

MIDDLE EAST



UNHCR

2013 GLOBAL REPORT

- Bahrain
- Iraq
- Israel
- Jordan
- Kuwait
- Lebanon
- Oman
- Qatar
- Saudi Arabia
- Syrian Arab Republic
- United Arab Emirates
- Yemen



A Syrian refugee girl helps collect supplies for the family shelter at a distribution centre in Za'atari camp, Jordan

UNHCR / J. KOHLER



| Overview |

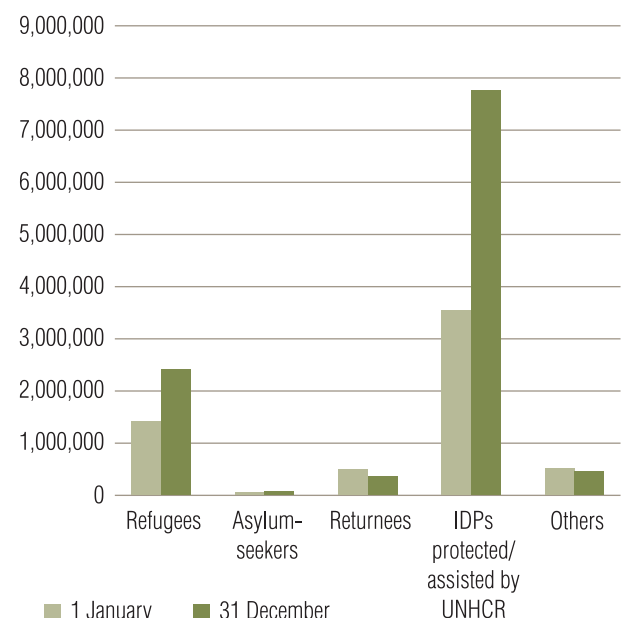


Highlights

- UNHCR efforts in the Middle East during 2013 were dominated by the deepening complexity and scale of the conflict in the Syrian Arab Republic (Syria), which caused catastrophic population displacement both inside and outside the country, and posed a growing threat to its neighbours' stability.
- As a result, the Office scaled up its presence to maintain the broadest possible protection space for Syrian refugees through support for host countries and directly affected local communities, and coordination of an unprecedented regional humanitarian response. It also delivered a substantial share of this response, both in terms of protection and assistance activities. UNHCR's new Regional Refugee Coordination Office in Amman led and supported region-wide engagement with more than 100 partners, including national and international NGOs, and, crucially, host governments that are bearing the brunt of the Syrian refugee influx.
- Inside Syria, despite mounting violence and the risks associated with maintaining one of the largest humanitarian operations in the country, the organization delivered assistance to internally displaced people (IDPs), expanding its presence in key locations and enhancing logistical capacity to get

core relief items to the most vulnerable. The Office led many inter-agency efforts to provide assistance across front-line areas that were difficult to access.

People of concern to UNHCR in the Middle East | 2013



- As Iraq and Yemen continued to be plagued by conflict and instability, resulting in protracted internal displacement and refugee movements – with the added complexity of mixed migratory flows into Yemen – UNHCR provided support to those in need. Responses focused particularly on community-based protection, shelter interventions, and the large-scale distribution of non-food items. Meanwhile, in Israel, the organization worked to ensure that legislative arrangements and administrative practices did not adversely affect refugees’ access to international protection in an increasingly restrictive asylum environment.
- The region’s fragility prevented a focus on return or self-reliance for refugees. Nonetheless, UNHCR maintained a substantial resettlement operation and launched a humanitarian admissions programme for Syrian refugees in Egypt, Jordan, Lebanon and Turkey, in an effort to provide long-term solutions to particularly vulnerable refugees and demonstrate the international community’s solidarity with increasingly burdened host countries.

| Results in 2013 |

Working environment

In addition to the millions of Syrians displaced inside their country, the Syrian refugee population in the subregion – in Iraq, Jordan and Lebanon – quadrupled in the space of one year, from 400,000 to more than 1.6 million. The region was increasingly preoccupied with the growing violence and humanitarian tragedy unfolding both inside the borders of Syria and in neighbouring countries, while efforts on the international diplomatic scene failed to produce significant results. Lebanon in particular became increasingly affected: security conditions deteriorated, particularly along the border, and its refugee-hosting capacity was overwhelmed by the presence of more than 850,000 Syrian refugees. However, Lebanon’s caretaker Government, as well as the Governments of Iraq and Jordan, continued to show considerable generosity to Syrians fleeing their country.

The only two signatories to the 1951 Refugee Convention in the subregion are Israel and Yemen. The situation in these two countries, while less affected by the Syrian crisis, presented a range of protection challenges that also had an impact on UNHCR activities for people of concern. Yemen continued to experience internal conflict and political violence, and key infrastructure was damaged, exacerbating its social and economic crisis and making the protection of vulnerable displaced people difficult.

The number of refugees from Iraq continued to decline. One reason was that large numbers of Iraqis previously hosted in Syria decided to flee the violence there, leaving their first country of asylum. Inside Iraq, conditions deteriorated, with a surge in violence claiming the lives of some 7,800 civilians, thereby limiting UNHCR’s access to some parts of the country and affecting the prospects of the country’s sizeable IDP and returnee population.

Achievements and impact

UNHCR’s close collaboration with host governments and humanitarian leadership enabled more than 1.6 million Syrian refugees to seek protection in Jordan, Lebanon and Iraq, and to gain access to limited basic services. Borders remained largely open, although the three countries lacked a legal asylum framework.

UNHCR pursued dialogue with the Jordanian and Lebanese authorities – to maintain the protection environment for Syrian refugees and encourage the governments’ continued engagement in response to a humanitarian crisis with severe implications for their own population, resources and infrastructure.

While providing basic assistance to hundreds of thousands of Syrian refugees, the organization scaled up its protection response and registration capacity considerably. It registered more than 1.2 million Syrians in the subregion alone, immediately registering all refugees as soon as they approached the Office, except in Lebanon, where the waiting period was longer, but thanks to intense efforts, was significantly reduced to less than one month.

With its partners, UNHCR strengthened mechanisms to identify and support vulnerable refugees in mostly non-camp settings, focusing on child protection and the response to sexual and gender-based violence (SGBV).

The regional refugee coordination structure set up in Amman consolidated and supported operations, and improved inter-agency coordination mechanisms. In 2013, it oversaw the consolidation of the revised 2013 Regional Response Plan (RRP5), as well as the 2014 Regional Response Plan (RRP6) through a collaborative and inclusive planning process. The largest ever humanitarian refugee appeal, RRP6 included more than 100 partners appealing for funds.

Despite mounting violence across Syria, UNHCR assisted close to 3.4 million IDPs with core relief items in all 14 Syrian governorates, including across front lines and in areas that were hard to access, with additional items provided for the winter season. Moreover, as one of the largest humanitarian agencies present in Syria, the organization played a key role in coordinating the overall humanitarian response, leading the inter-agency response in the protection/community services and shelter/non-food item sectors.

Acknowledging the significant strain on countries hosting the majority of Syrian refugees, UNHCR advocated for international support and urgent aid for the region through the High-Level Segment on Solidarity and Burden-Sharing of the 64th session of the Office's Executive Committee in October 2013. In response to calls for States to support 30,000 of the most vulnerable Syrian refugees with resettlement or other forms of humanitarian admission by the end of 2014, a number of countries began offering places.

Building on its 2012 achievements, efforts to mobilize resources and engage with potential partners in the Gulf region, resulted in significant contributions for operations globally as well as in the Middle East. Interest in the Syrian refugee response pointed to the possibility of even closer collaboration and coordination with humanitarian and charity organizations in the Gulf that were already active on the ground.

In Yemen, UNHCR and IOM lent support to a Government-hosted regional conference on asylum and migration. The conference led to the adoption of the Sana'a Declaration, aimed at addressing challenges related to mixed migration and refugee flows from the Horn of Africa, including their impact on Yemen and Gulf States. A follow-up mechanism was created to frame future regional collaboration.

Constraints

Aside from the constraints associated with operating in largely volatile and dangerous environments – particularly relevant in Iraq, Syria and Yemen – UNHCR's activities in the Middle East in 2013 were challenged by the sheer scale and magnitude of the Syrian crisis.

Countries were confronted with unprecedented numbers and needs and, in the case of Syria in

particular, a dearth of partners able to implement activities. Moreover, the largely urban and scattered nature of the Syrian mass displacement also put UNHCR's efforts to reach out to and access refugees effectively under pressure.

The mobilization of vast resources to help respond to the protection and assistance needs of Syrian refugees and IDPs, along with the attention required for people of concern inside Syria, risked eclipsing the needs of other vulnerable people of concern in the subregion. This was a particular concern for complex and protracted situations not directly affected by the crisis, such as in Yemen.

Operations

Operations in **Iraq, Jordan, Lebanon, the Syrian Arab Republic** and **Yemen** are covered in separate country chapters.

In **Israel**, UNHCR worked to reverse the narrowing of protection space through legislative and practical arrangements, particularly for people of concern in detention. Consequently, 1,400 detainees filed asylum claims thanks to the organization's advocacy. UNHCR also successfully challenged the application of the amended Law for the Prevention of Infiltration to asylum-seekers and refugees, the first version of which was rejected by the Supreme Court.

The Regional Office in **Saudi Arabia**, which also covered **Bahrain, Kuwait, Oman** and **Qatar**, increased its capacity building and advocacy for a refugee law, and pursued discussions on a memorandum of understanding with the Cooperation Council for the Arab States of the Gulf (GCC). Fundraising efforts were extensive and high-level initiatives to build relations and trust with potential donors enabled UNHCR to mobilize significant public and private sector resources, notably for its humanitarian response to the Syrian crisis.

The Regional Office's strategy was also supported by the efforts of UNHCR in the **United Arab Emirates**, which strengthened its communication and partnerships with a wide array of actors, including the media, while also building the capacity and awareness of key government and non-governmental partners on refugee law and international protection.

| Financial information |

The total financial requirements for UNHCR's programmes in the Middle East subregion at the end of 2013 amounted to USD 1.44 billion, a net increase of USD 991.7 million from the initial requirements of USD 453.4 million. This increase corresponded to the new emergency response requirements for Syrian IDPs and refugees. While the corresponding supplementary budgets were not fully funded by the end of the year, the Syria Situation saw unprecedented levels of contributions reaching UNHCR throughout the year.

Under the inter-agency Regional Response Plan (RRP5), the overall financial requirements presented by UNHCR stood at USD 1.16 billion, including needs for Syrian refugees in Turkey and Egypt and regional activities; and at USD 248.8 million under the Syria Humanitarian Assistance Response Plan (SHARP) for internally displaced people in Syria.

Thanks to the international community's generous response, overall expenditure in the Middle East subregion reached a record high of USD 961 million.

Budget and expenditure in the Middle East | USD

Operation		PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	PILLAR 3 Reintegration projects	PILLAR 4 IDP projects	Total
Iraq	Budget	182,852,932	1,322,163	27,304,149	82,250,093	293,729,337
	Expenditure	131,813,781	422,065	14,494,972	41,623,947	188,354,765
Israel	Budget	3,222,760	0	0	0	3,222,760
	Expenditure	2,865,152	0	0	0	2,865,152
Jordan	Budget	367,567,319	0	0	0	367,567,319
	Expenditure	234,034,387	0	0	0	234,034,387
Lebanon	Budget	361,634,286	439,775	0	0	362,074,061
	Expenditure	245,777,836	243,179	0	0	246,021,014
Saudi Arabia Regional Office	Budget	4,157,450	295,922	0	0	4,453,371
	Expenditure	2,948,147	295,107	0	0	3,243,254
Syrian Regional Refugee Coordination Office	Budget	6,625,869	0	0	0	6,625,869
	Expenditure	6,277,210	0	0	0	6,277,210
Syrian Arab Republic	Budget	84,237,975	708,327	0	232,978,404	317,924,706
	Expenditure	40,801,875	295,870	0	190,783,725	231,881,470
United Arab Emirates	Budget	3,146,529	70,932	0	0	3,217,460
	Expenditure	1,859,948	54,407	0	0	1,914,355
Yemen	Budget	34,659,782	0	0	38,360,587	73,020,369
	Expenditure	24,326,121	0	0	21,231,648	45,557,769
Regional activities	Budget	12,514,949	807,711	0	0	13,322,660
	Expenditure	1,029,754	0	0	0	1,029,754
Total budget		1,060,619,849	3,644,830	27,304,149	353,589,084	1,445,157,911
Total expenditure		691,734,211	1,310,628	14,494,972	253,639,320	961,179,131

Voluntary contributions to the Middle East | USD

Earmarking / Donor	PILLAR 1 Refugee programme	PILLAR 4 IDP projects	All pillars	Total
IRAQ				
Canada	2,860,584		1,947,420	4,808,003
Central Emergency Response Fund	1,883,840			1,883,840
Denmark		1,602,985		1,602,985
Estonia	165,563			165,563
European Union	8,446,445			8,446,445
France	258,732			258,732
Germany	6,631,300			6,631,300
Iraq	9,965,812			9,965,812
Italy	678,426			678,426
Japan	4,500,000			4,500,000
Private donors in Iraq	613,380			613,380
Private donors in Switzerland		83,436		83,436
Private donors in the United Arab Emirates	2,000,000			2,000,000
Republic of Korea	200,000			200,000
Spain	57,065			57,065
Sweden	1,342,883			1,342,883
Switzerland	558,036			558,036
United Kingdom	6,389,776			6,389,776
United Nations Children's Fund	153,200			153,200
United States of America	47,573,350			47,573,350
IRAQ subtotal	94,278,391	1,686,421	1,947,420	97,912,232
ISRAEL				
Germany	465,925			465,925
ISRAEL subtotal	465,925			465,925
JORDAN				
Australia	4,995,338			4,995,338
Belgium	1,356,852			1,356,852
Brazil	150,000			150,000
Canada	7,541,112			7,541,112
Central Emergency Response Fund	5,900,024			5,900,024
Denmark	838,946			838,946
Estonia	135,685			135,685
European Union	27,265,410			27,265,410
France	388,098			388,098
Germany	1,356,852			1,356,852
Japan	14,400,000			14,400,000
Kuwait	47,526,882			47,526,882
Malta	31,928			31,928
Netherlands	2,000,000			2,000,000
Private donors in Canada	48,450			48,450
Private donors in Japan	691,505			691,505
Private donors in Jordan	353			353
Private donors in Monaco	99,338			99,338
Private donors in Switzerland	86,256			86,256
Private donors in the Netherlands	1,396,600		74,185	1,470,785
Private donors in the United Arab Emirates	7,005,000			7,005,000
Private donors in the United Kingdom	1,553,500			1,553,500
Private donors in the United States of America	312,788			312,788
Republic of Korea	302,048			302,048

Earmarking / Donor	PILLAR 1 Refugee programme	PILLAR 4 IDP projects	All pillars	Total
Russian Federation	3,500,000			3,500,000
Saudi Arabia	4,280,000			4,280,000
Spain	1,766,118			1,766,118
Sweden			132,000	132,000
Switzerland	1,102,536			1,102,536
United Kingdom	21,091,030			21,091,030
United States of America	84,535,920			84,535,920
JORDAN subtotal	241,658,570		206,185	241,864,755
LEBANON				
Australia	3,713,689			3,713,689
Canada	6,151,283			6,151,283
Central Emergency Response Fund	5,035,420			5,035,420
Chile	100,000			100,000
European Union	37,849,165			37,849,165
France	4,217,757			4,217,757
Germany	8,470,017			8,470,017
Hungary	40,706			40,706
Ireland	678,426			678,426
Italy	2,344,724			2,344,724
Japan	7,600,000			7,600,000
Kuwait	47,526,882			47,526,882
Luxembourg	649,351			649,351
Netherlands	490,407			490,407
Norway	3,650,301			3,650,301
Private donors in Lebanon	33,000			33,000
Private donors in Monaco	29,970			29,970
Private donors in Saudi Arabia	200,000			200,000
Private donors in Switzerland	16,763			16,763
Private donors in the Netherlands	342,622		4,798	347,420
Private donors in the United Arab Emirates	4,000,000			4,000,000
Private donors in the United Kingdom	38,820			38,820
Republic of Korea	700,000			700,000
Russian Federation	6,500,000			6,500,000
Sweden	164,709			164,709
Switzerland	929,639			929,639
United Kingdom	13,738,019			13,738,019
United States of America	112,600,000			112,600,000
LEBANON subtotal	267,811,670		4,798	267,816,468
MIDDLE EAST OVERALL				
Australia	6,198,347		4,081,633	10,279,980
Austria	1,439,791			1,439,791
Canada			1,947,420	1,947,420
Czech Republic	179,764			179,764
Denmark			10,020,154	10,020,154
Finland	1,356,852		6,440,183	7,797,035
Germany	26,525,199			26,525,199
Greece			65,445	65,445
Iceland	50,000			50,000
Ireland	2,350,230			2,350,230
Japan			7,920,792	7,920,792

Earmarking / Donor	PILLAR 1 Refugee programme	PILLAR 4 IDP projects	All pillars	Total
Kuwait	2,000,000		125,000	2,125,000
Latvia	68,871			68,871
Lithuania	26,237			26,237
Luxembourg			714,286	714,286
Malta	33,921			33,921
Netherlands			27,500,000	27,500,000
Norway	12,143,293			12,143,293
Private donors in Argentina			691	691
Private donors in Australia			4,315,435	4,315,435
Private donors in Belgium			3,335	3,335
Private donors in Canada			408,722	408,722
Private donors in China (Hong Kong SAR)	42,842		540,559	583,401
Private donors in France			15,911	15,911
Private donors in Germany			3,588,838	3,588,838
Private donors in Greece			46,531	46,531
Private donors in Ireland			2,921	2,921
Private donors in Italy			756,077	756,077
Private donors in Japan	19,549		1,809,776	1,829,325
Private donors in Jordan			7,705	7,705
Private donors in Monaco	39,788			39,788
Private donors in Portugal			65,445	65,445
Private donors in Qatar			458,484	458,484
Private donors in Saudi Arabia			101,311	101,311
Private donors in Spain			1,729,710	1,729,710
Private donors in Switzerland			938,250	938,250
Private donors in Thailand			13,848	13,848
Private donors in the Netherlands	32,595			32,595
Private donors in the Republic of Korea	22,290		85,496	107,787
Private donors in the United Arab Emirates			55,737	55,737
Private donors in the United Kingdom			215,040	215,040
Private donors in the United States of America			940,789	940,789
Slovenia			40,706	40,706
Spain			19,488	19,488
Sweden			9,025,865	9,025,865
Switzerland	2,254,791			2,254,791
United States of America	5,000,000		121,900,000	126,900,000
MIDDLE EAST OVERALL subtotal	59,784,360		205,901,582	265,685,941
SAUDI ARABIA				
Kuwait			106,762	106,762
SAUDI ARABIA subtotal			106,762	106,762
SYRIA REGIONAL REFUGEE COORDIN				
European Union	15,707			15,707
SYRIA REGIONAL REFUGEE COORDIN subtotal	15,707			15,707
SYRIAN ARAB REPUBLIC				
Andorra		10,190		10,190
Australia	29,806			29,806
Austria		881,954	679,348	1,561,302
Brazil		250,000		250,000
Canada		2,921,130		2,921,130

Earmarking / Donor	PILLAR 1 Refugee programme	PILLAR 4 IDP projects	All pillars	Total
Central Emergency Response Fund		6,900,318		6,900,318
Denmark	956,462			956,462
European Union		12,502,994		12,502,994
Germany		16,014,678		16,014,678
Japan		5,800,000		5,800,000
Luxembourg		974,026		974,026
Poland		317,714		317,714
Portugal		66,313		66,313
Private donors in Lebanon		20,000		20,000
Private donors in the United Arab Emirates		1,000,000		1,000,000
Republic of Korea		300,000		300,000
Russian Federation	150,000	650,000		800,000
Saudi Arabia		2,160,000		2,160,000
Switzerland		4,398,832		4,398,832
United Kingdom		9,584,665		9,584,665
United Nations Emergency Relief Fund		504,611		504,611
United States of America		58,170,000		58,170,000
SYRIAN ARAB REPUBLIC subtotal	1,136,268	123,427,424	679,348	125,243,040
YEMEN				
Canada			973,710	973,710
Central Emergency Response Fund		3,793,205		3,793,205
Denmark	515,958			515,958
European Union	3,423,999	6,279,365		9,703,364
France		135,870		135,870
Germany	663,130			663,130
Italy	517,464			517,464
Japan		7,600,000		7,600,000
Private donors in Qatar			165,850	165,850
Private donors in the United Arab Emirates			323	323
Republic of Korea	200,000			200,000
Sweden			4,359,133	4,359,133
Switzerland	1,309,633			1,309,633
United Nations Programme on HIV and AIDS	50,000			50,000
United States of America	5,400,000	6,300,000		11,700,000
YEMEN subtotal	12,080,184	24,108,440	5,499,015	41,687,639
Total	677,231,075	149,222,285	214,345,109	1,040,798,470

Note: Includes indirect support costs that are recovered from contributions to Pillars 3 and 4, supplementary budgets and the "New or additional activities – mandate-related" (NAM)