



Fuel-efficient stoves being distributed by ZOA International to Somali refugees at Burumino camp in Ethiopia.

Working in Partnership

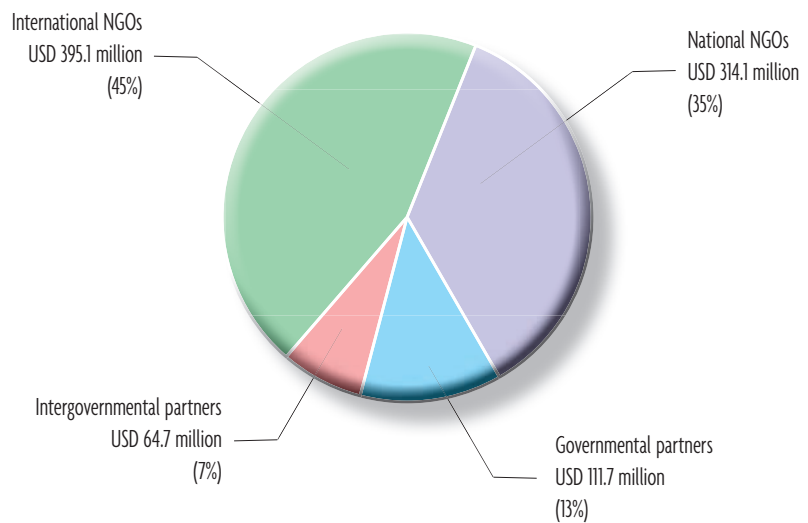
Faced with a proliferation of large-scale, complex emergencies, in 2012, UNHCR continued to invest in its partnerships, both well established and new, to respond more effectively to the needs of people of concern across the world.

IMPLEMENTING PARTNERSHIPS

UNHCR's financial rules and regulations define an implementing partner as "an entity to which UNHCR has entrusted the implementation of programmes and projects specified in a signed document, along with the assumption of full responsibility and accountability for the effective use of resources and the delivery of outputs as set forth in such a document. The entity could be a governmental, intergovernmental or non-governmental body, a United Nations organization, or another non-profit organization."

From the very onset of a displacement situation – and even before that – UNHCR works in collaboration with the governmental authorities of the countries where populations of concern to the High Commissioner are situated. Partnership is built at many levels, from high-level diplomatic discussions and the drawing up of official agreements and understandings, to mutual efforts to find practical solutions to everyday challenges at the field level with local authorities. Examples of cooperation and lists of governmental counterparts are provided in the country operation chapters of this report (see also chapter on *Hosting the world's refugees*). ●●●

UNHCR expenditure through cooperation with partners in 2012



The above table shows the breakdown of UNHCR's expenditure on projects implemented through partners in 2012.

NON-GOVERNMENTAL ORGANIZATIONS

Non-governmental organizations (NGOs), and particularly national NGOs, are the backbone of humanitarian work; they are strategic partners whose support is critical for UNHCR to fulfil its mandate. In 2012, UNHCR funded and worked in partnership with 757 NGOs across the globe. Of these 603 were national and local NGOs and 154 were international. Around a third of UNHCR's total expenditure on protection and assistance is channelled through cooperation with NGO and other partners, including national organizations working in remote areas.

UNHCR has increasingly benefited from partnerships with NGOs in areas related to emergency response. International NGOs undertake significant interventions in all sectors, providing valuable standby capacity for UNHCR's direct implementation in key areas; participating in technical assessments and sectoral strategies; and playing monitoring and coordinating roles complementary to UNHCR's in field operations. At the global level they contribute to the development of

policies and guidelines, including in the areas of protection, education and health information systems. Local NGOs, with their deep understanding of national and regional dynamics, make critical contributions in facilitating maximum access to populations, building constructive relationships with communities, and monitoring the impact of the emergency response.

Globally in 2012, UNHCR and its international and national NGO partners worked to ensure the complementarity of their respective roles, mandates, relationships and capacities. More information on partnerships in this area including key milestones reached in 2012 may be found in the chapter on *Responding to Emergencies*, as well as in the country operation chapters.

In 2012, the High Commissioner launched a "Structured Dialogue with NGOs" to jointly review the quality of UNHCR's partnerships with them. A number of recommendations were made to bolster collaboration in the field, with an emphasis on strengthening mutual respect and trust and nurturing a culture of transparency and shared responsibility. The recommendations from this initiative will be carried forward to the field in 2013.

The Annual Consultations with NGOs continue to represent a major platform for communication, allowing

partners to engage directly with senior UNHCR staff on topics of common concern. The Consultations in July 2012 brought together some 400 participants, representing 233 organizations and 83 countries worldwide.

UNHCR also began to review the framework that governs its policies and procedures for cooperation with partners on projects. The purpose is to strengthen various aspects of partnership; focusing in particular on embedding the principles of partnership in such relationships and assuring the quality of the protection and assistance delivered to populations of concern as well as accountability for resources provided by donors.

The invaluable contributions that NGOs make to UNHCR's efforts to protect and assist forcibly displaced and stateless people are reflected throughout this report.

COLLABORATION WITH OTHER PARTS OF THE UNITED NATIONS

UNHCR continued to engage proactively with other United Nations entities to ensure that humanitarian concerns were reflected in the debates and outcomes of the Security Council, the General Assembly and the Economic and Social Council. In particular, these debates were influenced by providing concrete recommendations based on best practices from UNHCR's field operations in the sectors of contingency planning, civil registration, rule of law, gender and diversity mainstreaming and durable solutions.

UNHCR contributed to the work of country and thematic task forces established by the various departments of the United Nations (notably DPKO, DPA and OCHA) to address humanitarian crises in the Syrian Arab Republic, the Horn of Africa and the Sahel. It also contributed to emerging debates as a participant in the UN Task Force on the New Deal for Engagement in Fragile States, the Post-2015 Development Agenda and various migration-related forums.

In 2012 a review of humanitarian reform was carried out within the Inter-Agency Standing Committee (IASC)

and UNHCR helped develop normative guidance for strengthened humanitarian response. This work culminated in the endorsement by the IASC Principals in December 2012 of the Transformative Agenda Protocols, composed of five reference documents that serve as guidance for collective action: (i) *Empowered Leadership*; (ii) *Humanitarian System-wide Emergency Activation: definition and procedures*; (iii) *Responding to Level 3 Emergencies: what "empowered leadership" looks like in practice*; (iv) *Reference Module for Cluster Coordination at the Country Level*; and (v) *Responding to Level 3 Emergencies: the Humanitarian Programme Cycle*.

● UNHCR and the Transformative Agenda

The High Commissioner played a key role in the development of the Transformative Agenda, which was adopted in December 2011, helping shape its direction through active participation in discussions among the IASC Principals. He committed UNHCR to improved leadership and coordination of humanitarian response, and directed senior management to reorient policy, capacity and practice to ensure that the organization's response mechanisms were capable of delivering on the commitments made under the Transformative Agenda.

UNHCR's leadership role in responding to refugee emergencies is recognized in the Transformative Agenda Protocols as follows: *"... in emergencies which involve refugees, the UNHCR Representative has the mandate to prepare for, lead and coordinate the refugee response."* At the same time, the High Commissioner has applied the spirit of the Transformative Agenda to UNHCR's

refugee leadership and accountability for coordination, and is committed to improving the organization's performance to meet the expectations of its partners.

UNHCR launched its own institutional process aimed at strengthening, adapting and aligning its emergency response systems with those under development by the IASC. Participation in the development of the Transformative Agenda informed and underpinned these efforts. The Office also ensured that the principles and spirit of the Transformative Agenda were reflected in training programmes, simulations and retreats.

In view of the importance of effective and well-supported coordination, UNHCR continues to strengthen the capacity of those clusters under its responsibility. Efforts to strengthen these relationships will remain a priority in the roll-out and institutionalization of the Transformative Agenda. ■

Cluster Leadership and Support: As part of the Transformative Agenda, UNHCR helped develop new guidance on the cluster approach to ensure the more strategic establishment, management and deactivation of the clusters. It also helped develop a joint approach to the Humanitarian Programme Cycle, covering joint needs assessments, planning and monitoring. In support of the Transformative Agenda, senior leadership training for emergencies was consolidated, and efforts to build capacity for cluster coordination at the global and country levels were redoubled. UNHCR gave access to its rich catalogue of learning products to staff from close to 600 different national and international NGOs and UN agencies. This is in addition to inviting partners to workshops organized in the context of UNHCR's cluster responsibilities.

Global Protection Cluster: As the lead of the Global Protection Cluster, UNHCR provided policy advice and guidance on the implementation of the cluster approach to 24 Protection Clusters in the field. At the country level, UNHCR led 16 Protection Clusters in 2012, seven of which benefited from NGO co-facilitation and support. Protection support missions in emergencies ensured that the field Protection Clusters had sufficient capacity to meet challenges in Libya, South Sudan, Mali, the Syria Arab Republic (Syria), the Democratic Republic of the Congo and the Central African Republic. Support was also provided to programmes to address sexual and gender-based violence (SGBV) and improve community services, child protection, gender equality advocacy and coordination between UNHCR and its partners.

Global Camp Coordination and Camp Management Cluster (CCCM): UNHCR, IOM and other partners involved in the CCCM Cluster revised priorities, developed tools on camp management and camp coordination and built operational capacity through CCCM Cluster Leadership and Camp Management training. UNHCR led the development of a multi-agency project proposal from the European Commission Humanitarian Office (ECHO), involving four cluster partners, to develop a new

Global CCCM roster, new cluster tools and a national-level capacity-building initiative for countries at risk of generating humanitarian emergencies.

While the CCCM Cluster has only been activated in a few field situations (including Pakistan and Yemen, where UNHCR is in the lead), the principles and tools of camp management and coordination supported by the Global CCCM cluster are applied in other situations.

Global Shelter Cluster: In cooperation with the International Federation of Red Cross and Red Crescent Societies (IFRC), UNHCR strengthened its leadership of the Global Shelter Cluster. In 2012, standby arrangements with RedR, the DRC and NRC, the SDC, MSB and CANADEM bolstered country operations with the expertise of shelter and site planning specialists, construction managers and cluster coordinators. Operations which benefited from additional technical support included Burundi, Jordan, Lebanon, Mali, and Rwanda. In collaboration with the Refugee Housing Unit, and with the sponsorship of IKEA, the first prototype of an alternative shelter solution was produced in 2012, with the aim of field-testing the following year. UNHCR, IFRC and the International Committee of the Red Cross (ICRC) also tested free-standing frame tents, which are lighter yet more robust, and new winterization kits.

UNHCR continued to second shelter cluster coordinators to IFRC shelter coordination training programmes to maximize synergies and improve joint cluster approaches. The IFRC, University of Copenhagen and UNHCR are developing a masters-level course on Shelter and Settlement to widen the pool of shelter practitioners.

WORKING TOWARDS DURABLE SOLUTIONS

At the inter-agency level, UNHCR worked with the Cluster Working Group on Early Recovery (CWGER), led by UNDP, as well as with the World Bank and the United Nations Development Group, to promote the inclusion of displaced people in development initiatives. At the country level, UNHCR, the



● Working together with the World Food Programme (WFP)

World Bank and UNDP are collaborating on the Transitional Solutions Initiative (TSI) to build self-reliance among affected populations in Sudan, while UNHCR and UNDP are engaged in a TSI pilot in Colombia. UNHCR also collaborated with the Japan International Cooperation Agency (JICA) to support displaced populations in more than 30 countries through development funding.

The Secretary-General's Policy Committee Decision on Durable Solutions was piloted in Afghanistan, Côte d'Ivoire and Kyrgyzstan, with technical support and guidance from UNHCR, UNDP, the CWGER and the Global Protection Cluster. The Decision promotes durable solutions for IDPs and returnees by strengthening partnerships for peacebuilding in the immediate aftermath of conflict.

UNHCR worked closely with IOM to assist some 70,000 refugees – 12 per cent more than the year before – to depart for resettlement countries in 2012. Effective coordination with IOM was also critical to the success of refugee evacuations to the three Emergency Transit Facilities (ETFs) and family reunification for vulnerable refugees.

BILATERAL PARTNERSHIPS WITH OTHER UN AGENCIES

Collaboration with operational UN agencies at the field level is essential to delivering effective protection and assistance in both refugee and complex emergencies. Key partners include UNICEF and WFP (see box).

UNHCR and UNICEF have engaged at senior levels to develop more predictable engagement in refugee emergencies. While the global parameters for such collaboration are jointly established, more than 10 Letters of Understanding (LOUs) have been signed at the field level between UNHCR and UNICEF, involving careful reviews of complementarities and capacities in emergencies such as in Burkina Faso, Ethiopia, Kenya, South Sudan and Niger. In Pakistan, for example, the LOU between UNHCR and UNICEF outlines a commitment to collaborate in the areas of education, ma-

WFP is one of UNHCR's most important partners, and collaboration between the two organizations is guided by a global Memorandum of Understanding signed in 2011.

Key joint activities in 2012 included the revision and roll-out of guidance for Joint Assessment Missions (JAMs), which were conducted in more than 10 countries, while joint training sessions were held in Budapest and Dakar.

Close collaboration continued on cash-based interventions (see *Providing for Essential Needs* chapter). Joint workshops were held in Burundi and Kenya to inform agency staff about cash and voucher

schemes, while joint feasibility studies for the roll-out of cash or voucher schemes were conducted in Bangladesh, Burundi, Chad and Niger.

A series of four joint evaluations on the impact of food assistance in protracted refugee situations was concluded with assessments in Bangladesh and Chad. The main findings will be synthesized in a summary report and action taken in collaboration with WFP in early 2013.

A regional meeting between UNHCR representatives and WFP country directors was organized in Dakar to promote mutual understanding of the two agencies' mandates and improve collaboration, particularly in emergencies. □

ternal and child health, nutrition, child protection, and WASH.

UNICEF contributed to the development of UNHCR's Framework for the Protection of Children. The agency's collaboration has been instrumental in the coordination of child protection activities, and it has played a strong role in facilitating capacity-building workshops at the global and regional level. UNICEF also shared expertise on girls' education and helped develop joint strategies for education. In 2012, UNHCR and UNICEF held two workshops in eight countries in Africa involving more than 300 participants from governments, NGOs and refugee communities.

THEMATIC AREAS OF PARTNERSHIP

Protection frameworks: Engagement with regional partners, such as the Organization for Security and Cooperation in Europe, the Council of Europe, the Organization of American

States and the African Union, was critical in promoting protection frameworks (see regional summary chapters). UNHCR also continued to work closely with OHCHR, human rights bodies and the UN special rapporteurs under the Human Rights Council.

NGO partners worked on the front lines to implement UNHCR's child protection framework in 11 target countries. The IRC's Surge initiative, in partnership with Save the Children Norway and Sweden, RedR Australia, NRC, CANADEM and Irish Aid, brought added capacity to UNHCR with 19 child protection specialists deployed to 15 operations worldwide.

Cooperation with IOM, the International Maritime Organization (IMO) and other international organizations as well as regional bodies, helped improve protection for persons of concern travelling in irregular mixed movements. UNHCR continued to be involved in the work of the Inter-Agency

Cooperation Group against Trafficking in Persons (ICAT), and to cooperate with UNODC, under a Memorandum of Understanding signed in October 2011. In 2012, UNHCR significantly strengthened its engagement with the Global Forum on Migration and Development (GFMD) and co-organized a workshop on labour mobility for refugees with the ILO)

Global programmes: UNHCR's global programmes are aimed at improving the quality of life for refugees and other people of concern and at linking humanitarian interventions to longer-term development and durable solutions. They cover a wide spectrum of activities in areas such as public health; HIV and AIDS; nutrition and food security; water, sanitation and hygiene (WASH); education; livelihoods; shelter and settlements; and environmental management (see chapter on *Providing for Essential Needs*). Strategic partnerships with UN agencies, NGO partners and regional organizations allow UNHCR to more comprehensively address the needs of people of concern.

Health: In the context of inter-agency coordination on internal displacement, UNHCR participated in the clusters working on health, WASH, nutrition and food security. It continued to support the UN Foundation's *Nothing But Nets* campaign and the Global Fund to Fight AIDS, Tuberculosis and Malaria. Close ties to the Centers for Disease Control and Prevention in the United States were of crucial help in managing the risks of epidemics and other areas of public health. A dynamic partnership with the Information Management and Mine Action Programmes (iM-

MAP) helped strengthen public health and HIV information management capacity in 2012. Standby capacity for the deployment of health experts in emergencies was strengthened through partnerships with CANADEM, DRC, MSB, RedR Australia, SDC, and the Cascos Blancos (White Helmets) Commission of Argentina. Guidelines on assessing mental health and psychosocial and resource needs in humanitarian settings were developed and rolled out in cooperation with WHO.

Nutrition: Collaborative partnerships were maintained and strengthened in 2012 with the Emergency Nutrition Network (ENN), University College London and *CarteONG*, allowing for deeper analysis and expansion of the use of mobile phone technology in UNHCR's Standardized Expanded Nutrition Survey (SENS).

Environment: Collaboration with the Global Alliance for Clean Cook Stoves (an initiative led by the UN Foundation) and the inter-agency Task Force on Safe Access to Firewood and Alternative Energy in Humanitarian Settings contributed significantly to expanding UNHCR staff's understanding of important environmental concerns. UNHCR also worked with the International Union for Conservation of Nature (IUCN), the Environmental Foundation for Africa (EFA), the UNEP/OCHA Joint Environment Unit (JEU), SDC and NRC on environmental impact assessments and the development of environmental action plans.

Profiling: The Joint IDP Profiling Service (JIPS), an inter-agency partnership plat-

form hosted by UNHCR, brings together governments, UN partners, NGOs, displaced communities and other stakeholders to develop profiles of IDPs, including with respect to their needs, protection risks and desired solutions. This unique initiative involves DRC, NRC, the Internal Displacement Monitoring Centre (IDMC), OCHA, UNFPA, IOM and the UN Special Rapporteur on the Human Rights of IDPs. In 2012, an independent evaluation was conducted following JIPS' first three years of operation and the findings were presented to Steering Committee partners and representatives from the donor community who discussed the future of JIPS following completion of its pilot phase.

Education: Partnership development was a significant part of UNHCR's Education Strategy rolled out in 2012. For example, collaboration with Her Highness Sheikha Moza bint Nasser of Qatar, through the Educate A Child initiative, led to a major, four-year education project. This enabled 176,000 refugee children to attend school in 12 countries in 2012 (see also chapters on *Providing for Essential Needs and Drawing Support from the Private Sector*). UNHCR continued to support the Steering Committee of the Global Coalition to Protect Education from Attack (GCPEA), involving various UN agencies and NGOs, in promoting safe educational environments in conflict situations. The Office also collaborated with the International Network for Education in Emergencies (INEE), pursuing efforts to ensure the right to education in emergencies and early recovery phases. ■

One of UNHCR's national partners is helping young people to say, "I can".



UNHCR / T. IRWIN



IN IRAN, UNHCR PROJECT PROVIDES COMFORT TO TROUBLED REFUGEE YOUTH

UNHCR TEHRAN

QOM, ISLAMIC REPUBLIC OF IRAN, FEBRUARY 2012 | Before she can go to school, Narges must go to work. The quiet 15 year-old Afghan refugee is employed as a domestic cleaner to help support her mother, who was abandoned by her husband four years ago.

That she now spends more time in the classroom than cleaning is, for Narges, a reason for optimism. Having been assisted by a UNHCR-funded programme for street children and child labourers, Narges now hopes that she will be able to finish high school and attend university.

"I work in people's homes," she said. "I can only bear it because I know I will be going to school after."

Her parents' divorce left the family homeless and destitute. She, her mother and younger brother were forced to take shelter in a farm. To survive, mother and daughter found work cleaning homes.

Her mother feared that Narges might turn to drugs or run away and so

was quick to respond to an offer of help when she was approached by the charitable organization Hamian-e-Rah-e-Zendegi (Supporters of the Direction in Life) which is implementing a UNHCR project to protect street and working children, many of them Afghan refugees, in the city of Qom. Through the programme Narges took part in individual and group psycho-social counselling and the family was provided with some financial assistance.

"I feel much better now," she said softly. "The facilitators of the project encouraged my mother not to send me to work that often and let me concentrate more on my studies. They taught me how to keep a balance between study and work and how to better deal with the problems I face. The things that I faced when working..." she paused, unable to finish the sentence.

As part of the UNHCR project, the Iranian NGO provides psycho-social counselling as well as life skills and, in some cases, financial assistance to vulnerable children. The children are identified with the assistance of the Afghan refugee community and

also the government's State Welfare Organization, which is UNHCR's direct implementing partner in the project.

"Afghans, especially Afghan women of all ages, have shown a lot of interest in this project and they have been very welcoming towards it," said Akram Sharifi, one of the project's organizers. "Initially we were using methods such as giving the students prizes: stationery, books, etc. in order to encourage them to participate in our classes, but now they are the ones asking us to hold additional sessions."

Gholam is another 15 year-old who was helped by the project. He lost his father before being born and his mother during birth. He was adopted by his uncle who raised him as one of his own children. Despite being brought up by a caring uncle and amongst loving sisters, Gholam, who started work at the age of 12, lacked self-confidence to the extent that he found it difficult to relate to others.

"I was so shy that during my counselling session I was told to write the two words, *I can*,

many times a day and to repeat it whenever I felt uneasy."

Bernard Doyle, UNHCR's Representative in the Islamic Republic of Iran said, "Many Afghan refugees are living in poor economic conditions and so often the whole family, including children, have to work. These children grow up fast on the streets and are often exposed to risks such as abuse, poor health, and mental problems. Programmes such as the one in Qom are designed to improve the situation of these children and to prevent possible exploitation."

The project for street children enabled more than 40 young people to better cope with tragic and often traumatic circumstances. UNHCR plans to sponsor other projects like this in 2012. ■