

**REFUGEE RESETTLEMENT:  
PERFORMANCE OUTCOMES 2007  
AND GLOBAL PROJECTIONS 2009**



Resettling Refugees –Sharing the Responsibility to Protect

**14<sup>th</sup> ANNUAL TRIPARTITE CONSULTATIONS ON RESETTLEMENT**  
**Geneva: 30 June – 2 July 2008**

Cover photo – UNHCR/ A. Fazzina/ 2007: Dressed in a ragged pink dress, a young girl makes her way back across barren wasteland to Shebele B camp on the edge of Bosaso, Somalia.

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# **REPORTING ON UNHCR RESETTLEMENT ACTIVITIES, CHALLENGES AND PRIORITIES**

## **I. INTRODUCTION**

The main purpose of this document is to assist resettlement countries, non-governmental organisations (NGOs) involved in resettlement and the UNHCR in planning their respective programmes for 2009. This document is shared with States and NGO partners at the Annual Tripartite Consultations on Resettlement and serves as a primary reference for dialogue on resettlement needs and priorities. In addition to providing an overview of the resettlement needs in different countries of operation and UNHCR's capacity to respond to them, it shows the likely gaps and challenges in programme delivery, allowing for informed decisions on resource allocations.

Each country entry in this document contains the following information:

- ✚ an outline of the refugee population(s) and the projected resettlement needs for 2009;
- ✚ the capacity of the UNHCR country office to respond to the identified needs;
- ✚ the rationale and scope of UNHCR's resettlement operations and whether resettlement will likely have strategic benefits.

This edition also provides each country operation with a checklist of key performance indicators for 2007, including:

- ✚ whether UNHCR's registration database *proGres* is used to support the identification, case management and preparation of resettlement submissions;
- ✚ whether Standard Operating Procedures (SOP) and anti-fraud mechanisms are in place to support resettlement activities;
- ✚ whether offices use community-based approaches (e.g. participatory assessments) or the heightened risk identification methodology to identify resettlement needs;
- ✚ whether offices are able to identify and resettle women at risk at a level comprising at least 10 percent of total submissions in 2007; and,
- ✚ the number of staff with dedicated resettlement functions.

Comprehensive statistics on UNHCR's resettlement activities in 2007 are found in the annex.

## **II. GLOBAL PROJECTED RESETTLEMENT NEEDS**

UNHCR country offices undertake a yearly exercise of proactive planning for resettlement that is part of the Country Operations Planning cycle. By the end of March, UNHCR offices worldwide finalise their Country Operations Plan (COP), which forecasts refugee resettlement needs for the next calendar year and UNHCR's capacity to address them. Each office is required to report resettlement needs based on the global criteria and policy directives, rather than on State-restricted policies; thus, needs are calculated from actual need rather than from an office's capacity to manage needs or from the estimated number of available places for resettlement. Offices report capacity assessments and foreseeable challenges to meeting identified resettlement needs separately.

Each office's Annual Protection Report (APR) also reflects resettlement planning and reporting to help ensure that resettlement activities are mainstreamed in the protection strategy of the office. This is important since resettlement activities do not occur in a vacuum, but rather relate to the work done in other areas of protection.

Based on the COP and APRs of each country office, UNHCR headquarters prepares this report, *Refugee Resettlement Performance Outcomes and Global Projections*, which reflects the rationale and scope of UNHCR's resettlement operations in any given country. It is shared with resettlement States and serves as a basis for global consultation and coordination to determine the number and composition of resettlement places that States provide in response to the identified needs. It thus serves as a primary planning tool.

In their planning for 2009, UNHCR country offices have considered the current and probable future protection needs and durable solution prospects for the refugees within their operations. In identifying the refugees in need of resettlement, UNHCR uses the relevant criteria in accordance with UNHCR resettlement policy and guidelines.

The figures for 2009 reported herein are *projections* based on assessments by UNHCR country offices in their 2009 COP submissions. UNHCR's capacity to identify resettlement needs accurately is influenced by various operational constraints, such as limited resources, security considerations and the outcome of registration/verification exercises. Also, conditions in countries of asylum and origin may change, and thus affect resettlement needs. The effectiveness of the international community in finding solutions for refugees and mobilising resources to address refugee situations, including using resettlement strategically, is yet another factor in determining resettlement needs and projections. Thus, the projected resettlement needs for 2009 and UNHCR's capacity to address them may change during 2008 and 2009.

The absence of a specific refugee population in this document should not be interpreted to preclude resettlement possibilities for that population. Conversely, reference to a given refugee population should not suggest, unless otherwise indicated, that every refugee in that population will be considered for resettlement.

### **Projected resettlement needs for 2009**

UNHCR estimates that in 2009, there will be approximately **560,000** people around the world in need of resettlement (i.e. 3.6 times more than the 2008 projections of 154,000 people).<sup>1</sup> UNHCR is concerned that the number of refugees in need of resettlement is growing without a corresponding increase in the number of places that States make available. In 2008, some 70,000 places were made available, less than 50 per cent of the identified global needs. This protection gap will widen unless concerted efforts are made by the international community.

The 2009 projected resettlement needs include refugees in protracted situations for whom resettlement is seen as a viable durable solution. In previous years, such populations – including those for whom group resettlement was envisaged – were not recorded in resettlement projections. Their inclusion partly explains the marked increase in projected needs, but the limited extent of the solutions found in recent years by the international community, which has compounded current needs, is also a large part of the increase. However, the larger number of identified needs also reflects an improvement in UNHCR's

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<sup>1</sup> This figure is based on projected global resettlement needs as at 30 May 2008 and includes refugees not previously reported in global resettlement projections, such as those in protracted situations for whom resettlement is a viable durable solution and those for whom group resettlement is envisaged. Resettlement in such situations was not previously reported owing, in part, to the limited capacities of UNHCR and resettlement countries to support and manage such resettlement needs which were additional to individual needs for resettlement on protection grounds.

ability to identify refugees in need of resettlement and a more conscious and strategic use of resettlement for durable solutions and protection purposes.

### **Projected needs by country of operation**

The country-specific data in this document are grouped according to the geographic coverage of the UNHCR's regional bureaux. While the individual field reports indicate the origin of the refugees, the figures relating to the global resettlement needs show the number of individuals in need of resettlement in a specific country, regardless of their origin. Annex II, however, contains a chart showing the country of origin and also provides information about the capacity of the field offices to address individual resettlement needs.

A reading of APRs and COPs suggests that differences still remain between Field Offices that plan on the basis of their *current* capacity and those that plan on the basis on their *expected* capacity. Moreover, several Field Offices tend to assume incorrectly that additional funding may become available to fund this core activity. The Resettlement Service is generally concerned by the fact that, even in countries where regular resettlement activities are planned over a span of upcoming years, very few resettlement posts have been mainstreamed in the 2009 COP submissions.

The 2007 APR data in this document indicates of the number of UNHCR staff with a main function dedicated to resettlement activities, classified by region and staffing type in the table below. Globally, these figures include 56 international UNHCR staff (including Junior Professional Officers); 141 National UNHCR staff; 29 International and National United Nations Volunteers (UNV); 34 UN Operations staff (UNOPS), and 78 deployees under the UNHCR-ICMC Resettlement Deployment Scheme.

#### **Staff with a main function dedicated to resettlement (2007) \***

<b>Staffing Type</b>	<b>Africa</b>	<b>Americas</b>	<b>Asia</b>	<b>Europe</b>	<b>MENA</b>	<b>TOTAL</b>
International UNHCR	25	3	15	2	11	<b>56</b>
National UNHCR	53	4	39	6	39	<b>141</b>
International UNV	2	1	12	0	2	<b>17</b>
National UNV	1	1	8	1	1	<b>12</b>
UNOPS	8	0	26	0	0	<b>34</b>
UNHCR-ICMC Scheme	33	2	22	6	15	<b>78 **</b>
<b>TOTAL</b>	<b>122</b>	<b>11</b>	<b>122</b>	<b>15</b>	<b>68</b>	<b>338</b>

\* *These figures are approximate and concern the country operations included in this document (i.e. staff posted at UNHCR Headquarters and in resettlement countries are not included). "Staff with a main function dedicated to resettlement" includes any staff member with 25 percent or more of her/his work time dedicated to resettlement activities.*

\*\* *The number of deployees under the UNHCR-ICMC Deployment Scheme (78) does not count contract renewals or individual reassignments. According to ICMC data for 2007, 93 individuals were deployed to 96 separate contracts.*

### **Global consultations on projected resettlement needs**

This document, as indicated, is a resource for global consultations on refugee resettlement. A series of meetings aimed at strengthening global dialogue and coordination on refugee resettlement are held annually in Geneva, the largest of which are the Annual Tripartite Consultations on Resettlement (ATCR). The ATCR have been held annually since 1995 and usually occur in June. Participants at the ATCR include representatives from resettlement

States, NGOs, the International Organisation for Migration (IOM) and UNHCR. The ATCR cover a wide range of policy and operational issues and serves as a forum for information exchange on best practices and ways to improve resettlement outcomes for refugees. An important outcome of the ATCR is the tripartite relationship itself, which promotes global partnerships and cooperation on resettlement.

In addition to the ATCR, the Working Group on Resettlement (WGR) meetings, usually held in March and October, are an important part of the dialogue. The WGR participants are from resettlement States, IOM and UNHCR; observers from States that have an interest in establishing a resettlement programme are also invited. The WGR meetings focus on policy and operational priorities of States and UNHCR and on furthering the ATCR discussions and recommendations. This includes, for example, planning and allocating resources to address capacity shortfalls and global resettlement needs, mitigating risks associated with resettlement delivery and promoting multilateral frameworks of understanding on resettlement. In February 2008, NGOs were invited to the WGR in an effort to strengthen links to ATCR and make the two mutually reinforcing in content and direction.

An “indications meeting” is held during the ATCR to discuss ways to address specific needs for resettlement, refugees for whom resettlement is a priority or enhancing the strategic use of resettlement. UNHCR invites resettlement States to indicate their resettlement targets and plans for the next calendar year, which draw UNHCR's attention to potential gaps and overlaps in resettlement delivery. UNHCR also encourages States to hold bilateral discussions after the ATCR and in the months before the October WGR meeting in order to strengthen joint planning efforts. UNHCR can then have more substantive discussions with States regarding operational planning for the following year at the WGR. The indications process strengthens the coordination and management of the global resettlement programme and encourages predictability for planning purposes.

Through the WGR meetings, resettlement States have addressed a number of key policy and operational issues. The Office appreciates the active participation and support of involved States in responding to requests for resources to address global resettlement needs and priorities, streamlining resettlement processing, mitigating risks associated with resettlement delivery and promoting multilateral frameworks of understanding on resettlement.

### **III. DEVELOPMENTS IN 2006-2008**

#### **The UNHCR Resettlement Service**

In 2006, the High Commissioner decided to upgrade the Resettlement Section into a Service, in line with the international community's renewed awareness of the importance of resettlement as a durable solution and protection tool. Key functions of the Resettlement Service are providing policy and procedural guidance, monitoring field operations and Regional Resettlement Hubs, analysing trends to inform strategic directions, managing the global resettlement delivery and representing both the external face and the internal dimension of UNHCR resettlement. In response to the High Commissioner's call in 2006 to increase the use of resettlement by reinforcing and expanding resettlement activities, UNHCR has taken steps to improve the status of resettlement within the organisation, and enhance its ability to deliver resettlement outcomes. This internal re-positioning has focused on strengthening organisational outreach and advocacy, as well as on expanding service delivery through continued policy development, escalated operational capacity, global coordination and strategic planning.

The Resettlement Service introduced a number of operational tools in 2007 to strengthen organisational performance and help field offices improve resettlement outcomes, both qualitatively and quantitatively. These tools include:

- ✚ baseline global standard operating procedures on resettlement;
- ✚ methodologies to identify refugees at heightened risk;
- ✚ performance indicators for resettlement staff;
- ✚ more precise programming instructions and improved assessments of resettlement needs and processing capacity within the framework of the COP and APR exercise;
- ✚ field-friendly managerial tools to improve predictability in the planning and delivery of resettlement (e.g. management of selection missions by resettlement countries and the enhanced use of the UNHCR registration database *proGres*).

In addition, UNHCR has made progress in anti-fraud training, awareness raising and policy guidance on the consequences of fraud; and improved partnerships with NGOs, including more flexible arrangements for NGO deployments under the UNHCR-ICMC<sup>2</sup> Resettlement Deployment Scheme.

In 2008, the Resettlement Service will launch a new Resettlement Learning Programme for distance learning by field staff and external partners and a revised methodology to identify refugees at heightened risk and in need of resettlement.

### **Decentralisation and regionalisation**

The regionalisation of UNHCR's resettlement activities aims at strengthening support and oversight to operations in the Field. The regional resettlement functions also provide important links between the Field and Headquarters for operational planning, resource mobilisation, coordination with resettlement country programmes and policy development. The regional resettlement hubs in Nairobi, Kenya, and Beirut, Lebanon, are notable examples of this, and the recent relocation of the regional resettlement function in West Africa, from Accra, Ghana to Dakar, Senegal, should show results by the end of 2008. Regional resettlement capacity was recently established in Pretoria, South Africa, and a senior post was transferred from the Resettlement Service to the regional office in Bangkok, Thailand, in January 2008. A post was also transferred from the Resettlement Service to the regional office in Washington D.C., United States, in an effort to upgrade global statistical reporting on resettlement. The Resettlement Service will continue to monitor the decentralisation and regionalisation effort closely and to provide support and guidance when needed.

### **Important outcomes in 2007**

The Office's efforts to reposition resettlement activities within UNHCR's approach to comprehensive durable solutions, the continuous funding support of some resettlement countries and donors and efforts made by the Service to improve resettlement delivery, have resulted in important outcomes in 2007, which include:

- ✚ A total of **98,983** people were submitted for resettlement by UNHCR in 2007; about 29,000 people more than the number of places available and 83 percent more than the number submitted in 2006 (54,182 persons). These submissions were made on behalf of refugees of 70 nationalities from 85 asylum countries to 29 destination countries.
- ✚ For the first time in 20 years, UNHCR submissions exceeded the global capacity of resettlement countries (about 70,000 persons).
- ✚ The total number of women and girls at risk submitted for resettlement increased by 72 percent in 2007 (5,981 persons were submitted and 2,459 departed). The main

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<sup>2</sup> ICMC: the International Catholic Migration Commission.



destination countries for UNHCR submitted women-at-risk cases in 2007 were Australia (652), USA (576), Canada (565) and Sweden (291).

- ✚ UNHCR facilitated the resettlement departures of **49,868** refugees of 62 nationalities, from 78 countries of asylum to 25 destination countries. The number of refugee departures bound for resettlement countries increased from 29,560 in 2006 to 49,868 refugees in 2007 (an increase of 69 percent).
- ✚ Since June 2006, 13 countries have indicated their interest or readiness to receive limited resettlement submissions from UNHCR. While eleven of these countries are in Europe, progress has also been made in Latin America. UNHCR is exploring further opportunities to resettle refugees with other countries, consistent with its global strategic objective 5 and goal 5 of the *Agenda for Protection*.
- ✚ UNHCR has been able to refer a sufficient number of cases to all resettlement countries to meet their targets.

UNHCR has also made progress in elaborating and implementing resettlement processes such as the group resettlement methodology. Nevertheless, further efforts are required to improve the identification and prioritisation of resettlement needs, to address protection gaps and capacity issues and to ensure age, gender and diversity mainstreaming. The enhanced identification of refugees in need of resettlement brings greater demands in terms of adequate resources and capacity; processing complexities; managing refugee expectations vis-à-vis other solutions; and regional harmonisation. Despite these challenges, UNHCR offices are becoming increasingly proactive in integrating resettlement within their comprehensive durable solutions and protection strategies. The challenge for the Office and its partners is to ensure that resettlement activities are responsive to needs that have been identified and prioritised.

#### **IV. ENHANCING THE USE OF RESETTLEMENT AND ADDRESSING KEY CHALLENGES**

##### **Disparity between needs and capacity**

In 2006, UNHCR submitted over 54,000 people for resettlement, 17 per cent more than in the previous year; in 2007, the number of submissions grew to 98,983. For the first time in 20 years, UNHCR's submissions exceeded the global number of approximately 70,000 places that States made available globally.<sup>3</sup> The larger needs identified also reflect an improvement in UNHCR's ability to identify refugees in need of resettlement, and to use it more consciously and strategically for durable solutions and protection purposes. Increasing the Office's capacity to implement resettlement is timely, as UNHCR estimates that globally in 2009, there are some 561,137 people in need of resettlement (i.e. 3.6 times more than the 2008 projections of 154,000 people).

UNHCR is concerned that the number of refugees in need of resettlement is growing without a corresponding increase in the number of places being made available by States. In 2008, less than 50 percent of the identified global needs were met by State-provided places for resettlement. This protection gap will widen unless concerted efforts are made by the international community to rectify the situation. For 2009, the projected global resettlement

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<sup>3</sup> In addition to receiving UNHCR submissions, a number of States admit refugees and other persons of concern to UNHCR under various migration programmes. For example, the US family reunion programme admits refugees who could qualify for resettlement under UNHCR's criteria for 'family reunification' or 'women at risk'. Australia and Canada similarly have programmes that admit refugees, including on a humanitarian basis, in addition to the individuals submitted by UNHCR.

needs have increased to 561,137 refugees,<sup>4</sup> partly because the solutions found in recent years by the international community have been limited. The Office's response to the disparity between needs and capacity is three-fold:

- ✚ encouraging more countries to establish resettlement programmes or consider UNHCR resettlement submissions;
- ✚ working with established resettlement countries to increase their resettlement intakes of UNHCR-identified refugees; and,
- ✚ prioritising responses to resettlement needs and submissions, in light of the limited available resettlement places.

The gap between the resettlement needs and UNHCR's capacity to meet them is, in certain cases, quite significant, as indicated in the UNHCR capacity shortfall in Annex II. This difference illustrates how many people in need of resettlement are unlikely to be submitted for resettlement in 2009 due to the limited resource capacity of certain field offices. UNHCR is aware of these shortfalls and continues to rely on the following approaches to bridge the gaps:

- ✚ targeting additional funding from resettlement and donor countries;
- ✚ targeting the use of the UNHCR–ICMC Resettlement Deployment Scheme to provide additional staff capacity to resettlement operations;
- ✚ simplifying submission requirements, reducing duplication and enhancing the use of the group resettlement methodologies, where feasible and in close collaboration with resettlement countries.

### **Broadening the base of resettlement**

Although current resettlement countries have not yet announced significant increases in their resettlement targets to meet the increasing global needs, a number of additional countries have become involved in resettlement. Since June 2006, 13 countries, eleven from Europe and two from Latin America, have indicated their interest in receiving a limited number of resettlement submissions from UNHCR. UNHCR is exploring further opportunities to resettle refugees with other countries, consistent with its global strategic objective 5 and goal 5 of the *Agenda for Protection*.

In 2007, European countries provided only a modest 9 percent (6,200 places) of the overall resettlement places globally. UNHCR hopes that the efforts of the European Commission to establish a common European Union resettlement scheme will enhance the capacity of European Union States to integrate resettlement into their asylum policies. With financial support from the European Commission, UNHCR has been facilitating a number of technical cooperation arrangements between established resettlement countries and potential resettlement countries in Europe to help States develop effective resettlement and integration programmes. That some European countries have engaged in bilateral arrangements with States outside the European Union to support new resettlement programmes is also encouraging.

### **Resettlement departures**

In 2007, the number of resettlement departures increased by 69 percent to about 50,000 refugees,<sup>5</sup> from 29,500 in 2006. While this is a welcome improvement, there are still lengthy delays between when acceptance decisions are made and when departure for resettlement

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<sup>4</sup> This figure is based on projected global resettlement needs as at 30 May 2008 and includes refugees not previously reported in global resettlement projections, such as those in protracted situations for whom resettlement is a viable durable solution and those for whom group resettlement is envisaged.

<sup>5</sup> This figure only concerns UNHCR submissions and does not include refugees resettled through private sponsorship or family reunion programmes not involving UNHCR resettlement submissions.

occurs, frequently more than two years. There is also a lack of predictability in processing times. The Office recognises that States need to perform various checks on refugees (e.g. health and security requirements) prior to granting resettlement, but extended or unpredictable waiting periods can have a serious detrimental impact on the well-being of refugees who often must wait in dangerous and difficult situations. The protection role of resettlement may thus be brought into question, and its strategic use in specific situations compromised.

### **Promoting the strategic use of resettlement**

Given the global increase in resettlement needs and the limited number of places available, the Office tries to use resettlement in a strategic manner in order to enhance protection more broadly. These efforts may include ensuring that residence permits are granted to refugees or that UNHCR has access to refugees in detention. In some protracted situations, the use of resettlement has contributed to unlocking other durable solutions, so UNHCR will continue to maximise opportunities to use resettlement strategically in protracted refugee situations, notably those which the High Commissioner has prioritised.

To this end, UNHCR is encouraging States to consider multi-year planning and other means of enhancing flexibility and predictability in programme delivery, because the use of restrictive selection criteria and lengthy processing times undermine the strategic use of resettlement. These factors can cause hosting States to question the international community's commitment to burden and responsibility sharing, and may exacerbate tensions and protection problems for refugees. UNHCR is also concerned that efforts to promote two multilateral frameworks of understanding (for the Bhutanese in Nepal and for the Iraqis in the Middle East, the Gulf States and Turkey) have not been wholly successful. UNHCR encourages States to make more effective use of resettlement to further comprehensive solution strategies.

UNHCR acknowledges with appreciation the progress achieved to date in resettling refugees from outside the region in Chile and Brazil, and strengthening regional solidarity, pursuant to the Mexico Plan of Action. Challenges nevertheless remain with regard to funding the resettlement component of the Mexico Plan of Action. Although receiving resettlement countries are gradually assuming more costs for the resettlement of Colombian refugees, additional financial support is still needed to ensure the sustainability of these programmes.

### **Mitigating risks in resettlement**

As resettlement opportunities are limited and needs are great, the risk of pull factors, fraud, exploitation and corruption continue to be a priority concern for UNHCR. The need to manage refugee expectations about resettlement is also critical, particularly in protracted situations. The Office is thus pursuing efforts with all stakeholders to strengthen these aspects of resettlement delivery, as well as to ensure the safety of refugees and staff in the Field in addressing these challenges.

UNHCR understands and shares States' desire to ensure the effectiveness and integrity of their resettlement programmes. However, it must strike a balance between addressing these concerns and ensuring that critical refugee protection priorities are met. Ideally, systems that protect the integrity of the resettlement process should also protect refugees. UNHCR believes that the identification and selection criteria and processes for individuals must be guided foremost by protection considerations, so measures to control fraud or address fears of public security should not be taken at the expense of refugees in need of resettlement who pose no threat to the receiving community or the international community.<sup>6</sup>

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<sup>6</sup> Addressing Security Concerns without Undermining Refugee Protection - <http://www.unhcr.org/cgi-bin/texis/vtx/refworld/rwmain?docid=3c0b880e0>

## **Managing expectations**

It is a challenge to balance the expectations of the international community and refugees that resettlement will be enhanced and the concerns that expanded resettlement will create distortions relative to other solutions and problems such as secondary movements, fraud and insecurity. In many operations, comprehensive durable solutions thinking has not yet developed to a level that can be translated into practice. Offices thus may be reluctant to engage refugees about their durable solutions needs for fear of raising unrealistic expectations about resettlement. Similarly, some offices feel that, when voluntary repatriation is being promoted, resettlement for refugees of the same nationality is inherently counterproductive to the interests of the majority of refugees repatriating. Some may feel resettlement must pause, even if there are refugees whose protection needs may differ and their need for resettlement would seem justifiable.

With the expansion of resettlement activities in recent years, managing refugees' expectations has become a critical part of effective resettlement delivery. Given the protracted nature of some refugee situations, where local integration and voluntary repatriation are not foreseeable options, resettlement opportunities become highly sought; which can escalate the risk of pull factors, fraud, corruption and violence among refugees, as well as concerns for the safety of refugees and staff.

In many protracted refugee situations around the world, resettlement is the only viable durable solution; this creates enormous and often unrealistic expectations within the refugee community. Needless to say, problems will arise if resettlement is poorly conceived and managed. A 'resettlement only' approach to durable solutions, regardless of the resettlement processing location, may have a concomitant negative impact (e.g. secondary movements and pull-factor from country of origin) that can be difficult to manage. The management of refugee expectations is best done through dialogue with the refugee community. To that end, resettlement staff is incorporating participatory assessment and age, gender and diversity mainstreaming approaches into its work at an early stage, to better understand populations and how to work with them.

## **Temporary evacuation facilities**

In May 2008, UNHCR signed an agreement with Romania and the IOM to facilitate the evacuation of refugees facing immediate and life-threatening risks. The temporary evacuation of refugees to Romania is expected to reduce the pressure on the few countries that offer emergency resettlement places and open a wider range of options for those needing emergency resettlement. A similar agreement is being negotiated with the Philippines. This new evacuation capacity will be a key tool for UNHCR to meet its global strategic objective 1.1, aimed at improving protection against *refoulement*. However, to be effective, these initiatives will require funding support and commitment and predictability by resettlement States in considering submissions, including by reserving resettlement places and contingency funds to cover the costs associated with selection and travel.

## **Women and girls at risk**

A target priority set by UNHCR for 2007-2009 concerns women and girls at risk. This category should make up at least 10 per cent of the overall resettlement submissions, so UNHCR has focused on identifying and submitting this vulnerable category of refugees, in line with the guidance received from the Executive Committee's Conclusion No. 105 (2006). The total number of women and girls at risk submitted for resettlement increased to almost 6,000 (72 percent more than the 2006 submissions) in 2007 and in some countries the 10

percent target was even surpassed <sup>7</sup>, but only some 2,500 were able to depart. UNHCR is nevertheless concerned that some resettlement countries are imposing requirements that make processing women at risk cases unreasonably arduous, such as requiring death certificates for deceased husbands and custody documents for children. The Office has encouraged resettlement States and partners to modify policies and practice in line with EXCOM Conclusion No.105, which calls for “establishing measures to enable the speedier departure of refugee women at risk and their dependants”.

### **Partnerships with Non-Governmental Organisations**

UNHCR has reached out to NGOs to find more partnerships to enhance operational and advocacy efforts on resettlement. The Office views its resettlement NGO partners as “strategic partners, not implementing ones,”<sup>8</sup> which means working with the NGO sector to strengthen delivery across a broad range of resettlement activities; such as developing ways to identify refugees at heightened risk or joint training and advocacy platforms to promote awareness and consistent messages on resettlement and integration. In addition, UNHCR is examining proposals for enhanced operational partnerships with NGOs in Africa, the Middle East and Latin America, with a view to strengthening field-level capacity. The UNHCR-ICMC Resettlement Deployment Scheme continues to have a vital role in supporting NGO engagement in resettlement. In 2007, about 40 individuals, representing about 45 percent of approved applicants to the Scheme, had recent or current employment with NGOs. UNHCR remains committed to engaging the NGO sector proactively to develop further innovative ways to combine resources and activities in support of resettlement.

### **DNA and HIV testing by States**

UNHCR is concerned by certain State selection processes that may have a negative impact on the welfare of refugees, notably with respect to HIV and DNA testing. UNHCR continues to urge States to observe the principles of voluntary and informed consent, and to uphold international standards with respect to pre- and post-test counselling, confidentiality and non-discrimination.

### **Complications arising from the policies and practices of resettlement States**

The identification of resettlement needs and the annual allocation of places by resettlement countries are linked to a global framework of needs-based planning. This is a process that requires a consistent and predictable rate of delivery that matches needs to States’ targets so that emerging resettlement needs and priorities can be systematically met. However, delays in the identification and preparation of case submissions by UNHCR or in the processing of cases by resettlement countries can have serious protection implications for refugees. It is therefore incumbent on all parties to ensure a balanced and predictable programme so that individuals receive timely access to resettlement.

Some resettlement countries determine the use and allocation of their resettlement places based, in part, on domestic considerations and constraints. Thus, the selection criteria, the size of targets and programmes, or the priority accorded to certain populations, may be overly influenced by domestic considerations, rather than by actual resettlement needs and priorities.

One such State policy that is of concern to UNHCR is the selection of refugees according to “integration potential.” This process creates inequities and protection gaps, and limits access

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<sup>7</sup> In a number of operations, particularly those using the group resettlement methodology, the resettlement of women at risk is under-reported, as this criterion has not been captured in resettlement statistics.

<sup>8</sup> Opening Statement by Mr António Guterres, United Nations High Commissioner for Refugees, at the 58th Session of the Executive Committee of the High Commissioner’s Programme, 1 October 2007; <http://www.unhcr.org/admin/ADMIN/4700eff54.html>

to resettlement by some of the refugees most at risk, such as politically sensitive ethnic groups, single men, large families, and refugees with low education levels, medical needs or disabilities. Using this type of selection criteria can lead to discrimination and misunderstandings within refugee populations, and can contribute to protection risks both for refugees being resettled and for those remaining behind. Additional concerns include:

- ✚ lack of transparency by some States who use integration potential in selecting refugees for resettlement;
- ✚ inconsistent and subjective interpretation of many of the elements used to assess the integration potential of refugees;
- ✚ lack of evidence to demonstrate the usefulness of integration potential criteria;
- ✚ discrimination against people who have not had access to the same rights and opportunities as others in their country of origin and in their country of asylum;
- ✚ turning refugee resettlement into a defacto labour or skilled migration programme, with a resulting negative impact on refugee populations remaining behind (e.g. a shortage of skilled community workers and leadership in refugee camps); and,
- ✚ focusing exclusively on the refugee and diminishing the responsibility of States and receiving communities to support the effective integration of refugees;
- ✚ confusion among refugees about the role and function of refugee resettlement and the likely impact of such criteria resulting in family separation;
- ✚ undermining the strategic use of resettlement and comprehensive solution strategies.

UNHCR is also concerned by some States' practice of interviewing many more refugees for resettlement than their target intake will accommodate in a given programme year. This can have a positive aspect when States increase their targets for specific populations where resettlement needs are unmet. Efficiencies in programme management can be achieved by building a 'pipeline' of cases for future resettlement or as contingency in the event of shortfalls in other areas of programme delivery. At the same time, this approach may not be responsive to the timely resettlement of individuals in need of protection. Thus, from a protection standpoint and in terms of ensuring effective resettlement delivery considering the needs of all resettlement countries, the practice of creating intake pipelines can be detrimental to the overall protection framework.

As a matter of policy, UNHCR submits resettlement cases in accordance with protection needs and priorities; but when such cases are placed in a long pipeline of pending cases, it can have an immediate negative impact on the timing of such cases being interviewed and selected by the resettlement country. This has protection implications for refugees and can place UNHCR in the unfortunate position of having to consider retracting case submissions and resubmitting to another resettlement country where processing times are more responsive, or explore alternative ways to expedite their resettlement such as by escalating the case to urgent or emergency priority. Both cases, however, require a further assessment of the case by UNHCR, putting even greater strain on limited resources.

Similarly, UNHCR faces difficulties as a result of some resettlement countries' practice of requesting a number of case submissions that exceeds targets, sometimes by more than 50 percent, so that they can "sift" through them and select for interview and resettlement the most suitable or desirable for their national programmes; this includes selection according to a refugee's "integration potential". Resettlement countries sometimes also return case submissions to UNHCR without clear explanation, indicating they would rather receive different submissions. This "cherry picking" approach to resettlement is of serious concern to UNHCR, as it lacks transparency, prejudices refugee' access to resettlement, raises expectations and undermines equitable and efficient resettlement delivery. It also burdens UNHCR's already limited resources for resettlement to submit cases to a country when that country has no intention or capacity to take all of the cases submitted.

The pipeline management and sifting approach to resettlement delivery ultimately affects the speed with which refugees are resettled. While this may be considered a management issue for resettlement States, it is both a management and protection issue of concern to UNHCR.

Domestic considerations will always be a factor in the way governments respond to global resettlement needs. Domestic interests may foster and sustain public sentiment for refugees and support consistent and predictable programme delivery, which is particularly evident when considering the issue of integration. The Agenda for Protection recognizes the importance of integration; however, the focus must be on determining who needs resettlement and on countries to have appropriate services in place to respond to integration needs. These considerations are to be distinguished from integration potential being a criterion for determining who needs resettlement. Failure to make this distinction on the issue of integration can lead to disconnects between the criteria and priorities set by UNHCR and those of resettlement countries. To avoid such gaps, UNHCR and resettlement countries should agree collectively on resettlement goals, and use concerted and possibly multilateral approaches to achieve those goals.

## V. OUTLOOK AND PRIORITIES

UNHCR has made significant progress on resettlement issues in recent years with the support and cooperation of resettlement States, NGOs and receiving communities. These results could not have been achieved without the support of a few dedicated donor countries. The Office would like to record its appreciation to these donors for regularly providing additional funding for resettlement, which enables UNHCR to respond in an affirmative and flexible manner to increased needs at the field level.<sup>9</sup> However, the number of refugees in need of resettlement is increasing and further concerted efforts are required to support resettlement and ensure that priority is given to those most in need of this solution. UNHCR therefore encourages resettlement States to ensure that resettlement activities are balanced according to global needs and priorities, and to remove restrictive criteria that undermine the foundation upon which resettlement is based. UNHCR urges resettlement States and NGOs to move forward the issue of integration potential by focusing on the *integration capacity of receiving communities*. Resettlement countries share the responsibility of supporting the effective integration of resettled refugees, by fostering an environment in which refugees are treated with understanding, tolerance and respect, and by promoting access to naturalisation.

UNHCR will continue to identify refugees in need of resettlement, giving priority to the most vulnerable, while encouraging States to initiate or expand resettlement programmes. The Office will also explore ways to increase the relevance of this function in UNHCR operations, particularly in protracted refugee situations, as well as to strengthen partnerships and increase the engagement of States in the strategic use of resettlement. These efforts will serve to enhance the use of resettlement and ensure that it is delivered effectively, with integrity and with respect for protection principles and human rights.

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<sup>9</sup> Ranked according to contribution, these countries include: United States, United Kingdom, Norway, Australia, Spain, Belgium, Switzerland and the Netherlands. This list includes donor countries that contributed through the funding of some JPO positions.

## Strategic objectives and performance targets of the Resettlement Service in 2008-2009

- ✚ In accordance with UNHCR's global strategic objectives for 2007-2009, the Resettlement Service will continue to expand and diversify its resettlement activities in different operational contexts, improve access for refugees and improve operational standards and coordination of activities. It will seek to deliver a more coherent and predictable resettlement programme that addresses refugees' needs with diligence, integrity, transparency and accountability.
- ✚ The Resettlement Service will prioritise efforts to improve the access of refugees to protection and resettlement as one of the durable solutions, through the promotion of *participatory assessments*, *protection "profiling"* activities and *heightened risk identification* methods. The further development of practical tools to improve identification and processing methods will assist UNHCR offices and NGO partners to engage in more predictable and effective resettlement delivery. The quality, consistency and efficiency of resettlement delivery will also be enhanced by the adoption and enhanced use of the *proGres* registration system. This will dovetail with new training initiatives – including the implementation in 2008 of the new Resettlement Learning Programme – and will result in improvements in organizational understanding of the strategic use of resettlement and ways to mitigate risks.
- ✚ Through the continuous improvement and implementation of planning tools, detailed and focused strategies will provide analytical and planning information from field offices on current and projected resettlement needs and capacity to respond to them. The focus on strengthened management, monitoring and evaluation, techniques and performance indicators will have a direct and positive impact on the global resettlement programme. With improved quality, accuracy, integrity and detail of needs assessment and profiling of refugee populations, the development of early strategic global planning will be augmented.
- ✚ The Resettlement Service will advance the further implementation of Goal No. 5 of the Agenda for Protection and the Global Strategic Objective No. 5 by promoting the realisation of comprehensive durable solutions. Toward this end, the Service will re-double efforts to coordinate with resettlement countries to maximise opportunities to use resettlement strategically in priority protracted refugee situations, notably those which the High Commissioner has prioritised<sup>10</sup>, and engage the support of States for multi-year multilateral frameworks of understanding on resettlement.
- ✚ The Service will also enhance its internal co-ordination at Headquarters and at the field level to reinforce and expand resettlement delivery. Efforts to continue mainstreaming resettlement into the core activities of the Bureaux and the field will be a key aspect of increasing the efficiency of the resettlement function and develop thinking on its strategic use. Hence, UNHCR will better respond to the expectations of resettlement countries through increased internal harmonization and active promotion of policy and practice by the Senior Management.
- ✚ The Service will also make efforts to overcome remaining organizational reluctance to plan pro-actively for resettlement by addressing misperceptions and improving organizational understanding of – and confidence in – the resettlement process. Such efforts will explore how UNHCR can develop, sustain and mainstream its capacity to

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<sup>10</sup> See Annex IV.



respond to evolving resettlement needs as well as strengthen the involvement of key partners, including governments and NGOs.

- ✚ The Service will furthermore seek, in cooperation with the Division of External Relations and Field Offices, to transform perceptions of resettlement away from concerns about brain-drain, irregular movement, fraud and security problems, and to its full potential for human participation in peace building, outreach and promotion of tolerance, by placing the emphasis on the life-saving aspect of resettlement and its capacity to empower refugees to rebuild their lives and contribute positively to receiving communities.
- ✚ In coordination with relevant internal and external counterparts in implementing UNHCR's global strategic objectives, the Service will strengthen its capacity to be responsive to field operations, to resettlement countries, NGOs and IOM by engaging in greater outreach and communication as well as by building upon initiatives to be proactive in promoting and advocating for resettlement and in pursuing innovations. These efforts will broaden the base of resettlement and ensure new resettlement programmes correspond to UNHCR's guiding principles and respond to the needs of refugees and operational priorities.
- ✚ As reflected in its specific objectives, the Resettlement Service will continue to seek greater operational involvement of NGOs in resettlement activities and will develop new and creative ways to forge partnerships to improve protection delivery, including advocacy for resettlement. The UNHCR-ICMC Resettlement Deployment Scheme will continue to have a vital role in supporting field operations. Further efforts will be made to streamline, harmonize and simplify the management of deployment schemes with the Division of Operational Services.
- ✚ Partnerships in resettlement will continue to be enhanced through working relations with States and NGOs, including through the ATRC and the meetings of the WGR. The Resettlement Service will continue to engage Members of the WGR to undertake, along with or parallel to UNHCR, protection demarches, which may serve the operational objectives of UNHCR. The Resettlement Service will also expand its engagement with EU-funded projects with NGOs and States in the area of resettlement.
- ✚ Managing risk to ensure the integrity of resettlement will continue to be a priority in 2008-2009. Increased attention will be given to ensuring the integrity of resettlement operations in order to avoid fraud and malfeasance. This will involve the continued implementation of the *UNHCR Resettlement Anti-Fraud Plan of Action* to upgrade field offices' capacity to mitigate fraud in the resettlement process; a regional and sub-regional programme of activities has been developed focussing on key operations. Simultaneously, offices' procedures will be systematised through application of global baseline SOP on resettlement. With proper management and oversight, resettlement can be expanded to benefit greater numbers of refugees and the risks mitigated. Thus, it is important to ensure measures are in place to ensure integrity and procedural compliance. The continued development of policy and procedural guidelines and systems to register refugees, improved data integrity and fraud prevention will enhance the scope and flexibility of resettlement, including identification and processing methods. Active and timely case identification based on a fair, consistent and transparent application of the UNHCR resettlement criteria is also imperative. In this way, opportunities for resettlement can be prioritised and expanded and effectively managed in concert with other durable solutions for refugees.

- ✚ The Resettlement Service will work with key stakeholders to provide refugees, those working with refugees and, in some cases, the general public, with clear and consistent information on the possibilities and limits of resettlement. In addition, efforts will be made to communicate the way durable solutions interact and any change in approach to resettlement in specific operational contexts. UNHCR will similarly strive to ensure that any change in the resettlement delivery of resettlement countries or with NGOs involved in resettlement will be communicated in a clear and coordinated fashion to the refugee community and the host country.
  
  - ✚ The Resettlement Service will support ATCR and WGR members' efforts to convene an international conference in 2009 on the integration of resettled refugees. The objectives of the proposed conference will likely include: (i) building on the *International Conference on the Reception and Integration of Resettled Refugees* in Norrköping, Sweden, in 2001 and subsequent work undertaken to strengthen integration outcomes; (ii) defining benchmarks for the integration of resettled refugees, including how to measure the effectiveness of integration; (iii) exchanging best practice protocols among EU countries as well as established and emerging resettlement countries worldwide; and (iv) exploring practical solutions for receiving and integrating resettled refugees and strengthening understanding and confidence in the establishment of effective resettlement programmes.
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## **UNHCR Headquarters, Geneva, Processing Unit**

Throughout 2007 the Processing Unit in Resettlement Service, UNHCR Headquarters made 695 resettlement applications on behalf of 1,950 persons (373 cases). This represents an increase of 57% from 2006.

Submissions were made to European traditional resettlement countries with emergency and/or medical quotas (Denmark, Finland, the Netherlands, Norway and Sweden); directly or via UNHCR Branch Offices, to other, emerging, and non-traditional, resettlement countries (Bulgaria, Germany, Ireland, Republic of Korea, New Zealand, Portugal) on normal priority/family reunification grounds; and directly or via UNHCR Branch Offices, on behalf of refugees in the "Temporary Interview and Protection Facility" (TIPF) in Al Ashraf, Iraq.<sup>11</sup>

More than 50% of submissions on emergency/urgent medical grounds were made on behalf of African refugees in Africa, approximately 25% on behalf of refugees from the Middle East and approximately 20% concerned refugees from Asia. The growing gap between needs for resettlement on medical grounds and available places is a cause for concern.

The breakdown for emergency protection cases was 45% from Africa, 26% from the Middle East and North Africa and 23% from Asia. The majority of the refugees submitted on emergency protection grounds were submitted due to situations of potential *refoulement* including Uzbek refugees throughout Central Asia and Eastern Europe, Iranian refugees in Syria, Burmese refugees in Malaysia, Ethiopian refugees in Somalia and elsewhere

In 2007, the use of detention to deter further arrivals and restrictions or difficulties regarding access by UNHCR to refugees necessitated emergency resettlement on a dossier basis through HQ for refugees in Asia, the Middle East and North Africa. This trend continues in 2008 and while the emergency transit facilities will provide a temporary solution for some refugees, it is foreseen that some dossier emergency referrals directly from countries of asylum will be necessary in 2009.

It is foreseen that the need for emergency and medical sub-quota places will continue in 2009. 2,000 persons are estimated to be in need of resettlement through UNHCR Headquarters (some of these may be handled through emergency evacuation transit facilities) in 2009. We hope that the majority of cases evacuated will be interviewed by regularly scheduled interview missions using quotas allocated to the Emergency Transit Centre (ETC). Assuming that refugees remain in the ETC for an average of six months, approximately 450 persons per year would be resettled from these facilities. In view of the legal and administrative arrangements negotiated with the two countries, it will be of paramount importance that the resettlement out of these two emergency facilities takes place in an expeditious manner.

Assuming current staffing capacity continues, UNHCR has the capacity to submit these 2,000 persons via HQs. It is anticipated that normal or ad hoc dossier submissions for normal cases will increase as new resettlement countries engage. The support to new resettlement countries is generally labour intensive and may require additional human resources.

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<sup>11</sup> In addition to the submissions made in 2006, submissions on behalf of 72 refugees in the TIPF were submitted in early 2007.

## AFRICA – REGIONAL OVERVIEW

Projected Needs: 116,464 persons/ Processing capacity: 26,236 persons
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Looking back at achievements in 2007: Some 19,000 refugees were referred to 13 countries for resettlement consideration. This constitutes close to 71% of the needs and 106% of the estimated capacity, as indicated in the 2007 Projected Resettlement Needs. Of the 13 different resettlement countries that received referrals from UNHCR Offices in Africa in 2007, ten undertook interview missions in the region, while three considered cases on a dossier basis. The 19,000 refugees submitted for resettlement originate from 28 different countries of origin, with the main three countries of origin being Burundi (31%), Somalia (27%) and the Democratic Republic of Congo (18%).

While conflict, violence and displacement continue to plague several countries in Central Africa and in the East and Horn of Africa, voluntary repatriation movements are ongoing to various countries in these regions, such as to Sudan (Southern), Burundi and the DRC. In West Africa and South Africa, consolidating of peace and stability has led to a decline in the refugee populations in these regions. Comprehensive durable strategies are being pursued throughout the continent to capitalize on new options for resolving longstanding refugee and displacement situations.

UNHCR has pursued all three traditional durable solutions of voluntary return, local integration and resettlement in Africa, and while significant progress is being made, there remain many refugees who continue to languish in camps or live in urban poverty for decades, awaiting an opportunity to continue a normal life in a safe surrounding. Great efforts are currently being invested in the expanded use of the proGres software for the registration and profiling of refugees and asylum-seekers, not only to maintain accurate records of refugees and assist offices in their anti-fraud efforts, but also to pro-actively use the registration data to identify refugees for whom resettlement would be the most appropriate durable solution. In some of the countries in the region this has resulted in an increase of identified resettlement needs.

In the Great Lakes Region, opportunities for return continue to improve for both Burundian and for Congolese refugees. In Tanzania a new window for comprehensive durable solutions was opened in 2007, when the government offered the possibility of local integration to some 218,000 Burundian refugees who fled ethnic conflict in 1972 and have been living in three settlements, where they achieved self-reliance. So far, 176,000 of these refugees have expressed a wish to remain in Tanzania, while a voluntary repatriation operation has commenced for those refugees wishing to repatriate. As for camp-based Burundian refugees in Tanzania, who fled their country due to the 1972 events and are multiple displaced, the group processing proceeded well and it is hoped that this large multi-year group resettlement will come to a closure in 2008 with all refugees belonging to this particular group having departed for resettlement. Facilitation of return to more stable parts of the Democratic Republic of Congo will continue for the majority of the refugees in the region, but resettlement will be sought particularly for some categories of vulnerable refugees with protection and medical needs.

In the East and Horn of Africa, the situation remains complex and highly volatile. Repatriation in the near future and effective local integration as durable solutions alternatives for especially Somali refugees from Southern and Central Somalia and Eritrean refugees remains difficult in most host countries. Ongoing larger scale resettlement efforts for these refugee populations are set to continue also in 2009 from Kenya, Uganda, Ethiopia, Sudan and Eritrea.

The comprehensive information gathered through the ongoing comprehensive verification exercise of the protracted Eritrean refugee situation in eastern Sudan, which is expected to be completed by the end 2008, will form the basis for the establishment of a comprehensive durable solutions strategy, of which resettlement is expected to be an important element. UNHCR will also explore the feasibility to address in a more comprehensive manner the urgent protection needs of refugees in Chad, including through resettlement.

During 2008 and 2009, UNHCR will continue to implement a comprehensive solutions strategy for Liberian and Sierra Leonean refugees in West Africa, focusing on local integration. In 2007, ECOWAS, UNHCR and the Governments of Liberia, Nigeria and Sierra Leone concluded a multipartite agreement on local integration for the remaining Liberian and Sierra Leonean refugees in Nigeria. Several States have used different models, aligning their national legislation with regional norms with varying degrees of progress achieved to date. Resettlement will remain a solution mainly for refugees originating from outside the region, as well as for particularly vulnerable refugees.

In Southern Africa smaller populations of diverse origin have been identified as in need of resettlement as a durable solution. Resettlement efforts will have to be balanced against the ongoing efforts to pursue self-reliance and local integration. Recent xenophobic attacks in South Africa may affect the resettlement needs in the region.

Gaps in Africa continue to exist with regard to places available for medical cases and normal dossier submissions. Refugees in countries with small and diverse refugee populations and refugees located in very volatile areas are particularly disadvantaged in having equal access to resettlement. Some resettlement countries also have indicated that they would not be willing to consider certain nationalities or are not willing to consider mixed refugee populations in some locations. In addition, the gaps highlighted in earlier updates for medical cases continue to be present. As a result, numerous referrals from Africa on medical grounds but also emergency and urgent grounds remained pending or unaddressed.

The evolving security situation in some countries, such as for example Chad and Somalia, will be monitored closely, as a deterioration might (further) restrict UNHCR's ability to operate or the feasibility for resettlement countries to field selection missions.

The Resettlement Hub in Nairobi and the Regional Offices in Senegal and Pretoria will continue to work to support the countries in the regions both in identification, technical support, and resettlement processing in 2009. However, in order to meet the resettlement needs of the region, offices will require more staff, including through additional workforce mechanisms such as the ICMC deployment scheme and additional funding. Certain offices, for example, Chad, Eritrea, Ethiopia, Sudan, Uganda, Malawi, Zimbabwe, Zambia, Rwanda, Republic of the Congo, Kenya, and Tanzania, will need deployees in order to be able to deliver on projected referrals.

## Media Article: Refugees in Malawi and Sudan

### UNHCR and Malawi register all refugees and asylum seekers

Date: 22 Nov 2007 | UNHCR News Stories



*Malawi's Deputy Minister of Home Affairs Symon Vuwa Kaunda (standing, with glasses) watches UNHCR registration staff at work during a tour of Dzaleka Refugee Camp.  
© UNHCR/J.Redden*

DZALEKA, Malawi, November 22 (UNHCR) – The UN refugee agency and the government of Malawi are conducting a registration of all the residents in Dzaleka refugee camp to improve the protection, management and assistance to refugees and asylum seekers in the country.

"This registration is a vital part of helping refugees," said Matewos Beraki, acting head of the UNHCR office in Malawi. "It will provide us not just with numbers but with the details about the people in the camp that would help us to find permanent solutions to their situation."

The joint exercise, funded by a contribution from the European Union, began on Monday and will take until the middle of December to complete. A subsequent registration of refugees who are allowed by the authorities to live in the nearby capital, Lilongwe, and elsewhere in Malawi will be conducted in early December.

UNHCR and the government agreed it was imperative to verify and update the existing figures, which showed that Malawi was hosting about 4,000 recognized refugees and a similar number of applicants for asylum. Almost all live at Dzaleka. A second refugee camp, Luwani, was closed earlier this year and the residents relocated to Dzaleka.

"We are realizing during this registration that the existing data were poor – often incomplete and inaccurate," said Andrew Hopkins, the UNHCR registration officer for southern Africa who directed the exercise. "The questions we are asking now should lead to profiling that allows us to understand each individual better and lead to solutions."

The details gathered by the teams, which were assembled and trained by UNHCR, will give profiles of each individual that is essential for planning how to care for refugees now and suggesting potential solutions for their future.

Individuals needing special protection, such as unaccompanied children who had been staying with other families, have been identified. There have also been divorces, marriages and births that had gone unrecorded since the last time the data was checked in 2004.

The household profiling information being entered into the UNHCR database this time includes job skills, education, languages spoken and many details of local connections like work permits, marriage and bank accounts. This could strengthen a case for local integration, although Malawi at present does not allow that step for refugees.

A range of questions on the intention to repatriate – or the reasons not to return – are vital for assessing prospects for repatriation from Malawi. Most refugees in Malawi came from the Democratic Republic of the Congo, Rwanda or Burundi, but few in recent years have asked UNHCR to assist their return home.

That has left resettlement to a third country – the other solution used by UNHCR – as the main option pursued in recent years. The profile material gained in the registration will also ease the selection of potential resettlement cases.

The registration had been preceded by a publicity campaign to ensure refugees and asylum seekers in Malawi were aware of the exercise. Inevitably, there were some rumours that the registration – which is a worldwide activity by UNHCR – was a step toward forced repatriation.

UNHCR is never involved in forced repatriation and on a tour of Dzaleka Refugee Camp and at a subsequent news conference, Malawi's Deputy Minister of Home Affairs Symon Vuwa Kaunda emphasized that the registration aimed merely to improve the knowledge of UNHCR and the government.

"The information gathered by the exercise by the government and UNHCR will allow UNHCR to explore durable solutions," the deputy minister said. "The exercise will be solely for the purpose of registering, protecting and assisting the population of concern."

Each refugee over the age of 18 years will receive a plastic identification card issued by the government, which provides important protection when they are outside the camp. The refugee card is valid for five years and the asylum seeker card for one year, on the assumption that an application for refugee status could be decided during that period.

The next challenge for UNHCR, which is conducting similar registrations across southern Africa, is to ensure databases are continually updated. The UN refugee agency is examining how to ensure each country has trained staff amending the information to record births, newly recognized refugees, newly arrived asylum seekers and those refugees for whom a durable solution has been found.

*By Jack Redden  
in Dzaleka, Malawi*

## UNHCR and Sudan kick off registration of Eritrean and Ethiopian refugees

Date: 4 Mar 2008 | UNHCR News Stories



*Registration takes place at a camp in eastern Sudan. © UNHCR/R.Saidumarova*

KHARTOUM, Sudan, March 4 (UNHCR) – The UN refugee agency and the government of Sudan have launched a joint registration operation for tens of thousands of mostly Eritrean and Ethiopian refugees living in eastern Sudan. The registration, due to last for several months, started on Sunday and is expected to benefit more than 133,000 refugees.

Out of these, 95,000 live in open camps in Kassala, Gaderef, Jezzira, Sinar and the Red Sea states of eastern and central Sudan, while about 38,000 live in urban and rural areas of these states. Khartoum, the capital, is said to be hosting close to 30,000 refugees, who also need to be verified and registered.

The massive operation seeks to address the plight of refugees who, after decades in Sudan, are still relying on humanitarian assistance because of lack of access to employment, compounded by lack of proper identification documents.

"This exercise will clearly allow us and the government of Sudan to determine the exact number of Eritrean and Ethiopian refugees who are still in Sudan," said Chris Ache, the UNHCR representative for Sudan.

"We will also be in a better position to reinstate those who had lost their refugee status but deserve it back, while at the same time we will collect enough information on their needs," added Ache, referring to Eritreans affected between 2002 and 2004 by the so-called "cessation clause" that revoked their refugee status

The Eritrean and Ethiopian refugees in Sudan have mostly enjoyed protection for the past four decades, but it has been extremely difficult for those living in the east and in Khartoum to support themselves, particularly when they lack ID.

By registering these populations, the Sudanese government and UNHCR hope to determine the best solution based on the refugees' profile. Some will require continued humanitarian support because of their vulnerability.



Others may require self-reliance support, while a number may be in need of resettlement in a third country because they can neither remain in Sudan nor repatriate. Ache said that at the end of the exercise the government would issue ID to all registered refugees.

Most importantly, the registration will translate into reconfirmed refugee status for nearly 70,000 Eritreans who lost it under the cessation clause. UNHCR considers that the end of the Eritrean war of independence in 1991 and the end of the border conflict between Eritrea and Ethiopia in 2000 removed the root causes of the Eritrean refugee problem.

The registration will also take into account the arrival since the beginning of last year of some 10,000 asylum seekers. Nearly 90 percent of them originating from Eritrea cited forced army recruitment as their main reason for flight. Others are from Ethiopia and Somalia. The last general registration took place in 2001.

The Eritreans and Ethiopians in Sudan represent one of the most protracted refugee situations in the world.

*By Fatoumata Kaba  
in Khartoum, Sudan*

## THE AMERICAS

Projected Needs: 1,252 persons/ Processing capacity: 1,000 persons
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The programme of solidarity resettlement is one of the most innovative components of the Mexico Plan of Action (MPA). Resettlement is not a new concept in Latin America. In 1999 Chile and Brazil signed resettlement agreements with UNHCR and they have been resettling small contingents of refugees since 2002. Nevertheless, based on the proposal made by the Government of Brazil during the adoption of the Declaration and the MPA, this durable solution received new impetus, and the number of refugees resettled in the countries mentioned grew significantly since then. Besides, other countries of the region joined the Programme. Argentina signed a resettlement agreement with UNHCR and received a first group of refugees at the end of 2005. In turn, Uruguay and Paraguay recently formalized their participation in the Programme by the signing of resettlement agreements in June 2007. In addition to the Colombian refugees resettled to the Solidarity Resettlement countries in South America, in 2007 and the first quarter of 2008, Palestinian refugees were resettled from border camps in Jordan and Syria to Brazil and Chile.

The main principles of the Programme are based not only on responsibility sharing, but on international solidarity and the promotion of the strategic use of resettlement in the region; the latter through, inter alia, maintaining an open space for asylum in the two countries which currently host the greatest number of asylum seekers and refugees, namely Ecuador and Costa Rica and whose recognition rates are also among the highest in the region. The programme of Solidarity Resettlement is the concrete expression of the will of Latin American countries to provide support to the countries neighbouring Colombia, to respond to the consequences of the Colombian conflict. UNHCR is committed to work together with these and other interested governments in the region in establishing resettlement programmes. To this end, UNHCR welcomes continued financial and technical support from traditional resettlement countries to consolidate the existing programmes and to continue to build the capacity of the new resettlement countries in South America, e.g. through twinning arrangements.

The overall UNHCR objective for resettlement in South America in 2009 is to consolidate the resettlement programmes of the emerging resettlement countries in the region. At the same time, the need to establish pre-departure support for refugees with special needs pending resettlement and to strengthen integration mechanisms will be addressed through a number of specific activities, subject to the availability of funds.

Despite the existing regional capacity, UNHCR will continue to require resettlement places from traditional resettlement countries in 2009-2010 to be able to address all the needs. In addition, the ability of UNHCR operations in Costa Rica and Ecuador to submit a percentage of their cases on a dossier-basis throughout the calendar year is vital in order to allow offices greater flexibility in their operations and to meet ongoing needs.

As in past years, in 2009 UNHCR will continue to count on the financial and technical support provided by the Governments of Canada, Norway, Sweden and the United States to the Solidarity Resettlement Programme and will welcome contributions from other traditional resettlement countries and donors. Given the current nature of the displacement characterized by refugees fleeing war, civil strife and persecution, there will continue to be a need to resettle refugees from Latin America.

## Media Article: South American Refugees

### Chilly Iceland gives a warm welcome to South American refugees

Date: 4 Jan 2008 | UNHCR News Stories



*Colombian refugee Marta and her two children enjoy a Christmas party organized by a support family in Iceland. © Icelandic Red Cross*

STOCKHOLM, Sweden, January 4 (UNHCR) – For women in the South American country of Colombia, the decades-long struggle between the government and irregular armed groups could not be more personal.

"The groups wanted to recruit my 17-year-old son," said Colombian refugee Marta, now safely in the Iceland capital Reykjavik, where she was reached by telephone. "We had already fled twice, first to my mother's village and then further to Ecuador, but they managed to trace us and threatened to take my son and kill me for hiding him. We were all very scared," she added.

Marta is one of eight Colombian women – all single mothers with their children – who were recently resettled in Iceland with help from the UN refugee agency. UNHCR considered the group of 30 in urgent need of resettlement; some of the women had even left husbands who wanted their sons to help armed groups.

Iceland, a Nordic land of glaciers and geysers with the lowest population density in Europe, has resettled 247 refugees through UNHCR since 1996, including about 130 from Colombia. During the past few years, Iceland has focused on resettling single women and single mothers with their children.

"Being a single mother is very normal and common in Iceland, and the society is well equipped to assist them," said Atli Thorstensen, project manager for refugees and asylum seekers at the Icelandic Red Cross. "Therefore Iceland gladly accepted UNHCR's request to focus in resettling vulnerable women."

For Marta and the others, the move to Iceland was a plunge into the unknown. "I knew nothing of Iceland in advance. I did not even know such a country existed," Marta said. "The Red Cross showed us a film, and I was surprised how white the people looked. I was afraid they would find us ugly."

In fact, she recalled, the welcome could not have been warmer. Iceland has a well-established integration programme for resettling refugees. New arrivals are provided with

housing in Reykjavik, where they are first settled. The first six to 12 months are dedicated to learning the language and adjusting to the new environment.

Refugees also receive vocational training and help in finding employment after completing the integration programme. Finding a job is not a major problem in Iceland, where an unemployment rate below 1 percent means workers are in high demand.

The Red Cross also runs voluntary programmes, giving each refugee family several Icelandic support families who help with everyday errands and provide a social network.

Marta is especially grateful for the new worlds that have opened up for her children. "We have a wonderful home here. Children can go to school, which would not have been possible in Colombia, and even play football and go swimming. I would never have been able to give these opportunities to my children back home."

On these cold winter days, when the sun appears for only three or four hours, Marta is looking forward to June and July, with their days and nights of unbroken sunlight. "It is very strange with the snow and darkness. We look very much forward to seeing the midnight sun. These are all very extraordinary things we have not experienced before."

Despite missing her mother and her homeland, what Marta prizes above all else in Iceland is the feeling of security. "We feel so safe here," she said. "We can go to sleep without being afraid, and that is what really counts."

*By Mira Banerjee and Kiki Rodriguez Norman  
in Stockholm, Sweden*

## ASIA

Projected Needs: 330,949 persons/ Processing capacity: 66,117 persons
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UNHCR's priority remains active promotion of lasting solutions for refugees and persons of concern in the Asia region, which is host to a number of protracted refugee situations. 2008 has continued the trend of the last two years in maintaining high levels of resettlement for a large number of refugees stranded in protracted situations. Resettlement has emerged as a strategic tool for international burden and responsibility sharing and has resulted in protection dividends in many situations. In 2009, UNHCR will continue to explore the resolution of protracted refugee situations, while pursuing possible self-reliance activities for refugees pending the identification of durable solutions.

Meeting the resettlement needs of refugee women and children and the prevention of sexual and gender-based violence (SGBV) are primary goals of all country programmes.

UNHCR will continue to explore innovative methods to address the problem of refugees in the camps in Bangladesh. UNHCR also hopes that the group resettlement that began in March 2008 for the Bhutanese refugees in Nepal will lead ultimately to a complete durable solutions perspective which will include voluntary repatriation to Bhutan.

The region of South Asia includes India, Bhutan, Maldives, Nepal, Myanmar, Sri Lanka and Bangladesh. None of these countries is a party to the 1951 Convention or to its 1967 Protocol and there is also no national refugee legislation and/or administrative provisions related to the protection of refugees. Despite the positive example set by India's generous naturalization of Afghan refugees of Sikh or Hindu ethnic background in 2007 and 2008, for those countries hosting refugees, local integration continues to remain a very limited option at this time.

The East Asia region comprised of Cambodia, the People's Republic of China (including Hong Kong SAR and Macao SAR), Mongolia, Indonesia, Malaysia, Philippines, Thailand, Vietnam, Singapore, East Timor and Brunei. While some countries have acceded to the 1951 Convention, the absence of national legal frameworks and procedures as well as limited local integration opportunities make UNHCR's engagement to find durable solutions outside of the region even more relevant.

As voluntary repatriation still remains elusive in these situations, UNHCR will continue, as in 2007 and 2008, to promote resettlement as a durable solution for most of the refugee camp population in Bangladesh, Thailand and Nepal. Within the context of strategic resettlement, special attention is also given to the protracted refugee situations in Malaysia and India.

UNHCR hopes that in 2009 resettlement countries will provide support to address the protracted situation of Afghan refugees, in Iran and Pakistan, the two countries hosting the largest number of refugees world-wide. It is hoped that considerable progress in strategic resettlement of these caseloads will open new opportunities for increased asylum space.

In the Central Asian States of Kazakhstan and Kyrgyzstan resettlement in 2009 will continue to be the primary mechanism to meet the often urgent protection needs of refugees from neighbouring countries. With an uncertain legal status and proximity to their country of origin, prompt resettlement is often required. Similarly, cooperation with resettlement partners will continue to be needed in 2009 with regard to remaining Afghans in Uzbekistan, a limited but at risk caseload who have lost ties with their country of origin and are subject to deportation. Given UNHCR's absence from the country and their precarious stay, 2008-2009 is likely the last opportunity to find a solution for this group.

There are also a number of refugees living in urban centres in many countries of the region, who face dire protection challenges and for whom resettlement remains the only viable durable solution. Resettlement is thus an important protection tool, for vulnerable individual refugees, both in urban and camp situations. Emergency resettlement is being used to address the situation of refugees in detention, urgent medical cases or other individual refugees with specific needs especially where there is heightened risk of *refoulement*.

The support of resettlement countries will be crucial for the continuance of the exceptionally successful resettlement programmes in the Asia and Pacific region. Resettlement submissions for 2009 will therefore represent both urban and camp refugees identified by the UNHCR local offices as being in need of resettlement.

The UNHCR group methodology will be an important tool in support of an enlarged resettlement programme in Malaysia, Nepal and Thailand.

The staffing situation in Asia is supported by the deployment of Resettlement Consultants through UNHCR-ICMC NGO deployment (in India, Bangladesh, Malaysia, Nepal and Cambodia).

## Media Articles: Myanmar, Karen and Bhutanese Refugees

### Kindness of strangers eases refugees' arrival in United States

Date: 18 Mar 2008 | UNHCR News Stories



*The Thang family from Myanmar, though mostly self-sufficient, still rely on volunteers like Tom Charles (left) for rides to jobs and schools. © UNHCR/T.Irwin*

PRINCETON, United States, March 18 (UNHCR) – The schedule for the week ahead runs to five pages, with each day broken down into near hourly tasks assigned to different volunteers. At the dining room table in a house in Princeton, New Jersey, the creator of this plan of action runs through each item with the couple at the centre of the activity.

Za Bik Thang, his wife Par Tha, and their three children arrived in Princeton in mid-2007 from Malaysia, where they had lived as refugees for several years after fleeing persecution in their native Myanmar. Tom Charles and other members of the Nassau Presbyterian Church were on hand to meet the family when they arrived in the United States and have been providing support ever since.

"We were a little scared of coming to the US," recalls Za Bik from the family's rented home, which was arranged for them by the Nassau congregation. A pending move to an apartment in an affordable housing complex closer to downtown will reduce the couple's commute to their jobs.

For now, Charles continues in his role as traffic controller, ensuring the smooth movement of the five Thang family members to and from school, work, English lessons, choir practice, dental appointments, chess club meetings and church services.

"We have around one hundred volunteers from our church working in refugee resettlement," says Charles. "A core group of between 15 and 20 are involved in the day-to-day assistance, so the errands are spread around. Morning pick ups to get Za Bik to work are done by the early risers, while getting the kids home from school is done by people who have the afternoons free."

The Thangs are the eighth family the Nassau congregation has sponsored as part of a programme that goes back nearly 25 years. Among those assisting the family are individuals who a few years ago were on the receiving end of the community's efforts. Dental care is provided by a former refugee from Bosnia; the pool of drivers includes a Sudanese refugee who arrived in Princeton several years ago.

The church is one of many religious groups in the north-eastern state of New Jersey involved in refugee resettlement. Referrals come from agencies such as Lutheran Social Ministries, based in the New Jersey capital, Trenton.

The director of its immigration and refugee programme, Rev. Stacy Martin, says voluntary groups can provide a level of attention which surpasses what agencies dealing with hundreds of cases a year can offer. "The sponsors and the refugee families can create genuine relationships that go well beyond the 12 to 18 months we would typically be in contact with a family," she says.

Resettlement in the United States is largely handled by faith-based organizations, which turn to their communities for volunteers when additional assistance is needed. According to a US Department of Labour survey published in 2007, more than one quarter of the population – around 60 million people – had volunteered for an organization in the previous 12 months.

"Volunteers offer a distinctly personal touch that builds on the support offered by local resettlement affiliates," says Ralston H. Deffenbaugh Jr., president of Lutheran Immigration and Refugee Service, a national resettlement agency.

Even with assistance, establishing new lives in a foreign country is not without challenges. Unable to speak English, the Thang children initially found the classroom a frightening and lonely place. Everyday costs such as rent, groceries and visits to the doctor can seem overwhelming. Here, too, the Nassau congregation has stepped in, helping Za Bik to land a job at a supermarket chain while Par Tha does alterations at an exclusive menswear store.

The couple have also been given financial planning advice. "When we first arrived we couldn't do anything for ourselves. Today we can live our lives, though we still rely on rides," says Za Bik, who has begun the process of getting a driver's licence.

For the Nassau congregation a commitment that began nearly 12 months ago is nearing its end, and it is apparent that not just the Thangs have benefitted. For Charles, working with resettled refugees "has been one of the great joys of my life." Former strangers are now friends, foreign cultures are understood and accepted and the often abstract concept of helping those less fortunate has taken the tangible form of an embrace.

*By Tim Irwin  
in Princeton, United States*



## It's a long way from Myanmar for Karen refugees

Date: 28 Jan 2008 | UNHCR News Stories



*Resettled Karen refugee Sa Nga with his wife Wau Dey and their son. © UNHCR/ S.O'Brien*

CASTLEBAR, Ireland, January 28 (UNHCR) – After three months in Ireland, Sa Nga and his family are struggling to master the English language but say their new home offers many more opportunities than a refugee camp in Thailand.

The former driver, his wife, six children and father-in-law are among the first ethnic Karen refugees from Myanmar accepted for resettlement by Ireland. They are starting new lives in the scenic north-west after last year leaving the confines of Ban Don Yang camp in the tropical forests of Thailand.

The minority Karen have suffered persecution for decades and nearly 140,000 are living in closed Thai refugee camps after fleeing across the border. The Thai government, which does not let them leave the camps, now accepts that the Karens are unlikely to be able to go back to Myanmar any time soon and has accepted resettlement as a solution for some of them.

UNHCR has since early 2005 helped resettle more than 20,000 Myanmar refugees in Thailand – including Karens and other minority groups – in countries such as the United States, Canada, Australia, the United Kingdom, Finland, the Netherlands, New Zealand, Sweden and Norway – and Ireland.

The first 52 Karens resettled in Ireland, including Sa Nga and his family, arrived last September and were put through an eight-week orientation programme in the north-west town of Ballyhaunis in County Mayo. They were then moved to new homes nearby. A second group of 45 arrived in Ballyhaunis in December.

UNHCR Representative in Ireland Manuel Jordao recently visited Ballyhaunis and nearby Castlebar to see how the Karen families were coping with new services, schools, doctors, even things as basic as household appliances.

"Ireland has made a big effort to ensure its resettled refugees receive the best start with support and orientation, basic facts about the country, language tuition and advice on how to use services. These stepping stones will help resettled families use their own talents to

make a life for themselves here," Jordao said.

"We feel we are being looked after well in Ireland and we are very grateful for that," Sa Nga told the UNHCR visitor, speaking through an interpreter at the family's new home in Castlebar.

Lack of English is the biggest hurdle that he and the others face, but they realize that they must master the language if they are to become independent. "It's very important for us to learn English," said Sa Nga's wife, Wau Dey, adding that if a family member became ill they would need to communicate with a doctor.

The Karens also understand that English will help them make the most of the opportunities in Ireland. "Irish people have many more opportunities compared to what we had in the camps," said the head of one family.

This is a sentiment echoed by others questioned by UNHCR. Life in the nine crowded government-run camps along Thailand's border with Myanmar is hard. The refugees live in cramped bamboo shelters, dependent on UNHCR and non-governmental organizations for protection, food, schooling and health care. The Thai government does not allow them outside for work or higher education.

The UN refugee agency hopes Ireland will accept more people for resettlement in the future. Ireland increased its annual resettlement quota from 40 to 200 in 2006, but there has been no increase since.

"UNHCR always needs more resettlement places, so I am always going to be asking for an increase in the Irish quota," Jordao said, while adding that "it also only makes sense to ask for an increase if the Irish authorities tell me it would be manageable for them."

In 2008, UNHCR expects to refer some 60,000 people for resettlement in about 20 countries that accept vulnerable refugees who cannot go back home or integrate in host countries. Refugees from Iraq, Myanmar and Bhutan are likely to figure prominently.

As one of the countries with a resettlement programme, Ireland "stands out as a shining example of how smaller nations can share the global responsibility to protect vulnerable refugees," said Jordao.

*By Steven O'Brien  
In Dublin, Ireland*

## Refugees from Bhutan embrace new life with hope and anxiety

Date: 25 Mar 2008 | UNHCR News Stories



*A US-bound refugee bids her friends and relatives goodbye in eastern Nepal's Sanischare camp. © UNHCR/V. Tan*

DAMAK, Nepal, March 25 (UNHCR) – More than 100 refugees from Bhutan left their camps in Nepal over the weekend for onward travel to the United States, kicking off one of the world's largest resettlement operations.

The weekend movement of refugees to the Nepali capital, Kathmandu, was the largest since the resettlement process started in November last year. From Kathmandu, they are catching international flights to different American cities this week.

More than 107,000 refugees from Bhutan have been living in seven camps in eastern Nepal since they fled ethnic tensions in Bhutan in the early 1990s. For 17 years, they waited for a chance to go home, but grew increasingly frustrated after 15 unsuccessful rounds of talks between Nepal and Bhutan on repatriation.

"We chose to resettle because there was no other outlet," said Jay Narayan Adhikari, 37, who was among the first to leave from Sanischare camp. "Talks between Nepal and Bhutan have produced no results."

His wife Sita, 33, was worried about their move. "Everyone says America, America, America, but I don't know much about it. It's only for the sake of the children that we are ready to go."

Their daughter Jamuna, the eldest of three children at 16 years, could barely hide her excitement. "I'm in Class 10 and have never seen a computer. It's embarrassing in this modern world. What we learn in school here is only theoretical, so I would like to go to America to further my studies."

A few blocks away, the roles were reversed. The Bajgais had to travel separately due to their family's large size. Chandra Lal Bajgai, 24, would leave with his two sisters first, and the rest would follow later. The girls bawled as they packed their bags, only to be comforted by their mother: "Why are you crying? We have nothing here anyway. We will

join you soon, our future will be brighter there."

On departure day, the families emerged from their huts with puffy eyes and weary smiles. They were joined by friends and neighbours as they lugged their bags to the pick-up point from where they would be bussed to the nearest airport. The crowd grew to more than 2,000 people, all coming to wish them well.

From the Bhadrapur airport in eastern Nepal, the families flew to Kathmandu, where they stayed at the International Organization for Migration's transit centre while waiting for their flight out to the US.

"I didn't sleep last night. I was crying and shivering, worrying about my family back in the camp," said Sita Adhikari before boarding the Sunday flight that would eventually take her to the state of Arizona. Anxieties aside, she has already started to adjust to her new life, replacing her traditional *shalwar kameez* outfit with jeans and a blouse, topped off with sunglasses.

There may be uncertainties ahead – everyone in the group stumbled as they used the airport escalator for the first time in their lives – but with each step, they are moving closer to a new life with new adventures and opportunities.

More than 200 refugees from Bhutan are expected to leave Nepal by the end of March and over 10,000 by the end of the year to resettlement countries such as the US, Canada, Australia, New Zealand, Denmark, the Netherlands and Norway.

A total of 25,000 refugees have so far registered for resettlement. The UN refugee agency has submitted more than 12,000 names for consideration by resettlement countries, mainly the US. More refugees are expected to come forward for resettlement after they hear of how the first groups integrate in their new homes.

*By Vivian Tan  
In Damak and Kathmandu, Nepal*

## EUROPE

Projected Needs: 7,477 persons/ Processing capacity: 6,077 persons
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### *Resettlement as a strategic tool to enhance protection space in Europe*

The area covered by the Bureau for Europe includes countries of first asylum as well as resettlement countries. Since the last Annual Tripartite Consultations on Resettlement, UNHCR has engaged the European states through various fora including discussions with the EC, bilateral discussions among States and NGOs, and twinning and technical cooperation arrangements to include the private sector. Such initiatives will hopefully enhance resettlement capacity in Europe and attain a substantial and sustained EU commitment to resettlement. Resettlement is used strategically to expand the asylum space and is also a major protection tool. Resettlement consideration generally arises on the grounds of physical and legal protection needs, women-at-risk situations, and for special medical needs.

Resettlement in Europe is driven by five equally important objectives:

- To act as an instrument of international solidarity, and burden and responsibility sharing;
- To function as a toll for ensuring the protection of the most vulnerable refugees, particularly in large-scale and protracted refugee situations;
- To operate in a strategic manner to maximize the benefits, directly or indirectly, for others in need of protection beyond the refugees being resettled;
- To act as a complement to, and not as a substitute for, the provision of protection where needed for asylum seekers
- To build stronger asylum systems through development of integration and reception infrastructure, in order to ensure the effectiveness of resettlement as a durable solution.

In Central Europe UNHCR's resettlement-related efforts are used as a vehicle in support of developing the required legal and policy framework as well as the infrastructure for the successful reception/integration of refugees, including resettled refugees. UNHCR hopes that twinning arrangements in the region will focus on aspects of resettlement such as reception and integration rather than the selection aspect.

### *Resettlement needs in Europe*

Resettlement of refugees in the Russian Federation, Turkey, Ukraine and Azerbaijan, continues to constitute an important protection tool. Resettlement activities in these countries are necessary due to persistent challenges including xenophobic trends in some parts of the Eastern European region and in support of developing asylum systems. In the first quarter of 2008, the number of asylum-seekers in Turkey nearly doubled compared to the corresponding months of 2007. Resettlement from Turkey has met with some difficulties given limitations imposed on the consideration of certain nationalities or lengthy security checks. Because resettlement remains the only viable durable solution for non-European refugees in Turkey, UNHCR calls for further flexibility in this regard.

While decreasing in overall numbers, Chechen refugees constituted in 2007 the second largest group of asylum-seekers in industrialised countries. Nevertheless they have suffered disproportionately from increased security concerns and tightening asylum and resettlement criteria. Chechen refugees in Ukraine and Azerbaijan continue to live under precarious circumstances and the lack of solutions for the most vulnerable among the Chechen refugees is of particular concern. The available resettlement capacity thus far has been very limited resulting in continued suffering of vulnerable refugees including women-at-risk cases for

whom resettlement remains the only viable option. In Georgia resettlement will remain an important protection tool only for very specific cases.

The increase in the number of Afghan refugees in some countries (Turkey and Azerbaijan) will make it necessary to continue resettlement for a limited number of Afghans who continue to be in need of international protection or for whom no other durable solution can be found.

Malta remains a *sui generis* situation where UNHCR and key partners have been working together to engage the local government in improving the protection-asylum space through the strategic use of resettlement.

Concerning the current capacity in Europe to process resettlement cases, UNHCR has been heavily relying on additional contributions and staffing has been supported by the deployment of Resettlement Consultants through the UNHCR-ICMC deployment scheme. In order to ensure sustainability of resettlement in Europe there is a need for a clear financial commitment in addition to UNHCR's regular programmes. This will ensure fire walling of Resettlement activities when budgetary cuts are imposed due to exchange rate losses and nominal increase in staffing costs in Europe.

## MIDDLE EAST AND NORTH AFRICA

Projected Needs: 104,995 persons/ Processing capacity: 27,576 persons
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In 2007 and 2008, resettlement emerged as a powerful protection tool for refugees who have fled violence. Resettlement numbers from the region soared as a result of willingness on the part of resettlement countries to accept increasing numbers of Iraqi refugees, a trend projected to continue at least for the medium term. Elsewhere in the region, resettlement in 2008 will continue to remain a limited but crucial instrument of protection in a zone characterized by limited protection space, a largely urban caseload, mixed asylum and migration flows, and protracted and intractable situations.

UNHCR appeals to traditional resettlement countries to increase places available to Iraqi refugees by providing additional places in their quotas; to provide, in particular, additional spaces for the large number of refugees suffering medical needs; and to offer additional dossier places for refugees in Iraq and Iraqi refugees in Iran whom they may not be able to interview in person due to security or political constraints.

### *Resettlement of Iraqi refugees*

In 2008, MENA resettlement continues to be dominated by the large-scale resettlement of vulnerable Iraqi refugees, following a productive 2007 year in which the Iraqi refugee resettlement program was significantly accelerated and augmented by additional staff and resources. Over 20,000 submissions were made (21,312) to 16 resettlement countries in 2007, with some offices significantly exceeding their targets after redeploying staff, working seven days per week, and working in shifts.

Regional resettlement needs for Iraqi refugees in 2009 are estimated as being 85,274 with the greatest need being located in Syria. In view of the persistent needs, UNHCR capacity, host government expectations, and places made available by resettlement countries, UNHCR expects to submit a slightly higher number of Iraqi refugees in 2008 than in 2007. Capacity for 2009 for Iraqi refugees is estimated at 25,393 with Syria and Jordan expected to make an estimated 10,000 submissions (persons) each. UNHCR resettlement capacity remains flexible, however, and productivity can be increased if resettlement countries provide additional spaces and resources.

### IRAQI REFUGEE RESETTLEMENT

Country	2007 Submission Target	2007 Achievement	2008 Submission Projection	2008 Achievement (May, 2008)	2009 Resettlement Needs – Iraqi Refugee Projection
Syria	7,500	7,743	10,000	3,546	65,000
Jordan	7,500	7,993	7,500	4,203	10,000
Lebanon	750	1,466	1,130	2,177	8,323
Egypt	250	334	250	298	350
Saudi Arabia and the Gulf	N/A	178	400	16****	500
Yemen			250	162	996
Libya	N/A	5		0	100
Tunisia					5
**Turkey	3,000	3,280	2,000	2,162	
***Iran	----	194	200	22	
Other	1,000	496			
<b>TOTAL</b>	<b>20,000</b>	<b>21,312</b>	<b>21,730</b>	<b>12,424</b>	<b>85,274</b>

\*\*Note that UNHCR BO Turkey is part of Europe Bureau

\*\*\*Note that UNHCR BO Iran is part of Asia Bureau

\*\*\*\* This figure is based on KSA 1<sup>st</sup> quarter stats, i.e. until 30 MAR 2008

UNHCR's Iraq resettlement policy is one element of a wider protection strategy for Iraqi refugees and is intended to provide immediate solutions to persons with specific vulnerabilities, while at the same time leveraging greater protection and tolerance for the non-resettled refugees by demonstrating genuine international burden-sharing. The needs-based strategy is applied consistently across the region, without discrimination amongst refugees to reflect a fully humanitarian approach. UNHCR selects the most vulnerable refugees for resettlement, using the list of 11 specific vulnerabilities contained in its policy on resettlement of Iraqi refugees. In accordance with Executive Committee recommendations, women-at-risk are prioritized.

#### *Resettlement from Iraq*

In addition to resettlement of Iraqis from the regions, the resettlement of refugees of other nationalities inside Iraq is a UNHCR priority. In 2009, UNHCR will continue to search for solutions for such refugees through the use of resettlement, particularly for Palestinians, Ahwazis, and Sudanese populations, and persons with urgent medical needs who have fled to the border camps, where the conditions are extremely harsh and insecure. There are limited possibilities for selection missions for refugees in Iraq and a need for increased dossier quotas available for these populations. Relocation to other countries, including Sudan, and an Emergency transit facility in Romania are among the options being investigated. UNHCR has had some success in advocating for increased resettlement country places for these highly vulnerable populations, but the urgent resettlement need still far outstrips available places.

#### *Middle East (in addition to Iraq resettlement)*

Given the harsh asylum laws prevalent in the Levant, UNHCR will continue to propose small numbers of non-Iraqi refugees (Sudanese, Somalis, Iranians, and others) for resettlement. In particular, identification of resettlement places for protracted refugee populations having strong resettlement needs in their countries of asylum will continue to be a focus of our efforts. Resettlement will also continue to be used as a protection tool to assist in resolving cases of refugees in detention.

#### *Arabian Peninsula*

In Yemen, which is marked by a large and transitory refugee community, UNHCR resettlement efforts in 2009 will focus on 750 refugees, composed largely of vulnerable Somalis for whom local integration is not an option. Efforts will also be made to find solutions for the 996 Iraqi refugees that have been identified as being in need of resettlement and Ethiopians, particularly those in detention.

In Saudi Arabia and the rest of the Arabian Peninsula, UNHCR will seek resettlement for urban refugees (mainly Iraqis) and some residual encamped or detained populations. Of particular concern are 26 Eritrean refugees currently living in detention-like conditions in Gizan who were admitted to Saudi Arabia in 2004 and granted temporary protection by the Saudi authorities, pending the identification of a solution by UNHCR. UNHCR is under increasing pressure from authorities to find a resettlement solution however the military profile of the population has been a challenge for resettlement countries.

There have been 195 Iraqi refugees in Rafha since 1991. The Saudi authorities agreed in 2005 to allow them to settle down in Rafha town, an arrangement that seemed like a breakthrough, but to the refugees, seemed a form of administrative confinement and they have not been able to attain meaningful local integration.



### *North Africa*

North Africa is characterized by large-scale migration movements from sub-Saharan Africa to Europe, with a proportionately small number of refugees and a very tight asylum climate. For UNHCR, the challenge is to ensure access of those in need to protection and resettlement, while at the same time avoiding creating pull factors and the impression that resettlement might be an alternative migration route. UNHCR's resettlement policy will be based on a regional balanced approach to avoid secondary movements that might negatively affect efforts to build protection capacities.

At the same time, the strategic use of resettlement can contribute to enlarge the protection space in the region. In 2009, UNHCR plans a modest increase in resettlement activity, in particular from Libya. Resettlement will continue to be part of the 10 point plan of action, intended to help manage asylum and migration issues in the region, and in which resettlement is to be used as a small but crucial component – a strategic tool to help demonstrate international burden-sharing and convince North African countries to also accept a proportion of refugees onto their territories.

### *Regional Resettlement Hub*

A Regional Resettlement Hub for the MENA region, based in Beirut, serves as a centre for supporting, coordinating and monitoring all resettlement activities in the region. The Hub works towards the consistent application of UNCHR resettlement criteria and policies, ensures mainstreaming of resettlement into regional protection and solutions strategies, and with the Resettlement Service, ensures that these broad resettlement goals are fully embedded into Bureau and sub-regional budgeting, work-plans, and operations.

### *Constraints to resettlement in the MENA Region*

UNHCR must contend with several constraints in the implementation of its resettlement policy in the region. UNHCR and resettlement countries' often irregular or limited access to refugees in detention has been an obstacle to fully using resettlement as a protection tool for these populations. Another significant constraint for identification and submission of cases for resettlement is the fact that a large number of refugees are recognized under UNHCR's extended mandate, having fled generalized violence in their country of origin. These refugees often have extreme vulnerabilities and lack of prospects in their country of asylum, but may not fit the strict application of the criteria set out in the 1951 Convention definition, which are required by many resettlement countries. Resettlement may be further constrained by security issues and political concerns have resulted in delays of resettlement selection missions and increased challenges for managing refugee expectations. A further constraint is that the focus of resettlement countries in responding to UNHCR's pleas for more resettlement places for Iraqi refugees has meant that non-Iraqi refugees in the region are more difficult to resettle. UNHCR appeals for broad resettlement from the entire region for all refugees identified as being in need of resettlement.

## Media Article: Iraqi and Palestinian Refugees



### Resettlement referrals for Iraqi refugees top 20,000 this year

Date: 12 Dec 2007 | UNHCR News Stories



*Two young resettled Iraqi refugees at a learning centre in New Zealand. The names of 266 Iraqis have been referred to New Zealand so far this year for resettlement.*

© UNHCR/I.Earp-Jones

GENEVA, December 30 (UNHCR) – The UN refugee agency on Wednesday announced that it had exceeded its target of 20,000 Iraqi refugee resettlement referrals for 2007.

As of December 30, the agency had transferred the files of 20,472 of the most vulnerable Iraqi refugees for consideration by 16 resettlement countries, including the United States, Australia, Canada, Sweden, New Zealand, Ireland, Brazil, Chile, Finland, Norway, Denmark, the United Kingdom, Netherlands, Ireland, Spain and Germany.

More than 4.5 million Iraqis are currently uprooted – 2.4 million inside Iraq and nearly 2.2 million outside – most of them in Syria and Jordan. Only a small fraction of the most vulnerable can realistically expect to be considered for resettlement to third countries, which must themselves offer places.

UNHCR estimates there are still some 80,000 extremely vulnerable Iraqi refugees in the Middle East in need of resettlement. There are several categories of people considered for resettlement, including torture victims; women at risk; urgent medical cases; female-headed households; members of minority groups and others.

"The security situation inside Iraq remains a concern and at this stage UNHCR is not promoting return to the country," said Radhouane Nouicer, UNHCR's director for the Middle East and North Africa. "We all hope that the situation in the country will continue to improve. Pending this improvement, resettlement will remain one of the solutions for the most vulnerable and exposed Iraqi refugees."

In 2008, UNHCR has the capacity to submit another 25,000 Iraqi cases for resettlement, but this depends on firm commitments from resettlement countries to accept such numbers. UNHCR can increase the capacity required and has consistently encouraged

resettlement countries to speed up their procedures to enable the most vulnerable Iraqis to depart as soon as possible.

UNHCR indicated it was also very concerned about an estimated 13,000 Palestinians in Iraq who are under its mandate. Some 2,000 of them have been stranded for the past year in two camps at the Iraq-Syria border.

"The Palestinians are under constant threat in Baghdad, while those in the makeshift border sites have recently reported increasing physical attacks and harassment. In view of their dire condition and the difficulty they have in escaping Iraq, UNHCR feels that humanitarian relocation to places of safety is their best option," said a spokesperson.

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## UNHCR concerned about situation of Palestinians on Iraq border

Date: 18 Mar 2008 | UNHCR News Stories



*Palestinians at Al Tanf camp between the Iraqi and Syrian border. © UNHCR/J.Wreford*

GENEVA, March 18 (UNHCR) – The UN refugee agency on Tuesday made a fresh call for urgent humanitarian assistance for more than 2,700 Palestinians living under inhumane conditions in two camps on Iraq's border with Syria. UNHCR is particularly worried about the health situation of the Palestinians.

Chief UNHCR spokesman, Ron Redmond, told reporters in Geneva that the condition of the stranded Palestinians "continues to deteriorate," while noting that: "Over the past 22 months, UNHCR has been calling for urgent humanitarian solutions for this group and – even if only temporary – relocation elsewhere, preferably in the Arab region."

This solution, however, will not help all of the Palestinians in the camps, where the health situation has become increasingly dire as proper medical care and viable alternatives are lacking.

"In the past 14 months, 12 refugees have died in the camps, with the last one – a 25-year-old man – dying in Al Waleed refugee camp two weeks ago, most likely of food poisoning. His family's case had first been submitted for urgent resettlement on medical grounds in July 2007," Redmond said. "The deaths highlight the urgent need for humane solutions and proper medical care for the destitute population."

Last year, 19 medical cases departed from Iraq for medical resettlement to Norway, Sweden, Denmark and New Zealand. Seven of the cases were Palestinian families. Redmond said UNHCR appreciated all efforts by third countries to assist in urgently resettling such cases and reminded governments that there was still a need for further help in dealing with acute cases – many of which have gone without proper care for far too long.

Palestinian health workers in Al Waleed – who see patients on a daily basis – have identified various people with medical conditions ranging from diabetes and birth defects to kidney problems, cancer and serious trauma.

The nearest proper medical facility in Iraq is more than 400 kilometres away and patients have to be transported by taxi. Neighbouring countries such as Syria have restricted entry requirements, particularly for Palestinians, and it is extremely difficult to admit patients

with urgent medical needs for treatment.

Over the past year, UNHCR has noted dramatic medical needs among the refugees fleeing Iraq. Medical care is not readily available in Iraq, with most of the health personnel having fled. Hospitals and clinics are ill-equipped, poorly stocked and suffer from a lack of electricity. Many refugees fleeing Iraq have severe physical and psychological needs. Psychological stress and strains encountered by years of conflict, violence, displacement and uncertainty have weakened people's natural resistance to disease.

Of the estimated 34,000 Palestinians in Iraq in 2003, it is believed that some 10,000-15,000 remain in the country. Al Waleed camp is presently home to more than 2,000 refugees while Al Tanf camp, situated in the no-man's land between Iraq and Syria, has doubled in size since October 2007, with over 710 refugees living there.

Redmond noted that some of the Palestinians in the border camps had been accepted for resettlement or offered shelter in third countries. "In 2006, Canada accepted 64 Palestinians from Iraq, while Brazil last year received 107. In a more recent development, Chile – itself once a refugee-producing country – offered to receive for resettlement an initial group of 117 Iraq Palestinians. They are expected to depart in April," he said.

Sudan has also offered to accept 2,000 Iraq Palestinians, and UNHCR together with Palestinian representatives is finalizing an operations plan that will enable this to take place.

"UNHCR appreciates all of these responses and we hope that all of the Palestinians will be able to leave the harsh conditions of the camps sooner rather than later. Their relocation would in no way jeopardize their right to return at any stage, if and when such a possibility arises," Redmond added.

While UNRWA – the United Nations Relief and Works Agency – is mandated with taking care of Palestinian refugees in the Near East, UNHCR is responsible for the Palestinians who live or have lived in Iraq or outside the UNRWA area of responsibility.

**Annex I - UNHCR Projected Global Resettlement Needs 2009**

**By Country of Asylum**

<b>Sub-Region</b>	<b>Country of Asylum</b>	<b>Individuals in need of Resettlement</b>	<b>Capacity to Process Individual Needs (*including group submissions)</b>	<b>UNHCR Resettlement Capacity Shortfall</b>
<b>AFRICA</b>				
<b>Great Lakes</b>	Burundi	525	175	350
	Cameroon	650	375	275
	Central African Republic (CAR)	150	150	0
	Democratic Republic of Congo (COD)	580	330	250
	Gabon	300	300	0
	Republic of Congo (COB)	540	240	300
	Rwanda	4,010	1,750	2,260
	Tanzania	8,925	2,500	6,425
<b>East and Horn of Africa</b>	Djibouti	1,000	650	350
	Eritrea	3,930	350	3,580
	Ethiopia	25,730	2,350	23,380
	Kenya	44,335	8,475	35,860
	Somalia	4,280	800	3,480
	Uganda	11,300	1,500	9,800
<b>West and Central Africa</b>	Benin, Burkina Faso, Niger and Togo	280	280	0
	Côte d'Ivoire	125	125	0
	Ghana	300	300	0
	Guinea	50	50	0
	Liberia	40	40	0
	Nigeria	100	10	90
	Senegal (incl. Gambia, Guinea Bissau and Mali)	230	170	60
	Sierra Leone	50	50	0
	<b>Southern Africa</b>			
	Angola	95	30	
	Botswana	39	11	28
	Malawi	260	260	0
	Mozambique	200	200	0
	Namibia	70	20	50
	South Africa	1,025	375	650
	Zambia	1,295	1,270	25
	Zimbabwe	500	300	200
<b>Chad and Sudan Operation</b>	Chad	4,300	1,800	2500
	Sudan	1,250	1,000	250
<b>Africa TOTAL:</b>		<b>116,464</b>	<b>26,236</b>	<b>90,228</b>

<b>THE AMERICAS</b>				
	Caribbean	25	25	0
	Costa Rica	175	175	0
	Cuba	50	50	0
	Ecuador	865	680	185
	Peru	25	8	17
	Venezuela	112	62	50
<b>The Americas TOTAL:</b>		<b>1,252</b>	<b>1,000</b>	<b>252</b>
<b>ASIA</b>				
<b>South Asia</b>	Bangladesh	500	500	0
	India	1,420	1,160	260
	Nepal	30,031	28,531 (*25,931)	1,500
	Sri Lanka	110	110	0
<b>East Asia</b>	Cambodia	130	130	0
	PRC (including Hong Kong (SAR) and Mongolia)	350	350	0
	Indonesia	487	487	0
	Malaysia	13,500	8,500 (*7,000)	5,000
	Thailand	23,425	22,815	610
<b>Central Asia</b>	Kazakhstan	370	310	60
	Kyrgyzstan	236	136	100
	Tajikistan	36	36	0
	Turkmenistan	47	1	46
	Uzbekistan	407	51	356
<b>South-West Asia</b>	Iran	88,200	1,400	86,800
	Pakistan	171,700	1,600	170,100
<b>Asia TOTAL:</b>		<b>330,949</b>	<b>66,117</b>	<b>264,832</b>

<b>EUROPE</b>				
<b>Eastern Europe</b>	Armenia	5	5	0
	Azerbaijan	330	70	260
	Belarus	25	25	0
	Georgia	15	15	0
	Moldova	20	10	10
	Russian Federation	350	350	0
	Ukraine	400	400	0
<b>South-Eastern Europe</b>	Bosnia and Herzegovina	207	177	30
	Former Yugoslav Republic of Macedonia (fyROM)	20	20	0
	Malta	1600	500	1,100
	Serbia	5	5	0
	Turkey	4,500	4,500	0
<b>Europe TOTAL:</b>		<b>7,477</b>	<b>6,077</b>	<b>1,400</b>

<b>MENA</b>				
<b>MENA</b>	Algeria	80	0	80
	Egypt	600	600	0
	Iraq	13,590	2,400	11,190
	Jordan	10,500	10,500	0
	Lebanon	8,443	1,600	6,843
	Libya	500	500	0
	Morocco	50	50	0
	Saudi Arabia, Bahrain, Qatar, Kuwait, UAE and Oman	650	650	0
	Syria	65,500	10,500	55,000
	Tunisia	26	26	0
	Yemen	5,056	750	4,306
<b>MENA TOTAL:</b>		<b>104,995</b>	<b>27,576</b>	<b>77,419</b>
<b>GLOBAL TOTAL:</b>		<b>561,137</b>	<b>127,006</b>	<b>434,131</b>



**Annex II**

**Global Resettlement Needs 2009  
By Country of Origin**

<b>Country of Origin</b>	<b>Country of Asylum</b>	<b>Individuals in need of Resettlement</b>	<b>Capacity to Process Individual Needs (*including group submissions)</b>	<b>UNHCR Resettlement Capacity Shortfall</b>
<b>A F R I C A</b>				
<b>Angola</b>	Botswana	4	2	2
	Namibia	20	5	15
	Zambia	170	170	0
	<b>Total</b>	<b>194</b>	<b>177</b>	<b>17</b>
<b>Burundi</b>	Democratic Republic of Congo (COD)	500	250	250
	Malawi	75	75	0
	Mozambique	20	20	0
	Rwanda	644	348	296
	South Africa	90	45	45
	Tanzania	1,985	1,400	585
	Uganda	200	50	150
	Zambia	60	50	10
	Zimbabwe	55	35	20
	<b>Total</b>	<b>3,629</b>	<b>2,273</b>	<b>1,356</b>
<b>Chad</b>	Cameroon	250	150	100
	Central African Republic	45	45	0
	<b>Total</b>	<b>295</b>	<b>195</b>	<b>100</b>
<b>Central African Republic (CAR)</b>	Cameroon	200	100	100
	Chad	1,500	700	800
	<b>Total</b>	<b>1,700</b>	<b>800</b>	<b>900</b>
<b>Congo (COD)</b>	Angola	60	15	45
	Benin, Burkina Faso, Niger & Togo	100	100	0
	Burundi	500	160	340
	Cameroon	150	100	50
	Central African Republic (CAR)	75	75	0
	Malawi	150	150	0
	Morocco	28	28	0
	Mozambique	150	150	0
	Nigeria	60	5	55
	Republic of Congo (COB)	500	200	300
	Rwanda	3,356	1,392	1,964
	South Africa	200	90	110

Country of Origin	Country of Asylum	Individuals in need of Resettlement	Capacity to Process Individual Needs (*including group submissions)	UNHCR Resettlement Capacity Shortfall
	Tanzania	6,840	1,000	5,840
	Uganda	10,000	600	9,400
	Zambia	980	975	5
	Zimbabwe	350	200	150
	<b>Total</b>	<b>23,499</b>	<b>5,240</b>	<b>18,259</b>
<b>Congo (COB)</b>	Benin	45	45	0
	Gabon	250	250	0
	<b>Total</b>	<b>295</b>	<b>295</b>	<b>0</b>
<b>Côte d'Ivoire</b>	Guinea	25	25	0
	Liberia	10	10	0
	Morocco	7	7	0
	Senegal, Gambia, Guinea-Bissau & Mali	70	50	20
	Tunisia	10	10	0
	<b>Total</b>	<b>122</b>	<b>102</b>	<b>20</b>
<b>Eritrea</b>	Djibouti	150	150	0
	Libya	300	300	0
	Malta	500	150	350
	Saudi Arabia	20	20	0
	Sudan	1,000	900	100
	Uganda	100	100	0
	<b>Total</b>	<b>2,070</b>	<b>1,620</b>	<b>450</b>
<b>Ethiopia</b>	Djibouti	350	250	100
	Eritrea	50	50	0
	Somalia	4,180	750	3,430
	South Africa	90	35	55
	Uganda	100	100	0
	Yemen	150	150	0
	<b>Total</b>	<b>4,920</b>	<b>1,335</b>	<b>3,585</b>
<b>Liberia</b>	Côte d'Ivoire	100	100	0
	Ghana	20	20	0
	Guinea	20	20	0
	Sierra Leone	50	50	0
	<b>Total</b>	<b>190</b>	<b>190</b>	<b>0</b>
<b>Mauritania</b>	Senegal, Gambia, Guinea-Bissau & Mali	90	50	40
	<b>Total</b>	<b>90</b>	<b>50</b>	<b>40</b>
<b>Namibia</b>	Botswana	16	4	12
	<b>Total</b>	<b>16</b>	<b>4</b>	<b>12</b>

Country of Origin	Country of Asylum	Individuals in need of Resettlement	Capacity to Process Individual Needs (*including group submissions)	UNHCR Resettlement Capacity Shortfall	
<b>Rwanda</b>	Angola	25	10	15	
	Burundi	25	15	10	
	COD	30	30	0	
	Malawi	30	30	0	
	Mozambique	30	30	0	
	Republic of Congo (COB)	20	20	0	
	South Africa	85	40	45	
	Uganda	100	50	50	
	Zimbabwe	45	30	15	
		<b>Total</b>	<b>390</b>	<b>255</b>	<b>135</b>
<b>Sierra Leone</b>	Liberia	15	15	0	
		<b>Total</b>	<b>15</b>	<b>0</b>	
<b>Somalia</b>	Botswana	14	3	11	
	China (PRC)	65	65	0	
	Djibouti	500	250	250	
	Egypt	100	100	0	
	Eritrea	3,880	300	3,580	
	India	250	140	110	
	Indonesia	34	34	0	
	Kenya	38,500	7,500	31,000	
	Lebanon	12	10	2	
	Malta	1,000	300	700	
	Pakistan	40	40	0	
	South Africa	260	85	175	
	Uganda	500	500	0	
	Ukraine	50	50	0	
	Yemen	3,910	400	3,510	
		<b>Total</b>	<b>49,115</b>	<b>9,777</b>	<b>39,338</b>
	<b>Sudan</b>	Chad	2,500	1,000	1,500
Central African Republic (CAR)		30	30	0	
Egypt		100	100	0	
Ghana		100	100	0	
Lebanon		60	30	30	
Saudi Arabia		30	30	0	
Uganda		300	100	200	
		<b>Total</b>	<b>3,120</b>	<b>1,390</b>	<b>1,730</b>
<b>Togo</b>	Benin	75	75	0	
	Ghana	50	50	0	
		<b>Total</b>	<b>125</b>	<b>125</b>	<b>0</b>
<b>Zimbabwe</b>	South Africa	300	80	220	

Country of Origin	Country of Asylum	Individuals in need of Resettlement	Capacity to Process Individual Needs (*including group submissions)	UNHCR Resettlement Capacity Shortfall
	<b>Total</b>	<b>300</b>	<b>80</b>	<b>220</b>
<b>AFRICA TOTAL</b>		<b>90,085</b>	<b>23,923</b>	<b>66,162</b>
<b>T H E A M E R I C A S</b>				
<b>Columbia</b>	Costa Rica	165	165	0
	Peru	18	5	13
	Venezuela	97	54	43
	<b>Total</b>	<b>280</b>	<b>224</b>	<b>56</b>
<b>AMERICAS TOTAL</b>		<b>280</b>	<b>224</b>	<b>56</b>
<b>A S I A</b>				
<b>Afghanistan</b>	Belarus	20	20	0
	India	50	50	0
	Indonesia	40	40	0
	Iran	88,000	1,200	86,800
	Kazakhstan	100	50	50
	Kyrgyzstan	20	20	0
	Pakistan	171,600	1,500	170,100
	Russian Federation	300	300	0
	Tajikistan	35	35	0
	Turkey	50	50	0
	Turkmenistan	47	1	46
	Uzbekistan	400	50	350
	<b>Total</b>	<b>260,662</b>	<b>3,316</b>	<b>257,346</b>
<b>Bhutan</b>	Nepal	30,031	28,531 (*25,931)	1,500
	<b>Total</b>	<b>30,031</b>	<b>28,531 (*25,931)</b>	<b>1,500</b>
<b>Cambodia</b>	Thailand	100	30	70
	<b>Total</b>	<b>100</b>	<b>30</b>	<b>70</b>
<b>China (PRC)</b>	Kazakhstan	50	50	0
	Kyrgyzstan	6	6	0
	Thailand	150	75	75
	<b>Total</b>	<b>206</b>	<b>131</b>	<b>75</b>
<b>Iran</b>	India	50	40	10
	Indonesia	6	6	0
	Iraq	900	900	0
	Lebanon	15	5	10
	Pakistan	30	30	0
	Turkey	1,300	1,300	0
	<b>Total</b>	<b>2,301</b>	<b>2,281</b>	<b>20</b>
<b>Laos</b>	Thailand	425	425	0

Country of Origin	Country of Asylum	Individuals in need of Resettlement	Capacity to Process Individual Needs (*including group submissions)	UNHCR Resettlement Capacity Shortfall
	<b>Total</b>	<b>425</b>	<b>425</b>	<b>0</b>
<b>Myanmar</b>	Bangladesh	500	500	0
	India	800	750	50
	Malaysia	13,000	8,200	4,800
	Thailand	22,000	22,000	0
	<b>Total</b>	<b>36,300</b>	<b>31,450</b>	<b>4,850</b>
<b>Pakistan</b>	China (PRC)	85	85	0
	Sri Lanka	95	95	0
	<b>Total</b>	<b>180</b>	<b>180</b>	<b>0</b>
<b>Sri Lanka</b>	China (PRC)	70	70	0
	Indonesia	90	90	0
	Thailand	300	100	200
	<b>Total</b>	<b>460</b>	<b>260</b>	<b>200</b>
<b>Uzbekistan</b>	Kazakhstan	150	150	0
	Kyrgyzstan	195	95	100
	Russian Federation	20	20	0
	<b>Total</b>	<b>365</b>	<b>265</b>	<b>100</b>
<b>Vietnam</b>	Cambodia	100	100	0
	<b>Total</b>	<b>100</b>	<b>100</b>	<b>0</b>
<b>ASIA TOTAL</b>		<b>331,130</b>	<b>66,969</b>	<b>264,161</b>
<b>E U R O P E</b>				
<b>Kosovo</b>	Bosnia and Herzegovina	200	170	30
	Macedonia	20	20	0
	<b>Total</b>	<b>220</b>	<b>190</b>	<b>30</b>
<b>Russian Fed. (Chechnya)</b>	Azerbaijan	200	30	170
	Georgia	15	15	0
	Kazakhstan	70	60	10
	Kyrgyzstan	5	5	0
	Ukraine	100	100	0
	<b>Total</b>	<b>390</b>	<b>210</b>	<b>180</b>
<b>Turkey</b>	Iraq	100	0	100
	<b>Total</b>	<b>100</b>	<b>0</b>	<b>100</b>
<b>EUROPE TOTAL</b>		<b>710</b>	<b>400</b>	<b>310</b>
<b>M E N A</b>				
<b>Algeria</b>	Tunisia	10	10	0

Country of Origin	Country of Asylum	Individuals in need of Resettlement	Capacity to Process Individual Needs (*including group submissions)	UNHCR Resettlement Capacity Shortfall
	<b>Total</b>	<b>10</b>	<b>10</b>	<b>0</b>
<b>Egypt</b>	Lebanon	8	3	5
	<b>Total</b>	<b>8</b>	<b>3</b>	<b>5</b>
<b>Iraq</b>	China (PRC)	25	25	0
	Egypt	350	350	0
	India	180	100	80
	Indonesia	300	300	0
	Iran	200	200	0
	Jordan	10,000	10,000	0
	Lebanon	8,323	1,535	6,788
	Libya	100	100	0
	Pakistan	30	30	0
	Saudi Arabia	500	500	0
	Serbia	5	5	0
	Sri Lanka	10	10	0
	Syria	65,000	10,000	55,000
	Tajikistan	1	1	0
	Thailand	100	30	70
	Tunisia	5	5	0
	Turkey	3,000	3,000	0
	Yemen	996	200	796
	<b>Total</b>	<b>89,125</b>	<b>26,391</b>	<b>62,734</b>
<b>Palestine</b>	Bosnia and Herzegovina	6	6	0
	Iraq	12,000	1,200	10,800
	Tunisia	1	1	0
	<b>Total</b>	<b>12,007</b>	<b>1,207</b>	<b>10,800</b>
<b>Syria</b>	Iraq	590	300	290
	Lebanon	25	17	8
	<b>Total</b>	<b>615</b>	<b>317</b>	<b>298</b>
<b>Tunisia</b>	Bosnia and Herzegovina	1	1	0
	<b>Total</b>	<b>1</b>	<b>1</b>	<b>0</b>
<b>MENA TOTAL</b>		<b>101,766</b>	<b>27,929</b>	<b>73,837</b>
<b>TOTAL IDENTIFIED CASELOADS</b>		<b>523,971</b>	<b>119,445</b>	<b>404,526</b>
<b>CASELOADS OF VARIOUS/NON-IDENTIFIED NATIONALITIES</b>				
<b>Various Nationalities:</b>	Algeria	80	0	80
	Angola	10	5	5
	Armenia	5	5	0

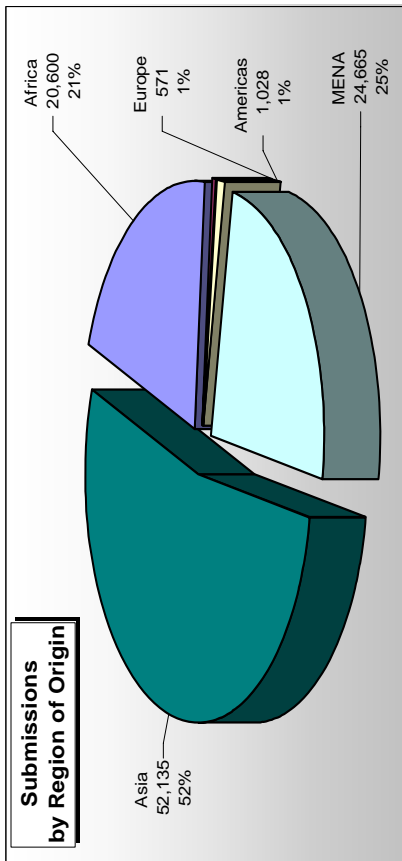
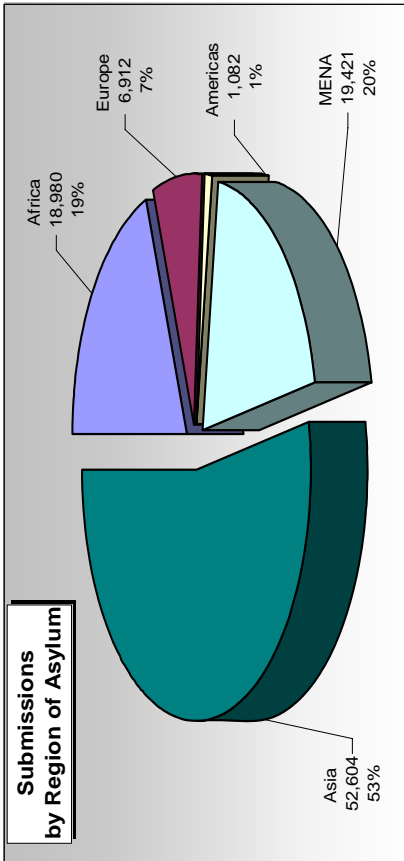
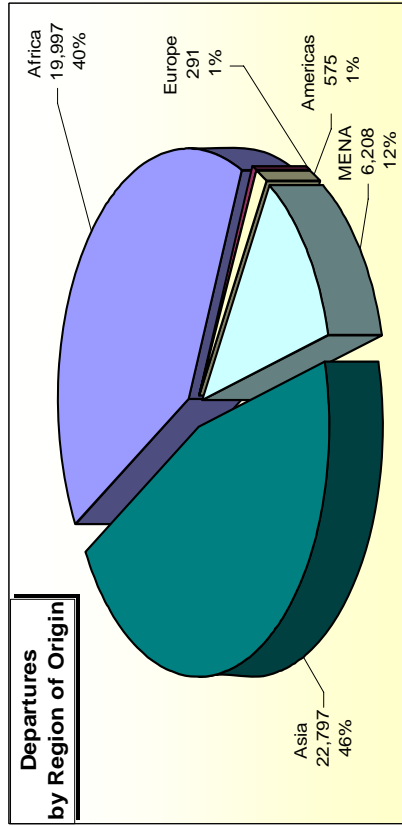
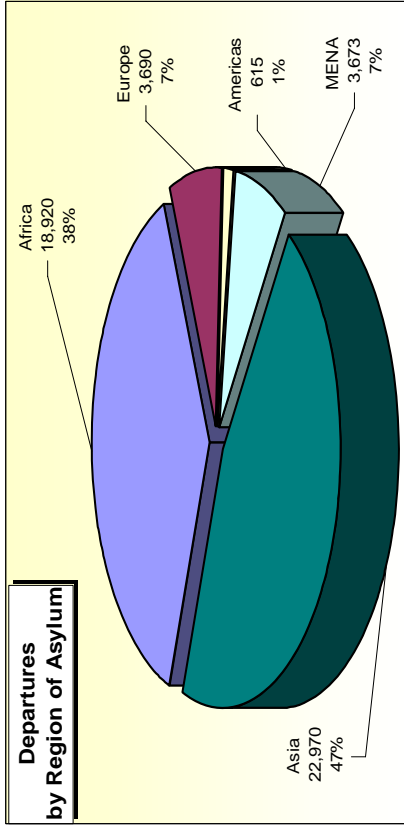
<b>Country of Origin</b>	<b>Country of Asylum</b>	<b>Individuals in need of Resettlement</b>	<b>Capacity to Process Individual Needs (*including group submissions)</b>	<b>UNHCR Resettlement Capacity Shortfall</b>
	Azerbaijan	130	40	90
	Belarus	5	5	0
	Benin, Burkina Faso, Niger & Togo	60	60	0
	Botswana	5	2	3
	Cambodia	30	30	0
	Cameroon	50	25	25
	Caribbean	25	25	0
	Chad	300	100	200
	China (PRC)	105	105	0
	COB	20	20	0
	COD	50	50	0
	Costa Rica	10	10	0
	Côte d'Ivoire	25	25	0
	Cuba	50	50	0
	Ecuador	865	680	185
	Egypt	50	50	0
	Ethiopia	25,730	2,350	23,380
	Gabon	50	50	0
	Ghana	130	130	0
	Guinea	5	5	0
	India	90	80	10
	Indonesia	17	17	0
	Jordan	500	500	0
	Kenya	5,835	975	4,860
	Kyrgyzstan	10	10	0
	Liberia	15	15	0
	Libya	100	100	0
	Malawi	5	5	0
	Malaysia	500	300	200
	Malta	100	50	50
	Moldova	20	10	10
	Morocco	15	15	0
	Namibia	50	15	35
	Nigeria	40	5	35
	Peru	7	3	4
	Russian Federation	30	30	0
	Rwanda	10	10	0
	Saudi Arabia	100	100	0
	Senegal, Gambia, Guinea-Bissau & Mali	70	70	0
	Somalia	100	50	50
	Sri Lanka	5	5	0
	Sudan	250	100	150
	Syria	500	500	0
	Tanzania	100	100	0
	Thailand	350	155	195

<b>Country of Origin</b>	<b>Country of Asylum</b>	<b>Individuals in need of Resettlement</b>	<b>Capacity to Process Individual Needs (*including group submissions)</b>	<b>UNHCR Resettlement Capacity Shortfall</b>
	Turkey	150	150	0
	Ukraine	250	250	0
	Uzbekistan	7	1	6
	Venezuela	15	8	7
	Zambia	85	75	10
	Zimbabwe	50	35	15
<i>TOTAL NON-IDENTIFIED CASELOADS</i>		37,166	7,561	29,605
<b>GLOBAL TOTAL</b>		<b>561,137</b>	<b>127,006</b>	<b>434,131</b>

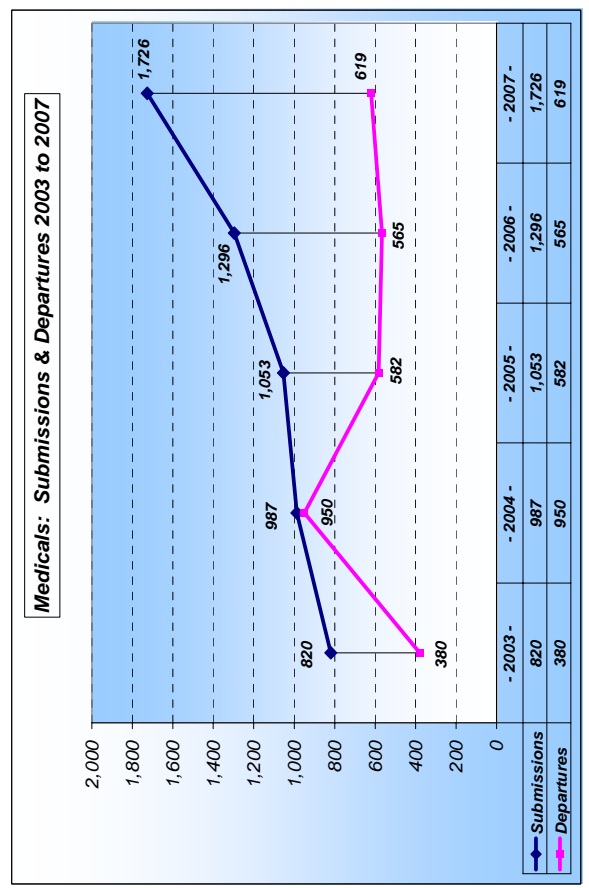
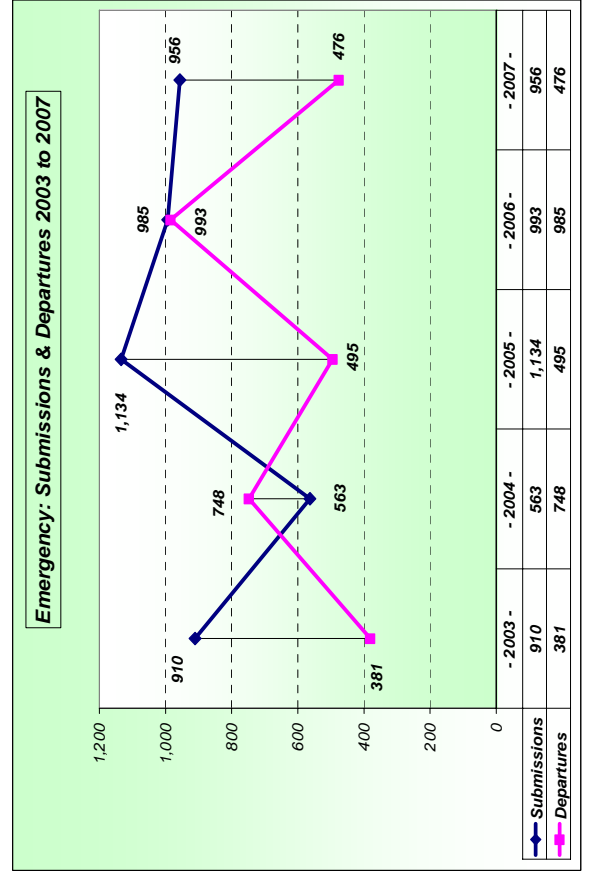
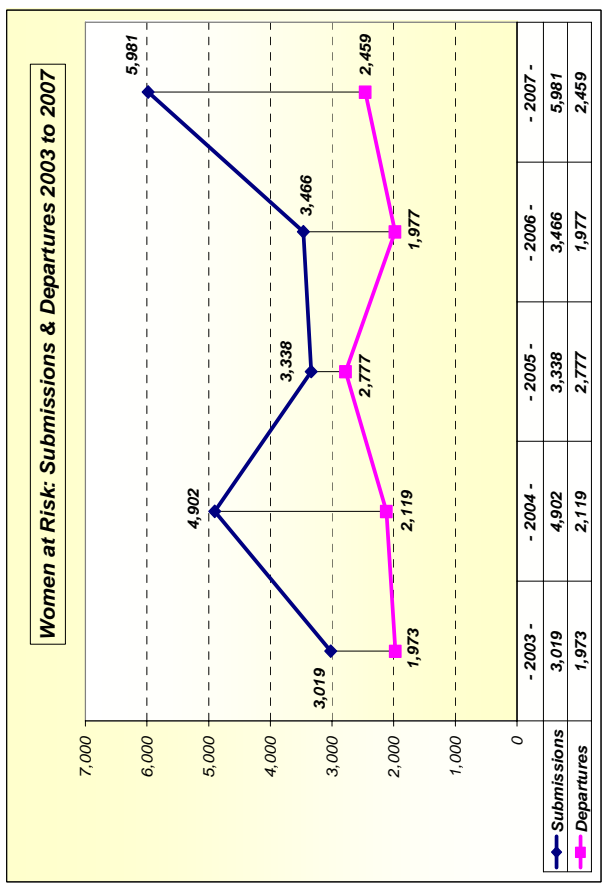
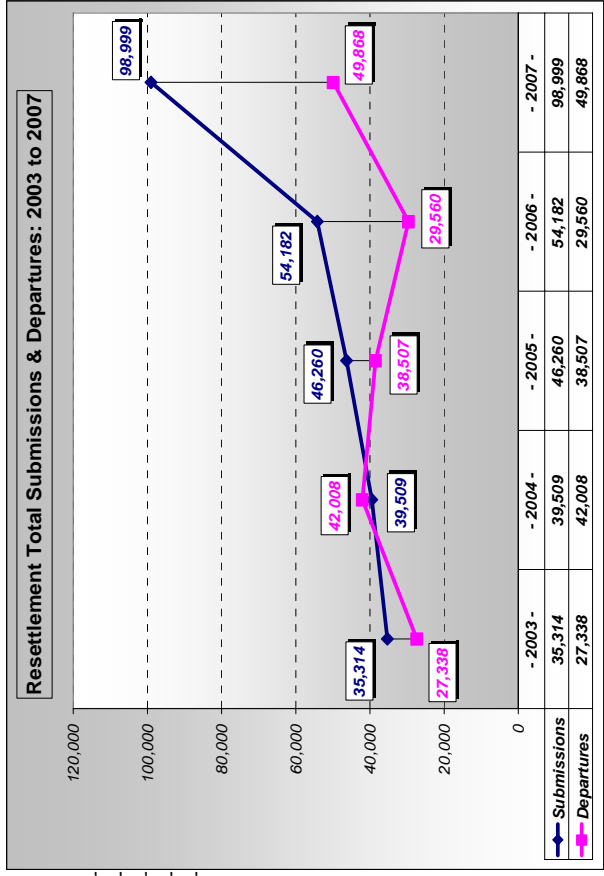


Annex III: Statistical Charts – 2007 Resettlement

UNHCR Resettlement Submissions and Departures 2007 by Regions of Asylum and Origin



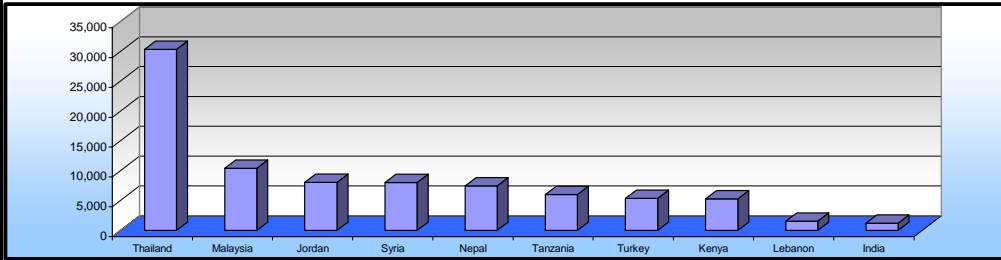
**Total Persons:** from 85 Countries of Asylum  
**Submitted:** 98,999 of 70 Nationalities  
**Departed:** 49,868 to 29 Countries of Referral / Destination



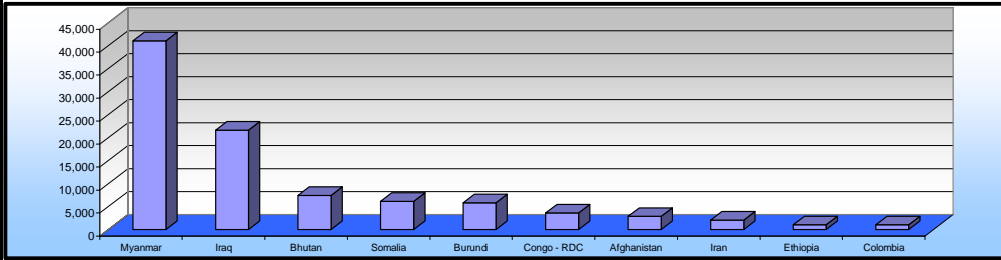
**Top Ten Countries of Asylum, Origin and Resettlement**

**Resettlement Submissions 2007**

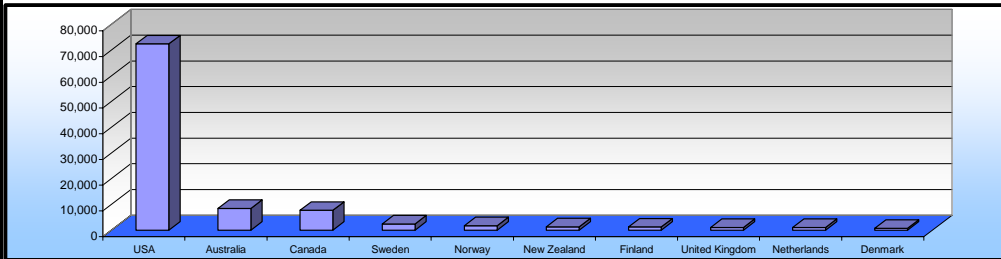
Country of Asylum	Submissions
Thailand	30,352
Malaysia	10,392
Jordan	8,072
Syria	8,026
Nepal	7,446
Tanzania	6,000
Turkey	5,345
Kenya	5,251
Lebanon	1,530
India	1,209



Country of Origin	Submissions
Myanmar	41,072
Iraq	21,628
Bhutan	7,424
Somalia	6,141
Burundi	5,806
Congo - RDC	3,599
Afghanistan	2,872
Iran	2,054
Ethiopia	1,042
Colombia	1,020

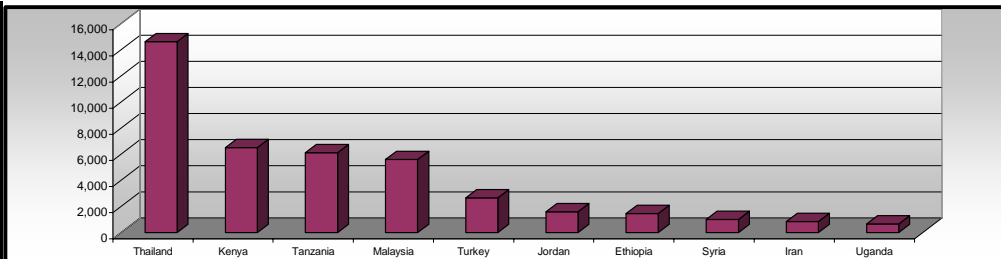


Resettlement Country	Submissions
USA	72,431
Australia	8,422
Canada	7,694
Sweden	2,412
Norway	1,744
New Zealand	1,244
Finland	1,242
United Kingdom	1,061
Netherlands	1,021
Denmark	735

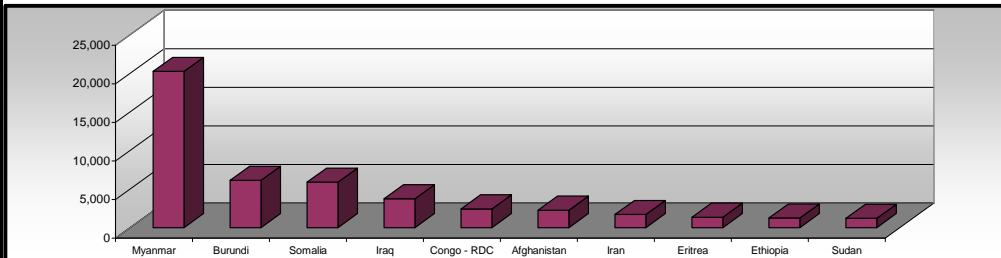


**Resettlement Departures 2007**

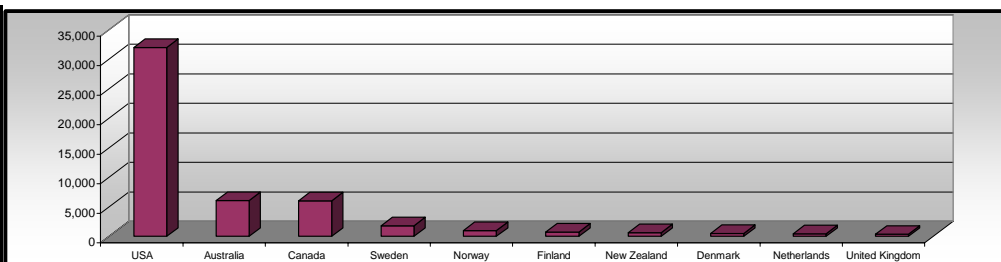
Country of Asylum	Departures
Thailand	14,610
Kenya	6,507
Tanzania	6,122
Malaysia	5,597
Turkey	2,667
Jordan	1,594
Ethiopia	1,456
Syria	1,009
Iran	833
Uganda	659



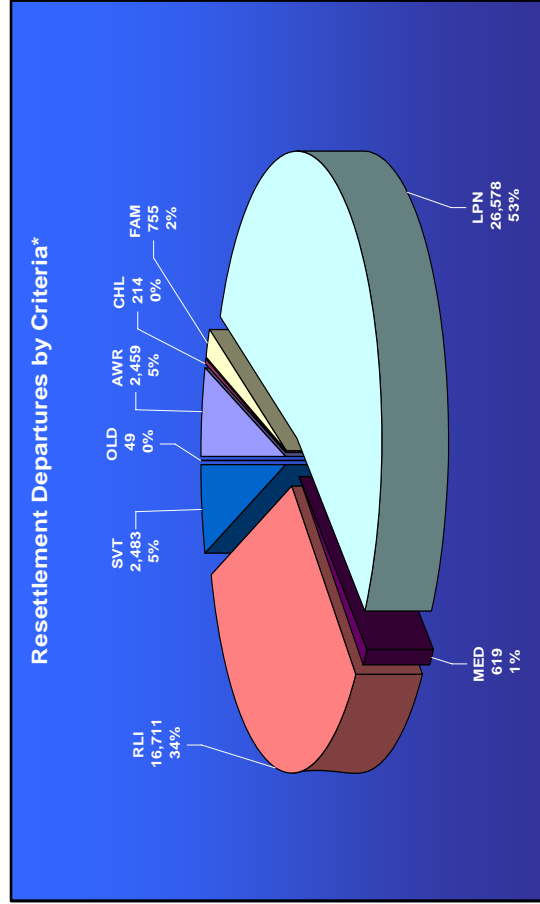
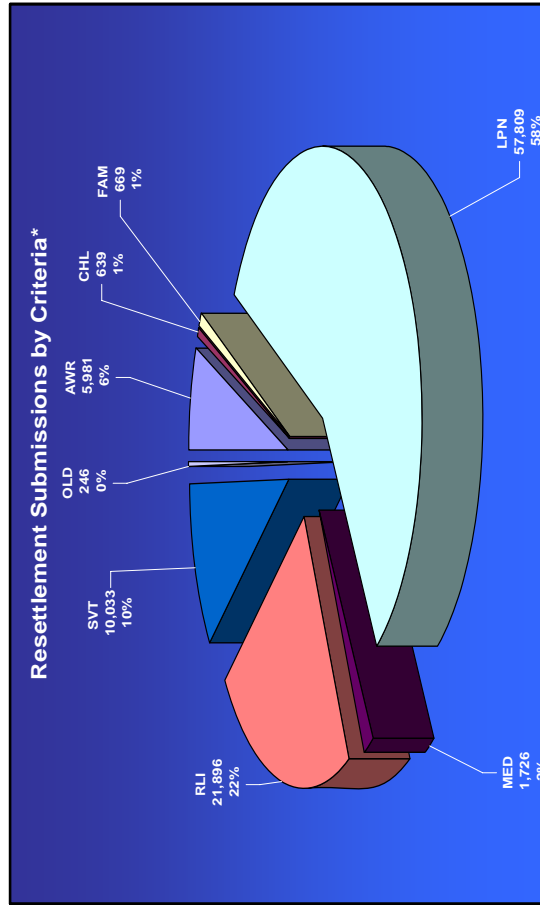
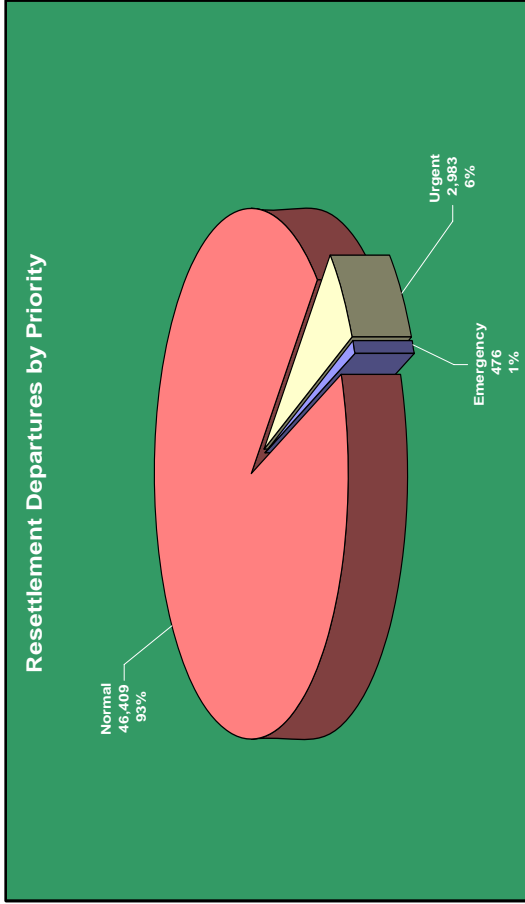
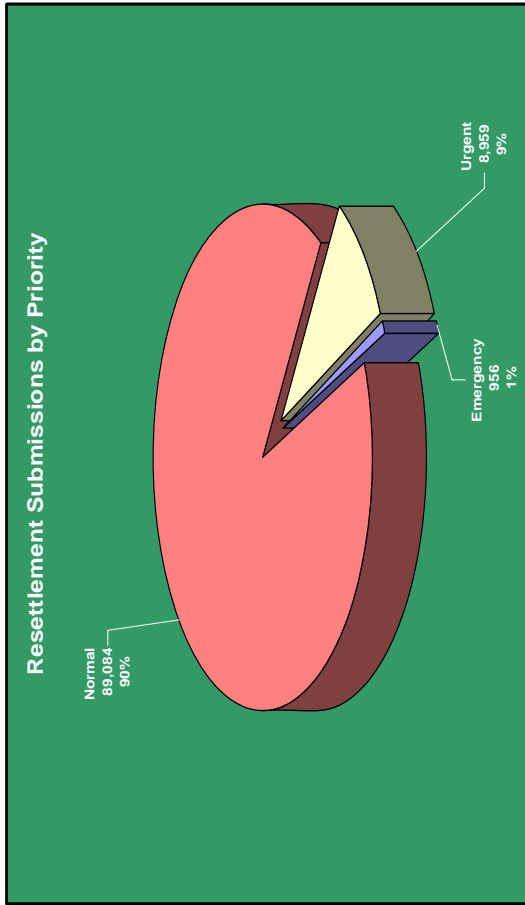
Country of Origin	Departures
Myanmar	20,259
Burundi	6,142
Somalia	5,891
Iraq	3,752
Congo - RDC	2,426
Afghanistan	2,265
Iran	1,702
Eritrea	1,346
Ethiopia	1,248
Sudan	1,226



Resettlement Country	Departures
USA	32,007
Australia	6,056
Canada	5,998
Sweden	1,772
Norway	978
Finland	714
New Zealand	629
Denmark	480
Netherlands	425
United Kingdom	348



## Submissions and Departures 2007 by Priority and Criteria of Resettlement



\* Resettlement Criteria Codes:

AWR: Women-at-Risk	CHL: Children and Adolescents	OLD: Older (Elderly) Refugees
RLI: Refugees without Local Integration Prospects	FAM: Family Reunification	MED: Medical Cases
	SVT: Survivor of Violence and Torture	LPN: Legal and Physical Protection Needs

# 2007 Resettlement Departures by Gender and Age

