

**Annex I**  
**Overview: Pillar II for Refugee Hosting Countries**  
**Iraq Consolidated Appeal Process (CAP) 2009**  
**30 July 2008**

**I. Background**

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According to Governments' estimates, around two million refugees fled Iraq in search of asylum and durable solutions to their plight. While there are varying estimates of current numbers, countries in the region continue to host the vast majority of Iraqi refugees, in particular, the Syrian Arab Republic (Syria) and the Hashemite Kingdom of Jordan (Jordan), as well as Lebanon, Egypt, Turkey, the Islamic Republic of Iran, the Gulf States and other countries as far as Sudan, Armenia, Chile, Brazil and Argentina, among others. The Iraqi refugee situation represents one of the largest urban refugee populations that the UN system has ever been called upon to address, and poses an unprecedented load on the host countries' economies and social infrastructure. Strong cooperation between Governments, UNHCR, other UN agencies, national and international NGOs, donors, and other partners has resulted in significant strides in meeting the urgent needs of Iraqi refugees, especially over the last year and a half. However, planning for ongoing protection and assistance, including for refugee-affected communities, throughout 2009 is essential to ensure that host countries continue to remain welcoming environments in which Iraqi refugees can live their lives in safety and dignity while awaiting return or resettlement and, where possible, are enabled to become as self-reliant as possible. Planning is also required for the contingency of voluntary returns to Iraq, as and when this is feasible and appropriate.

Pillar II of the CAP represents an important opportunity to further harmonize and strengthen the protection and assistance response across the region, including activities aimed at addressing the effects of the presence of refugees on host communities and national services. At the country level, UNHCR Representatives will coordinate the process in close consultation and cooperation with respective Resident Coordinators and UNCTs. Resident Coordinators will ensure that UNCTs are effectively mobilized for this effort. UNHCR Representatives will also work with Resident Coordinators to ensure appropriate complementarity and build synergies between the Pillar II CAP and existing national development strategies and programmes. The ultimate aim of Pillar II is to facilitate and further develop a coherent, protection-based approach to the delivery of humanitarian, including solutions-oriented, assistance in Iraqi refugee hosting countries within and beyond the region.

**II. Overall Planning Guidelines for Pillar II**

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**A. Overall Strategic Objectives for Pillar II**

While operating environments and priorities differ across the Iraqi refugee hosting countries, and will require the formulation of context-specific criteria for project selection and prioritization, it is important that these criteria are consistent with and reinforce the following overall protection and assistance objectives for Iraqi refugees.

- ***Ensure that Iraqis are able to seek asylum and continue to receive protection***  
Persons fleeing Iraq for refugee-related reasons should be enabled to seek asylum and continue to receive effective protection, through activities by concerned agencies such as registration, data collection, legal advice and counseling, protection

interventions, advocacy, and information campaigns, including to address issues such as SGBV and specific protection needs related to age and gender.

- ***Ensure that Iraqi refugees' basic needs are met with special attention to the most vulnerable***

Where possible, efforts should continue to reinforce national structures that address basic needs (such as health and education, among others) for all refugees in addition to the local population. Additional targeted assistance provided directly to the refugees should strive to meet the particular needs of vulnerable groups and individuals among them, whose coping mechanisms are likely to weaken in the current economic environment.

Host countries have been generous to Iraqi refugees by significantly drawing upon their existing social service structures. The needs of the most vulnerable in refugee-hosting communities will also be addressed in the countries covered within this appeal. This will also allow for the effective delivery of services to refugees, as an enabling environment is created and sustained. The broader, longer-term impact of refugees on host communities will also be reviewed with a view to addressing them within the context of the ongoing CCAs and UNDAFs. In light of the additional economic strain from rising food and oil prices, reinforcement of these services is essential to ensuring Governments can extend vital services to refugees, who will also face growing economic burdens.

- ***Support targeted resettlement for vulnerable Iraqis***

For a significant number of vulnerable Iraqis, return to Iraq is not a viable option and for them, durable solution activities should focus on resettlement to third countries selected on the basis of criteria established by UNHCR.

- ***Undertake contingency measures for potential voluntary returns***

Large scale refugee returns are not likely in 2009 given the continued perception of refugees that although security conditions inside Iraq may be improving, they may not be sustainable. Iraqi refugees are also concerned about material obstacles to return, such as property restitution, access to basic services, and the need for reconciliation amongst ethno-religious groups and for political solutions. Although voluntary return is the preferred durable solution, until security conditions are conducive to a safe and dignified return and allow for sufficient monitoring, return should not be promoted or encouraged. However, contingency measures for the assistance of potential returns based on individual case management will be put in place to assist those Iraqis who, despite the still volatile situation in the country, still wish voluntarily to avail themselves of the return option.

## **B. Geographical Scope of Pillar II**

The geographical scope of Pillar II is comprised of two categories of refugee hosting countries. The first category comprises refugee hosting countries in the geographic region immediately surrounding Iraq. The second category includes countries further afield hosting refugees on an asylum or resettlement basis.

### **C. Project Selection Criteria for Pillar II**

Projects should be consistent with the overall strategic objectives for Pillar II. Drawing on the IASC’s generic “Guidance for CAP Project Selection and Prioritisation,” the following Pillar II-wide technical criteria can also be stated:

- Organisational criterion: the appealing organization has the technical expertise in country, capacity, and mandate to implement the project, or can mobilise this operational capacity as required.
- Demographic criterion: the project will address the protection and/or assistance needs of refugees, asylum-seekers, and the most vulnerable in refugee-hosting communities.
- Geographic criterion: the project will be implemented for refugees, asylum-seekers, and the most vulnerable in refugee-hosting communities in the Iraq region or in any country hosting Iraqi refugees and asylum-seekers.
- Temporal criterion: the projects can make a measurable impact in the twelve-month time-frame of the appeal.

### **III. CAP Process for Pillar II at the Country Level**

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Like Pillar I, the Pillar II process will be an inter-agency CAP process.<sup>1</sup> At the country level it will be structured taking into account the number of refugees hosted, their impact on host communities, existing coordination arrangements, country-specific operational environments, and the number of humanitarian partners willing and able to contribute to the response. Below is general guidance to help shape the country level coordination and planning arrangements. Further country level consultations are required to develop the individual processes in more detail.

#### **A. Process**

UNHCR Representatives will coordinate the process in close consultation and cooperation with respective Resident Coordinators and UNCTs. The process will be taken forward in an open, transparent, and inclusive manner, using and refining the existing coordination mechanisms for the Iraqi refugee response in each country. Resident Coordinators will ensure that UNCTs are effectively mobilized for this effort. UNHCR Representatives will also work with Resident Coordinators to ensure appropriate complementarity and build synergies between the Pillar II CAP and existing national development strategies and programmes. In some countries, a full-fledged CAP process involving relevant members of the UNCT, NGOs, and other partners will be required. However, in other countries, where only a few agencies or organizations are engaged in the Iraqi refugee response, a few meetings to discuss individual project submissions may be sufficient.

#### **B. Beneficiary Groups**

Projects will target Iraqi refugees, asylum seekers, the most vulnerable in refugee-hosting communities, as well as other refugees who were forced to leave Iraq as a result of the ongoing situation.

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<sup>1</sup> The process described here is for countries participating in the regional workshop. The Pillar II Coordination Team will liaise with countries further afield to identify individual projects to be included in the CAP project list.

### **C. Sectoral Scope**

The sectoral scope will be determined at the country level to reflect humanitarian needs, and the existing operational and coordination mechanisms used to deliver protection and assistance for the Iraqi refugees and the most vulnerable in refugee-hosting communities.

### **D. Project Selection and Prioritisation Criteria**

Within the framework of the overall strategic objectives outlined above, UNHCR will work closely with UNCTs and other partners to develop supplementary, country-specific criteria to guide project selection and prioritization, taking into account the IASC's "Guidance for CAP Project Selection and Prioritisation" and country-specific refugee protection considerations.

### **E. Monitoring and Evaluation Criteria**

Humanitarian partners participating in the country level processes should also develop monitoring and evaluation criteria and mechanisms as part of their planning.