identified and referred to the appropriate mechanisms, including asylum procedures.

Building on the 2006 Executive Committee conclusion on statelessness, UNHCR will strengthen its cooperation with other UN agencies to identify stateless people 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 continue.

Numerous partnership initiatives have been launched and will continue in 2008 and 2009 to seek durable solutions with a view to long-term development. The "Women Leading for Livelihoods" (WLL) initiative pursues economic empowerment of refugee and IDP women and girls with the support of prominent and professional women from around the world. Ongoing relationships with ILO, FAO, the World Bank and the Japan International Cooperation Agency (JICA) will address the issue of sustainable livelihoods through vocational training, micro-finance and rural development schemes.

UNHCR will continue its cooperation with the international bodies of the Red Cross / Red Crescent movement. Collaboration with ICRC includes situations of internal displacement. UNHCR co-leads the inter-agency emergency shelter cluster for IDPs with IFRC.

Working with the World Food Programme

UNHCR and the World Food Programme (WFP) work together to support refugees, based on a division of labour and responsibilities, as set out in the revised 2002 Memorandum of Understanding (MOU). 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 may assist UNHCR with the supply of food for smaller groups of refugees and others of concern. UNHCR and WFP are revising the MOU to further clarify roles in the context of internal displacement situations.

In working together, WFP and UNHCR are committed to providing a full package of services to refugees, which includes protection, food, non-food items, health and education. Joint advocacy efforts, as in Kenya in 2007, will extend to other countries in 2008, with a special focus on countries where the High Commissioner's Special Project on Health and Nutrition is currently being implemented. The two agencies continue to work together to bring attention to the need for resources for underfunded operations; these include important repatriation programmes, as part of the ongoing search for durable solutions for various longstanding refugee populations.

WFP and UNHCR collaborate to end child hunger, and improve the nutritional status of refugees. Both agencies agree on the importance of improving micronutrient delivery in a coordinated manner. In this context, the nutritional situation in camps in northern Kenya was reviewed jointly in 2007. UNHCR provided complementary food while WFP improved the general food ration for this refugee caseload. It was agreed to pilot the distribution of "sprinkles", a multi-micronutrient supplement added to food, in Kakuma in 2008. Plans are being elaborated for a similar intervention in Nepal, targeting children under five in camps. The experiences in these two countries are expected to complement current strategies to address micronutrient deficiencies amongst refugees and IDPs more effectively. WFP in collaboration with UNHCR and other agencies will also develop specific guidelines for implementation of emergency school feeding programmes in refugee and IDP situations.



Lebanon. Returnees are assisted with food and water near the the Syrian-Lebanese border.

WFP/Pippa Bradford

WFP's Immediate Response Account (IRA) is increasingly being used to bridge food pipeline breaks that would otherwise affect rations to refugees and IDPs. A loan is taken from the IRA in anticipation of unconfirmed contributions, and repaid when the contributions are available. In consultation with concerned donors, the IRA will also be available in 2008.

As part of joint work on protection challenges, WFP will collaborate with UNHCR in the context of the new IASC Task Force SAFE (Safe Access to Firewood and Alternative Energy in Humanitarian Settings), set up in March 2007 to reduce protection risks associated with firewood collection among IDPs, refugees and other crisis-affected people. WFP, together with UNHCR, is a member of StopRapeNow, a recently developed cross-UN initiative to counter violence against women in conflict situations with the objective of preventing all forms of gender-based violence and supporting survivors.

In 2008, WFP and UNHCR will continue working together in: Algeria, Chad, Ethiopia, Kenya, Nepal, Sudan, the United Republic of Tanzania, Uganda and Zambia. A WFP operation for food assistance for vulnerable Iraqi refugees in the Syrian Arab Republic supports UNHCR programmes for this group, while the situation of IDPs in Iraq is being watched closely. Large numbers of IDPs will to need assistance in the Democratic Republic of the Congo and Somalia and WFP operations for IDPs in Sri Lanka continue. While repatriation to Liberia was completed in mid-2007, it continues in Burundi, Rwanda and Tanzania, as well as from neighbouring countries to Sudan. Joint assistance to IDPs returning to their home areas will continue in Southern Sudan and Uganda.

In 2007, WFP provided assistance for 1.7 million refugees, 5 million IDPs and 1.3 returnees (both refugees and IDPs).



Somalia. In partnership with a local NGO, UNHCR provides physiotherapy to the disabled, as well as counselling services in an IDP settlement in Hargeisa.

Working with NGOs

UNHCR has formal partnership agreements with over 600 non-governmental organizations from all parts of the world. The work of these NGOs covers the entire spectrum of UNHCR activities from protection and emergency response to the search for durable solutions. NGO partners provide a key element in the transition from relief operations to development.

More than 70 per cent of these NGO partners are local organizations; bringing to UNHCR's work a depth of local knowledge as well as an unmatched presence on the ground and the ability to become operational quickly in emergency situations. Other partners are international NGOs, who bring to the partnership considerable experience, as well as critical human and material resources.

In addition to the NGOs with whom UNHCR has formal partnership agreements, the Office also works with many other NGOs on an operational basis. These operational partners support UNHCR's work in such areas as emergency relief, resettlement, research, and advocacy.

UNHCR will develop and strengthen its partnership with NGOs, focusing on two elements of that relationship in 2008. One area of focus will be the strengthening of national NGOs and increased engagement with them at the level of field operations. UNHCR will work with its NGO partners to improve the management of partner agreements in the Field, including issues of partner overhead and salary contributions.

The other area of emphasis will be on strategic partnerships. UNHCR has already signed five new NGO-UNHCR strategic partnership agreements, and in

2008 will work to derive practical benefits from these agreements and explore the possibility of putting additional agreements in place. As part of this strategic engagement the Office is looking forward to NGO participation in the High Commissioner's "Dialogue on Protection Challenges" and in the review of reintegration policy. UNHCR will continue to engage at a strategic level with its NGO, UN and Red Cross/ Red Crescent Movement partners in the Global Humanitarian Platform.

UNHCR will continue to forge new partnerships with NGOs to meet the needs of refugees and to work towards durable solutions. UNHCR has turned to NGOs more recently to address growing needs in legal assistance and protection. At the same time, UNHCR is developing partnerships with NGOs that increasingly bring their own resources and expertise to bear. This marks a shift from a resource-based to a need-based approach. Such a strategy is especially useful in addressing existing gaps. In developing such partnerships, UNHCR seeks to add value in order to have the greatest impact in helping refugees.

Annual UNHCR-NGO consultations held in Geneva bring together NGOs from all over the world and present a unique opportunity for in-depth discussion of priority topics among those on the front lines of operations. They provide time to reflect on how to improve the delivery of protection and other assistance to those in need. The Office will continue to organize this annual event, and also explore ways in which it may be replicated at the regional level. NGO participation will also be encouraged in the Standing Committee and ExCom meetings as before.

Corporate partnerships

In 2007, UNHCR made inroads in its partnership strategy with corporations and foundations. The Dalberg Global Development Advisors study of 20,000 organizations worldwide ranked UNHCR 16th in quality as a partner with the private sector. The study reviewed factors including products and premises, advocacy and awareness programmes, time, financial accountability and projects activities such as creating employment.

UNHCR's corporate partnership programme is driven by its Council of Business Leaders, composed of a group of global leaders including Microsoft, Nike, Manpower, Merck and PricewaterhouseCoopers. Innovative public-private partnerships have created unprecedented opportunities for UNHCR to assist host communities integrate refugees, improve self-reliance and increase job opportunities. The Office will strengthen corporate sector partnerships and promote public-private partnerships at events such as the Clinton Global Initiative and the World Economic Forum.

The organization continues to seek new partners for its *ninemillion.org* campaign, a call for resources to support Education (Plus) for refugee children by 2010. This campaign augments UNHCR's existing education programmes. UNHCR, through *ninemillion.org*, provides corporations, foundations, private individuals and the public at large with an opportunity to join efforts to provide education for nine million refugee children affected by violence and conflict.

Following a review in March 2007 of its private sector fund-raising strategy, the Office has sought to strengthen its relationship with foundations. A first tangible success was a USD 10 million grant from the Bill and Melinda Gates Foundation in 2007. Corporate and foundation fund-raising will be further enhanced through support to regional offices, especially targeting those situated in Southern Europe, the United States and Asia.

Identifying needs and funding requirements

The planning process

The High Commissioner's Global Strategic Objectives are the starting point for UNHCR's programme planning and budgeting. The Regional Bureaux then translate these objectives into priorities specific to the situations under their purview. These priorities are further elaborated at the country level. This exercise, together with comprehensive needs-based assessments, forms the basis of UNHCR's programme planning and budgeting.

Participatory needs assessments are now the norm in planning and implementing UNHCR's operations. During the planning cycle, the Office works closely with all involved parties, including representatives of refugees and others of concern, donors, implementing and operational partners, UN agencies and government counterparts. This participatory process allows for greater transparency in the Office's priority setting. By avoiding duplication of effort, an inter-agency planning process also enables UNHCR and its partners to maximize the impact of available resources.

UNHCR is moving into a biennial programme and budget cycle as of the 2008-2009 biennium.

The budgets presented in this Appeal therefore constitute UNHCR's first biennial budget. For the 2008-2009 Biennial Programme Budget, UNHCR field managers and partners carried out an assessment of the needs of people of concern. This exercise again highlighted the challenge in addressing all the gaps identified and the need for additional resources from all relevant actors to bring protection and assistance to levels that conform to established standards.

During the planning process, country teams identified overall needs in 2008 for refugees and others of concern for some USD 2.4 billion. Of this amount, field offices and headquarters units presented programme and budget submissions for USD 1.18 billion. The submissions from the Field were first reviewed at Headquarters by the Regional Bureaux and technical support units based on experience with similar types of operations, numbers of beneficiaries, per capita costs, staffing levels and field presence. Submissions from headquarters departments and divisions were assessed against global priorities, taking into account the need to reduce staffing levels and overall support costs. A consultative process then took place with all relevant functional units during the Programme Review. Donors were consulted in an informal session in Geneva in June 2007.

Standards and indicators

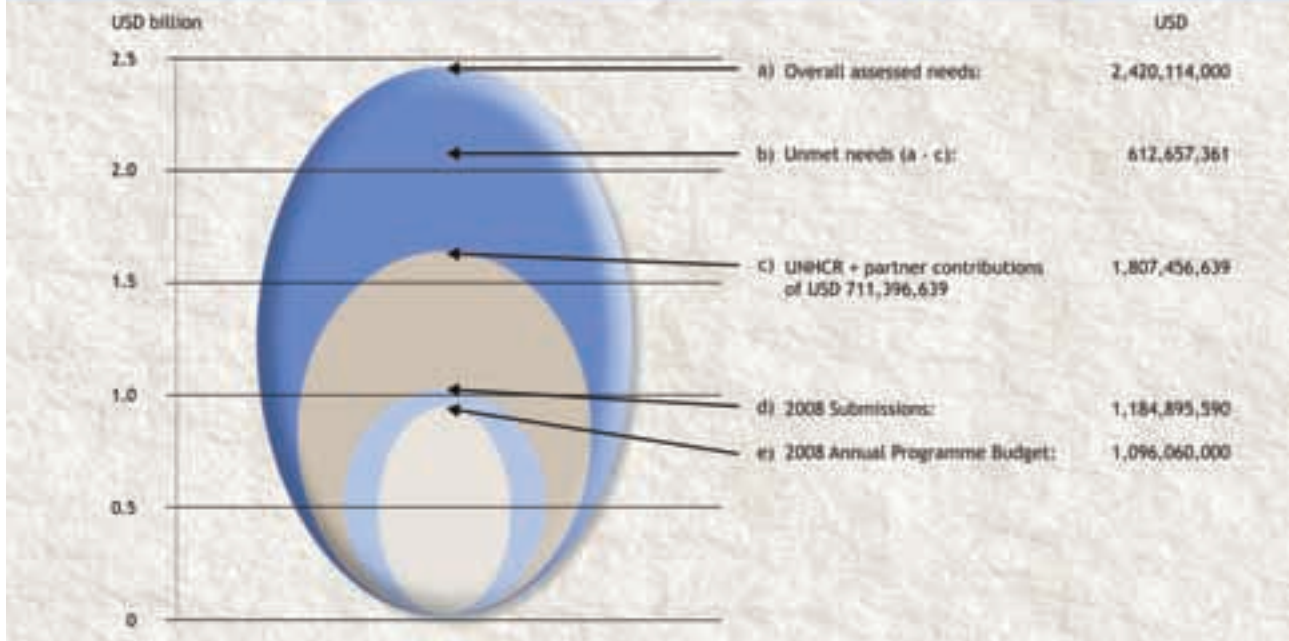
Enhancing institutional accountability and monitoring UNHCR's protection and assistance activities require regular and systematic data collection and analysis. In the context of results-based management, standards and indicators are a unique data-collection mechanism which allows, on a yearly basis, a systematic monitoring of progress towards improving protection and assistance for people of concern as well as towards achieving durable solutions.

In recent years, standards and indicators have become more widely used by UNHCR and its partners. More country operations have begun collecting and using data for their own operational needs, while data quality and compliance rates have improved. During the last two years, a significant number of countries have used standards and indicators data to support

their country operations plans. More than 83 per cent of UNHCR offices have provided data on standards and indicators. This is some 10 per cent more than in 2005. Nevertheless, the current data quality, utilization and compliance levels remain below UNHCR's expectations and require additional efforts and funding.

The Division of Operational Services will continue to strengthen the systematic use of standards and indicators by improving existing data collection instruments. The development of specific standards and indicators for internally displaced people, in close consultation with other agencies that are part of the cluster approach, will be a key activity in 2008. Standards and indicators will also be developed for the specific use of operations in industrialized countries, focusing mainly on advocacy and resource mobilization.

Figure 1 - 2008 Overall needs assessment (including reserves and JPOs)



After this extensive review process, UNHCR presented its first Biennial Programme Budget of USD 2,204,860,000 which was approved by the Executive Committee at its October 2007 session. In proposing a budget at this level, the High Commissioner sought to strike a balance between known needs and the likely availability of funds. The approved programme represents the best possible alignment of UNHCR's resources and activities with the Global Strategic Objectives. It does not, however, reflect all of the requirements and cost savings related to the Structural and Management Change process.

In submitting its programme budgets, UNHCR is well aware that it is only addressing part of the overall picture. Even in relation to the needs of refugees whom it proposes to assist, programmes only meet minimum international standards for protection and assistance. UNHCR's programmes thus need to be considered in the broader context of the overall needs in a particular country or region, and the contributions being made by other actors. Figure 1 illustrates UNHCR's budget in relation to global refugee needs, and the portion of those needs being addressed by others. The figure also indicates that unmet needs in 2008 are estimated at some USD 613 million.

Inter-agency planning

Meeting humanitarian needs in complex emergencies goes beyond the capacity of any single agency. UN agencies and other members of the Inter-Agency Standing Committee are working closely together to respond to emergencies. The UN Humanitarian Coordinator leads the process of developing common humanitarian action plans at the country level for a country or region affected by a crisis. This process specifies the roles of each participating agency and usually leads to the issuing of a

consolidated appeal, which sets out the overall approach to address the most urgent needs.

In 2008, UNHCR will again actively participate in the inter-agency Consolidated Appeals Process (CAP). The Office will present its requirements in 12 out of 13 CAPs or similar mechanisms that are foreseen for 2008, i.e. the CAPs for the Central African Republic, Chad, Côte d'Ivoire, Somalia, Timor-Leste, Uganda, West Africa and Zimbabwe, as well as the Humanitarian Action Plan for the Democratic Republic of the Congo (DRC), the Sudan Work Plan and the Common Humanitarian Action Plans for Sri Lanka and Nepal. The Office will also take part in any new inter-agency appeals that are established during the year and which deal with people of concern to UNHCR.

Overview of the 2008-2009 requirements

UNHCR's Annual Programme Budgets for 2008 and 2009 amount to USD 1,096,060,000 and USD 1,108,800,000 respectively, including the Operational Reserve, the "New or additional activities – mandate related" (NAM) Reserve and the Junior Professional Officer scheme.

The **Operational Reserve** in 2008 and 2009 will amount to USD 91,914,590 and USD 95,345,454 respectively. This represents 10 per cent of the total programmed activities under the Annual Programme Budgets for the biennium. The Operational Reserve allows UNHCR to meet additional requirements for which there are no provisions in the programmes approved by the Executive Committee, such as new emergencies and other unexpected additional

requirements. The Office makes allocations from the Operational Reserve throughout the year according as needs arise.

The “**New or additional activities – mandate related (NAM) Reserve**” will amount to USD 75 million in 2008, reflecting growing NAM appropriations in 2007. The 2009 NAM Reserve currently amounts to USD 50 million, but may be adjusted to a higher level if so decided by the Executive Committee. The NAM provides budgetary capacity to accommodate mandate-related activities that are not included in the budget. Transfers from the NAM Reserve are made against earmarked additional contributions and will thus not divert funds from budgeted activities.

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

Furthermore, the Biennial Programme Budget includes an allocation from the **United Nations Regular Budget**. The allocation is used to cover administrative costs at Headquarters, most notably staff costs for management and administration. In 2008-2009, the United Nations Regular Budget allocation will amount to USD 69,531,196, which represents a continuation of a gradual increase in the allocation. It will cover approximately 37 per cent of UNHCR’s administrative costs at Headquarters.

In addition to its Annual Programme Budgets, UNHCR will again establish a number of **supplementary programmes** in 2008 and 2009. At the time of writing this Appeal, five supplementary programmes had been established for 2008 for an amount of some USD 95 million. These are

the supplementary programmes for the Somalia Situation, the return and reintegration of Mauritanian refugees, the global IDP cluster, the improvement of refugee protection within broader migration movements in North Africa, and the joint appeal for providing education opportunities to Iraqi refugees in host countries. In addition, the Office foresees the establishment of another 12 supplementary programmes, which will be the subject of specific supplementary appeals. Seven of them are for IDP operations in the Central African Republic, Chad, Colombia, Côte d’Ivoire, the DRC, Liberia and Uganda. The others are for the return and reintegration of Sudanese refugees to Southern Sudan, protection and assistance to refugees and IDPs in Darfur, the Iraq situation, Confidence-Building Measures in Western Sahara, and avian and human influenza preparedness and response in camp settings.

The 2008 Annual Programme Budget represents an increase of 5 per cent from the previous year. The increase is mostly due to the mainstreaming of the supplementary programme for the repatriation and reintegration of Congolese refugees in the DRC and an increase in the NAM Reserve. The budget has increased most substantially in the DRC (USD 29.4 million), Kenya (USD 9.1 million), Sudan (USD 4.9 million), Senegal (USD 4.5 million) and Chad (USD 4.4 million). Simultaneously, the budget has decreased significantly in Liberia (USD 11.6 million), Headquarters (USD 10.2 million), Angola (USD 10.2 million), Sierra Leone (USD 5.4 million) and Ghana (USD 3.5 million). In 2009, the Annual Programme Budget is only marginally increased by 1.7 per cent.

UNHCR’s total requirements since 2000 are shown in Figure 2. It is important to note that no supplementary programme requirements are yet known for 2009 and

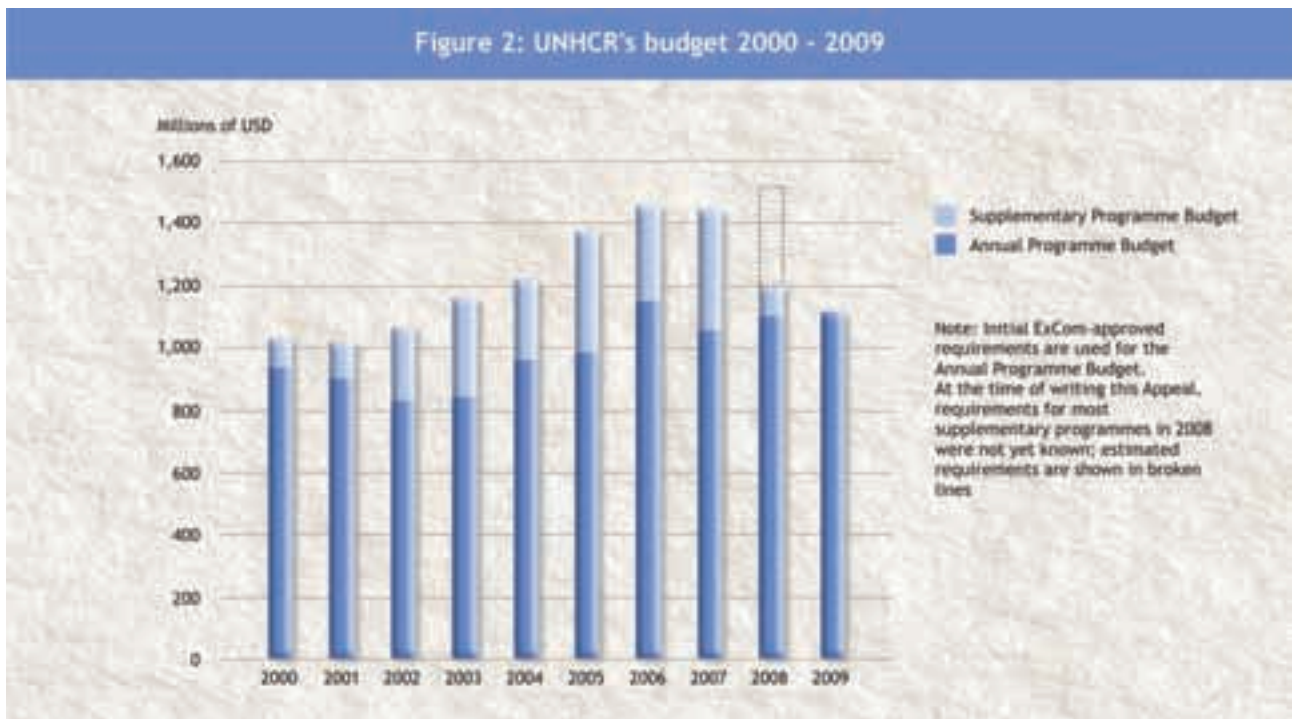
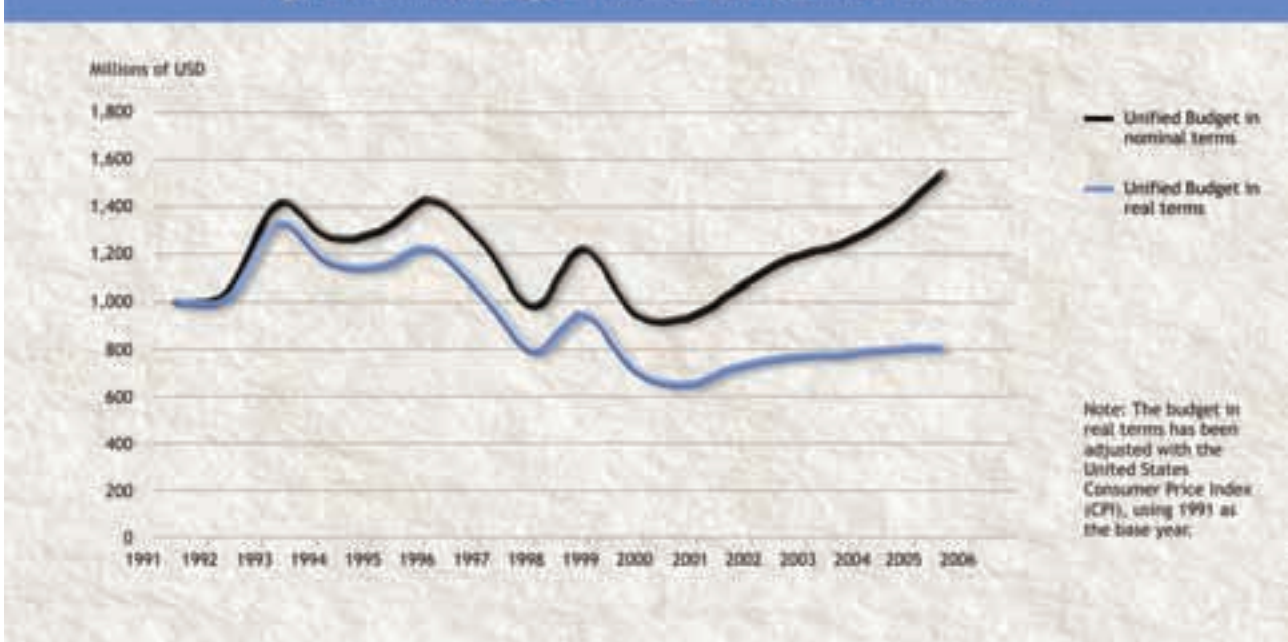


Figure 3: UNHCR's budget in nominal and real terms 1991 - 2006



that most of the supplementary programmes for 2008 are still under review. Figure 2 shows a steady increase in UNHCR's budget since 2000, but the picture is different if the comparison is extended to 1991 and the purchasing power of the budgets is taken into account, as shown in Figure 3.

In 2008, UNHCR's combined requirements under the Annual Programme Budget and estimated requirements under supplementary programmes are largest in Africa, as shown in Figure 4. The requirements in Africa amount to 37 per cent of the total estimated budget, followed by the Middle East and North Africa (18 per cent), and Asia and the Pacific (10 per cent). It should be noted that allocations from the reserves will increase the budgets of the various regions in relation to Headquarters throughout the year. UNHCR's requirements since 2000 in the respective regions, as well for global programmes and Headquarters are shown in the regional summaries.

Fund raising

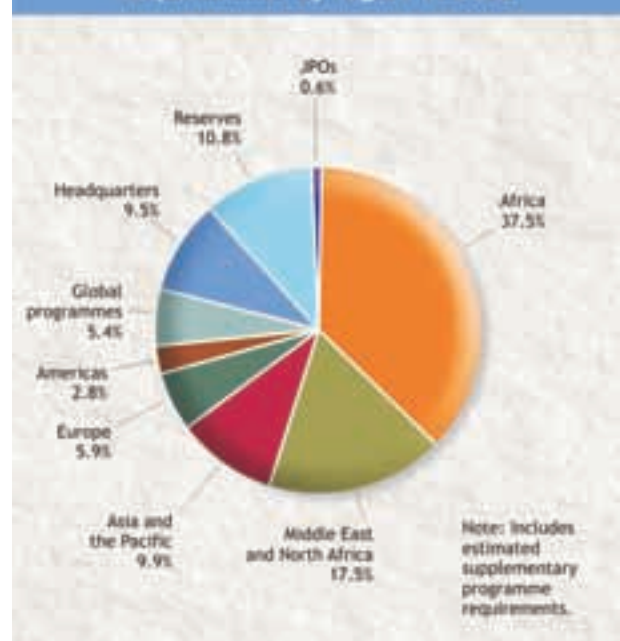
UNHCR funds its programmes almost entirely through voluntary contributions. Only a small portion of the Office's total requirements is covered from the United Nations Regular Budget. It is therefore fundamental that the Office receives enough voluntary contributions to allow for the full implementation of its planned activities. Apart from financial contributions, refugee-hosting countries make an invaluable direct contribution towards protecting and assisting refugees.

In 2008-2009, UNHCR will continue to advocate for predictable, timely and flexible contributions. The

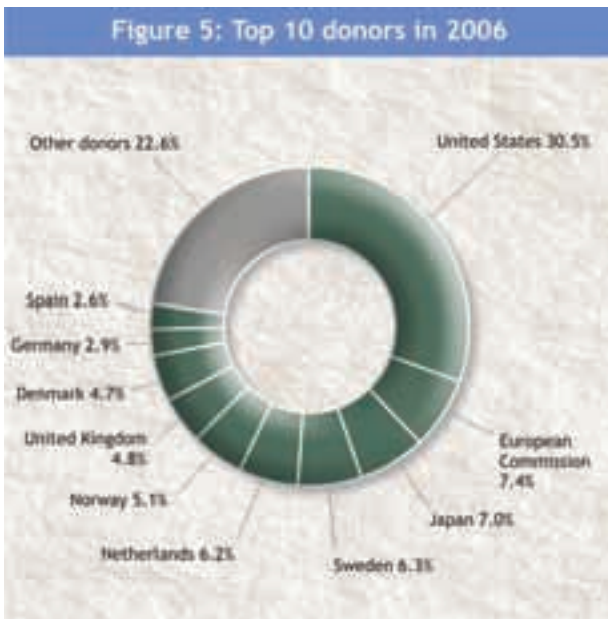
introduction of a biennial budget will hopefully lead to an increase in multi-year contributions, which would improve UNHCR's financial predictability and hence facilitate programme planning. Simultaneously, the Office will continue to advocate for more flexible funding in the form of less earmarked contributions. Contributions with minimum restrictions allow the Office to direct funds where they are most needed, ensuring that less visible and forgotten refugee situations receive adequate financial support.

To achieve a higher level of contributions, the Office strives to expand its public and private sector donor base as outlined in the Global Strategic Objective No.8. These efforts are showing gradual progress. The number of governmental donors contributing more than

Figure 4: UNHCR's estimated requirements by region in 2008



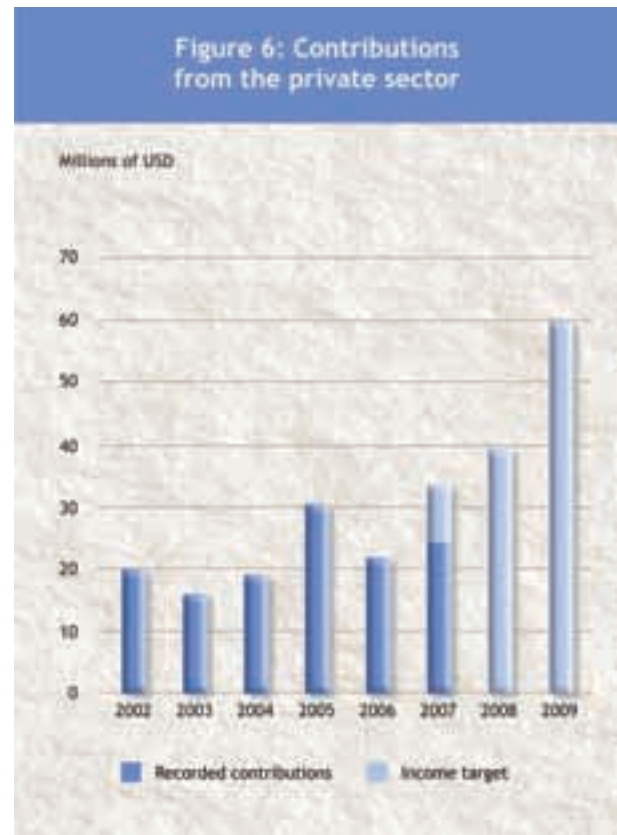
USD 20 million per year has increased from 11 in 2005 to 15 in 2007. The increase is partly explained by favourable exchange rates; however, contributions have also gone up when measured in local currencies. Simultaneously, contributions through various United Nations pooled funding mechanisms have increased considerably. In addition, contributions from the private sector have increased from USD 21.7 million in 2006 to an estimated USD 33 million by the end of 2007. Nevertheless, the overall donor base remains very narrow. In 2006, more than 74 per cent of the total contributions were provided by only 10 donors, as shown in Figure 5. In 2008-2009, UNHCR hopes to further reduce its dependency on such a limited number of donors.



New common humanitarian funding mechanisms, such as the Common Humanitarian Funds in Sudan and the DRC, and the Central Emergency Response Fund, are improving coordination within the UN system and leading to a more efficient humanitarian response. An increasing number of multi-donor trust funds have also been recently created, such as the Peace Building Fund and the Millennium Development Goal Achievement Fund. These mechanisms offer new funding opportunities for UNHCR, particularly for new emergencies and ongoing chronically under-funded operations, as well as for reintegration and recovery programmes. The pooled funding mechanisms call for

field-based inter-agency needs assessments, prioritization exercises and resource allocation procedures. In 2008-2009, UNHCR will continue to play an active role in this process and consequently place more emphasis on providing support to field representatives on pooled funding mechanisms.

Private sector fund raising plays an important role in UNHCR's efforts to diversify its funding base. The Office seeks to raise USD 100 million from private donors by 2011. In 2008, the income target is USD 39.3 million, which represents a steady increase from the previous years, as shown in Figure 6. The private sector fund-raising strategy focuses on individual donors, foundations and corporations in a limited number of countries. These efforts aim to secure predictable and broadly earmarked funding under the Annual Programme Budget. Individual donors, in the form of regular monthly givers, will continue to account for the biggest share of private sector income, but an increased emphasis will be given to foundations and corporations.



Total financial requirements (USD)

Operations / activities	2007			2008			2009
	Annual Programme Budget	Supp. Programme Budget	Total	Annual Programme Budget	Supp. Programme Budget	Total	Annual Programme Budget
Central Africa and the Great Lakes	154,014,746	69,702,787	223,717,533	188,307,835	0	188,307,835	208,933,786
East and Horn of Africa	97,834,712	97,360,042	195,194,754	111,734,807	21,648,541	133,383,348	131,236,309
West Africa	83,940,426	13,757,663	97,698,089	65,496,228	1,075,123	66,571,351	48,351,167
Southern Africa	45,384,821	1,100,000	46,484,821	34,945,314	0	34,945,314	30,310,341
North Africa	7,480,107	6,933,569	14,413,676	8,722,011	4,906,183	13,628,194	8,863,704
The Middle East	20,776,211	150,495,321	171,271,532	24,614,968	58,094,477	82,709,445	25,894,086
South-West Asia	84,448,951	3,433,380	87,882,331	80,742,742	0	80,742,742	82,166,431
Central Asia	5,003,019	0	5,003,019	4,869,220	0	4,869,220	4,552,519
South Asia	20,635,717	0	20,635,717	28,460,285	0	28,460,285	32,390,023
East Asia and the Pacific	31,734,016	0	31,734,016	39,692,562	0	39,692,562	41,734,892
Eastern Europe	27,082,012	0	27,082,012	25,966,758	0	25,966,758	25,892,003
South-Eastern Europe	36,833,522	0	36,833,522	33,247,952	0	33,247,952	34,440,658
Central Europe and the Baltic States	13,472,800	1,489,621	14,962,421	12,343,595	0	12,343,595	12,696,383
Western Europe	18,103,139	0	18,103,139	19,451,187	0	19,451,187	19,847,815
North America and the Caribbean	5,354,057	0	5,354,057	5,858,534	0	5,858,534	5,953,626
Latin America	17,843,985	16,599,115	34,443,100	19,599,213	0	19,599,213	22,297,957
Global programmes	66,336,787	21,138,287	87,475,074	67,940,717	2,769,059	70,709,776	73,117,804
Headquarters ¹	157,290,345	5,704,436	162,994,781	147,151,482	606,497	147,757,979	144,775,043
Total programmed activities	893,569,372	387,714,221	1,281,283,593	919,145,410	89,099,880	1,008,245,290	953,454,546
Operational Reserve	89,356,928	0	89,356,928	91,914,590	0	91,914,590	95,345,454
Total annual and supplementary programmes	982,926,300	387,714,221	1,370,640,521	1,011,060,000	89,099,880	1,100,159,880	1,048,800,000
“New or additional activities mandate-related” Reserve	50,000,000	0	50,000,000	75,000,000	0	75,000,000	50,000,000
Support costs ²	0	25,994,943	25,994,943	0	6,016,643	6,016,643	0
Junior Professional Officers	10,000,000	0	10,000,000	10,000,000	0	10,000,000	10,000,000
TOTAL REQUIREMENTS	1,042,926,300	413,709,164	1,456,635,464	1,096,060,000	95,116,523	1,191,176,523	1,108,800,000

¹ Includes allocations from the UN Regular Budget of USD 34,431,700 (2007) and USD 69,531,196 (2008-2009).

² A seven per cent support cost is recovered from contributions against supplementary programmes to cover indirect costs for UNHCR.

Note on the budget figures

The Supplementary Programme Budgets presented in this Appeal do not include seven per cent support costs that are recovered from contributions to meet indirect costs for UNHCR, except in the above table. The 2007 Supplementary Programme Budgets show

requirements as at 15 October 2007. The Annual Programme Budgets are initial requirements as approved by the Executive Committee: the initial requirements are shown to better enable comparison with the 2008 and 2009 budgets.