United States Department of State

Migration and Refugee Assistance

Emergency Refugee and Migration Assistance

FISCAL YEAR 2013

Congressional Presentation Document

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Bureau of Population, Refugees, and Migration (PRM)
FY 2013

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Migration and Refugee Assistance (MRA) Summary

($ in thousands)

	FY 2011 Actual[1]	FY 2012 Estimate[2,3]	FY 2013 Request
MRA TOTAL (Enduring)	**1,694,604**	**1,646,100**	**1,625,400**
Overseas Assistance	**1,284,604**	**1,252,600**	**1,265,400**
Africa	345,822	394,700	400,040
East Asia	38,300	45,400	46,700
Europe	49,700	46,100	31,000
Near East	533,300	443,690	476,820
South Asia	105,650	87,955	107,600
Western Hemisphere	57,084	53,855	47,200
Protection Priorities	136,548	156,500	140,030
Migration	18,200	24,400	16,010
Administrative Expenses	**28,000**	**33,500**	**35,000**
Humanitarian Migrants to Israel	**25,000**	**20,000**	**15,000**
Refugee Admissions	**357,000**	**340,000**	**310,000**
Overseas Contingency Operations (OCO)	**-**	**229,000**	**-**
MRA TOTAL	**1,694,604**	**1,875,100**	**1,625,400**

Emergency Refugee and Migration Assistance (ERMA) Summary

($ in thousands)

	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request
ERMA Appropriation	**49,900**	**27,200**	**50,000**
Total MRA / ERMA	**1,744,504**	**1,902,300**	**1,675,400**

[1] The FY 2011 actual figure includes $8 million transferred from ESF into MRA per the Full-Year Continuing Appropriations Act, 2011 (P.L. 112-10).

[2] The FY 2012 Estimate includes $7 million transferred from ESF into MRA, per the Department of State, Foreign Operations and Related Programs Appropriations Act, 2012 (P.L. 112-74).

[3] In addition to the Enduring MRA funding shown in the FY 2012 Estimate regional lines above, Overseas Contingency Operations (OCO) funds will be used to provide protection and humanitarian assistance to refugees, internally displaced persons, and conflict victims in Africa, the Near East, and South Asia.

Department of State
Bureau of Population, Refugees, and Migration

FY 2013 Statement by
Acting Assistant Secretary David M. Robinson

Overview

The international humanitarian programs of the United States Government (USG) provide critical protection and assistance to some of the world's most vulnerable people. Coupled with U.S. humanitarian diplomacy, assistance programs for refugees, internally displaced persons (IDPs), stateless persons, vulnerable migrants, and victims of conflict save lives, uphold human dignity, help stabilize volatile situations, and prevent or mitigate conditions that breed extremism and violence. The mission of the Bureau of Population, Refugees, and Migration (PRM) is to provide protection, ease suffering, and resolve the plight of persecuted and uprooted people around the world on behalf of the American people by providing life-sustaining assistance, working through multilateral systems to build global partnerships, promoting best practices in humanitarian response, and ensuring that humanitarian principles are thoroughly integrated into U.S. foreign and national security policy. This mission is central to U.S. leadership in international humanitarian relief and the USG's foreign policy pursuit of international peace and security. The Bureau is a key player in formulating and advocating refugee and humanitarian policies – in the State Department, in the USG interagency, at the United Nations, and in the international community. Its work is also central to advancing U.S. migration and population policies worldwide.

Populations of concern to PRM exceeded 43 million worldwide at the beginning of 2011, including over 15 million refugees and more than six million stateless persons, as well as millions of conflict victims and vulnerable migrants. Given the scope of these needs, humanitarian requirements will continue to be significant in FY 2013. Instability in the Democratic Republic of the Congo (DRC), Afghanistan, Pakistan, Colombia, Sudan, Somalia, and elsewhere is projected to continue well into 2013. This will require continued humanitarian assistance for those already displaced and increased assistance for further displacements. Additionally, assistance for refugees in protracted situations, such as Burmese and Palestinian refugees, will remain important in FY 2013. In addition to the growing populations requiring humanitarian assistance, serious operational challenges, such as increased attacks on humanitarian workers, urbanization of refugee populations, and the global economic crisis, will add to the complexity of humanitarian response.

PRM obligated $1.84 billion in FY 2011. In the tight current fiscal environment, the Department's request for FY 2013 Migration and Refugee Assistance (MRA) of $1.625 billion prioritizes among worldwide needs and focuses on vulnerable populations such as Afghans, Iraqis, Somalis, Colombians, Burmese, Palestinians, and Congolese.

Additionally, the FY 2013 request targets resources to strengthen the Department's ability to respond quickly to unforeseen emergencies and improve humanitarian accountability. PRM's FY 2013 request maintains the modest base funding level established in FY 2010 and continued in FY 2011 to respond to small-scale emergency needs.

The FY 2013 request also prioritizes support for the oversight and management functions of the Bureau. It includes resources needed to address the highly demanding program management responsibilities, an increased emphasis on

monitoring and evaluation, and the heightened demand on PRM staff due to expanded diplomatic and policy engagement of the Bureau. In total, the FY 2013 request will enable the Bureau to meet the requirements of its core mission and mandate: protection and solutions for victims of persecution and conflict, championing human dignity, and providing life-saving assistance according to principles of universality and impartiality.

Goal 1: Humanitarian Assistance Saves Lives and Eases Suffering

The FY 2013 request addresses PRM's efforts to save lives and ease suffering. In both emergencies and protracted situations, humanitarian assistance helps refugees, IDPs, stateless persons, vulnerable migrants, and victims of conflict meet their basic needs and enables them to begin rebuilding their lives. In FY 2013, PRM plans to continue core assistance activities to meet the most urgent needs.

PRM will prioritize assistance targeting basic needs such as health care, water/sanitation, and shelter, in both emergency and protracted settings. Careful prioritization will be critically important in FY 2013, as it will be difficult for the international community to sufficiently cover the significant humanitarian requirements needed to meet minimum international standards of humanitarian assistance; this could affect partners' performance on key objectives, such as preventing malnutrition and crude mortality rates from exceeding emergency thresholds.

In FY 2013, PRM will focus efforts on women and children, including unaccompanied and separated children, who are particularly vulnerable during displacement. PRM programs seek to prevent and combat gender-based violence (GBV) among refugees, IDPs, victims of conflict, and other persons of concern. PRM has taken a leading role in addressing the special protection needs of women and children in humanitarian response, providing an estimated $70 million in targeted funding since 2000 in support of this objective, and engaging with international and non-governmental organization (NGO) partners to develop policies to better address the unique needs of women and children in conflict situations. With the modest funding included in the FY 2013 request for targeted GBV programming, PRM will strive to provide leadership to prevent and respond to GBV in coordination with related State Department efforts through the Office of Global Women's Issues (S/GWI), the Bureau of Democracy, Human Rights and Labor (DRL), and the Office to Monitor and Combat Trafficking in Persons (J/TIP), as well as with USAID.

PRM's humanitarian assistance activities under the FY 2013 request will focus on sustaining basic services for populations of concern in both emergency and protracted situations. The request seeks to address particularly severe humanitarian challenges, such as in the Horn of Africa where large scale inflows of Somalis into Kenya and Ethiopia continue. PRM will strive to reach the growing number of refugees who now reside in urban settings where they face unique protection challenges. These populations include Iraqi refugees in Jordan and Syria, Zimbabweans in South Africa, Somalis in Kenya, Sudanese in Egypt, and some Afghans in Pakistan.

Goal 2: Populations of Concern Find Durable Solutions

In support of the foreign policy objectives of promoting stability and protecting human dignity, PRM seeks to achieve three durable solutions for refugees: voluntary return and reintegration, permanent local integration in host countries, or third-country resettlement. PRM has supported successful efforts to promote these activities, while ensuring protection and assistance for populations who have yet to find durable solutions. In FY 2011, PRM supported the voluntary return and reintegration of refugees and displaced persons to Afghanistan, Iraq, the DRC, Côte d'Ivoire, Kosovo, and elsewhere. The FY 2013 request will support the needs arising from voluntary repatriation and local integration worldwide, particularly in Iraq and Afghanistan, where return and reintegration is a critical USG priority and plays a crucial role in stabilization efforts.

Resettlement is a key element of PRM's efforts to find solutions to refugee displacement when repatriation and local integration are not viable solutions. As the world's largest resettlement country, the United States advances this goal by welcoming the most vulnerable refugees into communities across the country. In FY 2011, PRM resettled more refugees than all other countries combined. Refugee admissions to the United States in FY 2011 totaled 56,424 refugees, which represents 73% of the regional ceilings established by Presidential Determination. This achievement includes the arrival of 14,999 Bhutanese from Nepal and 16,972 Burmese refugees from Thailand and Malaysia. PRM manages the U.S.

Refugee Admissions Program in close coordination with the Departments of Homeland Security and Health and Human Services (HHS), as well as with key international partners such as the UN High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM), and numerous NGOs. While the level of FY 2013 refugee admissions will be determined by the President in consultation with the Congress in FY 2012, the FY 2013 request recognizes the ongoing need for resettlement as a critical form of international refugee protection. PRM will provide continued support to new arrivals in their first 30 to 90 days in the United States, through the State Department's Reception and Placement per capita grant. Initial reception and placement services for refugees arriving in communities across the U.S. include housing, furnishings, clothing, and food as well as assistance with accessing medical, employment, and social services. In close coordination with the HHS Office of Refugee Resettlement, PRM will continue its support for the public-private partnership with domestic voluntary agencies, funding their work to provide this important initial assistance to refugees.

PRM advances its goal of finding durable solutions for refugees and conflict victims by working with colleagues in the State Department and international community to seek resolution to protracted refugee situations. Over half of the world's refugees continue to live in exile after fleeing their homelands more than five years ago, the majority of them in African and Asian countries that are also struggling to meet the needs of their own citizens. These refugees often live in overcrowded settlements in harsh environments where they may lack freedom of movement, do not have access to land, and may be forbidden from legal employment. Through a combination of humanitarian diplomacy and assistance efforts, the Department aims to protect, alleviate the suffering of, and find durable solutions for refugees in protracted situations.

The FY 2013 request also supports durable solutions for humanitarian migrants to Israel. Through support to the United Israel Appeal, migrants, including those from the former Soviet Union, Eastern Europe, and Africa, are resettled to Israel and provided assistance to achieve self-sufficiency and integration into Israeli society.

Goal 3: The United States Advocates for the Protection of Vulnerable Populations and Exerts Leadership in the International Community

As the principal humanitarian advisors within the State Department, PRM strives to ensure that protection of the most vulnerable is at the center of policymaking, and that humanitarian principles are thoroughly integrated into U.S. foreign policy objectives. PRM carries out this advocacy beyond the Department as well, engaging in humanitarian diplomacy in the international community and working effectively through the multilateral system. Much of our diplomatic leverage derives from the fact that the U.S. government is the world's largest donor of humanitarian assistance, setting a model for the rest of the world.

Because the scope of worldwide humanitarian needs far exceeds the capacity of any single government to address, PRM seeks to maximize the impact of its programs through its continued commitment to a multilateral approach to humanitarian assistance. Multilateralism allows the USG to leverage its humanitarian contributions by ensuring that the U.S. is part of a wider international donor effort that relies on responsibility-sharing and coordination with other governments and implementing partners. For example, the International Committee of the Red Cross' (ICRC) provision of humanitarian assistance and protection to IDPs in conflict zones in Pakistan, Côte d'Ivoire, and Libya where other agencies are not able to operate demonstrates the critical importance of a multilateral approach. Support for USG multilateral engagement enhances Bureau efforts to accomplish all elements of its mission and complements other bilateral policies and programs led by the State Department and USAID. PRM's reliable support to multilateral partners demonstrates U.S. leadership in building an international architecture that is flexible and responds quickly in emergencies while protecting the most vulnerable, applying life-sustaining assistance standards, and marshalling resources to resolve protracted situations.

PRM provides USG contributions to and leads American engagement with multilateral partners including UNHCR, ICRC, IOM, and the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). To complement multilateral contributions and fill critical gaps, PRM provides funding to other international organizations and NGOs. As a leading donor, PRM practices and promotes the principles of Good Humanitarian Donorship – an initiative supported by 37 donor governments committed to achieving efficient and principled humanitarian assistance.

Accordingly, the Bureau strives to provide funding on the basis of needs assessments and according to the principles of universality, impartiality, and human dignity. By providing reliable, "fair share" contributions to international organizations, PRM leverages USG influence and promotes accountability and responsibility-sharing.

PRM engagement in the governing bodies of these international organizations is instrumental in bringing about UN management reforms that strengthen the international architecture for humanitarian response, promote evidence-based decision making and results-based programming, and ensure accountability on behalf of beneficiaries and the American public. In partnership with the Bureau of International Organization Affairs (IO) and USAID's Bureau of Democracy, Conflict and Humanitarian Assistance (DCHA), PRM has guided the implementation of specific UN humanitarian reforms and continues to monitor the implementation of these reforms. PRM and USAID/DCHA have drawn on complementary mandates and comparative advantages to push for more effective coordination of UN humanitarian assistance and more accountable UN responses to IDP crises.

PRM supports UNHCR's mandate to protect stateless persons, as well as its responsibilities towards assisting conflict-affected IDPs. PRM leads USG efforts to prevent statelessness and, working with UNHCR and other partners, continues to raise awareness and improve protection and solutions for stateless individuals worldwide, such as the Rohingya of Burma. Not recognized as citizens by any government, stateless people may lack legal protection, the right to vote, and often lack access to education, employment, health care, marriage and birth registration, and property rights. UNHCR also provides protection and assistance to over 17 million IDPs in 25 countries, and this number is likely to increase. Improving protection and assistance to IDPs, as well as supporting solutions to their displacement, is crucial to achieving U.S. foreign policy objectives in conflict areas such as Darfur, Pakistan, Colombia, and Iraq. PRM will continue its diplomatic and programmatic efforts on these issues.

PRM also exerts leadership in the international community in the area of migration by advancing effective and humane international migration policies. With greater numbers of people on the move, this issue continues to grow in importance on the international agenda. PRM is confronted with increasing instances of mixed migration challenges and protection needs for vulnerable migrants that are inextricably linked to our traditional refugee protection work. PRM's policy objectives in this area are to protect and assist asylum-seekers and other vulnerable migrants, support international efforts to promote humane and responsible migration policies that safeguard protection, and support capacity-building activities to help governments manage mixed migratory flows. PRM has many opportunities to strengthen U.S. bilateral and regional relationships, share best practices, and develop means of cooperation on migration. This regional and multilateral approach is advanced through the Bureau's close relationship with IOM, the principal international organization addressing migration issues, in collaboration with UNHCR. In coordination with J/TIP and other USG partners, PRM advances policies that prevent human trafficking and supports targeted projects to protect and assist victims of trafficking, unaccompanied child migrants, and other vulnerable migrants. Under the FY 2013 budget, PRM will prioritize funding to meet the required USG assessed contribution to IOM. PRM would also continue at modest levels its support to programs that seek to identify and effectively provide protection in the context of mixed migration flows to the most vulnerable migrants.

While funding to support the Bureau's population policy function rests in the International Organization and Programs account, the FY 2013 MRA request enables the USG to conduct advocacy and work through global partnerships to promote effective international reproductive health and family planning policies. PRM coordinates U.S. international population diplomacy, working closely with IO, the Office of the Global AIDS Coordinator (S/GAC), S/GWI, USAID, HHS, and the Census Bureau, which provide technical and demographic expertise. The Bureau represents the United States in the governing bodies of relevant international organizations, such as the UN Population Fund (UNFPA) and the UN Commission on Population and Development (CPD). PRM engagement in international fora serves to advance U.S. international population policy, such as through resolutions that promote universal access to reproductive health services, including family planning, and address maternal mortality and morbidity, GBV, HIV/AIDS, female genital mutilation, and obstetric fistula.

Goal 4: PRM Manages Resources Responsibly and Promotes Best Practices in Humanitarian Assistance

Results-based management is a vital tool in addressing growing humanitarian needs within a constrained fiscal environment. PRM demonstrates sound stewardship of resources and ensures maximum impact for beneficiary populations and American taxpayers by stressing accountability and transparency, and applying administrative resources to manage and oversee its programs. PRM exercises due diligence by monitoring funded organizations to ensure that U.S. foreign assistance reaches its intended beneficiaries. The FY 2013 request would enable the Bureau to ensure responsible resource management by placing the right people in the right positions to achieve the Bureau's strategic goals.

In recent years, PRM has strengthened its monitoring and evaluation capacity. The modest increase in the FY 2013 request for administrative expenses seeks to ensure that funding is adequate for significant program management responsibilities by ensuring that the staffing level and technical capacity is sufficient to maintain robust oversight of PRM's humanitarian programs. Nonetheless, administrative funds would remain at a very lean 2 percent of the overall request.

PRM will continue to conduct evaluations of the Bureau's strategic and foreign policy priorities. PRM will use evaluation results to target projects for maximum impact and to transition programs effectively. The Bureau will continue to work closely with international partners, including IOs, NGOs, and research institutions, to evaluate the policies and programs guiding our assistance to refugees in urban settings. PRM's FY 2011 information management and strategic human resources reviews will help strengthen the Bureau's ability to conduct and benefit from evaluations. The FY 2013 request includes modest resources for program evaluations, including for the evaluative activities of its partners to ensure a high level of performance across all PRM programs.

Conclusion

With humanitarian needs projected to continue – and in many places, increase – in FY 2013, the Department's MRA and ERMA requests prioritize assistance for vulnerable populations in tremendous need. This budget request seeks to balance rising humanitarian requirements and a difficult budget reality in order to cover basic needs and sustain ongoing programs to the extent permitted. Through diplomatic and programmatic efforts, PRM will strive to advance America's humanitarian values and foreign policy, maximizing its efforts to provide effective protection and assistance worldwide.

PRM Global Impacts: 2011 Highlights

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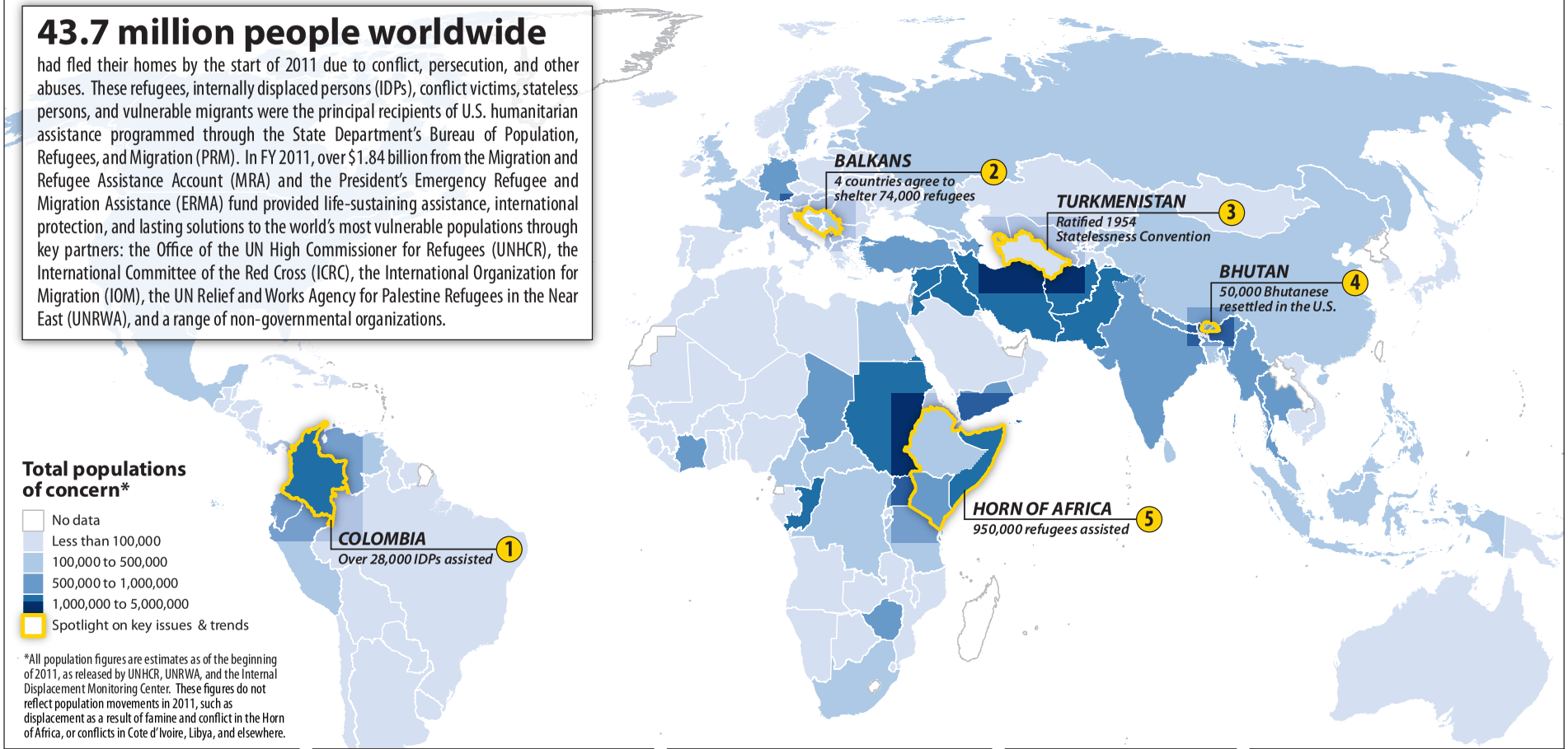
HUMANITARIAN INFORMATION UNIT

PRM U.S. Department of State
www.state.gov/g/prm
BUREAU OF POPULATION,REFUGEES & MIGRATION

43.7 million people worldwide

had fled their homes by the start of 2011 due to conflict, persecution, and other abuses. These refugees, internally displaced persons (IDPs), conflict victims, stateless persons, and vulnerable migrants were the principal recipients of U.S. humanitarian assistance programmed through the State Department's Bureau of Population, Refugees, and Migration (PRM). In FY 2011, over $1.84 billion from the Migration and Refugee Assistance Account (MRA) and the President's Emergency Refugee and Migration Assistance (ERMA) fund provided life-sustaining assistance, international protection, and lasting solutions to the world's most vulnerable populations through key partners: the Office of the UN High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross (ICRC), the International Organization for Migration (IOM), the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), and a range of non-governmental organizations.



*All population figures are estimates as of the beginning of 2011, as released by UNHCR, UNRWA, and the Internal Displacement Monitoring Center. These figures do not reflect population movements in 2011, such as displacement as a result of famine and conflict in the Horn of Africa, or conflicts in Cote d'Ivoire, Libya, and elsewhere.

1 COLOMBIA: HUMANITARIAN ASSISTANCE

PRM contributed over $39 million to provide critical humanitarian assistance to Colombian refugees and IDPs in 2011. As part of this assistance, ICRC distributed food and other basic necessities to over 28,000 IDPs and provided emergency water and sanitation services for 2,200 people. For 1,167 IDP children, school renovations and health promotion lessons resulted in higher attendance rates, better hygiene, and less exposure to recruitment and fighting.

2 BALKANS: HUMANITARIAN DIPLOMACY

In 2011, PRM's diplomatic efforts resulted in significant progress toward resolving the protracted refugee situation in the Western Balkans, as Bosnia and Herzegovina, Montenegro, Croatia, and Serbia signed a joint declaration aimed at providing housing to 74,000 of the most vulnerable remaining refugees and IDPs. The agreement represents sustained effort by the four governments involved, UNHCR, the European Union, the Organization for Security Cooperation in Europe, the United States, and others to find a durable solution for people displaced for decades.

3 TURKMENISTAN: STATELESSNESS

Turkmenistan was among several states that acceded to the 1954 Convention relating to the Status of Stateless Persons and/or the 1961 Convention on the Reduction of Statelessness during 2011. With PRM support, UNHCR worked with the Government of Turkmenistan to verify the stateless status of more than 8,000 persons in 2011, and Turkmenistan granted citizenship to 3,000 stateless individuals. Other states that acceded to the statelessness conventions include the Philippines, Panama, Georgia, Benin, and Nigeria.

4 BHUTAN: REFUGEE RESETTLEMENT

In FY 2011, the PRM-managed U.S. Refugee Admissions Program admitted over 56,000 refugees to the United States. On January 30, 2012, the 50,000th Bhutanese refugee departed Nepal for resettlement in the United States, marking a major milestone in the large-scale resettlement of Bhutanese refugees that started in 2008.

5 HORN OF AFRICA: EMERGENCY RESPONSE

In response to conflict and famine that displaced hundreds of thousands of Somalis in 2011, PRM provided $106 million in emergency assistance to internally displaced Somalis as well as over 950,000 Somali refugees in Kenya, Ethiopia, and throughout the region. PRM funding supported UNHCR's consignment of over 100 metric tons of humanitarian aid, including airlifts to Mogadishu of food, plastic sheeting for shelter, sleeping mats, blankets, jerry cans, and kitchen sets.

Names and boundary representation are not necessarily authoritative.

Sources: USG, UNHCR, UNRWA, IDMC

February 27, 2012 - STATE U531 (HIU)

Accomplishments in Emergency Response

"Today in the Horn of Africa, more than 13 million people are affected by a severe drought that has led to a food emergency and a refugee crisis…This is the most severe humanitarian emergency in the world and it is critical that the international community continue to work to ensure families have access to adequate food and the resources to purchase it."

Hillary Rodham Clinton,
Secretary of State,
Statement on World Food Day,
October 16, 2011

Responding to humanitarian emergencies was a major component of PRM's work in 2011. Emergency humanitarian operations, such as those supported by the Migration and Refugee Assistance (MRA) and the Emergency and Refugee Migration Assistance (ERMA) accounts, reflect who we are as an American people and embody our values as a nation to save lives and alleviate human suffering around the world. Here are some examples of our emergency responses this year.

Côte d'Ivoire – In early 2011, post-election violence in Côte d'Ivoire resulted in one million internally displaced persons, 200,000 refugees, and tens of thousands displaced foreign nationals living in Côte d'Ivoire. With PRM support, ICRC provided nearly 45,000 conflict-affected internally displaced and vulnerable residents with essential household items, over 20,000 with food, and over five million with access to adequate shelter, water, and sanitation. UNHCR built shelters and provided emergency assistance to more than 200,000 refugees who fled to Liberia and other neighboring countries.

2011 was a busy and challenging year for UNHCR. More people were forcibly displaced last year than ever. UNHCR responded to more emergencies than ever before – deploying special teams to 41 operations and airlifting an average of 57 tons of relief items every week to field operations.

Horn of Africa – Ongoing violence and famine forced an additional 300,000 Somalis to flee into neighboring Ethiopia and Kenya in 2011, bringing the total number of displaced Somalis in the Horn of Africa to over 950,000 people. PRM's $106 million in FY 2011 funding allowed humanitarian partners to provide emergency protection and assistance to Somali as well as Sudanese and Eritrean refugees.

With PRM support, UNHCR and NGO partners quickly ramped up their activities to respond to the urgent health and nutrition needs of newly arriving refugees in Kenya and Ethiopia, many of whom were near starvation.

This included emergency vaccination campaigns to respond to measles outbreaks, reinforced water, sanitation and hygiene programming to deal with cholera outbreaks, and strengthened therapeutic feeding to treat children suffering from acute malnutrition.

Sudan/South Sudan – In 2011, approximately 80,000 Sudanese refugees fled to South Sudan and Ethiopia due to ongoing unrest along the Sudan/South Sudan border. With PRM and international donor support, a massive UNHCR humanitarian airlift – flying in some 280 tons of aid into remote Malakal and Mabaan regions – began on December 20. UNHCR completed 27 flights from its emergency stockpiles in Kenya and Dubai and delivered 2,300 family tents, 16,000 kitchen sets, 36,000 blankets, 21,000 jerry cans, plastic sheets, sleeping mats, mosquito nets and other relief items.

In South Sudan, UNHCR is helping authorities reintegrate 660,000 returnees, including 360,000 South Sudanese who have come from Sudan and 300,000 who have returned from other neighboring countries.

The international, multilateral humanitarian architecture that PRM's MRA and ERMA accounts support allows the United States government to respond quickly to emerging crises. For example, UNHCR more than doubled its distributions in southern and central Somalia between May and August 2011, ramping up its activities to assist some 170,000 people. This kind of rapid response is critical to ensuring lives are saved.

Libya – In FY 2011, U.S. government assistance provided food, water, and shelter to over 300,000 stranded migrants and over 50,000 Libyans who fled conflict in Libya to seek safety in neighboring countries. PRM's three main partners – UNHCR, ICRC, and IOM – played critical roles in setting up transit camps, transporting fleeing third-country migrants to their home countries, evacuating people from cities under siege, and bringing relief to those displaced and caught in the fighting.

ICRC provided equipment to utility companies in several cities enabling them to restore essential water, electricity, and sewage services for 667,500 people. They also provided nearly 59,000 people with kitchen sets, blankets, and hygiene items. The organization was responsible for clearing mines and explosives from Ajdabiya, enabling 60,000 people to return home in safety, and raised public awareness of the dangers of such devices. UNHCR provided assistance and protection for Libyan internally displaced persons as well as refugees and migrants in Tunisia, Egypt, Italy, and Malta.

Photo: IOM

PRM funding supported IOM's evacuation of over 216,000 third-country nationals who fled Libya between February and November. This included emergency evacuations of urgent medical cases and vulnerable migrants from Libya during the siege of Misrata. During the crisis, PRM worked closely with the U.S. Agency for International Development and the Department of Defense to effectively coordinate humanitarian assistance and evacuation efforts.

"Thanks to consistent and bipartisan support from Congress, including from Members of this Human Rights Commission, the State Department's Bureau of Population, Refugees, and Migration has provided nearly $8 billion to support protection and assistance programs for refugees and other populations of concern over the past five years."

David M. Robinson,
Acting Assistant Secretary,
Testimony, U.S. House of Representatives,
October 26, 2011

2011 Highlights: Protecting and Assisting the Most Vulnerable

PRM implements worldwide humanitarian programs through the MRA and ERMA accounts. Foreign assistance represents one percent of the federal budget, and humanitarian assistance is only a fraction of that one percent. Yet for this very small investment, the United States helps keep alive millions of people, counters violent extremism, and helps to stabilize fragile states. Here are some examples of what funding from these accounts achieved in 2011.

1. PRM advocacy on statelessness strengthened protection for this vulnerable population. The Bureau promoted the identification and registration of stateless persons, amendment of citizenship laws, and improved implementation of existing laws. Without citizenship, stateless people have no legal protection. They cannot vote and often lack access to education, employment, and health care. They encounter travel restrictions and are vulnerable to exploitation.

In 2011, eight states acceded to one or both of the statelessness conventions, including Turkmenistan, who acceded to the 1954 Convention relating to the Status of Stateless Persons. With funding from the MRA account, United Nations High Commissioner for Refugees (UNHCR) worked with the Turkmen government to conduct a country-wide mobile registration campaign that registered approximately 8,000 stateless persons, thus bringing the total registered to 20,000 since 2007. A presidential decree granted citizenship to more than 3,000 stateless individuals.

2. Since 2000, the Bureau has advanced the special needs of women and children in humanitarian response, with more than $70 million in targeted programs **raising awareness of and working towards the prevention of sexual and gender-based violence**. The Bureau has helped international and non-governmental organization (NGO) partners implement programs that work toward addressing the unique needs of women and children in conflict situations. For example, in 2011, Bureau funding supported International Committee of the Red Cross (ICRC) activities in the Democratic Republic of Congo. These activities included managing 25 counseling centers for survivors. Women received accommodation, job training, and assistance packages for children born from rape.

Photo: UNHCR

3. The United States is proud of its history of welcoming immigrants and refugees. PRM manages the **U.S. Refugee Admissions Program,** which embodies the United States' highest values and aspirations of compassion, generosity, and leadership in serving vulnerable populations. Since 1975, Americans have welcomed three million refugees, helping them build new lives, homes, and communities in all 50 states.

4. The Bureau's life-saving assistance to meet basic needs and restore human dignity is **a stabilizing force in volatile regions**. Bureau-supported activities counter extremist elements who try to capitalize on the plight of vulnerable people.

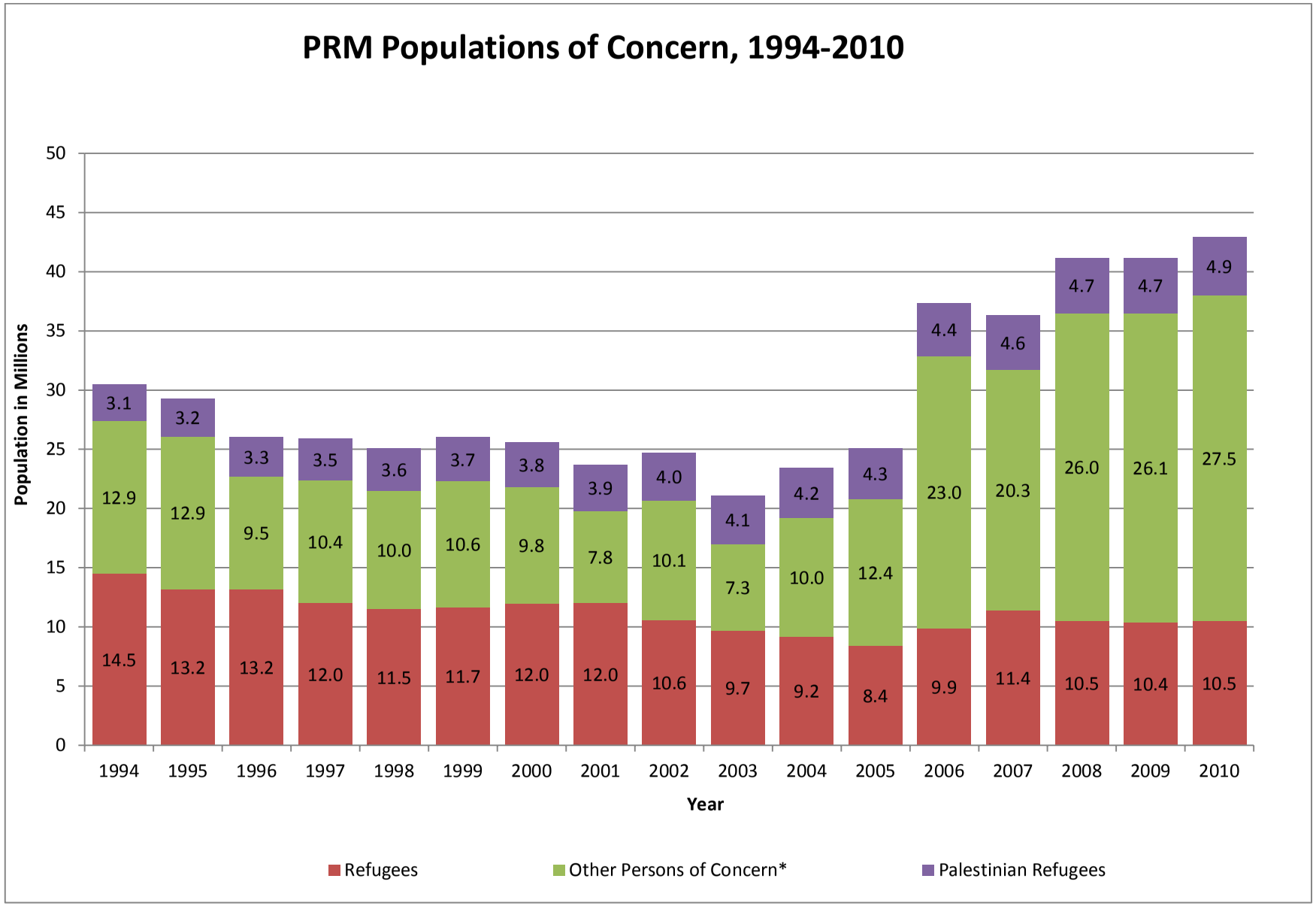
With support from PRM, the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) educated 500,000 refugee children in over 690 schools in 2011. In 2011, UNRWA hosted its annual Summer Games, in which 250,000 Palestinian children participated. UNRWA achieved its goal to increase the number of girls participating, despite Hamas' increasing pressure to reduce involvement of girls and women in public events.

More than 5.7 million Afghan refugees have returned to Afghanistan since 2002. In 2011, PRM supported a UNHCR community-based pilot program to ensure that reintegration of returning refugees is sustainable. PRM support to NGO partners provided vital assistance to over 560,000 Afghan returnees through programs targeting healthcare, training, gender-based violence prevention and response, water and sanitation improvements, and shelter support, with an emphasis on Afghan women.

"My country is a nation of immigrants, and we are proud to have welcomed so many refugees to our shores. This year alone, we welcomed more than 56,000 refugees from more than 60 countries."

Hillary Rodham Clinton, Secretary of State, Remarks, UNHCR Commemorations Ministerial, December 7, 2011

5. Bureau efforts to **strengthen the multilateral system** have produced results. International humanitarian agencies are making concerted efforts in recent years to better coordinate relief strategies and emergency programs to achieve quicker action and more effective use of resources. With PRM support, UNHCR coordinated the international community's provision of emergency shelter, protection, or camp management for displaced persons in 18 countries during 2011, ranging from Yemen and Zimbabwe to Afghanistan and Chad. The Bureau also supported enhanced training to help UN staff acquire crucial coordination skills in emergency situations.


PRM Populations of Concern, 1994-2010
Population in Millions
50
45
40
35
30
25
20
15
10
5
0
1994
1995
1996
1997
1998
1999
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8.4
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11.4
10.5
10.4
10.5
Refugees
Other Persons of Concern*
Palestinian Refugees

Migration and Refugee Assistance

($ in thousands)	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request	Increase / Decrease
Migration and Refugee Assistance	1,694,604	1,875,100	1,625,400	-249,700
Enduring	1,694,604	1,646,100	1,625,400	-20,700
Overseas Contingency Operations	-	229,000	-	-229,000

The international humanitarian programs of the United States Government provide critical protection and assistance to some of the world's most vulnerable people - refugees, internally displaced persons (IDPs), victims of conflict, stateless persons, and vulnerable migrants. U.S. humanitarian programs reflect who we are as a people, embody our values as a nation to uphold human dignity, and protect and promote basic freedoms. Humanitarian assistance also advances our national security interests. Programs funded through the Migration and Refugee Assistance (MRA) account save lives and ease suffering while upholding human dignity. The FY 2013 MRA request of $1.625 billion will support programs of key international and nongovernmental organization partners to meet basic needs and protect and assist the most vulnerable, particularly women and children. These funds also support solutions to conflict displacement by assisting refugees with voluntary repatriation, local integration, or permanent resettlement in a third country; and foster international engagement on humane and effective migration management and policies. In addressing these needs, MRA-funded programs help stabilize volatile situations, prevent or mitigate conditions that breed extremism and violence, support key regional allies who serve as hosts to many of those who are displaced, and promote a positive image of the United States and the American people, all of which are essential components of U.S. foreign policy.

Highlights:

- Overseas Assistance: In both emergencies and protracted situations, humanitarian assistance helps refugees, IDPs, stateless persons, conflict victims and other vulnerable migrants meet their basic needs and enables them to rebuild their lives. Such support includes the provision of life-sustaining services, including water and sanitation, shelter, and healthcare, as well as programs that provide physical and legal protection to vulnerable beneficiaries. These programs also assist refugees to return voluntarily to their homes in safety and dignity or, when that is not an option, integrate into their host communities.
- Refugee Admissions: Third-county resettlement is a key element of refugee protection and efforts to find solutions to displacement when repatriation and local integration are not viable solutions. As the world's largest resettlement country, the United States welcomes the most vulnerable refugees from a diverse array of backgrounds. Through domestic nongovernmental organization (NGO) partners, these funds help refugees resettle in communities across the United States.
- Humanitarian Migrants to Israel: This funding continues longstanding U.S. Government support for relocation and integration of Jewish migrants, including those from the former Soviet Union, Eastern Europe, and Africa, to Israel.
- Administrative Expenses: The Bureau of Population, Refugees, and Migration is responsible for the oversight of all programs funded through the MRA and ERMA appropriations. Funds requested for FY 2013 will be used to ensure sound stewardship of resources and maximum impact for beneficiary populations and American taxpayers by stressing accountability and transparency in its management and monitoring of these critical humanitarian programs as well as to support the Bureau's diplomatic engagement to advance U.S. Government humanitarian objectives. The largest portion of Administrative Expenses will cover the salary, benefits, and travel costs of U.S. direct hire staff, including regional refugee coordinators posted in U.S. embassies around the world.

Overseas Assistance

($ in thousands)	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request
Migration and Refugee Assistance	1,284,604	1,481,600	1,625,400
Enduring	1,284,604	1,252,600	1,625,400
Overseas Contingency Operations	-	229,000	-

FY 2013 Request

The majority of the FY 2013 MRA and ERMA funding requests will provide USG contributions to the calendar year 2013 requirements of four international organizations (IOs): the United Nations High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross (ICRC), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and the International Organization for Migration (IOM). The U.S. demonstrates strong leadership and commitment to these institutions, with the expectation that other donors – in the spirit of responsibility sharing - will provide commensurate support. Being an early and reliable contributor to these organizations also ensures that they can respond quickly to emerging humanitarian needs.

UNHCR is an indispensable partner for the USG and a critical player in effective multilateral humanitarian response. It is mandated by the UN and through the 1951 Refugee Convention and its 1967 Protocol to lead and coordinate international action to protect refugees and stateless persons and provide durable solutions on their behalf. Through its global network (it is present in 120 countries), and partnerships with other humanitarian assistance providers, UNHCR provides protection, solutions, life-saving assistance and advocacy for approximately 34 million persons of concern, including millions of IDPs pursuant to responsibilities it assumed under UN humanitarian reforms adopted in 2005. UNHCR programs provide legal and physical protection as well as multi-sectoral assistance such as water, sanitation, shelter, food, health care, and primary education. It plays an essential role in seeking permanent solutions for refugees, such as supporting voluntary return and reintegration operations, facilitating local integration of refugees into host country communities, and assisting with third country resettlement.

"Refugees and other displaced people are highly vulnerable to exploitation and abuse, including sexual violence. So we will prioritize prevention and response to sexual violence, along with other lifesaving humanitarian assistance, and help build critical services such as food distribution, emergency education, cash-for-work programs, and health centers around women and their needs, including reproductive health and maternal healthcare."

Hillary Rodham Clinton,
Secretary of State,
Remarks: Women, Peace, and Security,
December 19, 2011

Photo: UNHCR

ICRC has a unique status as an independent humanitarian institution mandated by the Geneva Conventions to protect conflict victims. Its respected neutrality, independence and impartiality often afford ICRC access to areas – and thus to people in need – that the USG and other IO or NGO partners are unable to reach, which makes it an invaluable partner in responding to humanitarian needs. The organization's primary goals are to protect and assist civilian victims of armed conflict (including millions of IDPs), trace missing persons, reunite separated family members, monitor treatment of prisoners of war, and disseminate information on the principles of international humanitarian law.

UNRWA has the sole mandate from the United Nations to provide education, health, relief, and social services to approximately five million registered Palestinian refugees residing in Jordan, Syria, Lebanon, the West Bank, and Gaza. UNRWA also provides emergency food, health, and other assistance to vulnerable Palestinian refugees during humanitarian crises, such as in the West Bank and Gaza. USG support for UNRWA directly contributes to the U.S. strategic interest of meeting the humanitarian needs of Palestinians, while promoting their self-sufficiency. UNRWA plays a stabilizing role in the Middle East through its assistance programs, serving as an important counterweight to extremist elements. Given UNRWA's unique humanitarian role in areas where terrorist organizations are active, the State Department continues to monitor closely UNRWA's obligations to take all possible measures to ensure that terrorists do not benefit from USG funding.

IOM is the leading international organization on migration and an important partner in advancing the U.S. government policy objective of promoting orderly and humane migration. IOM works primarily in six service areas: assisted voluntary returns and reintegration; counter-trafficking; migration and health; transportation; labor migration; and technical cooperation on migration. As international migration issues continue to impact or be impacted by other global trends such as economic downturns, climate change, peace and security, and global health threats, continued active U.S. Government support for IOM assistance programs and diplomatic engagement with the organization is critical.

Photo: IOM

MRA and ERMA funds may also be provided to other IOs and NGOs as required to meet specific program needs and objectives. Other IOs receiving MRA funds in the past include the World Food Program (WFP), the UN Children's Fund (UNICEF), the World Health Organization (WHO), the International Federation of Red Cross and Red Crescent Societies (IFRC), the UN Development Program (UNDP), the UN Population Fund (UNFPA), and the UN Office for the Coordination of Humanitarian Affairs (OCHA). The ten largest of the 64 NGO recipients of funds for overseas assistance in FY 2011 were: the International Rescue Committee, International Medical Corps, International Relief and Development, Mercy Corps, American Refugee Committee, International Orthodox Christian Charities, Save the Children Federation, Catholic Relief Services, Norwegian Refugee Council, and Hebrew Immigrant Aid Society. Funding for NGO programs is typically provided for a twelve-month period.

The Department may reallocate funds among regions or organizations within the Overseas Assistance request in response to changing requirements.

Assistance Programs in Africa

($ in thousands)	FY 2011 Actual	FY 2012 Estimate[1]	FY 2013 Request[1]
Migration and Refugee Assistance	345,822	394,700	400,040

[1] In addition, a portion of the FY 2012 MRA Overseas Contingency Operations funds will be used to provide protection and humanitarian assistance to refugees, internally displaced, and conflict victims in Africa.

FY 2013 Request

The FY 2013 MRA request for Africa assistance aims to provide a predictable level of support for African refugees, IDPs, and conflict victims at minimum international standards. MRA funds will help maintain ongoing protection and assistance programs for refugees and conflict-affected populations in insecure environments such as in Chad, the Democratic Republic of Congo (DRC), and the Central African Republic (CAR) while responding to growing protection and assistance needs in Sudan, South Sudan, Kenya, and other countries in the Horn of Africa. Maintaining first asylum and providing life-saving assistance in the Horn of Africa is a top priority. At the same time, keeping refugee camps secure and neutral and combating gender-based violence (GBV) will continue to be key components of this critical humanitarian programming. FY 2013 MRA funds will continue to support reconstruction and stabilization objectives by providing funding for refugee and displaced return/reintegration operations to the DRC and Côte d'Ivoire, as well as permanent local integration where possible. Successful repatriation to home communities where basic services are available will promote post-conflict recovery and help lay the groundwork for longer-term development.

> *"Since 2003, Chad has welcomed hundreds of thousands of refugees at a difficult time in its own history. Today, we celebrate your hospitality but continue to work toward a day when these refugees can peacefully and voluntarily return to their homes."*
>
> *Hillary Rodham Clinton,*
> *Secretary of State,*
> *Press Statement: Republic of Chad National Day,*
> *August 10, 2011*

Estimated numbers of refugees in Africa now total around 2.7 million. UNHCR is also addressing the needs of many of the 9-10 million IDPs across the continent. In addition, ICRC provides assistance to conflict victims in over 30 countries in Africa. The FY 2013 request will, for example, maintain support for programs providing humanitarian assistance to nearly one million Somali refugees throughout the Horn of Africa region as well as to the growing numbers of Eritrean refugees fleeing persecution and new Sudanese refugees fleeing the conflict between Sudan and South Sudan. Over 280,000 Darfur refugees still displaced in Chad from the enduring conflict in Darfur, over 400,000 Congolese refugees who cannot yet return to their homes in the DRC, 1.5 million of their compatriots who are internally displaced, the long-staying Sahrawi refugees in Algeria, over 150,000 refugees from the Central African Republic, and those Ivoirian refugees who will not yet have left the safety of Liberia and Ghana are also among those across the continent who will be protected and assisted through MRA support.

Repatriation and reintegration are important elements of the post-conflict transition from relief to development that will hopefully be achieved in such places as Côte d'Ivoire and Burundi. Local integration of remaining Burundi and Liberian refugees should be concluding in FY 2013.

FY 2011 Accomplishments

- During the 2011 Libya emergency, PRM's three main partners – UNHCR, ICRC, and IOM – played critical roles in setting up transit camps, transporting migrants to their home countries, evacuating people from cities under siege, and bringing relief to those displaced and caught in the fighting. Over 300,000 third-country nationals fled the country, the vast majority of whom were repatriated by IOM to their countries of origin.
- With PRM support, UNHCR and NGO partners significantly ramped up health and nutrition activities to respond to the needs of newly arriving Somali refugees in Kenya and Ethiopia. At the end of 2011, there were more than 950,000 Somali refugees in the Horn of Africa, of whom nearly 300,000 fled in 2011 alone. Humanitarian assistance included emergency vaccination campaigns to respond to measles outbreaks; reinforced water, sanitation, and hygiene programming to deal with cholera outbreaks; and strengthened therapeutic feeding to treat children suffering from acute malnutrition.

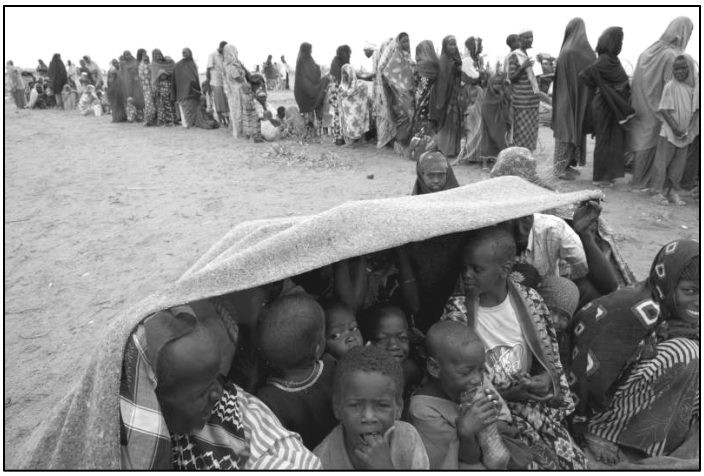


Photo: UNHCR

- PRM's support for UNHCR, ICRC, IOM, and NGO partners was also essential to the robust emergency response in Côte d'Ivoire, providing life-saving multi-sectoral assistance, including camp construction and management, distribution of non-food items, and provision of health care and water and sanitation services, for more than 200,000 refugees and one million displaced within Côte d'Ivoire.
- In FY 2011, UNHCR closed the last two remaining camps for Congolese refugees in Zambia following the October 2010 departure of the final repatriation convoy to the DRC. PRM support to UNHCR helped 47,000 refugees return to the DRC from Zambia in the past four years.
- In FY 2011, ICRC, with PRM support, provided seeds and tools to nearly 500,000 conflict-affected people in Darfur to promote livelihoods development and self-sufficiency.
- Since the warring parties in Uganda signed an agreement to cease hostilities in 2006, almost all of the approximately 1.2 million Ugandan IDPs have returned to their villages. As a result, more than 240 IDP camps have been closed. UNHCR has provided critical reintegration assistance to these IDPs, including safe water, roads, schools, health centers, police posts, and other infrastructure.

FY 2012 Objectives

- Rapidly respond to the protection and assistance needs of any new outflows of refugees from Sudan, South Sudan, and Somalia.
- Support UNHCR and ICRC efforts to improve protection and assistance for refugees, detainees, and other populations of concern in Libya.
- Maintain strong support for GBV prevention and response programming in eastern DRC.
- Work closely with the new Egyptian government to develop more humane policies concerning refugees, asylum seekers, and migrants.
- Improve targeted protection and assistance for urban as well as lesbian, gay, bisexual, and transgender (LGBT) refugees in Uganda through dialogue and advocacy with the Government of Uganda.
- Promote security in Somali refugee camps in Kenya and Darfur refugee camps in Eastern Chad.

Assistance Programs in East Asia

($ in thousands)	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request
Migration and Refugee Assistance	38,300	45,400	46,700

FY 2013 Request

The FY 2013 request will maintain strong support to UNHCR, ICRC, and other IO and NGO programs throughout East Asia, including those that address the protection and humanitarian assistance needs of highly vulnerable populations such as North Koreans outside the Democratic People's Republic of Korea (DPRK) -- in accordance with the North Korean Human Rights Act -- and Burmese Rohingya living outside official refugee camps in Bangladesh, as well as stateless persons in the region.

Burmese refugees, the majority of whom have been displaced for over 27 years, continue to comprise the single largest refugee group in East Asia. Currently, there are some 277,000 registered Burmese refugees and asylum seekers in Thailand, Malaysia, Bangladesh, India, and elsewhere as well as approximately 800,000 stateless Rohingya in Burma. Although we have seen encouraging progress by the new Burmese government, including allowing UN access to conflict-affected areas in December 2011 to provide assistance to IDPs, access by international humanitarian organizations remains limited and conflict continues in Burma. The FY 2013 MRA request will help UNHCR continue to improve humanitarian conditions both for Burmese refugees and asylum seekers in the region and for vulnerable Rohingya and other ethnic minorities displaced by ongoing conflict in Burma. Continued MRA support for aid organizations working along the Thai-Burma border will help provide food security to Burmese refugees and asylum seekers and will help maintain the health and nutritional status of this population.

FY 2011 Accomplishments

- Within two weeks of Secretary Clinton's visit to Burma in December 2011, UNHCR, UN OCHA, UNICEF, and WFP were granted access to the Kachin displaced by the Burma-China border, one of the worst-affected conflict areas, in order to provide assistance.
- In Thailand, approximately 400,000 migrants have received documentation of their nationality as a result of the ongoing nationality verification exercise being undertaken in cooperation with Cambodia, Laos, and Burma.
- ICRC, with the National Societies of Cambodia and Thailand, provided emergency material assistance to 90,000 people temporarily displaced after border clashes in February and April 2011. In addition to receiving hygiene items, some 3,500 detainees in 11 prisons received better living conditions thanks to the upgrading and maintenance of infrastructure by engineers from the General Department of Prisons in cooperation with the ICRC.
- In Malaysia, PRM funding to A Call to Serve, Health Equities Initiative, Malaysian Care, and International Catholic Migration Commission provided much needed healthcare, mental health and psychosocial support, gender-based violence prevention and response, and education to one-third of the urban Burmese refugee population who did not previously have access to these services.
- PRM engaged in humanitarian diplomacy to advocate for the most vulnerable populations across the region. These efforts contributed to progress in the following areas:
    - In November 2011, the Government of Malaysia announced that it will undertake a joint exercise for the first time with UNHCR to register refugees and asylum seekers. This development marks a watershed moment for Malaysia in regularizing refugees' status, setting the stage for work authorizations, and will protect refugees from arbitrary detention and exploitation.
    - PRM completed negotiations with the Government of Laos in July 2011 on the assistance package to the Lao Hmong returnees through IOM that includes: 1) medical and healthcare supplies, medical equipment and ambulances for the clinics at the Phonekham returnee village; 2)

mini-tractors to assist the Lao Hmong returnees in agricultural production to enhance food security; and 3) construction of a school.

- The Government of Vietnam (GVN) naturalized over 2,300 stateless persons of Cambodian origin; ethnic Vietnamese women who had lost their citizenship through marriage to foreigners are now able to reacquire it. Both the GVN and the Lao People's Democratic Republic have included a definition of "stateless person" in their nationality laws, which will help identify statelessness.
- Between January and May 2011, ICRC, in conjunction with the Philippine Red Cross, provided 103,600 vulnerable people with food, 113,400 with essential household items and 26,200 with agricultural or fishing inputs. Assistance activities focused on helping remote conflict-affected communities in the Visaya and former IDPs and vulnerable residents in Central Mindanao.

FY 2012 Objectives

> *"They [Government of Burma] need to begin to look at how they resolve these ethnic conflicts that have driven tens of thousands of Burmese of different ethnicities into refugee status."*
>
> *Hillary Rodham Clinton,*
> *Secretary of State,*
> *Interview with Chuck Todd of NBC News,*
> *November 18, 2011*

- Provide protection and life-saving assistance to roughly 150,000 Burmese refugees and asylum seekers on the Thai-Burma border, and Burmese civilians displaced by ongoing conflict by engaging the Royal Thai Government (RTG) and encouraging other donors to continue to fund humanitarian assistance activities.
- Press the RTG to fully resume the Provincial Admissions Boards (asylum screening process) to determine the status of the estimated 60,000 unregistered camp residents.
- Continue to support self-reliance opportunities and the implementation of the Strategic Framework for Durable Solutions developed by UNHCR and NGOs working on the Thai-Burma border.
- Urge the Government of Bangladesh (GOB) to establish a national refugee policy that the central government communicates and encourages adherence to by all local government authorities in Cox's Bazar district. Continue to urge the GOB to allow international NGOs to operate and to resume third country resettlement of the most vulnerable.
- Urge the Government of Burma to work in cooperation with UNHCR and the international community in seeking durable solutions for the stateless Rohingya, including pressing for the repeal of the 1982 Citizenship Law.

- Ensure that the Rohingya benefit from UNHCR's service expansion in northern Rakhine State, Burma in the sectors of healthcare, education, water and sanitation, agriculture, infrastructure, community mobilization, and self-reliance opportunities.
- Encourage the Government of Malaysia's commitment to develop an administrative framework for refugee protection.
- Strengthen protection for North Korean asylum seekers and refugees.

Assistance Programs in Europe

($ in thousands)	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request
Migration and Refugee Assistance	49,700	46,100	31,000

FY 2013 Request

The FY 2013 request will address ongoing humanitarian needs of displaced and vulnerable populations in protracted situations in the Balkans, Georgia, and throughout the Caucasus, including in North Caucasus regions (Chechnya, Ingushetia and North Ossetia) of the Russian Federation. It will support efforts to strengthen asylum regimes and reduce statelessness in these areas and in Central Asia where it will also support efforts to prevent and/or mitigate humanitarian crises stemming from inter-ethnic violence and promote emergency preparedness. Approximately 1.3 million individuals are displaced or stateless throughout the Caucasus and Central Asia, and requested FY 2013 funding will be important in providing protection and assistance to save lives and alleviate suffering in the region. In the insecure North Caucasus, the FY 2013 request places a priority on protection, particularly of women and girls, and on capacity-building and legal assistance to enable self-reliance and facilitate access to shelter and essential services, including medical care. In Georgia, vulnerable populations unable to return to the Russian-controlled breakaway regions of Abkhazia and South Ossetia continue to need assistance integrating into other areas of Georgia. The request will support a minority of Georgians who have been able to return to the southernmost part of Abkhazia but face difficulties reintegrating into a war-ravaged region. Programs will also seek to address the needs of significant populations of Iraqi, Afghan, Chechen, and other refugees in the Caucasus and elsewhere in the region.

Approximately 440,000 refugees and IDPs remain displaced throughout the Balkans. In 2011 the U.S. government worked with UNHCR and the European Union to bring the international community together with Bosnia & Herzegovina, Croatia, Montenegro, and Serbia in a regional program aimed at resolving the key outstanding issues of the protracted refugee situation in the Balkans. The FY 2013 request will support that effort while continuing to provide needed support to returnee populations in Kosovo and Bosnia and 210,000 displaced persons from Kosovo in Serbia who remain displaced but are not part of the regional program.

"Humanitarian diplomacy is as important a part of PRM's mandate as is our programming. …Our efforts helped bring Balkan governments together to close a painful chapter in their shared history and to find dignified and durable solutions for 74,000 people who otherwise had little hope of a better future. We will continue our advocacy on behalf of other people caught in protracted situations and look forward to your continued support and partnership."

David M. Robinson,
Acting Assistant Secretary,
Letter to the Humanitarian Community,
November 22, 2011

FY 2011 Accomplishments

- PRM's humanitarian diplomacy achieved great progress in resolving the protracted refugee situation in the western Balkans, where the foreign ministers of Bosnia and Herzegovina, Montenegro, Croatia and Serbia signed a joint declaration aimed at providing durable solutions to 74,000 of the most vulnerable remaining refugees and IDPs in the four countries.
- In 2011, UNHCR worked very successfully with the Government of Turkmenistan on reducing residual statelessness resulting from the dissolution of the Soviet Union. Turkmenistan acceded to the 1954 Convention relating to the Status of Stateless Persons and incorporated its provisions into law. With PRM support, UNHCR worked with the Turkmen government to conduct a country-

wide mobile registration campaign that registered approximately 8,000 stateless persons, thus bringing the total registered to 20,000 since 2007. More than 3,000 people whose stateless status had been verified were granted Turkmen citizenship by presidential decree, with more expected.

- With PRM support, ICRC began shifting its activities in Kyrgyzstan from emergency relief to early recovery, enabling 11,190 violence-affected people to restore their livelihoods through micro-economic initiatives and the distribution of high-quality seed. With this support, some 1,500 farming families – 9,450 people in all – were able to resume planting crops. ICRC continued to implement water supply projects aimed at improving access to clean water for some 20,000 urban residents.
- With PRM support, IO partners responded to the protection and assistance needs of Tunisians, Libyans, and other nationalities fleeing to Europe by boat as a result of instability in North Africa. Throughout the upheaval, PRM proactively engaged the EU and European governments on the importance of treating migrants humanely.
- In Armenia, ICRC provided psychological and social support to more than 60 families of missing persons, in partnership with the National Society and ICRC-trained local partners, as part of a pilot project.

FY 2012 Objectives

- Support regional efforts to bring closure to the protracted refugee situation in the western Balkans.
- Build the capacity of partner governments in Central Asia to protect and assist refugees, resolve statelessness, and humanely address mixed migration flows.
- Coordinate humanitarian efforts to promote durable solutions for IDPs in Abkhazia, support integration of IDPs in undisputed regions of Georgia, and support initiatives that will address cross-boundary humanitarian needs between South Ossetia and undisputed Georgia.
- Support capacity-building and legal assistance to facilitate IDP integration, self-reliance, and access to services and housing in the North Caucasus.

Assistance Programs in the Near East

($ in thousands)	FY 2011 Actual	FY 2012 Estimate[1]	FY 2013 Request[1]
Migration and Refugee Assistance	533,300	443,690	476,820

[1] In addition, a portion of the FY 2012 MRA Overseas Contingency Operations funds will be used to provide protection and humanitarian assistance to refugees, internally displaced, and conflict victims in the Near East.

FY 2013 Request

The FY 2013 request will maintain core support for UNHCR, ICRC, and UNRWA activities throughout the region. This request incorporates funding for protection and assistance programs for Iraqi refugees, conflict victims, and displaced persons inside Iraq. PRM programs for Iraqis in the region are increasingly focused on supporting conditions for return to and local integration within Iraq. At the same time, this FY 2013 request will continue support for critical humanitarian programs of IO and NGO partners to meet basic needs for Iraqi refugees in Jordan, Syria, and Lebanon.

The FY 2013 request also includes support to UNRWA as the sole UN agency providing education, health care, and other assistance to over five million Palestinian refugees in Gaza, the West Bank, Lebanon, Syria, and Jordan, funding that is essential in meeting basic humanitarian needs that otherwise would likely be met by extremist groups, particularly in Gaza and Lebanon. The FY 2013 request includes support for UNRWA's General Fund, and its emergency activities in the West Bank and Gaza, as well as modest support for relief needs in Lebanon. USG support for UNRWA also focuses on promoting self-reliance among Palestinian refugees. The FY 2013 request includes support for Yemeni IDPs and conflict victims affected by the violence in northern Yemen and ongoing unrest that began in late January 2011, including the military operations against al-Qaida in the Arabian Peninsula. This assistance will focus primarily on providing shelter, food and water, medical care, protection, and other emergency assistance.

FY 2011 Accomplishments

- With PRM support to UNHCR and others, over 260,000 Iraqi IDPs and refugees returned to their areas of origin inside Iraq in 2011. The Iraqi government increased its stipend to all returnees upon arrival and PRM-funded partners provided a range of assistance including community revitalization, improving access to water and sanitation, livelihoods, and psychosocial support.
- UNHCR, with PRM support, provided shelter to 250 displaced families in Karbala on land given by the Iraqi government. PRM supported an IOM project that provided livelihood assistance to more than 4,200 IDPs and supported Community Action Projects that benefited more than 32,000 people. PRM funding also helped ICRC provide training for 900 health personnel, upgrade 16 water treatment centers, and enroll 8,700 IDPs in a cash-for-work program.
- U.S. government advocacy prompted the appointment of an Iraqi National Coordinator for Displacement Affairs. The National Coordinator is a focal point to strengthen Iraqi government support to the displaced.
- The U.S. government successfully advocated for Iraqi refugees to have the right to work in certain sectors of the legal labor market in Jordan and is working with partners to register them for work permits.
- With PRM support, UNHCR was able to assist nearly 20,000 newly displaced Yemenis in finding shelter outside of public facilities. UNHCR and other PRM partners also provided assistance to over 450,000 displaced persons and conflict victims in Yemen, which included protection, emergency health care, food, and emergency relief supplies.
- UNRWA continued to manage one of the largest primary education systems in the Middle East with 691 schools serving nearly 500,000 school children. It also provided primary healthcare to millions of Palestinian refugees and addressed the acute poverty needs of the most vulnerable Palestinian refugees.

- In the summer of 2011, UNRWA conducted its fifth annual Gaza Summer Games. Despite an attack by militants on the UN Summer Games facility, who burned a UN flag, set fire to a large billboard, and torched the stage, UNRWA's Gaza office staff and volunteers kept the Summer Games running safely for more than 250,000 children.
- PRM provided Taft Fund grants to two organizations in Israel to provide medical and psycho-social assistance to over 1,000 African migrants as well as public advocacy for the full population of roughly 50,000 African migrants in Israel.

"It has been a year of enormous political, security, and humanitarian challenges across the globe, and…our latest travel to Jordan and Lebanon demonstrated why our work remains so very important.

…I saw first-hand the conditions of displaced Syrians who fled the violence of the Asad regime. Jordan, Lebanon, and Turkey are providing lifesaving support for some 15,000 who already left Syria and our international and non-governmental organization partners on the ground are doing a terrific job in coordination with them."

Kelly T. Clements,
Deputy Assistant Secretary,
Letter to the Humanitarian Community,
December 20, 2011

FY 2012 Objectives

- Provide emergency assistance and protection to displaced persons and conflict victims in Syria and Yemen through funding to UNHCR, UNRWA, and other IOs, as well as advocacy with host governments, to contribute to overall regional stability.
- Continue to engage with regional governments, international and non-governmental partners, and potential donors on behalf of Iraqi refugees, advocating for continued access to public education and health care in Jordan and Lebanon and increased operational space for humanitarian organizations in the region.
- Work with IO partners to ensure continued access to assistance for Iraqi refugees in neighboring countries.
- Collaborate with humanitarian partners to target gaps in basic needs for Iraqi refugees, particularly in the fields of cash assistance, shelter, education, and health care.
- Support the Government of Iraq National Coordinator for Displacement Affairs in taking initiative to lead government and international actors on displacement issues.
- Support Government of Iraq efforts to contribute land to IDPs through grants or long-term leases and to provide related basic services, both on sites currently inhabited by IDPs and new locations.
- Work with IO partners to ensure continued access to assistance for Iraqi and Palestinian refugees in Syria.
- Continue coordination and communication with UNRWA to ensure compliance with conditions for USG funding under section 301(c) of the 1961 Foreign Assistance Act and that it takes all possible measures to prevent terrorists from benefiting from USG funding to UNRWA.

- Support UNRWA's efforts to continue to further strengthen the quality of its programming and expand its donor base to help ensure humanitarian needs of Palestinian refugees are met.
- Advocate with the Yemeni government and other relevant local actors for improved security and access for humanitarian aid workers.
- Work with the Government of Israel to strengthen its protection for asylum seekers within its nascent asylum regime.
- Encourage the UN to take a more proactive role in supporting government efforts to resolve the problems of the stateless Bidoon in Kuwait and enhance outreach to the Bidoon community.

Assistance Programs in South Asia

($ in thousands)	FY 2011 Actual	FY 2012 Estimate[1]	FY 2013 Request[1]
Migration and Refugee Assistance	105,650	87,955	107,600

[1] In addition, a portion of the FY 2012 MRA Overseas Contingency Operations funds will be used to provide protection and humanitarian assistance to refugees, internally displaced, and conflict victims in South Asia.

FY 2013 Request

Afghanistan and Pakistan remain top foreign policy priorities, and the FY 2013 request continues support for Afghan refugees, returnees, and displaced throughout the region and Pakistanis displaced by continued conflict in Pakistan. Approximately 6 million refugees have returned to Afghanistan since 2002 in UNHCR's largest and most successful voluntary repatriation operation to date. UNHCR estimates that up to 162,000 Afghan refugees per year may return through UNHCR's repatriation operation in FY 2012 and FY 2013. At the same time, Afghanistan has an estimated population of some 450,000 internally displaced persons (IDPs). Afghanistan's absorption capacity, however, continues to be strained by insecurity, corruption, and a lack of physical infrastructure and human resources. This FY 2013 request includes funding to meet the basic needs of Afghan returnees and IDPs, including shelter, water, health services, livelihood opportunities, and education. At the same time, continued humanitarian assistance will be required for approximately 1.7 million Afghan refugees in Pakistan and one million Afghan refugees in Iran expected to remain displaced in FY 2013. Assistance will be provided in line with the Afghan government's five-year Afghanistan National Development Strategy, for which 2013 represents its fifth year, and final, year. As the U.S. moves toward transition of its military forces out of Afghanistan and transfer of authorities to Afghan military and civilian leads, maintaining humanitarian programs that focus on income generation and protection activities for populations of concern will remain essential in FY 2013. At the same time, PRM will continue capacity-building efforts with the Afghan government so that more of those programs can be transitioned to Afghan government responsibility and control.

The security situation in Pakistan is expected to remain volatile in FY 2013. At the close of 2011, about 853,000 people remained displaced due to militant activity and military operations in the northwest. There is no indication that the conflict in northwest Pakistan will ease any time soon, or that the needs of Pakistani IDPs, returnees, and other conflict victims will diminish from FY 2012 to FY 2013. Failure to provide humanitarian assistance could make these populations lose faith in civilian-led government institutions and become vulnerable to extremist influence. Furthermore, Pakistan continues to struggle to recover from catastrophic flooding in 2010-2011.

Assistance programs in South Asia will also support humanitarian needs of Tibetans in Nepal and India, Bhutanese refugees in Nepal, Sri Lankan refugees in India, and remaining IDPs and returning refugees in Sri Lanka. Services provided to the Tibetan community in Nepal fall into two categories: protection and reception services for safe transit of refugees to India; and support for infrastructure, livelihoods and water and sanitation for the longer-staying refugee community in Nepal. In India, assistance for Tibetans is focused primarily on health and education services, with an increasing orientation toward creating long-term sustainability by focusing on livelihoods. By 2013, if current resettlement trends continue, the population of camp-based Bhutanese refugees in Nepal will be significantly reduced. The FY 2013 request will assist the population remaining in camps while large-scale resettlement continues. Overall, progress on the number of Sri Lankan IDPs who have returned to their areas of origin has been significant and refugee returns are increasing, with an estimated 226,000 returns between August 2009 and September 2011. By FY 2013, UNHCR operations in Sri Lanka will focus on supporting refugee returns and integrating the returnees into larger assistance programs in Sri Lanka.

FY 2011 Accomplishments

- With PRM support to UNHCR and others, over 68,000 Afghan refugees returned to Afghanistan in 2011. UNHCR, ICRC, and NGO partners were able to provide Afghan returnees with basic reintegration assistance, a $150 cash grant per family member, and shelter support for especially vulnerable cases; assist thousands of Pakistani IDPs to return to their homes; and help over 100,000 people survive the effects of Pakistan's 2011 monsoon season.
- Under a new agreement among UNHCR, the Iranian government, and a local insurance company, one million Afghan refugees and 41,000 Iraqi refugees in Iran will benefit from health insurance. Iran's Ministry of Interior also agreed to issue one-year ID cards to all registered Afghan refugees in Iran, as opposed to the six-month cards refugees previously held.
- With PRM's encouragement, UNHCR developed a plan to consolidate the decreasing number of Bhutanese refugees in Nepal into two camps from seven by the end of 2012 and to institute programs to build support for local integration for those unable or unwilling to resettle to third countries or return voluntarily to Bhutan.
- In 2011, PRM programs supported approximately 70,000 Sri Lankan refugees living in 114 refugee camps across 26 districts of Tamil Nadu State, India, and some 30,000 stateless refugees. UNHCR facilitated the return of over 1,600 refugees to Sri Lanka in 2011.
- The international community successfully advocated for the release of the 23 Tibetans who were detained for 11 days by Nepali authorities.

FY 2012 Objectives

- Meet the humanitarian assistance needs of and maintain protection space for refugees, returnees, IDPs, and victims of conflict in Afghanistan and Pakistan through dialogue with national governments, international organization and NGO partners, USG counterparts, and other donors.
- Support durable solutions for registered Afghan refugees and returnees, vulnerable Afghan migrants, and Bhutanese refugees.
- Ensure improved humanitarian conditions for the protection of Sri Lankan IDPs, returnees, and refugees. Continue PRM support for Sri Lankan refugees in Tamil Nadu, with an emphasis on documentation for and restoring citizenship to the 30,000 stateless Tamil refugees.
- Enhanced protection of and assistance to vulnerable Tibetans in South Asia. Use diplomatic efforts to maintain international commitment to and implementation of the Gentlemen's Agreement, whereby Tibetans arriving in Nepal are allowed to transit Nepal en route to India.
- Coordinate with U.S. Embassies and USAID to explore opportunities to enhance protection and assistance for urban Afghan, Pakistani, and Burmese refugees in New Delhi, India (estimated population 20,000); Kathmandu (estimated population of 300); and Colombo, Sri Lanka (estimated population 300).
- Advocate with the Government of Nepal to change provisions in the draft constitution so that citizenship is derived from either parent, and press for equal nationality rights for men and women.

Assistance Programs in the Western Hemisphere

($ in thousands)	FY 2011 Actual[1]	FY 2012 Estimate[2]	FY 2013 Request
Migration and Refugee Assistance	57,084	53,855	47,200

[1] The FY 2011 actual figure includes $8 million transferred from ESF into MRA per the Full-Year Continuing Appropriations Act, 2011 (P.L. 112-10).
[2] The FY 2012 estimate includes $7 million transferred from ESF into MRA, per the Department of State, Foreign Operations and Related Programs Appropriations Act, 2012 (P.L. 112-74).

FY 2013 Request

The request supports protection and assistance for the 150,000 Colombians expected to be newly displaced inside Colombia in FY 2013 as well as for Colombian asylum seekers and refugees in neighboring countries. Ongoing violence in Colombia has displaced an estimated four million IDPs, Colombian refugees and other persons of concern, including approximately 403,000 in Ecuador, Venezuela, Panama and Costa Rica, and their protection and assistance needs are expected to continue into FY 2013. At the same time, the FY 2013 request supports opportunities for refugee and IDP returns that may arise as the Colombian government continues to re-establish state presence throughout the country and implements a new Victims and Land Restitution law which seeks to restore land and provide reparations to victims of the conflict, 90 percent of whom are IDPs. The FY 2013 request will also support the regional programs of UNHCR to protect and assist refugees, stateless persons and asylum seekers and programs of ICRC and IOM throughout the Caribbean. Haiti will remain a fragile state in FY 2013, and ICRC will continue to provide health care and improve water systems in conflict affected neighborhoods of Port au Prince and monitor prison conditions nationwide. IOM will continue to respond to emerging protection gaps, particularly in the fields of assistance to survivors of gender-based violence. The FY 2013 request allows the Department to meet its commitment to support the Migrant Operations Center at the Guantanamo Bay Naval Base under Executive Order 13276. The Department is responsible for migrants determined to be in need of protection as well as assistance with their initial resettlement in third countries.

"Despite bearing the brunt of society's political and economic challenges, women across the Americas continue to drive democratic change and social equality. I have met with women leaders in Brazil who are fighting the scourge of human trafficking. …In Colombia, women are defending the rights of the 3 million internally displaced people. …Yet, despite these heroic examples, women remain marginalized by outdated legislation and lackluster law enforcement. As countries seek to establish more stable rule of law and respected judicial systems, the role of women will be tantamount to their success."

Maria Otero, Under Secretary for Democracy and Global Affairs, Remarks: Transforming Public Security in the Americas, May 10, 2011

FY 2011 Accomplishments

- In Colombia, which contains the world's largest IDP population, PRM provided assistance to IDPs during their initial phase of displacement. PRM contributions to UNHCR facilitated the organization's "protection by presence" strategy, and its work to develop the Government of Colombia's legal framework for IDPs and translate it into practical policies at the local level. Our contributions to UNHCR also supported specific activities with vulnerable groups, including indigenous peoples, Afro-Colombians, women, and children.
- PRM funding also supported ICRC's distribution of assistance to displaced Colombians, including in areas lacking a government presence. As of September 2011, ICRC provided food assistance, non-food items, and water and sanitation services to over 30,000 displaced persons and facilitated health-care access in four conflict zones benefitting more than 15,000 people. ICRC, together with the Colombian

Red Cross, provided emergency assistance to some 19,000 newly displaced people and 14,000 residents affected by the conflict and floods.

- PRM contributions have enabled IOM to assist refugee-hosting communities along Ecuador's northern border through infrastructure projects and other support that improves the quality of life of both the Colombian refugees and local populations. For example, IOM's Improved Potable Water System in Palma Real within the province of Esmeraldas benefitted a total of 1,200 beneficiaries in FY 2011. Since 2001, some 550,000 people have benefitted from the construction of 259 potable water and sewage systems, 94 vehicular and pedestrian bridges, improvement of roads, and the strengthening of civil society and local governments.
- With PRM support, IOM refocused its programming in northwest Haiti to discourage dangerous departures by sea through communications campaigns while building the capacity of the Haitian government to address irregular migration out of the country.

FY 2012 Objectives

- Continue to improve the capacity of the Colombian government and neighboring countries to protect and assist IDPs and refugees, particularly in areas of rural displacement.
- Build the capacity of the Haitian government to play a leadership role in preventing and responding to irregular migration.
- Address protection needs and durable solutions of refugees, asylum seekers, and other vulnerable migrants in the Caribbean.
- Participate in regional coordination on Caribbean migration and ensure USG contingency plans are in place to address potential mass migration. Pursue resettlement opportunities for migrants interdicted in the Caribbean who are found to have protection concerns.

Protection Priorities

($ in thousands)	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request
Migration and Refugee Assistance	136,548	156,500	140,030

FY 2013 Request

The FY 2013 request supports the core capacities of key humanitarian partners to respond to humanitarian needs, including support for UN management reform efforts that are critical to the U.S. Government's broader UN reform agenda. By providing strategic support to headquarters operations of UNHCR and ICRC, MRA funding ensures that international and non-governmental organizations have the tools to respond quickly and effectively to emerging crises, improve the safety of humanitarian workers in increasingly insecure environments, and enhance accountability through results-based management reforms. Funds are also included to support the U.S. Government's humanitarian response capability. This request supports global humanitarian and Congressional priorities, such as: protecting the most vulnerable populations, including refugee and displaced women and children, as well as lesbian, gay, bisexual, and transgender (LGBT) refugees; addressing the pernicious problem of sexual and gender-based violence (SGBV); achieving durable solutions for those in protracted refugee situations; identifying and addressing needs of increasing numbers of refugees in urban environments; and seeking to and strengthening accountability and the effectiveness of international humanitarian response through improved performance data collection and analysis, innovative research, and evaluation.

"This morning, back in Washington, President Obama put into place the first U.S. Government strategy dedicated to combating human rights abuses against LGBT persons abroad. Building on efforts already underway at the State Department and across the government, the President has directed all U.S. Government agencies engaged overseas to combat the criminalization of LGBT status and conduct, to enhance efforts to protect vulnerable LGBT refugees and asylum seekers, to ensure that our foreign assistance promotes the protection of LGBT rights, to enlist international organizations in the fight against discrimination, and to respond swiftly to abuses against LGBT persons."

Hillary Rodham Clinton,
Secretary of State,
Remarks: International Human Rights Day,
December 6, 2011

FY 2011 Accomplishments

- PRM supported UNHCR's technical assistance for birth registration in selected countries and strengthened its capacity for Best Interest Determinations for vulnerable refugee children, supported UNHCR child protection initiatives in Kenya, Uganda, and Ethiopia, as well as the agency's review of education programs.
- With MRA funding set aside to address emergency needs, the Bureau responded quickly to emerging humanitarian crises in the Horn of Africa, Libya, Yemen, and Côte d'Ivoire. This funding proved critical to ensuring a rapid response during the immediate onset of these crises.
- PRM has invested in efforts to address assistance, protection, and durable solutions for LGBT refugees and asylum seekers. PRM supported research focused on identifying threats and discrimination experienced during displacement, psychosocial coping mechanisms, and existing gaps between perceived understandings of sexual orientation and gender-based persecution and actual experiences of sexual minority refugees. With this knowledge, the humanitarian community will be better able to design programs that include this population and offer targeted protection and assistance when necessary.
- In addition to contributions provided to UNHCR, ICRC, IOM, and UNRWA, PRM increased to 38 percent the activities by NGOs and other IOs that included gender-based violence (GBV) prevention and response (up from 30 percent in FY 2010), with PRM-funded GBV programs totaling over $18

million. For example, PRM funded a project in South Kivu, Democratic Republic of the Congo, to empower refugee women through literacy, vocational, and business skills training, as well as to provide access to support services for GBV survivors.

- With support from PRM, UNHCR finalized a new multi-year strategy for the protection of children of concern to UNHCR, developed in consultation with partner organizations as well as beneficiary children and adolescents. The strategy will facilitate and strengthen protection for children and increase predictability in UNHCR's protection interventions for children.
- As part of its overall objective to improve its response to women in conflict situations, ICRC released a tool to assist field delegates in addressing the needs of women affected by armed conflict. The checklist provides concise and practical guidance for identifying, addressing, and responding to these needs when planning, implementing, and evaluating ICRC programs and activities.
- With support from PRM, UNHCR developed e-learning courses to train UNHCR staff on implementation of its urban refugee policy.
- PRM funded 20 American Junior Professional Officers in key UNHCR locations around the world and supported the deployment of over 300 protection officers to 70 countries from the Surge Protection Capacity Project managed jointly by UNHCR and the International Rescue Committee.
- PRM funded innovative research on best practices in addressing protracted refugee situations, providing protection and assistance in urban areas, and support for livelihoods. This research resulted in the development of tools to assist practitioners on conducting needs assessments for vulnerable refugees.
- Given that reproductive health is an integral part of UNHCR's public health programs, PRM supported UNHCR's work in Djibouti, Ethiopia, and Kenya focusing on ensuring that the Minimum Initial Services Package (MISP) for reproductive health was employed, which helped to reduce maternal and neonatal mortality and morbidity.
- Our support for the UN Office for the Coordination of Humanitarian Assistance focused on enhancing UN country-level coordination as well as the implementation of important UN humanitarian reform efforts.

FY 2012 Objectives

- Ensure rapid initial response to emerging humanitarian crises.
- Sustain UN reform efforts that strengthen the international humanitarian architecture, which is essential for effective emergency response and protection of vulnerable populations.
- Maintain strong support for programs that ensure protection of conflict-affected women and children, including prevention and response to GBV.
- Exert global leadership addressing the specific protection needs of LGBT populations of concern.
- Strengthen the performance of the protection cluster for internally displaced persons, including UNHCR leadership of the protection cluster in conflict-related displacement situations.
- Continue to improve the capacity for evidence-based decision making within the State Department and its international partners, thereby promoting accountability on behalf of American taxpayers and maximizing the positive impact of humanitarian programs for beneficiaries.
- Improve protection of refugee and stateless children by expanding access to education and birth registration.

Migration

($ in thousands)	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request
Migration and Refugee Assistance	18,200	24,400	16,010

FY 2013 Request

The FY 2013 request supports USG migration objectives to protect and assist asylum seekers and other vulnerable migrants, and to advance orderly and humane migration policies throughout the world, in order to enhance security and stability and promote fundamental principles of human rights. MRA funds support ongoing national and regional efforts to build the capacity of governments to develop and implement migration policies and systems that effectively protect and assist asylum seekers and other vulnerable migrants and discourage irregular migration in Africa, Asia, Latin America, the Caribbean, and Europe. These funds are especially important given the increase in mixed population flows that include refugees, asylum seekers, stateless persons, smuggled migrants, and/or victims of human trafficking in all regions of the world. The FY 2013 request also provides modest but essential funding for assistance to the world's most vulnerable migrants, primarily through IOM. These efforts include programs to protect, assist, and reintegrate victims of xenophobic attacks, human trafficking, and other human rights abuses. The Migration request also includes funds for the USG's assessed contribution to IOM and tax reimbursement for its U.S. employees.

FY 2011 Accomplishments

- The United States demonstrated leadership in international migration policy by chairing the Intergovernmental Consultations on Migration, Asylum and Refugees (IGC) in Europe, North America, Australia and New Zealand from June 2010 to June 2011. As chair, the USG promoted protection of vulnerable migrants during humanitarian emergencies, which proved especially relevant during the crisis in Libya, given the ensuing stream of migrants toward southern Europe.
- PRM led the USG delegation to the Global Forum on Migration and Development in Mexico in November 2010. The delegation engaged governments as well as NGOs, diaspora associations, academics, trade unions and other civil society actors on key migration issues.
- The protection of vulnerable migrants improved throughout the Horn of Africa as a result of PRM support for IOM's efforts to develop response capacity and enhance coordination via the Maritime Migration Task Force and outmigration prevention strategies. In Yemen, PRM supported the development of a local government multi-disciplinary task force to discourage irregular migration. The Bureau also funded three major awareness campaigns reaching nearly 300,000 people in Somaliland, Puntland, and Djibouti.

Photo: IOM

- In Southern Africa, PRM programs addressed xenophobic violence, provided direct assistance to migrant victims of violence, and supported IOM and UNHCR in training local authorities on migrant rights and protection. IOM persuaded the Government of Zimbabwe to lower the cost of passports, leading to increased protections for Zimbabwean farm workers in South Africa.

- In Central America, the Bureau supported the voluntary return of highly vulnerable migrants – including unaccompanied minors, migrants who have been subjected to violence, and the sick or disabled – in an efficient and humane manner. In the past year, the Regional Conference on Migration's Vulnerable Migrants Fund has nearly doubled the number of individuals assisted (from 115 to 207).
- PRM expanded programming in Southeast Asia to address the protection and assistance needs of vulnerable migrants in Thailand, Vietnam, and Burma and, through IOM, increased awareness of safe migration practices in the Greater Mekong sub-region and Malaysia. For example, IOM conducted a training workshop for village leaders in Lao People's Democratic Republic, and developed a training curriculum for social workers, psychologists, and care-givers working with trafficked persons in Thailand.
- With PRM funds, IOM also participated in the return and reunification of 44 Haitian child victims of trafficking with their families after they were discovered in a raid by authorities in the Dominican Republic. IOM traced the families of the children, and then followed up with visits to their families to assess the situation. The identified families received training on the risks and consequences of human trafficking and were given reintegration grants to start or expand small businesses. The children received psychosocial assistance and medical check-ups.
- PRM also supported IOM in the Dominican Republic to assist vulnerable Haitian migrants to return home voluntarily and with dignity. To facilitate the return process, IOM conducted biometric registration of migrants, provided transportation back to various points in Haiti, and supplied reintegration support.

FY 2012 Objectives

- Engage the governments of Egypt and Israel on respecting the human rights of migrants and developing coordinated, orderly migration management systems.
- Promote the protection of the world's most vulnerable migrants and orderly and humane migration management in the Horn of Africa, Southern Africa, Mexico and Central America, Southeast Asia, and the Near East by supporting and participating in inter-governmental regional migration discussions on border control, asylum procedures, mixed migratory flows, protection of the human rights of migrants, trafficking in persons, and environment-induced migration.
- Continue to build the capacity of governments to address mixed migratory flows and to process individuals effectively, taking into account the protection concerns of refugees, asylum seekers, unaccompanied minors, stateless persons, victims of human trafficking, and other vulnerable migrants.
- Support IOM efforts to respond to the health, psychosocial, repatriation, and other basic needs of vulnerable migrants stranded in countries experiencing humanitarian crises.

Humanitarian Migrants to Israel

($ in thousands)	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request
Migration and Refugee Assistance	25,000	20,000	15,000

FY 2013 Request

Since 1973, the USG has provided funds to help resettle in Israel humanitarian migrants from the former Soviet Union, countries in Eastern Europe, Africa, the Near East, and certain other designated countries. In consultation with members of Congress, the FY 2013 request maintains support for the relocation and integration of those migrants to Israel through the United Israel Appeal. A decrease from FY 2012, this request reflects a decrease in the number of migrants in need of such assistance and provides adequate funding to support a package of services that includes transportation to Israel, Hebrew language instruction, transitional shelter, and vocational training.

FY 2011 Accomplishments

- In FY 2011, 10,175 humanitarian migrants arrived in Israel from "countries of distress", including 7,355 from Former Soviet Union (FSU) and Eastern Europe and 2,820 from Ethiopia and other countries. This is an increase of 21 percent over FY 2010 arrivals of 8,373.
- Due in large part to USG support and engagement, the United Israel Appeal (UIA) maintained a high level of performance in 2011. One hundred percent of arrivals in 2011 received mandatory services, such as transportation to Israel, transitional housing, education, and vocational training, and Hebrew language instruction. Ninety-eight percent of program participants (target: 92 percent) were satisfied with these services. Eighty-five percent of Ethiopian migrants (target: 70 percent) left absorption centers for permanent housing within 24 months.
- Over the past year, the program has enhanced its pre-departure activities in Ethiopia, including Hebrew and cultural orientation courses aimed at facilitating the immigrants' transition to life in Israel. There was approximately 150 hours of cultural and religious education provided to migrants in advance of departing Ethiopia.
- Humanitarian migrants were provided with effective Hebrew language training with 91 percent of language trainees from the Former Soviet Union advancing one grade level.
- Of all post high school students who entered a one year program to prepare them for university level education or technological programs in Israel, 88 percent (target: 82 percent) completed the program. There was a 100 percent success rate (target: 95 percent) for trainees enrolled in pre-vocational classes.

FY 2012 Objectives

- Support UIA in its effort to move approximately 10,400 migrants to Israel for resettlement and integration into Israeli society.
- Provide humanitarian migrants with effective Hebrew language training, education and vocational skills to enable them to become self-sufficient members of Israeli society.
- Minimize the time migrants need to stay at absorption centers, thereby increasing program efficiency.
- Increase focus on measuring and improving integration outcomes for Ethiopian migrants.

Refugee Admissions

($ in thousands)	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request
Migration and Refugee Assistance	357,000	340,000	310,000

FY 2013 Request

Achieving durable solutions for refugees, including third country resettlement, is a critical component of the State Department's work. The FY 2013 request will support the U.S. Refugee Admissions Program, an important humanitarian undertaking that demonstrates the compassion of Americans for the world's most vulnerable people by offering a solution to displacement when voluntary return and local integration are not possible. MRA resources will be used to fund the costs associated with the overseas processing of refugee applications, transportation-related services for refugees admitted under the program, and initial resettlement services to all arriving refugees, including housing, furnishings, clothing, food, medical, employment, and social service referrals. The FY 2013 request includes a modest increase in the Reception and Placement grant to keep this basic support level for refugee families during their initial weeks in the United States on par with inflation.

The State Department implements the program by providing funding to NGOs involved in both overseas processing functions and domestic reception and placement services. In addition, IOM receives MRA funds for overseas processing and medical screening functions in some locations and for transportation-related services for all refugees being resettled in the United States.

The number of refugees to be admitted in FY 2013 will be set after consultations between the Administration and the Congress before the start of the fiscal year. The request also includes funding to provide refugee benefits to Iraqi Special Immigrant Visa (SIV) applicants and their families as mandated by the Refugee Crisis in Iraq Act of 2007 and to Afghan SIV applicants and their families as mandated by the Afghan Allies Protection Act of 2009.

FY 2011 Accomplishments

- In FY 2011, the U.S. continued its long tradition of refugee resettlement by admitting 56,424 refugees to the United States, representing 73 percent of the regional ceilings established by the Presidential Determination. This decrease, compared to FY 2010 where we admitted 73,311 refugees, was due largely to the 2010 implementation of the Interagency Check (IAC), a new security clearance implemented by the Department of Homeland Security for all refugee applicants.

Photo: Charles Porcel/IOM

- PRM monitoring of domestic programs in FY 2011 indicated that service quality substantially improved with PRM's FY 2010 increase in per capita funding. Improvement in the amount and quality of provisions was most noticeable with affiliates able to purchase new items such as mattresses, rice cookers, pressure cookers, and new linens.
- PRM launched English as a Second Language (ESL) pilot programs for certain U.S.-bound refugees in Kenya, Thailand and Nepal to provide basic literacy and numeracy instruction to those with no or minimal English skills.
- On January 30, 2012, the 50,000th Bhutanese refugee departed Nepal for a new life in the United States. In FY 2011, we admitted 14,999 Bhutanese to the United States.
- In FY 2011, the United States admitted 16,972 Burmese refugees from Thailand and Malaysia.

- In the Near East region, 9,388 Iraqi refugees were admitted to the United States in FY 2011, compared to more than 18,000 per year in both FY 2009 and FY 2010. An additional 618 Iraqi SIV beneficiaries (as well as 101 Afghan SIVs) were provided refugee benefits from the MRA account as a result of special authorizing legislation. The United States also welcomed 2,032 Iranian refugees, a slight decrease from the 3,543 Iranian admissions in FY 2010.
- African arrivals, particularly Somalis, decreased as well, with 7,685 admissions in FY 2011 compared to 13,305 in FY 2010. The majority of African refugees admitted were Somali, Congolese, and Eritrean.
- Arrivals from Latin America decreased, with 2,976 arrivals compared to 4,982 in FY 2010. The vast majority of arrivals continued to be from Cuba. Arrivals from Europe dropped somewhat, with 1,228 arrivals compared to 1,526 in FY 2010. The majority of arrivals from Europe are religious minorities from Ukraine, Russia, and Moldova.

"Our humanitarian responses extend to opening our door to refugees. Every year, the United States provides resettlement opportunities to thousands of the world's most vulnerable refugees, in a program endorsed by President Obama—and every President since 1980. …It is an important, enduring and ongoing expression of our commitment to international humanitarian principles. I recently visited refugees from many countries – like Burma, Somalia, and Iraq – in Denver and Phoenix …met with them at their homes, listened to their stories and their efforts to adjust – all of us know the hardship and disorientation of the early months in a new country. In response to our ongoing dialogue with refugee communities, with local officials who provide support, and with civil society organizations, last year we doubled the Reception and Placement per capita grant for each refugee to help refugees during the first months here."

Maria Otero,
Under Secretary for Democracy and Global Affairs,
Remarks at Secretary's Global Diaspora Forum,
May 17, 2011

FY 2012 Objectives

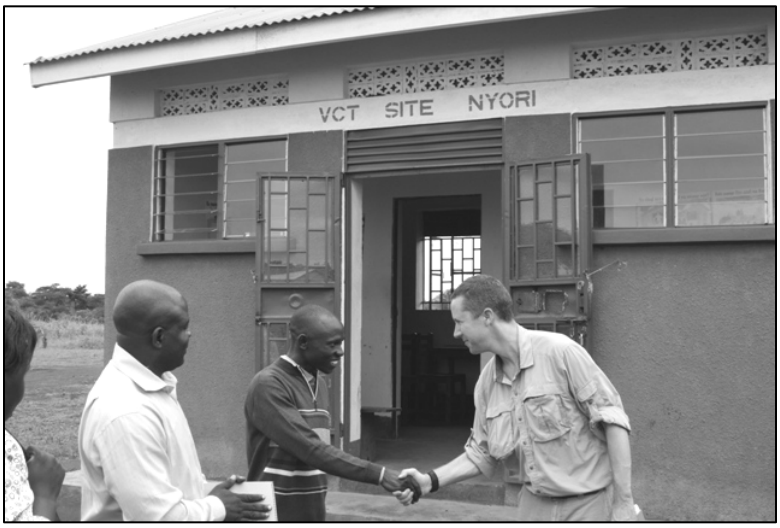
- Admit the maximum number of refugees who can be well-supported in the United States and who are in need of third country resettlement, while preserving the principle of first asylum in other countries, supporting voluntary refugee returns, and advocating expanded resettlement capacity in other countries.
- Ensure effective security screening of refugee applicants.
- Identify and process for admission refugees of special humanitarian concern to the United States, e.g., groups or individuals referred by the UNHCR, U.S. embassies or assistance NGOs (Priority One); threatened people inside Cuba, Iraq, and the Former Soviet states; specific groups of designated refugees (Priority Two); and close relatives of persons from designated nationalities who arrived in the United States as refugees or were granted asylum (Priority Three).
- Continue to work with UNHCR, U.S. embassies, Resettlement Support Centers, the Bureau of Democracy, Human Rights and Labor, and the NGO community, through training and outreach, to ensure that LGBT refugees and victims of gender-based violence are afforded access to the U.S. refugee admissions program, and, if approved by USCIS, are placed with domestic resettlement agencies that are welcoming and equipped to handle the particular needs of these caseloads.
- As part of UNHCR's twinning initiative, provide guidance to Bulgaria and Uruguay, at both the government and NGO level, as they embark upon their own resettlement programs.
- Ensure that U.S.-based partner organizations have sufficient guidance, oversight, and resources from PRM to combine with private resources to provide a core set of reception and placement services that support and facilitate refugee transition into the United States.

Administrative Expenses

($ in thousands)	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request
Migration and Refugee Assistance	28,000	33,500	35,000

FY 2013 Request

The FY 2013 request includes resources to cover the administrative expenses of the Bureau of Population, Refugees, and Migration (PRM). Administrative funds support salaries, travel expenses and other necessary administrative costs to allow the Bureau to manage effectively and responsibly humanitarian assistance programs funded through the MRA and U.S. Emergency Refugee and Migration Assistance (ERMA) appropriations as well as conduct the diplomacy that is essential in advancing U.S. Government humanitarian objectives. While this request reflects a modest increase, additional administrative support is needed in FY 2013 to address the highly demanding management and oversight responsibilities required by admissions and assistance programming that increased by 28 percent from FY 2008 to FY 2011 without a commensurate increase in the administrative budget.



As humanitarian needs have grown, programs funded by the MRA and ERMA appropriations have expanded to meet those needs. This increased programming has been accompanied by rising administrative support costs -- particularly in high-threat areas such as Iraq -- for regional refugee coordinators stationed at U.S. Embassies around the world. PRM staff bring humanitarian expertise and commitment to U.S. foreign policy. When emergencies break, PRM staff bring sound management of foreign assistance programs, providing responsible monitoring and evaluation and demonstrating excellent stewardship of taxpayer resources. Performance management is at the heart of the Bureau's mission on behalf of the world's most vulnerable people, and enables it to provide funding according to need and to meet the simultaneous imperatives to provide assistance effectively, efficiently, and in a sustainable manner. The FY 2013 request provides continued investment in an active monitoring and evaluation training program for staff so they may better assess the impact of USG expenditures. With this request, the Bureau's administrative costs remain low, at only 2 percent of the overall MRA request of $1.625 billion.

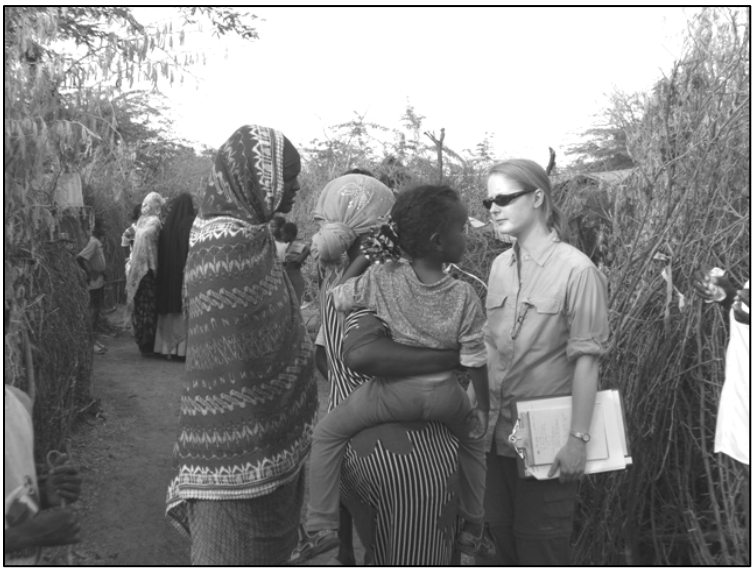
FY 2011 Accomplishments

- During the year, the Bureau's direct hire staff, including regional refugee coordinators stationed at 20 U.S. Embassies around the world, helped maintain USG humanitarian leadership through active diplomatic engagement with refugee-hosting and receiving countries, including successfully working with regional governments to advance the Balkans protracted refugee situation and the Government of Jordan to give Iraqi refugees the right to work.
- Management and oversight of growing refugee assistance and admissions programs remained a top priority for the Bureau in FY 2011. In addition to regular monitoring trips carried out by Washington staff as well as overseas refugee coordinators, PRM staff deployed to numerous humanitarian emergencies in FY 2011 to monitor the situation and the humanitarian response, including in the Horn of Africa, Tunisia, Democratic Republic of the Congo, and Liberia.

- PRM continued to ensure close coordination and oversight of the key international organizations it supports, including monitoring humanitarian operations through regular site visits and shaping the work of these organizations through active participation in donor meetings held throughout the year.

FY 2012 Priorities

- Continue to enhance the monitoring and evaluation of humanitarian partners to ensure accountability, program effectiveness, and maximum benefit for populations of concern on behalf of American taxpayers.
- Conduct active monitoring and oversight of emergency humanitarian operations.
- Continue to exercise due diligence to ensure that USG funds are provided only to humanitarian partners with no links to terrorist organizations.
- Ensure continued humanitarian diplomacy to help protect the world's most vulnerable.
- Strengthen overseas and domestic staffing to ensure strong management and oversight of admissions and assistance programs worldwide.
- Enhance USG capacity to support policy research on emerging humanitarian issues and evaluations of program performance.



U.S. Emergency Refugee and Migration Assistance

($ in thousands)	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request	Increase / Decrease
U.S. Emergency Refugee and Migration Assistance	49,900	27,200	50,000	22,800

FY 2013 Request

The U.S. Emergency Refugee and Migration Assistance (ERMA) Fund serves as a contingency fund from which the President can draw in order to respond to humanitarian crises in an ever-changing international environment. The FY 2013 request will maintain the ability of the United States to respond quickly to future urgent and unexpected global refugee and migration needs.

FY 2011 opened with an ERMA balance of approximately $27.6 million. The combination of an appropriation of $49.9 million in FY 2011, and Presidential drawdowns of $52.6 million left an ERMA balance of slightly more than $24.9 million at the beginning of FY 2012. Over the past five years, an annual average of nearly $61.5 million in ERMA funds has been programmed to address urgent and unforeseen needs.

The $52.6 million drawn from the Fund in FY 2011 was for the following purposes:

Presidential Determination 2011-7: $12.6 million
On March 7, 2011, $12.6 million was authorized to address the needs of Ivoirian refugees affected by the conflict in Cote d'Ivoire.

Presidential Determination 2011-8: $15 million
On March 7, 2011, $15 million was authorized to support needs resulting from the unrest in Libya.

Presidential Determination 2011-11: $15 million
On June 8, 2011, $15 million was authorized to address needs related to the violence in Libya and Côte d'Ivoire.

Presidential Determination 2011-12: $10 million
On August 8, 2011, $10 million was authorized to support needs resulting from the crisis in the Horn of Africa.

Historical ERMA Annual Drawdowns
Meeting Urgent Refugee and Migration Needs

Over the past five years, an average of $61.5 million was drawn from ERMA to address unexpected refugee and migration needs.

In FY 2010, **$75.5 million** was drawn from the Fund:

- $33 million extended the Dadaab /Ifo refugee camp in Kenya, established a food distribution center for Somali refugees in Kenya, and averted serious food pipeline breaks in Africa, the Middle East, Asia, and South America.

- $9.5 million provided shelter, warm clothing, health care, and services assisting victims of sexual violence to returned refugees and IDPs in Kyrgyzstan.

- $33 million provided emergency shelter, food, clean water, and health care to Afghan refugees and Pakistanis displaced as a result of the floods in Pakistan.

In FY 2009, **$42.6 million** was drawn from the Fund:

- $8.3 million assisted Pakistani, Afghan, and Georgian conflict victims.

- $6 million provided assistance and protection to Congolese IDPs and refugees in Uganda and southern Sudan as a result of the crisis in the Democratic Republic of the Congo (DRC).

- $20.3 million addressed humanitarian needs related to conflict in Gaza.

- $8 million provided shelter to IDPs and health care to the wounded due to the crisis in Pakistan.

In FY 2008, **$77.95 million** was drawn from the Fund:

- $32 million provided protection and assistance to those displaced by conflicts in Somalia, the DRC, the Central African Republic, Sudan, and Chad, supported refugee return and reintegration to Mauritania, and provided food assistance, health care, and temporary employment programs to Palestinian refugees in the West Bank and Gaza.

- $4.9 million addressed the needs of Kenyan refugees in Uganda and Tanzania as a result of the post-election crisis in Kenya.

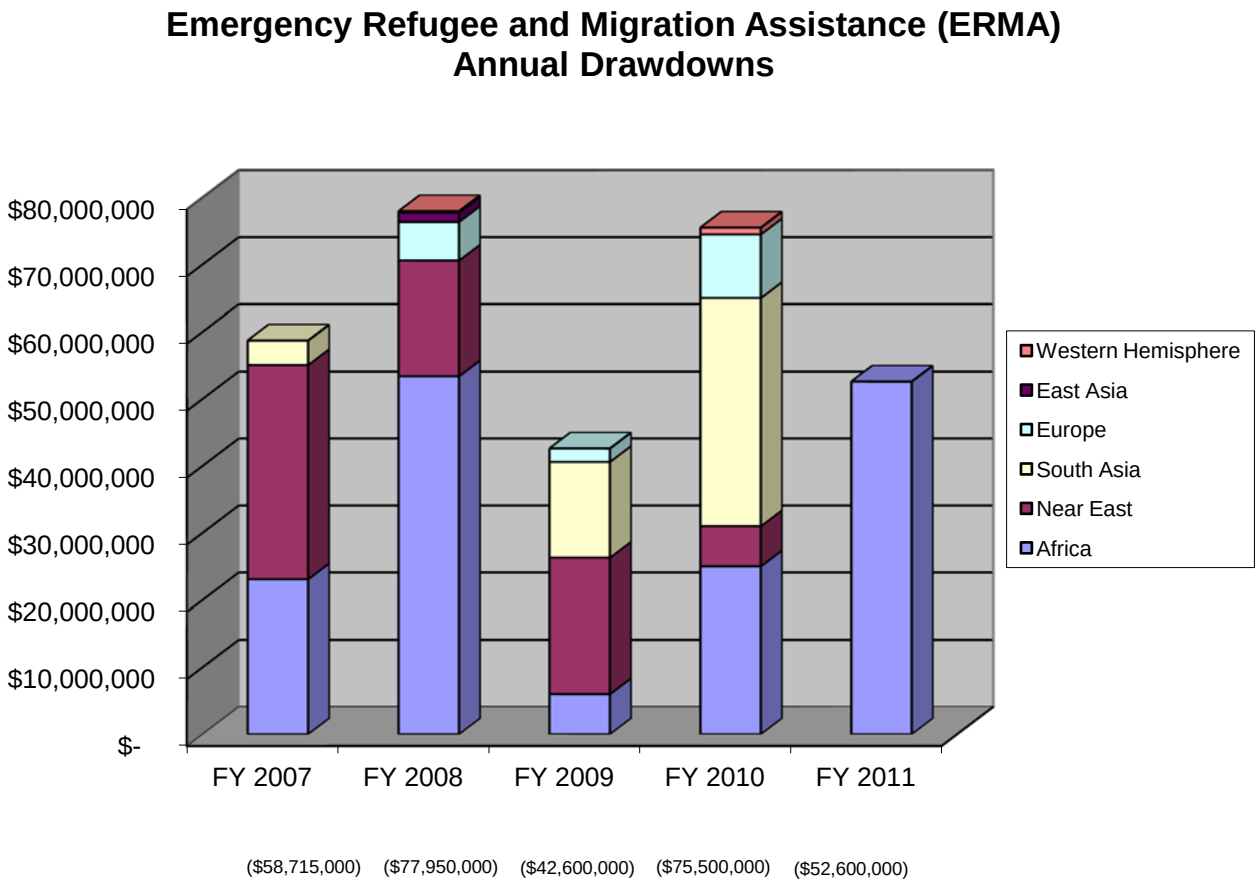
- $32.8 million responded to the renewed or escalating conflicts in Darfur, Somalia, DRC, Yemen, and the Mali, Niger, and Senegal region and averted serious food pipeline breaks in Africa, East Asia, Near East, South Asia, and the Western Hemisphere.

- $2.5 million provided shelter and non-food emergency relief to Zimbabwean refugees and asylum seekers in South Africa, Botswana, Mozambique, and Zambia.

- $5.75 million provided emergency relief and medical assistance to IDPs and conflict victims as a result of violence in Georgia.

In FY 2007, **$58.7 million** was drawn from the Fund:

- $5.2 million addressed the needs of the refugees and conflict victims as a result of the unrest in Somalia and Sri Lanka.

- $29.5 million addressed food pipeline breaks in Africa and the West Bank and Gaza; increased assistance and protection activities in Darfur and Chad; and provided emergency assistance to Somali conflict victims and refugees.

- $24 million provided education to displaced Iraqis, and addressed the humanitarian needs of Sri Lankan IDPs and refugees and Palestinians in Lebanon.