



Supplementary Appeal Iraq Situation Response

Protection and assistance to Iraqi refugees in neighbouring States and
to IDPs and non-Iraqi refugees in Iraq

January 2007



Executive summary

UNHCR has undertaken a fundamental review of its Iraq programme to respond to the escalating violence in Iraq and the continued mass internal and external displacement.

UNHCR's approach is part of a broader United Nations commitment to supporting governments in the region to respond to the protection and assistance needs of displaced Iraqis and non-Iraqi refugees. UNHCR's activities inside Iraq are also consistent with the UN's Joint Priority Action Plan for Iraq.

UNHCR projects that the number of internally displaced Iraqis now totals over 1.7 million, with 500,000 of the total displaced since the Samarra bombings in February 2006. UNHCR also estimates that up to two million Iraqis have sought refuge in nearby states. To ensure a harmonized and consistent approach in providing assistance and protection, the Iraq Supplementary Budget (SB) in 2007 will respond to both the challenges inside Iraq and reinforce staff and resources in surrounding countries which are pressured by the steady inflow of Iraqis.

The **main objectives** of the programme are to:

- Ensure effective protection and assistance to vulnerable Iraqis who have fled and who continue to flee to neighbouring states.
- Improve the delivery of protection and assistance to refugees inside Iraq and pursue durable solutions.
- Provide focused and targeted assistance to the needs of the most vulnerable internally

displaced persons and the communities hosting them inside Iraq.

- Promote greater international attention and advocacy on behalf of displaced Iraqis and refugees in Iraq.
- Update UNHCR's regional contingency plan and its emergency operational plan.

Expected results and challenges: UNHCR will endeavour to fulfil its responsibilities in Iraq as coordinator for Humanitarian Cluster F which is responsible for refugees, IDPs, returnees and stateless persons. It will do so in coordination with the Humanitarian Coordinator. UNHCR will continue with targeted, limited and focused interventions in support of IDPs subject to security considerations and donor support. UNHCR recognizes the inherent difficulties of operating inside Iraq where ensuring effective protection to many groups of concern is not possible. At the same time, UNHCR will devote additional resources to refugee operations in the region. None of the States in the region is party to the 1951 Convention and UNHCR's strategy is a pragmatic one that seeks the widest possible protection space, including maintaining "open" borders. Priorities in 2007 include enhancing the capacity to register all Iraqis approaching UNHCR offices in the region in order to identify the most vulnerable among them and to respond to their protection and assistance needs, providing assistance to communities and individuals, and to facilitating resettlement where this is the most appropriate durable solution.

Programme at a glance

Title	The Iraq Situation
Beneficiaries	Iraqi refugees in neighbouring states, and non-Iraqi refugees and IDPs in Iraq
Time frame	1 January – 31 December 2007
Total requirements	USD 59,707,288



AL TANF refugee camp at the Iraq-Syria border /UNHCR

Working environment

The context

There is currently no end in sight to the massive and escalating displacement in the face of extreme violence making today's Iraq. The security, political, social and financial impact on Iraq, the region and beyond will be felt for many years. The response to Iraqi displacement must incorporate a long-term perspective in an effort to ensure protection to Iraqis and other displaced groups, and overall stability in the region.

The current exodus is the largest population movement in the Middle East since Palestinians were displaced following the creation of the State of Israel in 1948. Around one in eight Iraqis is displaced. UNHCR and other humanitarian agencies lack the resources to cope with the growing numbers of displaced and increasingly desperate Iraqis needing help both within and outside their country.

UNHCR operates inside Iraq as part of the UN Country Team (UNCT), composed of 16 UN Agencies and Programmes and two affiliated bodies, the IOM and the World Bank. Its work is guided by the UN Security Council Resolution 1546 (8 June 2004) under the overall coordination of the UN Assistance Mission for Iraq (UNAMI) as well as the Resident and Humanitarian Coordinator. To streamline interventions and improve coordination, the UNCT adopted a "cluster approach", currently composed of seven clusters. UNHCR is the Coordinator of Cluster F (*Refugees, IDPs and Durable Solutions*) whose objective is to:

"...support the Iraqi authorities in providing adequate assistance and effective protection to uprooted populations in Iraq, preventing new displacement, and creating conditions conducive to achieving durable solutions."

In 2007, activities in neighbouring states will be expanded accordingly to take into account the huge number of Iraqis believed to have sought asylum there. Since 19 March 2003, UNHCR has advocated the recognition of the need for international protection of Iraqis and thus called for a halt to forced returns.

The needs

UNHCR estimates there were 1.7 million Iraqis displaced internally by end-2006. While many were displaced before 2003, increasing numbers are fleeing the escalating sectarian, ethnic and generalized violence. UNHCR believes that in 2006 some 500,000 Iraqis¹ fled their homes for other areas inside Iraq and that internal displacement is continuing at a rate of some 40,000 to 50,000 a month.

Insecurity inside Iraq limits access to many vulnerable displaced groups, but qualitative and quantitative data from a wide range of government agencies, research institutes², NGOs and UNCT agencies and IOM point to a deteriorating situation throughout the country, with the possible exception of the three northern governorates. As revealed through needs assessments by UNHCR and other Cluster F agencies, IDPs' priority assistance needs are food and non-food items, shelter and access to water and sanitation. Protection of displaced persons is an immediate and growing concern, not least because of delays in the transfer of food ration cards, inability to provide various documents and establish new registration procedures in receiving governorates, which in turn limits access to basic services.

Large numbers of Iraqi refugees are poor and live in low-income areas. There are reports of women

¹ By November 2006 using data obtained from the Iraqi Ministry of Migration and Displacement, IOM, and Kurdish Regional Government (KRG). As of 11 December 2006, IOM has assessed some 253,000 IDPs in 15 of 18 Governorates.

² These trends are also indicated by the Brookings Institution's "Iraq Displacement Report" and its Iraq Index, which includes a host of baseline indicators illustrating the level of violence and the deteriorating socio-economic situation in the country.

and young girls forced to resort to prostitution or survival sex and children forced into labour or other forms of exploitation in order to survive.

A joint UN assessment in Syria³ indicated that some 30 per cent of Iraqi children were not attending school (and where they were attending, the schools had few resources such as textbooks, chairs and stationery), four per cent of all Iraqis were disabled and over 10 per

Cent of Iraqi families were headed by women. This situation has been deteriorating further as the violence escalates, refugee flight continues and the coping mechanisms for refugees and the communities that host them are depleted. Given the urban rather than camp nature of the Iraqi displacement in neighbouring countries, assistance will need to be individual, as well as community and institution-based, with a priority on the latter two elements. Several assessments which will provide additional information on the situation of Iraqis in Syria and Jordan are due to be completed in early 2007.

Main objectives

- Ensure effective protection and assistance to vulnerable Iraqis who have fled and those who continue to flee to neighbouring states.
- Improve the delivery of protection and assistance to refugees inside Iraq and pursue durable solutions.
- Provide focused and targeted assistance to the needs of the most vulnerable IDPs and their communities inside Iraq.
- Update UNHCR's regional contingency planning and emergency operational plan for the Iraq situation.
- Promote greater international attention and advocacy on behalf of displaced Iraqis and refugees in Iraq

Key Targets

- The Governments of neighbouring states and local communities hosting Iraqis maintain their generous reception and keep borders open for those fleeing the violence and seeking asylum.
- The Government of Iraq registers all refugees inside the country and issues residency and identification documents in cooperation with the Kurdish Regional Government for refugees staying in the 3 governorates.
- Comprehensive assessments of the needs of refugees, IDPs and returnees in Iraq and Iraqis in neighbouring states are completed.
- Programmes designed to address the needs of the most vulnerable groups are implemented: Initial targets, pending further assessments, are set for 3,500 cases of Iraqis for resettlement from neighbouring states; 1,000 non-Iraqi refugees for resettlement from Iraq; and 4,000 IDP families for emergency shelter assistance.
- Programmes designed to address the institutional and community needs are implemented to alleviate the significant burden of hosting hundreds of thousands of displaced populations: Initial targets are set for reaching out to at least 10-15% of Iraqis in Syria and Jordan for registration, health and education assistance, 50,000 IDPs, returnees and refugees for legal aid and counselling through the strengthening of 14 existing legal information centres and the establishment of three more such centres in Iraq; and 171,000 persons of concern and local residents for community-based assistance in displacement-impacted areas in Iraq.

³ *Assessment of the Situation of Iraqi Refugees in Syria*. March 2006, UNHCR, UNICEF and WFP.

Planning figures

Type of population	Origin/ Location	Jan 2007		Dec 2007 (projections/targets)	
		Total	To be Assisted and/ or registered by UNHCR	Total	To be Assisted and/or registered by UNHCR
Refugees and Asylum-seekers in Iraq	Palestinians	15,000	5,000	7,500	7,500
	Turkish	16,110	16,110	8,950	8,950
	Iranian	11,960	11,960	11,150	11,150
	Syrian	870	870	-	-
	Sudanese	142	142	0	0
IDPs	Iraq	1,700,000	100,000	2,300,000- 2,700,000	150,000 – 600,000
Iraqis in neighbouring countries ⁴	Syria	500,000- 700,000	40,000	500,000- 1,000,000	100,000
	Jordan	500,000- 700,000	21,000	500,000- 700,000	70,000
	Egypt ⁵	-	2,500	-	20,000
	Lebanon ⁶	20,000- 40,000	3,500	30,000- 50,000	7,000-10,000
	Turkey	-	5,100	-	5,100
Returnees	Iraq	300,000		50,000	



⁴ In addition there are 54,000 Iraqi refugees in Iran. In Saudi Arabia there are some 160 urban Iraqi refugees with less than 90 remaining in Rafha camp. These refugees left Iraq in the early 1990's and are assisted under UNHCR's annual programmes.

⁵ As of December 2006, no official figures are available on the number of Iraqis in Egypt and Turkey. For Egypt, estimates range from 20,000 to 80,000.

⁶ Number of Iraqis in Lebanon is based on estimates by NGOs and UNHCR.

Strategy and Activities



Iraqi IDP camp in Fallujah/UNHCR

Inside Iraq

Refugees

Registration and the issuance of documentation, particularly identification to refugees inside Iraq, will be a priority in order to continue material, legal and physical protection of this increasingly imperilled group. In today's Iraq context, the presentation of identification is vital, especially when it comes to passage of checkpoints, obtaining documentation for distribution of public food rations, securing employment and enforcement of legal rights. In close coordination with Iraq's national, regional and local authorities, UNHCR is supporting the (re-) registration of refugees inside Iraq, focusing initially on the particularly vulnerable Palestinian and Ahwazi populations in central and southern Iraq. In addition, data on Turkish refugees in northern Iraq will be revalidated.

Resettlement, Local Integration and Voluntary Repatriation

In 2007, UNHCR will promote durable solutions for refugees within Iraq according to available options as well as their expressed preference. Certain refugee groups particularly targeted by militias will be given priority for resettlement. Other refugees have expressed an intention to return to their countries of origin, namely Iran, Turkey and Syria, provided that sufficient

guarantees regarding their protection upon return are obtained. For refugees remaining inside Iraq, and where feasible principally in the three northern governorates, UNHCR will promote self-reliance through the provision of income generation activities, vocational training and shelter support.

Protection Oriented Assistance to Individuals and Communities Impacted by Internal Displacement

Subject to gaining access, UNHCR will seek to mitigate the increasingly harsh conditions faced by Iraq's growing displaced population, through direct humanitarian support and support to their host communities. The exhaustion of resources as populations continue to flee is generating fresh displacement and leading to escalating tension. Basic assistance will be provided to individuals and groups to supplement strained resources; including emergency shelter to IDPs, extension, rehabilitation or repair of host family homes, quick-impact improvements to community infrastructure and public services and support for IDPs and vulnerable host community members. Activities will be coordinated, taking into account local feasibility and needs while seeking to diffuse local tensions and conflict. In light of the particular protection concerns of IDPs, and complementary to the protection provided by the Government of Iraq, UNHCR will continue monitoring and assessing the situation of IDPs. It will expand the capacity of its network of Legal Aid and Information Centres through additional offices, mobile teams, technical support and staff training, toward both direct assistance (on matters including re-issuance of lost identity documentation, civil status and birth and marriage certificates) and advocacy on behalf of IDPs and others of concern with relevant stakeholders.

Advocacy and Strategic Partnerships

UNHCR, as the Coordinator for the Refugee/IDP Cluster F in Iraq, has a specific responsibility to carry out advocacy and coordination activities and in close cooperation with the Humanitarian Coordinator, in response to Iraq's increasing displacement. UNHCR is leading inter-agency provision of support to Iraq's authorities in sectors such as policy development, camp management, shelter, education, health, protection and infrastructural improvement. UNHCR will embark

on a high-profile and multi-pronged campaign, engaging governments, local institutions, Arab media and the population in the region

Activities inside Iraq will include:

- Maintaining and strengthening the 14 Legal Assistance and Information Centres;
- Self-reliance activities for non-Iraqi refugees in the Kurdish regional governorates;
- Emergency assistance for the most vulnerable refugees and IDPs (including rental subsidies for Palestinian refugees in Baghdad, and assistance to groups trapped at the frontiers of Jordan and Syria);
- Voluntary repatriation activities of Turkish and Iranian refugees;
- Provision of temporary shelter and emergency non-food items; and,
- Quick-impact projects, cash grants and vocational training in order to improve the capacity of host communities to absorb IDPs.

Outside Iraq

Registration, Refugee Status Determination and Resettlement

Registration as a means of identifying the most vulnerable Iraqis will be a priority component of this revised protection strategy, in particular in the countries in the immediate region. The purpose of registration will be to identify people with special protection and/or humanitarian needs that cannot be addressed under the protection regime available in the host country. Every effort will be made to involve the authorities of the host countries in the registration process. Vulnerability criteria have been carefully elaborated, taking into consideration both the protection space available in each country, as well as the necessity to maintain some coherence and standardization in their design and application by the country offices in the region.

Across-the-board individual status determination for hundreds of thousands of people is not feasible, unnecessary and strategically undesirable. The scope of the refugee status determination exercises and the resulting staff and financial requirements will depend largely on

the results of negotiations with surrounding host countries as well as on the flexibility of the resettlement countries' procedures. Iraqis who are not registered with the Office and who are in detention and/or at risk of being deported will be identified through regular monitoring of detention centres, and given access to registration with UNHCR, where appropriate, in order to prevent deportation.

While resettlement will never be the predominant durable solution, it has the potential to be used more strategically – as part of a comprehensive approach – to help provide protection for larger numbers of Iraqis. Using resettlement strategically will require greater flexibility on the part of resettlement states and UNHCR (including through the use of group methodology resettlement and accelerated family reunification departures) and a willingness of first-asylum states to consider local solutions for refugees. In this present context, resettlement must remain an option primarily to respond to immediate legal and physical protection needs, to protect women-at-risk and to address specific vulnerabilities of a medical or social nature (family separation, unaccompanied or separated children) that cannot be addressed effectively in countries of asylum in the region. In other words, resettlement cannot be resorted to for reasons of vulnerability due to a lack of material assistance.

Assistance

Assistance to Iraqis in the region should be delivered through host community networks, such as national social agencies and civil society. This methodology will allow UNHCR to simultaneously reach more beneficiaries, provide it with more leverage with host country authorities to advocate for more effective protection standards, and support the local infrastructures coping with the impact of the presence of large Iraqi populations in their territories. Significantly, UNHCR's support in 2007 to this social network will also have a positive spill over effect upon host communities. Only in specific circumstances will direct cash assistance be provided.



Ruwayshed refugee camp, Jordan, Iraqi refugee family /UNHCR/P. Sands

Contingency Planning

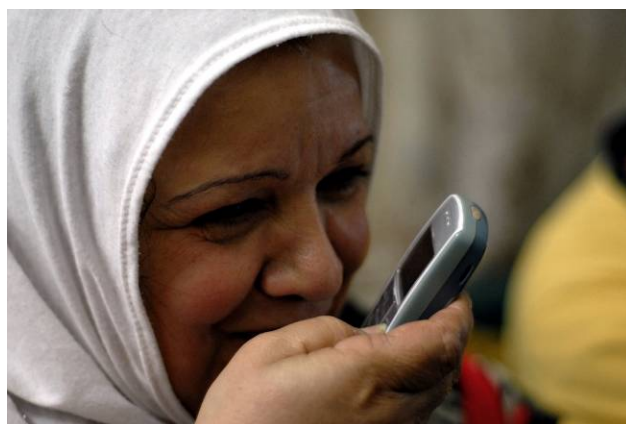
Contingency plans that had been developed in preparation for a mass influx in 2003 need to be significantly revised to respond to the current exodus from Iraq, while taking into account the potential disintegration of the country and the subsequent accelerated displacement. UNHCR will also urgently reinforce the Iraq Situation stockpile to a capacity of 200,000 people. In order to gain from economies of scale and/or minimize risks, UNHCR has consolidated its regional stock in Amman and closed its regional warehouses in Turkey, Iran and Aqaba, Jordan, and will continue to close a number of warehouses inside Iraq. Secondary storage and delivery capacity in Kuwait, northern Iraq, Jordan and Syria will be maintained as required. Funds under this programme will be used to:

- Boost capacity (UNHCR, national authorities) to undertake registration, refugee status determination, resettlement and related protection activities and outreach activities.
- Community-based assistance particularly with regard to health, education, and related community service sectors.
- Individual support to the most vulnerable, particularly female-headed households.
- Activities to provide support and counselling to survivors of sexual and gender-based violence.
- Capacity building of strategic partners, including border authorities, and emergency service providers.
- Reinforcing UNHCR's Iraq stockpile (located in Jordan) to meet the emergency needs of 200,000 people.

- Providing emergency assistance in restricted locations such as Ruwayshid, Al Tanf, El Hol and to the refugees trapped in "no-man's land".

Impact

In Iraq, particularly outside the three northern governorates, the ability to provide protection and assistance will be largely dictated by security conditions, access, and reliable data on the location of those with specific need and the type of vulnerabilities. Given the massive internal displacement which could reach some 2.3 million by the end of 2007 based on recent trends (or even 2.7 million depending on the scale of violence), UNHCR's intervention and subsequent impact will be focused on the most extremely vulnerable in areas where the agency and its partners can secure access. Expectations must be realistic that the impact of UNHCR's intervention will be relatively limited with the overall objective of supporting the intervention of central, regional and local authorities in the provision of protection and assistance to the displaced.



Iraqi refugee mother speaks to her son in Baghdad from her temporary home in Jordan /UNHCR/P. Sands

In neighbouring States UNHCR will seek to at least maintain the generous reception provided by the relevant authorities and communities by seeking to share the significant burden of hosting hundreds of thousands of Iraqis. The fundamental objective and desired impact through the implementation of its activities, is to keep borders open and for Iraqis fleeing the violence in their homeland to have the opportunity to enjoy safety in surrounding states. Reports are increasing that the "saturation" point has already been reached in

Syria, Jordan and Lebanon, with host communities and authorities, who are already to struggling to provide basic services and amenities to their own populations, being frustrated by the unrelenting tide of Iraqi refugees. UNHCR and the international community have to do whatever is necessary to improve the overall protection framework in the region, including facilitating access of asylum seekers to health care and ensuring that children can go to school.

Challenges

Incessant violence in which every segment of society has been targeted and which is estimated to claim the lives of some 100 Iraqis per day limits the ability of agencies to operate effectively in the country. As a consequence, parts of Iraq are beyond the reach of humanitarian assistance and where activities are undertaken it is often by remote management, where the international community relies on the ability of local agencies and national staff to implement, monitor and evaluate. The high risk involved in undertaking programmes inside Iraq reinforces the need for every activity to have a direct, measurable and positive impact on the protection of people of concern.

Monitoring and evaluation of activities will continue to be challenging, particularly inside Iraq. It must be acknowledged that due to the limited access and the politicized nature of internal and external displacement it is impossible to estimate accurately the actual number of displaced Iraqis. In many instances IDPs see little reason to register, and when they do register, reporting is often erratic and limited to areas where the Government has control. Sectarian, ethnic and tribal groups may at the same time overstate numbers in order to strengthen their geographic claims before discussions on the formation of federal systems and autonomous regions in Iraq. The numbers crossing into neighbouring States will also be variable as escape routes become more insecure or states restrict access.

States neighbouring Iraq must be supported so that they can continue to extend their generous hospitality to larger numbers of Iraqis in need of international protection. Countries beyond the immediate region must help carry this burden and prevent the creation of a new long-term displaced population in the Middle East. In responding to Iraqi displacement the international community must also recognise the continuing anxiety and focus of the Arab world with regard to the millions of Palestinians they continue to host.

Organization and implementation

UNHCR Presence

UNHCR Presence	Iraq	Jordan	Syria	Lebanon	Egypt	Turkey
Offices	9	2	1	1	1	3
Total Staff (SB)	48	16	11	4	2	3
International	10	3	4	1	0	0
National	33	13	7	4	2	3
UNVs (international & national)	2	16	26	5	3	4
Consultants	3	2	3	2	0	2

NB: A review of staffing requirements will take place in the first quarter of 2007. In Iraq, UNHCR has a presence in Baghdad, Suleymaniyah, Dohuk, Erbil, Kirkuk, Nassiriyah and Basrah. Operations in Iraq are supported by offices in Amman and Kuwait city.

Coordination

In Iraq, under the overall coordination by UNAMI, UNHCR works in close partnership with national, regional and local authorities, international organizations, national and international NGOs, community-based organizations and other civil society actors. UNHCR is the coordinator for UN Cluster F, responsible for refugees, IDPs, returnees and stateless persons. In relation to provision of assistance to IDPs, UNHCR works closely with OM, UNICEF, WFP and WHO, and has a strong presence in the three northern governorates and the southern governorates. In neighbouring countries UNHCR is part of the UN Country Team and works in close coordination with relevant ministries and international and national NGOs, including the national Red Crescent Societies.

Partners

Implementing Partners

UNHCR has established implementing and operational partnerships with government ministries responsible for refugee and displacement issues in each country.

Activities proposed under this appeal include support to the Ministry of Displacement and Migration in Iraq, Health and Education in Jordan and Syria among many other governmental implementing and operational partners.

In addition, the Office has developed a network of over 20 national and international NGO partners in Iraq and neighbouring countries.



EL HOL Iraqi refugee camp at the Syria-Iraq border/UNHCR

Total Requirements (in USD)

BUDGET BREAKDOWN	IRAQ SITUATIONAL RESPONSE BUDGET							
	IRAQ	JORDAN	SYRIA	TURKEY	LEBANON	EGYPT	HQ/ISU	TOTAL
PROTECTION, MONITORING AND COORDINATION	2,994,290	896,152	914,079	0	534,690	195,424	0	5,534,635
FOOD		527,285	500,000	28,000				1,055,285
TRANSPORT AND LOGISTICS	916,645	587,570	675,000	21,000			900,000	3,100,215
DOMSTIC NEEDS, HOUSEHLD SUP	1,654,885	620,500	600,000	332,700		230,000	2,000,000	5,438,085
WATER	350,000	320,864	310,000					980,864
SANITATION	200,000	201,488	300,000					701,488
HEALTH AND NUTRITION	222,850	2,000,000	3,308,342	102,500	57,200	325,000		6,015,892
SHELTER AND INFRASTRUCTURE	3,459,800	45,632	400,000	110,250				4,015,682
COMMUNITY SERVICES	876,180	433,596	1,072,000	65,000	161,850	71,000		2,679,626
EDUCATION	745,200	2,000,000	3,500,000	36,000	30,000	560,000		6,871,200
CROP PRODUCTION								
LIVESTOCK ANIMAL HUSBANDRY								
INCOME GENERATION	1,890,078		200,000			100,000		2,190,078
LEGAL ASSISTANCE	2,453,173	2,195,582	2,096,000	315,300	489,000	78,000	400,000	8,027,055
AGENCY OPERATIONAL SUPPORT	1,870,379	733,940	1,280,000	16,000	134,732	248,000	1,000,000	5,283,051
Total Operations	17,633,480	10,562,609	15,155,421	1,026,750	1,407,472	1,807,424	4,300,000	51,893,156
7% INDIRECT COST *	1,234,344	739,383	1,060,879	71,873	98,523	126,520	301,000	3,632,521
PROGRAMME SUPPORT	1,566,006	489,793	349,858	405,571	115,310		1,255,073	4,181,611
GRAND TOTAL	20,433,830	11,791,785	16,566,158	1,504,194	1,621,305	1,933,944	5,856,073	59,707,288

*A seven per cent cost has been added to the total operational requirements to meet the indirect support costs in UNHCR

Funding Overview for 2006

The overall requirements for UNHCR's operations in Iraq in 2006 was **USD 29,777,953**. UNHCR is grateful to the following donors for their kind contribution to the operation:

Donor	Amount in USD
Japan	500,000
Spain*	5,055
Switzerland	1,385,436
United Kingdom	265,905
United States of America	7,967,996
UNDG Iraq Trust Fund (Korea)	1,972,000
Germany	318,878
Ireland	658,762
Norway	1,597,444
Private sector (Australia for UNHCR)	299,958
Total Fresh Contributions	14,971,434
Carry Over from 2005	8,859,501
Grand Total	23,830,935

*Contributions from Spanish autonomous communities and other public administrations channelled through España con ACNUR

Iraq and neighbouring countries

As of January 2007

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