

Cooperation with others

Working with the World Food Programme (WFP)

Constructive collaboration between UNHCR and the World Food Programme continued throughout 2004. The two agencies joined forces to assist 2.4 million refugees and returnees in 29 countries. Many of these efforts were geared towards repatriation operations. In **Angola**, WFP supported UNHCR's repatriation and reintegration objectives by providing food assistance to returning families and continuing food distribution until the first harvest after returnees have established themselves in areas of residence. In **Malawi**, the two agencies, together with the Government, implemented a beneficiary verification exercise. In caring for Somali refugees in **Yemen**, UNHCR provided medicine for clinics, maintained infrastructure and supplied complementary food. A joint assessment mission to Yemen will be undertaken in early 2005 to determine the food and non-food needs of the refugee groups in the country. In **Guinea** and **Sierra Leone**, a joint verification exercise led to a reduction in the number of refugees who need assistance. In **Liberia**, WFP collaborated with UNHCR during the planning of the voluntary repatriation operation. Some 5,000 returnees received four-month food rations, which contributed considerably to their sustainable reintegration. Collaboration during and up to the completion of the Disarmament, Demobilization, Rehabilitation and Reintegration (DDRR) process established favourable conditions for the return of the refugees and IDPs to their communities.

While both agencies worked hard to meet the needs of their beneficiaries worldwide, they also encountered serious problems at times when funding proved insufficient. In **Zambia**, the two agencies worked together to try to address the funding shortfalls by organizing numerous joint donor alerts. In Guinea, since September 2004, food shortages have led to a 24 per cent cut in the daily per capita calorie intake of refugees.

The operation in **Chad** following the **Darfur** crisis presented enormous challenges to UNHCR and WFP in 2004. The two organizations worked against time to provide humanitarian assistance to some 200,000 Sudanese refugees before the onset of the rainy season. Various solutions were explored, including finding alternative routes because of the very bad road conditions – a transportation corridor was eventually made available by the Government of the Libyan Arab Jamahiriya. The other major operation in Chad, for refugees from the Central African Republic, experienced acute funding shortages during the year.

WFP assumed, at its own cost, responsibility for the overall distribution of basic food rations in five refugee operations in Kenya, Pakistan, Sierra Leone,



Malawi: Beneficiaries walk back to the village of Mkutche with food given to them by the World Food Programme. WFP/G. Edwards

Uganda and Zambia on a pilot basis for an initial duration of 12 months. The pilot countries were selected jointly, based on agreed criteria and in consultation with the relevant WFP/UNHCR country teams. The preliminary findings of the joint evaluation of three of the five pilot food distribution projects (in Pakistan, Sierra Leone and Uganda) indicated that the handover of the food distribution to WFP was smooth and significant savings were made. In 2005, joint evaluations of the remaining two pilot projects in Kenya and Zambia will be undertaken. The final evaluation report, based on the five evaluations, will be available in July 2005, and will be presented at the WFP Executive Board session in February 2006.

Field-level collaboration included joint assessments, monitoring and programming. The two agencies finalized the *Joint Assessment Guidelines* and disseminated the English version to field offices. The French version will be available in early 2005. The publication covers areas of joint action such as addressing new emergencies and refugee influxes, in-depth assessments of self-reliance, preparation for repatriation and reintegration, monitoring and school feeding programmes. The Guidelines will form the basis of joint training workshops in 2005 where participants from both agencies will analyse the procedures involved in joint assessments, and enhance their knowledge on the use of the Guidelines.

Regular interaction at the senior managerial and operational levels and joint donor meetings continued throughout the year with the aim of guaranteeing uninterrupted food supplies for beneficiaries. These included two high-level meetings between UNHCR's Assistant High Commissioner and WFP's Senior Deputy Executive Director, which provided excellent forums to discuss issues that needed follow-up both in the Field and at Headquarters.

Two joint workshops were held in Accra and Cairo to help enhance awareness of operational practices for staff of both agencies. In addition, WFP was invited to participate in UNHCR's regional registration workshop in Lusaka, Zambia as part of the global effort to enhance refugee and asylum-seeker profiling.

The High Commissioner addressed the 2004 First Regular Session of the WFP Executive Board and WFP's Executive Director spoke at UNHCR's Executive Committee and took part in a panel on food security.

Despite increasing efforts to assist persons of common concern worldwide, in 2004, WFP and UNHCR both continued to face the challenge of receiving predictable and timely resources from donors – to meet refugee food and non-food needs and to achieve their shared objectives.

Working in partnership with others

UNHCR does not function alone as it strives to fulfil its mandate to lead international action for the worldwide protection of refugees and the resolution of their problems. Representatives of governments, international organizations, NGOs, the private sector and civil society play crucial partnership roles, all of which dovetail with UNHCR's work. Cooperation on a broad span of issues relating to situations of forced displacement of populations or individuals – locally, regionally and internationally – is indispensable for the successful achievement of UNHCR's core functions: delivering humanitarian assistance, raising awareness of refugee problems and preserving the institution of asylum. Whenever an individual State comes to realize that its endeavours at the national level will require multinational support, another strand is added to the web of cooperation, its precise nature dictated by local circumstances.

UNHCR staff, particularly those working in complex emergency operations, are fully aware of the critical importance of working in partnership to address the needs of the 17 million persons of concern to the Office. In the past year, a number of measures have been introduced to improve the delivery of protection through tighter coordination in the form of joint assessments, budgeting and planning of operations.

In 2004, in addition to a number of formal and informal arrangements, UNHCR signed three important agreements with other UN entities. In April, it was formally agreed with the Department of Peacekeeping Operations (DPKO) that the physical safety of returning refugees and IDPs would be incorporated into the mandates of peacekeeping missions. This did not imply a fundamental shift in the function of these missions, but it did amount to a more coherent approach to disarmament, demobilization and reintegration. The agreement also included guidelines on solutions for IDPs. In June, the Office became a full co-sponsor of UNAIDS – helping to campaign more effectively for refugees to be integrated into host countries' HIV programmes. Then in

November, the Executive Heads of ILO and UNHCR signed a joint statement (based on an MOU of 1983) reiterating their commitment to inter-agency collaboration on promoting sustainable livelihoods for refugees and IDPs.

Over the course of 2004, expanding ILO-UNHCR cooperation encompassed numerous structures within the two agencies, both at Headquarters and in the Field. The partnership resulted in a number of successful initiatives to promote livelihoods and reduce poverty for refugees, returnees and other displaced persons, as well as host communities. Positive results were achieved in a number of situations including in Angola, Liberia and Zambia – by concentrating on local economic development – with gender issues an important cross-cutting component – in order to facilitate the economic integration of target populations into new communities,

helping them to lead full and productive lives. This ILO-UNHCR collaboration demonstrated the effectiveness of employment-oriented strategies to bridge the gap between relief and development. These strategies bring together employment-intensive reconstruction, enterprise development, micro-finance, skills development, social protection, and capacity building for governmental bodies and partner organizations.

ILO and UNHCR recently launched a new global initiative aimed at supporting the livelihoods of refugees, returnees and IDPs. The rapid deployment of ILO livelihood experts in Kenya, Pakistan, Sierra Leone, Uganda and Zambia has already proven a highly effective way to support the reintegration of returnees and IDPs in their countries of origin, as well as the self-reliance of refugees in the asylum context.



Chad: Refugees from Sudan – UNHCR coordinated the administration of vaccinations against measles for newly arrived refugees in Mile camp. The refugees had first stayed several weeks in Tine after fleeing Darfur, and were then transported to Mile by UNHCR. An implementing partner, IMC, was in charge of health in the camp. *UNHCR/H. Caux*

In addition to specific areas of technical cooperation, ILO and UNHCR are increasingly engaged in the wider debate on migration as it affects their respective institutional mandates. This entails analysis of the complex connectivity of refugee protection (including asylum) and labour migration in all its different forms. The two organizations are actively involved in the Geneva Migration Group which brings together the heads of six international organizations (ILO, IOM, OHCHR, UNCTAD, UNHCR and UNODC) whose work within the multifaceted field of migration has many common values and objectives.

Dangerous and volatile situations continue to hinder the Office's efforts to address the needs of people in high-risk zones. Partnerships are therefore forged in order to respond to these security concerns, enabling UNHCR to operate safely and minimize risks.

To this end, UNHCR's Emergency and Security Service (ESS) maintained and renewed a series of standby agreements with governmental and non-governmental partners. These included *Technisches Hilfswerk*, Swiss Humanitarian Aid Unit, Registered Engineers for Disaster Relief, Swedish Rescue Services Agency, Directorate for Civil Defense and Emergency, Centers for Disease Control and Prevention, Danish Refugee Council, Norwegian Refugee Council, and the Ministry of the Russian Federation for Civil Defence, Emergencies and Elimination of Consequences of Natural Disasters (EMERCOM). An example of the positive impact of these agreements was the rapidity with which 135 individuals on the Emergency Roster, consisting of UNHCR staff and external partners, were deployed in emergency operations during 2004 to Afghanistan, Angola, Burundi, Cambodia, Chad, the Democratic Republic of the Congo, Djibouti, Eritrea, Guinea, the Islamic Republic of Iran, Côte d'Ivoire, Kenya, Liberia, Nepal, Pakistan, Sudan, Thailand, Uganda and Yemen.

Through the joint efforts of the sub-working group on the Consolidated Inter-Agency Appeal Process (CAP) and the dedicated involvement of various partners, including UNHCR, there was a marked improvement in the preparation and launch of the 2004 Consolidated Appeals in November 2003.

Greater financial stability was achieved, due in part to donors' generous support of the CAP in general, and UNHCR in particular, and in part to improved

financial management. At its annual pledging conference in December 2004, UNHCR warmly welcomed the participation and commitment of 48 countries (up from 34 the previous year).

Coordination bodies within the United Nations system

As an active member of the Executive Committee on Humanitarian Affairs (ECHA) and the Inter-Agency Standing Committee (IASC), UNHCR seeks to strengthen refugee protection through cooperation among agencies and optimal coordination arrangements. The Office has been able to contribute in particular to the work of the IASC Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises, which has now finalized tools and mechanisms for the implementation of the recommendations contained in the Secretary-General's Bulletin on the subject.

High Commissioner Ruud Lubbers contributed to the inter-agency review of the collaborative approach to IDPs, drawing the attention of the IASC Principals to the importance of the role of Humanitarian Coordinators. The Office works closely on this issue with the IDP Unit in the Office for the Coordination of Humanitarian Affairs (OCHA), which is tasked with developing practical recommendations and tools for improved implementation of the Collaborative Approach. In view of the tasks assigned to UNHCR by the General Assembly and the Secretary-General – to protect and assist IDPs – it continues to seek to enhance the comprehensiveness and predictability of the global response to IDP crises, despite significant resource challenges. UNHCR noted that the leadership of the Emergency Relief Coordinator brought a new and helpful focus to this issue, while nurturing an inclusive debate on the principal problems and concerns.

Since joining the United Nations Development Group (UNDG) in April 2003, UNHCR has participated in a working group which adopted a *Guidance Note on Durable Solutions for Displaced Persons* in October 2004. The *Guidance Note* has been included in guidelines for the UN Resident Coordinators and UN Country Teams on achieving durable solutions for various target groups. The guidelines will form part of planning and implementation strategies under CCA/UNDAF and will also assist in the implementation of the Millennium Development Goals.

Bilateral partnership within the United Nations system

UNHCR maintained close cooperation with WFP throughout the year, further strengthening collaboration through the revised MOU that was implemented in four regions. Joint regional workshops were held in Belgrade, Nairobi, Accra and Cairo, to draw the attention of field colleagues involved in food management to the paramount importance of close collaboration. (For more details, see Working with World Food Programme at the beginning of this chapter).

UNHCR is working in partnership with WHO on two global evaluation initiatives with specific reference to the health of refugees in crisis situations, and to reproductive health. UNHCR is also collaborating on the preparation of technical guidelines, including the New Emergency Health Information Kit and the TB Control Manual.

Other partnerships with UN agencies during the past year include cooperation with the United Nations Volunteers, the Food and Agriculture Organization (FAO) and the United Nations Children's Fund (UNICEF).

Reintegration of returnees poses challenges that cannot be addressed by UNHCR alone. Sharing of responsibilities and unanimity of purpose depend on solid partnerships with a number of actors, including governments, bilateral and multilateral agencies. In line with UNHCR's efforts to implement the various approaches outlined in the *Framework for*

Durable Solutions, the 4Rs strategy is well under way in Angola, Eritrea, Liberia, North-west Somalia and Sierra Leone. UNHCR will adopt a similar approach in Burundi, Sudan and the Democratic Republic of the Congo, as soon as conditions are in place for the anticipated voluntary repatriation movements. UNHCR depends on the commitment of the various stakeholders to an integrated and comprehensive approach which will effectively bridge the gap between relief and longer-term development.

For some groups of refugees, returning home is not an immediate prospect. UNHCR is seeking to increase these groups' self-reliance pending return while also addressing the needs of their host communities. The DLI (Development through Local Integration) and DAR (Development Assistance for Refugees) strategies include the Zambia Initiative, the Uganda Self Reliance Strategy and the Comprehensive Plan of Action (CPA) for Somali refugees – initially – for those in Djibouti, Ethiopia, Kenya and Yemen.

The resettlement management system for Africa aims at ensuring equal access to resettlement for all refugees in need of it, guaranteeing the integrity of the resettlement process, enhancing the use of resettlement as both a protection tool and a durable solution and, ultimately, making use of resettlement as an instrument for meaningful burden sharing. UNHCR has strengthened resettlement staffing and enhanced resettlement operations in Ecuador, Ghana, Guinea, Kenya and the United Republic of Tanzania.

Engaging private companies in the refugee cause

More and more companies are showing a willingness to support the work of UNHCR and its sister agencies. Many corporate supporters provide one-time funding during a specific crisis situation or for a region of particular interest to them. As its focus is on partnerships with companies interested in a longer-term commitment, UNHCR regards such support as a promising beginning, to be further developed.

Companies that have already shown this kind of commitment range from pharmaceutical companies like Merck to international brands such as Microsoft, Nestlé or Nike – and the number is growing steadily.

During 2004, these companies brought health education and mobile libraries to refugees in the United Republic of Tanzania; enhanced water delivery systems for clean and sustainable resources in Ethiopia; promoted sports and education programmes for Somali refugee girls in Kenya and gave them access to computer technology skills training.

Several corporate partners have now joined forces through the UNHCR Council of Business Leaders to bring new momentum to corporate sector involvement in refugee programmes. These companies benefit through their association with the UN Refugee Agency: they build goodwill among employees, customers, suppliers and investors when they translate their corporate values into action and contribute to building a more secure world in which to do business. At the same time, they provide refugees with durable solutions that in turn create more stable societies.

- **Microsoft** – a partner since 1999, when the company created a mobile refugee registration system and 35 Microsoft employees volunteered to go to Kosovo. This project served to catalyse a complete overhaul of UNHCR's registration processes, culminating in the creation of a global registration system (Project PROFILE). Microsoft has continued to support UNHCR's registration efforts by advising the PROFILE team. It sent fifteen employee volunteers on short technical field support missions to support implementation of Project PROFILE in 2004 and 2005. Their in-kind support was valued at USD 325,000 in 2004. Microsoft is working with UNHCR to create Computer Technology Learning Centres to give refugees access to new sources of learning, distance education and internet access (particularly with a view to keeping in touch with relatives and others). UNHCR received USD 183,000 for two centres in the Russian Federation and Kenya.
- **Nike** – Before entering into partnership with UNHCR, Nike had already worked with refugee children at a reception centre near to its headquarters in the Netherlands. The partnership began as a product donation valued at USD 600,000 to two refugee camps in Kenya focusing on girls' education. The programme uses sport as a means to increase girls' self-esteem, and give them the confidence to excel academically. The programme has already enabled 1,000 more children to go to school, providing new classrooms, desks, textbooks – and teachers, many of them women. Nike will keep the programme up and running by contributing a further USD 875,000, as well as in-kind donations. Nike's clothing design expertise is a vital input into a project to give Muslim girls stylish yet modest and comfortable sportswear which will allow them to play without challenging traditional norms of attire.
- **Nestlé** – donated USD 720,000 to UNHCR's water programme in Ethiopia. Without the Nestlé funds, UNHCR's work there would barely have benefited half as many local communities. In addition to the funding, Nestlé's water research and development team carried out water sampling and advised UNHCR on modifications to the design of the treatment facility, permitting better operational management. The team is also working on a protocol for chemical rehabilitation of wells. The partnership has helped the local water authorities to develop relevant expertise.
- **Merck** – In 2003, UNHCR identified lack of access to up-to-date health information as a serious impediment to the delivery of high quality health care in refugee camps. Merck and the International Council of Nurses (ICN) had established a project to bring Mobile Libraries containing health information to remote rural locations. They then teamed up with UNHCR to pilot this work in Tanzania. Merck and the ICN plan to work with UNHCR to expand the project to other refugee locations. Merck has also agreed to support UNHCR's work on the prevention and treatment of HIV/AIDS in Southern Africa.
- **Statoil** – Since 2001, Statoil and UNHCR have cooperated on a series of field activities to build peace, advance human rights and secure durable solutions for the world's refugees. The work ranges from education for IDPs in Azerbaijan, rehabilitation of schools and health infrastructure in post-conflict Angola, to the production of an e-learning tool promoting integration of refugee school children throughout the Baltic/Nordic region.