Global Report 2007

Challenges & Achievements

UNHCR
global report
2007

UNHCR
The UN Refugee Agency

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Refugee Agency

Editorial team

Production

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Cover photo: Chad. Two Sudanese refugee girls from Darfur, Beina and Farihalh, fetch wood in the surrounding of Djabal camp. They try to attend school regularly despite heavy daily chores. *UNHCR/H. Caux*

Mission statement

UNHCR - THE UNITED NATIONS REFUGEE AGENCY

The High Commissioner for Refugees is mandated by the United Nations to lead and coordinate international action for the worldwide protection of refugees and the resolution of refugee problems.

UNHCR's primary purpose is to safeguard the rights and well-being of refugees. In its efforts to achieve this objective, the Office strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State, and to return home voluntarily. By assisting refugees to return to their own country or to settle permanently in another country, UNHCR also seeks lasting solutions to their plight.

UNHCR's Executive Committee and the UN General Assembly have authorized involvement with other groups. These include former refugees who have returned to their homeland; internally displaced people; and people who are stateless or whose nationality is disputed.

The Office seeks to reduce situations of forced displacement by encouraging states and other institutions to create conditions which are conducive to the protection of human rights and the peaceful resolution of disputes. In all of its activities, it pays particular attention to the needs of children and seeks to promote the equal rights of women and girls.

The Office works in partnership with governments, regional organizations, international and non-governmental organizations. It is committed to the principle of participation, believing that refugees and others who benefit from the organization's activities should be consulted over decisions which affect their lives.

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High Commissioner's Foreword

Juba, Sudan. World Refugee Day, 20 June 2007. High Commissioner António Guterres talks to a returnee woman in South Sudan.

This Global Report covers a very fulfilling year for UNHCR. Following a return to financial stability in 2006, increased donor support and effective management of our budget during 2007 allowed us to do more, and do better, in all areas. UNHCR was consistently able to deliver higher levels of protection and assistance to people of concern, providing more lasting solutions while spending less on the organization itself.

Internal reform and more effective interventions on behalf of our beneficiaries translated directly into increased donor confidence and support. UNHCR received total contributions of USD 1.27 billion in 2007, a considerable increase over the year before.

Staff and other structural costs were contained so that we managed to spend 20 per cent more, in nominal terms, on operations than we did in 2006. A range of measures taken at Headquarters to reduce the impact of the transfer of certain finance, human resources and supply chain functions to Budapest substantially lowered the cost of the move. Headquarters staff was reduced to 884 people at the end of 2007, down from 954 at the end of 2006 and from 1,050 in December 2005; the trend will continue in 2008, with the level likely to fall below 800 in the next 12 months. By June this year, 170 staff members will be fully operational at the new global service centre.

UNHCR took an active approach to UN reform as well, particularly in the sphere of inter-agency cooperation. By the end of 2007, the Office was actively engaged in 29 separate operations on behalf of internally displaced people, 11 of which – from Colombia to Uganda – are currently using the collaborative cluster approach. UN Country Teams in several other countries are using this framework to help planning, or intend to implement it during 2008. Assessments of the introduction and application of the cluster framework have been positive and reveal no negative impact on UNHCR's mandated responsibilities for refugees. Another very relevant area for UNHCR is the "Delivering as One" initiative which was originated by the

Secretary-General's High-Level Panel on System-wide Coherence. The experiences in Mozambique and the United Republic of Tanzania have been particularly positive.

Across the board, more money went directly to our operations, both in absolute and relative terms. Thanks to the carry-over generated by staff cost savings in 2006, we were able to develop projects to address critical refugee needs in the priority areas of health, nutrition and for the reduction of sexual and gender-based violence (SGBV). Projects were implemented in 19 countries and proved extremely effective in improving the lives of refugees. A drop in mortality rates was achieved by providing the latest malaria protocol - and insecticide-treated mosquito nets; SGBV was reduced by creating women's shelters and identifying foster families for unaccompanied children; and malnutrition rates decreased after the introduction of new therapeutic care, infant feeding programmes and additional food to the general food distributions provided by the World Food Programme, an important partner for UNHCR.

Beyond additional resources, the Office brought a renewed focus to the search for solutions, including for protracted caseloads. Support from host governments was fundamental to the local integration of refugee populations in Mozambique, Namibia, the United Republic of Tanzania and Zambia. In West Africa, cooperation among members of the Economic Community of West African States provided the means to resolve the plight of residual groups of Liberian and Sierra Leonean refugees.

The number of refugees submitted by UNHCR last year for resettlement – over 97,000 – was an all-time high. Nearly 22,000 were Iraqis who have sought asylum in neighbouring States, where the Office has mounted its largest referral operation. Voluntary repatriation continued in all parts of the world with 700,000 individuals going home during the year.

There were also major breakthroughs in the pursuit of solutions for the stateless, notably by the Governments of Nepal, through a regularization exercise involving 2.6 million people, and Bangladesh, by its agreement to issue citizenship certificates to Urdu speakers.

Key to effective programme delivery in 2007 was the ability, for the first time in the organization's history, to grant 100 per cent of the Annual Budget spending authority to all operations. Without forced cuts or austerity measures, operational implementation rates were universally high, topping 98 per cent on average.

The level of stability we have achieved makes us confident of being able to grant full spending authority for the Annual Budget again this year. Around USD 15 million of the carry-over from 2007 will go to projects which benefit the people we care for as well as to upgrade conditions for staff in the most difficult duty stations. Some USD 7.5 million will be directed to additional priority reproductive health and nutrition projects. To improve staff living and working conditions in hardship locations, an envelope of USD 4.2 million has been set aside for use in duty stations such as Afghanistan, Chad and Sri Lanka. And in a third priority area, we will increase our presence and operational capacity in the Democratic Republic of the Congo to meet huge challenges in the areas of reintegration and internal displacement.

On the strength of what we achieved in 2007, this year will be one of continued reform and consolidation. I would like to acknowledge the many forms of invaluable support UNHCR received over the course of the past year and thank you for enabling the Office to meet the needs of millions of forcibly displaced people around the world.

António Guterres

The Global Report 2007

UNHCR publishes its annual Global Report to inform governments and private donors about its activities and achievements in the previous year. As the organization depends almost exclusively on voluntary contributions to fund its programmes, the report is a vital means of informing donors about how their money was spent.

The Global Report is also intended for the use of Executive Committee (ExCom) members, Standing Committee observers, governments and their permanent missions in Geneva, the UN Secretariat, UN agencies, intergovernmental agencies, non-governmental organizations (NGOs) and regional organizations. Many universities, academics and private individuals and groups also consider the report an important reference.

Structure

The Global Report is divided into two parts: Part I provides an overview of UNHCR's work, while Part II looks at operations in the Field. Part I covers the main areas of UNHCR's mandate: international protection, durable solutions and statelessness, as well as priorities such as internal displacement and emergency response. The report describes UNHCR's efforts to improve the lives of more than 31.7 million people: refugees, internally displaced persons (IDPs), returnees, the stateless and others of concern. In this regard, UNHCR's global strategic objectives and performance targets provide benchmarks against which to gauge the effectiveness of its work.

UNHCR recognizes the important contributions of its partners towards the realization of its mandate, and the report highlights its collaboration with other UN agencies, international organizations, NGOs, donors and host governments. Furthermore, the report also describes activities and achievements in support of UN reform, in particular inter-agency collaboration and the cluster approach to the challenges posed by internal displacement.

Also addressed are UNHCR's internal reform and restructuring initiatives.

The Global Report provides detailed information on funding and expenditure. All donors who have contributed USD 100,000 or more are profiled, and a five-year contribution history is provided. The profiles also indicate how donors have responded to UNHCR's requests to reduce earmarking.

Part II of the Global Report includes seven brief summaries of UNHCR operations and achievements in the Field and at Headquarters. All other information related to operations has been included in the enclosed CD-ROM, presented in 16 subregional overviews, 33 country chapters, three situational chapters and chapters on Headquarters and on global programmes. All operations with a budget or expenditure of USD 5 million or more have separate chapters. As in previous years, other operations are described in their respective subregional overviews.

The Report also contains a list of current Executive Committee members, maps showing States party to the refugee and statelessness conventions, a list of acronyms and a glossary.

More detailed information on UNHCR's policies and operations, ExCom documents, news stories and publications can be found on UNHCR's website: www.unhcr.org

UNHCR/H. Caux

UNHCR and partners are working to improve education for some 230,000 Sudanese who have sought refuge in Eastern Chad.

UNHCR's global strategic objectives

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

Global strategic objective 2 - Advocate for and support governments in the development and maintenance of an international protection regime including its implementation at the national level, with priority given to:	
Expected accomplishments	**Performance targets**
2.1 Preserving asylum space through effective implementation of the 1951 Convention and its 1967 Protocol and related international and regional standards.	2.1.1 The legal frameworks and administrative capacities of States are strengthened in order to ensure compliance with their international protection obligations.

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

Global strategic objective 3 - Redoubling the search for durable solutions, with priority given to:			
Expected accomplishments		Performance targets	
3.1	Promoting the creation of conditions conducive to return and to ensuring sustainable reintegration.	3.1.1	Within one year of return, returnees are making steady progress towards self-reliance and are fully integrated into national and area recovery and development programmes *(AfP Goal 5, Objective 3)*.
3.2	Developing and implementing comprehensive strategies to resolve protracted situations.	3.2.1	Multi-year comprehensive durable solutions strategies, in which the strategic use of resettlement and local integration have their proper place, jointly developed by UNHCR and relevant actors are under implementation in 100 per cent of operations with protracted refugee situations *(AfP Goal 5, Objective 1)*.
		3.2.2	Best interests determination procedures to identify durable solutions for unaccompanied and separated children are being implemented in all UNHCR operations *(AfP Goal 6, Objective 2)*.
3.3	Strengthening local integration as a durable solution.	3.3.1	Refugee-hosting areas are being included in national development plans and strategies for sustainable funding based on mechanisms such as the Common Country Assessments (CCA) and United Nations Development Assistance Frameworks (UNDAF), as well as Poverty Reduction Strategy Papers (PRSP) *(AfP Goal 3 Objective 5)*.
		3.3.2	Number of countries allowing refugees to locally integrate as a durable solution has increased *(AfP Goal 5, Objective 4)*.
3.4	Enhancing the use of resettlement as a strategic protection tool, durable solution, and burden and responsibility sharing mechanism.	3.4.1	The strategic use of resettlement has been expanded in line with the guidance provided in the Multilateral Framework of Understanding on Resettlement *(AfP Goal 5, Objective 5)*.
3.5	Implementing effective exit and phase-down strategies through partnerships and handover arrangements with development partners and the competent authorities.	3.5.1	UNHCR's presence and cost of operations have been reduced in situations in which durable solutions are being achieved.

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

Expected accomplishments	Performance targets
4.1 Supporting and leading efforts to provide protection and solutions for persons internally displaced due to conflict and abuses of human rights as part of the collaborative response to IDPs.	4.1.1 Cluster arrangements for IDPs and the appropriate tasks and responsibilities of UNHCR as cluster lead have been implemented at the country level in IASC-prioritized situations and have resulted in a better, predictable, coordinated, effective and consistent delivery of protection and assistance. 4.1.2 UNHCR is actively engaged in UN Country Team needs assessments, planning and strategy formulation for IDPs, and when appropriate, is delivering timely and effective humanitarian assistance in clusters outside its lead responsibilities. 4.1.3 Adequate funding support from the donor community has been received so as to enable UNHCR to undertake its cluster-lead role in countries selected for implementation of the new collaborative response to IDP situations.
4.2 Improving policy and operational responses to ensure that refugees are protected within broader migration movements.	4.2.1 States are increasingly turning to UNHCR to provide practical solutions in responding to the need to protect refugees within broader migration movements (AfP Goal 3). 4.2.2 UNHCR, in cooperation with States and other relevant actors in regions receiving refugees within mixed flows, is establishing a system through which people wishing to seek asylum will be identified and given access to the asylum procedure while people with other needs are channelled into alternative response mechanisms and solutions (AfP Goal 1, Objective 2 and Goal 2, Objective 1).
4.3 Mobilizing development actors to support reintegration and recovery in returnee-impacted areas so as to make return of the displaced sustainable.	4.3.1 UNHCR's active involvement in United Nations common programming processes (CCA and UNDAF), post-conflict needs assessments and the preparation of poverty reduction strategies is resulting in early and sustained engagement of development actors in supporting sustainable reintegration of returnees, early recovery of affected communities, and support to refugee-impacted areas.

Global strategic objective 5 - Strengthen UNHCR's external relations through improved public information, public awareness, media relations and fund raising, with priority given to:

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

Expected accomplishments	Performance targets
	5.3.2 Current level of USD 28 million from individuals, companies and foundations as well as the number of private individuals donating regularly to UNHCR has significantly increased.

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

Expected accomplishments	Performance targets
6.1 Maintaining financial stability by redesigning the structure of UNHCR so as to streamline the organization and reduce bureaucracy, improve decision making and support to operations, and reduce fixed costs.	6.1.1 A comprehensive review of the design of UNHCR has been completed and implementation of results is under way, resulting in a streamlined structure, reduced bureaucracy, improved decision-making and support to operations, and improved internal management control.
6.2 Strengthening UNHCR's partnerships and cooperation with all stakeholders, in particular with Governments, the UN, and NGOs.	6.2.1 All UNHCR field teams are active participants in UN common programming processes and are using comprehensive assessment of needs and participatory planning with stakeholders to strengthen partnership and develop strategies that utilize the full range of resources available.
6.3 Developing and maintaining an emergency preparedness and response capacity to respond to emergencies of 500,000 people.	6.3.1 UNHCR's global emergency response capacity (including non-food relief items, vehicles, office accommodation, and staffing surge capability) have increased so as to have in place a capacity to respond to an emergency of 500,000 people. 6.3.2 UNHCR's regional response capacity has been strengthened through improved contingency planning, preparedness and cooperation with regional and national actors.
6.4 Undertaking comprehensive reform of UNHCR's human resource policies, in order to ensure maximum operational effectiveness, including enhanced capacity to operate in situations of insecurity, and progress in the achievement of gender equity.	6.4.1 An integrated workforce strategy is being implemented which enhances the speed and effectiveness of organizational response and better meets the needs of the organization and aspirations of staff.
6.5 Institutionalizing results-based management (RBM) as a fundamental performance and accountability framework for the organization.	6.5.1 An RBM framework and strategy are under implementation resulting in improved strategic and operations planning, performance management and reporting. 6.5.2 Planning and prioritization of and within operations as well as resource allocation decisions are increasingly based on the systematic use of standards and indicators. 6.5.3 A knowledge management strategy for UNHCR has been developed and implementation is under way. 6.5.4 A comprehensive management development strategy is under implementation including individual development plans and increased participation in security management learning programmes. 6.5.5 Management Systems Renewal Project (MSRP) roll-out is completed resulting in increased efficiency and savings. 6.5.6 Percentage of unsatisfactory audits and inspections is decreased and above-average ones increased.